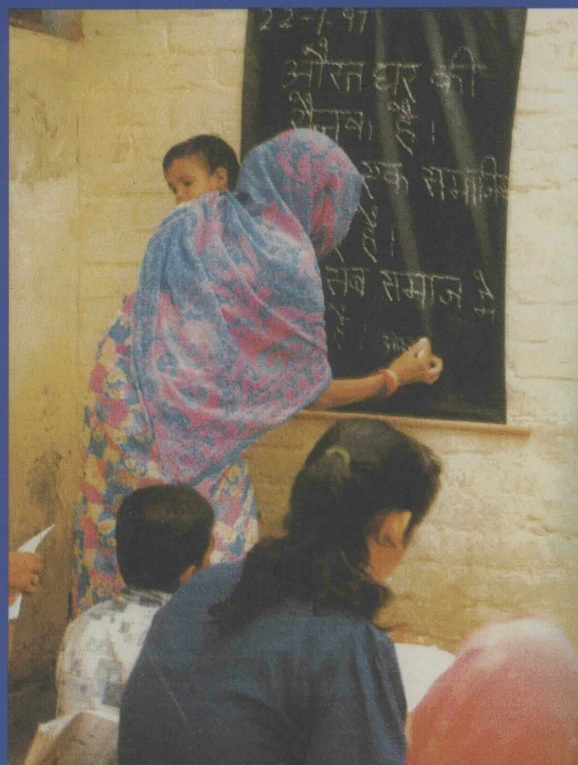# Analysis of

External Evaluation Reports

of Total Literacy Campaigns

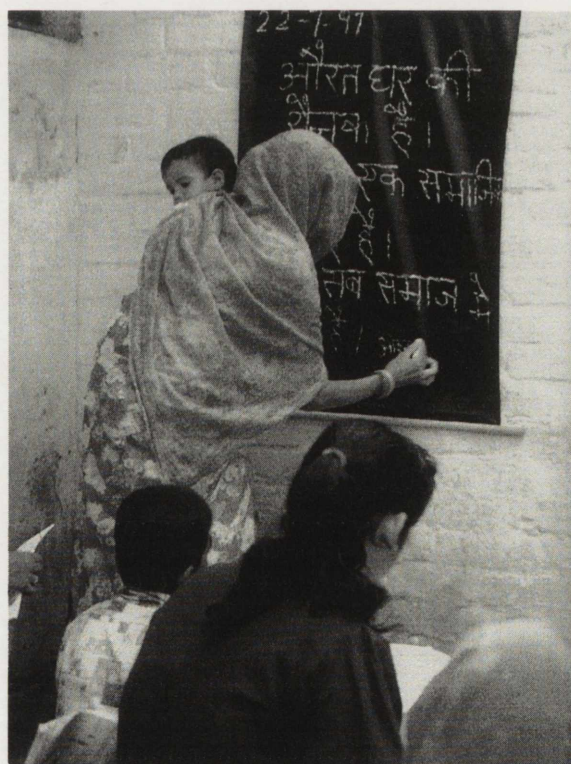## in India

Volume 4

National Literacy Mission

Analysis of
External Evaluation Reports

of Total Literacy Campaigns
in India

Volume 4

**National
Literacy
Mission**

CONTENTS

PREFACE

Although literacy campaigns in India began in a big way from around 1990, objective and systematic evaluation of literacy activities were not started for several years thereafter. What have now been put in place are streamlined systems of concurrent and final evaluation of ongoing and concluded campaigns. The system of concurrent evaluation envisages a proactive and on-line evaluation methodology that assesses the ongoing programme and identifies strengths and weaknesses - a more sophisticated form of SWOT analysis. It enables the managers of the project to take corrective measures and maximise existing strengths. The procedure and methodology have been carefully considered and sampling techniques along with the modalities for general application have been carefully put in place.

Similarly, for final evaluation, detailed steps have been worked out putting in place sampling frames, a comprehensive definition of the universe, and a clear demarcation of testing tools. Time frames have delineated, costs worked out and reporting systems outlined. Also built into the evaluation system are survey details, instructions with regard to the preparation of test papers and other useful guidelines.

Most importantly, in order to ensure complete objectivity, panels of nationally recognised social research agencies have been drawn up. It is they who take up evaluation work and submit their reports to the district, the state directorate and the Mission. The panels are themselves drawn up by a national core group which carefully vets the credentials and track record of every organization that seeks empanelment.

The impact of these well-coordinated measures has been a framework in which self-evaluations have been obliterated and a transparent, technically sound system has been put into operation, allowing the true results of literacy campaigns to come before us. This has facilitated methodical stocktaking and implementation of remedial measures wherever necessary.

The present compilation is a summary of evaluations taken up in 21 districts in 10 states. For the specialists, the practitioner, the academic, the planner and even the lay man, this volume will prove to be a useful reference work.

BHASKAR CHATTERJEE
Director General
National Literacy Mission

FOREWORD

It is necessary to design a clear cut, scientific and comprehensive system of evaluation for assessing the success of any human development programme. Keeping this in view, the guidelines for the evaluation of Total Literacy Campaign were formulated by National Literacy Mission in 1997 after a series of workshops in Goa, Patna, Lucknow, Mysore and Delhi in which several evaluations experts and agencies, educationists and leading lights of the literacy programme participated. According to the guidelines of evaluation of TLC, evaluation of a District is done by an empanelled evaluation agency which is from outside the State and which is appointed to do so by the National Literacy Mission. About 275 districts have been evaluated so far. These evaluation reports are examined in the DAE by the National Core Group of Evaluation which is chaired by Shri Mushtaq Ahmed, Chairman, National Institute of Adult Education, New Delhi and ex-Director, State Resource Centre, Jamia Milia, Delhi. The present volume is the summary of the analysis of evaluation reports of TLC's of 21 districts in 10 States which has been edited by Shri Mushtaq Ahmed. The Directorate of Adult Education is grateful to Shri Mushtaq Ahmed for undertaking the indepth analysis of these evaluation studies and for bringing out clearly the shortcomings and the strong points of the reports. I also thank P.S. Bawa, Deputy Director, DAE for putting this volume in the present shape. I hope that this analysis will be useful for the empanelled evaluation agencies, State Directorates of Adult Education, State Resource Centres and the districts where TLC/PLC/CE is being implemented.

Vishnu Kumar
Director
Directorate of Adult Education
Government of India, New Delhi

31st July, 2000

(ii)

ABBREVIATIONS/GLOSSARY

S.No.	Word	Description
1.	Backlog	Difference between the number attaining the NLM Literacy Norms and the district target
2.	E.B.	Environment Building
3.	E.E.	External Evaluation
4.	Gap in Evaluation .	Gap between the close of teaching period and the start of evaluation
5.	T.	Table
6.	T.A.	Test Administrator
7.	T.P.	Test Paper

EVALUATING AGENCIES

S. No.	STATE / DISTRICT	EVALUATING AGENCY
I.	**MAHARASTRA**	
1.	Aurangabad	Gokhle Institute of Politics and Economics, Pune Tel: 0212 350287 Fax: 0212 375 600
2	Buldana	SRC Indore 14, Old Sehore Road, Indore – 452001 Tel: 0731 401 718
3	Kohlapur	Deptt. of CAE & Ext., SNDT Women's University 1, Nathibai Thackersey Road, Mumbai Tel: 91 022 2066 892 Fax: 91 022 2628226
4.	Sangil	Gokhle Institute of Pol. & Eco., Pune Tel: 0212 350287 Fax: 011 6828014
5.	Yavatmal	Gokhle Institute of Pol. & Eco., Pune Tel: 0212 350287 Fax: 011 6828014
II	**BIHAR**	
6.	Hazaribagh	Himalayan Regional Study and Research Institute, B – 256, HIG Flats, East Soni Road, Chilton Root – Delhi Tel: 011 228 6562 Fax: 011 682 8014
III	**GUJARAT**	
7.	Junagarh	Rural Institute of Management Gujarat

IV	**RAJASTHAN**	
8.	Chittorgarh	Indian Institute of Management, Vastrapur - Ahmedabad Tel: 079 407241 Extn. 4807 Fax: 011 79 6568345
9.	Jhunjunu	Deptt. Of Social Work, Jamia Millia Jamia Nagar, New Delhi Tel: 91 011 682 1270 / 683171 Fax: 91 011 682 1232
10.	Sikar	SRC, Rajasthan 7 – A, Jhalna Dingri, Industrial Area, Jaipur Tel: 0141 517464 / 518 698 Fax: 91 0141 517 469
V	**ORISSA**	
11.	Bolangir	Operation Resarch Group, Bhubaneshwar
VI	**ANDHRA PRADESH**	
12.	Anantpur	Centre for Adult Continuing Education & Extension, University of Kerala, Thiruvananthapuram Tel.: 91 0471 418 360 Fax: 91 0471 447158
13.	Krishna	Academic Staff College, University of Hyderabad. Tel: 0842 – 253901, 253951, Extn. 2711 Fax: -
14.	Medak	Academic Staff College, University of Hyderabad, Tel: 0842 – 253901, 253951, Extn. 2711 Fax: -
VII	**ASSAM**	
15.	Tinsukia	State Institute of Education, Jorhat, Assam – 785001 Tel: 0376 320679 Fax: -

VIII	**HIMACHAL PRADESH**	

16.	Bilaspur	Udaipur School of Social Work Rajasthan Vidyapeeth, Pratapnagar, Udaipur Tel: 0294 491 809

IX	**TAMIL NADU**	

17.	Erode	Institute for Social and Economic Change, Banglore
18.	Thanjavur	Centre for ACE & Ext, University of Kerala, Thiruvananthapuram
19.	Trichy	Centre for ACE & Ext, University of Kerala, Thiruvananthapuram

X	**MADHYA PRADESH**	

20.	Rajgarh	Media Resarch Group. F – 126, Rajouri Garden , New Delhi Tel: 011 5411 245 / 530214
21.	Shivpuri	Indian Inst. Of Rural Development, Jaipur

EVALUATION OF TLC
A FEW FACTS AT A GLANCE

***

No	States/ districts	Target (in Lakhs)	Teaching Duration	Sample Size Planned (P) Actual (A)	Result as against Sample 'S' Target 'T'
Maharashtra					
1.	Aurangabad	3.40	24 Months (Aug 92 to Aug 94)	P 8.23% A 9.00%	S: T: 74.53%
2.	Buldana	1.52	27 Months (Oct 95 to Dec. 97)	P. 5.0% A 7.0%	S: 80.43% T: 68.34%
3.	Kolhapur	2.44	Arpx. 36 months (dates not given)	P. 5.0% A 4.3%	S: 42.8% T: 42.8%
4.	Sangli	1.94	28 months (Jun 93 to Sept. 95)	P. 8.0% A. 7.3%	S: T:68.0%
5.	Yavatmal	2.81	24 months (Sept 94 to Sept 97)	P. 7.9% A. 5.7%	S: 55% T:32%
Bihar					
6.	Hazaribagh	3.99	14 months (Feb 97 to April 98)	P. 11,198 A. 5,072	S:48.7% T:29.7%
Gujarat					
7.	Junagarh	1.78	Closing date not given	P. 3.0% A. 2.3%	S:36.8% T:
Rajasthan					
8.	Chittorgarh	3.9	29 months (March 95 to Aug 97)	P. 5.0% A. 7.4%	S:94.0% T:49.0%
9.	Jhunjhunu	2.05	17 months (Oct 95 to Feb 97)	P. 7.8% A. 6.3%	S:66.9% T: 41.7%
10.	Sikar	2.14	13 months (June 93 to Jan 96)	P. 10.0% A. 7.0%	S:73.8% T: 36.5%
Orissa					
1.	Bolangir	4.43	Not given	P.Not given A. 1.9%	S: 85.3% T:50.3%

Andhra Pradesh					
12.	Anantpur	6.90	34 months (June 94 to April 97)	P. 10,000 A. 9,509	S:40.5% T:17.8%
13.	Krishna	6.00	17 months (May 94 to Sept. 95)	P. 10% A. 3.2%	S:23% T:8.6%
14.	Medak	8.43	30 months (Feb 93 to Jan 95)	P. 4.5% A. 1.5%	S:32.5% T: 6.6%
Assam					
15	Tinsukia	2.13	21 months (May 94 to March 96)	P. 8.16% A. 6.5%	S:16.8% T:10.4%
Himachal Pradesh					
16.	Bilaspur	0.32	14 months (Feb 93 to April 94)	P. 12.7% A. 9.0%	S: 69.3% T: 44.0%
Tamil Nadu					
17.	Erode	Not given	14 months (Jan 94 to March 95)	P. Not given A. 1.23%	S:58% T:
18.	Thanjavur	3.19	14 months (Oct 94 to Dec 95)	P. 10.0% A. 8.4%	S:81.95% T: 62.3%
19.	Trichy	7.20	18 months (Jun 94 to Dec 95)	P. Not given A. 6.5%	S:46.22% T:26.6%
Madhya Pradesh					
20.	Rajgarh	2.23	24 months (Jan 95 to Jan 97)	P. 6.81% A. 3.18%	S:32.1% T: 9.14%
21.	Shivpuri	2.44	12 months (Oct 95 to Oct 96)	P. 6.0% A. 1.7%	S:36.0% T:20.7%

MAHARASHTRA

AURANGABAD

BACKGROUND

1. Project Proposal approved by NLM

April 1992

2. Implementing Agency

ZSS

3. Door to door survey

November 1992

4. Identified non-literates

Age Group	Male	Females	Total
15 - 45	1, 10, 461	2, 29, 663	3, 40, 000

5. Enrolment

2, 79, 046

6. Teaching Started   Teaching Continued upto

August 1992   Did not mention when teaching concluded.
                              Probably August 1994

7. Date of External Evaluation

October 1994

8. Report Submitted

July 1996. Took 21 months to submit the report

9. Period of teaching upto External Evaluation

Approximately 24 months

10. Evaluating Agency

Gokhale Institute of Politics & Economics , Pune
Project In-charge : Dr. Sudhakar N. Gadam

11. Appointed by

Not mentioned.

12. Major stated Objectives of External Evaluation

❑ Evaluation of learning outcome.

METHODOLOGY ADOPTED

13. The Universe

Not specified as Universe, perhaps all identified illiterates.

14. No. of learners in the Universe

The same as enrolled i.e. 2,79,046

15. The sampling technique

2-5 villages selected from each beat (part of taluka) selected By simple random sampling method. All learners were to be tested in the sample villages. 8-10% of learners were to be tested in every beat. In urban areas zones and wards formed the basis of sampling. 178 villages in the sample.

16. Size of Sample

Planned **8.23%,**   Actual **9.0%**

17. The Test Paper

25 sets of parallel Marathi TPs and 10 sets of Urdu Tps were prepared by RRC, Aurangabad.

18. Test Administration

52 MSW students of Bharti Vidiya Peeth Pune served as team leader. 300 primary school teachers, not involved in the campaign served as TAS. All testing completed in five days. TPS marked by the TAS in the field. Project director remained in the field throughout.

19. Assessment of Inputs/Social Impact, if any

- Describes organisational / supervisory structure, training of functionaries. No critical appraisal .
- Describes E.B. in great detail and shows that it was helpful in getting public co-operation and help from different sections of society.

Social Impact

1. Members of the public came out in support of the campaign - gave money.
2. Atmosphere created against dowry and alchoholism
3. Women became conscious of their power. Demanded action from govt. machinery, formed Mahila Mandals.
4. Became ready to send their children to school. Also began to take interest in their school work.

FINDINGS

20. *Attainment of NLM Norms :*

a)   Against learners in the sample

Did not calculate sample result separately but used it to calculate Taluk / District result.

b)   Against learners enrolled: 90.0%

c)   Against total non-literates in the district i.e. by TARGET

74.53%

d)   Testees turn out

Urban   70.5%   Rural   94.0%

e)   Proxy learners

Not reported.

f)   Method of calculating district success rate

The calculation of the District success rate is computed from the success rate of all the Talukas.

<u>Reasons for high attainment</u>

❑ Massive E.B. activities of varied types enlisted the co-operation of all types of people.

❑ Intellectuals like dramatists, writers, even Nana Patekar got involved.

❑ Youth and senior citizens formed groups adopted learners and accepted responsibility for their progress.

❑ Power given to VEC to report on erring public servants.

❑ The participation of voluntary agencies and peoples representatives on a limited scale.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Strong Points

1. It is a comprehensive evaluation of different efforts made by the district. It clearly shows that the main reason of success was the willing participation in the campaign of all sections of the society, individuals, intellectuals and leaders. Tribals offering their huts for holding the classes and themselves remaining outside till the duration of the class. Giving power to VECs to report on erring officials.

2. Has described the testing situation in detail. A large number of TAS were used as in pre-Guidelines evaluation, agencies expected oral responses to comprehension questions, instead of written answers as it is done now. Therefore they used a large number of TAS to record oral responses.

3. Has not reported numbers of proxy learners but has reported incidents of undesirable practices and the cases which were rejected.

4. Has done a tremendous work of re-checking the markings of 32, 000 TPS for the sake of accuracy and reliability.

5. Has given an insight of why the campaign lasted for two years inspite of a responsive administration and excellent public support. The main reasons were the Babri Masjid agitation in 1992, the Latur earth-quake, the riots following the re-naming of the Marathawada University.

MAHARASHTRA

BULDANA*

BACKGROUND

1. **Project Proposal approved by NLM**

   March 1995

2. **Implementing Agency**

   ZSS

3. **Door to door survey**

   August 1995

4. **Identified non-literates**

Age Group	Male	Females	Total
15 - 35	41, 923	1, 10, 139	1, 52, 062

5. **Enrolment**

   1, 52, 062

6. **Teaching Started**   **Teaching Continued upto**

   October 02, 1995   December 1997

7. **Date of External Evaluation**

   February 1998

8. **Report Submitted**

   June 1998

* *Awarded Satyen Maitra Memorial Literacy Award in 1997-98.*

9. Period of teaching upto External Evaluation

26 months

10. Evaluating Agency

State Resource Center Indore
Shri. S. K. Agashe , commissioned by the SRC

11. Appointed by

ZSS - NLM

12. Major stated Objectives of External Evaluation

a) Assessment of learners literacy skill along with the social impact of the campaign.
b) Suggestions for remedial measures.
c) Academic input into the policy and planning of the literacy campaign.

METHODOLOGY ADOPTED

13. The Universe

Current learners (PI , PII , PIII)

14. No. of learners in the Universe

1,40,007

15. The sampling technique

Two stage stratified random sampling. In the first stage a number of village panchayats and municipal councils were selected then a number of villages and wards from the above.

16. Size of Sample

Planned **5 %** , Actual **7.09 %**

17. The Test Paper

A TP somewhat lower than prescribed norms.

18. Test Administration

77 TAs were engaged who tested the learners in 3 rounds. The ratio of testees and TA comes to 1:28, 1:13 and 1:8 in round 1,2,3. Where they were recruited from is not given. No list of TAs included.

19. Assessment of Inputs / Social Impact , if any

Describes EB activities and training schedule. But no critical appraisal.

Social Impact claims which could not be verified by evaluator

- ❑ School drop out rate reduced.
- ❑ 757 new literates appeared for class IV exam out of which 313 qualified.
- ❑ Awareness about immunizations, adoption of health practices.
- ❑ Adoption of small family norms.
- ❑ New literates held position in panchayats.

FINDINGS

20. *Attainment of NLM Norms :*

a) **Against learners in the sample**

   80.43%

b) **Against enrolled learners: 68.34%**

c) **Against total non-literates in the district i.e. by TARGET**

   68.34 %

d) **Testees turn out**

   80.8 %

d)   Proxy learners

7 %

e)   Method of calculating district success rate

According to Guidelines (T. 2)

Reasons for high achievement

❏ The reasons for high success rate seems to be corrective measures taken by the ZSS to strengthen the programme after the concurrent evaluation findings and recommendations, committed functionaries and a very large number (89.16 %) completing P III. However a below standard test paper casts doubt over the high achievement figures.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Strong Points

This is an excellent evaluation study. The evaluator seems to be an experienced researcher and having deep knowledge of the campaign as well. presentation is precise, clear and forceful. All the necessary tables are present in the report and the evaluator has gone into the various aspects of the campaign in depth. He has tried to enlist social impact claims but at the same time he has admitted that he had had no data to varify the claims and had reiterated the caution given in the Guidelines of attempting to evaluate the impact on social and economic behaviour of the learners while evaluating the learning outcomes.

Weak Points

The evaluation has been done on the whole according to the Guidelines. However there is a serious weakness in the construction of the TPS.

Action by NLM

❑ SRC Indore should be advised to prepare TPs according to the model TP given in the Guidelines in future evaluations.

MAHARASHTRA

KOLHAPUR

BACKGROUND

1. Project Proposal approved by NLM

Date not given.

2. Implementing Agency

ZSS

3. Door to door survey

Date not given.

4. Identified non-literates

Age Group	Male	Females	Total
15 - 45	57, 136	1, 86, 689	2, 43, 825

5. Enrolment

Not reported.

6. Teaching Started   Teaching Continued upto

February 15, 1994.   Does not mention when teaching concluded.

7. Date of External Evaluation

April 1997

8. Report Submitted

Date not given.

9. Period of teaching upto External Evaluation

Three years. Not clearly mentioned but if it is assumed that it continued till E. E. date, then the period of teaching comes to three years.

10. Evaluating Agency

Deptt. of CAE and Extension ,
SNDT Women's University, Mumbai
Vandana Chakarbarti, Chief Investigator.

11. Appointed by

Director Adult Education , Maharashtra.

12. Major stated Objectives of External Evaluation

Assessment of learners performance.

METHODOLOGY ADOPTED

13. The Universe

Current learners (P I , P II and P III)

14. No. of learners in the Universe

2,43,825

15. The sampling technique

A number of villages from every educational beat drawn randomly. Village last unit of sample. Special groups like prostitutes, prisoners and SCs were purposely selected.

16. Size of Sample

Planned **5%** , Actual **4.3 %**

17. The Test Paper

10 sets of TPs to avoid copying. Prepared according to Guidelines.

18. Test Administration

60 secondary school teachers from Kolhapur served as TA. They were supervised by 10 members of the evaluating agency.

19. Assessment of Inputs / Social Impact , if any

Gives EB items in great detail. But no critical appraisal.

Social Impact

- Organisations like the dairy co-ops and sugar factories offered some help to Kalajathas.

- It was reported that drop out rate of school children was reduced.

- Schools were opened in some hilly areas where previously there were no schools.

FINDINGS

20. *Attainment of NLM Norms :*

a)   Against learners in the sample

42.8 %

b)   Against total non-literates in the district i.e. against TARGET

42.8%

c)   Testees turn out

84 %

d)   Proxy learners

24.26 %

e)   Method of calculating district success rate

Follows the Guidelines. Only district success rate not reliable. This is so as the survey figures of learners and the universe figures i.e. current learners have been shown exactly the same even after a lapse of three years.

Reasons for high / low attainment

Gives detailed reasons of low success the main reasons are:

❑ Prolonged duration of campaign.

❑ Project proposal envisaged the involvement of a large number of organisation like dairy corps, sugar industry, banks colleges, voluntary organisations and eminent personalities. But meagre help was received from only a few.

❑ Mostly a government programme.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

General Observation

`The Background data` page is missing. Project sanction   date and door to door survey dates also seem missing. The evaluation process is technically sound.

Strong Points

1) Gives an interesting information that *89.3%* of the learners completed P III but only *44%* qualified. The reasons seems to be that the primer was completed in a hurry, otherwise this is generally not so.

2) *93.4%* of the learners were not members of any social organisation like Mahila Mandal, credit society, diary co-ops and Gram panchayats.

3) *77%* of VTS were school teachers (though on p 59 it says `Mostly school students were teaching adult learners)'

4) Explains reasons of proxy in detail.

Weak Points

1. Door to door survey figures of non literates (2, 42, 825) and the current learners figures, after 3 years of the campaign, has been shown as exactly the same (2, 43, 825).

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2.   Gives a very interesting information that the agency asked the VEC to declare that all testees were genuine learners. The members also gave written statement that they personally know the learners. But the agency itself found that as high as 24.25% testees were proxy. Some light should have been thrown on this paradox.

Action by NLM

❏ It may be suggested to the agency to follow the recommendations of the Guidelines regarding the presentation of the report. Also to re-examine essential data like number of target learners and number of current learners, when evaluating a district.

MAHARASHTRA

SANGLI*

BACKGROUND

1. Project Proposal approved by NLM

October 1992

2. Implementing Agency

ZSS

3. Door to door survey

August 1991

4. Identified non-literates

Age Group	Male	Females	Total
15 - 45	57, 485	1, 36, 826	1, 94, 311

5. Enrolment

Not given.

6. Teaching Started   Teaching Continued upto

June 15, 1993   September 1995

7. Date of External Evaluation

October 1995

8. Report Submitted

March 1997

• *Awarded Satyen Maitra Memorial Literacy Award in 1995-96.*

9.   Period of teaching upto External Evaluation

Approximately 28 months.

10.   Evaluating Agency

Gokhle Institute of Politics and Economics , Pune
Project Incharge - Dr. Sudhakar N. Gadam

11.   Appointed by

NLM - ZSS

12.   Major stated Objectives of External Evaluation

❑ Evaluation of learning outcome ..
❑ To critically document the implementation process of the TLC.

METHODOLOGY ADOPTED

13.   The Universe

Not specifically mentioned , perhaps all identified non literates.

14.   No. of learners in the Universe

1, 94, 311

15.   The sampling technique

Two to four villages from each beat were randomly selected using a table
of random numbers. All learners in the selected villages were to be tested,
8-10 % learners in each beat were to be covered.

16.   Size of Sample

Planned **8 %** ,   Actual **7.3 %**

17. The Test Paper

20 parallel TPs per Dave Committee norms.

18. Test Administration

- ❑ 35 MSW students from SIBER Kolhapur served as team leaders.
- ❑ 68 primary school teachers from the same district served as TAs.
- ❑ 5 staff members of the Institute and the project remained in the field throughout.

19. Assessment of Inputs / Social Impact, if any

- ❑ Describes the formation of the usual committees at different levels in 6 pages, without critical appraisal.
- ❑ Devotes 4 pages just to give dates and number of training of different level functionaries. No critical appraisal
- ❑ Describes the usual EB item in 7 pages. However reports that inspite of elaborate EB there was no improvement in attendance and hence the district reduced the target by almost half..

FINDINGS

20. *Attainment of NLM Norms* :

a) **Against learners in the sample**

Used the same procedure as in Aurangabad.

b) **Against total non-literates in the district i.e. by TARGET**

67.97 %

c) **Testees turn out**

92 %

d) Proxy learners

TPs were checked and doubtful cases were rejected but did not report how many were rejected.

e) Method of calculating district success rate

Same as in Aurangabad report i.e. Percent success. The calculation of the district success rate is computed from the success rate of Talukas.

Reasons for high / low attainment

The report gives an excellent detailed account of the efforts made by the district to improve and revive the campaign. First it took a systematic self assessment exercise in July 1993. It found that inspite of all types of EB and efforts to put more life into the campaign it was making little headway. The attendance in the classes did not go beyond 1, 25, 000 as against the target of 2,95,000. It wrote to NLM that it cannot make more than 1,94,311 persons literate. So the original target of 2,95,105 was reduced to 1,94,311.

After that the district made tremendous efforts to revive the programme and achieve the target. The account of these efforts are given in the report in pages 49 - 52 and also in chapter III.

Among the revival efforts two schemes are interesting. Mr. Kaduskar , a Tahsildar of Atpadi tried to introduce the Pune pattern of `Gaon Kachehari`. All govt. and semi - govt. functionaries in the village were to meet at a given time and place regularly. The village people could get their problems solved then and there. He also tried to do micro planning for each village in his tehsil with the help of school teachers unions, elected representatives and elites in the village. This came to be know as Kadurhar pattern in the district and proved quite helpful. *Atapdi Taluka achievement was 75% as against the distt. Average of 68%.*

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Strong Points

1. Gives a detailed and useful description of district's self assessment effort, adopting a realistic target and its revival efforts.

2. Did an assessment of some of the E.B. activities and found the participation of peoples representatives and voluntary agencies weak.

3. Gives interesting account of individual success, peoples help and participation in the campaign on their own, under `Field Mirror'.

4. Rechecked all the 15, 000 TPs for accuracy and reliability. Rejected unreliable and proxy scripts, though did not report the number of cases.

5. Tables giving male, female, urban, rural, caste-wise, occupation- wise success rates for the district are given. Does the statistical comparison of achievement by caste groups even working out 'Z' value and rejecting or accepting the hypothesis.

Weak Points

Since this is a pre - Guidelines report , it contains same type of page after page un - necessary information as in Aurangabad report.

MAHARASHTRA

YAVATMAL

BACKGROUND

1. Project Proposal approved by NLM

January 1994

2. Implementing Agency

ZSS, Yavatmal

3. Door to door survey

July 1993 and October 1996

4. Identified non-literates

Age Group	Male	Females	Total
15 - 45	99, 574	1, 81, 400	2, 80, 974

5. Enrolment

2, 80, 974

6. Teaching Started	**Teaching Continued upto**
September 08, 1994	Approx. September 1996

7. Date of External Evaluation

October 1996

8. Report Submitted

September 1998

9. Period of teaching upto External Evaluation

24 months

10. Evaluating Agency

Gokhle Institute of Politics and Economics , Pune
Project Incharge - Dr. Sudhakar N. Gadam

11. Appointed by

NLM

12. Major stated Objectives of External Evaluation

❑ Learners Evaluation .
❑ To critically document the implementation process of the TLC.

METHODOLOGY ADOPTED

13. The Universe

All identified learners.

14. No. of learners in the Universe

2, 80, 974

15. The sampling technique

36 Zones were formed in the district and from each a number of villages were chosen randomly so as to cover about 8% learners in each zone.

16. Size of Sample

Planned **7.9 %**

17. The Test Paper

Not included in the report. But it is mentioned that 20 sets of parallel TPs were prepared on the lines suggested by Dave Committee.

18. Test Administration

50 Students of Baba Sahab Ambedkar College of Social Work were engaged as team leaders. 150 Teachers from the district itself were selected as TAs. Five Supervisors from the Institute were also deputed to the field.

19. Assessment of Inputs / Social Impact, if any

- Describes EB activities and training programmes in detail but does not examine them critically.

Social Impact

- President of Krishi Vigyan Mandal donated Rs. 1,500/- for the electrification of the primary school.
- 7 new-literates filled in forms for loan from IRDP and received Rs. 60,000/-
- 17 new literates in another village received assistance from development schemes and they set up dairies.
- In a village, liquor addicts gave up drinking and joined LC.
- Some learners opened saving accounts in villages, which they did not do before.
- Several individuals, persuaded non-literates to attend classes, taught and supervised them on their own, even in difficult conditions.

FINDINGS

20. *Attainment of NLM Norms :*

a) **Against learners in the sample**

55.12 %

b) **Against enrolled learners: 55.12%**

c) **Against total non-literates in the district i.e. against TARGET**

32 %

d) **Testees turn out**

83.70 %

e) **Proxy learners**

21.46 %

f) **Method of calculating district success rate**

Tables not according to the guidelines because evaluation was carried out earlier. Adopted percentagae method to calculate the district result.

Reasons for high / low attainment

Not given in the report.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Strong Points

1. The evaluation was done before the Guidelines. Therefore, the sampling and the presentation of the report differs from the present practice.

2. Dr. Gaddam gives interesting and useful information showing individuals going out of their way to help the Campaign and benefits received by individuals learners.

Weak Points

1. The report shows that E.B. was done on a huge scale. The campaign had wide support of the public including officials, public representatives, and politician. There were 130 full time workers. Even the DC adopted a village. Individuals supervised classes on their own, offered gifts to VTs. As high as 47% learners had completed PIII. Then, it is rather surprising that the literacy outcome was so poor. Only 32% of the target becoming literate. Only 55% of the testees had qualified. Wherever teaching / learning is satisfactory a much higher percentage qualifies.

2. The district has shown exactly the same figures for target and enrolled learners. The evaluator did not probe.

3. The evaluation was done in October 1996 and the report was presented in September 1998. The Institute took *two years* to present the report.

BIHAR

HAZARIBAGH

BACKGROUND

1. Project Proposal approved by NLM

March 1994

2. Implementing Agency

ZSS

3. Door to door survey

September 1996

4. Identified non-literates

Age Group	Male	Females	Total
15 - 35	1,54,533	2,45,268	3,99,801

5. Enrolment

3, 91, 807

6. Teaching Started   Teaching Continued upto

February 1997   Not given

7. Date of External Evaluation

April – May 1998

8. Report Submitted

June 1998

9. Period of teaching upto External Evaluation

14 months

10. Evaluating Agency

Himalayan Regional Study and Research Institute, Delhi
Dr. G. D. Bhatt

11. Appointed by

ZSS – NLM

12. Major stated Objectives of External Evaluation

❑ Learning outcome of TLC.

METHODOLOGY ADOPTED

13. The Universe

Current learners (93% had completed P III)

14. No. of learners in the Universe

3,28,504

15. The sampling technique

Each block was divided into sectors North, South, East, West and Centre.
A no. of villages from each sector to give the required number of learners
were randomly selected. Thus one stage simple random sampling was
followed.

16. Size of Sample

Planned **11, 198,**   Actual **5, 072 or 1.5 %**

17. The Test Paper

4 TPs accordingly to the guidelines including minimum cut off marks. (See comments).

18. Test Administration

15 TAS from outside the state + 2 Institute staff administered the test. The project director and a team leader were in the field throughout and provided supervision and guidance.

19. Assessment of Inputs/Social Impact, if any

Describes the inputs ; organisational structure, E. B. activities, training, the primers. But no convincing critical appraisal . (see comments)

Social Impact

1. *People are organising in a better coordinated way to take up rural development projects* . No elaboration or examples given to support the observation.

2. *'Confidence building among rural women. They have started demanding results from government machinery '.* No examples given.

FINDINGS

20. *Attainment of NLM Norms* :

a) **Against learners in the sample**

48.7 %

b) **Against total non-literates in the district i.e. against TARGET**

29.7%

c) **Against enrollment: 29.7%**

d) **Testees turn out**

45.3 %

45.4

e) **Proxy learners**

44.0 %

f) **Method of calculating district success rate**

According to the guidelines.

Reasons for low / high attainment

❏ Transfer of the committed D. C..

❏ Strike by teachers for a month. (See comments)

❏ General Elections (which took place after one year of teaching)

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Strong Point

1. Follows the Guidelines. All suggested tables present in the report. Presentation clear and to the point.

2. Data presented through clear and effective visuals.

Weak Points

1. The report is stuffed with irrelevant information. No attempt to relate these information with teaching / learning or the final outcome of the district.

GUJARAT

JUNAGARH

BACKGROUND

1. Project Proposal approved by NLM

January 1993

2. Implementing Agency

ZSS , Junagarh

3. Door to door survey

March 1992

4. Identified non-literates

Age Group	Male	Females	Total
15 - 35	66,083	1,12,549	1,78,632

5. Enrolment

Not mentioned.

6. Teaching Started   Teaching Continued upto

March 1993 . Mentions that teaching started in March 1993 in 2 Blocks out of 15. Silent about the rest. Does not mention when teaching concluded.

7. Date of External Evaluation

September 1995

8. Report Submitted

March 1996

9. Period of teaching upto External Evaluation

Assuming that the centres were running up to the date of evaluation, the period of teaching in two Blocks comes to 31 months.

10. Evaluating Agency

Rural Institute of Management , Gujarat
Prof. Debi Prasad Mishra , Prof. S. N. Biswas and Prof. S. Subramanium

11. Appointed by

District Literacy Committee , Junagarh

12. Major stated Objectives of External Evaluation

❑ To document in brief the implementation process of TLC .

❑ To carry out evaluation of learning outcome.

❑ To highlight the achievement and identify special target group for PLC.

METHODOLOGY ADOPTED

13. The Universe

All identified learners.

14. No. of learners in the Universe

1,78,632

15. The sampling technique

Different from the Guidelines. 5% of all the villages were selected i.e. 56 villages from 1021, by using a random number table. Then 60% of all enrolled learners in sample villages were tested. Thus selected learners and not the entire village was the last unit of the sample. Method used for selecting 60% of the learners not mentioned.

16. Size of Sample

Planned **3.2 %,** Actual **2.3 %**

17. The Test Paper

On the whole , according to Dave Committee. Passing marks were the same.

18. Test Administration

10 research assistants were hired from the same district, but supervised by agency supervisors.

19. Assessment of Inputs / Social Impact , if any

Mentions only that functionaries were trained. Similarly mentions the E.B. activities. But no critical appraisal.

FINDINGS

20. *Attainment of NLM Norms :*

a) Against learners in the sample

36.8 %

b) Against total non-literates in the district i.e. against TARGET

Not calculated by the agency.

---

c) Testees turn out

71.0 %

d) Proxy learners

Not mentined.

e) Method of calculating district success rate

According to our calculations :

- No. of sample learners qualified (T.12)　　=　1,505
- No. of learners in the sample (T.8)　　　=　5,765

District Result because the Universe is same as the target :

$$= \quad \frac{1505 \quad x \quad 100}{5765} \quad = \quad \mathbf{21.1\%}$$

Reasons for low/high attainment

- Learners weak in writing , comprehension of text and solving problem / questions. In other words teaching / learning poor.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Though the evaluation was conducted before the Guidelines were formulated, it follows almost the same principles. It has avoided padding the report with un-necessary information usually lifted from the district project proposal. The presentation is precise and to the point.

One serious weakness in the methodology seems to be that the number of universe and target learners is the same and since the sample size is very small it is difficult to believe that the target achievement is the same as sample achievement.

RAJASTHAN

CHITTORGARH*

BACKGROUND

1. Project Proposal approved by NLM

February 1995

2. Implementing Agency

ZSS

3. Door to door survey

July 1996. 16 months after the approval of the project.

4. Identified non-literates

Age Group	Male	Females	Total
9 - 40	1, 00, 440	2, 18, 629	3, 19, 069

5. Enrolment

86.1 % Fluctuated , by May 1997 it was 86.1 %

6. Teaching Started   Teaching Continued upto

March 01, 1995   August 1997

7. Date of External Evaluation

September 1997

8. Report Submitted

December 1997

* *Awarded Satyen Maitra Memorial Literacy Award 1997-98.*

9. Period of teaching upto External Evaluation

29 months

10. Evaluating Agency

Indian Institute of Management , Ahmedabad.
Prof. S. Manikutty

11. Appointed by

ZSS - Chairman

12. Major stated Objectives of External Evaluation

❏ To study to what extent the identified non-literates were enrolled.
❏ To study the extent to which the learners could complete the prescribed primers.
❏ Evaluation of learning outcome.
❏ Assessment of social impact.

METHODOLOGY ADOPTED

13. The Universe

P III learners.

14. No. of learners in the Universe

1, 69, 139

15. The sampling technique

Two stage proportionate - random sampling. In the first stage GPS were selected ; in the second , villages. Village last unit of sampling.

16. Size of Sample

7.4 %

17. The Test Paper

3 sets of parallel TPS. according to Guidelines, except that instead of 50% qualifying marks in each subject, it was kept at 60%. This was done to avoid further modification.

18. Test Administration

303 TAs from local schools and colleges to complete the testing in the entire district in one day. Only the principle investigator was present in the field and no other person to supervise. Hence the local TAs did the testing unsupervised.

19. Assessment of Inputs / Social Impact , if any

1. EB activities were organised with imagination. Succeeded in making people aware of need of literacy and motivated non-literates to join classes. Some E. B. activities made part of the survey.

2. Gives details of training of functionaries with no critical analysis. However mentions that concurrent evaluation found it satisfactory.

3. Describes the preparation of primers and found them well done, mainly because they were full of `useful topics'. It seems that the learners did not like the word method primers. Many wanted to learn the letters first.

4. Describes different committees. but no assess-ment of their functioning.

5. Found MIS well maintained.

Social Impact

❏ Enrolment in primary classes increased, improvement in girls enrolment by 50%.

❏ Alcoholism had gone down. Some villages had imposed prohibition on their own.

❏ Awareness regarding health matters very high.

❏ Awareness regarding government programs. Pulse Polio.

❏ Women saving schemes prospered because now they could open and operate their accounts.

❏ Children toys bank started.

FINDINGS

20. *Attainment of NLM Norms* :

    a) **Against learners in the sample**

    93.05 %

    b) **Against enrolled learners: 60.49%**

    c) **Against total non-literates in the district i.e. against TARGET**

    49 %

    d) **Testees turn out**

    97 %

    e) **Proxy learners**

    Not mentioned

    f) **Method of calculating district success rate**

    According to the Guidelines.

Reasons for high / low attainment

1. Effective and innovative E.B. activities like taking a pledge in public to become literate, taking out images of `Akhar Mata' in villages.

2. A well planned campaign with committed leadership at different levels.

3. 53% of target learners *completed* PIII.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Technically sound evaluation in all respects. Follows the Guidelines completely. No un-necessary information. Covers several other aspects of the campaign in detail. For example:

1. Detailed analysis of EB activities with assessment.

2. Gives break up of identified learners which makes it possible to compare pro rata their enrolment and success rates.

3. Gives the planned and actual expenditure on different items of the campaign which shows that almost all activities were done as planned.

4. Most report gives one enrolment figure indicating that enrolment is one time activity, which is generally not so. This report shows enrolment figures month by month, which shows that enrolment is, in a way, a continuous affair.

5. Follows the Guidelines rather literally in deciding about the universe. The Guideline recommends that the Universe should consist of PIII learners, meaning that those who have completed or almost completed PIII.

Weak Point

In the evaluation of the district the agency *employed 303 teachers from the same district to serve as TA*. The testing of the learners was carried out by them in *one day*. *They were not supervised by any agency staff*. Except that the chief investigator visited few testing centres. The TPS were marked in the field itself by the same TAs unsupervised.

- □ as high as 93.05% qualified in the test, and
- □ there was not a single proxy learner.

Action by NLM

NLM agreed to use TAs from the same state if understanding the language was a problem.

NLM may clarify the policy of using *local* TAs to the agency and the desirability of closely supervising the field testing by the agency staff.

RAJASTHAN

BACKGROUND

1. Project Proposal approved by NLM

September 1994

2. Implementing Agency

ZSS

3. Door to door survey

April 1995

4. Identified non-literates

Age Group	Male	Females	Total
9 - 40	45, 592	1, 88, 817	2, 05, 423

5. Enrolment

Not given

6. Teaching Started   **Teaching Continued upto**

October 02, 1995   February 1997

7. Date of External Evaluation

July 15, 1997

8. Report Submitted

October 1997

9. Period of teaching upto External Evaluation

22 months

10. Evaluating Agency

Department of Social Work , Jamia Millia Islamia , New Delhi
Dr. Anjali Gandhi

11. Appointed by

ZSS / NLM

12. Major stated Objectives of External Evaluation

❑ Evaluation of learning outcome.

METHODOLOGY ADOPTED

13. The Universe

Current learners.

14. No. of learners in the Universe

1, 43, 137

15. The sampling technique

All the villages and wards were serially numbered and using a table of random numbers a sample of 74 villages having 11,416 learners was drawn.

16. Size of Sample

11, 416 learners or **7.8 %**

17. The Test Paper

Prepared according to the Guidelines. No departure in any sense.

18. Test Administration

15 TAs recruited from different districts of Rajasthan through SRC Jaipur. None belonged to Jhunjhunu. They were surprised by three staff members of the department who remained in the field through out.

19. Assessment of Inputs / Social Impact, if any

Description of E. B. , organisational / supervisory structure and training. No critical appraisal.

Social Impact

If any , not mentioned .

FINDINGS

20. *Attainment of NLM Norms* :

a) **Against learners in the sample**

66.9 %

b) **Against total non-literates in the district i.e. against TARGET**

41.7 %

c) **Testees turn out**

78.79 %

d) **Proxy learners**

8.8 %

e) **Method of calculating district success rate**

According to the Guidelines.

Reasons for high / low attainment

- Involvement of elected representatives, other development departments, and VAs, was meagre.

- Learners who were 80 % women were too busy in work and did not see immediate role of literacy in their life.

- Periodic migration of learners.

- School children unable to communicate / discuss primer messages.

- Supervisor - teachers had other duties entrusted to them. Could not concentrate on centre supervision.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Follows the Guidelines on the whole. All necessary tables present, clear presentation of facts through language and visuals.

Weak Point

1. Omitted to record the date of sanction of the project by NLM. This was an important information.

2. Background data page of the evaluation which is to be given in the very beginning, appears as an annexure on p. 52.

RAJASTHAN

SIKAR*

BACKGROUND

1. Project Proposal approved by NLM

May 1992

2. Implementing Agency

ZSS

3. Door to door survey

Date not given.

4. Identified non-literates

Age Group	Male	Females	Total
9 - 40	-	-	2, 13, 939

5. Enrolment

1, 62, 653

6. Teaching Started   Teaching Continued upto

June 1993   January 1996

7. Date of External Evaluation

January 1996

8. Report Submitted

May 1997

* *Awarded Satyen Maitra Memorial Literacy Award 1996-97.*

9. Period of teaching upto External Evaluation

30 months

10. Evaluating Agency

State Resource Centre , Jaipur
Project Incharge – S. D. Bareth

11. Appointed by

ZSS - NLM

12. Major stated Objectives of External Evaluation

❑ Evaluation of learning outcome.

METHODOLOGY ADOPTED

13. The Universe

P III learners.

14. No. of learners in the Universe

1, 06, 030

15. The sampling technique

Two stage sampling. First a number of GPs were selected randomly and then from each randomly selected GP a number of villages were selected randomly, so as to give a minimum of 7% sample of learners.

16. Size of Sample

7 %

17. The Test Paper

Constructed on the lines of the model TP given in the Guidelines, including allotment of marks to test items and the minimum cut off points.

18. Test Administration

39 TAs from outside the district were engaged. Supervised by four agency persons. The project in-charge remained in the field throughout.

19. Assessment of Inputs / Social Impact , if any

□ E.B. activities were planned and continued periodically.

□ Material help was received from certain organisations.

□ Learners wrote thousands of post cards to D.C.

□ Training of VTs not conducted properly. They did not know how to teach through word method. Only one-fourth time was given to teaching methodology.

□ EC consisted mainly of Bureaucrats. Even the Zila Parmukh was not aware if he was a member of the EC. There were no women, minority, SC / ST members of the EC.

□ Primer I was in local language. P II is a mix of both local and Hindi. But no gradual shift from local to standard. The shift was abrupt. Primers were loaded with useful content.

Social Impact

1. Confidence building among women. Enhancement of prestige (being asked by school teachers to come to school and appear for exam). Became more convinced about daughter's education.

2. Enhancement in school enrolment.

3. Anti liquor demands.

4. Success of Pulse – Polio campaign.

FINDINGS

20. *Attainment of NLM Norms :*

a) **Against learners in the sample**

73.8 %

b) **Against enrolled learners: 48.0%**

c) **Against total non-literates in the district i.e. against TARGET**

Out of original target **26.3 %**   Out of effective target **36.5 %**

d) **Testees turn out**

69.2 %

e) **Proxy learners**

25.2 %

f) **Method of calculating district success rate**

Pre. guideline evaluation. Therefore calculated only sample result which was not according to Guidelines. Did not attempt to calculate district result.

Reasons for high / low attainment

❑ See comments.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

General Observations

This is a pre-Guidelines evaluation. Still it follows almost the Guidelines evaluation procedures except the calculation of sample and district result. Construction of TP and marking system same as recommended in the Guidelines. The report presents only relevant information. Avoids un-necessary padding to make the report-easy to read.

Strong Points

1. Has not only described the inputs but has also examined them critically.

2. Has done item analysis of the TP. It is interesting to note that the same sums, not involving language, were found easier than the same sums involving language. (problem sums)

3. Has studied the reasons of learners absenteeism from the test. This is a useful study not only because it has been suggested by the Ghosh Committee, but it also shows if the weak learners were persuaded to remain absent from the test, as it is some times alleged. It shows that 27% of the learners were absent because they had temporarily left the village in search of work and 23% girls had got married or went to mother's home. No indication that the learners were made to remain absent for a purpose.

4. Has studied the causes of weakness of the campaign. Main among them :

❑ frequent transfer of the collector .

❑ campaign which was planned to last till October 1994, dragged on till January 1996. Most of the volunteers left. Teachers summer vacations were cancelled twice and they were asked to teach themselves 30 learners each. This imposition was resented by them

Weak Points

In-ordinate delay in submitting the report.

ORISSA

BOLANGIR

BACKGROUND

1. Project Proposal approved by NLM

1993

2. Implementing Agency

ZSS

3. Door to door survey

Date not mentioned.

4. Identified non-literates

Age Group	Male	Females	Total
9 - 45			4, 43, 000

5. Enrolment

4, 38, 000

6. Teaching Started	**Teaching Continued upto**
Date not given.	Date not given

7. Date of External Evaluation

Date not given.

8. Report Submitted

1996

9. Period of teaching upto External Evaluation

Cannot be calculated as the date on which the teaching concluded is not mentioned.

10. Evaluating Agency

Operation Research Group , Bhubhaneshwar
A division of ORG Delhi, which is the empanelled agency.

11. Appointed by

District Administration (ZSS)

12. Major stated Objectives of External Evaluation

❑ To gauge the effectiveness of inputs.
❑ To gauge the extent of voluntary participation.
❑ To gauge problem.
❑ To measure literacy literacy outcome.
❑ To gauge social impact.

METHODOLOGY ADOPTED

13. The Universe

P III learners.

14. No. of learners in the Universe

2, 61, 474

15. The sampling technique

4 GPS were selected from each block cluster using stratified proportionate random sampling procedure. From every GP, 4 villages were selected and from each village learners were selected using the same method. Thus learners and not the village was the last unit of sample.

16. Size of Sample   1.9 %

17. The Test Paper

Says according to Dave Committee but not included in the report, neither items of test indicated.

18. Test Administration

40 TAs under the supervision of agencies field executives'. Where the TAs were recruited from or the number of supervisors not mentioned.

19. Assessment of Inputs / Social Impact , if any

Describes in 18 pages :

- ❏ E.B activities
- ❏ administrative structure
- ❏ Training of functionaries

But no critical appraisal of any input, though the stated objective was to gauge their effectiveness E.B. activities were planned and continued periodically.

Social Impact

1. Majority of the tribals stopped drinking completely, stayed away from superstition, became conscious of the adverse effect of impure water. (based on interviews)

2. "All sections of the people were thoroughly involved in the campaign -- and as a result the traditional age old barriers and cultural hurdles which were acting as barriers for development for an individual or community have been changed to a greater extent."

3. Majority of the learners "achieved considerable political consciousness, social awareness *scientific temper* (underline ours) and health consciousness"

FINDINGS

20. *Attainment of NLM Norms* :

a) **Against learners in the sample**

   85.3 %

b) **Against total non-literates in the district i.e. against TARGET**

   50.3 %   (reported by agency **59.78.5 %**)

c) **Testees turn out**

   Not given

d) **Proxy learners**

   Not given

e) **Method of calculating district success rate**

   Not according to the Guidelines. Since the sample represented PIII learners i.e 2, 61, 474, 85.3 % of P III learners comes to 2, 23, 037. This gives a result of 50.3 % pass of the target i.e. 4, 43, 000 and not 59.8%.

   Reasons for high / low attainment

   1. Because the learners and the functionaries became aware of the programme.
   2. Intensive development works were undertaken in a few villages (Kalyan village) along with literacy. These village served as a model.
   3. Good monitoring net work.
   4. Dynamic leadership of the collector.
   5. Training of functionaries.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

General Observations

This evaluation was done, it seems before the Guidelines were issued. Therefore its methods of report presentation, calculation of result, coverage of campaign etc differs from the post - Guidelines evaluations. Like many evaluation reports, it has tried to cover a lot of ground in a hurry. Does not contain a list of tables and sometimes suitable heading are missing to make it easier to locate essential information. Therefore, in offering the following comments we might have missed certain points.

1. It has tried to cover the impact of the campaign on almost all aspects of learners life in a big way.

2. The good report would have been much more readable if un-necessary and irrelevant information like the flora and fauna of the district, mineral wealth, electricity and roads, occupation of learners, review of literacy from independence, launching of NAEP, so on and so forth, would have been avoided. Such information covers almost 14 full pages of the report.

3. Certain useful and relevant information like when did the agency take up the external evaluation, date of survey, start and conclusion of teaching, are missing.

4. Similarly several essential tables like the master table giving the district and sample figures after test administration (on the model of T.2 in the Guidelines), table showing the completion of primers by learners and result by primer completion (T4,5 Guidelines) are also missing.

5. The report does not contain the test paper neither there is any description of the test items or the marks alloted to different items.

6. Similarly the method of calculating target result is also different. The method of calculating the district result given on P 53, lacks clarity.

Action by NLM

Since ORG (Delhi) is an empanelled agency and has attended the orientation workshops, a much better report was expected from it. As it is, it has several short-comings. In the absence of the test papers and sketchy detail about the test administration not much confidence can be placed in the reliability of its findings. The short-comings may be discussed with the agency before it is assigned the evaluation of another district.

ANDHRA PRADESH

ANANTAPUR

BACKGROUND

1. **Project Proposal approved by NLM**

   May 1994 (gives October 1994 in the highlights, which was the launching date of the campaign)

2. **Implementing Agency**

   District Literacy Council

3. **Door to door survey**

   Date not given

4. **Identified non-literates**

Age Group	Male	Females	Total
9-35	Not given	Not given	6,90,000

5. **Enrolment**

   5,65,000

6. **Teaching Started**   **Teaching Continued upto**

   01. 06. 1994   15. 04. 1997

7. **Date of External Evaluation**

   December 1997

8. **Report Submitted**

   May 1998

9. Period of teaching upto External Evaluation

34 months

10. Evaluating Agency

Centre for Adult Continuing Education and Extension (CACEE), University of Kerala

11. Appointed by

Not mentioned, only DG-NLM has been thanked for his guidance and support.

12. Major stated Objectives of External Evaluation

d) To identify the strategies adopted for the inputs of E.B, Training and Administrative Structure.
e) To find out the level of achievement of current learners.

METHODOLOGY ADOPTED

13. The Universe

Current learners (though Test Administrators were instructed to test only PIII learners)

14. No. of learners in the Universe

3, 04, 000

15. The sampling technique

Selected 50 *mandals* out of 63 but states that *village* was the last unit of sample. T.2 gives the name of 50 mandals only. [Neither gives the name of selected villages nor explains how the villages or mandals were selected].

The process of evaluation was a mixture of concurrent and final external evaluation. The agency visited the district three times. Based on its observation of the first visit it advised the ZSS to continue teaching for a few more months before under-taking the final evaluation as the learners were not ready till then. The ZSS accepted the advise. In the second visit it had interaction with grass root functionaries to get their support and cooperation `in the successful organisation of the evaluation process'. This is the function of ZSS. The agency has not mentioned the reasons on account of which it took on the responsibility itself.

16. Size of Sample

Planned 10,000 or **3.3%,**   Actual   9509

17. The Test Paper

Four non parellel TPS were used – 2 of one type and 2 of another. Reading and writing portion was satisfactory. But arithmetic part in two of them was below standard. It is not clear if comprehension questions were to be answered verbally or in writing.

18. Test Administration

Not clear who, and how many the TAS were. Says that they were external. but were identified with the help of ZSS. List of TAS not given.

19. Assessment of Inputs / Social Impact, if any

Only lists proposed EB activities, No. of days functionaries were trained, broad content of training and different committees of ZSS. No critical appraisal of any.

FINDINGS

20. *Attainment of NLM Norms :*

a) Against learners in the sample

Given by the agency as 37.8% because it calculated the success rate based on total learners appeared including proxy. Minus proxy it come to **40.5%**

b)   Against total non-literates in the district i.e. by TARGET

Not calculated by the agency

c)   Testees turn out

86.4%

d)   Proxy learners

6.5%

e)   Method of calculating district success rate

Calculated according to the guidelines, it comes to ;

No. of current learners	3,04,000
No. Qualified at 40.5%	1,23,120

% of target $\underline{123120 \times 100}$ = **17.8 %**
                     690000
% of enrolled learners   = 21.7%

Reasons for low attainment

❏   Political parties and NGOS not very active
❏   Teaching / learning materials not supplied in time
❏   Monitoring and supervision unsatisfactory
❏   Committees inactive.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

The evaluation is wanting from the technical point of view and the presentation of the report is ambiguous at points. Perhaps a few example will suffice.

Technical Shortcomings

a) The following essential tables are missing :

  ❑ selected villages showing the target and current learners

  ❑ break up of target learners in categories M, F etc.

b) Unparallel TPS used, arithmetic portion in 2 of them below standard

c) District (target) result not calculated

d) Sample result calculated including proxy learners ; they should have been excluded.

Presentation

Ambiguous statements:

1. " *This is an achievement (i.e sample learners result) in the case of Anantapur considering the social and cultural environment of the district* ".

2. " *Majority of target - group not covered" whereas T3 show that 5.65 lakh learners were enrolled and there were 3.04 lakh current learners at the time of evaluation, out of a total of 6.90 lakh*".

3. " *They covered only 9-35 age group, so the majority was left uncovered* ", whereas the age of target group was 9-35 only in the district proposal. There was no other group to be covered.

4. Use of posters, pamphlets and stickers in E.B. has been listed under `Major findings'.

5. Vague suggestion to the district like "*scientific training strategies to be developed* ", " *innovative and life touching teaching materials to be developed* " and so on.

6. **Two sub-samples** There were 50 Mandals in the sample. But the units of the two sub-samples adds up to only 31, they should have been 25 and 25. It seems that the villages of only two mandals , Peedapur and Gundakal formed the sub-sample and the rest of the mandals were left outs. Total no. of learners who appeared in the two sub-sample units comes to 756 (T.4) whereas T3 shows that the total number of learners appeared were 9509 genuine learners.

Action by NLM

❑ The achievements of the District are modest. Only 17.8% of the target becoming literate should be a matter of concern. The district may be advised to conduct careful mopping up operation to cover all the left outs, dropouts, and new entrants. These should be carefully identified. Fresh environment building activities should be taken up intensively.

❑ In the Post-literacy phase, training should be strongly emphasized.

ANDHRA PRADESH

KRISHNA

BACKGROUND

1. **Project Proposal approved by NLM**

   Feb 1994

2. **Implementing Agency**

   ZSS

a) **Door to door survey**

   Not given

4. **Identified non-literates**

Age Group	Male	Females	Total
15 -35	Not given	Not given	6,00,000

5. **Enrolment**

   4, 54, 000

6. **Teaching Started**   **Teaching Continued upto**

   May 1994   Sepptember 1995

7. **Date of External Evaluation**

   December 1997 i.e. after 27 months of conclusion of teaching

8. **Report Submitted**

   No indication when submitted

9. Period of teaching upto External Evaluation

17 months

10. Evaluating Agency

University of Hyderabad Project i.e. Dr. Ramabrahmam

11. Appointed by

NLM

12. Major stated Objectives of External Evaluation

Evaluation of learning outcome and study of social impact of the campaign.

METHODOLOGY ADOPTED

13. The Universe

PIII learners

14. No. of learners in the Universe

2,23,406

15. The sampling technique

First the district was divided into four revenue divisions. 50% of Mandals from each division were selected. A total of 152 villages were selected from all selected mandals. All selections were by random sampling.

16. Size of Sample

Planned 10%. Actual **3.2%**

17. The Test Paper

A TP somewhat lower than prescribed norms.

18. Test Administration

370 college students used as TAs, well trained by the agency in administering the test. Who supervised them is not stated.

19. Assessment of Inputs / Social Impact, if any

Describes EB and training activities in brief. No critical review.
Social Impact : On the basis of 714 interviews and observations by investigators , conclusion is drawn that " The campaign had educated the learners regarding gender disparity in wages. Had significant social impact in the areas of education and health. Among the influencing factors, the campaign had the highest rating, followed by TV and personal contact.

FINDINGS

20. *Attainment of NLM Norms* :

a) **Against learners in the sample**

   23.06 %

b) **Against total non-literates in the district i.e. against TARGET**

   The reoprt shows : **11.34 %** but Actual **8.6 %** only.

c) **Testees turn out**

   10 % instead of recommended 70 %

d) **Proxy learners**

   68 %

e) **Method of calculating district success rate**

   Follows the Guidelines (T.2) .The district result will however not be **11.34%** as shown in the report. But only **8.6%**. The evaluator based the district result calculation on number of enrolled learners i.e. 4, 54, 306, whereas it should be on the basis of house to house survey figure i.e. 6,00, 000.

Reasons for low attainment

The external evaluation was conducted more than 2 years after conclusion of teaching. Large number of VTs and others did not cooperate fearing that the learners must have forgotten what they had learnt. Due to the persuasion of officials and agency investigators the evaluation took place. But the result was that only 10% of the genuine learners turned out as against the recommended 70%. Of the total learners appeared for the test 68% were proxy learners. Per-haps highest in the country. It seems reasonable to assume that the time lapse resulted in poor turn out and excessive proxy learners. But only 23% of the genuine learners tested and 8.6% of the target learners qualifying, indicates that it must have been a weak program even in the very beginning. We should also remember that 23% of the genuine learners passed would have been perhaps much lower if the test paper was not below standard.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Strong Points

1. This is an excellent report avoiding un-necessary and irrelevant details. Presentation is lucid and clear. Follows the Guidelines in carrying out the evaluation process. All the necessary tables present in the report. However there is a serious departure in the construction of the test papers from the Guidelines and the Dave Committee which will be discussed later.

2. Includes an interesting table (3.14) showing the relationship of learners achievement having educated parents. Slightly more learners qualified in educated families.

3. Another quite useful coverage was to find out to what extent technical concepts used in the primers were understood by the learners. It was found out that technical terms like , *`environment pollution'*, *`expiry date on medicine'*, *`Women welfare organisation'*, *`consumer forums'*, *`Trysum'* *`Progress (paragati)'*, *`govt. welfare schemes'* etc. were not understood by 81 % to 98 % of the learners (P.51) This finding should serve as an eye opener to SRCs. who seldom do any systematic pre-testing of their reading materials.

4. Gives detailed reasons of short fall between planned and actual sample (P.23).

5. Has worked out the cost per learner which comes to Rs. 357 (P IV) But actually it comes to Rs. 956 as only 8.6 % of the target had qualified and not 11.34 %.

6. It had pre-tested the test paper on selected learners which few agencies do.

7. Has included an English version of the test paper, showing the marks alloted to different test items.

Weak Points

1. It's Achilles heel is the test paper itself - the most important tool in the evaluation process. It differs fundamentally both from Dave Committee and the model test paper given in the guide. The most serious shortcomings are :

    a) Instead of giving only 8 marks to mechanical reading skill and 32 marks to comprehension of different items, it has given 15 marks to mechanical reading alone and 25 marks to comprehension. In addition 370 TAs were judging the reading ability and alloting marks. Thus lots of marks were left to the subjective judgement of the TAs.

    b) The weakest part is the `*writing*' section. At the final stage of evaluation no marks are to be given for copying. But 15 marks out of 30 have been alloted to just copying 5 sentences. The identification question (writing ones name, village name etc) which should have only 5 marks, carries 15 marks. Letter writing, an essential skill according to NLM Literacy Norm, has been arbitrarily dropped altogether.

    c) There is only one sum each for judging addition, subtraction, division and multiplication abilities. The addition sum is without carry over and the substraction without borrowing. No problem sums included. Moreover only one sum of each means securing 100% or 0 marks.

Thus such an excellent evaluation work otherwise, used a sub-standard test paper to measure the learning outcome, the most important objective of the campaign.

2. It would have been better if T 3.6, showing achievement of primers completed should also had the number of learners in each case, instead of showing only the percentage. Among the PI completers *2.8% qualified* does not give a full picture unless we also know how may such learners were there.

3. T. 3.6 which gives the achievement of learners on different primers, includes even the achievement of proxy learners. These show have been taken out of the calculation, specially when the proxy learners were 68%.

4. It reports that " *'Akshra Krishna'* had had significant social impact in the areas of gender disparity in wages, health and education." But has thrown no light on who were the agents of change. The teaching / learning according to the evaluation itself was so weak that only 23% qualified in such a below standard test.

Action by NLM

❑ It is true that the evaluation took place two years after close of teaching, the learning outcome is too poor to attribute it to time lapse. *Perhaps it is a fit case to start TLC again .*

❑ The evaluating agency may be advised to strictly follow the Guidelines in constructing the test papers. Using sub-standard test paper to measure learning outcome is hardly desirable. Moreover it creates a problem in accepting the reliability of results.

ANDHRA PRADESH

MEDAK

BACKGROUND

1. Project Proposal approved by NLM

May 1993

2. Implementing Agency

ZSS

3. Door to door survey

Date not given

4. Identified non-literates

Age Group	Male	Females	Total
9 - 45	Not given	Not given	8,43,000

5. Enrolment

6, 15, 000

6. Teaching Started   Teaching Continued upto

February 1993   January 1995

7. Date of External Evaluation

July 1998 i.e. after 3 and ½ years of conclusion of campaign.

8. Report Submitted

No indication

9.   Period of teaching upto External Evaluation

30 months

10.   Evaluating Agency

University of Hyderabad, Dr. I Ramabrahman

11.   Appointed by

ZSS (District Collector)

12.   Major stated Objectives of External Evaluation

❑ Learner Evaluation
❑ To assess the social impact of TLC

METHODOLOGY ADOPTED

13.   The Universe

P III learners

14.   No. of learners in the Universe

2, 57, 482

15.   The sampling technique

100 villages from 3 revenue divisions were selected according to proportionate random sampling method.

16.   Size of Sample

Planned sample size was 11, 573 i.e. **4.5%** but actual sample size came to **1.5 %**

17.   The Test Paper

Not according to Dave Committee or the Guidelines. On the pattern of Krishna District . A sub standard test paper.

18. Test Administration

250 college students from same revenue divisions were employed as TAS. Whether they were supervised by the University, not stated.

19. Assessment of Inputs / Social Impact , if any

EB not very successful, training of VTS inadequate, reading materials did not reach in certain areas, VTS required material incentive.

Social Impact : Based on Interviews

- ❑ 53% had the habit of saving from Rs. 10/- to 3000/-
- ❑ In case of corruption and injustice 80% said that the matter should be reported to officials.
- ❑ Accepted gender inequality in wages.

FINDINGS

20. *Attainment of NLM Norms :*

- a) **Against learners in the sample: 32.5**
- b) **Against enrolled: 9.0%**

- c) **Against total non-literates in the district i.e. against TARGET: 6.6%**

- d) **Testees turn out:** 33.4 %

- e) **Proxy learners:** 24 %

e) Method of calculating district success rate

According to Guidelines except that the district success rate of 9.04% is calculated not on the basic of TARGET but on the basis of enrolled learners. It should always be calculated on the basis of target.

Reasons for low attainment

❑ In effective environment building.

❑ Inadequate training of VTs, because of lack of funds.

❑ Absence of full time functionaries and lack of accountability.

❑ Change of collectors.

❑ The evaluation was after more than 3 years of the completion of campaign.

❑ There was seven months of delay in release of funds after start of teaching. No fund to print PII. The campaign lost its enthusiasm causing heavy drop out among learners.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Strong Point

It is an excellent report, avoiding unnecessary details with clear presentation, just like the Krishna district evaluation report. Follows the Guidelines in all respects except the construction of the test paper. departs fundamentally from Dave Committee's recommendations and the Guidelines. The departure has resulted in a sub-standard test paper (see comments of Krishna TLC evaluation report)

It throws light on a few other interesting aspects of the campaign e.g.

a) A slightly higher percentage of learners in educated families achieved the literacy norm (33.8%) than those in non-literate families (31.1%). But the the general concept that an educated mother will contribute more towards the education of family members was not found correct. It were the educated fathers whose children showed much better achievement (45.1%) than the educated mothers (28.6%).

b) The technical concepts in the primers like `environmental pollution', `expiry date on medicines' etc. were not understood by about 90% of the learners of Krishna district. But in Medak on an average 51% understood these terms. The literacy achievement of both the districts were equally poor. Therefore it would have been useful if some light was thrown on sufficiently higher percentage of learners of Medak understanding the technical terms, than Krishna district learners.

c)   The district did not receive funds for seven months after the start of the campaign. There was no money even to print - PII. There was heavy drop out and the tempo of the campaign was lost. Thus it can be said that it were the funding agencies which were responsible for the poor achievement of Medak.

Action by NLM

The achievements were modest. A well-planned mopping up operation may be taken up covering the leftouts; dropouts and new entrants. Fresh environment building activities should be undertaken intensively.

ASSAM

TINSUKIA

BACKGROUND

1. Project Proposal approved by NLM

Date not given

2. Implementing Agency

ZSS

3. Door to door survey

July 1994

4. Identified non-literates

Age Group	Male	Females	Total
9 - 35	96,000	1,70, 000	2,13,000

5. Enrolment

Not given

6. Teaching Started   Teaching Continued upto

May 1994   March 1996

7. Date of External Evaluation

Not given

8. Report Submitted

July 1998

9. Period of teaching upto External Evaluation

21 months

10. Evaluating Agency

State Institute of Education, Jorhat , Assam

11. Appointed by

Government of Assam

12. Major stated Objectives of External Evaluation

Not stated

METHODOLOGY ADOPTED

13. The Universe

P III learners

14. No. of learners in the Universe

1, 32, 000

15. The sampling technique

5% centres from each project area (total of 9 projects) selected by systematic stratified random sampling procedure, each centre having at least 10 learners.

16. Size of Sample

Planned **8.18%,** Actual **6.5 %**

17. The Test Paper

Paper in Assamese. No description of items given in English. Scores allotted to different items of TP not shown.

18. Test Administration

1000 elementary school teachers served as TAS. Supervised by Institute's faculty. TPs marked by them in the field but re-checked by the Institute.

19. Assessment of Inputs / Social Impact , if any

Describes E.B. activities , supervisory structure, training of functionaries, but no critical appraisal. Social impact not mentioned.

FINDINGS

20. *Attainment of NLM Norms :*

a) Against learners in the sample

The Agency mis-understood and took 50% marks in each subject as the cut off point for calculating the success rate. Therefore it has given the success rate of the sample learners **as 71.89%** .(P 20) But since the cut off point is 70% , the success rate of the learners tested comes to **only 16.8%.** (T IV of the report)

b) Against total non-literates in the district i.e. against TARGET

Did not calculate.

c) Testees turn out

79.0 %

d) Proxy learners

Not given

e) Method of calculating district success rate

Did not calculate.

Reasons for low / high attainment

❑ Delay in receiving funds.

❑ Floods.

❑ Elections.

❑ Physical distance etc.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Strong Point

1. Shows the number of learners completing different primers (P.15) According to the table given, 2.13 lakh learners started with PI, by the end of PIII only 1.32 lakh learners remained. This gives a drop out rate of 38%.

2. Gives the causes of delay in managing the campaign e.g. floods, elections, delay in receiving funds etc.

Weak Points

It seems that the evaluators were not aware of the Guidelines. It leaves out several essential information. Even the Dave Committee recommendations have not been followed in determining who is to be regarded as literate. Perhaps because of inadequate understanding of the recommendations, it took the 50% minimum score in each subject as the final cut off point, which is 70%. This is why it has concluded that 71.89% of the learners became literate (P20)

1. In total 8502 learners were tested and out of this number only 1432 qualified according to the Guidelines. This gives a percentage of *16.8%* qualified and not *71.89%.*

Then

The district result will be

$$\frac{16.8 \times 1,32,000}{100} = 22,176$$

22, 176 comes to 10.4% of the district target i.e. 2, 13, 000.

2. Rate of proxy learners has not been shown neither mentioned which shows that there were no proxy learners.

3. Subjectivity cannot be ruled out when 1000 TAs belonging to the same district and involved in the campaign administered and marked the TPS, even though they were rechecked by the Institute.

Action by NLM

❑ It is essential that the agency undergoes another orientation course before another district is assigned to it for evaluation.

HIMACHAL PRADESH

BILASPUR

BACKGROUND

1. Project Proposal approved by NLM

1992

2. Implementing Agency

ZSS

3. Door to door survey

Date not mentioned.

4. Identified non-literates

Age Group	Male	Females	Total
9 - 45	8,000	24,000	32,024

5. Enrolment

24,260

6. Teaching Started   Teaching Continued upto

February 1993   April 1994

7. Date of External Evaluation

(Most probably) April 1997

8. Report Submitted

August 1997

9. Period of teaching upto External Evaluation

14 months

10. Evaluating Agency

Udaipur School of Social Work ,
Dr. P. N. Sati

11. Appointed by

Not mentioned

12. Major stated Objectives of External Evaluation

❑ Evaluation of learning outcome.

❑ To study difficulties faced by functionaries.

❑ Opinion of elites regarding social impact of literacy.

METHODOLOGY ADOPTED

13. The Universe

P III completed learners

14. No. of learners in the Universe

20,553

15. The sampling technique

15% GPs were selected from each block through proportionate random sampling method and all PIII completed learners were to be tested in these GPs.

16. Size of Sample

Planned 12.7%,   Actual 9.0 %

17. The Test Paper

Neither enclosed nor test items described. Only mentioned that *'three TPs' from H.P. primers were used',* which does not give any idea about the nature and standard of the TPs.

18. Test Administration

Did not mention who the TAs were, how many and where recruited from.

19. Assessment of Inputs/Social Impact, if any

- ❑ Describes E.B. items.
- ❑ Describes administrative/supervisory set-up.
- ❑ Describes training of different functions.
- ❑ No critical appraisal of any input.

Social impact

Based on the opinion of village leaders, peoples representative and officials:

1. VTS felt that their prestige in the village has enhanced.

2. Rural people demanded 'sustainable development' like, water, gobar gas plant, approach roads.

3. 95% opinioned that there was tremendous change in social attitude like child marriage, enrolment of girls in schools, change in drinking habit, polygamy etc.

4. Have become more knowledgeable about National issues like small family, secularism, women equality, corruption and so on.

5. Voluntarim cananot sustain the programme. VTs should be paid. (90% said so)

6. Now people using improving technology in agriculture/horticulture (6%).

FINDINGS

20. *Attainment of NLM Norms :*

a) **Against learners in the sample**
69.3%

b) Against enrolment

58.0%

Against total non-literates in the district i.e. by TARGET

44.0%.

d) **Testees turn out**

71.2%

e) **Proxy learners**

2.9%, calculated by us.

f) **Method of calculating district success rate**

Does not follow the Guidelines. Uses the formula *'64% learners who completed PIII, were multiplied by 69% successful literates'* and comes out *with district success rate of 44%.* But the result is the same if calculated by the formula given in the Guidelines except that absentee learners have not been taken into account.

Reasons for low/high attainment

Not mentioned.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Strong Points

Gives interesting and useful information about certain aspect of the campaign e.g.

1. The main source of learner motivation were the VTS or they were self motivated. Only about 6% were motivated by E.B activities.

2. VEC seemed to be active. It provided the largest amount of help followed by the supervisors and panchayat members.

3. Several reports show social impact but remain silent about what caused the impact. Discussion in the class is assumed the major factor. But since VTS seldom conduct discussion the cause of change remains obscure. In this case T 4.8 shows that the VTS took steps to **organise discussions** on topics like health, untouchability savings and loans, functioning of the panchayat and so on.

4. Explores the problems faced by the VTS: lack of remuneration, non-supply of materials in time and thin attendance topped the list.

Weak Points

1. Gives a detailed profile of VTS including their sex, their age, timing of literacy centres in different blocks, place where the centres met and so on. But does not indicate who will use such information and in what manner.

2. Similarly uses 23 tables to describes the success rate of learners castewise, sex-wise and age-wise in each and every ability of reading, writing and arithmetic. This information for each category and every ability starts from the block and goes on upto GP level. The evaluator it seems did not consider who will use such detailed information, running into 23 tables.

3. Adopts rather a complicated method of reporting success e.g. *learners who scored above 70 present marks in total in all the above subjects* (scoring 70% marks in all the subject' is not necessary) *were declared successful and awarded Grade A. Those who were unsuccessful were given grade B* (scored 50-69% marks) *and Grade C who scored below 50% marks'.* For ease of understanding and clarify we simply report in terms of attained the NLM norm or did not attain it.

Action by NLM

The evaluation was undertaken before the Guidelines were issued, though the agency did participate in the orientation workshop. Its attention may be drawn that in future evaluations it should follow the Guidelines.

TAMIL NADU

ERODE

BACKGROUND

1. Project Proposal approved by NLM

January 1993

2. Implementing Agency

ZSS

3. Door to door survey

November 1993

4. Identified non-literates

Age Group	Male	Females	Total
15 - 40	1,75,699	2, 33,743	4, 09,442

5. Enrolment

4, 05,950

6. Teaching Started   Teaching Continued upto

January 1994   March 1995

7. Date of External Evaluation

August 1997. Concurrent evaluation also done at the same time.

8. Report Submitted

November 1997.

9. Period of teaching upto External Evaluation

14 months

10. Evaluating Agency

Institute for Social and Economic Change , Bangalore
Project In-charge - Dr. M. N. Usha

11. Appointed by

ZSS

12. Major stated Objectives of External Evaluation

❑ Evaluation of learning outcome.
❑ To study the extent of participation of persons involved in the campaign.
❑ Identification of factors responsible for mobilisation of people..
❑ To prepare an action plan for PLP.

METHODOLOGY ADOPTED

13. The Universe

Not clearly stated. Perhaps all enrolled learners.

14. No. of learners in the Universe

Not given , perhaps 4, 05, 950

15. The sampling technique

All the 20 blocks were classified into 4 regions, hilly, dry, plains and industrial pockets. From each region 5 blocks were taken and then from each block 175 villages were selected, big, small and medium size. From all these villages 962 learners were tested.

16. Size of Sample

0.23 %   (962 out of 4, 05, 950)

17. The Test Paper

Only in Tamil. No English version. However they appear to be on the model of the Guidelines TP.

18. Test Administration

No information furnished.

19. Assessment of Inputs / Social Impact , if any

- ❑ Describes E. B. in great detail including the celebration of anniversary by SRC, visits to the district by Delhi officers, release date of an audio cassette etc, but no critical appraisal.

- ❑ Similarly describes training in great detail , mostly who was trained when, but no assessment of its effectiveness.

- ❑ Detailed description of each part of the primers. No critical review.

FINDINGS

20. *Attainment of NLM Norms* :

a)   Against learners in the sample

58 %

b)   Against total non-literates in the district i.e. by TARGET

Not given

c)   Testees turn out

96.2 % . However this high percentage of turnout is rather deceptive because only 1000 learners out of 4, 05, 950 were selected for the testing out of which 962 turned out. (P 52)

d)   Proxy learners

Not given

e)   Method of calculating district success rate

Did not work out.

Reasons for high / low attainment

According to evaluator the success rate was satisfactory. Reasons :

1. Commitment and involvement of officials, BDOs visiting the centres each day.

2. Strong monitoring and supervision and periodic review meeting by higher officials.

3. Action taken on MIS.

4. 74% had completed PIII and 50% had done the exercises.

5. Teaching interesting songs, story- telling, games, dramas, discussions, puppet shows etc.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Strong Points

1. Very detailed reporting of inputs, though without critical appraisal of any.

2. Studied causes of success. (?)

3. Did External and Concurrent evaluation at the same time and submitted the report in the time agreed upon i.e. 4 months..

Weak Points

This is technically a weak evaluation. Perhaps because it is a pre-Guidelines evaluation, though it states that while planning the evaluation the NLM Guidelines were kept in mind '. The following are the technical short - comings examined in the light of the Guidelines :

1. It is nowhere stated what was the universe and the number of learners in the universe

2. Since there were a total of 340 villages in the district on an average, there were *1, 194* (4, 05, 950 /340) learners per village. But the total no. of learners tested in the sample 175 village was only 962 i.e. only 5 or 6 learners per village were tested. How were they selected or why such a small number of learners per village was tested is not clarified.

3. The size of sample comes to a meagre 0.23 % (962 / 405950 x 100) According to the Guidelines it should be a minimum of 5% of the Universe.

4. The result, whatever it was, is not given in clear and consistent figures.

5. Has not worked out the district target result and because of essential figures missing, it is not possible to work out the percentage.

6. The `Background Data' page which should be in the very beginning of the report is missing.

Action by NLM

Institute of Social and Economic change, Bangalore is not an empanelled agency. No other district may be entrusted to it for evaluation until it is empanelled and undergoes an orientation course.

TAMIL NADU

THANJAVUR

BACKGROUND

1. Project Proposal approved by NLM

February 1994

2. Implementing Agency

ZSS

3. Door to door survey

Date not mentioned.

4. Identified non-literates

Age Group	Male	Females	Total
9 - 45	1, 16, 005	2,03,059	3,19,114

5. Enrolment

2,99,933

6. Teaching Started   Teaching Continued upto

October 1994   Approx. December 1994

7. Date of External Evaluation

Not specifically stated. Perhaps November 1996.

8. Report Submitted

June 1997

9. **Period of teaching upto External Evaluation**

    14 months (approx.) P III teaching was over by September 1995. But a few more months were given to revise P III before the final evaluation.

10. **Evaluating Agency**

    Centre for Adult Continuing Education and Extension, University of Kerala.

11. **Appointed by**

    Not mentioned , probably by ZSS / NLM

12. **Major stated Objectives of External Evaluation**

    ❑ Evaluation of learning outcome.

METHODOLOGY ADOPTED

13. **The Universe**

    P III completers, 80 – 86 % had completed P III.

14. **No. of learners in the Universe**

    2, 42, 520

15. **The sampling technique**

    Not clear. Mentions on P9 that 5-10 *centres* were selected by random sampling, whereas on p10 `random sampling technique was adopted in the selection of *learners*.

16. **Size of Sample**

    Planned 24, 000 i.e. **10 %**   Actual   **8.38 %**

17. The Test Paper

4 sets of TPs. See comments..

18. Test Administration

1500 TAs were employed, who were school teachers and head masters from a neighboring district. They were supervised by KRPS and occasionally by members of the EE team.

19. Assessment of Inputs / Social Impact, if any

❑ Describes organisational / Supervisory structure.

❑ Describes training of different level of staff.

❑ But no critical appraisal of any input.

FINDINGS

20. *Attainment of NLM Norms :*

a) **Against learners in the sample**

29.7 %

b) **Against enrolled learners: 66.28%**

c) **Against total non-literates in the district i.e. against TARGET**

Did not calculalte (62.3%)

d) **Testees turn out**

Not given and not possible to calculate as PIII learners in the sample and those appeared for the test not given.

e) **Proxy learners**

54 %

f)   Method of calculating district success rate

Calculated according to the Guidelines the district result comes to :

Target learners   3, 19, 114

No. qualified at 82%   1, 98, 866

Percent of target   62.3 %

Reasons for high / low attainment

Efficient supervision, commitment of local leaders, adequate facilities. But the most important success factor was that the E.E. Team visited the district, carried out a quick assessment, found weakness in learning and advised the ZSS to carry out a quick revision of P III before the final E. E. was carried out. Thus in a sense the agency played the role of concurrent evaluator as well

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Strong Points

1. Gives No. of learners completing different primers :

No. of learner enrolled	***2, 99, 933***
No. of learner completed PI	2, 90, 821
No. of learner completed PII	2, 61, 697
No. of learner completed PIII	2, 42, 520

    From the above it can be inferred that

    ❑ 80.8% completed P III. This is why the result was so satisfactory.

    ❑ The drop out was only 19 % of the enrolled.

2. The agency played the role of concurrent evaluator too. It visited the district first, did a quick appraisal of learners, found them deficient and advised the ZSS to continue teaching for some time more. The ZSS followed the advise and the result was a highly satisfactory learning outcome. *If the other evaluating agencies emulate the CACEE Kerala in case the district had not undergone concurrent evaluation, it can be beneficial to the cause of literacy in the country.*

Weak Points

1. The sampling procedure is not very clear and seems to differ from the Guidelines. According to the Guidelines the village should be the last unit of sample and all universe learners in the sample village should be tested. But the evaluators tested learners from the selected centres.

2. The arithmetic portion of the TP was quite weak none of the addition sums involved carry over.

3. There were only two addition sums, one of them 4 + 4 which is too simple a sum for a final test.

4. Similarly only two sums of subtraction (one them being 8 − 2). None involved borrowing.

5. In multiplication and division only the learning of tables 2 and 3 were tested.

6. No problem question of any type was included in the TP.

Action by NLM

The agency may be requested to attend a meeting and the recommended evaluation process may be discussed with them.

TAMIL NADU

TRICHY

BACKGROUND

1. Project Proposal approved by NLM

November 1993

2. Implementing Agency

ZSS

3. Door to door survey

January 1994

4. Identified non-literates

Age Group	Male	Females	Total
9 - 45	not given	not given	7,20,000

5. Enrolment

7, 21, 309

6. Teaching Started	**Teaching Continued upto**
June 1994	July 1995, plus 5 more months

7. Date of External Evaluation

January 1997

8. Report Submitted

June 1997

9. Period of teaching upto External Evaluation

18 months

10. Evaluating Agency

Centre for Adult Continuing Education and Extension (CACEE), University of Kerala.

11. Appointed by

ZSS / NLM

12. Major stated Objectives of External Evaluation

❏ Evaluation of learning outcome.
❏ Study of inputs.

METHODOLOGY ADOPTED

13. The Universe

P III completed learners.

14. No. of learners in the Universe

4, 14, 447

15. The sampling technique

Random selection of 6 - 10% of P III learners in a manner that all regions of the district were represented. Whether village was the last unit of sample, not stated.

16. Size of Sample

6.5 %

17. The Test Paper

Some short-comings as in Thanjavur and Anantpur TPs.

18. Test Administration

Similar procedure as in case of Anantpur.

19. Assessment of Inputs/Social Impact , if any

❑ Describes administrative / supervisory structure which shows there were around 300 full - timers to manage the campaign.

❑ Describes training and comments that it was very weak..

❑ The training programmes were not monitored well, no training materials distributed and help of universities and colleges not taken.

FINDINGS

20. *Attainment of NLM Norms* :

    a)   Against learners in the sample

    46.22 %

    b)   Against enrolled learners: 26.55%

    c)   Against total non-literates in the district i.e. against TARGET

    Did not calculate (26.22%)

d) Testees turn out

Not given.

e) Proxy learners

6.14 %

f) Method of calculating district success rate

Calculated according to the Guidelines, the district result comes to :

Target learners   7,21,309

Learners qualified at 46.22 %   1,91,557

Percent of target   26.22 %

Reasons for high / low attainment

Gives a long list of the strengths and weaknesses on the campaign on P18. The following seems to be the positive points :

1. A large army of 300 full – timers.

2. 57.40 % completed P III.

3. 72, 000 saplings distributed and planted near the centres.

4. A weekly page for the TLC in papers.

5. Loan given to supervisor to buy two - wheelers for supervision.

6. Highly qualified VTs ; 49% plus two level and 19% holding degrees and they were   motivated and interested '.

Inspite of these very strong positive points the district result was only 26.6%. The agency should have delved deeper into the causes.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Strong Points

1. Served the function of concurrent evaluation as well, as in Thanjavur. Advised the district for further continued teaching of P III before undertaking the final external evaluation. This was a useful departure from the usual practice of external evaluation of TLCs.

2. Had studied the strength and weakness of the campaign. It would have enriched the evaluation exercise if the evaluator had delved deeper into the causes of low result.

Weak Points

1. Similar short-coming in the TPs and test administration as in Trichy and Anantpur evaluations.

2. Should have calculated the overall success rate of the district as well.

MADHYA PRADESH

RAJGARH

BACKGROUND

1. Project Proposal approved by NLM

March 1994

2. Implementing Agency

ZSS, Rajgarh

3. Door to door survey

November 1994

4. Identified non-literates

Age Group	Male	Females	Total
15 - 35	82, 000	1, 41, 000	2, 23, 000

5. Enrolment

2, 09, 000

6. Teaching Started   Teaching Continued upto

January 1995   Approx. January 1997

7. Date of External Evaluation

Not given.

8. Report Submitted

June 1998

9.   Period of teaching upto External Evaluation

Approx. 2 years

10. Evaluating Agency

Media Research Group, New Delhi
Lalit Mohan Mehta

11. Appointed by

Not stated

12. Major stated Objectives of External Evaluation

❑ To study inputs.
❑ To evaluate learners achievement in literacy.
❑ To ascertain the perception of different level functionaries, parents etc about the usefulness of TLC

METHODOLOGY ADOPTED

13. The Universe

Universe was P III learners. But the report uses , at places, the term *current learners'*. This causes confusion because generally current learners means all learners studying PI, II and III. But in the case of this district all learners had dropped out except the P III learners. So it can be assumed that current learners mean P III learners.

14. No. of learners in the Universe

84, 370

15. The sampling technique

Village last sample unit. Proportionate to population in Blocks , a number of villages from each Block were selected randomly. All P III learners in sample village tested.

16. Size of Sample

Planned **6.81 %**   Actual   **3.18 %**

17. The Test Paper

Neither described nor enclosed. Only marking code of some questions given.

18. Test Administration

23 TAs recruited from the district itself but supervised by the agency.

19. Assessment of Inputs /· Social Impact , if any

1. Gives figures to show that E.B. was impressive and both learners & parents were exposed to it. 78% non-literates had shown eagerness to participate in LC.

2. Reports usual training figures but does not examine the training program critically.

3. Does not examine the teaching / reading materials critically, only reports that 3 primers were used , produced by the SRC.

Social Impact

❑ Learners felt that their respect in the village has increased.

❑ More confident to discuss their problems with officials.

❑ More aware of development programmes, better understanding of agriculture, rights and responsibilities. (based on interviews)

FINDINGS

20. *Attainment of NLM Norms* :

   a)   Against learners in the sample

   32.1 %

b)   Against total non-literates in the district i.e. against TARGET

9.14 %

c)   Against enrolled learners: 10.20%

d)   Testees turn out

50.70 %

e)   Proxy learners

9.3 %

f)   Method of calculating district success rate

According to the Guidelines.

Reasons for high / low attainment

Not discussed by the evaluator. Seems poor teaching and supervision and high drop out. 60% of enroled learners had dropped out after completing P III.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

The Organisation of chapters

The organisation and the presentation of the report is much different from the way External Evaluation reports are generally presented.

For example:

1. There is no list of tables.

2. The executive summary runs into 16 close typed pages.

3. And then begins the `Introduction' all important aspects of the evaluation e.g. the process of evaluation, sampling, sample size etc. have been packed under `introduction'.

4. There is no chapter headed Findings'. The most important information about the learning outcome of the district is to be found under achievement in literacy skills of reading, writing and numeracy after discussing in achievement by categories.

Strong Points

1. It is one of the rare evaluation reports which gives the position of learners completing different primers and dropping out after completing each primer as shown below:

Enrolled	Completed Primer	No of learners completing	Drop out
209000	I	1,45,000	64,000 i.e. 30%
145000	II	1,17,000	28,000 i.e. 19%
117000	III	84,000	33,000 i.e. 28%

2. Shows that the total drop out was 125,000 (209000-84000) out of the enrolled 209000 i.e. 60% Also shows that 40% of the enrolled completed PIII.

3. Gives detailed qualifications of VTS.

4. Frequency of classes held in a month according to learners.

5. Detailed reasons of drop out of learners.

6. Item-wise scoring by testees.

Weak Points

1. Inspite of the instructions in the Guidelines that the report - `should be short and to the point, un-necessary details such as geography of the district, income, caste of VTs and learners etc are to be strictly avoided', it exactly does that.

2. Success rate of the sample and target as given in T 3.7 A, is much more difficult to understand, than if it was given in the form of T2 in the Guidelines.

3. A simple table showing the achievement in different skills category- wise, as shown in T9 and 10 of the Guidelines would have been easier to understand and occupying less space than shown in the histogram form.

4. Some essential tables like showing the status of primer completed, result by completion of primers, district literacy scenario are missing.

5. District map showing the location of sample villages not enclosed.

6. The report shows that successful and massive E.B. was done.

7. Neither the items of the TP described nor the TP enclosed.

Action by NLM

1. Sincc, it seems that MRG is being assigned the evaluation of many more districts, it will be desirable to advise it to follow the Guidelines as far as possible and improve the presentation of the report so that it becomes more readable and useful information can be more easily located.

2. The district may be asked to throw some light on its poor performance and helped to plan its mopping up operation with much more care.

MADHYA PRADESH

SHIVPURI

BACKGROUND

1. Project Proposal approved by NLM

February 1995

2. Implementing Agency

ZSS, Shivpuri

3. Door to door survey

Date not given.

4. Identified non-literates

Age Group	Male	Females	Total
15 - 35	97, 285	1, 47, 017	2, 44, 302

5. Enrolment

2, 27, 292

6. Teaching Started   Teaching Continued upto

October 31, 1995   October 31, 1996

7. Date of External Evaluation

February 1998

8. Report Submitted

June 30, 1998

9. Period of teaching upto External Evaluation

12 months

10. Evaluating Agency

Indian Institute of Rural Development , Jaipur.

11. Appointed by

NLM

12. Major stated Objectives of External Evaluation

❑ To evaluate the learning outcome.

METHODOLOGY ADOPTED

13. The Universe

Current learners i.e. all learners studying P I , P II and P III.

14. No. of learners in the Universe

2, 17, 087

15. The sampling technique

Simple random sampling village last unit of sample. Social stratification was found not necessary.

16. Size of Sample

Planned **6 %**   Actual **1.7 %**

17. The Test Paper

Constructed according to Dave Committee's recommendations.

18. Test Administration

22 TAs from outside the district were engaged. They were supervised by 3-4 staff members of the Agency. In addition, 2 other advisers of the agency were in the field, part of the time.

19. Assessment of Inputs / Social Impact , if any

E.B. - Kalajatha not organised in an effective manner. Paid artists engaged. Some slogans evolved by the people themselves.   VTs and workers were selected, slowing interest in the campaign during the E.B.

Training 3 months gap between the training of KRPs and MTs. Training schedule was not made available to the agency.

Supplies Distribution of P III faulty. Received only by 47%.

FINDINGS

20. *Attainment of NLM Norms* :

a) **Against learners in the sample**

   36 %

b) **Against enrolled learners: 22.25%**

c) **Against total non-literates in the district i.e. against TARGET**

   20.7 %

d) **Testees turn out**

   29.5 %

e) **Proxy learners**

   5.3 %

f)   Method of calculating district success rate

According to the procedure laid down in the Guidelines.

Reasons for high / low attainment

All teaching / learning activities had stopped one year before the evaluation. PIII received by only 47% of the learners and completed by only 26%. 37% did not complete even PII. Though 179 full timers were engaged by the district the result remained very poor. It means that they did not prove very effective.

COMMENTS ON THE EVALUATION REPORT AND SUGGESTIONS FOR FURTHER ACTION (if any)

Follows the guidelines. An excellent report. No un-necessary padding. Main report only in 55 pages with open typing. Clear presentation. Does not only list the inputs but reviews them critically as well. Turn out of testees was only 29.5% as against 70%. Since the evaluation was taken up one year after completion of teaching, learners were not available ; the district was able to contact only 50% of the VTs, who bring the learners to the testing point. The evaluators do admit that 29.5% turn out casts a shadow on the representativeness of the sample.

Action by NLM

❑ The report was submitted to DAE in June 1998.

❑ The achievements of the Districts are modest. The Districts may be advised to conduct careful mopping up operation to cover all the leftouts, dropouts and new entrants. Fresh environment building acitivites be taken up intensively.