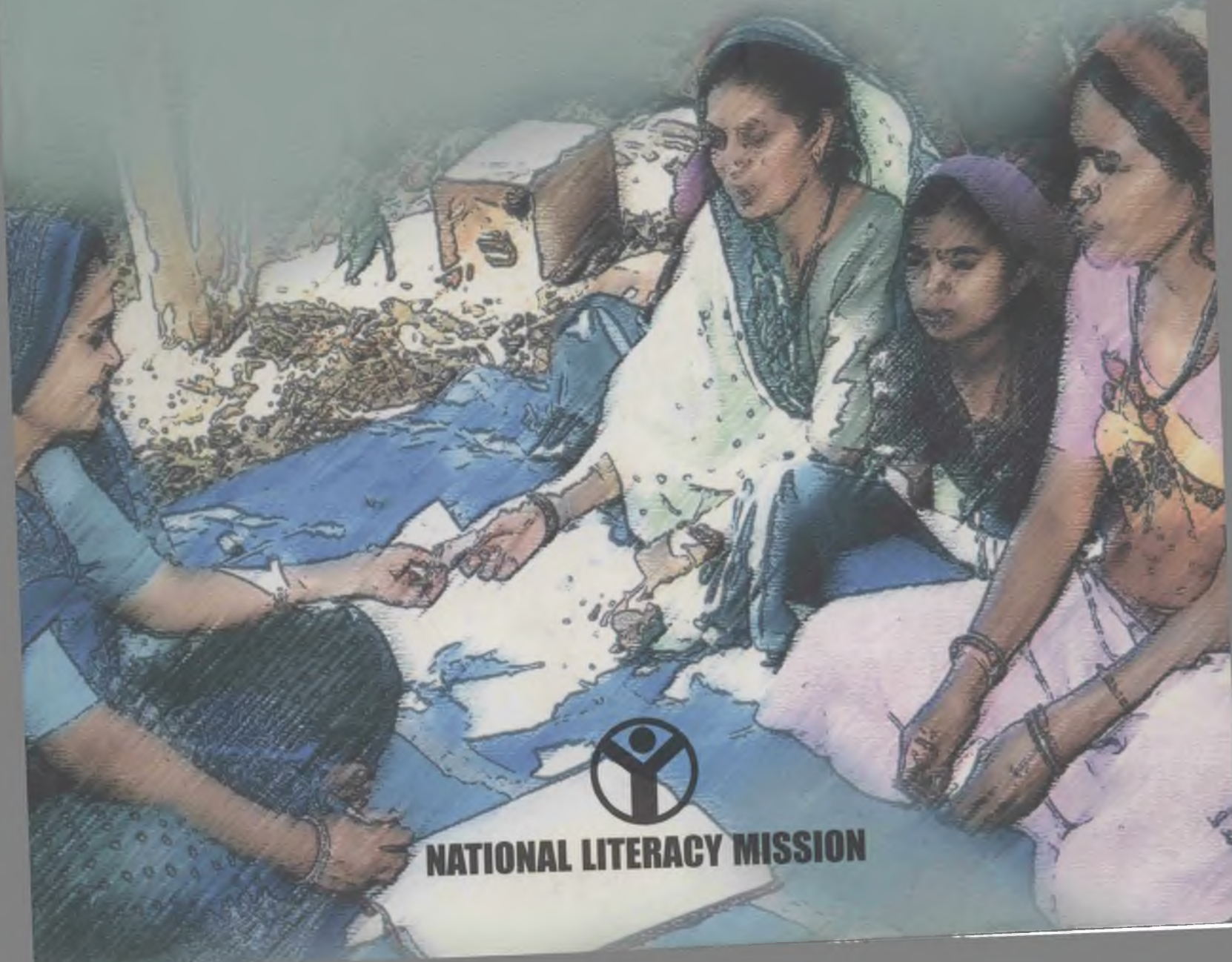


Analysis of External Evaluation Report

# TOTAL LITERACY CAMPAIGN

VOLUME V



**NATIONAL LITERACY MISSION**

**Analysis of External Evaluation Report**

**TOTAL  
LITERACY  
CAMPAIGN**

**VOLUME V**



**NATIONAL LITERACY MISSION**

Government of India

Directorate of Adult Education

Ministry of Human Resource Development

10, Jamnagar House, Shahjahan Road, New Delhi-110011

2008

Copies: 500

*Published by :*

**NATIONAL LITERACY MISSION**

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Directorate of Adult Education

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10, Jamnagar House, Shahjahan Road, New Delhi-110011

**Printed at :**

Rakmo Press Pvt. Ltd.

C-59, Okhla Industrial Area, Phase-I,

New Delhi-110 020.

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# Andhra Pradesh



External Evaluation Reports of Total Literacy Campaign in India

# Anantapur

## Background

1. **Project Proposal approved by NLM**  
May 1994

2. **Implementing Agency**  
District Literacy Council

3. **Door-to-door survey**  
Date not given

4. **Identified non-literates**

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

5. **Enrolment**  
5,65,000

6. **Teaching Started Teaching Continued upto**  
June 1994 April 1997

7. **Date of External Evaluation**  
December 1997

8. **Report Submitted**  
May 1998

9. **Period of teaching**  
34 months (envisaged 9 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 the 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 P-III 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 30 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 undertaking the final evaluation as the learners were not ready till then. The, ZSS accepted the advise. In the second visit it had interaction with grassroot functionaries to get their support and cooperation in the successful organization of the evaluation process’.

**16. Size of Sample**

Planned 10,000 or 3.3%, Actual 9,509

**17. Test Paper**

Four non parallel 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 turnout  
84.4%

d. Proxy learnets  
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 $\frac{123120 \times 100}{6,90,000}$	= 17.8%
% 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 by NLM (if any)

### Technical Shortcomings

- a The following essential tables are missing:
  - Selected villages showing the target and current learners
  - break up of target learners in categories Male, Temple, etc.
- b Unparalleled 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 out. Total number 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 9,509 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.

### **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 headings 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 allotted 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 CACEE is an empanelled agency and has attended the orientation workshops, a much better report was expected from it. As it is, it has several shortcomings. 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 evaluation suffers from several technical mistakes. Therefore the agency should undergo orientation training in the method of evaluation according to the Guidelines before it takes up another evaluation assignment.

# Chittoor

According to survey conducted by ZSS Chittoor, 6,06,000 persons were identified as non-literates in the age-group 9-35.

## **Total Literacy Campaign**

LC in Chittoor district was approved by the National Literacy Mission Authority in October 1990 to be implemented by ZSS Chittoor. The target was to provide functional literacy to 6,06,000 illiterates in the age-group 9-35, out of whom 5,90,000 were enrolled. The campaign was launched on 2.10.1990, the birth anniversary of Mahatma Gandhi. The first three months of the campaign, spanning a total period of 10 months i.e. 2.10.1990 to 15.8.1991 were taken up by mass media enlisted for it and the remaining 7 months.

## **External Evaluation**

The External Evaluation was done by two agencies namely the University of Hyderabad and the National Institute of Rural Development Hyderabad. The report of NIRD has been dealt with separately.

The external evaluation by the Hyderabad University was done.

## **Sample**

The external evaluation agency selected 16 mandals and 3 municipalities out of the total 65 mandal and 5 municipalities in the District A Sample of 3,668 learners was drawn. 3 Gram Panchayats/wards were selected at random from each of the selected mandals/municipal wards. From each selected Gram Panchayats/wards and Municipalities, 16 learning centres were chosen at random and 4 leaners from each centre were selected at random for the purpose of administering the questionnaire to obtain the data for the impact of the programme. The distribution of the sample -

caste and genderwise is as follows:

There were more female learners in the sample than the-males.

## Evaluation Tools

Literacy achievement test and a questionnaire schedule were the two main tools on which the external evaluation agency decided to measure the achievement of the learners and the impact of the programme.

The test paper was prepared by the External Evaluation Agency providing 40%, 30% and 30% weightage to reading, writing and numeracy respectively. With regard to the cut-off points, the external evaluation agency deviated from the NLM norms and decided to declare a learner successful if he/she had attained 60% marks in aggregate and 60% marks in each of the reading, writing and numeracy abilities. The test was administered by 60 TAs drawn from the school teachers.

## Findings

1. 77.9% of the sample learners qualified the test.
2. The Achievement rate of the male learners was 76.9%, while that of the females 78.85%.
3. The performance of SC learners was particularly good. About 80% of the SC learners became neo-literates in comparison to 78% of the STs and 74% of the backward classes and 79% of the other classes.

## Evaluation of the Literacy Primers

The external evaluation agency also evaluated the literacy Primer I, II, in being used in the campaign and found many deficiencies in these books and concluded that if better primer was provided to the learners, the result of the campaign would have been still better.

## **Conclusions and main Suggestions**

1. An intensive mandal-wise survey of the non-literates is necessary and the help of the voluntary agencies may be sought for this purpose.
2. An appraisal of the MIS system is necessary. Although ample data was collected by the ZSS, it could not be retrieved when needed. The team's major handicap was its failure to obtain the secondary data from the officials concerned at mandal and village levels.

## **District Scenario after Completion of Literacy Campaign**

District rate of literacy had gone up from 51% to 65% and the literacy rate in the age-group 9-35 has gone up from 63.57% to 86.7%. With the efforts of literacy campaign 4.6 lakh neo-literate are ready for post literacy campaign, however, there are 1.3 lakh learners who require help to reach the NLM norms of literacy and 16,000 illiterates are required to be covered under the mopping up campaign.

# East Godavari

The Project was approved by NLMA in November 1993. The target of non-literates was 7.24 lakh . Out of these 4.40 lakh learners were attending the classes in May 1994.

## External Evaluation of the Literacy Campaign

External evaluation was done by the State Resource Centre, Andhra Mahila Sabha, Hyderabad in 1995, who conducted the evaluation from 20-23, Feb. objectives:-

- a to assess the literacy achievement levels of the learners in relation to sex, age, caste and occupation.
- b to find out the drop-out rate and identify the reasons for drop-out of the learners.
- c to find out the opinion of villagers about the programme and their level of participation in it.

## Methodology

The sample was drawn from 8 villages of Pithapuram, Golpaprolu, Kakinada (rural) and Kajuluru mandals of Kakinada division. The sample consisted of 85 neo-literates, 24 volunteers and 21 village leaders. The selection was according to stratified random technique.

The evaluation tools that were used for evaluation of this campaign are as follows:

1. The Test Paper with 40%, 30% and 30% weightage to reading, writing and numeracy respectively.
2. Schedule for the volunteers to assess the drop out rate of volunteers and the learners.
3. Schedule for the villagers was developed to find out the views of the common people about the implementation of the programme and the level of participation if any.



## **Evaluation Outcome**

The literacy outcome

1. Out of the total sample of learners the pass percentage was 61.17%.
2. There was not much difference in achievement of males and females.
3. The mean achievement was 63.17 in the case of age-group 9-14 and 65.30 in the case of age-group 15-35.
4. The BC learners did slightly better than SCs, of backward classes and 68.15 in case of other castes.

## **Drop Out Rate**

The drop out rate was 25.57%. The main reason was engagements in agricultural work. The literacy campaign was launched at a wrong time when people were busy with agricultural operation.

The major reason of drop out was lack of proper lighting facilities in the centres and non-supply of kerosene oil.

## **Opinion of the Villagers and their Participation**

Some of the villagers were not happy about the planning made by the ZSS for providing literacy to the learners.

## **Suggestions**

1. There is considerable scope of improvement in the literacy skills of the learners. Emphasis should be developing writing skills.
2. Facilities for electric light may be arranged.
3. Special efforts should be made to cover the drop outs and un-enrolled learners by involving NSS students, youth associations and Manila Mandals.
4. Utmost care should be taken to launch the post literacy programme as early as possible.
6. Weightage should be given to the volunteers job selections.

# Guntur

## Background

1. **Project Proposal approved by NLM**  
November 1995
2. **Implementing Agency**  
ZSS
3. **Door-to-door survey**  
March 1994
4. **Identified non-literates**

Age Group	Males	Females	Total
15-35	2,45,107	3,25,766	5,70,873

5. **Enrolment**  
4,20,414
6. **Teaching Started**      **Teaching Continued upto**  
October 1996                  July 1997
7. **Date of External Evaluation**  
May 1999
8. **Report Submitted**  
October 1999
9. **Period of teaching**  
9 months (envisaged 9 months)
10. **Evaluating Agency**  
Centre for Adult Continuing Education and Extension University of Kerala  
Project in-charge: Dr. V. Raghu

11. **Appointed by**  
NLM/ZSS

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

- Assessment of learning outcome
- Suggest measures for strengthening of PLC/CE

## **Methodology Adopted**

13. **The Universe**  
P III Learners

14. **No. of learners in the Universe**  
4,16,164(72.8% of target)

15. **The sampling technique**

It is not clear if village was the last unit of sample or different sections of the society were taken.

16. **Size of Sample**

Planned: 14,560; Actual: 9,891 (adequate)

17. **The Test Paper**

On the whole, according to the Guidelines. Except that the reading portion is somewhat defective.

18. **Test Administration**

Very vague description. Used local teachers and this was not correct. *It seems that around 10,000 learners were tested only in two days (PII).*

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

**Organisation:** Describes the usual organisational structure from ZSS to village level. No assessment of its effectiveness.

**E.B.:** Simple description of the usual activities. No assessment of its role in public mobilisation or learner motivation.

**Training:** Simply narration of the well known fouter training system.

No assessment of effectiveness.

## Social Impact

Did well not to study. However, there are a few statements like ‘some people in Thennai division were against conversion of paddy fields into fish ponds’, ‘SC/ST were conscious of their rights’, ‘the program has created an *enthusiasm* for PL and CE, (*whereas the district TLC result was only 20%*).

## Findings

### 20. Attainment of NLM Norms:

#### a By learners in the sample

38.58%

#### b By enrolment

38.2%

#### c By total non-literates in the district i.e. by TARGET

Unreliable. Can be 20.19% or 18.45% or 28.12% (Minimum satisfactory level 55%)

#### d Testees turnout

68% (minimum required 70% )

#### e Proxy learners

2.2%

## Reasons for Low Attainment

Did not study.

## District Literacy Scenario

Not possible to calculate in the absence of district result.

## Approved Budget

No budgetary details given.

## **Comments on the Evaluation Report and Suggestions for Further Action by NLM (if any)**

### **Strong Points**

1. A concise report. Not much un-necessary data regarding district profile.

### **Weak Points**

1. The entire test administration and supervision exercise was carried out by local school teachers. *Thus it is difficult to call the evaluation of Guntur an external evaluation.*
2. Still confuses between PIII learners and 'current learners'. Uses them as synonyms.
3. Table 4 is incorrect and presents confusing information. Says 'it shows percentage of learners completing primers'. Percentage is seen nowhere. Gives the figure of PII learners as 2,95,402 and that of PIII learners as 4,21,620. How was it possible? Has given the enrolment figure as 4,20,414. It means PIII learners exceeded even enrolled learners!.
4. Suggests measures for the strengthening of PLC and CE (page 22) which has not even begun. There are around 20 suggestions given to ZSS to 'strengthen the PLC and CE'. There is not one suggestion which is novel, new or based on research findings. Some of them amount to self selling like 'take the cooperation of universities' No mention in what practical manner they will be able to help.

### **Action by NLM**

The evaluation of Guntur is technically weak. The agency may undergo a fresh orientation course before taking up the next evaluation project.

# Karimnagar

Literacy campaign for Karimnagar was approved by National Literacy Mission Authority in March 1991 to be implemented by Akshara Ujjwala Samithi. The target was 7,08,952 non-literates in the age group 9-35.

The campaign was carried out in two phases in all the 56 mandals of the district and completed by Nov. 1992.

## External Evaluation of the Campaign

The Evaluation was done by the Council for Social Development, Hyderabad. The objective was to examine and evaluate achievement levels of learners in the selected mandals.

## Methodology

### Sampling

Out of the total of 56 mandals in the District, 20 per cent i.e. 13 mandals were identified as sample Mandals. From these mandals, 25 villages were further selected (2.5% of the total number of villages in the District). The final sample of learners was 2,500 (2 per cent of the total learners enrolled).

In order to have enough representation from all sections of learners, disproportionate sampling method was preferred to get uniform sample of 100 learners from each village. The main characteristics of the sample were:

1. The sample consisted of male, female, agricultural labourers, SC and BC group.

## Evaluation Tool

To assess the achievement of the learners. The test deviated from the Dave Committee

## External Evaluation Reports of Total Literacy Campaign in India

norms, because it provided weightage of 20%, 35% and 45% to reading, writing and numeracy instead of 40%, 30% and 30%.

Interview schedule was also used to know the impact of the programme.

The evaluation was conducted in April 1993.

### **Findings**

1. 92.3% of the sample learners become literates.
2. Gender and caste did not make any significant difference in terms of achievement levels. However, age had some impact on learners as the younger showed better performance than the older ones.
3. Presence of facilities like Irrigation, Bank, Post Office, Motorable Road, etc., did not have any impact on achievement levels. Villages with less facilities reported high percentage of achievement indicating the commitment of volunteers, officials and other functionaries involved in the programme.

### **Observations and Conclusions**

Wherever local people, including teachers and elected representatives, had shown interest, the programme had met with greater success.

### **District Scenario after Completion of Literacy Campaign**

1. There were 5,62,611 literates to post-literacy programme.
2. There were 99,405 non-literates in the district, who were to be covered in the mopping up operation.

# Krishna

## Background

1. **Project Proposal approved by NLM**  
February 1994
2. **Implementing Agency**  
ZSS
3. **Door-to-door survey**  
Not given
4. **Identified non-literates**

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

5. **Enrolment**  
4,54,000
6. **Teaching Started**      **Teaching Continued upto**  
May 1994                      September 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**  
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**

One TP somewhat lower than prescribed norms.

**18. Test Administration**

370 college students used as TAs, well trained by the agency in administering the test.

**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 report shows: 11.34% but Actual 8.6% only. (11.43% was based on enrolled learners and not target learners.
- c **Testees turnout**  
10 % instead of recommended 70%
- d **Proxy learners**  
68%
- e **Method of calculating district success rate**  
Follows the Guidelines (T.2). However, calculation was enrolled and not on the basic of target learners.

## 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. Perhaps 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 were 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 by NLM (if any)

### Strong Points

1. This is an excellent report avoiding un-necessary and irrelevant details.

## External Evaluation Reports of Total Literacy Campaign in India

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.
5. Has worked out the cost per learner which comes to Rs. 357 (PIV) 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 allotted to different test items.

### Weak Points

1. Its 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 without any justification.

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

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

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Using sub-standard TP
- Calculating district result on the basis of enrolled learners instead of target learners.

Further evaluation work may be assigned to this agency.

## **Kurnool, Medak & Vishakhapatnam**

Literacy Campaign for Kurnool district was sanctioned by NLMA in January 1991. The target was 5.89 lakh learners out of whom 5.84 lakh were enrolled in the literacy classes and 2.54 lakh had completed Primer-III.

The literacy campaign for Medak district was approved by NLMA in August 1991 to cover 8.43 lakh non-literates. In the first phase 0.85 lakh learners were enrolled. Out of whom 0.75 lakh had completed Primer-III.

The literacy campaign for Vishakhapatnam was sanctioned by NLMA in January 1991 to cover 6.68 lakh non-literates in the age-group 9-45. Out of whom 5.01 lakh learners were enrolled and 2.40 lakh learners had completed Primer-III.

### **The External Evaluation**

The External Evaluation was conducted by National Institute of Rural Development, Hyderabad in 1992. The number of sample learners was 480 learners.

### **Evaluation Objectives**

Specific Objectives of the studies were as follows:

1. To assess the nature of the working of the literacy campaigns.
2. To examine the level of literacy achieved by the learners and the impact of the programme in increasing awareness and improving the functional skills of the learners.
3. To suggest ways and means of improving the adult literacy programme in the given context.

## **Evaluation Outcomes**

50% of the learners had obtained below average marks in reading, writing and arithmetic.

## **Social Awareness**

The learners also gave their suggestions to improve the functioning of adult literacy centres: most of them (64%) wanted to link the centres with some economic activities, appointment of good instructors and some wanted to have separate class rooms for males and females and a few of them also wanted to supply the tea and food at the literacy centres.

## **Opinion of Instructors and Village Leaders**

Most of the instructors indicated that the impact of the campaign was positive, the programme was found to be effective and recommended to be continued.

47 village leaders were interviewed. Most of them participated in the activities of the centres and rated the programme as good (60%) and as very good (40%).

## **Views of the Officers**

A number of voluntary agencies were also involved in the programme.

# 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	Males	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 1/2 years of conclusion of campaign.
8. **Report Submitted**  
No indication
9. **Period of teaching upto External Evaluation**  
24 months (enrisaged 9 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 substandard 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 3,000/-



## External Evaluation Reports of Total Literacy Campaign in India

- 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 turnout:*

33.4%

*e Proxy learners:24%*

*f Method of calculating district success rate*

According to Guidelines except that the district success rate of 9.04% is calculated not on the basis of TARGET but on the basis of enrolled.

### 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 PU. The campaign lost its enthusiasm causing heavy drop out among learners.

## **Comments on the Evaluation Report and Suggestions for Further Action by NLM (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.

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

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

### **Action by NLM**

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Using sub-standard TP
- Calculating district result on the basis of enrolled learners instead of target learners

Further evaluation work may be assigned to this agency.

# Nellore

## Background

1. **Project Proposal approved by NLM**

On 05.11.1990

2. **Implementing Agency**

ZSS

3. **Door-to-door survey**

December 1990

4. **Identified non-literates**

Age Group	Males	Females	Total
9-35	1,99,777	2,77,176	4,76,953

5. **Enrolment**

4,08,610

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

April 1991

October 1991

7. **Date of External Evaluation**

Not given

8. **Report Submitted**

February 1996

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

18 months

10. **Evaluating Agency**

Department of Adult and Continuing Education Andhra University, Vishakapatnam.

11. **Appointed by**  
State government.
12. **Major stated Objectives of External Evaluation**
  - a Evaluation of learning outcome,
  - b Study of social impact.

## **Methodology Adopted**

13. **The Universe**  
Not given
14. **No. of learners in the Universe**  
Not given
15. **The sampling technique**  
Not very clear. States on page 29 that: "From a total of 46 Mandals, 6 were selected and from each, 5 Panchayats and from each Panchayat 8 to 9 habitation were identified and from these the learners were selected/ Does not state what was the basis of selecting the learners or how many from each habitation.
16. **Size of Sample**  
1,170 learners. Since the Universe is not given it is not possible to work out the percentage. In case the universe was all enrolled learners i.e. 4,08,610 the sample size comes to a meagre 0.28%.
17. **The Test Paper**  
Neither TP enclosed nor items described, therefore the standard of the paper cannot be judged. However mentions that the cut-off points were the same as recommended by NLM i.e. 50% in each subject and 70% of the aggregate.
18. **Test Administration**  
Rather ambiguous, says that 80 investigators collected data from respondents including the learners. They observed the reading, writing and arithmetic performance and recorded them on a 5 point scale - from very good to poor. Then on page 32 mentions that the literacy rate was determined on the basis of

marks in the individual test. Nowhere mentions that the TP was administered on the sample learners in the presence of TAs. On page 256 says that 1,170 learners were 'covered' in the evaluation work.

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

- Describes EB activities in detail. It was a massive effort. Most of the activities reaching to village level.
- Describes training programmes. No critical appraisal of any input.

## Findings

**20. Attainment of NLM Norms:**

**a By learners in the sample**

57.08%

It is rather a Herculean task to locate even the sample result. The performance result is given Mandal-wise. For example, the description of performance of individual Mandal starts from page 115, sample result appears on page 118. Then the result of the next mandal is to be found on page 142, after dozens of non-useable tables like performance in 3Rs: sex, caste, religion, occupation, income, married/unmarried wise, Sex - age - literacy performance, Sex - marital status and literacy performance, sex- caste and literacy performance and so on and so forth. Then follows tables showing perceived benefits of literacy.

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

Not given. Not possible to work out because of insufficient data.

**c Testees turn out**

Not given

**d Proxy learners**

Not given

**e Method of calculating district success rate**

NA

## Reasons for low attainment

- Difficult to ascertain whether the district result was high or low only from

the sample result. Judging from other sample results it might come to about 30%.

## **District literacy scenario**

- Did not work out and not possible to work out in the absence of district result.

### **21. Approved Budget**

Rs. 3.94 Crore.

Two Crore was released by the centre and 8.5 Lakh by the state. Total amount with the ZSS including interest is Rs. 210.11 Lakh.

Total amount spent Rs. 210.11 Lakh.

## **Comments on the Evaluation Report and Suggestions for Further Action by NLM (if any)**

### **Strong Points**

1. Studied the reasons of 208 drop-out learners. Pressure of work, inefficiency and irregularity of the VTs were the main reasons. Studied the reason of 98 drop out VTs. The main reasons were: disinterest of learners, insufficient lighting, lack of accommodation, were unable to attend daily, because no honoraria etc.
2. Has studied the instructor's views on obstacles to literacy. Main among them being: disinterest of learners, it was a government Programme, no immediate economic benefit and so on. 34 % of the instructors suggested honoraria and 88% suggested honoraria/certificates to improve instruction.

### **Technical Shortcomings**

This is a pre-guidelines evaluation. Therefore the method of presentation of the report and the evaluation process is much different from post-guidelines evaluations.

### **Observation**

This is a pre-guidelines evaluation done by an un empanelled agency.

# Nizamabad

## Literacy Campaign

The literacy campaign was approved by NLM in March 1991 for providing functional literacy to 4,50,196 non-literates in the age-group 15-35. A door-to-door survey was conducted in October 1991 for identifying the exact number of illiterates in the target group.

## External Evaluation

The External Evaluation of this campaign was conducted by the University of Hyderabad in October 1992 with the objective to evaluate the literacy outcomes of the target population with Telugu; Urdu and Marathi languages.

## Sampling Scheme

10% of the villages in mandals were selected at random. The number of villages thus selected were 110 out of a total number of 1,116 villages. Thus the total sample of 12,017 learner was drawn, The size of the sample was 2.7%. Out of the total sample of 12,017, 11,259 turned up for taking the test.

## Evaluation Tools

A test paper was prepared by the EET. Weightage of 30% was provided to reading, 25% to writing, 20% to numeracy and 25% to comprehension. Learners, who scored 60% in each of the above mentioned abilities were literates.

## Findings

### Literacy Outcomes

1. 70% of the sample appeared in the examination could be declared as literate.

## Assessment of the Teaching-learning Material

The External Evaluation Agency has assessed the IPCL primers used in the campaign and has suggested the following:

1. Owing to dialect and other difference the adoption of reading material prepared by other campaign district is not advisable.
2. Reading material must be scientifically designed, associating a linguist in the preparation of the material.
3. Reading material may be condensed into two primers in view of the difficulties experienced by the learners in Chittoor and Nizamabad districts.

## Suggestions

1. Launching of a mini 3 month campaign has been recommended in Armoor, Navipet, Yopally, Machareddy, Gandhari, Pitlam and Jakranpally mandals and Kamareddy Municipality as the performance of the learners in these areas is much below the expected standards.
2. Association of an external evaluation team with the implementation of the LC to ensure availability of authentic and reliable secondary data useful for planning an evaluation study.
3. Owing to dialect and other differences, the adoption of reading material prepared for other campaign districts is inadvisable.
4. Reading material must be scientifically designed associating a linguist in the preparation of primers.
5. A mid-term evaluation after three months of launching of the teaching phase of the campaign is necessary for planning a comprehensive evaluation.
6. The reading material may be condensed to two primers in view of the difficulties experienced by learners in Chittoor and Nizamabad Districts.
7. The TLC in the district has not strictly adhered to the guidelines issued by the NLM in the organisation of the survey to determine the number of literates/ illiterates, as the analysis is restricted to the identification of illiterates, problems arise in the estimation of the number who are already literate in the selected target groups. So, the experience of Social Science Research Institutes should be availed to conduct such type of survey.



# Prakasham

## Background

**1. Project Proposal approved by NLM**

Not stated

**2. Implementing Agency**

ZSS

**3. Door-to-door survey**

Date not given

**4. Identified non-literates**

Age Group	Males	Females	Total
9-45	2,60,000	3,00,000	5,60,000

**5. Enrolment**

4,65,000

**6. Teaching Started**

May 1994

**Teaching Continued upto**

April 1995

**7. Date of External Evaluation**

Not stated. Perhaps in April 1997 i.e. two years after the conclusion of teaching.

**8. Report Submitted**

December 1997

**9. Period of teaching**

12 months

**10. Evaluating Agency**

Center for Youth and Social Development, Bhubhaneshwar. Project Director, P. K. Sahoo.

11. **Appointed by**  
NLM
12. **Major stated Objectives of External Evaluation**
  - a Evaluation of learning outcome.
  - b Review of organisational structure.
  - c Examination of training.
  - d Review of the involvement of different agencies.
  - e Learners perception of teaching/learning.
  - f Impact on learners.

## **Methodology Adopted**

13. **The Universe**  
P III learners
14. **No. of learners in the Universe**  
1,91,950
15. **The sampling technique**  
The learners were selected on the basis of proportionate and stratified random sampling from 56 mandals and municipalities. It is not clear if the entire village formed the last unit of sample or a number of learners were tested from selected villages. If so basis of selection not given.
16. **Size of Sample**  
Actual: 4,901 learners or 2.5%; Planned: Not given
17. **The Test Paper**  
On the whole according to the model TP in the Guidelines. However it was a tough paper. Only two minutes were given to read silently the comprehension passage. This restriction was un-called for. The arithmetic portion included too many problem questions which was un-necessary.
18. **Test Administration**  
Three evaluation teams were formed each consisting of 3 qualified investigators.

One team stayed in one division for about 1 and a half months, testing the learners and interviewing persons for the study of the campaign impact, each team tested 1,911 learners. The manner of testing whether individual, in groups or testing all the learners in the sample village, not stated.

#### **19. Assessment of Inputs/Social Impact, if any**

**Administration:** Describes the administrative structure from the district to village level. All committees enthusiastic and effective in the beginning. Later on became apathetic specially upon transfer of collectors.

**E.B.:** Usual E.B. activities were undertaken but they were not found very effective in getting mass participation, widespread information of the campaign but rather limited in easy to reach areas.

**Academic Committee:** An academic committee for technical support was formed. But its contribution un-satisfactory.

**MIS:** The MIS contribution in helping the teaching/learning process was rather meagre.

**Training:** The training was taken up as a ritual without understanding its purpose and adequate academic planning. Consisted mostly of one-way lecture. 93% of VTs joined in the expectation of getting service. Makes almost a correct analysis of the IPCL. Approach to teaching/ learning shows that it was hardly understood by any functionary in Parakasham. Guide books were not used. There was almost no interaction between VTs and MTs, KRPs and even learners. The VTs were sceptic about the word method of teaching.

**Centres:** 66% of the centres had inadequate place for the learners to sit properly. 30% had damp floor. 78% running in the night had little K. oil.

**Materials:** Inadequate and irregular supply of teaching, learning materials and ineffective supervision.

**Social Impact:** The district claimed the usual social impact like improvement in health, awareness about political and economic matters, increase in school enrolment. But the evaluators found no proof to support the claims.

**Learners:** Abject-poverty of learners discouraged them and made them irregular.

**Visit from NLM:** No officer of the NLM visited the district during two years of its operation.

## Findings

### 20. Attainment of NLM Norms:

- a** *By learners in the sample*  
9.2 %
- b** *By total non-literates in the district i.e. by TARGET*  
3.1 %
- c** *Testees turnout*  
Did not indicate. Insufficient data to calculate turn out.
- d** *Proxy learners*  
Did not indicate.
- e** **Method of calculating district success rate**  
According to the Guidelines except that it has not taken into account absentee learners.

## Reasons for Low Attainment

The evaluator speculates that because of the two years gap between end of teaching and evaluation the learners might have relapsed into illiteracy. But the real reason seems to be an all-round weak Programme as shown in item 19.

## District literacy scenario

■ Target	5,60,000
■ No. Qualified at 3.1%	17,360
■ Backlog	5,42,640

## Approved Budget

Budgetary details not given.

## **Comments on the Evaluation Report and Suggestions for Further Action by NLM (if any)**

### **Strong Points**

1. This is one of the rare evaluation reports which does not only list the items of inputs but examines them critically. Goes deep into the causes of failure of the campaign. The analysis done by evaluators shows that it was an ill-managed campaign in every respect. Other agencies generally list the activities without evaluating their effectiveness.
2. Another cause of extremely poor result was the heavy dropout between PI and P-III. T1.2 shows that there were 1,98,027 learners studying P-I. But at the P-III learning stage there were only 32,185 left. That is, about 83 % had dropped out.
3. It has documented the usual social impact claims made by the districts like better health and hygiene practices, improved awareness about development activities, increased enrolment in schools etc. but has clearly stated that it had no data to verify them.

### **Weak Points**

1. It has also missed important tables recommended in the Guidelines, especially T2. It has therefore not taken into account the absentee learners. Also it is not possible to calculate the turn out of testees.

### **Action by NLM**

- Since the district achievement is almost Nil, it should be asked to restart TLC.

On the whole evaluation has been done according to the Guidelines.

- Using TPS which are parallel.
- Has a panchayat for using this flowery language about all is-TPs " then had a fair amount of local flavour, the question were designed keeping in mind the environment and social conditions of the learners". Nothing can be more illogical statement about TPS.

Further evaluation work may be assigned to this agency.

# Srikakulam

## Literacy Campaign

Literacy campaign in Srikakulam was approved by the NLM in March 1991 for providing functional literacy to 6,54,298 non-literates in the age-group 9-40. The literacy campaign was able to enrol 5,59,498 learners in the campaign. The learners who completed Primer-I were 4,31,902. Those who completed Primer-II were 3,65,073 and those who completed Primer-III were 3,36,130 (60% of the total target).

## External Evaluation

The External Evaluation of this campaign was conducted by an External Evaluation Team headed by Dr. M. Gopala Krishna Reddy, the Vice-Chancellor of Andhra University in January 1994. The objectives of the study were:

1. To assess the literacy achievement of the learners and
2. To study the perceptions, motivations, attitudes and processes permitted through all the dimensions of the campaign and its impact

## Sample

A sample of 5,881 learners was drawn by the External Evaluation Team to study the literacy achievement of the learners, employing random sampling technique.

In each of the 37 mandals, one village was selected keeping in view the feasibility, accesses and availability of the learners who had completed 3 IPCL Primers. In each of the 3 Municipalities, one area was selected on the similar lines.

## Evaluation Tools

Literacy achievement test. The literacy achievement test was in accordance with the guidelines of the NLM i.e. providing 40%, 30% and 30% weightage to reading,

writing and numeracy respectively. The cut-off points were also taken according to the-NLM norms i.e. securing of 70% marks in aggregate and 50% marks in all the three literacy components.

## **Findings**

Out of the sample, 82.05% of the learners attained literacy according to the NLM norms. In view of the district being one of the backward areas in whole of the state with sizeable inaccessible and coastal area, the present achievement of the literacy campaign seems to be a big achievement.

## **Awareness Aspect**

A greater awareness was found among the learners for the benefit of education for their children. Consequently, there was an increase in the enrolment of school going children from 72% in 1992-93 to 79.76% in 1993-94.

The environment concept of growing trees and not cutting them also reached the general public and they had a knowledge that more trees bring good rains and good agricultural production.

The learners now know better than what they knew previously about the health, hygiene and sanitation.

## **Impact of the Literacy Campaign**

1. 90% of the respondents found the arrangements at the literacy centres as good while only 4.54% found it bad.
2. About the methods of teaching in the literacy classes, the response of 87.53% of the learners was found to be positive.
3. As regards the view of instructors regarding the literacy campaign, 85% of the total sample provided a positive response, while a few pointed out some technical deficiencies.
4. As regards the benefits of literacy, 90% of the responses were found to be positive.

## **Overall Observations of the EET**

The EET has concluded that the most significant achievement of the literacy campaign was unprecedented awareness, political support participation of youth and women associations, commitment of volunteers and motivation of the learners.

## **Suggestions**

The EET suggested the following measures for improvement of the campaign mode:

1. The environment building and the training in the relevant primers should be closely related to the local dialects, representing the living conditions of the people and the target group.
2. In environment building, popular folk performances should be given priority.
3. While teaching the adults 'Electic' method may be preferred.
4. Post Literacy campaign as a part of education campaign becomes more meaningful if it is conducted, taking in view the economic development of the learners.

## **Observation**

This is a pre-Guidelines evaluation done by an un empanelled agency.



# Vishakhapatnam

## Literacy Campaign

The literacy campaign for Vishakhapatnam was approved by NLM in January 1991 to provide functional literacy to 5,18,245 non-literates in the age-group 9-45. Out of these, 5,01,000 were enrolled in the literacy classes. Out of these 2,26,179 had completed IPCL Primer-III at the time of evaluation.

## External Evaluation

The objectives of the evaluation were to assess the performance of the learners and to study the level of awareness among the various functionaries and to know the impact of the programme on women, advantages gained by the weaker sections and benefits accrued by the community in general.

## Sample

To draw a representative sample of the learners, 3 villages were identified from each mandal. Thus a total sample of 13,032 learners was drawn.

## Evaluation Tool

The learners achievement test and interview schedule were the two main tools adopted for evaluation of this campaign. In the learners achievement test, 25% weightage was given to reading, 35% to writing, 30% to numeracy and 10% to general knowledge. To pass this test a learner had to obtain 70% marks in aggregate and 50% in each of the literacy components mentioned above. The test was administered by the evaluation teams drawn from the teachers of colleges and NSS student volunteers who were pre-trained for the job. The evaluation was conducted in September 1993.

## Literacy Performance of Sample Learners

1. Out of the total sample of 13042, 92.27% of the learners successfully passed the examination.
2. The performance of females was better than the males.
4. As regards the sex wise achievement 49.78% were the male achievers and 50.22% were the female achievers.
5. The caste wise achievement was 91.16%, 92.71%, 91.13% and 92.93% for the SCs, STs, backward classes and other classes respectively.

## Awareness Level and Impact of the Literacy Campaign

1. Participation of the learners in the development programmes of the village was found to be impressive.
2. Family welfare and immunisation programmes have been accepted by the people in all the villages.
3. All those children who had earlier dropped out from the formal school education are now attending the schools in large number because their parents realized the importance of education through this programme.
4. Most of the women are now encouraging their children to attend the school.
5. The Anti Arrack movement was the result of the growth of literacy and awareness among women which ultimately brought out pressure on the Government, to introduce prohibition in the state of Andhra Pradesh.

## Suggestions

1. The External Evaluation Agency suggested that 4 months vacation can be declared in all the educational institutions and the students and teachers should be involved in mass literacy programme, so as to attain the goals of total literacy in the district.

2. In the tribal belt where 11 Mandals are located, systematic planning be made to bring it under the fold of literacy campaign.

## **Obsernation**

This is a Pre-Guidelines evaluation done by an agency not empaneled.

# West Godavari

## Literacy Campaign

The literacy campaign for West Godavari district was approved by the NLM Authority in March 1991 for imparting functional literacy to 7,30,877 non-literates in the age-group 15-40 years. However, the number of non-literates in this age-group was identified as 5,16,296, out of whom 4,87,970 learners were attending literacy classes.

## External Evaluation

The External Evaluation of this campaign was entrusted to National Institute of Rural Developm, Hyderabad. The objectives of the evaluation were as follows:

1. To examine the literacy achievement of the learners
2. To assess the perceptions, motivations, attitudes and reactions of the learners, volunteers, coordinators, officials and non-officials and others participating directly or indirectly in the programme^
3. To examine the organisational arrangements
4. To assess the benefit of the campaign approach and
5. To assess the impact of the campaign

## Sample

The sample consisted of 1,855 learners.

Two panchayats out of the total of 890 panchayats selected. Similarly, one municipality from three Revenue Divisions was selected.

## **Learners Proficiency Test**

Learners proficiency test was developed in accordance with the guidelines provided by NLMA providing 40%, 30% and 30% to reading, writing and numeracy respectively. It was pre-tested, and finalised for final evaluation. The cut-off points were taken as securing 50% marks in each of the reading, writing and numeracy abilities, deviating from the NLM norms of securing 70% marks in aggregate and 50% marks in each of the reading, writing and numeracy ability. The evaluation was conducted in April-May 1993.

## **The Evaluation Outcomes**

### **Learners Achievement in Literacy**

1. 81.79% of the sample learners passed the test.
2. The success rate of the SCs was reported as 81.3% and that of the STs 78.92%.

## **Specific Observations of External Evaluation Agency**

1. It is desirable that skills acquired by the neo-literates should be preserved through a regular contact with the volunteer instructors, specially for writing letter.
2. For the dropouts, it may be desirable to organise separate classes and motivating them to join the main stream of life and see the world through the literates eye.
3. LC should also make an effort to enrol out of the school children in the primary schools.

## **Suggestions**

This is Pre-Guidelines evaluation done by an agency not-empaneled.

# Uttar Kannada

## 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	Males	Females	Total
9-40	53,750	1,01,319	1,55,069

5. **Enrolment**

1,07,174

6. **Teaching Started**

February 1993

- Teaching Continued upto**

Not clearly stated. Perhaps upto May 1996.

7. **Date of External Evaluation**

June 1995.

8. **Report Submitted**

August 1996

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

39 months

10. **Evaluating Agency**

Institute of Parliamentary Affairs, Bangalore.

11. **Appointed by**

ZSS

## 12. Major stated Objectives of External Evaluation

- Learner Evaluation
- Learner awareness
- Campaign impact
- Perception of people regarding the implementation of the campaign and evaluation of organisational set up.

## Methodology Adopted

### 13. The Universe

Enrolled learners

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

1,07,714

### 15. The sampling technique

More than 30 villages were selected randomly from each of the Talukas.

### 16. Size of Sample

Actual: 3,560 learners or 3.3%; Planned: Not given

### 17. The Test Paper

Neither enclosed nor test terms described. Therefore the standard of the TP cannot be judged. Weightage, however was the same as recommended in the Guidelines i.e. 40-30-30 to Reading, Writing and Arithmetic.

### 18. Test Administration

Does not give the number of TAs or who they were and where recruited from.

## Findings

### 20. Attainment of NLM Norms:

*a By learners in the sample*  
72.0%

*b By total non-literates in the district i.e. by TARGET*  
Did not calculate and not possible to work out in the absence of essential data.

- c Testees turn out*  
65.0 %
- d Proxy learners*  
Not given
- e Method of calculating district success rate*  
Did not calculate

## Reasons for high attainment

The factor that seems to have contributed to satisfactory result:

- VTs having quite high qualification, only 4% were below standard VII.

## District literacy scenario

Did not calculate

## Approved Budget

NLM	State Govt.	Total
Rs. 0.77 Crore	Rs. 0.39 Crore	Rs. 1.16 Crore

## Comments on the Evaluation Report and Suggestions for Further Action by NLM (If Any)

### Strong Point

Has interviewed about 1000 learners to study such interesting aspects of the campaign as:

- Source of learners and VT motivation.
- Teaching/learning problems faced by them.
- Reasons for joining the classes.



## External Evaluation Reports of Total Literacy Campaign in India

- Additional knowledge gained by learners about different aspects of life.

### **Weak Points**

This is a pre-guidelines evaluation by a non-empanelled agency. Therefore almost all essential tables are missing including the background page, executive summary, the test papers, calculation of district results and so on. On the other hand it is full of un-essential tables like occupation of learners, caste, occupation and income wise distribution of volunteers and so on.

### **Observation**

This is a pre-guidelines evaluation by a non-empanelled agency.

# Assam



External Evaluation Reports of Total Literacy Campaign in India

# Dibrugarh

## 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	Males	Females	Total
15-35	59,200	89,300	1,48,500

5. **Enrolment**  
1,48,500
6. **Teaching Started**                      **Teaching Continued up-to**  
November 1995                                  December 1997
7. **Date of External Evaluation**  
May 1999
8. **Report Submitted**  
April 2000
9. **Period of teaching**  
25 months (envisaged 9 months)
10. **Evaluating Agency**  
Centre for Youth and Social Development, Bhubhaneshwar. Project Director:  
P. K. Sahoo

**11. Appointed by**  
ZSS/NLM

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

- Evaluation of learning outcomes.
- To examine the inputs.
- Review of the involvement of different agencies.

## **Methodology Adopted**

**13. The Universe**

Uncertain. Perhaps, current learners, the meaning of which is not clear. Calls the subdivision of the blocks also as the universe.

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

Perhaps 1,48,500, *but this is also the number of the surveyed non-literates.*

**15. The sampling technique**

It is difficult to understand the sampling method. Calls the same figure of 1,48,500 as target learners, enrolled learners and current learners says on page 9, that the sample was 3,218 but shows in table 7 that this was the number which appeared in the test including the proxy learners. Uses the term 'current learners' in all the tables without explaining the term anywhere.

**16. Size of Sample**

Planned: 6,000; Actual: 5,284 (should not have been less than 7,400) (Includes the proxy learners among the actual learners)

**17. The Test Paper**

No English version enclosed or items of TP described. Therefore its quality cannot be judged.

**18. Test Administration**

Two administration of TAs. Each had two members of the agency and 2-4

locally recruited persons (calls them resource persons). No details of who they were what was the qualifications or what was the reason of recruiting local persons in the team.

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

- E.B. Comments that it generated and enhanced the awareness of and demand for literacy and had a great influence on the psyche of learners, volunteers and community members. No example or data furnished in support
- Monitoring Strong in the beginning but became weak later on due to transfer of govt, officials. MIS was not found effective.
- Training ‘Only one way lecture. No participation by the trainees. Not much information passed on downwards. No feedback obtained. Training male female together did not help’.

## **Social Impact**

**Based on discussions:**

- Many of them became aware of ongoing government projects.
- The garden workers had knowledge of wages, technology of tea processing etc.
- Functionaries developed organisational capacity.
- People’s understanding of health care, environment and politics increased.

## **Findings**

**20. Attainment of NLM Norms:**

***a By learners in the sample***

14.4% (tested only)

11.41% (tested + absentees)

***b By enrolment***

11.41%

- c* **By total non-literates in the district i.e. by TARGET**  
11.41% (As target learners, enrolled learners and current learners are exactly the same) (Minimum satisfactory pass percentage - 55%)
- d* **Testees turn out**  
59.5% (Min. required 70%)
- e* **Proxy learners**  
2.2%
- f* **Method of calculating district success rate**  
According to the Guidelines.

## Reasons for low attainment

- Insurgency, frequent military operations and lack of community support
- Poverty, traditional taboos, improper motivation, natural calamities.
- Poor lighting arrangements

## District Literacy Scenario

Target	=	1,48,500
Qualified at 11.4%	=	16,929
Backlog	=	1,31,571

## Approved Budget

Did not study the budgetary details.

## Comments on the Evaluation Report and Suggestions for Further Action by NLM (If Any)

### Strong Points

1. A short report. Main report occupies only 33 pages but 49 pages have been

devoted to the English translation of schedules, tables etc.

### **Weak Points**

1. **Language:** The language almost throughout the report seems not to communicate findings and observations to ZSS and NLM but to impress, making the meaning rather obscure. For example:

**Page 14** - “The object was to impart functional literacy... there by generating awareness on family planning and welfare, revitalisation of the rich cultural heritage’

**Page 16** - ‘The programme manages role... are earmarked to a distinct degree’

**Page 18** - Tn the context of understanding the modalities of the TLC programme and IPCL method it appeared that majority of the volunteers perceived it in a very limited frame work and outline’

**Page 20** - ‘this apart the availability of scope and instructional technology adopted by the volunteers, contributed a lot to retraining the learners skill of 3R’s (in addition to language problem it contradicts if s own statement on P13 ‘the study (meaning the external evaluation) was commissioned at a time when most of the neo = literates had relapsed into literacy’

### **Action by NLM**

The evaluation suffers from several technical mistakes. Therefore the agency should undergo orientation training in the method of evaluation according to the Guidelines before it takes up another evaluation assignment.

# Sibsagar

## Background

1. **Project Proposal approved by**  
NLM, May 1994
2. **Implementing Agency**  
ZSS
3. **Door-to-door survey**  
Did not mention date
4. **Identified non-literates**

Age Group	Males	Females	Total
15-45	44,080	56,920	1,01,000

5. **Enrolment**  
92,872
6. **Teaching Started**      **Teaching Continued up to**  
March 1997                      September 1998 (up-to second phase)
7. **Date of External Evaluation**  
No indication
8. **Report Submitted**  
No indication
9. **Period of teaching**  
18 months (envisaged 9 months)
10. **Evaluating Agency**  
Department of Anthropology, Sambhalpur University.
11. **Appointed by**  
NLM/ZSS



## 12. Major stated Objectives of External Evaluation

- Evaluation of learning outcomes.
- To identify successes and weaknesses.

## Methodology Adopted

### 13. The Universe

P III learners (though has used the term 'current learners')

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

78,652 i.e. 78% of target were P III learners.

### 15. The sampling technique

Simple one stage random sampling. Villages/wards, Municipal Boards, town committee and tea gardens were represented. Very sketchy description of the method. No table showing essential data of each block to judge if it was a proportionate sampling.

### 16. Size of Sample

Planned: 5%; Actual: 3.2% (Minimum 5%)

### 17. The Test Papers

Has not given an English version but has tried to explain the items in the finding section. However because of the use of an unusual language the meaning is not clear. For example says '...understanding symbols of protection for plant and animal...the meaning of social marketable items of family welfare and family norms communicated through pictures, the symbol of national integration..and so on Has asked the learners to copy paragraph, take down dictation and count backwards. This was neither according to Dave Committee nor the guidelines, but says that it has followed the Dave Committee's recommendations in preparing the TP.

### 18. Test Administration

8 TA's from the agency and 5 local students who served as translators. Test administration well managed.

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

- Administration - Observes that the top level officers were workaholic.

But others particularly VTs were involved in the beginning but later on they became slack, because they were promised employment in Govt, departments. According to VTs, supply of reading materials was inadequate, supervision was lacking, centres at distance from VTs house, non-effective and monotonous training.

- Teaching Learning - The content of the primers need improvement, 'should focus on the locally improvement geo-cultural feature, group solidarity, recognise the status of communities at par with others, offer more humanitarian value' and so on. Very vague suggestions.

## Findings

### 20. Attainment of NLM Norms:

#### a *By learners in the sample*

47.78% (tested only)

33.16% (tested + absentees)

#### b *By enrolment*

Did not work out.

#### c *By total non-literates in the district i.e. by TARGET*

**25.82%** (Though has wrongly quoted at different places 47.78% which is the pass percentage of learners tested) (Minimum satisfactory result 55%)

#### c *Testees turn out*

38.8% (Min. required 70%)

#### e *Proxy learners*

10.5%

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

According to the Guidelines

## Reasons for low attainment

1. Poor administration
2. Non supply of reading materials.

3. Dilapidated building for the centres, lack of electricity
4. No remuneration to VTs.
5. Political disturbance, absence of VTs, loss of interest among learners. Most of them were not interested in taking the test
6. Low management of tea garden centres, lowered the total result

## **District Literacy Scenario**

Target	=	1,01,000
Qualified at 25.82%	=	26,078
Backlog	=	74,922

## **Approved Budget**

Did not study the budgetary details.

## **Comments on the Evaluation Report and Suggestions for Further Action by NLM (if any)**

### **Strong Points**

1. Has analysed the inputs. Has found supervision to be weak and ineffective. Has suggested several types of improvements in the content of the primers.
2. Has studied the reasons for low attainment
3. Has concluded that there is relationship between components like age, education, experience and material status of the VTs and achievement of learners. *It was an important finding. But unfortunately no data has been provided to support the conclusion.*
4. Has shown that there was no dropout between PI and PII (2531 completed PI, same continued studying PII, but by the end of P in only 1821 learners remained. (This is shown in T.7. But in the manner that the table has been constructed it is a task to decipher it)
5. Has shown that the distribution of Primers left much to be desired. Only 76%

learners received P I, 57% received P II and only 48% received P III. This was mainly due to the mismanagement and non cooperation of tea state management.

### Weak Points

1. Its weak points are so many that it's a task to list them. The main weaknesses of the agency seems to be it lack of experience in TLC evaluation, non attendance of orientation workshops (or may have been attended by different staff members) and review workshops. The language should be simple, avoiding jargon and pedantic style. If objective should be to communicate the findings to the ZSS and NLM and not to impress them. But unfortunately the language has become so pedantic and so involved that one has to sweat out to understand it. A few examples

**Page 28:** 'The voluntary instructor will be drawn from the local youth clubs... retired persons, *however the interested persons who have something to grind for the TLC.*

**Page 34:** *The typical features pertaining to the culture of reading and writing and arithmetic were also made by the TA's.*

**Page 68:** Apart from this it has been marked that the learners could have shown better performance *had the learners motivated a little more befitting with the cultural stimulants.*

**Page 70 :** '*uncertain avoidance has been the dominant feature of the irregular voluntary instructors which have contributed to rate of drop outs*'. (Also see comments under item 1)

### Observation

This agency appears so weak in evaluation methodology, understanding of the guidelines and presentation of report that no other district may be allotted to it, unless it undergoes another orientation course.

## 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	Males	Females	Total
9-35	96,000	1,70,000	2,13,000

**5. Enrolment**

Not given

**6. Teaching Started**

May 1994

**Teaching Continued upto**

March 1996

**7. Date of External Evaluation Not given**

Report Submitted July 1998

**8. Period of teaching**

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. IPs 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 misunderstood 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%. (TIV 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 PHI 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)

2. 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**

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

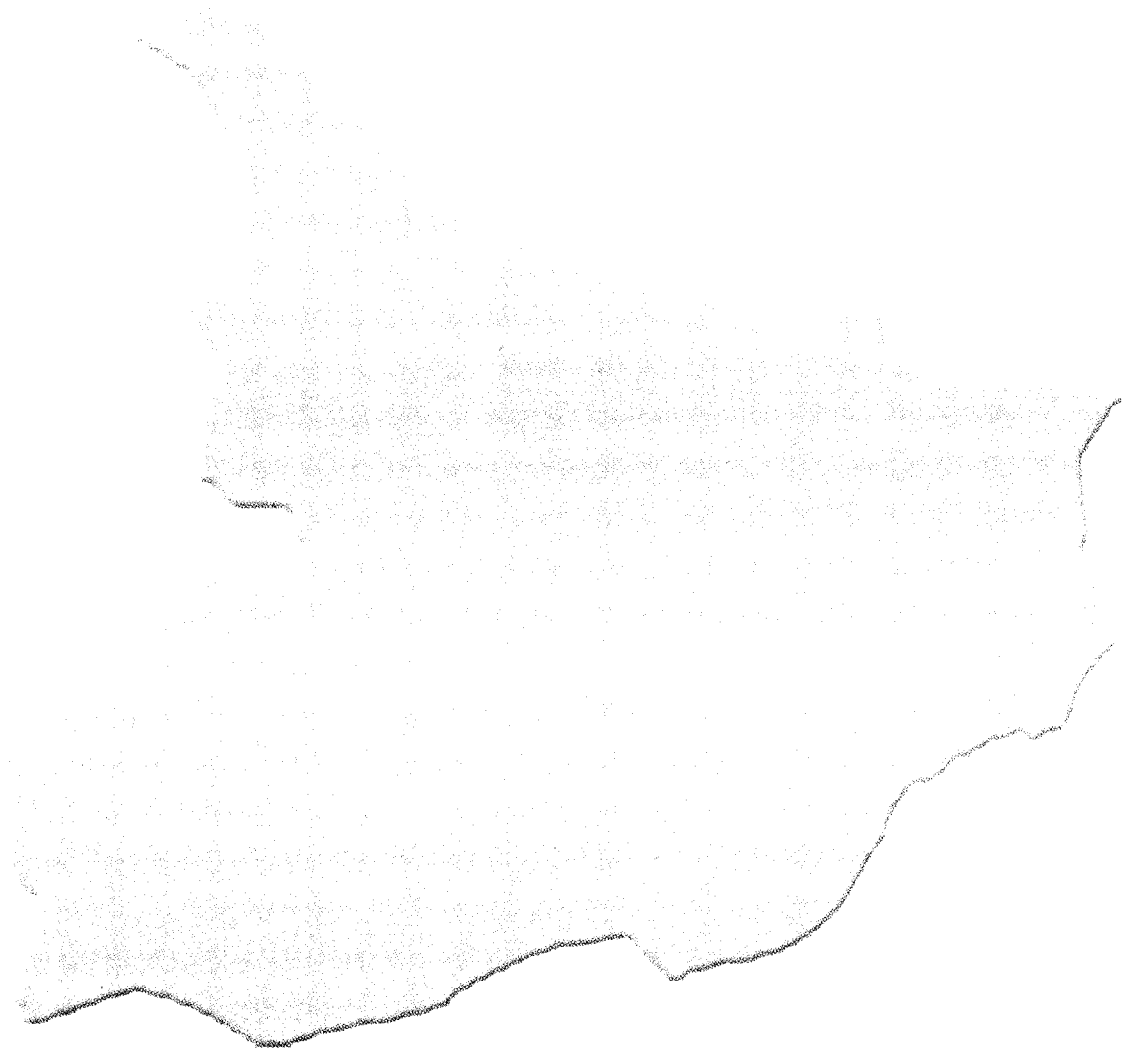
- Not understand the cutoff points for achieving NLM

Further evaluation work may be assigned to this agency.





# Bihar



External Evaluation Reports of Total Literacy Campaign in India

# Dumka

## Background

1. **Project Proposal approved by NLM**  
July 1993
2. **Implementing Agency**  
ZSS
3. **Door-to-door survey**  
September 1993
4. **Identified non-literates**

Age Group	Males	Females	Total
10-35	1,58,760	2,25,611	3,84,371

5. **Enrolment**  
3,81,039
6. **Teaching Started**                      **Teaching Continued upto**  
April 1994                                      January 1995
7. **Date of External Evaluation**  
February 1995
8. **Report Submitted**  
In 1995. Date not given
9. **Period of teaching upto External Evaluation**  
9 months
10. **Evaluating Agency**  
Indian Institute of Management, Calcutta.

11. **Appointed by**  
District Collector
12. **Major stated Objectives of External Evaluation**  
Learner evaluation mainly.



## Methodology Adopted

13. **The Universe**  
Enrolled learners.
14. **No. of learners in the Universe**  
3,81,939
15. **The sampling technique**  
A minimum number of 4 panchavats per blocks and 4 villages per panchayat were selected keeping in view the composition of categories of learners (e.g. SC/ST, predominantly women and minority learners) and accessibility. It seems all learners in selected villages were not tested but learners in centres. Did not state on what basis the centres were selected, if they were.
16. **Size of Sample**  
Planned 12%; Actual 10%
17. **The Test Paper**  
Though prepared by Deepayatan, not accordingly to Dave Committee. Allotment of marks incorrect as shown below:

**Writing portion:** Q. No. 3: It is a GK question. Does not involve writing skill. The questions can be answered even by illiterates. Allocating 5 marks to this question is incorrect.

**Reading portion:** 27 marks have been given to just mechanical reading instead of 8 marks and only 13 marks have been allotted to comprehension instead of 32 marks. No questions on understanding of poster or the ability to follow written instructions. Therefore one has to learn to read only mechanically and can easily qualify without understanding what was being read.

**Arithmetic:** Addition questions do not involve carry over and subtraction questions do not involve borrowing. Q No. 12 carrying 6 marks has nothing to



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do with testing of arithmetical skill, e.g. How many days are there in a week? Can be correctly answered by a non-literate person. No problem questions at all. Therefore on the whole, *it was a substandard TP.*

### 18. Test Administration.

Dumka's external evaluation was perhaps the most unusual and unreliable evaluation done by any other agency in any other district *It permitted the ZSS to carry on the evaluation itself and mark the test papers as well.*

- b) The ZSS did the evaluation in two phases. *The team did not visit the district even for a day when the first phase evaluation was going on. Visited the district only for 3 days when the evaluation of the second phase was going on. This was the only visit the team made to the district.*

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

- Describes in detail E. B. activities - meetings, rallies, competitions, kalajathas, dance, drama and so on. Of special mobilization efforts were, the "JAGO BAHENA" programme. (Women Literacy Committees) which were established up to the village level and which persuaded women to join the centres, open saving accounts with "Didi Banks" (any trusted woman in the village), start saving bit by bit so that they don't remain dependent upon men even for ordinary needs. Police lines were encouraged to display the literacy flag along with the national flag, Human chain programme spread upto 30 km., involving 40,000 people. The unemployed youth were formed into voluntary 'Balidani Jathas' and deployed to stay in problem pockets.
- No assessment of training or teaching/learning.

### Social impact/Spin off

1. Voluntary road building by unemployed youth, expansion of areas under social forestry.
2. Women's involvement in 'Jago Bahena' and 'Mahila Samridhi Yojana' (saving for self help programmes).
3. Elimination of Mukhiyas and middlemen. The non literate tribals had to pay around Rs. 300 to local Mukhiya just for the identification of thumb impression.

Similarly they were dependent on friends to get their cheques encashed. People were made aware of relevant schemes of development specially minimum and equal wages.

4. Empowerment of VTs. The DM insisted that application made to him for different purposes, should be forwarded by local VTs. Other officers like the BDOs, police stations and Banks began to follow the example set by the DM.



## Findings

### 20. Attainment of NLM Norms:

- a By learners in the sample*  
70%.
- b By total non-literates in the district i.e. by TARGET*  
Did not work out
- c Testees turn out*  
81.6%
- d Proxy learners*  
Unknown, as the test was given by the ZSS itself.
- e Method of calculating district success rate*  
Did not calculate. Calculated according to the Guidelines it comes to 69.5% (No. qualified @ 70% out of 3,81,939 - 2,67,357 which is 69.5% of the target).

## Reasons for high attainment

- The campaign was linked up with creating awareness about wages.
- Very efficient and committed DM, massive and successful E.B. and involvement of a large section of the public.

## District literacy scenario

Target : 3,84,371

## External Evaluation Reports of Total Literacy Campaign in India

Qualified at 70% : 2,67,357

Backlog : 1,17,014

### Approved Budget

Received from:	NLM	State Govt.	Total
	Rs. 1.90 Crore	Rs. 40,000	Rs. 1,90,40,000

Total expenditure: **Rs. 1.47 Crore**

On project management only: Rs. 2,63,000 was spent.

It is very pleasing to find that the entire report has an academic and professional depth.

### Weak points

1. This is a pre-guidelines evaluation and before the principle that 'external evaluation had to be external to the state' was firmly established. However it was an external agency and it should have done the evaluation itself. Permitting the ZSS to conduct entire testing and do the marking itself, because the state election had started was hardly a justification for this type of evaluation. No agency, anywhere in India has followed this method, even the method of rechecking the reliability of test administration solely done by the ZSS, is unreliable (section 18).
2. A sub-standard test paper was used to measure the learning outcome. It is all the more unfortunate that this sub-standard test paper was developed with the involvement of SRC Deepayatan. This was another reason of the high success rate of the district.

### Action by NLM

It is now too late to take any action, specially more so as the district has been awarded 'Satyen Maitra award for it high achievement. The evaluation should have been outrightly rejected as it was not an external evaluation at all. The learner evaluation was done by the ZSS itself using a sub-standard test paper. It should rather have been regarded as an 'internal evaluation' which some of the districts do for their own consumption.

# 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	Males	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

8. **Period of teaching**  
14 months (Perhaps)

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 PIH)

### 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 enrolment:*

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 by NLM (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.

## External Evaluation Reports of Total Literacy Campaign in India

### **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.

### **Action by NLM**

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Using the term current learner instead of PIII learner.

Further evaluation work may be assigned to this agency.

# GOA



External Evaluation Reports of Total Literacy Campaign in India

## Goa

Literacy project for this State was sanctioned by NLMA in Dec. 1992. The target of the project was to provide functional literacy to 1,00,627 illiterates in the age-group 15-60, out of which 79,288 learners were enrolled. Instruction was in various languages, i.e. Marathi, Konkani (Devnagri), Konkani (Roman), Kannada, Hindi, Urdu and Telugu. However, majority of the learners i.e. 81.6% were learning Marathi followed by 8.1% in Konkani (Devnagri script), 5.4% Konkani (Roman script) and 4.9% in Kannada, Hindi, Urdu and Telugu. Thus majority of the learners i.e. 90% were studying through a language that was not their mother tongue. IPCL Primers for Konkani was prepared by the State Department of Adult Education, while for other languages were procured from the SRCs concerned.

### External Evaluation

External evaluation of this campaign was conducted by Tata Institute of Social Sciences, Bombay in October, 1993.

### Sample

The sample covered 19 randomly selected Gram Panchayat villages out of the total of 179 campaign villages in the rural areas of the state in 11 taluks/blocks. In addition, 2 municipal councils out of the total of 13 were randomly selected (one each from the 2 districts).

### Evaluation Tools

Literacy test, individual interviews and group discussions were the evaluation tools. Several versions of equal standards of difficulty tests in Marathi, Konkani (Devnagri) and Konkani (Roman) were prepared on the basis of the recommendations of Dave Committee with the help of SRC, Pune.

## Adult Literacy Outcomes

1. Only 18.2% of the sample learners were able to attain NLM norms of literacy scoring 70% marks in aggregate and 50% marks each in reading, writing and numeracy abilities.
5. Thus success rate of literacy campaign was estimated as 13.6% only.



## Learners, Instructional and Contextual Outcomes

1. The mean scores suggest that minority religious groups (Neo-Buddhists and the Christian Muslims) and the backward castes from among the Hindus have gained proportionately greater from the literacy campaign.

## Other Observations

1. The campaign was unable to elicit higher level of popular participation due to ineffective functioning of the village literacy committees. Due to inadequate efforts of the organisers and the teaching community, the campaign generally faltered.
2. The motivation of both learners and instructors/ organisers was generally low.
3. The post literacy phase of the campaign needs to be visualised as a cultural movement with widespread popular participation embracing several educational spheres, formal, non-formal and even informal. To provide momentum to this movement, the system of libraries, cultural centres, social clubs etc. should be strengthened.
4. A District Resource Unit should be set up in Goa to enhance local human resources and to provide indigenous material and facilities for preparation of teaching-learning material in Konkani, which forms the mother tongue of the majority of the people in Goa.
5. Stimulating voluntarism, strengthening the decentralized infrastructure of social accountability of the education system, effective functioning of village literacy/ education committees, providing post literacy facilities and securing popular participation are the main measures that should be adopted for organizing a

successful literacy campaign.

## **Observations**

This is a pre-guidelines evaluation by a non-empanelled agency.

# GUJARAT



External Evaluation Reports of Total Literacy Campaign in India



# Ahmedabad

The campaign was designed to cover the non-literate children in the age-group of 9-14.

## External Evaluation

The External Evaluation of this campaign was conducted by Sardar Patel Institute of Economic and Social Research (SPIESR), Ahmedabad with the following objectives:

1. To review the progress of the literacy campaign in the district,
2. To examine the programme achievements and to compare it with the claims of the literacy campaign to ascertain the factors responsible for any short fall between expectations and fulfilment,
3. To indicate policy measures and other efforts necessary for mitigating bottlenecks the spread of literacy in the district.
4. To make a reference to further policy directions for the post literacy efforts.

## Methodology

Randomly selected 13 villages for the intensive study and from these villages 569 new literates were tested .

## The Evaluation Outcomes

### The Literacy Outcomes

The sample learners were tested through a spot test in reading, writing and numeracy. The test paper was set in accordance with the NLM norms. External evaluation agency adopted a uniform criteria of attaining 50% marks in aggregate for declaring a learner successful.

- 1 87% of the sample learners were declared successful.

## **Awareness Outcomes**

The campaign has succeeded in arousing awareness about various issues touching the lives of the neo-literates.

Like awareness about personal cleanliness, taking medicines promptly after falling ill, keeping their house and surroundings clean and utility of the animals.

## **Suggestions**

The EEA provided the following suggestions for improvements in programme:

1. It was found that the children were capable of reading but were not really good at writing.
2. The Samiti will have to concentrate on planned and prompt introduction of the second round of the Literacy Campaign.
3. The contents of were suitable for the children of 9-14 age-group.
4. It is strongly recommended that the Child Literacy Campaign should on no account be abandoned.

## **Observation**

This agency is not empanelled and all evaluations done by it are Pre-Guidelines evaluation.

# Ahmedabad: Rural

## District Profile

Ahmedabad district in Gujarat constitutes 7 talukas with total population of 47,76,000 (Males 25,14,000 females 22,62,000). According to 1991 census, literacy rate of this district was 63.3% (males 71.4% and females 54.3%)

## Literacy Campaign

Literacy campaign was approved by the NLMA in October 1992 to cover 2.72 lakh illiterates in the age-group 9-35. However, the survey conducted by Zilla Saksharta Samiti identified 2.27 lakh learners out of whom 2.09 lakh were enrolled.

## External Evaluation

The external evaluation of this campaign was conducted by Sardar Patel Institute of Economics and Social Research, Ahmedabad from July to August 1993.

## Achievement of Literacy Campaign

### Literacy Outcome

The EET preferred to adopt their own criteria for declaring the learners successful and has deviated from the NLM norms. The EEA declared all those learners successful who were able to attain 50% marks or more in aggregate.

83.15% of the sample learners were declared successful .

## Suggestions

The planning/implementation and monitoring of the literacy campaign was reasonably well designed . However, these efforts need to be further streamlined so as to ensure more effective result of the campaign.

# Amreli

## Literacy Campaign

Literacy campaign in this district was launched in June 1993. However, The target of the campaign was to provide functional literacy to 94,271 non-literates in the age-group 9-35 years.

## External Evaluation

The External Evaluation of this campaign was conducted by Sardar Patel Institute of Economic and Social Research, Ahmedabad, in March 1995.

## Sample

- I. In the District a total of 3998 sample learners were chosen on the basis of random sampling for administering the literacy test.
- II. In addition to the above, 64 village leaders and 105 volunteers were interviewed to assess the impact of the campaign.

## Test paper

Same type of standard TPs, as in case of Ahmedabad.

## Evaluation Outcomes

### Literacy Outcomes

1. 82% of the sample learners were declared successful.

## **Views of Village Leaders**

1. 45% of the village leaders got their inspirations to join literacy campaign from the local teachers or Headmasters, while 48% reported that they joined the campaign with a spirit of national service to spread literacy in the society.
2. Some of the village leaders suggested that literacy should be linked with religion while others were in favour of linking it with the economic benefits.

## **Views of Volunteers**

1. For successful running of Post literacy campaign, the volunteers suggested to link it with employment or income generating programmes.

## **Effect of Awareness Aspects**

1. The awareness was in the use of tractors, scientific use of modern seeds and fertilisers and pesticides.
2. Became aware of benefits of animal husbandry. Importance of savings does not seem to have registered much importance.
3. The dowry system was considered social evil number one.
4. Maximum awareness generated was about the duty of a citizen to vote in the elections.

## **Suggestions**

1. It is hoped that some of the areas in which the campaign has had less effect will be treated as the new target areas for the next round. 'Poor Performance' talukas, deserve full consideration for a fresh round of LC before introduction of PLC. Some economic activity should be linked to the programme.

Such publicity for the campaign may be repeated in other talukas also.

# Banaskantha

## **Literacy Campaign**

The literacy campaign for this district was sanctioned by NLMA in May 1993, the total target of the campaign was 4,10,072 non-literates in the age-group 15-35. In these three blocks there were 94,380 non-literates in the age-group 15-35. While others were in the below 15 years of age or above 35 years of age.

## **External Evaluation**

The External Evaluation of Phase-I of this campaign was conducted by Sardar Patel Institute of Economic and Social Research, Ahmedabad in 1995. The sample consisted of 57 leaders, 61 volunteers and 3,959 neo-literates in 3 Talukas. The test paper weightage of 40%, 30%, 30% respectively to reading writing and numeracy, at securing of 50% marks in each of the literacy ability and 50/60/70% marks in aggregate.

## **Evaluation Outcome**

### **Literacy Outcome**

A vast majority of 86% of the sample neo-literates were declared successful on the basis of the attainment of 50% marks in aggregate.

## **Awareness Aspects**

Found awarness of the some aspects, as in the case of and Ahmedabad.

## **The Views of Village Leaders/Volunteers**

The village leaders and volunteers were satisfied with the efforts of literacy campaign,

however, they were of the opinion that not much has been done for female literacy which was still very low.

## **Suggestions**

1. While planning and execution of the second phase of the campaign, more intensive ground work should be carried out in socially and economically developed talukas of the district
2. The women folk of a bordering talukas should not be deprived of the opportunity for gaining literacy.
3. The literacy campaign should also focus on socially and economically backward classes.

# Bhavnagar City

The Literacy Campaign for Bhavnagar city was initiated in April 1991 and was scheduled to be completed in Feb. 1992, however, for various reasons, it was delayed and was completed in the later part of 1993.

According to 1991 census, Bhavnagar city has a total population of 4 lakh (2.08 lakh males and 1.92 lakh females) spread over to 20 Municipal wards. According to the survey conducted by the ZSS, 29,468 persons were identified as illiterates in the age-group 15-35.

## External Evaluation

The external evaluation of LC Bhavnagar city was conducted by Sardar Patel Institute of Economic and Social Research Ahmedabad in December, 1993. Out of the 20 wards, 5 wards and 3 sub-wards were selected and 400 sample neo-literates were selected from these wards. However, only 160 sample neo-literates could be traced and tested. Learners achievement test was administered by a team of evaluation assistants drawn from among the teachers of the schools and trained for the job by the experts of SPIESR, Ahmedabad.

## Literacy Outcome

If the achievement test results were assessed by scoring of 50% in the literacy abilities i.e. reading, writing and numeracy and 50% marks in aggregate, 68.1% of the sample neo-literates were declared successful. If on the other hand, the aggregate passing norms of 60% and 70% were adopted, then the success rate is reduced to 60% and 50.6% respectively.

## Awareness Aspects

Same type of awareness about different aspects of life as in other district evaluated by the agency.



## Suggestions

The external evaluation agency provided the following suggestions for further improvement of the campaign:

1. The ZSS has made good efforts but in some-areas such as environment building, training, distribution of material and motivational needs, there have been some deficiencies and these are required to be removed in the PLC programme.
2. The Municipal corporation has not made systematic efforts to involve NGOs effectively in the programme which need to be taken care of in the next phase.
3. The ZSS has not kept its records in a systematic manner. No information was available about the training of the volunteers or their refresher training. Therefore, it is suggested that proper records of the training etc. may be kept systematically in the post literacy stage. The ZSS has not been able to get substantial support from voluntary agencies, particularly the women's organisations, the organizations of the slum dwellers etc., for which it is suggested that ZSS should reach at the grass-root level to get support from every organisation, association, trade union, various sections of the society etc.

It was suggested that PLC should be gainfully linked with various occupations of the learners such as Ambar Charkha spinning, tailoring and embroidery work, bid work, papad and pickle makings etc.

Large scale involvement of the Mahila Mandals, mass enrolment of literate persons in the campaign, special awards and prizes for female neo-literates by organising literacy competitions on a mass scale would perhaps accelerate the growth of female literacy in the city.

PLC in the city area requires a systematic involvement of colleges, NSS students, University Department of Continuing Education, Lions Club, Rotary Clubs etc.

# Bhavnagar Rural

## External Evaluation

The External Evaluation of Bhavnagar rural was conducted by Sardar Patel Institute of Economic and Social Research, Ahmedabad in November-December 1991. For drawing the sample of learners, only 3 Talukas out of 12 were taken. Amongst the village leaders (25) volunteers (94) and neo-literates (355), total sample of only 355 neo-literates was drawn.

The test paper was prepared by the Gujarat Vidyapeeth Ahmedabad. According to the above committees The evaluation was conducted from November 23 to December 24, 1991.

## Literacy Outcome

Out of the total sample of 3,55,301 neo-literates qualified the test providing an achievement rate of 84.8%.

As regards the LC implementation, the following points are worth mentioning:

1. 95.2% of the learners expressed their satisfaction for teaching learning arrangements, including supply of material provided to them by the ZSS.
2. 90% of the learners reported that they had gathered considerable information/knowledge through literacy campaign programme.
3. 50.42% to 78% learners in various villages were reported following the healthcare and hygiene guidelines provided to them in the teaching learning process.

## Recommendations

The external evaluation agency recommended the following for further improvement

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of the programme.

1. A need of well managed programme of post literacy and continuing education with the special material to suit the needs of the neo-literates.
2. Post literacy campaign should concentrate on providing socio-economic, cultural and political awareness and training in skills to increase the economic status of the learners.

# Dang

## Literacy Campaign

Literacy campaign in this district was launched in November, 1992. According to the survey carried out by the panchayats, 26,000 illiterates were identified in the age-group 15-35.

## External Evaluation

The external evaluation of this campaign was conducted by Sardar Patel Institute of Economic and Social Research, Ahmedabad. The agency surveyed 311 villages and 346 settlements in the district and met various village leaders, volunteers and neo-literates and chalked out the strategy for selection of the sample for the external evaluation. The agency selected a sample of 306 neo-literates, 43 volunteers and 34 village leaders from 24 villages. TP used as in other evaluations the agency.

## Literacy Outcome

Only 23.93% secured 70% marks in aggregate.

## Impact of the Campaign

1. People became aware in aspects of life as in other studies of the agency.
2. The tribal people were extremely orthodox before the launching of the campaign but now these barriers are being broken by the literacy campaign. People are now becoming better informed citizens.

## Suggestions

1. The tribal community is reluctant and inherently slow in adopting anything

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new, so more time be allocated for creation of environment for literacy among the tribal people.

2. They should be convinced that literacy does not mean forsaking their culture.
3. Tribal people migrate from their land to other districts in the harvesting season, so the teaching work may be undertaken at the time when they are staying in their own areas.
4. Special programme for female literacy should be planned.
5. At the post literacy stage, interesting material, suitable to the needs and requirements of the tribal people may be prepared.
6. NGOS and women organisations should be involved more profitably in this programme.

# Jamnagar

## The Literacy Campaign

Literacy Campaign for this district was approved by NLMA in Sept. 1993 to cover 1.54 lakh non-literates in the age-group 9-35. 1.18 lakh learners were enrolled initially by the campaign and 1.15 lakh learners had completed primer-III.

## External Evaluation of the Campaign

External evaluation of this literacy campaign was entrusted to Sardar Patel Institute of Economic and Social Research, Ahmedabad.

10% of the villages were randomly selected for drawing out the sample and a sample of 139 village leaders 236 volunteers and 6295 neo-literates was drawn.

## Evaluation Outcome

### Awareness generation - Impact of LC

Became aware of different aspects of life as in other studies conducted by the agency.

## Literacy Outcome

The evaluation agency conducted a spot test prepared on NLM norms on the sample neo-literates. The results have been reported as under:

1. Only 29.64% secured an aggregate of 70% or above marks.

## Motivational Outcome

1. 69% of the neo-literates reported that they were persuaded by volunteers while others were persuaded by local teachers to join the campaign.

2. The campaign also succeeded in arousing awareness about various broad socio-economic, civic and political issues touching the lives of the neo-literates. Awareness level was found to be uniformly high about all the issues: related to health; occupations or social evils such as evils of dowry system, untouchability, drinking liquor, superstitious beliefs, civic and political rights, knowledge of governmental schemes of development assistance etc.

## **Suggestions**

2. In the poor performance talukas, there is need to identify 'weak villages' so as to provide more specialised efforts to improve the literacy standards of the neo-literates.
3. The ZSS will have to concentrate on planned and prompt introduction of Post-literacy campaign through well conceived measures.
4. There is a need for more effective and active involvement of NGCKs in general and women's organisations in particular for the post-literacy programmes.
5. There is also need to plan for systematic documentation cells in the district and taluka officers and arrangement for mobile exhibitions on literacy equipped with audio-visual cassettes and VCR etc.
6. Efforts should be made, through PLC for covering some other awareness issues which have not touched the lives of neo-literates.

# 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	Males	Females	Total
15-35	1,54,533	2,45,268	3,99,801

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. Subramaniam

**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 Guidehnes. 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 mentioned.*

**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: =

$\frac{1505 \times 100}{5765} = 21.1\%$

5765

## 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 by NLM (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

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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.

# Kheda

## Total Literacy Campaign

The literacy campaign for Kheda was sanctioned by the NLMA in October 1992 to cover 2.74 lakh Learners.

## External Evaluation

The External evaluation of this campaign was conducted by Sardar Patel Institute of Economic and Social Research, Ahmedabad, in the early months of 1993. The sample identified for the external evaluation constituted 296 neo-literates taken from 30 villages, out of the total of 965 villages in six talukas.

## Literacy Outcome

Awariness of aspects of life in as other reports.

## Observations of the EEA

The External Evaluation Agency has provided the following observations in their report :-

1. The campaign, by and large was successful in building up a congenial environment for the introduction of the campaign in the district.
2. The community involvement in the literacy campaign was not found to be satisfactory.
3. The Primary school teachers have not shown the enthusiasm for the campaign in the absence of the proper incentives.

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4. Adult learners were reported to be displaying indifference towards literacy learning, mainly due to lack of cash or kind incentives.

### **Remarks of EEA**

1. The training of the environment building groups and artists at all the levels was found to be weak.
2. The Mahila Mandals and Manila Groups should have been involved for motivation of the females learners.
3. The training of the volunteers needs to be conducted at appropriate levels.
4. Frequent transfers of District officials must be curtailed for the success of the programme.

## **Total Literacy Campaign**

The total literacy campaign in kutch was implemented by the Kutch Zilla Saksharta Samiti from November 1991 to December 1993. Survey conducted by ZSS identified 1,93,724 non-literates in the age-group 15-35 in the District. All the MPs, MLAs, Members of the District Panchayats, and Taluka Panchayats, were involved in the campaign. 22,300 volunteers served as teachers.

## **External Evaluation**

The Test paper was prepared by the External Evaluation Agency providing 40% 30% and 30% marks respectively to reading, writing and numeracy. However, the cut-off points for passing the test paper were taken as attaining of 50% of the total marks, deviating from the NLMA norms of attaining 70% marks in aggregate and 50% marks each in reading, writing and numeracy. The testpaper was on the same pattern as in other districts evaluation by it.

## **Learning Outcome**

1. 119 sample neo-literates were able to maintain simple house hold accounts before joining the literacy campaign which increased to 420 at the end of the literacy campaign.
2. 70% marks was attained only by 32.50% of learners.

## **Awareness at different levels**

Awareness of learners about different aspect of life same as in other district evaluation by the agency.

## **Some Observations of External Evaluation Agency**

1. The Literacy Campaign suffered a set back due to the following factors:
  - i Indifferent attitude of the village leaders
  - ii Inability of the learners to spare time for literacy
  - iii Lack of proper media support
  - iv Ineffective coordination between different departments,
  - v Paucity of interest by NGOs
2. The help of various sections of the community was not sought by the literacy authorities
3. Training of the volunteers was found to be some what weak
4. Involvement of NGOs in the literacy campaign was not quite up to the mark

## **Suggestions**

1. The post literacy campaign for Kutch should be started without any delay.
2. The material for post literacy should be developed taking in view the needs and interest of the learners.
3. Coordination between Govt and Voluntary organisations be ensured.
4. The post literacy programme should be planned in such a way that it should help them to start income generating activities
5. PLC should be arranged in an effective manner with adequate and proper training to its functionaries. Learning material for neo-literates should be prepared taking in view the current needs and requirements and interests of the learners.

# Panch Mahal

## Literacy Campaign

The literacy campaign approved by NLMA in November 1993 to cover 3.96 lakh non-literates in the age-group 15-35.

## External Evaluation of the Literacy Campaign

External Evaluation of the literacy campaign was conducted by Sardar Patel Institute of Economics and Social Research, Ahmedabad in 1995.

The number of non-literates was 18360. Impact of the campaign on learners similar as in other districts evaluated by it.

## Learning Outcome

It is not clear how many become literate at 70% cut off mark because it departs from calculation of the learning outcome.

## Conclusions and Suggestions

1. Participation in the Literacy Campaign by women was found to be greater than men.
2. More than 70% of the learners were of the opinion that mother's education helps enrolment of children in primary schools.
3. Impact on the awareness level similar as found in other districts evaluated by it.
4. The post literacy campaign, should be started at an early date so that the neo-literates may not relapse into illiteracy.



# Rajkot

## Literacy Campaign

Literacy campaign for Rajkot was approved by the NLM in 1994 to impart functional literacy to 1,44,000 non-literates in the age-group 9-14 and 15-35.

## External Evaluation of the Literacy Campaign

External evaluation was conducted by Sardar Patel Institute of Economics and Social Research, Ahmedabad in 1995. 73 villages were selected randomly and the total number of learners in these villages were 4,604, out of 86,989 learners attending the literacy classes.

Besides, 100 volunteers were also interviewed to know their perceptions and feelings about the campaign.

### Test Paper

On the same pattern as in other districts.

1. 87% of the total candidates achieved greater than 50% marks, 76% of the 59% of the candidates secured more than 70% marks.

### Awareness Aspects

Similar impact as in other districts.

1. The work still needs to be done consists of
  - a The MIS which is still relatively weak need to be given special attention and necessary arrangements be made for periodical collection of the necessary data.

# Sabarkantha

## Literacy Campaign

The literacy campaign for this district was approved by the NLMA in January 1993 for providing functional literacy to 1.39 lakh non-literates in the age-group 15-35, The campaign was implemented by Sabarkantha Zilla Saksharta Samiti (SJSS). The campaign mobilised 17,000 volunteers.

## External Evaluation

The External Evaluation of this campaign was conducted by Sardar Patel Institute of Economic and social Research, Ahmedabad.

The test was administered to 505 learners.

1. Most of them i.e. 86.1 % were married and 13.9% were unmarried.

## Evaluation Outcome

### Learning Outcome

The External Evaluation agency deviated from the NLM A norms of declaring a learner successful if he/she achieves 70% marks in aggregate and 50% marks in each of the reading, writing and numeracy abilities. Instead, they adopted a general criteria of declaring a candidate successful who achieved 50% marks in the test paper in aggregate. On this criteria, the learning outcome was reported as under:

1. 60% became literate on the basis of 70% cut off marks.

### The Opinion of the Village Leaders

The programme, suffered because of insufficiency of the teaching material, lack

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of suitable seating arrangements in the classes, lack of proper lighting arrangements. They suggested that volunteers should be given some monetary benefits for their services. Village leaders adopted various methods for environment building, cultural entertainment programmes and provided suggestions to improve the environment building for the literacy campaign.

The Impact of the Campaign and Social Awareness:  
Similar as in other districts.

# Sundernagar

## Literacy Campaign

The Literacy campaign in Sundernagar was approved by NLMA in January 1993 to cover 1.89 lakh illiterates in the age-group 9-35. But after the survey conducted by SZSS, 1.92 lakh persons in this age-group were identified as non-literates. In the age-group 15-35, the number of non-literates was found to be 1.69 lakh.

## External Evaluation

The external evaluation of this campaign was conducted by Sardar Patel Institute of Economic and Social Research, Ahmedabad between March to June 1994. 450 neo-literates were identified as a sample for this evaluation.

## Learning Outcome

1. Only 22% secured 70% marks or above.

## Outcome of the Awareness Aspects

The outcome of awareness was similar as reported for other districts evaluated by it.

## Recommendations

1. In the next round i.e. in PLC, some economic activities should be linked with the programme.

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2. A fresh dose of learning with some additional efforts.
3. The Samiti will have to concentrate on planning and prompt introduction of post literacy campaign through well conceived programme of JSNs, setting up of village libraries, publication of special newsletter for neo-literates etc.
4. In the post literacy campaign, more effective and active involvement of NGOs in general and women's organisations in particular should be taken into consideration.

# Vadodara

## Literacy Campaign

The literacy campaign for Vadodara, was sanctioned by the NLM in July 1993. The objectives was to provide functional literacy to 2,29,908 illiterate learners in the age- group 9-35.

## External Evaluation

The external evaluation of this campaign was conducted by Sardar Patel Institute of Economic and Social Research, Ahmedabad. The objectives of the evaluation was to review the progress of adult literacy campaign launched in the district.

Of sample survey, neo-literates, volunteers and village leaders were the principal respondents selected at random by the Institute. As regards the sample, 83 villages (5%) out of the total of 1,653 villages were selected and out a smaple of 701 neo-literates, 156 volunteers and 142 village leaders were selected. The sample of neo-literates was only to 0.3% of the total number of literates which is not adequate to draw a valid and reliable result. The test-paper used was simialar to the TP used in this campagin.

## Learners Achievements

It is surprising that all the learners selected as sample appeared in the test and 71% securing 50% or above marks were declared successful. It is also deviation from the NLM norms which prescribes the achievement of 70% marks in aggregate and 50% in each of the ability i.e. reading writing and numeracy.

If we compare to the achievement of internal test with the external test we find that 76% of the learners were declared successful in the internal test while in the external test this rate was 71%.

## **Recommendations**

The EET has recommended the following:

1. During in PLC, some awareness issues which have not been touched in the first round, specially the importance of keeping a small family, the use of forest produce etc. should form a nucleus of the programme in the selected areas.
2. Talukas identified as poor performance talukas will need full consideration for fresh round of literacy campaign before the introduction of the post literacy campaign.
3. Poor performance areas and poor performance neo-literates will have to be administered a fresh dose of learning.

# Haryana



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# Panipat

## Literacy Campaign

Literacy Campaign for Panipat was approved by NLMA in 1991 to cover 2.00 lakh illiterates in the age group 15-45. However, according to the survey conducted by BGVS in April, 1991, 1.60 lakh illiterates (90,000 females and 70,000 males) in the age group 15-45 were identified. LC in Panipat was implemented by BGVS, Panipat, with district Collector as its Chairman. The project was completed in December, 1993.

## External Evaluation

The External Evaluation of this campaign was conducted by 'Centre for Media Studies', Delhi, in March 1994 as a Pilot study for the Expert Group on Evaluation of Literacy Campaigns, appointed by Department of Education, MHRD, New Delhi.

## Sample

10 to 20% of learners were selected who had completed at least one primer. This survey revealed that 88,000 learners were actually enrolled, as against, 1,13,120 learners claimed by the literacy campaign. Moreover, the number of learners completing primer I, II and III was also found less than that claimed by the literacy campaign.

## Test Design

The test paper was divided into 3 sections 'A'/B'/C, equivalent to IPCL T3, T6, and T9. This was done with a view to assess the performance of learners completing the various primers.

## **Learners Outcome**

Only 2.8% of the target group of illiterates were made literate as per NLM norms. The mean scores that Panipat has achieved through literacy campaign is 12.1% of the total literacy campaign.

## **Usefulness of Literacy**

LC has added to the self-esteem of the participants and inculcated a sense of pride in them. They learners were able to put literacy skills for good use in their day-to-day life and were able to understand road signs, posters and handle simple financial transactions.

## **Attitudinal changes**

LC has in its credit a remarkable achievement in promoting favourable attitudes among the learners. The learners readily stated that education is necessary for their children, for boys as well as for girls. They have nourished a positive attitude towards the development programmes, small family norm, mother and child care and immunization. They got greater interest in school education.

## **Community Impact**

The campaign was effective in sensitising different sections of the society about education and development issues, and for promotion of meaningful dialogue. However it has not brought any significant change in the status of women in the society. Pardah system is still wide-spread in Panipat villages. There was also a large drop-out of the learners i.e. upto 64% at various stages of the programme.

## **District Scenario after completion of LC**

Only 5% of the total target group and 9.2% of the learners enrolled were made literate.

# Yamunanagar

Literacy Campaign in Yamunanagar was approved by NLM in October 1992. Target was 1,50,825 in the age group 9-45, out of which 84,000 were enrolled and 20,000 had completed Primer-III.

## External Evaluation

Team under the leadership of Sh. K.L. Zakir with two other members, namely, Dr. Sarwan Kumar and Mrs. Meera Batra.

## Sample

Select two Blocks, for evaluation. Learners in the selected villages were evaluated by the team. 337 learners were tested.

## Evaluation Tools and its Administration

The test paper prepared by the EET was based on the Dave Committee norms, providing 40%, 30% and 30% weightage respectively for reading, writing and numeracy. The cut-off point was taken as 70% in aggregate and 50% in each literacy ability.

## The Learning Outcome

48.1% passed the Test.

Most of the learners were found poor in reading, writing and numeracy. The learners were not able to read and write fluently. Thus, the performance of the actual learners appearing for the test was not very encouraging.

## Observations by the External Evaluation Team

The EET provided some of the following observations and suggestions:

1. There are some groups like Nomads in Bilaspur block and other clusters in the urban areas who had not been covered by the literacy campaign, although they were interested if literacy facilities were provided to them.
2. Internal evaluation which is an inseparable part of the learning process has not been conducted by the ZSS.
3. Chief Coordinators and Zonal Coordinators were not provided with essential facilities to perform their duties effectively.
4. The Coordinators had not maintained their movement register and the data collection register properly. No proper records were maintained or provided to the evaluation team. Thus, the EET remarked that monitoring system was not in a satisfactory state at district level.
5. The ZSS was not able to solicit support from various development departments, such as, Health etc.
6. The learners were not found convinced about the utility of the programme, although they were in favour of the importance of literacy campaign. Learners were found quite aware of various aspects of Population Education i.e. small family norms, immunization, right age of marriage etc.
7. The EET suggested that the arrangements for post- literacy campaign for 39,144 learners should be made immediately. Remedial measures should also be adopted for non-achievers i.e. 44,856 learners and mopping up campaign should be started immediately to cover 66,825 learners, who have not been enrolled in the classes due to various constraints.

## Comment

Although the evaluation was not done by an empanelled agency, or persons and it is pre-Guidelines evaluation, the observations of the evaluation team were quite deep and helpful to future programmes.



# HIMACHAL PRADESH



External Evaluation Reports of Total Literacy Campaign in India

# 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	Female	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**  
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 PHI 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 from recruited.

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

- Describes E.B. items.
- Describes administrative/supervisory set-up.



## External Evaluation Reports of Total Literacy Campaign in India

- 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. Voluntarism cannot 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%

##### ***c 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 by NLM (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

## External Evaluation Reports of Total Literacy Campaign in India

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**

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Did not calculate district result accordings to the Guidelines.

Further evaluation work may be assigned to this agency.

# Karnataka



External Evaluation Reports of Total Literacy Campaign in India

## Bidar

### Literacy Campaign

The literacy campaign for this district was approved by NLMA in Nov. 1991. The target of the campaign was 3.32 lakh non-literates in the age-group 9-35. However, after the survey, it was found that 2.97 lakh persons in the age group 9-35 were non-literates and this formed the total target of the campaign.

### External Evaluation

The external evaluation of this campaign was conducted by Karnataka Cultural and Educational Development Trust, Gulbarga. Apart from the learners achievement test, interview schedules were prepared for different category of persons who were involved in the literacy campaign.

### Sample

The learners, numbering 1.63 lakh non-literates in the age-group 9-35, constituted the universe of the study. But the external evaluation agency was able to identify only 4,605 learners.

### Learners Evaluation Test Paper

The learners evaluation test paper was divided into 3 parts with 40% weightage to reading and 30% to each for writing and numeracy. Test paper was prepared in 3 languages i.e. Kannad, Marathi and Urdu. For qualifying the test the learners had to obtain 70% marks in aggregate and 50% each in reading, writing and numeracy abilities.

### The Evaluation Outcome

#### Literacy Outcome

1. The overall achievement of the sample learners was assessed as 75.19% on the NLM norms.

2. 12.94% of the neo-literates appearing in the test scored below 59% marks.

## Impact of the Campaign

The External Evaluation Agency has highlighted the following impact of the Bidar Literacy Campaign.

1. 74.92 % of the sample learners expressed the view that they were benefited by the literacy campaign in taking independent decisions on family matters.
2. With regards to the equality of women, many of the sample learners stated that there should not be any discrimination between man and women. There was a weak response of equal treatment to women in respect of inheriting the property and the social status.
3. Regarding the age of marriage, the majority favoured the age between 18-25 for the males and between 15-22 for the females.
4. 92.90% of the learners expected in principle that education should be given to both boys and girls.
5. With regards to the number of children, 10.12% preferred only one child, 71.45 preferred two children and 18.43% still preferred to have more children. 72.96% of the sample learners were found to be in favour of preservation of environment.

## Organisation of the Campaign

71.89% of the volunteers stated that they faced problems in discharging their responsibilities while 28.11 % stated that they had no problem. They felt that adequate help was not available from the village officials and the village leaders. They had several problems like the provision of electricity, adequate teaching learning material etc. so as to run the literacy centres effectively.

## Suggestions

The External Evaluation Agency has provided the following suggestions for the

## External Evaluation Reports of Total Literacy Campaign in India

improvement of the programme:

1. The primary survey should be made more objective and authentic. The survey should also be conducted to identify the voluntary instructors along with the survey conducted for identification of the non-literates.
2. The Volunteers and Resource Persons should be provided adequate training so that they may contribute effectively for the programme.
3. The literacy centres should have an adequate place for learning.
4. Internal evaluation need to be conducted in an authentic manner.

### **Observation**

This is a Pre-Guidelines evaluation by a non empanelled agency.

# Bijapur

## Literacy Campaign

LC in Bijapur was sanctioned by the NLM authority in April 1990 for providing functional literacy to 5,45,000 non-literates in the age-group 9-35. Out of this 4,65,407 learners were enrolled 2,07,000 learners were able to complete book-III.

## External Evaluation

The External Evaluation was conducted by Institute for Social and Economic Change, Bangalore. For drawing a representative sample, 2 Talukas in the district namely Sandgi and Mudhol and 3 towns were selected on the basis of the rationale that these were the most backward Talukas in the district and in total 500 illiterates were drawn as a sample from 73 villages and 7 wards.

## Evaluation Outcomes

### Achievements in Literacy

The External Evaluation Agency has not evaluated the literacy achievements of the learners as per the Dave Committee recommendations.

outcomes are as follows:-

1. The achievement in the level-III was reported to be 56%.
2. The learners were found to be quite good with regard to calculations in numeracy.
3. The level of comprehension was not very high.

### Level of Awareness

1. According to the women, non-availability of alcohol within the close reach has helped them to reallocate their earnings on other important items of family



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- expenditure.
2. There was a change in attitude towards child labour, child marriage, dowry system etc. However, there was no significant change in the attitude towards the number of children in the family.
  3. Around 70% of the learners were aware of some of the measures that could be adopted for family planning.
  4. There is some changes in their attitude towards religion. They feel that while religion is important, it should not be related with superstitions etc.

### **Suggestions**

1. The training of volunteers has been diluted at each level due to the high incidence of drop out amongst trained volunteers. In this reference, more volunteers could have been trained in the beginning of the programme.
2. Monitoring and supervision would also seek the feed back to motivate.
3. The post literacy programme must be strengthened to meet the various demands and requirements of the neo-literates.

### **Observation**

This is a pre-guidelines evaluation by a non-empanelled agency.

# Dakshisna Kannda

## Literacy Campaign

The literacy campaign of this district was approved-by NLMA in April 1990 for providing functional literacy to 3,00,000 non-literates in the age-group 9-35. However, the survey conducted by ZSS indicated 2,44,485 non-literates in this age-group, out of whom 2,21,000 learners were enrolled in the literacy classes.

## External Evaluation

The External Evaluation of this campaign was conducted by Institute for Social and Economic change, Nagarabhavi, Bangalore. For drawing a representative sample, 2 Talukas, namely Goondapur and Puttur and 4 towns were selected on the basis of the fact that these were the most backward talukas in the district. A total of 500 neo-literates were drawn as a sample from 162 villages and wards.

## Evaluation Outcomes

### Achievements in Literacy

The external evaluation agency has not evaluated the literacy achievements of the learners as per the Dave Committee recommendations. Instead the EEA has evaluated the achievement of the learners on 3 levels: level-I to assess the ability of the learners in reading and writing the words/sentences, using most frequent letters and vowels and to read and write the numbers up to 50. In the level-II, assessment has been made in reading and writing of the words and sentences containing vowels, signs, conjunct letters, reading and writing of the numbers upto 100 and simple additions and subtractions. In the level-III, assessment has been made for reading and comprehension of news paper headings, problems in multiplications and divisions and applying the skills of writing and numeracy in day to day activities i.e. writing letters and. filling the forms etc.

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In view of the above, the learning outcomes in literacy is as follows:

1. All the sample learners succeeded in level-I.( reading-writing words/sentences)
2. The achievement percentage of level-II was cent per cent. (reading writing words with conjet letter, number upto 100 simple addtion and subtraction).
3. The achievement in the level-III reading comprehension of new paper.
4. The skill to write, specially the letter writing was found to be weak.
5. A few of the learners were able to fill applications forms on their own.
6. The level of comprehension was very good.

### **Awareness aspects**

The EE A has drawn the conclusion that there was an increased level of awareness and consciousness among the neo-literates with regards to the various institutions. There has been an obvious change in the life style of the learners after attending the literacy classes, particularly in the areas of personal hygiene, environmental cleanliness, personal habits and mannerism, division of work in homes, their response to the government and non-government personnel etc. They are aware of legislation for protection of different groups of people suffering from social disabilities. They are able to discuss the fundamental issues regarding gender inequality, caste and class discrimination, oppression etc. It has brought about, changes among them with regards to literacy skills and its functionality in their lives.

### **Suggestions**

1. There is need to plan LC activities in a comprehensive manner for the whole campaign period.
2. The learners should do the exercises on the space provided in the primers.
3. The training of the volunteers has been diluted at each level due to the high incidence of drop out amongst trained volunteers.
4. The post literacy programme must be strengthened to meet the various demands and requirements of the neo-literates.

### **Observation**

This is a pre-guidelines evaluation by a non-empanelled agency.

# Kodagu

## Background

**1. Project Proposal approved by**

NLM November, 1993

**2. Implementing Agency**

ZSS

**3. Door-to-door survey**

June, 1994

**4. Identified non-literates**

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

**5. Enrolment**

49,128

**6. Teaching Started      Teaching Continued upto**

October 1994

March 1996

**7. Date of External Evaluation**

March 2000

**8. Report Submitted**

May 2000

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

18 months (envisaged period 9 months)

**10. Evaluating Agency**

University of Hyderabad, Academic Staff College.

Principal Investigator - Dr. I. Ramabrahmam; Co-

Investigator: Dr. Meena Hariharan

**11. Appointed by**

ZSS/NLM

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

Not started but mainly learner evaluation.

## **Methodology Adopted**

**13. The Universe**

P III Learners

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

27,346(41% of target)

**15. The sampling technique**

Stratified proportionate random one stage sampling.

**16. Size of Sample**

Planned 10% or 2734, but because of time gap and the possibility of migration decided upon 5000 sample, (adequate)

**17. The Test Paper**

Through test item given in English, they are not arranged under headings. Reading and writings. Has given 10 marks for copying only, whereas there is no mark for copying. No problem sums involving subtraction.

**18. Test Administration**

Has given no information about the number of TAs, who they were, where were they recruited from.

## **Social Impact**

- Neo literates actively participated in govt programmes
- Women had started self-help groups and contested Panchayat elections.

## Findings

### 20. Attainment of NLM Norms:

**a By learners in the sample**

25.9% (tested only) 17.9%  
(tested + absentees)

**b By enrolment**

9.99%

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

7.4%. Has calculated 9.99% which is incorrect. (Min. satisfactory pass percentage is 55%)

**d Testees turn out 38%**

(Required 70% )

**e Proxy learners**

Nil

**f Method of calculating district success rate**

Very difficult to understand as has not shown the method of calculation as given in the guidelines.

The district result seems to be 7.4% and not 9.99%.

## Reasons for low attainment

- Scattered population. Because of hilly area, monitoring and guidance was not uniform.
- Inadequacies in the primers.

## District Literacy Scenario

Target	=	66,000
Qualified at 7.4%	=	4,884
Backlog	=	61,116

## **Approved Budget**

Rs. 61,36,900. Because of very poor result, per learner cost is worked out at Rs. 12507/-

## **Comments on the Evaluation Report and Suggestions for Further Action by NLM (if any)**

### **Strong Points**

1. A short and to the point well presented report. No unnecessary and irrelevant information. Main report in only 32 pages and the total report, including the annexures have 46 pages.
2. Took 10% sample instead of 5 % because of long gap between close of teaching and external evaluation.
3. Has shown that the representation of female SC and ST was vary high in the sample, should have given their percentage in surveyed learners as well. In the absence of this information high and low representation is inclusive.
4. Has studied effect of parents' education on learners. Found that families with educated fathers had better impacts on learners than educated mothers.
5. Has made a brave attempt to defend an extremely weak programme! Observes on page 23 "it seems that the programme has achieved its primary goal of achieving a specified level of literacy in the district". But in view of the fact that the literacy result of the district was one of the poorest in the country (7.4%) this defense is a weak defence.
6. Has examined in details the language aspect of the primers and has come out with concrete suggestions. Very few agencies examine the primers critically.
7. Has presented useful and feasible recommendations to ZSS in clear and concrete terms for example:-
  - The district has a strong base of good NGOs with high motivation. Their involvement with higher autonomy would be useful.
  - Estate owners may be motivated to make their workers literate, similarly the trade union leaders may be persuaded to educate their members

- Should improve elementary education as well.

### Weak points

1. *It generally makes weak test papers, though the salient features of test papers were particularly discussed with the agency in a review meeting.*
2. *Still confuses between the current learners and the Pill learners.*
3. Have made mistakes in the calculation of district result, this is a quite

serious lapse (see comments under item 20(t). this type of error was unexpected from an empanelled agency which has undergone an orientation course and has attended a review meeting.

### Action by NLM

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Using sub-standard TP
- Calculating district result not correct.

Further evaluation work may be assigned to this agency.



# Mandya

## Literacy Campaign in Mandya

Literacy Campaign in Mandya was approved by NLMA in November, 1990, The target was to provide functional literacy to 4,00,000 non-literates in the age-group 9-35. 3,42,100 non-literates were enrolled.

## External Evaluation

The External evaluation of this campaign was entrusted to Indian Social Sciences Institute, Bangalore.

The test paper was according to the Dave Committee paper.

## The impact of the campaign

1. 79.3% of the neo-literates believed that human beings are radically equal and 87% were of the view that dowry system should be abolished.
2. It is interesting to note that in some places women organised themselves against liquor sale and succeeded in closure of liquor shops.

## Conclusions

1. The working classes are still to be awakened to acquire critical awareness. The literacy campaign has not deeply affected the general outlook of life, fostered by the tradition of caste, although a certain readiness was noticeable in most of the learners for taking up a public stand on social problems like alcoholism, drugs addition, oppression of women etc.

## Observation

This is a pre-guidelines evaluation by a non-empanelled agency.

# Shimoga

## Literacy Campaign

In Shimoga district, there are 9 talukas and 27 Mandals. Literacy campaign for Shimoga district of Karnataka was approved by NLMA in October 1991. The target of this campaign was 3,13,302 non-literates in the age-group 9-35. Out of these 1,32,813 were males and 1,80,489 were females. The total number of learners that were enrolled in the literacy centres as on 25.9.1992 were 2,42,998.

## External Evaluation of the Campaign

The evaluation was based on the multi-stage stratified disproportionate random sampling design. For this purpose, 480 learners from 240 centres were selected as a sample.

Learners Achievement Test was designed on the basis of the norms suggested by the Dave Committee i.e. providing 40%, 30% and 30% weightage to reading, writing and numeracy respectively.

## The Overall Scenario

The evaluation study shows that only 66.54% of the total of 3.13 lakh illiterate learners have attended the literacy classes, of which 52.29% have become literate as per the NLM norms.

## Suggestions

1. Only 70% of the learners in Shimoga had covered IPCL Primer I and II, even after the completion of 12 months programmes, so it was suggested that the campaign may continue to teach IPCL Primer-III.

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2. The training input to the volunteers would have been qualitatively good if continued inputs would have been provided, apart from the prescribed training of 9 days as suggested by the NLM. The training programme should be planned in a phased manner, depending on the expected roles and responsibilities of the functionaries at each phase of the campaign
3. Skill development contents need to be included in the training and reading material, so that the learners may supplement their income by adopting some skills. So, at the post literacy stage, a systematic plan to this effect may be chalked out.

### **Observation**

This is a pre-guidelines evaluation by a non-empanelled agency.

# Tumkur

## Literacy Campaign in Tumkur

Literacy campaign Tumkur was approved by NLMA in June 1991, campaign started in July 1991 and was expected to be completed in May 1992. But due to various constraints, the campaign was carried over by the end of the survey of illiterates in this district, showed that total number of illiterates in the age-group 9-35 were 3,27,083.

## External Evaluation of the Campaign

The external evaluation of this literacy campaign was conducted by Indian Institute of Management, Ahmedabad.

For the final evaluation, a village was taken as the unit for sampling. 90 villages in all (9 villages per taluka) were selected from all the villages having an identified illiterate population between 100-500. Selection was done through random sampling.

The test papers in Kannada, Urdu and Telugu were designed by the External Evaluation Agency in accordance with the NLMA norms i.e., providing weightage of 40%, 30%, 30% to reading, writing and numeracy respectively. Only those neo-literates were declared successful, who were able to score 70% marks in aggregate and 50% marks in each of the reading, writing and numeracy. 30 investigators were trained for the purpose of test administration and evaluation.

## Literacy Outcome

1. 78.5% of the tested neo-literates scored at least 70% . However, only 71.5% were able to attain 50% marks in each of the 3 segments of literacy i.e. reading, writing and numeracy. Thus the Literacy Campaign showed a commendable performance with a 71.5% achievement rate.

## **Overall Impact**

1. The external evaluation agency found that all the social classes were found to be very active and eager to learn.
2. The organisation of the campaign at the grass root level seems to have paid good attention for literacy requirements of the learners. The programme delivery has been excellent.
4. The programme had been highly beneficial, not only in terms of gaining literacy skills but also in becoming more aware and better informed citizens.
5. The village elite were fairly well involved in the campaign. Their positive attitudes contributed to the success of the programme.

## **Suggestions**

1. The EEA felt that still better results could have been achieved, if the centres had been opened more quickly.
2. Writing power of the neo-literates had not been developed properly, which could have been accomplished through adequate and sincere efforts.
3. Special efforts in the post literacy campaign are needed for deprived sections of the society, such as women, scheduled castes, scheduled tribes and the backward classes.
5. The external evaluation agency has recommended that proper Post-literacy arrangements may be made for 2.66 lakh neo-literates, who have been benefited by this programme.

## **Action by NLM**

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

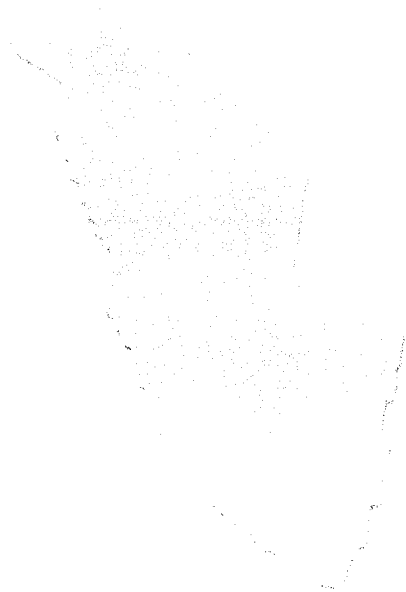
- Misinterpretation of 'universe'
- Deficient language
- Using the term current learner instead of PIII learner.

- Using sub-standard TP
- Calculating district result on the basis of enrolled learners instead of target learners.
- it is not clear what was the pass percentage of target learners.

Further evaluation work may be assigned to this agency.



# KERALA



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## Ernakulum

Literacy Campaign for this district was approved in September 1988 with a target coverage of 1.35 lakh non-literates in the age-group 6-60.

### **Innovative Approach**

EDTLP adopted an innovative approach with the following characteristics:-

1. Life-related and dynamic teaching/ learning methods, so that the learners' interest and sense of demand will not wane.
2. Teaching by voluntary workers who will not be paid remuneration.
3. Implementation and supervision by elected representatives and officials of local bodies with full involvement by the district administration.
4. Systematic supervision and monitoring of the literacy classes.
5. Linking literacy work directly to other developmental welfare activities
6. Seeking cooperation from all concerned, including political parties.
7. Adopting a mass upsurge in the whole district through publicity and field work, so that non-literates and volunteers are motivated and from neither groups there will be drop-outs.
8. Involvement of various agencies with the programme.

### **External Evaluation of the Campaign**

The External Evaluation of this campaign was conducted by Centre for Development Studies, Trivandrum (Kerala) in May 1990.

## Methodology

The opinion and perceptions of the learners and instructors were gathered through a sample survey. The selection of the sample was purposive so as to represent all the 86 Panchayats, at least two wards from every one of the 7 Municipalities and 10 wards of the Corporation of the District. Smaller samples were chosen at random to check on additional points, from within the earlier purposive selection.

A sample of 346 learners represented the universe.

## Literacy Outcome

A literacy test was administered on the sample of 346 learners to assess their ability to read (thirty words per minute), ability to copy (7 words per minute), ability to write and ability to count and write from 1-100, to add and subtract three digit numbers and to multiply and divide two digit numbers. Learners obtaining 80% marks were considered to have passed the test. The results as reported are confusing because at one place, it has been shown that at first stage of evaluation 72.21% of the learners secured 80% marks and above and 84.18% secured 70% and above marks. While at another place in the report, the results have been estimated based upon a sample of 182 centres where 1714 learners were tested and 1566 of them passed showing an overall pass percentage of 91.37%.

## Awareness Aspects and Impact of the Campaign

1. Some behavioural changes indicate that out of 263 sample learners, 30 had improved in way of speaking, 45 had possessed maturity of behaviour, 60 had adopted systematic and regular habits, 70 had general improvement, 26 had controlled over consumption of alcohol, 16 had sense of personal hygiene, 23 had controlled over smoking habit, and 19 had got a fundamental change.

## Conclusions and Suggestions

1. People's centred propaganda measures like Jathas were found to be more

effective than media centred propaganda interventions.

2. The comprehensive survey which was effectively turned into a contact programme and local participation, including that of local public leaders who were highly facilitating to the aforementioned interventions.
3. The programme was found deficient in training not so much in transferring the necessary enthusiasm to the instructors but in terms of transferring the technical capabilities of handling literacy classes.
4. Nevertheless, the gain in terms of the build up of human resource development, particularly with regards to women instructors was tremendous.
5. There were problems at the inter face between the agencies and within the agencies themselves. These were largely due to the unfamiliarity of principles of participatory management and the partnership that is involved. Such problems in a pioneering campaign of this sort should not be taken seriously.
6. The literacy campaign succeeded in maintaining the basic principles of participatory approach which facilitated needed behaviour changes among the personnel from voluntary agencies, district administration and local bodies.
7. The system of monitoring was found to be defective especially with regards to the inability to precisely estimate the number of learners evaluated at the end of the first phase of the programme. A scientific monitoring system with adequate use of appropriate modern technological devices might have been thought of.

## **Observation**

This is a pre-guidelines evaluation by a non-empanelled agency.

# Madhya Pradesh



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## **Bilaspur**

### **LC Project and its Target**

LC Project for Bilaspur was approved by NLM in March 1991. The original target of LC was to provide functional literacy to 2,83,876.

### **Internal Evaluation**

Internal Evaluation was carried out by the district itself. The test was administered through five different sets of papers to evaluate the abilities of the learners in reading, writing and numeracy. The learners were simply graded as very good and poor.

### **External Evaluation**

External Evaluation was conducted by of Ravi Shanker University, Raipur, Shri A.M. Rajashekar, Assistant Director, DAE, New Delhi and Sh. Mustaq Ahmed, Director, SRC, U.P. as its members.

### **Sample**

2.5% of the total number of learners selected on a random sampling basis. The number of sample villages was 37 with 4,700 learners for testing.

### **Testing Process**

The test paper was prepared by SRC, Lucknow on the model of T-9 of the IPCL primers with 40% weightage to reading, 30% to writing and 30% to numeracy. In order to qualify, the learners must secure 50% marks in each of the above ability and 70% of the aggregate scores.

A sample of 100 marked test-papers was scrutinized by the members of EET and on

the basis of their judgment, it was decided to reject 5% of the total test-papers and to deduct 2 marks from writing scores of every learner.

## Findings

The final tabulation showed the following outcomes:

1. 74% of the learners reached the NLM norms.
2. Average score secured by the successful learners in reading, writing and numeracy were 81, 66 and 87 per cent respectively.

## Factors Leading to success of LC

The EET found the following factors that led to the success of the LC in Bilaspur:

### Environment Building

The implementing agency adopted a massive programme of environment building in the district. The activities were mingled with attack on communalism and exploitation. In September 91, a 'human chain' was formed with one lakh participants spread over 100 kms. 'Akshar Padyatras' with group of 50 to 100 persons were organised which covered about 3600 kms. 'Kala Jathas' covered 470 villages in the summer holidays by NSS students. The most important activity was 'Anti-communal Exhibition' on wheels which went around the district after the Ayodhya episode and, also performed the Nukkad Natak plays for social awareness.

### Mobilisation

District administration played a notable role. The officers of the district, including Additional Superintendent of Police, District Magistrate and Senior Division Officers adopted 51 villages which provided a moral support to the field functionaries of LC.

### Supervision

In every village a 'Literacy Club' was formed and assigned with the responsibility to keep and supervise the learning centre. This arrangement helped to reduce the drop-out from the learning centres (out of 2,17,000 learners only 2000 dropped-out).

## Observation

This is a pre-guidelines evaluation by a non-empanelled agency.

## Durg

Literacy Campaign in this District was approved by NLMA in Nov. 1990. 3,17,371 non-literates in the age-group 15-40 were identified in a survey conducted by ZSS, out of which 2,99,397 were enrolled.

External Evaluation was done by a team with the following four members:

1. Dr. Om Mehta, Member Press Council of India.
2. Dr. S. R. Billore, Coordinator, Barkatulla University, Bhopal
3. Dr. C. S. Dave
4. Sh. D.D. Sharma, Director SRC, Indore.

### Methodology

EET decided that each member of the Evaluation Team would independently conduct sample evaluation of at least 3 development Blocks and meet again on June 28, 1994 to compare their notes.

### Evaluation Outcome

1. 80% of the rural learners and 72.0% of the urban learners achieved literacy according to the NLM norms.
2. The campaign was able to mobilize excellent support from all sections of the District. The District Collector, the Block officers, the representatives of all the political parties, the members of the Gram Panchayats, the village leaders, the teachers of schools and colleges, the NGO's, the trade unions, the media persons and the writers.
3. The Jagriti centres and the village committees performed their responsibilities in an excellent manner to seek individual, organisational and financial support for the programme.

### Observation

Pre-Guidelines Evaluation conducted by a team of individuals.

# Jabalpur

## Background

**1. Project Proposal approved by NLM**

October 1994

**2. Implementing Agency**

ZSS

**3. Door-to-door survey**

May 1995

**4. Identified non-literates**

Age Group	Male	Female	Total
15-35	1,48,062	2,55,632	4,03,694

**5. Enrolment**

Not given. Perhaps same as current learners i.e. 2,71,022.

**6. Teaching Started**

December 1995

**Teaching Continued upto**

Not categorically stated. But it seems classes continued till the external evaluation in some areas.

**7. Date of External Evaluation**

June 1998

**8. Report Submitted**

October 1998

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

24 months

**10. Evaluating Agency**

Department of Social Work, Jamia Millia Islamia, New Delhi. Project In-charge:  
N. U. Khan.



**11. Appointed by**

NLM

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

Evaluation of learning outcomes.

## **Methodology Adopted**

**13. The Universe**

Current learners

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

2,71,022

**15. The sampling technique**

A sample of 5.05 of the current learners was drawn, which came to 13,551. Village/ward last unit of sample. Using a table of random numbers, 92 villages and 17 wards were selected for testing the learners in them.

**16. Size of Sample**

Planned 5.09%; Actual 1.87%

**17. The Test Paper**

According to the Guidelines.

**18. Test Administration**

The TAs comprised of 26 post graduate students of the Deptt. of Social work Jamia. There were 5 teams, each headed by a team leader. The Project incharge remained in the field throughout

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

- Has described EB, activities. Mentions that the impact was partially lost due to gap between EB and start of teaching from 6 months to 10 months.
- Describes the administrative set-up in detail. But comments that monitoring remained a weak component of the program.

- Describes training of personnel with no critical assessment.

## Findings

### 20. Attainment of NLM Norms:

- a By learners in the sample*  
37.14 %
- b By total non-literates in the district i.e. by TARGET*  
17.04 %
- c Testees turn out*  
36.0%
- d Proxy learners*  
12.5 %
- e Method of calculating district success rate*  
According to the Guidelines (as recommended in T2)

## Reasons for low attainment

The tempo could not be maintained throughout. The earthquake disrupted the teaching/learning activity. Reading materials were not made available in time, little involvement of development departments and community. Teaching by young student VTs ineffective. No academic use of MIS. It was just a routine activity.

## District literacy scenario

District Target	4,03,694
No. Qualified at 17.04%	68,789
Backlog	3,34,905

## Approved Budget

Total	NLM	State Govt.
Rs. 3.56 Crore	Rs. 2.37 Crore	Rs. 1.18 Crore
Released	Rs. 1.78 Crore	Rs. 1.01 Crore

## Comments on the Evaluation Report and Suggestions for Further Action by NLM (if any)

### Strong Point

1. Has gone straight into the description of the evaluation process without preceding it with un-necessary and unusable detailed information. Has followed the Guidelines carefully.
2. Has carefully studied the reason of low achievement. Main among them loss of tempo as the campaign progressed, disruption because of earthquake, poor teaching/learning and supervision. Non involvement of the community.
3. Has given the table showing the Standard Error. The difference between the results of the two sub-samples was only 0.89% which was statistically insignificant This means that there was little bias in the evaluation process.

### Weak Points

The purpose of the 'Background data' page is to get the essential facts at a glance. This makes the understanding of the report much easier. This is why it is clearly stated in the Guidelines that this page should appear immediately after the highlights page. But in this report it appears way back on Page 75.

### Action by NLM

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Using the term current learner instead of PIH learner.

Further evaluation work may be assigned to this agency.

# Mandsur

## Background

1. **Project Proposal approved by NLM**  
January 1995

2. **Implementing Agency**  
ZSS

3. **Door-to-door survey**  
March 1995

4. **Identified non-literates**

Age Group	Male	Female	Total
13-35	1,48,062	2,55,632	4,03,694

5. **Enrolment**  
2,43,145

6. **Teaching Started**      **Teaching Continued up-to**  
July 1995                      January 1998

7. **Date of External Evaluation**  
July 1999

8. **Report Submitted**  
January 2000

9. **Period of teaching upto External Evaluation**  
30 months (envisaged 9 months)

10. **Evaluating Agency**  
Centre for Youth and Social Development, Bhubhaneshwar.  
Research Coordinator: Dr. U. C. Sahoo.

**11. Appointed by**

NLM/ZSS

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

Evaluation of learning outcomes. States 14 objectives, word by word the same objectives as that of the evaluation of Dibrugarh and Dakshin Dinajpur district. (West Bengal)

## **Methodology Adopted**

**13. The Universe**

Current learners (did not define it)

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

2,43,145

(But these '*current learners*' were the learners enrolled 30 months before)

**15. The sampling technique**

Very ambiguous, similar to Dibrugarh and Dakshin Dinajpur. Difficult to understand the procedure.

**16. Size of Sample**

Not easy to understand, states in all the report that it proposed to take a sample of 6,000 whatever the 'universe'. Actual sample size was 478, which was only 1.96% of current learners. Minimum sample size should be 5%.

**17. The Test Papers**

Arithmetic portion not according to the Guidelines.

**18. Test Administration**

Exactly the same as Dibrugarh.

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

Word by word repetition of Dibrugarh report Social Impact Repetition of Dibrugarh and Dakshin Dinajpur reports.

## Findings

### 20. Attainment of NLM Norms:

**a** *By learners in the sample*

21.8% (tested only) 13%  
(tested + absentees)

**b** *By enrolment*

13%

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

13%

(Minimum satisfactory pass percentage 55%) Has shown target and enrolment figures almost the same.

**d** *Testees turn out*

18% (Min. required 70%)

**e** *Proxy learners*

Almost Nil.

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

According to the Guidelines

## Reasons for low attainment

Did not study except commenting that the centres remained closed at night due to the inadequate supply of Kerosene oil. Gives the same reason for Dibrugarh and Dakshin Dinajpur as well. Women centres are generally held in the day and therefore they should not have suffered due to lack of Kerosene oil or electricity.

## District literacy scenario

Target	=	2,43,368
Qualified at 13%	=	31,637
Backlog	=	2,11,731

## Approved budget

Did not study budget.

## Comments on the Evaluation Report and Suggestions for Further Action by NLM (if any)

### Weak Points

1. Technically quite a weak report like that of Dibrugarh and Dakshin Dinajpur.
2. This agency seems to have developed a *model Proforma of report writing*. Just changes a few words and figures here and there and uses the same Proforma to write the evaluation reports of different districts, repeating the same comments, observations/findings almost word by word. Major portions of the report of this agency, whatever the district, are the same (Except of course data), for example:-

The following sections of the reports of Dibrugarh, Dakshin Dinajpur and Mandsur are exactly the same.

1. Introduction.
  2. ZSS and TLC including the objectives of the campaign.
  3. The study design, including the objectives of the study (i.e. the evaluation)
  4. Fieldwork planning.
  5. Data collection.
  6. Limitation of the study, including the interest taken by the learners in testing, disappearance of the learners half way through the test. Classical example of mechanical repetition is '*the study was commissioned at a time when most of the neo-literates had relapsed into literacy*'. It was commissioned in Dibrugarh 17 months after the close of teaching, 18 in Mandsur but the teaching was still going on Dinajpur at the time of evaluation! So the question of relapse did not arise.
3. Teaching learning centres. The following statements occur for all the three districts:

- the centres are opened sporadically depending upon the availability of VT, space and proximity
  - Centres times were 2:00 PM - 8:30 PM.
  - Inadequate supply of kerosene oil forced the centres to remain closed.
  - *The overall enrolment and retention of learners were affected.* Seems a mechanical sentence repeated for all the districts.
4. Impact of the campaign.
  5. **Conclusion:** 26 points were listed. 25 of them word by word the same, including the reasons for the differences in the percentage of learners completing different primers 'the differences were due to dropouts, abject poverty and engagement in agricultural sector'.
  6. **Recommendations:** 40 recommendations were made to all the three ZSSs, word by word the same.

#### **Action by NLM**

The evaluation suffers from several technical mistakes. Therefore the agency should undergo orientation training in the method of evaluation according to the Guidelines before it takes up another evaluation assignment.



## Raipur

Literacy campaign Phase-I in Raipur was approved by NLMA in April 1991. The target of the campaign was 2,45,070 learners. The campaign was originally initiated and undertaken by the Bharat Gyan Vigyan Samiti, Raipur but since January 1994; it is being carried out by the Zilla Saksharta Samiti; Raipur.

### **External Evaluation**

With the approval of NLM, the evaluation of the first phase of LC in Raipur was carried out by an E.E.T. under the leadership of Dr. Indra Deva, Professor at the University Department of Sociology of the Ravishankar University.

### **Sample**

A sample of 6569 learners was selected by EET through stratified sampling procedure.

### **Test Paper**

The Test paper was prepared by the leader of the EET on the basis of Dave Committee Report, providing 40%, 30% and 30% weightage respectively to reading, writing and numeracy. To pass this test, a learner had to obtain 50% marks each in reading, writing and numeracy along with 70% marks in aggregate.

### **Test administration**

The test was administered on two days by 90 TA's who were not connected directly with the literacy programme.

### **Learners Outcome**

Out of the 6569 sample learners, 53,46 (82%) attained the NLM norms of literacy

scoring 70% marks in aggregate and 50% in each ability.

## **Remarks by EET on Qualitative Achievements of Literacy Campaign**



Significant features of the success of the LC in Raipur as remarked by EET were:

1. A cell was established in the collectorate for giving special attention to the difficulties put forth by the learners and initiate development works to remedy them.
2. The enrolment of students in primary schools showed a significant increase since the time when literacy campaign was initiated.
3. A commendable aspect of the literacy programme in Raipur has been the endeavour of relating it to various income generating schemes. One good example of this is the encouragement given to mushroom cultivation programme. More than one thousand neo-literate women were involved in this programme which promoted a rise in their family income.
4. Bringing out regularly 8 - paged monthly newspaper, 'Saksharta' with interesting and useful material for neo-literates.

## Ratlam

Ratlam district has an area of 4865 sq. kms. spread over 6 Blocks and 5 Tehsils. According to 1991 census, the population of this district was 9,71,309 (males 4,98,415, and the females 4,72,894, urban 3,11,739 and the rural 6,59,570) with literacy rate of 35.61%.

LC project in this district was approved by NLMA in Jan. 1992 to be carried out by the Bharat Gyan Vigyan Samiti, Ratlam. The objectives of this campaign was to provide functional literacy to 2,03,814 learners in the age group 9-45, out of which the campaign was able to enrol 1,60,876 learners.

External evaluation was conducted by Centre for Adult/Continuing Education and Extension programme, Vikram University, Ujjain under the leadership of Dr. R.R. Misra who executed this task with the help of 13 coordinators along with a team of 14 teacher students trained for the job.

### Sample

The EET decided to take every village as a source of sample which covered a total of 1050 villages in the district. It was decided to take 4 neo-literates from a village with 150 population and 8 neo-literates from a village having more than 150 population for testing. Samples for testing were selected on random sampling basis. Total number of learners completing the course were 1,08,539, out of which the sample tested were 3,834 (2.53%).

### Evaluation Tool

The test paper was administered by the Evaluation Team of the Vikram University and the marking was made by 20 members of this team. 160 marked test papers were picked up - 20 each from 8 sectors for rechecking by the evaluation team. Out of these, 14 test papers were rejected on the ground of technicality and not because of faulty marking. Thus, the evaluation data was processed on the basis of 3820 test papers.

## Findings

The analysis of the results is given below:

1. 86.46 % of the neo-literates reached the NLM norms of proficiency.
2. Letter writing was the weakest point for the neo-literates which needs a greater attention.

## EET Remarks

1. The feelings of national integration was very strong among the villagers.
2. It was felt that the frequent changes of officers from the literacy campaign; had effected the pace of campaign at some places.
3. Tribal neo-literates were found to be proud of becoming literates.
4. Villagers expect some job oriented programmes for them after the completion of LC.
5. Remarkable enthusiasm about literacy is seen among women of Muslim areas of Jaora city.
6. As an impact of LC in the District, child marriage was stopped in Muslim areas of Jaora city.
7. The villagers of the villages near the Rajasthan border objected to the language used in the literacy primers. Definitely, there is a need to provide rethinking to the Literacy Kit.

## Observation

This is a pre-guidelines evaluation by a non-empanelled agency. The T.P however, was according to the Guidelines.

# 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.

**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.

## **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 enrolled learners had dropped out after completing PIII.

## Comments on the Evaluation Report and Suggestions for Further Action by NLM (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 and 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
2,09,000	I	1,45,000	64,000 i.e. 30%
1,45,000	II	1,17,000	28,000 i.e. 19%
1,17,000	III	84,000	33,000 i.e. 28%

### Weak Points

1. In spite of the instructions in the Guidelines that the report - should be short and to the point, unnecessary details such as geography of the district, income, caste of VTs and learners etc are to be strictly avoided, it exactly



## External Evaluation Reports of Total Literacy Campaign in India

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.

### **Action by NLM**

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Neither the items of the TP described nor the TP enclosed.
- Presentaion of the report unsatisfactory.

Further evaluation work may be assigned to this agency.

# 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 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 P-II. 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 by NLM (if any)

Follows the guidelines. An excellent report. No unnecessary 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 activities be taken up intensively.

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Using the term current learner instead of PIII learner.

Further evaluation work may be assigned to this agency.

# Maharashtra



External Evaluation Reports of Total Literacy Campaign in India

# Ahmednagar

## Background

1. **Project Proposal approved by**

NLM January 1995

2. **Implementing Agency**

ZSS

3. **Door-to-door survey**

July 1994

4. **Identified non-literates**

Age Group	Male	Females	Total
15-35	Not given	Not given	2,55,173

5. **Enrolment**

1,95,059 (at the time of evaluation)

6. **Teaching Started**

August 1995

**Teaching Continued upto**

Not mentioned. Perhaps upto the date of evaluation  
i.e. September 1998.

7. **Date of External Evaluation**

September 1998

8. **Report Submitted**

November 1998

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

37 months

10. **Evaluating Agency**

Department of Adult and Continuing Education, University of Rajasthan, Jaipur.  
Project Director: Dr (Mrs.) Usha Dixit

**11. Appointed by**

NLM

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

Assessment of literacy outcome and social impact of the campaign.

**Methodology Adopted****13. The Universe**

Enrolled learners

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

1,95,059

**15. The sampling technique**

Villages/wards were selected from each block on proportionate random selection basis. Village last unit of sample.

**16. Size of Sample**

Planned 5.1% - No. of learners 9,951

Actual 4.5% - No. of learners 8,830

**17. The Test Paper**

According to the Guidelines (there is however a printing mistake on p 14). It is printed there that writing carries 40 marks, whereas it carries 30 marks.

**18. Test Administration**

The TAs were mainly from outside the districts. They were given thorough training. However neither the total number of TAs has been given nor it is mentioned how many agency personnel were in the field to supervise test administration.

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

Describes the EB activities and the management system, without any critical appraisal. The concurrent evaluation report however shows that the management was effective. Taluka level officers visited the classes regularly



and there was face to face interaction between the officials and the people. T 4.15 gives an interesting information that 70.0% of VTs said that the training was relevant. This is quite a vague response 'relevancy'<sup>7</sup> should have been defined by the agency and the relevancy checked in the field. However 63.0% categorically stated that the training was unhelpful in enabling them to get peoples participation.

## Social Impact

Had studied the TLC impact on the 'social cultural and economic environment of the area' and has presented the impact through 8 tables. All the impact is based on the verbal responses of literates, illiterates and the educated. No cross-checking of the responses was done. Some were vague and some needed further probing, e.g. 82.0% of illiterate males said that one should go to health centres on falling sick.

## Findings

### 20. Attainment of NLM Norms:

- a By learners in the sample*  
78.75%
- b By total non-literates in the district i.e. by TARGET*  
51.06%.
- c Testees turn out*  
89.0%
- d Proxy learners*  
2.7%
- e Method of calculating district success rate*  
According to Guidelines

## Reasons for high attainment

More than 80.0% of the volunteers were teachers and other govt. servants. Teaching adults was made a part of their duty. The main reason of satisfactory result seems to be that the DC announced reward for volunteers and favourable confidential report of govt. employee concerned. Special prizes were also announced for the learners

who secured more than 80.0% marks.

## District literacy scenario

District Target	2,55,173
No. Qualified at 51.1%	1,30,393
Backlog	1,24,980

## Approved Budget

No budgetary details given.

## Comments on the Evaluation Report and Sugestions for Further Action by NLM (if any)

### Strong Points

This is an excellent evaluation report. Goes straight into the description of the evaluation process without padding. Follows the Guidelines completely. Gives all the necessary tables, uses only a few unusable tables like T4.7 (Achievement of males and females by urban and rural learners. T4.9 (Area-wise achievements by caste of learners), T4.1 (Achievement according to occupation of VTs), T4.12 (Achievement according to sex of VTs) etc.

### Weak Points

- 1 Social impact studies could have been avoided or only a few areas should have been taken up with more systematic probing and cross checking than only depending upon verbal responses and using other methods of enquiry as well.
- 2 Has omitted to construct the table showing the sampling error in the estimation, (T3 in the Guidelines).

### Action by NLM

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Misinterpretation of 'Universe' (says universe = enrolled learner).

Further evaluation work may be assigned to this agency.

# 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 Vidya 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 alcoholism
3. Women became conscious of their power. Demanded action from govt, machinery, formed Manila 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.

## Reasons for high attainment

- 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 Sugegestions for Further Action by NLM (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 earthquake, the riots following the renaming of the Marathawada University.

### **Action by NLM**

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Misinterpretation of 'Universe'

Further evaluation work may be assigned to this agency.

## 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

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

26 months

10. **Evaluating Agency**

State Resource Center Indore

Shri. S. K. Agashe, commissioned by the SRC

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

**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 (P-I, P-II, P-III)

**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. 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 was not 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 Sugegstions for Further Action by NLM (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 no data to verify 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 TLC 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.

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Miss interpretation of 'Universe'
- Using sub-standard TP

Further evaluation work may be assigned to this agency.

## 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
15-35	82,000	1,41,000	2,23,000

**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-H 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 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 Sugegestions for Further Action by NLM (if any)

### General Observation

*The Background data* page is missing. Project sanction date and door-to-doo: 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 PII but only 44% qualified. The reasons seems to be that the primer wai completed in a hurry, otherwise this is generally not so.
- 2 77% of VTs were school teachers (though on p 59 it says Mostly schoo students were teaching adult learners)
- 3 Explains reasons of proxy in detail.

### Weak Points

1. Door-to-door survey figures of non-literates was 2,2300 and the number of leaners in universe has been given as 2,43,825 . This means that there were more learners in the universe than the number of illiterates in the district.
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 knew 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

This is a technically very weak evaluation.

Should undergo orientation training in the methods of external evaluation as per Guidelines before the evaluation of another district is assigned to it.

# Jalna

Literacy campaign in Jalna was sanctioned by the NLMA in 1992 for imparting functional literacy to 2,42,261 illiterates in the age group 9-35. 2,24,938 were enrolled.

## Evaluation of the Literacy Campaign

Evaluation of literacy campaign was conducted by Indian Institute of Education Pune.

### Sample

Two staged stratified random sample of 10% of the villages from each Taluka and the Municipal wards was drawn with a sample of 24,497 learners out of which 20,109 were tested.

### Evaluation Tool

Test Paper was according to Dave Committee Report.

3. Interview schedule for several persons involved in the campaign.

The information sought through these tools was more of a reflective nature to arrive at some general conclusions, instead of any quantifiable precise statement.

### Literacy Outcomes

1. In the sample evaluation, 20,109 learners appeared in the test and 17,781 were found qualified according to the NLM norms, providing an overall result of 88.42 per cent.

### Qualitative Outcomes

1. Domestic burden and in particular, the time spent in collecting firewood and

fetching water and the difficult economic circumstances were the factors responsible for poor performance of the females in some areas as compared to the males.

2. Learners who were in business and service, although in fewer number, performed relatively better as compared to those who were self-employed.
3. The commitment of the Collector and his colleagues, the involvement of educational institutions, untiring efforts of the volunteers, people's participation from all sections of the society, involvement of development departments, etc. were the factors that largely contributed to the success of the campaign.

## **Observations**

This is a pre-guidelines evaluation by a non-empanelled agency.



## Latur

The Literacy Campaign in Latur was approved by NLMA in December, 1991. The total target of the campaign was to provide functional literacy to 1,93,126 non-literates in the age group 15-35.

### External Evaluation

The External Evaluation of this campaign was conducted by Tata Institute of Social Sciences, Bombay, from 7 to 24 May, 1993.

### Sample

The sample consisted of 720 Gram Panchayats in the 5 Talukas of the District. The villages were randomly selected and one Municipal Council was also included to represent the urban areas of the District. A sample of 7,401 learners was drawn.

### Evaluation Tools

Learners Achievement Test and the group discussions with organisers and instructors of the programme were the two main tools adopted for evaluation of this project. The literacy test was prepared by the State Resource Centre, Aurangabad according to the model proposed by Dave Committee Report.

### Learning Outcomes

1. 54% of the learners scored 70% or more d test and 49.7% as per the national literacy norms.

### Social Impact of Campaign Process

Some highlights of the social impact of Literacy Campaign as stated by the EET are the following:

1. There was a high degree of personal involvement from all sections of the society that led to the success of the campaign.
2. The campaign received substantial support from the elected representatives of the people at various levels, the members of the Voluntary Organisations and teachers' associations. All these sections of the society were successfully coordinated by the campaign leaders.
3. The organisational structure was found to be sound and a variety of environment building activities contributing towards creating an environment conducive to motivation and learning were organised successfully.

## **Observation**

This is a pre-guidelines evaluation.

## Nanded

The Literacy Campaign in Nanded was approved by NLMA in May, 1992. The target was to provide functional literacy to 6,00,000 non-literates in the age-group 9-60. 4,27,602 were enrolled.

### External Evaluation

The External Evaluation of this campaign was conducted by Tata Institute of Social Sciences, Bombay and a representative sample of 25,090 neo-literates, i.e., 5.8% of the total enrolment.

### Evaluation Tool

Learners' achievement test and the group discussions with the organisers and instructors of the programme were the two main tools adopted for evaluation of this project. The literacy test was got prepared by the EET according to the model proposed by the Dave Committee Report. The weightage provided to reading, writing and numeracy in the test paper was 40%, 30%, 30% respectively. The cut-off point was set at scoring of 50% in aggregate along with 50% marks in each of the reading, writing and numeracy abilities.

### Learning Outcome

1. It comes to 58.8% for all the learners tested by the EET.
2. Overall achievement of Literacy Campaign is calculated as 41.90%.

### Observations of EET

1. But in the area of functionality, no beginning has been made due to the absence

of coordination with the Development Departments.

2. Centralised structure adopted by the LC has contributed a lot in the efficient implementation of LC.
3. The monitoring system was not practised with regards to all aspects of the programme. It was mainly confined to the progress of enrolment.

## **Observation**

This is a Pre Guidelines evaluation.

# Parbhani

## Literacy Campaign

The Literacy campaign was sanctioned by NLM in May 1992. The target was 4.50 lakh non-literates in the age-group 15-35.

## External Evaluation

The External Evaluation of this campaign was conducted by Karve Institute of Social Services, Hill Sight, Karve Nagar, Pune for 12.44% of the enrolled learners who were 3,03,127 at the time of evaluation.

The test paper was constructed on the guidelines proposed by the NLM.

## Evaluation Outcomes

### The Literacy Outcome

1. On the NLM norms of attaining 70% marks in aggregate and 50% marks each in literacy abilities i.e. reading, writing and numeracy, 57% of the evaluated was declared successful.

## Impact of the Campaign

- a 969 out of 1623 neo-literates were aware of at least one development programmes being organised in the village.
- b Majority of the neo-literates were found to be listening/ viewing radio and television, although the entertainment programmes only.

277 officials from the Taluka and village level workers provided the following remarks.

- a Regular work does suffer because of their involvement in literacy campaign.
- b 151 official reported non-cooperation from the villagers as their difficulty and that political leaders provided them the negative experience.

## **Suggestions**

The following suggestions have been provided by the EEA

1. The Post literacy should also cover those neo-literates (non- literates) who have yet to achieve the NLM standards.
2. Parbhani, being one of the most backward district of Maharashtra, all developmentally oriented programmes should be implemented and carried out in their true spirit, only then, these backward areas can take strides towards development.

## **Observation**

This is Pre-Guidelines evaluation.

## **Pune: Rural**

Literacy campaign in Pune (Rural) was approved by NLMA in July 1991, for imparting functional literacy to 2,46,760 non-literates in the rural areas.

### **Evaluation Tools**

Test paper prepared with the help of SRC, Pune. it was according to recommendation of Dave Committee. 50 parallel versions of the Test were prepared and pre-tested to assess their validity and reliability.

### **Evaluation Outcome**

#### **Learners Achievements**

1. 76.91% of the sample learners were found successful.

### **Social Impact**

The literacy campaign in Pune achieved a number of things in addition to literacy. These are:

1. The literacy campaign was able to create an atmosphere against alcoholism,
2. Rural women have become bold, have started talking, have started demanding results from the Govt. and semi Govt. machinery.
3. The 'Gaon Kacheri' and the movement of Mahila Mandal have resulted in neo-literates coming together for participation in the process of development.
4. With the efforts of literacy campaign, more and more children are being admitted in the primary schools.
6. Literacy campaign has provided good opportunity to the villagers to meet the high officials and at the same time the officers got the opportunity to

understand the village setting and the villager's needs much more closely,

## **Some Other Observations**

The participation of colleges was not upto the marks in actual teaching. The participation of voluntary agencies much below the expectations. However, the participation of people's representatives was significant.

The involvement of the Govt departments was very good. The Manch started a weekly newspaper the 'Nav Lok Jagar' of which 18,000 copies were circulated within the district. This activity along with Radio talks created an environment for mobilisation and motivation, contributing to the success of the Literacy Campaign in Pune.

## **Observation**

This is a pre-guidelines evaluation. The name of the evaluation agency not given.



# 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

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

Approximately 28 months.

**10. Evaluating Agency**

Gokhale Institute of Politics and Economics, Pune.

Project Incharge - Dr. Sudhakar N. Gadam

**10. 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 (This is the target no. of non-literate).

**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 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-in.

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.

## **Comments on the Evaluation Report and Sugestions for Further Action by NLM (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 IPs for accuracy and reliability. Rejected unreliable and proxy scripts, though did not report the number of cases.

### **Weak Points**

1. Since this is a pre-Guidelines report, it contains same type of page after page unnecessary information as in Aurangabad report.
2. 'Universe' not-mentioned.
3. Gives the No. of lerners same of the target.

### **Action by NLM**

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Misinterpretation of 'Universe'

## External Evaluation Reports of Total Literacy Campaign in India

- Using sub-standard TP
- Calculating district result method not correct.

Further evaluation work may be assigned to this agency.

# 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. Enrolement**

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**

24 months

**10. Evaluating Agency**

Gokhale 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*

Did calculate using T2. Adopted percentage method to calculate the district result.



## **Reasons for low attainment**

Not given in the report.

## **Comments on the Evaluation Report and Sugegstions for Further Action by NLM (if any)**

### **Strong Points**

1. The evaluation was done before the Guidelines. Therefore, the sampling and the presentation of the report differ from the present practice.
2. Dr. Gaddarn 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 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.
4. This is a Pre-Guidelines evaluation.
5. Gives the target No. of non literates as the Universe.

### **Action by NLM**

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Misinterpretation of 'Universe'.

Further evaluation work may be assigned to this agency.

# Sindhudrug

LC in this District was approved by NLMA in November 1990. Target was to provide functional Literacy to 27,830 non-literates in the age group 15-35 and 2,55,548 in the age-group 36-60. However, enrolment in this group was optional. All the learners (27,830) in the age group 15-35 were enrolled in the learning centres, however, only 11,937 learners were enrolled in the age group 36-60.

## External Evaluation

The external evaluation of the LC was done by the Tata Institute of Social Sciences, Bombay.

1. To assess the impact of literacy campaign in terms of literacy outcomes among the learners.
2. To critically examine the process of implementation of the programme with special reference to the phases of implementation, the organisational structure at different levels and the co-ordination of different social and material resources.
3. To relate literacy outcomes with the socio-cultural characteristics of the learners and instructors so as to bring out related success and failure of the campaign.

## Sample

The village was considered as a unit for sampling. The evaluation was thus based on 42 villages i.e. 10% random sample of the 417 Gram Panchayats, villages and Municipal Councils stratified in 7 Talukas. 2761 enrolled (66.4%) were tested.

## Learners Evaluation Test and Achievements

The test used for the evaluation of the learners was prepared by SRC, Pune

with 60% weightage to reading, writing, comprehension and independent writing and 40% to numeracy. It was standardized in 30 different versions for greater accuracy and reliability. However, only 15 versions were utilized for reasons of convenience. It was necessary for the learner to obtain 35% marks to pass the test.

Those who got 75 to 100 marks were graded as 'A', 60-75 marks as grade-'B', 45-59 marks as grade-'C' and 35-44 marks as grade-'D'.

## **Salient features of the Campaign**

1. Apart from various measures adopted for environment building, appeals were made to various organised sections of the community, which helped in bringing about widespread community support for the literacy campaign.
2. The Primary and Middle Schools at local levels and High Schools and Colleges at wider level played a major part in the teaching-learning and training.

## **Observation**

This is a Pre-Guidelines evaluation.

# Wardha

Literacy Campaign in Wardha was approved by NLMA in November, 1990.

## External Evaluation

The External Evaluation of this campaign was conducted by Tata Institute of Social Sciences, Bombay on a representative sample of 3,277 learners out of the initial sample of 3793 selected for this purpose. For drawing a representative sample, 84 Villages/Municipal wards were randomly selected

## Evaluation Tools

The literacy test was prepared by SRC, Pune. The weightage provided to reading and writing was 60% and to numeracy 40%. The EET considered a relaxed criteria of 35% for qualifying the test.

## Literacy Outcome

1. The learners' scoring data was divided into 4 grades i.e. 'A'/B'/C/D 1.76% of the tested sample achieved grade 'A' with 60% and above marks.

## Estimation of Literacy

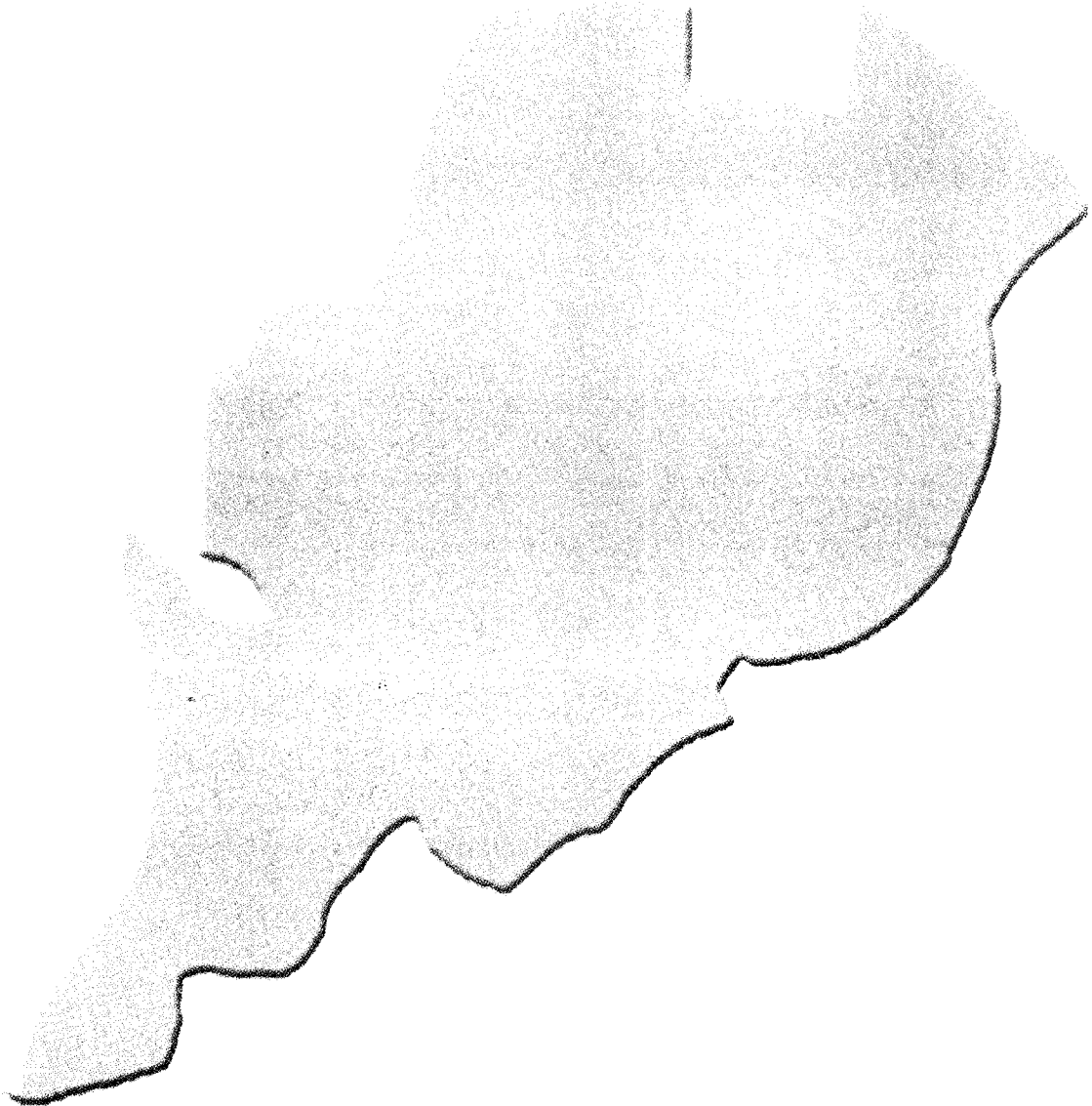
On the basis of the sample evaluation, the EET estimated that literacy rate of 15-35 age-group in the district was 96.9%.

## Observation

This is a Pre-Guidelines evaluation.



# Orissa



External Evaluation Reports of Total Literacy Campaign in India

# 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 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 fo 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/”

## 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 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 network.
4. Dynamic leadership of the collector.
5. Training of functionaries.

## **Comments on the Evaluation Report and Sugegestions for Further Action by NLM (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. 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.

## External Evaluation Reports of Total Literacy Campaign in India

5. The report does not contain the test paper neither there is any description of the test items or the marks allotted 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**

Should undergo orientation training in the methods of external evaluation as the per Guidelines before the evaluation of another district is assigned to it.

# Ganjam

## Literacy Campaign

The literacy campaign for Ganjam was approved by NLMA in March 1991 for imparting functional literacy to 10,00,000 non-literates in the age-group 9-35. 7,82,631 learners were enrolled.

## External Evaluation

The external evaluation of this campaign was entrusted to Post Graduate Department of Anthropology, Sambalpur University, Sambalpur (Orissa), under the leadership of Dr. Deepak Kumar Behra.

3088 learners were selected on simple sampling technique.

## Evaluation Tools

Literacy achievement test to assess the performance of the learners and an interview schedule to know the views of Senior activists, Govt, officials, cross sections of the people and literacy volunteers were the two major tools adopted for evaluation of this campaign.

The literacy achievement test paper was prepared according to the Dave Committee norms.

The test was administered by 13 trained graduates of the Post Graduate Deptt. of Anthropology, Sambalpur University, Orissa for ten days in June 1992, under the supervision of Associate Directors of the External Evaluation Team.

## Literacy Outcomes

1. 66% of the sample learners having secured 50% marks each in reading, writing and numeracy and 70% marks in aggregate reached the NLM norms.

However, the aforesaid figure does not present the actual picture. When the

percentage of success is calculated in relation to the total number of illiterates enrolled under TLC i.e. 7,82,631, the success rate, drops down to 26.25%. Despite this, the EEA has considered this achievement to be noteworthy keeping in view the unavoidable constraints associated with the campaign.

## **Impact of Literacy Campaign**

The campaign also created a tremendous enthusiasm among the parents to enrol their children in the Primary schools. Consequently, the rate of enrolment in the primary schools increased and the drop out rate came down considerably. There has been a considerable rise of enrolment of the girls in the primary schools.

## **Drawbacks of the Campaign**

Some of the drawbacks of the literacy campaign have also been mentioned such as, inadequate number of volunteers, inadequate training, untimely delivery of material and some deficiencies in teaching-learning activities and in the internal evaluation. Lack of proper coordination between the officers of literacy campaigns in some blocks/NACs and lack of healthy feedback mechanism within the organisational structure were also some of the weaknesses of the campaign.

## **Suggestions**

1. Immediate steps are suggested to be taken for the supply of Telugu Primer -III and restart its teaching, so as to enable the learners to complete Primer-III and special attention to be given for designing the Telugu Post Literacy Primer.
2. Special schemes of teaching-learning process for PLC be designed for the learners from the fishing community of the coastal belts and the seasonal migrants from the rural area of Gujarat
3. The PLC course curriculum should include some vocational training.
4. Mopping up operation be carried out to cover those learners who have not been enrolled in the literacy classes.

## **Observation**

This is a Pre-Guidelines evaluation.

# Rourkela City

## Literacy Campaign in Rourkeia

The Literacy Campaign for Rourkeia was approved by NLM in March 1991, The objectives of the literacy campaign was to provide functional literacy to 93,000 non-literates in the age-group 10-60, to create awareness among the learners through various developmental programmes and to motivate the parents of the children belonging to age-group 5-10 for enrolments of their wards in formal schools. Out of the total target, 75,000 learners were enrolled in the literacy classes, out of whom 30,000 have been reported completing the Primer-III. In April 1991, actual teaching-learning work started in a phased programme of imparting instructions, starting from 10 slum areas of the city.

## External Evaluation

The external evaluation of this campaign was entrusted to the post Graduate Department of Anthropology, Sambalpur University under the leadership of Dr. D. K. Behra.

The External Evaluation Agency derived a sample of 450 learners (1.5% of the learners enrolled) to assess the literacy achievement of the learners. Thus, the total number of 28 areas under each zone were selected and 15% of the learners in each area were further selected to derive the sample of 450 learners.

## Evaluation Tools

The test paper was accordings to the Dave Committee Report.

An interview schedule was also developed to assess the progress of the campaign and the performance of the learners.

The test was administered in March 1992 by a team of test administrators trained for 7 days by the external evaluation agency.

Only those learners were tested who had completed Primer-III.

## **Evaluation Outcomes**

### **Literacy Outcome**

1. 70.76% of the sample learners could reach the NLM norms of literacy i.e. securing 70% marks in aggregate.
2. However, when the percentage of success is calculated in relation to the total number of illiterates enrolled under the LC i.e. 75,000, the success rate of the districts drops down to 30.7%.

## **Impact of the Campaign**

The campaign has left a wide impact on learners. They can now raise their voice against injustice and feel better to be treated as literates. LC has raised the level of aspiration and awareness among the girls and women. Many remarkable changes are seen in their total approach to life. A good number of them were in favour of providing minimum/higher education to the girl child, so as to make her self dependent.

Some of the sample learners remarked, “The LC has made us learn how to fight for our right”.

Another positive impact of the LC was the increasing rate of enrolment in lower primary and upper primary schools and educational institutions in general for the year 1992. The attendance rate of the schools had also gone up significantly.

## **Some Drawbacks of the Literacy Campaign**

1. Volunteers were not provided adequate training to conduct the survey and the survey was conducted in a hurry.
2. Lack of motivation was noticed in many of the volunteers and Master Trainers.
3. Feedback mechanism within the organisation was not very sound.
4. Internal evaluation was not done in a systematic manner.

## Recommendations



The External Evaluation Agency has made the following recommendations:

1. The deficiencies in conducting the survey and organisation of the training programme may be removed while conducting the survey and training for the PL programme.
2. Mopping up operation should be carried out to bring, the left out non-literates.
3. Fresh attempt may be made to complete the unfinished work of LC in the 3 resettlement colonies.
4. Separate primers in Hindi and Oriya should be designed and developed by RSS, specially keeping in view the learners interests, needs and requirements.
5. More and more number of NGO's be involved in the post literacy campaign.
6. Follow up programme for the post literacy should be designed well in advance to minimise the gap between post literacy and the follow up.

## Observation

This is a Pre-Guidelines evaluation.



## Sonepur

### Background

**1. Project Proposal approved by NLM**

March 1993

**2. Implementing Agency**

ZSS

**3. Door-to-door survey**

July 1995

**4. Identified non-literates**

Age Group	Male	Females	Total
9,45	33,552	72,598	1,06,510

**5. Enrolment**

1,06,510

**6. Teaching Started      Teaching Continued upto**

October 1993

December 1999

**7. Date of External Evaluation**

February 2000

**8. Report Submitted**

March 2000

**9. Period of teaching up-to External Evaluation**

72 months (Envisaged 9 months)

**10. Evaluating Agency**

Himalayan Region Study and Research Institute, Delhi.

11. **Appointed by**  
NLM/ZSS
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**  
73,966(69% of target)
15. **The sampling technique**  
Each block was divided into 5 sectors. (East, West, North, South and Middle)  
One village from each sector was selected randomly. Thus in all 30 villages were selected. Since data from urban areas was not available, ward learners were not tested.
16. **Size of Sample**  
Planned: 5.4%; Actual: 2.6% (Min. required 5%)
17. **The Test Papers**  
No English version given. But seems they were according to the Guidelines.
18. **Test Administration**  
The project director and another agency staff formed the core group of the test team. 5 TAs were taken from Delhi and 11 TAs were taken from Orissa itself in consultation with Association of Youth for Economic and Social Advancement All Delhi TA's were well qualified and experienced persons. Test administration went on smoothly.
19. **Assessment of Inputs /Social Impact, if any**
  - **Organisation** - The usual set up. But the transfer of collectors dampened the spirit of work of all below in the ladder. Created apathetic attitude.

## External Evaluation Reports of Total Literacy Campaign in India

- E. B. - Usual activities but mostly confined to accessible areas. Remote areas were left out.
- Training - Selection of training personnel not done carefully. They themselves were not clear about the purposes and processes. Training was erratic and lacked seriousness. No participation of the trainees in the training process.

## Findings

### 20. Attainment of NLM Norms:

- a By learners in the sample*  
22.8% (tested only) 15.8% (tested + absentees)
- b By enrolment Did*  
not work out.
- c By total non-literates in the district i.e. by TARGET*  
15.8%. Same for enrolled learners, as target and enrolment figures are identical. (Minimum satisfactory pass percentage -55%)
- c Testees turn out*  
49% (Minimum required 70%)
- d Proxy learners*  
72%
- e Method of calculating district success rate*  
According to the Guidelines.

## Reasons for low attainment

1. The programme received a setback because of its formation as a new district.
2. E.B. - confined to approachable areas.
3. Training of VTs erratic, not well planned.

## District literacy scenario

Target = 1,06,510

Qualified at = 16,829

Backlog = 89,681



## Approved budget

Did not study.

## Comments on the Evaluation Report and Sugegestions for Further Action by NLM (if any)

### Strong Points

1. District profile informative and interesting. Minimum unnecessary information. The main body of the report occupies only 31 pages and the total report only 40.
2. Has not only described but assessed the effectiveness of major inputs, which indicate the causes of low result of the district.
3. The presentation of the report is excellent

### Weak Points

1. Has not paged the table and annexes, which makes it time consuming to locate them.
2. The agency makes stereotype statements in all its reports like:-
  - a “The test papers had a fair amount of local flavour and the questions were designed keeping in mind the environment and the social conditions of the learners’, (both statements were untrue).”
  - b Attributes everything to Ghosh Committee or Dave Committee as a matter of routine, which gives the impression that the agency has studied neither of the two.

## External Evaluation Reports of Total Literacy Campaign in India

For example, has allotted 15 marks to letter writing saying that it has done so according to the Ghosh Committee recommendations. Ghosh Committee did not allot marks to letter writing at all. Makes another statement that according to Dave Committee report, has included problem sums pertaining to time distance and money, there were no problem sums in the TPs involving time and distance. There was only a problem sum involving money, as given in the model TP.

### **Action by NLM**

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Makes a stereotype statements about all in TP which are not-relevant anyway.
- Should use refernces to Ghosh Committee and Dave Committee more Carefully.

Further evaluation work may be assigned to this agency.

# Sundergarh

## Literacy Campaign

The Literacy Campaign for Sundergarh was approved by National Literacy Mission Authority in March 1991; Target was to provide functional literacy to 3.5 lakh non-literates in the age-group 9-45.

## External Evaluation

The External evaluation of this campaign was entrusted to Tribal and Harijan Research Cum Training Institute, Bhubneshwar.

## Sample

The External Evaluation agency adopted a sample of 3928 learners that was 2.53% of the total learners population. All the learners appeared in the test.

## Evaluation Tools

TP cut off point not according to NLM norms.

The test was administered by a team of 40 investigators (graduates) pre-trained for the job.

## Evaluation Outcome

### Literacy Outcome

1. Out of the sample, 70% had qualified.

## **Impact of the Literacy Campaign**

1. Literacy Campaign, directly or indirectly influenced the enrolment of students in formal educational institutions; acceptance of immunisation and other health care programmes, achievements in family planning targets, development in agricultural production.
2. It has brought immense change in the mode of behaviour of district administration.
3. Those learners who have completed their course have taken necessary interest in the various development programmes. They have started taking advantages from the socio-economic assistance, adopting of modern technology in agricultural operation and demanding of minimum wages for their labour.

## **Suggestions**

The EEA has suggested the following:

1. A resurvey may be conducted immediately to assess properly the number of illiterates, semi-literates and literates.
2. While selecting the literacy workers, their interest, aptitude, educational background, capability and personality are to be taken into consideration.
3. The literacy campaign should be followed up with post literacy campaign.
4. Special literacy drive should be launched where the achievement has not been adequate.
5. Training system needs to be improved.

## **Observations**

This is a Pre-Guidelines evaluation done by an un empanelled agency.

# Punjab



External Evaluation Reports of Total Literacy Campaign in India



# Jalandhar

## Background

**1. Project Proposal approved by NLM**

March 1996

**2. Implementing Agency**

ZSS

**3. Door-to-door survey**

September 1996

**4. Identified non-literates**

Age Group	Male	Females	Total
15-35	-	-	64,308

**5. Enrolment**

50,473

**6. Teaching Started            Teaching Continued upto**

August 1997

November 1999

**7. Date of External Evaluation**

December 1999

**8. Report Submitted**

February 2000

**9. Period of teaching up-to External Evaluation**

27 months, (envisaged 9 months)

**10. Evaluating Agency**

Indian Institute of Public Opinion, New Delhi.

**11. Appointed by**

NLM/ZSS

**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**

43,972(68% of target)

**15. The sampling technique**

One stage stratified (social strata) simple random sample. Village last unit of the sample.

**16. Size of Sample**

Planned: 2,367 (+5%); Actual: 2.9% (Min. required 5%)

**17. The Test Paper**

On the whole according to the Guidelines, but excluded to judge the competency of following written instructions.

**18. Test Administration**

TAs were recruited from Jalandhar itself, which should not have been done and perhaps members from IIPO supervised their work. The testing situation was well managed.

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

E.B.: Has donewell to study its impact area-wise. Found positive impact of some areas, but on the whole found its contribution rather low.

Training: Description and some attempt at assessment by eliciting public opinion, but not examining the training syllabus and discussing with the VTs themselves to assess how effective the training was.

Teaching/Learning: Made a feeble attempt at content analysis, usefulness of the lessons by eliciting opinion.

Monitoring: Rather a few vague observations e.g. 'the system is not adequate', 'involvement of community people is quite less'.

## Social Impact

Reports that people attributed 16 impacts of the programme e.g. became aware of health needs, follow small family norms, improvement in interpersonal relationship, financial record keeping, ability to read sign boards and ads. Has also pointed out the weak aspects of the campaign like E. B. lost its effectiveness with the passage of time, poor formal school functioning, de-motivated learners, BDOs over burdened, labourers and other poor hard working people not very interested in attending the centres, VTs frustrated as no remuneration and no employment.

## Findings

### 20. Attainment of NLM Norms:

*a By learners in the sample*

69.9% (by tested learners only) 53.65% (by tested + absentees)

*b By enrolled learners*

46.7%

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

36.7 (Minimum satisfactory level 55% )

*d Testees turn out*

53.6% (minimum required 70%)

*e Proxy learners*

11.6%

*f Method of calculating district success rate*

According to the Guidelines.

## Reasons for low attainment

- P III completers only 36.5%.
- Effect of E. B. dwindled.
- Little public involvement.

## District literacy scenario

Target	=	64,308
Qualified at 44.5%	=	23,610
Backlog	=	41,298

## Approved Budget

Did not study.

## Comments on the Evaluation Report and Sugegestions for Further Action by NLM (if any)

### Strong Points

1. This report is much easy and pleasant to read than its other reports like that of Rajasmand, Sawai Madhopur, Lalitpur etc, which were full of un-necessary profiles, tables, details, rather superficial impact studies and social science jargons. This has no padding at all and the main body of the report occupies only 34 pages and the total report 48 pages.
2. Has studied the relationship between target and P III learners. Found that in 8 villages the number was exactly the same. In some villages the no. of P III learners were more than the target as people from other districts came to Jalandhar in search of work and they were enrolled in the centres.
3. Has studied the relationship between proxy learners and programme management. Found that villages with poor management turned out higher no. of proxy learners than those with better management.

## External Evaluation Reports of Total Literacy Campaign in India

4. Found a surprising outcome - 81 % **of the women qualified in the test against 18.3% of men.** Almost in all the districts the achievement of men was found higher than women. Explains the reason/ most of the men were labourers and did not have much time for learning. Many of them were alcoholic as well/
5. Has shown high drop out between P-I and P-III and has analyses the reasons thereof. It was mainly due to work, migration, domestic problems, marriage, poor health etc.

### Weak Points

1. Has shown the target in the executive summary as 64,308. But in Table 1.1, giving block-wise no. of illiterates, shows the total no. as 2,04,795. (The agency has explained later on in an interview that this was the initial 1991 census figure.)
2. While calculating the turn out of learners at the testing centres, has included even the proxy learners in the turn out. Therefore has reported the turn out figure as 60.5%, whereas it was only 53.6%.
3. Has omitted the testing of the competency of understanding written instructions.
4. Recruited the TAs from the same district which should not have been done.

### Action by NLM

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Recruited the TAs from the same district.
- Using the term current learners instead PIII learners.
- Calculating district result on the basis of target learners as against on the basis of enrolled learners.

Further evaluation work may be assigned to this agency.

# Rajasthan



External Evaluation Reports of Total Literacy Campaign in India

## Bikaner

### Background

1. **Project Proposal approved by NLM**

September 1995

2. **Implementing Agency**

ZSS

3. **Door-to-door survey**

July 1996

4. **Identified non-literates**

Age Group	Male	Females	Total
9,35	Not given	Not given	3,03,211

5. **Enrolment**

2,47,521

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

October 1996

September 1998

7. **Date of External Evaluation**

September 1998

8. **Report Submitted**

February 1999

9. **Period of teaching**

24 months

10. **Evaluating Agency**

Department of Social Work, Jamia Millia Islamia, New Delhi.

**11. Appointed by**  
ZSS-NLM

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

- Learner evaluation.
- To assess community involvement and social awareness.

## **Methodology Adopted**

**13. The Universe**  
P-III learners

**14. No. of learners in the Universe**  
1,94,487

**15. The sampling technique**

One stage sampling. All villages and wards were serially numbered and the required no. of sample units were randomly selected. 46 villages and 8 wards formed the total sample units. All learners in them were tested.

**16. Size of Sample**

Planned 9,724 or 5.0%; Actual 7,652 or 3.9%

**17. The Test Paper**

4 sets of parallel test papers on the model given in the Guidelines. The achievement on different TPs were as follows :

TP1 90.4%; TP2 85.1%; TP3 90.4%; TP4 87.3% It seems that TP2 proved to be more difficult than others.

**18. Test Administration**

24 TAs mostly from Delhi and project director formed the evaluation team. The project director remained in the field throughout. Daily discussions were held with the team on its return from the field in which ZSS representatives participated.



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

- Has discussed the E.B. activities in detail. Has done no assessment of its effectiveness except describing the effect in vague term like ‘people in general and the learners in particular were influenced and people participated in it due to the impact of E.B.’ No supportive data or examples furnished, description of organisational system and MIS but no assessment of their effectiveness. Detailed description of the training programme, it’s effect given in such vague terms as ‘the impact of training was clearly visible in case of functional literacy’. Similarly, description of teaching/learning materials without assessment

## Social Impact

Has reported positive impact of the campaign on almost every aspect of individual life - ‘understanding of discipline and order in life, have become aware about their state, problem of alcoholism, health and hygiene, cleanliness, education’ and so on. No data or evidence presented to support the claim. It seems an interview schedule was used and total conclusions drawn from the responses only. Such ‘studies’ become rather superficial. This is why the Guidelines has warned not to mix the two evaluations - learner evaluation and social impact of the campaign.

## Findings

20. *Attainment of NLM Norms:*

*a By learners in the sample*

78.2%

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

50.2%

*c Testees turn out*

77%,

*d Proxy learners*

5.1%

*e Method of calculating district success rate*

According to the Guidelines.

## Reasons for high attainment

- The 'Saksharta Sadans' helped to spread the literacy message locally.
- The meetings of ZSS were held at the Blocks and in non-government buildings.
- The ZSS members were divided into 10 groups and visited the centres in the night.
- Special efforts made to the participation of women.
- To maintain transparency in financial matters ZSS expenses were pasted on notice boards regularly.
- The radio was used to broadcast and highlight the content of lessons. Seven groups of women were formed to go around villages and motivate the women for vocational education.

## District literacy scenario

Target	3,03,211
No. Qualified at 50.2%	1,52,211
Backlog	1,51,000

## Approved Budget

Total	NLM	State Govt.
Rs. 3.91 Crore	Rs. 2.60 Crore	Rs. 1.30 Crore

Total amount released = Rs. 2.78 Crore

## Comments on-the Evaluation Report and Sugegestions for Further Action by NLM (if any)

### Strong Points

1. Has not taken recourse to padding the report with unnecessary

## External Evaluation Reports of Total Literacy Campaign in India

information. The format of the report is attractive. Evaluation of the district has been carried out according to the recommendation of the Guidelines.

2. The executive summary and the background data gives the necessary facts at a glance.
3. The agency did well to depute the project incharge to remain in the field throughout and recruit experienced TAs from outside the district.
4. *It did very well to involve the ZSS even in drawing the sample. As a matter of fact it will help to establish the credibility of an agency much more if it lets the ZSS to draw the sample itself, after explaining the sampling procedure.*
5. It is one of the rare agencies which has analysed the achievement on each TP separately. This gives an indication if the TPs were parallel as they should be.

### Weak Points

A researcher should use his words with care. It should not use adjectives and superlatives without furnishing supportive data or even convincing examples. Also use of unnecessary words should be avoided, e.g. it says *'the objective of the evaluation was to assess the achievement through the TLC, keeping in view the specific features of the district'*. extensive impact of the TLC on the life of the learners, without furnishing any proofs or data.

### Action by NLM

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Unconvincing impact of the campaign on all aspect of learners life.

Further evaluation work may be assigned to this agency.

# 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
- 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 assessment 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 programmes 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**

- Effective and innovative E.B. activities like taking a pledge in public to become literate, taking out images of 'Akhar Mata' in villages.
- A well planned campaign with committed leadership at different levels.
- 53% of target learners *completed* P-III.

## **Comments on the Evaluation Report and Suggestions for further Action by NLM (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 E.B. 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 P-III learners, meaning that those who have completed or almost completed P-III.

## 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

On the whole evaluation has been done according to the Guidelines.

Further evaluation work may be assigned to this agency.



# Jhunjhunu

## 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**

22 months

**10. Evaluating Agency**

Department of Social Work, Jamia Millia Islamia, New Delhi.

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 supervised by three staff members of the department who remained in the field throughout.
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 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 by NLM (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.

## Action by NLM

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Misinterpretation of 'universe'

Further evaluation work may be assigned to this agency.

## Dungarpur

Dungarpur district in Rajasthan occupies an area of 3770 sq. kms. with a population of 8.7 lakh (males 4.38 lakh and females 4.36 lakh) according to 1991. Its rural population constitute 92.7% of the total population. 65.8% of the total population and 70% of the its rural population belongs to the scheduled tribes. The District comprises 5 Panchayat Samitis/Development Blocks, 174 Gram Panchayats, 856 Revenue villages and two Municipal areas. Literacy rate of this district was 30.55% in 1991.

Literacy Campaign for Dungarpur was approved by NLMA in January 1992. The target of the Literacy Campaign was to provide functional literacy to 2,21,601 non-literates age group 6-9,9-14, 15-40. LC was able to enrol 1,99,393 learners.

### External Evaluation

The External evaluation of the LC was conducted by an EET from June 29 to July 1,1993 with the following members:

1. Sh. Prem Chand, NIAE, New Delhi.
2. Sh. C. S. Mehta, Jaipur.
3. Mrs. Nishat Farooq, Director, SRC, New Delhi.

### Sample

A stratified random sample of 18 villages was drawn from 5 Panchayat Samitis and two urban areas. A purposive sampling in case of 3 villages was also added later on. The size of the sample, thus drawn, constituted 6494 learners (3.3% of the universe). However, only 3891 learners appeared in the test

### Test Paper and its Administration

TP according to Dave Committee Report.

## Learning Outcomes and the Achievements of the LC

1. Out of the 3891 learners who appeared in the test, 3574 (91.9%) achieved level 'A', scoring more than 70% marks.

## Impact of LC

1. Literacy campaign has given boost to family welfare programmes. The child mortality and morbidity is on the decline. Nearly 90% children have been immunised. Number of women adopting family planning norms are on the increase.
2. The campaign has provided an adequate awareness about a forestation, importance of trees, etc.
3. The enrolment in schools has increased tremendously. Now, more and more girls are being enrolled in schools.
4. The impact of the campaign on few social values like early marriage, drinking, polygamy, status of the women and self-confidence of the learners is remarkable.
5. L.C. has definitely changed the status of the women in the community and the family. Now, women have started demanding Gobar gas plants, clean water, animal husbandry facilities, correct wages and are aware of their legal rights. They are also taking keen interest in development of their villages.

## Recommendations by EET

1. Post-literacy facilities need to be provided for about 1.40 lakh neo-literates urgently, so that the present tempo of learning should continue.
2. Mopping-up campaign needs to be undertaken for those learners who have not been enrolled during the campaign.
3. An appropriate strategy should be adopted to cover the difficult tribal settlements which has been left out by the campaign authorities.

## Observation

This is a pre-guidelines evaluation by a un-empanelled team.

# Jaipur

## Background

**1. Project Proposal approved by NLM**

February 1997

**2. Implementing Agency**

ZSS

**3. Door-to-door survey**

May 1997

**4. Identified non-literates**

Age Group	Male	Females	Total
15-35	91,501	2,93,106	3,84,607

**5. Enrolment**

3,50,962

**6. Teaching Started**

June 1997: Rural

September 1997: Urban

**7. Date of External Evaluation**

August 1999

**8. Report Submitted**

February 2000

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

24 months (Envisaged 9 months)

**10. Evaluating Agency**

Department of Public Administration, University of Lucknow.

11. **Appointed by**  
NLM/ZSS
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**  
3,07,905 (80% of target)
15. **The sampling technique**  
Drew three samples randomly and selected the 'best'. The agency was interviewed in person to understand this procedure and the criteria of the 'best'. The agency was under the impression that the sample had to contain 50% learners from SC/ST, OBC and minorities. Therefore the sample was finally selected which had learners in this proportion.
16. **Size of Sample**  
Planned: 12,262; Actual: 11,305 (more than adequate)
17. **The Test Papers**  
According to the Guidelines.
18. **Test Administration**  
10 well qualified and experienced TAs from the department itself.
19. **Assessment of Inputs/Social Impact, if any**
  - **Administration:** Flow of information was mechanical. Not analysed or studied at any receiving point Supervisors complained that they could not travel because of lack of funds, on the other hand there was a saving of Rs. 25 lakhs in the very head.
  - **E.B.:** Organised on a large scale. Did not study the effectiveness, only description of items.



- Survey: Served as E.B. exercise also, matching/batching done at the same time. But as the teaching was started after 6 months, it had to be done again.
- **Training:** Only description, no assessment.

## Findings

### 20. Attainment of NLM Norms:

*a By learners in the sample*

80.39% (tested only) 77.24%  
(tested + absentees)

*b By enrollment*

67.7%

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

61.84% (Minimum satisfactory pass percentage -55% )

*d Testees turn out*

92% (Minimum required 70% )

*e Proxy learners*

2.9%

*f Method of calculating district success rate*

According to the Guidelines.

## Reasons for low attainment

Has not specifically stated but the following can be inferred from the data:

- A very high percentage completing P-III and a very high turn out of P-III learners.
- Very satisfactory teaching as 80% of those tested achieved the NLM norms.
- Personal interest taken by the collector.
- Survey was also used as a medium of E.B.

## District Literacy Scenario

Target	=	3,84,607
Qualified at	=	2,37,840
Backlog	=	1,46,767

## Approved Budget

Total - Rs. 3.01 Crore. Only 60% of the budget was spent Much less was spent than approved on all essential activities - E.B., training, teaching/learning materials, monitoring and evaluation and even on travel. (Approved 65 lakhs, spent 25 lakhs).

## Comments on the Evaluation Report and Suggestions for further Action by NLM (if any)

### Strong Points

1. A well presented report, short and to the point.
2. Has included tables showing category wise break up or target, enrolled, appeared for test and learners achieving NLM norms. These tables would have been more useful if relationship of different type of learners was shown with the target. For example if women were 70% of the target what was their percentage of participation in various aspects of the programme.
3. Has taken care to verify the genuineness of learners through different secondary data - survey list, registration list and attendance register. Perhaps this was why the proxy learners were negligible - only 3%.
4. Has studied the sources of motivation of learners, indicating that only 5.3% were motivated through E.B. activities.
5. Has done very well to study the items of budget, indicating that though there was money, essential inputs like supervision suffered.

### Weak points

1. Still confuses between P-III learners and current learners. Uses them as synonyms, though it has been explained in the guidelines that they are two different groups.
2. Like some agencies took considerable pains to interview 327 VTs, and on the basis of the responses of these 327 VTs, reports that  
9% were forced to work  
90% were disinterested in their work (teaching).  
97% said that learners had virtually to be forced to attend the classes.

These **responses contradict the test results**. If above was the case certainly 80.39% of learners tested would not have qualified in the test. Such high pass percentage indicates good teaching and learning. Therefore, its useful if the agencies embarking upon perception and opinion surveys carefully weigh the purpose and methodology, so that the ZSS and NLM find the responses of use.

### Action by NLM

This agency has established a group of 10 researchers/investigators in the department, for evaluation work. By now they have become quite experienced in conducting evaluation. Therefore, more districts may be allotted to this agency.

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Using the term current learner instead of PIII learner.
- Perception and opinion surverys has not been done carefully.

Further evaluation work may be assigned to this agency.

# Jaisalmer

## Background

1. **Project Proposal approved by NLM**

August 1996

2. **Implementing Agency**

ZSS

3. **Door-to-door survey**

June 1997

4. **Identified non-literates**

<b>Age Group</b>	<b>Male</b>	<b>Females</b>	<b>Total</b>
<b>9-35</b>	<b>38,164</b>	<b>60,523</b>	<b>98,687</b>
			<b>84,313 (effective target)</b>

5. **Enrolment**

78,032

6. **Teaching Started**

December 1999

**Teaching Continued up-to**

August 2000

7. **Date of External Evaluation**

September 1999

8. **Report Submitted**

April 2000

9. **Period of teaching**

9 months. (envisaged 9 months)

10. **Evaluating Agency**

State Resource Centre, Indore,

**11. Appointed by**

NLM/ZSS

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

- Learner evaluation

## **Methodology Adopted**

**13. The Universe**

Rather confused. In background data page reports the No. of P-III learners as 39,346. But in the subsequent pages of the report uses the term 'current learners', 'P-II completed learners' for the same figure, But means P-III learners.

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

39,346(46.6% of target learners)

**15. The sampling technique**

Incomplete description of the sampling method. Says it was stratified but gives no table showing the categories of learners in different blocks and the proportion to sample drawn from each category.

**16. Size of Sample**

Planned -5%

Actual - 6% (Minimum required - 5%)

**17. The Test Paper**

Weak test papers:

- a Did not test the ability of sentence making.
- b Did not test the ability of following written instructions. What it has tested is comprehension of a text which has been tested in Q3 i.e. the reading comprehension.
- c Has included only one carry over sum and no borrowing sums.
- d Has included no problem sums.
- e Made two sets of TP's but they were not exactly parallel as far as the reading comprehension passage was concerned. The first TP has 69 words

with one joint letter word and 2 long words. The second has only 37 words with nil joint letter and long words.

### 18. Test Administration

There were 8 TA's from the evaluation agency and 10 from Jaipur.

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

*Administration* has commented that all the committees including the VEC and the supervisory structure functioned effectively.

*E.B.* has commented that it was massive and quite effective highlighting a few new items like 'arogya rath' carrying, doctor, medicine and literacy worker and 'saksharta chaupal', where the DM himself used to be present and solved people's problems.

*Training* has described in detail the training of all level of functionaries. Has not assessed the effectiveness, though.

*Teaching/Learning* has described the process in detail. Has mentioned a few interesting methods of teaching and the result of change over to Hindi primer:

- a There was a sudden switch over from Rajasthani (upto PII) to Hindi (P-III). Both the learners and VTs not comfortable with Hindi. Hence lesson titles were written in large letters on water tanks, where women gathered daily, to fetch water. The teaching of a good VT was videotaped and shown to other VTs.
- b However it seems that the switchover from Rajasthani to Hindi had an adverse effect on the campaign: upto P-II, which was in Rajasthani, there were 84,968 learners, whereas when P-III was distributed after 6 months, there were only 42,981 takers.
- c Arrangements were made for cattle breeders to keep on learning during breaks -12 noon to 2 PM.

## Findings

### 20. Attainment of NLM Norms:

- a. *By learners in the sample*  
69.2%

## External Evaluation Reports of Total Literacy Campaign in India

- b. By enrollment*  
37.6%
- c. By total non-literates in the district i.e. by TARGET*  
33.2%. Has reported district result as 34.60%, which is incorrect because it is calculated on the basis of enrolled learners and not target learners. (Minimum required pass percentage 55%)
- d. Testees turn out*  
71% (minimum requirement 70%)
- e. Proxy learners*  
5.9%
- f. Method of calculating district success rate*  
Used T2 of the guidelines but added its own columns and used wrong terms which makes the table unnecessary complicated. Calculated district results wrongly.

### **Reasons for high/low attainment**

According to the effectiveness of the inputs, especially the positive role-played by the core group, a better result was expected.

### **District Literacy Scenario**

Target = 84,813

Qualified at 33.6% = 27,140

Backlog = 57,673

### **Approved Budget**

Received from the Central Government 1, 21, 50, 000

Received from the State Government 60, 75,000

25,58,000

Shows a saving of 14 Lac, Planned expenditure and actual expenditure matching.

## Comments on the Evaluation Report and Suggestions for further Action by NLM (if any)

### Strong Points

1. For most of the districts of Rajasthan, the SRC Jaipur had prepared PI and PII in the local language and somewhere from the middle of PII or from P III, there is a sudden switch over from Rajasthani to Hindi. See its effects under item 4. The effect of sudden switchover both on learners and volunteers is negative. Both unfamiliar with Hindi found the sudden switchover quite discouraging. The No. of learners dropped from 84,968 (PII completers) to 42,981 at P III stage.
2. Has done the assessment of the inputs which very few agencies do. Has particularly made use of its SRC experience to assess the teaching learning situation, which non-SRC evaluating agencies seldom do.
3. Has given a very useful information by reporting the test administration schedule. See comments under item 18.
4. Has made an excellent suggestion that since quite a large No. of villages are different to reach and the population is shifting, there should be only one amalgamated primer, instead of three. (A P model)

### Weak Points

1. **Universe**
  - a Its weakest point seems to be that it has not grasped the meaning of the term 'Universe'. States under a bold heading 'UNIVERSE' on Pg8 that universe of this external evaluation was 98,697. This was the initial door-to-door survey figure. Again 'the total enrollment was 78,032 which became the actual Universe. Again, the sample was drawn from 39,246 persons, who were the P-II completers or reading at any stage of P-III or had completed P-III.
  - b Similarly seems to have no clear concept of terms 'current learners', 'P-III learners' and 'P-III completers'. Uses them as synonyms, like neo-literates instead of learners.



**2. Test paper**

Rather a weak TP. See comments under item 17. Made below standard test papers in the evaluation of Buldana as well. This is a serious lapse for a SRC.

3. Inadequate description of the sampling procedure. See comments under item 15.
4. Could have avoided padding the report by excluding habitat, growth of school, geography, advising to adjoining districts, scope of the study and so on.
5. Reports the test results through quite complicated tables (e.g. 4,7,8,9 etc.) instead of reporting them in the form of tables 6,9 and 10 as given in the Guidelines.
6. Has done well to use the T2 of the guidelines for reporting the overall district result. But has made it quite complicated by adding extra columns to it on its own and using confusing terminology. Made a mistake in calculating the district result as well.
7. The language needs polishing and careful editing. A few examples:
  - Pg. 3: ‘thus this 50.29% learners were the actual *sample universe*
  - Pg. 15: ‘and these have been *shouldered out* satisfactorily...
  - Pg. 48: ‘the workers of Lokjumbish were also seen *working as mobilising element* during evaluation.
  - Pg. 54: The Panchayat Raj institutions should be delegated specific responsibility in PLP. So that *accountability is taken care of*.

**Action by NLM**

It is technically such a weak evaluation that the agency should undergo training in the methods of external evaluation as the per Guidelines, before any district is assigned to it.

# Jodhpur

## Background

**1. Project Proposal approved by NLM**

March 1995

**2. Implementing Agency**

ZSS

**3. Door-to-door survey Date**

not given

**4. Identified non-literates**

Age Group	Male	Females	Total
9-35	1,69,405	3,18,112	4,87,517

**5. Enrolment**

3,88,677 (more than the target)

**6. Teaching Started      Teaching Continued upto**

Not given

Not given

**7. Date of External Evaluation**

April 1998

**8. Report Submitted**

October 1998

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

Cannot be calculated

**10. Evaluating Agency**

Educational Consultants Consortium, Delhi.

**11. Appointed by**

ZSS-NLM

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

Not stated, but learner evaluation mainly.

## **Methodology Adopted**

**13. The Universe**

At least P-II completed learners.

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

2,37,069

**15. The sampling technique**

It was planned to select 5% of the Universe learners; villages and wards were selected on the basis of stratified random sampling design. Actual No. of learners selected was 10,475. It seems that evaluator has used the term 'Stratification' rather loosely, says 'the whole district was stratified in nine panchayat samitis'.

**16. Size of Sample**

Planned 10,475 or 4.4%; Actual 4,873 or 2.0%

**17. The Test Paper**

On the whole according to the Guidelines.

**18. Test Administration**

The testing team consisted of 24 members. Two members were from the agency. It has not been mentioned where the TAs were recruited from. The list of TAs gives only names. No educational qualification and address.

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

- Description of the administrative structure. No assessment of its functioning.
- Description of EB activities. No assessment of its success in getting public participation and learner motivation.

- Only mentions who trained whom. No examination of the training schedule or effort to assess its effectiveness.
- Only describes the monitoring systems without assessment of its effectiveness.
- Has reported the following types of impact of TLC on the basis of its observation rather in vague terms. Has furnished no supportive data: *'Value of education among the young and old for their children has increased. EB has helped in creating a value system for education even among low literacy areas'*.

*'A large number of women came forward for taking the test and did the reading in front of the evaluators'*. (not a very usual phenomenon) *'Because of higher involvement the demand for teacher in the primary schools has increased.'* (teacher shortage in primary school is rather universal).

*'District administration and other officials visited villages they had not been visiting earlier'*. (This was their administrative function for the success of the TLC).

## Findings

### 20. Attainment of NLM Norms:

- a** *"By learners in the sample*  
54%
- b** *By total non-literates in the district i.e. by TARGET*  
Reported as 20.67%; Actual 26.2%.
- c** *Testees turn out*  
Did not work out. Calculated from data, it was 46,5%
- d** *Proxy learners*  
12,2%
- e** *Method of calculating district success rate*  
Since it has not used T2 of the Guidelines for reporting the results, its calculation are not easy to understand.

## **Reasons for low attainment**

- Did not study. One reason seems to be that less than 33% had completed P-III.

## **District literacy scenario**

Target	4,87,517
No. Qualified at 26.2%	1,28,704
Backlog	3,58,813

## **Approved Budget**

No budgetary details given.

## **Comments on the Evaluation Report and Suggestions for further Action by NLM (if any)**

### **Strong Points**

1. Did not include a large amount of irrelevant information, therefore the main report ends in 26 pages only.
2. Has included primer completion data showing that less than one third of enrolled learners had completed P-III.
3. Has studied the reasons of absenteeism of the learners from the test. The reasons show that the learners were made to stay away because they were weak.

### **Weak Points**

Though this is an empanelled agency and has undergone the orientation Course, the method of presenting the report leaves much to be desired. The following are a few of the weaknesses.

1. Has given neither the list of tables, nor the background data sheet nor the

executive summary. The paging has been dropped after P26. All these shortcomings make it difficult to find essential information.

2. Has not used T2 of the Guidelines for reporting the success rate of the district. Therefore it is difficult to check its calculations.
3. It seems that it has used the term 'Stratification' rather loosely. Says on page 11 that the whole district was stratified in nine panchayat samitis as development units. They were usual administrative divisions. The agency did not 'stratify' the districts because of specific social and economic strata. Also says that villages and wards were selected on the basis of stratification. Normally other researchers do not stratify villagers and wards. Has not explained the basis of stratification.
4. Has reported the impact of TLC in rather vague terms, without furnishing some supportive evidence.
5. Has left out some essential information and calculations.

### Action by NLM

Technically a very weak report. Should undergo training in the method of evaluation according to the Guidelines before taking up another evaluation.

# Karauli

## Background

1. **Project Proposal approved by NLM**

October 1995

2. **Implementing Agency**

ZSS

3. **Door-to-door survey**

June 1996

4. **Identified non-literates**

Age Group	Male	Females	Total
9-35	Not given	Not given	2,35,212

5. **Enrolment**

1,67,700

6. **Teaching Started      Teaching Continued upto**

August 1996      August 98

7. **Date of External Evaluation**

August 1998

8. **Report Submitted**

December 1998

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

24 months

10. **Evaluating Agency**

National Institute of Adult Education, Delhi.

Project Directors: Mushtaq Ahmed & Dr. P.K. Bhargava

11. **Appointed by**  
ZSS-NLM
12. **Major stated Objectives of External Evaluation**  
Not stated, but learner evaluation.

## Methodology Adopted

13. **The Universe**  
P-III learners.
14. **No. of learners in the Universe**  
1,02,072
15. **The sampling technique**  
The district maintained the data GP-wise, the number of GPs and P-III learners differed from Block to Block. Treating the P-III learners as the universe, a proportionate random sample was drawn. The number of GPs selected was such as to give us a 5% sample of P-III learners.
16. **Size of Sample**  
Planned: 5.5%; Actual: 4.6%
17. **The Test Paper**  
Prepared according to the Guidelines.
18. **Test Administration**  
To test 5500 sample learners in 50 villages/ wards, 14 TAs were considered enough. But the difficult location, the widespread dhanis and the Purda of Rajput women, demanded at least 6 more TAs. On top, the pressure of proxy learners and the rush at the testing centres created more problems. All the TAs were recruited from outside the district. The project directors remained in the field throughout.
19. **Assessment of Inputs/Social Impact, if any**
  - Describes the administrative structure and makes an assessment of its effectiveness. On the whole it was ineffective. However, it persuaded



the panchayats to provide lamps and K. oil to the centres wherever needed.

- 6 days training of VTs was done as routine. It was given by the school teachers, who themselves did not know how to use the word method of teaching. The VTs took around 5 months to drill the letters, because the word method primers did not contain the steps in letter recognition, so the VTs improvised their own.
- The primers were stuffed with ‘useful topics’, were almost void of lessons leading to reading pleasure.
- Massive E.B. activities were started all over the district A new activity of cutting off 5 minutes from the last school period was started to involve students in the campaign. Development schemes, specially those meant for monetary assistance was explained in meetings by the concerned officers. The E.B. activities it seems did succeed in spreading the message of the campaign. But they did not succeed in motivating the learners. As usual to persuade them to come to the centres remained the responsibility of the VTs.

## Findings

### 20. Attainment of NLM Norms:

- a By learners in the sample*  
55.2%
- b By total non-literates in the district i.e. by TARGET*  
21.9%
- c Testees turn out*  
82.5%
- d Proxy learners*  
13.9%
- e Method of calculating district success rate*  
According to the Guidelines.

## Reasons for low attainment

- Special physical conditions making supervision difficult. Because of the administrative problem of setting up a new district, the campaign dwindled down and concentrated teaching, after revival efforts was not more than four months. Only 43% of the learners had completed P-III and the low level of tested pass percentage (50%) shows that teaching/learning was weak.

## District literacy scenario

Target	2,35,212
No. Qualified at 21.09%	51,511
Backlog	1,83,701

## Approved Budget

No budgetary details given.

## Comments on the Evaluation Report and Sugegestions for Further Action by NLM (if any)

### Strong Points

1. Short and to the point report. The main report ends in 41 pages.
2. Short district profile of terrain and social economic features given, making an effort to relate them with supervisory and teaching/learning aspect of the campaign.

### Weak Points

1. Has not given the male-female figures of target learners.
2. Communicated the names of selected villages/wards to the district 18 days in advance. The district pressed for early intimation on the ground that it will take them long time to inform farflung dhanis. But it was a mistake, produced some undesirable effects. 7 days advance information would have been enough.

# Kota

## Background

**1. Project Proposal approved by NLM**

October 1996

**2. Implementing Agency**

ZSS

**3. Door-to-door survey**

February 1996

**4. Identified non-literates**

Age Group	Male	Females	Total
15-35	44,100	1,06,061	1,50,161

**5. Enrolment**

1,28,178

**6. Teaching Started Teaching Continued upto**

September 1997 July 1999

**7. Date of External Evaluation**

June 1999 - teaching continued up-to evaluation date.

**8. Report Submitted**

August 1999

**9. Period of teaching**

23 months (envisaged 9 months)

**10. Evaluating Agency**

State Resource Centre, Jamia Millia Islamia, New Delhi. Project Coordinator: Nishat Farooq

**11. Appointed by**

NLM/ZSS

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

- Learners literacy outcome.

**Methodology Adopted****13. The Universe**

P-III learners.

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

90,439(60% of target)

**15. The sampling technique**

Two stage random sample. Village last unit of sampling. Sampling technique has been described in detail; table No. 2.1 gives all necessary data to make the sampling procedure clear.

**16. Size of Sample**

Planned: 8.9%; Actual: 7.3% (Minimum required 5%)

**17. The Test Paper**

According to the Guidelines. However it has the following weaknesses:  
**Q3 letter writing** - The instruction is not quite appropriate 'write a letter to a friend of yours and tell him, that you have learnt reading and writing'.

A learner then can simply write 'I have learnt reading and writing' (Maine parhna likhna seekh liya hai).

**Q5 Reading comprehension** - This is one of the most important competency. To test it the passage should have some elements of language difficulty like long words and joint letter words. It has none. The questions should not have been framed in a sequence, that is Q1 pertaining to sentence 1, Q 2 to sentence 2 and so on. If a learner simply copies sentence 1 against Q1, sentence 2 against Q2, he will score 100% marks.

Same is the problem with the poster. If a learner simply copies the captions against the questions he will be correct. These problems have been explained to the agencies in review meetings.

### **18. Test Administration**

20 TAs were recruited with the help of SRC Jaipur, all from Rajasthan but none from Kota. They were all experienced TA's. Were supervised by 5 SRC Jamia staff members. Director SRC (Nishat Farooq) was present in the field throughout data collection. Test administration went on smoothly. Reasons of absenteeism from the test was ascertained at the same time. All reasons were found genuine. Largest number absented themselves because of domestic work and personal engagements. 16% were absent because they had temporarily migrated.

### **19. Assessment of Inputs/Social Impact, if any**

*Organisation* - Comments that though consisting of officials, mainly the campaign was managed well.

*Survey* - Well conducted and elements of E.B. used at the same time.

*E.B.* - Has tried to assess the role of some of the activities like Kalajatha and local 'Tuesday meetings'. Stresses the point that the E.B. serves the purpose of conveying the first message of literacy and serves as a constant reminder later on. Suggests E.B. activities at village level like 'Tuesday meetings' seems more effective than E.B. items on a mass scale like 'Kala Jatha'.

*Training* - Has given a full picture of trainings conducted and found that VT's taught as trained and passed on useful messages to the learners, concerning health problems.

*Teaching/Learning Process* - Though has used the term 'teaching learning process' several times, has skipped the study of the process, except stating the physical aspects, like the place of holding the classes, duration, who were the VTs. A deeper study was expected from an SRC. (Indore SRC while evaluating TLC Jaisalmer has gone a little deeper into the 'process').

## **Social Impact**

Reports on the basis of interviews:

1. 67% said there was improvement in *living and working condition* of learners (did not explain the types of improvement or gave any examples.
2. Increase in the enrollment of primary schools.
3. Development of self-confidence.
4. Freedom from superstition, adoption of FP methods. Did not probe deep into those responses or verified them.

## Findings

### 20. Attainment of NLM Norms:

- a By learners in the sample*  
64.7% (Tested only) 58.81%  
(tested + absentees)
- b By enrollment*  
41.5%
- c By total non-literates in the district i.e. by TARGET*  
35.4% (Minimum satisfactory pass percentage 55% )
- d Testees turn out*  
81.8% (minimum requirement 70%)
- e Proxy learners*  
5.8%
- f Method of calculating district success rate*  
According to the Guidelines.

## Reasons for low attainment

States that the inputs on the whole were effective. Then the result should have been much better. But the agency did not explore the causes of low attainment.

## District Literacy Senario

Target	=	1,50,161
Qualified at 35.4%	=	53,157
Backlog	=	97,004

## **Approved Budget**

Sanctioned Rs. 1.19Crore. Incurred expenditure Rs. 84.16 lakhs. It was sanctioned at the rate of Rs.100/- per learner, perhaps because of difficult terrain.

## **Comments on the Evaluation Report and Sugegestions for Further Action by NLM (if any)**

### **Strong Points**

1. No unnecessary information and irrelevant profiles. Goes straight to the point. Simple language and lucid presentations. No lectures from time to time say, on the importance of E.B., training, data keeping etc., as some agencies do.
2. Has commented that the district invited the external evaluation team when the condition was fulfilled i.e. when the 60% of the target learners were on P-III. (though by mistake has mentioned 50%, instead of 60% ) And it was 60%. (see item 14)
3. Did very well to study the effect of the inputs (organisation, E. B., training) including what the trainees felt they could not learn.
4. Showed the marked TPs to the ZSS, twice as a measure of participatory approach.
5. Has shown the No. of PI to P-III learners. 99,634 learners had completed P-I, while only 7,115 reached the completion stage of P-III. This shows a 30% drop out rate, (though the agency simply gave the data and did not interpret it).
6. Its strongest point is that it has studied the relationship between survey data and learner participation data. Other agency ask the ZSS to supply them detail survey data like, male, female, SC/ST, OBC, use of it. This is one of the rare agencies which tried to see the relationship between the two.

7. Another quite interesting analysis of data was the study of relationship between previous education and success rate. It showed that

Category	N	% attained NLM norm
No previous education	3,616	63%
Upto class-III	287	76%
Above class-III	358	80%

The data is as expected but quite important as well. Since the learner age group was 15-35, those who were even 15 at the time of evaluation, must have left class III, 8 or 9 years ago. Even then with some practice in the centres, 76% of them were qualified. This casts a doubt over the often quoted theory of 'relapse'. (The interpretation is ours. The agency has simply given the figures).

### Weak Points

1. Like some other agencies it has also interviewed VT's to get their opinion.

18% said people have become literate.

13% said centres were running well.

25% said general awareness among women increased.

Unless further probing was done by the agency to relate their opinion with facts, it is difficult to see what use could be made of such responses by ZSS and policymakers.

2. Has done case studies of 8 successful villages, (good enrollment, good No. reaching P-III and good result) Has 'discovered' the following reasons of success:
  - a High motivation of learners and VT's.
  - b Support of community, school and schoolteachers.
  - c Support of men (for women literacy).
  - d Disincentive - No literacy no development.

Case studies are recommended as a tool of research to improve a programme as it is expected that they will reveal its strength and weaknesses. One of the



## External Evaluation Reports of Total Literacy Campaign in India

rare agencies which has recorded success stories. *But the reasons of success which it has found after so much pain are well known to ZSS, NLM and almost all involved in the campaign. These case studies have not added to the knowledge. Perhaps instead of 'success stories', a study of the struggle to succeed will be more helpful to planners and implementers.* It is suggested that Jamia SRC should take such a study in future.

### Action by NLM

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- The TP was rather weak.

Further evaluation work may be assigned to this agency.

# Pali

## Background

1. **Project Proposal approved by**  
NLM November 1993
2. **Implementing Agency**  
ZSS
3. **Door-to-door survey Date**  
not given
4. **Identified non-literates**

Age Group	Male	Females	Total
Not given	Not given	Not given	2,67,474 (surveyed)
But 9-35			2,38,113 (after migration)

5. **Enrolment**  
1,91,631
6. **Teaching Started**      **Teaching Continued upto**  
March 1994                      October 1995
7. **Date of External Evaluation**  
November 1995
8. **Report Submitted**  
Not mentioned in the report but it was submitted on 16.04.1996
9. **Period of teaching upto External Evaluation**  
19 months.
10. **Evaluating Agency**  
Mushtaq Ahmed  
(Chairman, National Institute of Adult Education, New Delhi)

**11. Appointed by**

ZSS

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

Not stated but mainly learners evaluation and study of inputs.

## **Methodology Adopted**

**13. The Universe**

P-III learners.

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

1,64,938

**15. The sampling technique**

After collecting the necessary data for the sampling frame, all villages and wards were serially numbered and using a table of random number 6% sample from P-III learners was drawn, which came to 9,896. Since there were no particular pockets of social groups, stratification was not found necessary. Two contingent villages from each Block were also selected at the same time.

**16. Size of Sample**

Planned: 5%; Actual: 4.4%

**17. The Test Paper**

4 parallel TPs according to Dave Committees recommendations.

**18. Test Administration**

30 TAs were engaged all from outside the district mostly from Jaipur and Ajmer. The ratio of TA and testees was roughly 1:50 + one additional TA. Tests were held mostly in school buildings. On the whole the testing situation was well in control. The secretary ZSS and other Block, officers always accompanied the team. On several occasions village problems e.g. drinking water was solved then and there. The DM also came to the sample villages occasionally.

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

- Describes the administrative structure. It was quite effective in getting the involvement of a large number of members of public doing an effective supervision.
- Person to person contact This was the main strategy. Villages were allotted to VEC members and government officials. They met the people on fixed days.
- Local Jathas : School children and local artists covered a number of villages once in 15 days and school children returning home from school would chant 'shaksharta geet' on the way.
- Meeting of religious leaders and different samajs (e.g. small farmers, potters, SCs, muslims).
- Pele chawal: This is used as customary invitation cards. These were distributed to every household inviting the learners to come to the centres.
- Describes the training of VTS in detail. Analyses the training schedule showing that the part relevant to teaching and learning lasted only for 4.45 hours, each trainee getting only a 5 minutes practice to teach a lesson.
- The Primers: Like most primers used in the campaign, the lessons are full of advises, and make belief events - an outsider comes, lectures and attitudes are changed, one person adopts a new method, others follow and prosperity returns to the village. The language used has local flavour.

## Findings

### 20. Attainment of NLM Norms:

#### *a By learners in the sample*

77.2%

#### *b By total non-literates in the district i.e. by TARGET*

Reported 35%, but actual 53.4%.

*c Testees turn out*

76.1 %

*d Proxy learners*

9%

*e Method of calculating district success rate*

Since this was a pre-Guidelines evaluation the success rate calculation was on a different basis. Calculated according to the Guidelines it comes to:

Target learners = 2,38,113 (effective target)

No. qualified at 77.2 % =  $77.2/100 \times 1,64,938 = 1,27,332$  which is 53.4% of the effective target and 47.6% of the surveyed learners.

## Reasons for high attainment

- The teaching learning was satisfactory as 77.2% of those tested qualified in the test
- Effective supervision and better public co-operation.
- Highly committed district collector and the ZSS secretary, who was known by name in almost every village.

## District literacy scenario

Target	2,38,113 (after migration)
No. Qualified at 53.4%	1,27,152
Backlog	1,10,961

## Approved Budget

Has not given budgetary details.

## Comments on the Evaluation Report and Sugegestions for Further Action by NLM (if any)

### Strong Points

1. A short and to the point report, main report ending in 27 pages.
2. Though it is pre-Guidelines evaluation follows almost all the steps recommended in the Guidelines, including the calculation of standard I error. Ghosh Committee had particularly emphasized upon it.
3. Has studied the reasons of absenteeism (as was recommended by the Ghosh Committee) of learners from the test. The doubts of some people that weak learners are persuaded to absent themselves from the test, was not found true. They were absent because of genuine reasons like temporary migration, too busy in the field, girls gone to sasural and so on.
4. An interview schedule was developed to find out directly from the VTs initial enrolment in their centres, drop out rate, number of learners absent from the test and reasons thereof and the primers the absent learners were on.
5. Gave comparative attainment on each part of the primers with a few other districts.
6. Has done the analysis of the understanding of certain test items, specially that of posters and symbols, as they were used almost the first time in the TPs.
7. Has not only described the input, but has tried to assess their effectiveness as well.

### Weak Points

1. Has omitted to give the breakup of sexes among the surveyed learners. Since the calculation of the district result was not on the lines of the Guidelines it was reported as 35%. But when calculated according to the Guidelines it come to 53.4% of the effective target after migration and 47.6 % of the target.

# Rajsamand

## Background

1. **Project Proposal approved by**  
NLM April 1994
2. **Implementing Agency**  
ZSS
3. **Door-to-door survey**  
October 1994
4. **Identified non-literates**

Age Group	Male	Females	Total
9-40	Not given	Not given	1,75,858

5. **Enrolment**  
1,71,537
6. **Teaching Started**      **Teaching Continued upto**  
January 1996                  April 1997
7. **Date of External Evaluation**  
April 1998
8. **Report Submitted**  
July 1998
9. **Period of teaching upto External Evaluation**  
15 months. (envisaged 9 months)
10. **Evaluating Agency**  
Indian Institute of Public Opinion, New Delhi.  
Project Director - Pratibha Das Gupta.  
Associate - Shefali Pandit

**11. Appointed by**

ZSS-NLM

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

Learner evaluation and to find out the extent of social transformation due to TLC.

**Methodology Adopted****13. The Universe**

Current learners.

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

1,08,321

**15. The sampling technique**

Proportionate, stratified random sampling. Village was the last unit of sample. Also mentions that *villages, centres and learners* ' were selected according to the '*circular systematic random sampling method*'. Did not understand the method. Simply added it perhaps because it looked good. Did not indicate how this method was applied in addition to random sampling of villages.

**16. Size of Sample**

Planned: 5%; Actual: 4.2%

**17. The Test Paper**

3 sets of TPs were prepared on the whole on the Guidelines model. Only there was no question on following written instruction and arithmetic portion was a bit difficult and there was no need to include questions testing attitude and knowledge. Such questions are tricky as the statement 'you get agricultural loan from bank'. If somebody who never got a loan ticks wrong, will he score or not. Moreover some items have" no meaning e.g. 7 (3). " Adhik bachche ka ek Jiwan.....hai (dukhi/sukhi)" or perhaps involving recall like 7.(5)' Partap bachega to - bachjaeya (Mewar/Kiwar)'.



## 18. Test Administration

20 senior level persons from the same district like principal Sr. secondary school, retired Principals, school Headmasters etc, not connected with the campaign served as TAs. It is not clear if they were supervised by agency staff. The testing went on smoothly. Has reported some of the usual testing problems like some learners in a hurry or persuaded by others to leave the test and go home.

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

- Has listed the E.B. activities plus the 'Haldighati Literacy Mahayagya' held on 8<sup>th</sup> Sept 1994. Has described its effects in glowing terms and has made such statements as - 'There was tremendous response from people and literacy campaign turned into peoples movement But with the passage of time the momentum was lost<sup>7</sup>.
- Describes the monitoring and supervision system at different levels. But comments that it did not function well, specially the VTs got little academic support.
- Training of VTs: Training was irregular, 61% of the VTs from government offices were untrained, VTs themselves were unsatisfied with their training.
- Reading Materials: Content not very suitable for young learners. More joyful reading materials are required.

## Findings

### 20. Attainment of NLM Norms:

*a By learners in the sample*

71%

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

38.2%

*c Testees turn out*

79%

*d Proxy learners*

6.9%

*e Method of calculating district success rate*

According to the Guidelines.

**Reasons for low attainment**

- Records show that 85.5% had completed P III. But this high figure was due to faulty data keeping as other village level data. Some learners shown as P-III completed had not attended the centres for more than 5 days. Some VTs were irregular and few received any academic support from supervisors. High momentum of E.B. lost as campaign progressed.

**District Literacy Scenario**

Target	1,75,856
No. Qualified at	38% 66,826
Backlog	1,09,032

**Approved Budget**

No budgetary details given.

**Comments on the Evaluation Report and Sugestions for Further Action by NLM (if any)****Strong Points**

1. Contains little irrelevant information still the main report runs into 83 pages mainly because of its good format, lots of white space and bit of lecturing here and there.
2. Has reported a very interesting fact that the original door-to-door survey figure of non literates (9-40) was 2,10,422. But meanwhile the educational authorities undertook an enrolment drive. As a result 34,564 (9+) learners were enrolled in schools and target was reduced to 1,75,858. Some evaluators

attribute increased enrolment in schools to TLC alone, ignoring the special enrolment efforts made by the school authorities themselves.

3. TAs established good rapport with learners by joining them in singing asking them to narrate incidents from their life, before undertaking testing. Few agencies do so.
4. Reached all the marked the for accuracy.
5. Did assessment of all inputs including training of VTs and report that training was irregular and the VTs were themselves dissatisfied with the training. Other evaluators generally do not study its outcome or report in glowing terms as positive effects on VTs method of teaching.

### Weak Points

1. Has made a positive statement that 'the convention at Haldighati resulted in turning the campaign into a peoples movement. No convincing elaboration/proof given.
2. Vague and impractical suggestions to ZSS. For example '*E.B. should form' an inbuilt component of TLC-PLC—The potential ingredients of E.B. process should be utilized for making literacy program more attractive should aim at generating feeling of national unity and integration in the mind of men, women and children*'. (Has not specified who and how). About training *a number of approaches may be adopted depending upon their co-textuality and relevance for a specific group - a mobile team may be formed whose function will be to visit, study and identify the specific need of areas* (perhaps the evaluators overlooked that this is a mass campaign and not a specialised programme).
3. The Guidelines have specially recommended that learner evaluation and program impact evaluation should not be mixed together as the technical requirements for both are different. But it has ventured into impact evaluation in a big way using only one tool - interview schedule. All responses on the whole show highly positive effect of the campaign including *change of attitude. Empowering them to think and act objectively, both men and women have started rationalising the negative effects of social evils and superstitions — there is a perceptible change in their socialisation process*'.

The following responses of the VTs regarding their responsibilities:

- a Literacy skill development - 97.5% response.
- b Eradication of superstition-80 %.
- c Reducing bad habits - 75%
- d Development of social awareness and so on - 70%.

have been interpreted as '*TLC program has helped in developing spirit of cohesion, integration and broad mindedness among them*'.

4. In place of '*current learner*', has used the -term '*neo - literate*' which creates lots of confusion in understanding the report.
5. Interviewed 138 functionaries including learners. Has used the term '*sample*' and '*Universe*' even for these interviews. Has not given the number of persons in the '*Universe*' from which the '*sample*' was drawn. It appears that it has interviewed a limited number of learners, VTs, members of the ZSS, village leaders etc, as other agencies do. But has used the impressive terms of '*Universe*' and '*sample*'.
6. Has shown in T3.7 that 73.1 % of PI also qualified. But has not given the number of learners (N) in each case. This was an important information but without the number only the percentage is not very meaningful.
7. Use of un-necessary and long winded words like '*socialisation process*', planning *intervention strategies* and philosophical lectures, from time to time, will make it hard for planners and administrators to understand the report.

### Action by NLM

It is a technically weak report. Uses high flowing social science jargons with the result that the report has become unintelligible to the readers, particularly to the ZSS, for whom the evaluation reports are meant in particular.

It should undergo orientation training in conducting evaluation according to the Guidelines, before it takes up another assignment.

# Madhopur

## Background

1. **Project Proposal approved by**  
NLM October 1995
2. **Implementing Agency**  
ZSS
3. **Door-to-door survey**  
Date not given
4. **Identified non-literates**

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

5. **Enrolment**  
1,54,220
6. **Teaching Started**      **Teaching Continued upto**  
June 1996                      December 97 (calculated)
7. **Date of External Evaluation**  
May 1998
8. **Report Submitted**  
September 1998
9. **Period of teaching upto External Evaluation**  
18 months.
10. **Evaluating Agency**  
Indian Institute of Public Opinion, New Delhi.  
Project Director: Pratibha Das Gupta.  
Associate: Shefali Pandit.

**11. Appointed by**

ZSS

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

The first objective was learner evaluation and the other has been described in such a high flown language that the meaning has hid itself in the jungle of words. 'Another important dimension of the study was to determine the input and process variables provided for strengthening the TLC programme and impact of the same in accelerating the process of social change/

**Methodology Adopted****13. The Universe**

Current learners.

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

1,26,846

**15. The sampling technique**

Stratified proportionate random sampling method used to select learners. Also mentions that a 'sample' was drawn from the 'Universe' of the functionaries and learners interviewed. Has neither given the total number of persons in each category (VTs, ZSS members etc) nor has described the sampling procedure. It seems that it simply interviewed a number of learners, VTs, village leaders etc., as other evaluating agencies do. But perhaps to *give* it a technical colour it has used the word '*universe*' and '*sample*'.

**16. Size of Sample**

Planned: 5%; Actual; 2.3%

**17. The Test Paper**

4 sets of TPs used with language portion sub-standard and defective, e.g.

- Has dropped letter writing and allotted 15 marks for copying only. Both against the Dave Committee and the Guidelines.

## External Evaluation Reports of Total Literacy Campaign in India

- Question 7 tests attitude and knowledge. This type of testing not recommended. Moreover, some items went over the head of learners like '*Vigyan gyan ka ghar hai*' (right/wrong).

Similarly some items of Q7 involving fill in the blanks seems defective e.g.

- Item (1) '*Kailasi ka pihar se ... Ay a (kagad / karja)*' -seems text base involving recall.
- '*Chamiya kepaon ... hue (bhari/halke)*' - testing knowledge of proverbs.
- '*Khane mein .... daliya lena chahiye (lal/dal)*' - few say dal-daliya in villages, moreover it tests usage.
- 15 marks for only reading instead of 8 marks.
- No passage to test reading comprehension,
- Arithmetic portion also defective.

It is claimed that the first two TPs were simple because they were prepared for those who were studying/completed P-I and P-II. Only parallel TPs should be constructed to test whether the learners have acquired NLM competencies. The primer learners are studying, is not relevant.

### 18. Test Administration

Used 28 TAs from the same district but supervised by agency's core team consisting of 4 persons. The evaluation team did good rapport building by joining the learners in singing before undertaking the testing. Proxy learners were checked with the help of list provide by ZSS and school authorities.

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

- The supervision and monitoring weak specially in remote areas. MIS not in operation in some of the Blocks. A core monitoring group may be formed at ZSS level.
- Joyful reading material may be introduced, vocational component and income generating activities may be included in the curriculum.
- Re current and competency base training is necessary.

## Social Impact

On the basis of responses gathered from a number of interview schedules alone, the main impacts narrated in vague terms are:

1. Increased demand for education sensitivity towards health hygiene, removal of social evils.
2. Can contact people engaged in various vocations in and around the village happy to be able to search for new vocations.
3. Personality development including 'finding new hopes and meaning in life and acquiring positive attitude towards life activities'.
4. Increased involvement in school, refinement in transationalai language/ open collective and social thinking'.
5. Awareness regarding environmental issues, political concern, improved method of farming, and so on and so forth.

## Findings

### 20. Attainment of NLM Norms:

*a By learners in the sample*

63.10%

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

26.72%

*c Testees turn out*

46.6%

*d Proxy learners*

14.6%

*e Method of calculating district success rate*

According to the Guidelines.

## Reasons for Low Attainment

- Inadequate and irregular supply of learning materials, insufficient training



of VTs, unsuitability of timing of classes, in mature VTs and lack of public support Shifting population was another cause. Only 15% of the sample learners had completed PHI.

## **District Literacy Scenario**

Target	2,19,604	
No. Qualified at	26.72%	58,678
Backlog	1,60,926	

## **Approved Budget**

No budgetary details given.

## **Comments on the Evaluation Report and Sugestions for Further Action by Name (if any)**

### **Strong Points**

1. TAs established good rapport before starting testing. They joined the learners in singing and learners were encouraged to narrate anecdotes.
2. Recording memorable incidents and difficulties faced gives a human touch to learner testing.

### **Weak Points**

1. Both Dave and Ghosh Committees and the Guidelines have recommended that learner evaluation should be simple intelligible and non threatening because one of its main objectives is to provide feedback to local organisers about the present status of the campaign. It means that the purpose of the report should be to communicate to ordinary mortals and not to threaten them. But unfortunately it exactly does that (and so the report of Rajsamand) by using profusely social science terminologies, jargons and long winded words. A few example may suffice:

- *A well designed programme of external evaluation of TLC must take into consideration the changing conceptual frame of literacy and the concerns that have surfaced over the years.*
  - *The target groups identified through survey are exposed to literacy intervention in phases. According to the programme viability and availability of human and material resources, TLC activities are planned. ( Sawai Madhopur was one phase campaign).*
  - Three objectives have been listed though essentially they are all the same - *The thrust, objectives of the study, specific objectives.*
  - *Role dimensions and role performance of different categories of functionaries.*
  - *Another important dimension in which the impact of TLC is visible relates to human resources development - there is gradual awakening among the learners to think critically. And all this because the learners replied that the VTs should receive remuneration, the literacy to continue, the books should be supplied on time, there should be a proper place for the centres.*
  - *Réfinement of transactional language.*
  - *Over 80 percent neo-literates consider 'that gaining sensitivity towards social dimensions of life is the significant gift of literacy intervention for them.*
2. Has used the term 'neo literates' for current learners, which causes lots of confusion in understanding the figures.
  3. Two TPs were defective and sub-standard (see comments under item 17). Hence all the 4 were not parallel.
  4. Used the term 'Universe' and 'sample' for both the learners and functionaries group, which were interviewed (see comments under item 15).
  5. Too elaborate description of routine field work and lecture from time to time has added to the thickness of the report, which runs into 5 closed typed pages.
  6. Ventured into the study of the 'social transformation' due to the TLC in a big way, the reported impacts are debatable and rather superficial. The Guidelines have clearly recommended not to mix the study of learner evaluation and social impact because the method of inquiry of both are different. Ghosh Committee has suggested that impact may be studied

after a year or more has elapsed and that one should adopt the household survey approach. But this agency undertook the impact study while the fire was still hot and adopted mono approach of using interview schedules. The interview schedule for learners had at least 55 questions including the sub-questions. It included such embarrassing questions as '*did you find difficulty with any lessons*'. Those close in touch with TLC know that the VTs, mainly teach only the lessons in the primers and since most of the VTs are school students, no discussions or others activities like singing, dramatisation, excursions takes place. But as a prototype interview schedules it put so many questions to the learners regarding discussions on various aspects of life and recreational and cultural activities, demonstration, visit to places and so on. It itself has mentioned that the turn out of testees was as low as 46.6 % (against 70%) because the weather was scorching hot. Then to subject the poor learners to answer 55 questions, probably after undertaking the test, may have amounted to mental torture.

7. Reports the status of primers completed and achievement only in percentages and omits the number of learners in each case. For example T3.8 shows that 71.1% of those who had completed PI and 85.5% of those who had completed P-II had attained the NLM Norms. Unless we know how many such learners were there in each case (5 or 500 ?) only percentages do not tell us much about our scheme of having three primers.

### **Action by NLM**

It is a technically weak report. Uses high flowing social science jargons with the result that the report has become unintelligible to the readers, particularly to the ZSS, for whom the evaluation reports are meant in particular.

It should undergo orientation training in conducting evaluation according to the Guidelines, before it takes up another assignment.

# 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
15-35	82,000	1,41,000	2,23,000

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
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. PII is a mix of both local and Hindi. But no gradual shift from local to standard. The shift was abrupt. Primers had 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. Reduced 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%

## **Reasons for high/low attainment**

- See comments.

## **Comments on the Evaluation Report and Sugegestions for Further Action by NLM (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 mat 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

### **Action by NLM**

On the whole evaluation has been done according the Guidelines through it is Pre-Guidelines evaluation.

Further evaluation work may be assigned to this agency.



## Sri Ganganagar

### Background

1. **Project Proposal approved by NLM**

October 1996

2. **Implementing Agency**

ZSS

3. **Door-to-door survey**

December 1996

4. **Identified non-literates**

Age Group	Male	Females	Total
15-35	86,641	1,38,467	2,25,000
			1,91,000 (effective)

5. **Enrolment**

1,82,000

6. **Teaching Started      Teaching Continued upto**

February 1997

Did not mention

7. **Date of External Evaluation**

June 1999

8. **Report Submitted**

August 1999

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

Not possible to calculate.

10. **Evaluating Agency**

MRG - New Delhi

**11. Appointed by**

NLM/ZSS

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

1. To study various activities including development of primers.
2. Learning outcomes.
3. Perception of public of the TLC.

**Methodology Adopted****13. The Universe**

P-II completers. (Explains that in a certain orientation workshop it was stated that even PII completers could be the universe. It was not stated in any of the workshops, an obvious case of misunderstanding. However as the number of P-III learners was 1,00,681, there is a difference of only 3,319).

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

1,04,000(54% of target)

**15. The sampling technique**

49 villages and 12 wards selected on proportionate random sampling basis.

**16. Size of Sample**

Planned: 6,000 or 5.8%; Actual: almost same (adequate)

**17. The Test Paper**

There are some persistent defects in the TP of this agency.

**Writing section:** Has allowed 6 marks out of 30 only for copying, **no marks should be allotted just for copying.** Has included fill in the gap exercise (can be used in reading - comprehension portion.) Has given 10 marks to letter writing instead of 15.

**Reading:** Has allotted 5 marks for reading simple words. **No marks should be allotted for reading simple words.**

- Instruction of Q2 is not quite correct.

- Has judged writing skill in understanding of poster Question.
- The reading passage is too long - 110 words. Should not be of more than 50 words.
- Has given 8 marks for reading, whereas it should be 8 or 4 or 2.

### 18. Test Administration

16 TAs were recruited - 12 from Jaipur and 4 from Ganganagar itself. Divided into 3 teams, each lead by agency staffs. Fieldwork was completed in 16 days, including interviewing around 700 persons. Coding and marking was done in Delhi.

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

- **E.B.:** Only description of usual activities. No assessment of effectiveness. Similarly has described training and administrative set-up in detail. No assessment of effectiveness of E.B. and training. But supervision has been studied in great detail and it shows that the supervision and monitoring of the centres was regular and done quite well.

## Social Impact

- Has studied the 'perception' of functionaries, village leaders, and learners about the campaign. Has simply asked questions and reported the responses, without probing or analysing the responses. Did not crosscheck any of the responses though in several cases secondary data was available. Some of the responses reported are:
  - a '78% said that TLC was *very successful*', (the district result was only 30%)
  - b '82% said learners have acquired the skill of 3Rs/ (off course they would, as this was the very purpose of the campaign.)
  - c '92% said that school enrolment has increased/ (did not check with the district education authorities.)
  - d '**89% said** that literacy has helped the learners to 'transact' money/ ( is

common knowledge that even the non-literates are quite capable ( counting money and simple everyday calculations.)

## Findings

### 20. Attainment of NLM Norms:

- a By learners in the sample*  
69.8%
- b By enrolment*  
37.3%
- c By total non-literates in the district i.e. by TARGET*  
30% (Minimum satisfactory pass percentage - 55% )
- d Testees turn out*  
96.2% (recommended 70%)
- e Proxy learners*  
3.8%
- f Method of calculating district success rate*  
According to the Guidelines, though has not used T2.

## Reasons for low attainment

- Frequent transfer of collector and block functionaries
- Cluster coordinator not active and supervision irregular.
- Low educational level of some VTs.

## District Literacy Scenario

Target	=	1,91,000
Qualified at	=	57,491
Backlog	=	1,33,509

## **Approved Budget**

Did not study budgetary in details.

## **Comments on the Evaluation Report and Sugeestions for Further Action by NLM (if any)**

### **Strong Points**

1. Has shown the time taken to study primers. P I was taught between February-July i.e. it took 6 months to complete it. Similarly II also took 6 months (to complete P III).
2. Has studied the sources of motivation of learners:
  - a 65% by VTs and schoolteachers.
  - b 21 % by village leaders.
  - c 38% by parents.
  - d 12% by spouses.
  - e 9% by self and friends.
3. Did quite a detail study of supervision and monitoring by interviewing more than 100 VTs. Found that supervision and monitoring was lacking on the whole, though some supervisors provided help to VTs in teaching and some even gave the learners test to judge their progress.

### **Weak Points**

1. The weakest point of this agency is its penchant for padding. Instead of presenting the main report in maximum 30 pages, it runs into 78 pages. As many as 15 pages were devoted to repeating the information given in the successive pages, long discourse on PLP (all suggestions given to ZSS already in the PLP Guidelines) and primary school programme, starting from the morning prayer. The guidelines suggest that only around 10 tables are enough to present useful and usable information of the campaign, but this agency has included 35 tables! It asked all sorts of questions to all sorts of respondents and just reported them in percentages. It did not pause

to think who will use the information and in what manner. A few such responses have been given under item 19, a few others are:

*Mean marks scored in reading, writing and arithmetic by different categories of learners, class interval wise in all the three skills by all category of learners. Mean marks obtained on each and every test item, mean mark obtained occupation wise. Profile of learner's occupation wise and so on and so forth.*

But unfortunately it missed the most important tables/annexes:

- a District background data page.
- b T5 of the (Guidelines) - achievement by primer completed.
- c T3 (Guidelines) showing the SE.
- d T3 (Guidelines) - reporting the district result (to report the district result it has used annex B which, shows the method of calculating the achievement as given in T2)

There is a saying that '*too much knowledge is a dangerous thing*'. It will be worth its while that this good agency remembers this maxim and presents only useful information.

2. Uses below standard test papers in all its evaluations. The drawback has been explained to the agency personally.
3. Has taken the universe P-II completers instead of 'P-III learners'.
4. Still confuses the term 'current learners' and 'P-III learners', though the difference has been communicated to it
5. Has interviewed 895 persons (functionaries, parents, learners) asking their suggestions for improving the campaign. Has reported them in a manner that either they are vague or the agency did not probe further to find out how practical they are for NLM/ZSS to use the suggestion to improve the programme. On the whole it appears to be an exercise in futility. Here are a few examples:-
  1. TLC should be continuous and activated, (rather vague)
  2. People's representative should give cooperation, (this is a well-known fact)
  3. VTs should be educated, trained and hard working, (vague)

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4. Neo-literates should be directed towards vocation/jobs. (How?)
5. Government should give higher budget and motivated to become literates grants in time, (meaning not clear). Budget is so high that most districts show unspent balance in lakhs.
6. VTs should teach learners in an easy way. (vague)

Almost all the 22 suggestions given are either vague or difficult to adopt by the ZSS.

### **Action by NLM**

Technically it is such a weak evaluation that it should undergo training in evaluation of districts according to the Guidelines, before it takes up another assignment.

# Tonk

## Background

1. **Project Proposal approved by NLM**

August 1993

2. **Implementing Agency**

ZSS-NLM

3. **Door-to-door survey**

June 1993

4. **Identified non-literates**

Age Group	Male	Females	Total
9-40	Not given	Not given	2,56,000
			2,00,000 (after migration)

5. **Enrolment**

1,60,000

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

June 1994

September 1995

7. **Date of External Evaluation**

September 1995

8. **Report Submitted**

January 1996

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

15 months.



**10. Evaluating Agency**

Mushtaq Ahmed Chairman, NIAE,  
New Delhi.

**11. Appointed by**

ZSS-NLM

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

Not stated, but learner evaluation.

## **Methodology Adopted**

**13. The Universe**

P-III learners.

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

1,11,000

**15. The sampling technique**

One stage proportionate stratified random sampling. Village last unit of sample, from each Block 2 contingent villages were also randomly selected. (It was reported that due to heavy rains some areas have become impassable). The TAs were asked to first establish rapport before starting testing. But this always did not happen because of the milling crowd. However the TAs moved among them, encouraged them and provided required help.

**16. Size of Sample**

Planned: 7%; Actual: 5.4%

**17. The Test Paper**

Two sets of TPs of equal difficulty on the Guidelines model TP.

**18. Test Administration**

22 TAs including the project director were selected from other districts of Rajasthan. Three persons functioned as supervisors. The project director remained in the field throughout. Testing was done in school buildings. At

places it proved difficult to check proxy learners because of the milling crowd.

19. Assessment of Inputs/Social Impact, if any

- **Organisation:** 80% VTs were school students. Quite a number of them kept on changing because of promotion to higher classes or leaving the village to join other schools. As many as 3000 trained VTs migrated to other schools. One teacher was made responsible for 5 villages. They faced conveyance and time problems to carry on supervision effectively.
- **Training:** Unsatisfactory as usual. The VTs could not recall what they had learnt during training. Just a few reported '*IPCL paddhiti se parhana hai*'. But did not have a clue what the '*paddhiti*' was. They taught as they had learnt - recognition of the letters. But the outcome was not bad. The learners found it easier to read PI, once they had mastered the recognition of the letters. The exercises and Ts were left blank as is generally the case.
- **E.B. :** In addition to the usual EB activities a few new ones were introduced like '*teacher drama team*', in which school teachers undertook to enact literacy dramas, char-bait (it is a sort of Kawwali), Akhar Bhaama. It seems that the EB activities did have some effect on learner motivation. However calling the learners to the centres still remained the burden of the VTs.
- **The Primers:** P-I can be said that it was to some extent district specific because there was a lesson about the river Banas and another about Namda making, a cottage industry. But the rudimentary information is hardly of any value to the learners. Advises the poor hard working labourers to give up the main relaxation they have - *smoking biri*. The content of lessons is generally moralistic and un-useable advises. No lesson for pleasure of reading. They start from the local language and then switch over to Hindi. But the switch over is unsystematic. The format of P-II is non appealing. The print lines run from margin to margin, ignoring the principle of white space.

## Findings

### 20. Attainment of NLM Norms:

*a By learners in the sample*

58.5%

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

32,4%

*c Testees turn out*

76%

*d Proxy learners*

13%

*e Method of calculating district success rate*

Has reported the district result as 15.8% because the method of pre-guidelines evaluation was different; calculated according the Guidelines: No. qualified at  $58.5/100 \times 1,11,000 = 64,935$  which is 32.4% of target ie 2,000,000.

## Reasons for low attainment

- School teachers got busy in preparing voters list for the panchayat and municipal elections. Then came the terminal exams. Torrential rains and change of Collector. It was the fourth Collector at the time of the evaluation

## District literacy scenario

Target	2,00,000
No. Qualified at 32.4%	64,800
Backlog	1,35,200

## Approved Budget

No budgetary details given.

## **Comments on the Evaluation Report and Sugegestions for Further Action by NLM (if any)**

### **Strong Points**

1. Though this was a pre-Guidelines evaluation, the evaluation process followed was according to the Guidelines. (Following Dave Committee report)
2. Has examined the effectiveness of the inputs critically.
3. Has drawn all TAs from outside the district. The project director remained in the field through out
4. Has worked out the SE and has frankly admitted that the difference between the two sub samples was significant. The main reason seems to be the error committed by the team members in controlling the testing situation and marking the TPs.
5. Has studied the reasons of absenteeism of learners from the test and shows that the reasons were genuine. There was no willful absenteeism.

### **Weak Points**

1. Has not given the sex break-up of surveyed learners.
2. Though the objective of the evaluation was learner evaluation has omitted to state it.

# Udaipur

## Background

**1. Project Proposal approved by NLM**

March 1994

**2. Implementing Agency**

ZSS

**3. Door-to-door survey**

May 1994

**4. Identified non-literate**

Age Group	Male	Females	Total
9-40	2,08,585	4,47,027	5,55,662

**5. Enrolment**

4,94,451

**6. Teaching Started**

October 1994

**Teaching Continued upto**

October 1997 (exact date not given)

**7. Date of External Evaluation**

January 1998

**8. Report Submitted**

June 1998

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

36 months

**10. Evaluating Agency**

Himalayan Region study and Research Institute, Delhi.

Project Director: Dr. G.D. Bhatt.

**11. Appointed by**

ZSS/NLM

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

- Learner evaluation.
- Impact of TLC on other aspects of life.

**Methodology Adopted****13. The Universe**

Does not specify. From different tables it appears that the Universe was the current learners.

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

Treats all enrolled learners i.e. 4,94,451 as 'current learners', which is not technically correct. 'Current learners' should have been the learners attending the centres at the time of evaluation.

**15. The sampling technique**

The description of sampling given on page 22 is confusing. There is also no table showing the villages/wards selected from each block and the number of learners selected from each. It seems that all the blocks were grouped in 5 sectors and the number of villages listed in each group of Blocks, a number of villages were randomly selected to give ultimately a total number of 12,282 learners. A total no of 72 villages/wards emerged as the sample units.

**16. Size of Sample**

Planned: 12,282 (instead of 10,000); Actual: 8,737

**17. The Test Paper According to the Guidelines.****18. Test Administration**

The project director and two staff members of the Institute remained in the

field throughout to supervise and guide test administration. 15 highly qualified TAs were engaged by the agency from outside the district

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

- Has devoted about 9 full pages to the description of administrative structure, training programmes and preparation of materials. Has included in the description such obvious aspects of the primers as PI and PII cover all the Devanagiri alphabets (meaning letters) and matras, arithmetic portion has the four fundamental rules. One can just open the primers and see the coverage oneself. Does not make an assessment of the inputs.

## **Social Impact**

Has deplored that most evaluations study only learner achievement and not *development impact* of the campaign. However this is what the Guidelines has strongly recommended because the 'social impact study' becomes rather superficial if the two are mixed. Has reported several 'development impact but without supportive data or convincing examples. Some are rather vague, like *'the people are now discussing freely about their programmes and organising themselves in a better co-ordinated way to take up rural development project'*. The number of female learners in the centres are naturally more than male learners, but has listed it as 'development impact. Student VTs taught well - this is also a 'development impact. The DC received a good number of letters from the learners, demanding for development work in their area, such letters are usually dictated by the VTs and are at best an example of 'uses of literacy'. Most of the impact enumerated are on similar lines. Says that there was a tremendous increase in school enrolment. Has done well to give supportive figures which show that in class I-V there was an increase of 395 students from 1995 to 1996, from 1996 to 1997 the increase was 12,518 and from 1997 to 1998, 11,298. But has not shown whether this was an increase due to special enrolment drive by primary education authorities or due to the campaign. This is why the Guidelines has warned not to mix the two studies.

## Findings

### 20. Attainment of NLM Norms:

- a By learners in the sample*  
79.5%
- b By total non-literates in the district i.e. by TARGET*  
60.5%
- c Testees turn out*  
71%
- d Proxy learners*  
14%
- e Method of calculating district success rate*  
According to the Guidelines

## Reasons for high attainment

- Committed leadership with an effective Core Group.
- The Block level and village level committees met regularly to check the progress. Active participation of voluntary agencies, massive E.B. activities taken up as a regular feature throughout the campaign. Timely supply of reading materials.

## District literacy scenario

Target	5,55,662
No. Qualified at %	3,36,175
Backlog	2,19,487

## Approved Budget

No budgetary details given.



## **Comments on the Evaluation Report and Sugegestions for Further Action by NLM (if any)**

1. The format of the report including the visuals are attractive.
2. Has adopted the evaluation process as recommended in the Guidelines.
3. The project director himself with two other faculty members remained in the field throughout. All TAs were highly qualified and were from outside the district.

### **Weak Points**

1. Has used about 6 pages in the description of the profile of each and every Block-showing the total area, tanks and dams, rainfall, climate, crop, number of primary and secondary schools and so on. Has not shown the relationship or the relevance of such information on teaching/learning or 'development impact'<sup>7</sup>.
2. Has used another 9 full pages only in the description of the inputs (E.B., training, materials etc) without making any attempt to assess their usefulness. Specially that of the 'News letter', 'which was meant to provide guidance and serve as an interesting reading materials for the learners'. Since almost all ZSS do it, it would have been useful to find out to what extent it served its purpose.
3. Has not provided any supportive data or reliable examples of the numerous social/development impact of the TLC. A study of social/development impact of TLC is a different kettle of fish. This is why the Guidelines have warned not to mix impact study with learner evaluation. At best the social impact of the campaign, claimed by the district, may be reported.
4. Treated 'current learners' as 'enrolled learners'. This seems a serious pitfall. Enrolled learners were those at the beginning of the start of teaching. The same number continued attending the classes even after 3 years, does not seem probable. The evaluator should have tried to find out the number of learners, 'attending' the centres at-the time of evaluation. Then the 'universe' could have been that number and not the learners who were enrolled 3 years back. If the number of learners was less, as most probably it would have been, then the reported district result would be proportionately less than reported by the agency.

### Action by NLM

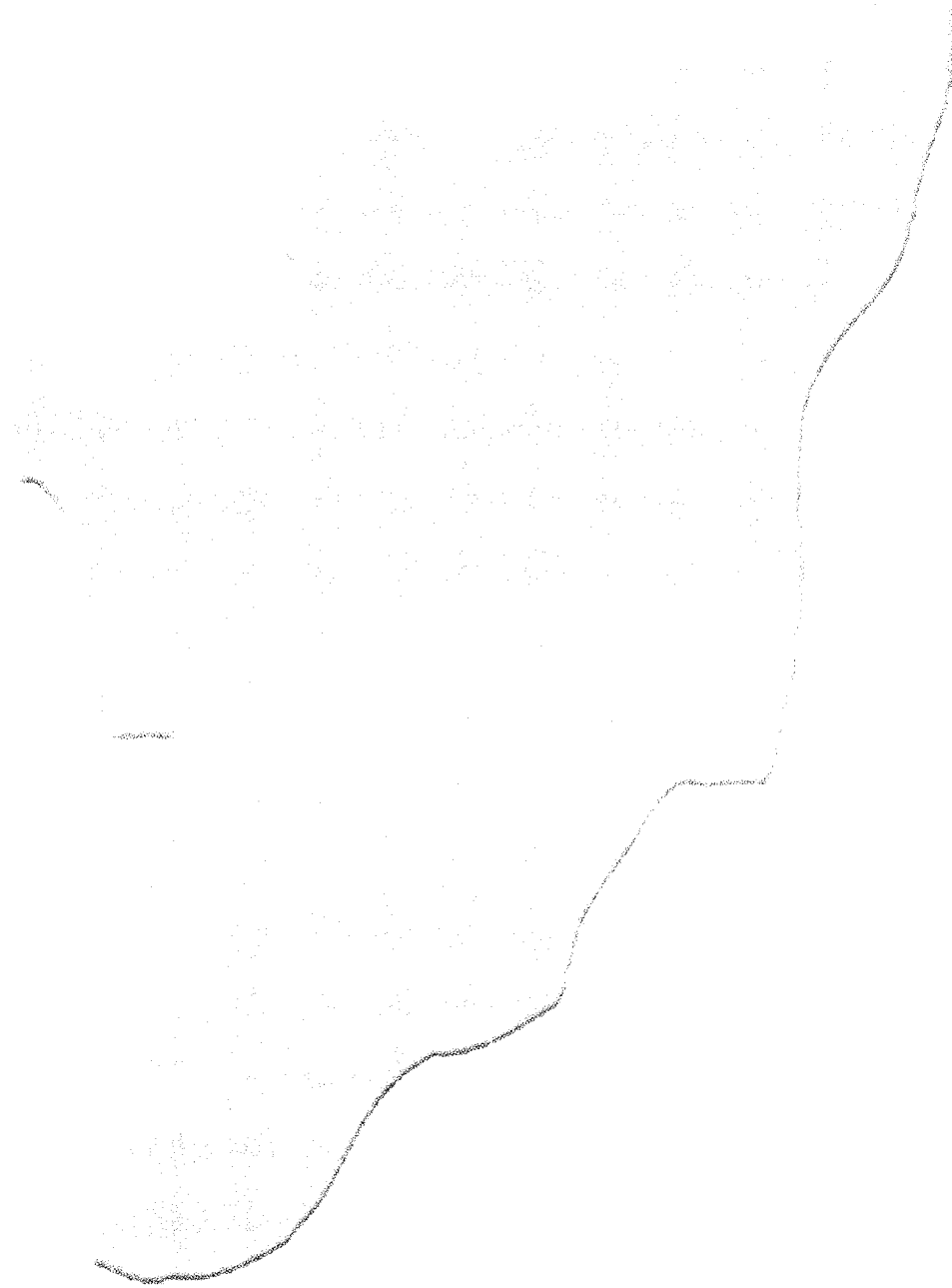
On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Misinterpretation of 'Universe'
- Padding of the report with unnecessary data.
- Using the term current learner instead of P-III learner.
- It was expected to study social effect of the campaign. It clamis to have notices tremendous social effects of the campaign, but has not given any supporting data.

Further evaluation work may be assigned to the agency.



# Tamil Nadu



External Evaluation Reports of Total Literacy Campaign in India

## 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**

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 (Same as enrolled)

**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) (inadequate)

**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 PHI and 50% had done the exercises.

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

## **Comments on the Evaluation Report and Sugegestions for Further Action by NLM (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 meager 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.



## External Evaluation Reports of Total Literacy Campaign in India

### Action by NLM

Institute of Social and Economic change, Bangalore is not an empanelled agency.  
and it is technically a weak evaluation.

# Kamarajar

## Literacy Campaign

The literacy campaign for this district was sanctioned by NLM in March 1991. The proposed target was 2.40 lakh non-literates in the age-group 15-35. The major objectives of the literacy campaign were the following:

1. To enable the learners to achieve self reliance in literacy and numeracy
2. To make them aware of the causes of their deprivation and to enable them to move towards amelioration of their conditions through organisations and participation in the process of development
3. To enable learners to acquire skills to improve their economic status and general well being

## External Evaluation

The External Evaluation campaign was conducted by Madras Institute of Development Studies, Gandhi Nagar, Madras. The evaluation objectives were as follows:

1. To what extent the LC were well planned
2. To what extent the learning outcome was achieved in different sections of the society
3. To what extent the other dimensions of the programme like functionality and awareness were achieved
4. To what extent the qualitative and quantitative objectives of LC were achieved.

## Methodology

Keeping in view the objective of the study the evaluation was done taking representative sample from each region.

## **Literacy Outcome**

Literacy campaign in the Kamaraja District has progressed satisfactorily with a success rate of 87.2% per cent. Their levels were assessed to be different with regards to Reading Writing and Numeracy.

1. The highest percentage of learners who scored 'good' was 78.24 and the lowest was 14.12.

## **Awareness**

1. As far as the Integrated Rural Development Programme is concerned, only 3.64% of the sample learners in the rural areas knew about it and 1.82% have resorted to some action.
2. In the urban areas, only 6.66 % have heard about it and 1.67% have followed it up in action.

## **Conclusions and Suggestions**

Literacy Campaign in Kamarajar has progressed satisfactorily.

By and large, there were enough volunteers in the district who also tried to cover functionality and awareness dimensions of literacy campaign.

Literacy work will have to be in the direction of better awareness for all development schemes for the economic development of the adult learners.

In the literacy programme, there was a predominance of women learners and volunteers thereby indicating the achievement of the ideal of equality of opportunity.

The training of the volunteers should also cover greater involvement of the workers from development departments.

At the post literacy stage attention should be given to the areas where learners have performed well so that their further desired for learning is satisfied.

There is a need for further strengthening of the monitoring system of the learning outcome with the involvement of the village leaders and the social activists.

Monetary incentives to the volunteers and learners will enable the whole programme to function better.

With regards to the imbibing the values of national integration, conservation of environment, women's equality and small family norms, the survey reveals that to a large extent the above mentioned awareness dimensions has been achieved.

## **Observation**

This is a pre-guidelines evaluation by a non-empanelled agency.

## **Kanya Kumari**

The literacy campaign for Kanyakumari was sanctioned by the NLMA in August 1991. The number of learners identified through survey was 1.01 lakh against in the age-group 9-45.

1. To enable the learners to achieve self reliance in literacy and numeracy
2. To make them aware of the causes of their deprivation and to enable them to move towards amelioration of their conditions through organisation and participation in the process of development
3. To enable learners to acquire skills to improve their economic status and general well being

### **External Evaluation**

The External Evaluation of this campaign was conducted by Madras Institute of Development Studies, Gandhi Nagar, Madras in 1992.

1. To what extent the LC were well planned,
2. To what extent the learning outcome was achieved in different sections of the society,
3. To what extent the other dimensions of the programme like functionality and awareness were achieved,
4. To what extent the qualitative and quantitative objectives of LC were achieved.

### **Methodology**

Keeping in view the objective of the study, the evaluation was done taking representative sample from each region. A sample of 60 learners covering all the regional units were interviewed with the help of an interview schedule.

The evaluation outcome was scaled on 4 grades i.e. good (60% and above marks), Fair (40-50% marks), Poor (20 to 39% marks) and quite ignorant (below 20% marks)

## Literacy Outcome

Literacy campaign in Kanya Kumari district has progressed satisfactorily with a success rate of 88.2%. Their levels were assessed to be different with regards to Reading Writing and Numeracy.

1. The highest percentage of learners who scored good was 95.0% and the lowest was 20.0%

## Awareness

Questions were also incorporated with regards to general awareness covering schemes like IRDP, JWT, NRY, DWACRA etc. as well as other issues such as advantages of small families, small savings, need for growing more tree etc. The general awareness as assessed on the above points was found to be satisfactory. However, with regards to functionality, very little has been accomplished in the district as is evidenced by the fact that nobody has been able to take new occupation or trade giving them some additional income.

## Conclusions and Suggestions

Literacy Campaign in Kanya Kumari has progressed satisfactorily and the over all literacy rate of 88.2% in the target of group of population was achieved.

The literacy campaign has met with a great deal of success as it is credited with the absence of drop out to any significant extent and the regularity of attendance.

By and large, there were enough volunteers in the district who also tried to cover functionality and awareness dimensions of literacy campaign.

The survey has been conducted by the literacy campaign to know the number of learners in the age-group 15-35.

## External Evaluation Reports of Total Literacy Campaign in India

However, this type of survey without identifying the socio-economic diversity in the learners will not provide anything for further analysis.

### **Observation**

This is a pre-guidelines evaluation done by an un-empanelled agency.

# Madurai

The campaign was approved by NLMA in October 1991 and the target 3.17 lakh learners in the age-group 15-35, out of whom 2.65 lakh learners were enrolled.

## External Evaluation

The External Evaluation of this literacy campaign was conducted by Madras Institute of Development Studies, Madras in March, 1993. The study was conducted with the following objectives:

1. Whether the learners have achieved self reliance in literacy and numeracy?
2. Have they become aware of the causes of their deprivation and moving towards amelioration of their conditions through organisation and participation in the process of development?
3. Have they acquired skill to improve their economic status and general well being?
4. Have they imbibed the value of national integration, conservation of environment, women's equality and observations of small family norms etc.?

## Sample

The attempt was made to select the sample from 29 regional units consisting of all panchayats and municipalities in the District.

## Assessment of the Learning Outcome

Test Paper not according to Dave Committee report.

## Assessment of the Learning Outcome

Similar as in case of Kanya Kumari.



## **Conclusions**

The centres were by and large of the same size of 10 learners per volunteer. The results of the campaign i.e. 94% achievement is a wonderful gain.

The unique feature that was noticed in the Madurai district was that efforts were made to bring to the attention of the learners about the activities of 21 development departments and the benefits that could be expected from them.

There was also a good system of monitoring which enabled the Collector of the District to know about the progress of the enrolment in each block.

## **Observation**

This is a Pre-Guidelines evaluation done by an un empanelled agency.

# North Arcot Ambedkar

## The External Evaluation

The External Evaluation of this literacy campaign was conducted by Madras Institute of Development Studies, Gandhinagar, Madras in two phases. The evaluation of the first phase was done in January 1993. It was noticed that all the 3 primers were not completed in all the Panchayat unions and Municipalities. So the second evaluation was proposed to be done in August - September 1993, when all the primers were completed by the learners.

## Methodology

The evaluation was conducted on a sample of learners. In order to cover all the regions, the learners were selected from all the 30 regional units in the district at the rate of one learner per 1000.

## Evaluation Tools

No description of the test paper used.

## Evaluation Outcome

**Reasons for not Joining the Schools in Younger Days :** 48.91% of the learners reported that they did not join the school because of poverty in their family, 26.96% reported that their parents did not allow them to go to school, while the rest of the learners reported ignorance, baby care, fear of teachers, engagement in some work, immigration, child marriage, sickness etc. for not joining the school.

## Literacy Outcome

1. Literacy level of 90% of the sample learners was assessed to be above the standards envisaged by NLM. Did not mention of NLM standard.

## **Awareness**

Become aware of the causes of their deprivation and to promote in them the urge to become united and resort to steps for ameliorating their conditions.(Quotation for NLM Document)

Similar in other evaluations.

## **Suggestions**

EEA has suggested the following measure to improve this programme:

1. Early launching of post literacy campaign in the District
2. Extension of teaching period from 6 months to one year
3. Linking post literacy stage with development scheme
4. Provision of remedial measures for 31,200 learners who were not able to reach the NLM norms and taking of mopping up Campaign for 1,54,000 non-literates who could not join the literacy classes.

## **Observation**

This is a pre-Guidelines evaluation done by an un empanelled agency.

# Sivaganga

The literacy campaign for Shivaganga district was approved by the NLMA in March 1991 for a total target of 1.07 lakh learners in the age-group 15-35.

## External Evaluation

The External Evaluation of the literacy campaign was conducted by Department of Education, Centre for Continuing Education and Extension, Alagappa University, Karaikudi.

1. To find out the learning level of neo-literates in reading, writing and numeracy.
2. To assess the learning outcome of the neo-literates in reading, writing and numerical abilities on the basis of certain demographic variables.
3. To provide suggestions for effective implementation of a post literacy campaign in the district on the basis of the findings of the study.

The evaluation was conducted on the basis of a sample of neo-literates, randomly selected with literacy centres as basic unit and all the learners in the sample literacy centres were tested.

## Evaluation Tools

Test paper has not been described or enclosed. It seems to be according to the Dave Committee.

## Evaluation Outcomes

The Literacy Outcome

Out of 520 sample neo-literates, 430 attained the NLM norms of literacy, providing a total success rate of 82.69% .

## Findings

On the basis of the above data, it was found that PMT Sivaganga district has

## External Evaluation Reports of Total Literacy Campaign in India

achieved a significant success in implementing literacy campaign in the district. It is largely attributed to the well knit organisational structure under the Presidentship of the district collector.

Every attempt may be made to give needed attention in the literacy attainment of the women at the post literacy stage.

The present study reveal that SC learners lagged behind in reading and numerical skills.

The study indicates that the performance of learners with proper physical facilities in the learning centres at the public places was higher then those who were learning on the street. Therefore, proper arrangements should be made for the learning centres in this district.

The external evaluation agency has recommended immediate launching of the post literacy campaign in the district so that the learners may not relapse into non-literacy again.

### **Observation**

This is a pre-Guidelines evaluation done by an un empanelled agency.

# Pasumpon

Literacy for Pasumpon district was approved by NLMA in March 1991 and was launched in April 1991. The target was to provide functional literacy to 1.07 lakh learners in the age group 15-35. The campaign was able to enrol 0.90 lakh learners. The major objectives of the literacy campaign were the following:

1. To enable the learners to achieve self reliance in literacy and numeracy.
2. To make them aware of the causes of their deprivation and to enable them to move towards amelioration of their conditions through organisation and participation in the process of development.
3. To enable learners to acquire skills to improve their economic status and general well being.

## External Evaluation

The External Evaluation of this campaign was conducted by Madras Institute of Development Studies. The evaluation objectives were as follows:

1. To what extent the LC were well planned.
2. To what extent the learning outcome was achieved in different sections of the society.
3. To what extent the other dimensions of the programme like functionality and awareness were achieved.
4. To what extent the qualitative and quantitative objectives of the literacy campaign were achieved.

## Methodology

Representative sample was taken from each region. A sample of 135 learners covering all the regional units were interviewed..

## External Evaluation Reports of Total Literacy Campaign in India

The evaluation outcome was scaled on 4 grades i.e. good (60% and above marks), Fair (40-50% marks), Poor (20 to 39% marks) and quite ignorant (below 20% marks). (Same as in its other evaluations. Not according to Dave Committee report.)

### **Literacy Outcome**

1. The highest percentage of learners who scored as 'good' was 43.7% and the lowest was 28.1%
2. The highest percentage of learners who secured fair was 60 and the lowest was 43.

### **Awareness**

The general awareness as was assessed was satisfactory. However, with regards to functionality, very little has been accomplished as is evidenced by the fact that no body has been able to take to a new occupation or trade, giving them some additional income.

### **Conclusions and Suggestions**

The Campaign has progressed satisfactorily and the over all literacy rate of 85.7% in the target of group of population as stated in the guidelines for project formulation, Govt, of India has been achieved.

However, awareness aspect has been achieved to a limited extent. But the functionality dimensions has not at all been achieved.

Literacy work will have to be in the direction of better awareness for all development schemes for economic development of the adult learners.

In the literacy programme, there was a predominance of women learners and volunteers thereby indicating the achievement of the ideal of equality of opportunity.

Conclusion and suggestions as in other evaluations reports of the agency.

### **Observation**

This is a pre-guidelines evaluation done by an un empanelled agency.

# Pudukottai

The literacy campaign for this district was sanctioned by NLMA in June 1991. The proposed target of the campaign was 2.30 lakh learners in the age-group 9-45. The effective enrolment was 4.45 lakh.

## External Evaluation

The External Evaluation of this campaign was conducted by Madras Institute of Development Studies. The evaluation studies looked at the entire programme of the LC in the district right from the stage of planning upto implementation and evaluation. The evaluation objectives were as in all the reports the agency.

## Methodology

Keeping in view the objective of the study, the evaluation was done taking representative sample from each region. A sample of 156 learners covering all the regional units were interviewed.

The evaluation outcome was scaled on 4 grades i.e. good (60% and above marks), Fair (40-50% marks), Poor (20 to 39% marks) and quite ignorant (below 20% marks) (Did not follow the Dave Committee Report)

## Literacy Outcome

1. The highest percentage of learners who scored 'good' was 49% and the lowest was 44%.

## Awareness and Functionality

(Similar as in other Report)

(Word by word the same as in Pasumpon Evaluation Report).



## **Observation**

This is a pre-guidelines evaluation done by an un-empanelled agency.

# South Arcot

## Literacy Campaign

The campaign was launched in June-August 1991 to cover four surrounding blocks of the University. The Target of the campaign was to provide functional literacy to all non-literates in the age-group 15-35. The literacy campaign in this district was implemented by Annamalai University.

## External Evaluation

The external evaluation of this campaign was conducted by the Madras Institute of Development Studies, Madras with the following objectives:

1. To evaluate the mass literacy campaign which has been conducted by Annamalai University
2. To investigate the various socio-economic factors that were responsible for motivation of the learners
3. To assess the approach for mass literacy campaign adopted by the University.

## Data Source and Sampling Procedure

The data was generated through a socio-economic survey which was carried out in 4 blocks of Chidambaram area of South Arcot district.

For assessment of the literacy achievement of the learners, 5% sample of the population was chosen by adopting random sampling method.

## Evaluation Outcome

Questionnaire in literacy (reading, writing -and numeracy) was administered on the sample of learners and the achievements were classified in three levels.

The TP did not follow even Dave Committee Report.

## **Awareness Aspects**

The literacy campaign equally achieved its objectives like functional literacy and awareness. Honest efforts were made by the volunteers, specially science and the students of arts faculties to make the programme a success in the agricultural sector.

## **Suggestions**

1. Functionality dimensions in literacy which have not been largely achieved in the literacy campaign may be accelerated during the post literacy campaign.
2. The post literacy campaign should stress upon the contents like cooperative action, upliftment of agriculture, animal husbandry, credit and savings etc. It should be linked with health related activities and other development activities being carried out in the district.
3. Greater care should be taken in selecting the reading material for JSNS
4. The duration of the literacy programme may be increased from, the present six months to one year.
5. Adequate arrangements should be made for those learners who require some help to reach the NLM norms.

## **Observation**

This is a pre-guidelines evaluation. The venue of the evaluation agency not given.

# 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-ffl.

**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, where as says on p 10 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 calculate (62.3%)

*d Testees turn out*

Not given and not possible to calculate as P-III 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 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.

## Comments on the Evaluation Report and Suggestions for Further Action by NLM (if any)

### Strong Points

1. Gives No. of learners completing different primers:

No. of learner enrolled 2,99,933

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No. of learner completed P-I	2,90,821
No. of learner completed P-II	2,61,697
No. of learner completed P-III	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.

### 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 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

Technically it is a weak evaluation. The agency should undergo orientation course in the methods of evaluation according to the Guidelines before it takes up another assignment.

# 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**

June 1994

**Teaching Continued upto**

July 1995, plus 5 more months

**7. Date of External Evaluation**

January 1997

**8. Report Submitted**

June 1997

**9. Period of teaching**

18 months ( envisaged 9 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 low attainment

Gives a long list of the strengths and weaknesses of the campaign on PI8. 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 Sugegestions for Further Action by NLM (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.
3. P-III learners formed the last unit of sample instead of village.

### **Action by NLM**

Shouls undergo orientation training before taking up another assignment.

# Tirunelveli - Kottabomm

The literacy campaign project for Tirunelveli was sanctioned by the NLMA in October 1991 and was launched in November, 1991. The proposed coverage was 2.80 lakh learners in the age-group 15-35.

## External Evaluation

The External Evaluation of this campaign was conducted by Madras Institute of Development Studies. The entire programme of the literacy in the district, right from the stage of planning upto implementation and evaluation was looked into. The evaluation objectives were as follows:

1. To what extent the LC were well planned?
2. To what extent the learning outcome was achieved in different sections of the society?
3. To what extent the other dimensions of the programme like functionality and awareness were achieved?
4. To what extent the qualitative and quantitative objectives of LC were achieved?

## Methodology

Keeping in view the objective of the study, the evaluation was done taking representative sample from each region. A sample of 183 learners were interviewed.

The evaluation outcome was measured on 4 grades i.e. good (60% and above marks), Fair (40-50% marks), poor (20 to 39% marks) and Quite ignorant (below 20% marks).

## Literacy Outcome

1. The highest percentage of learners who scored good was 81.97 and the lowest was 2.19

## **Awareness**

Questions were also incorporated with regards to the general awareness covering schemes like IRDP, JWT, NRY, DWACRA etc. as well as other issues such as small savings, need for growing more trees etc. The general awareness as assessed on the above points was found to be satisfactory. However, with regards to functionality, very little has been accomplished in the district as is evidenced by the fact that nobody has been able to take to a new occupation or trade giving them some additional income.

(Similar as in other evaluations).

## **Conclusions and Suggestions**

Almost word by word the same as in other reports of the agency.

## **Observation**

This is a pre-guidelines evaluation done by an un-empanelled agency.

# Uttar Pradesh



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## Agra

The Literacy Campaign in Agra was approved by NLMA in November, 1992 to provide literacy to 4,21,760 non-literate in the age group 15-40.

The literacy work in Agra was completed in two phases (Phase-I in October 1993 and Phase-II, in January 1994). Out of 4,21,760 learners, the ZSS was able to enrol as many as 3,77,000 learners in the literacy classes.

### **The External Evaluation**

An External Evaluation Team was nominated by NLMA for evaluation of the Literacy Campaign with 3 members; namely, Shri Mushtaq Ahmed, Director SRC, Lucknow, Prof. Rajeshwar Parsad Director, Institute of Social Sciences, Agra University, and Shri R.S. Mathur, Additional Director, DAE, New Delhi. This team conducted evaluation in two phases i.e. in October 1993 and January 1994.

#### **Phase-1**

In the first phase, Evaluation was conducted for 5 Blocks comprising 271 villages and the urban areas with the total population of 89,026 learners. For selection of the sample learners, a block wise list of villages was prepared and the villages having largest number of learners were identified and 19 sample villages were selected on random basis.

Test paper was prepared with the help of SRC, Lucknow. This evaluation showed a success rate of 71% of learners achieving the NLM norms.

#### **Phase-II**

##### **The Sample**

In Phase II, multi-stage sampling procedure was adopted by the EET. In the successive stages, on the basis of random selection procedure, 30 Naya

Panchayats were selected out of 62 and then sample villages were selected.

## **Test Paper and Test Administration**

The Test Paper was prepared in Hindi and Urdu by the SRC, Lucknow on the basis of the Dave Committee Report providing 40% weightage to reading, 30% to writing and 30% to numeracy. Five different but parallel test papers were prepared in both the languages. The cut-off point for declaring successful candidates was taken as scoring of 70% of marks in aggregate and 50% marks each in reading, writing and numeracy abilities by the learners.

## **Achievement of the Learners in Literacy**

1. 5613 out of 8,011 sample learners achieved the NLM norms of literacy providing a success rate of 70.06%.
2. Urban areas performed better with 75.30% success in comparison to the rural areas. Factors contributing to the better performance in the urban areas were the contribution of local educational institutions and better response of minority community groups in these areas.

The overall success rate of 70.06% indicate that district has done well.

## **Contributory factors for the success for LC**

1. Effective and successive environment building, holding of Shiksha Jagran Shapath at almost all the sub-divisions of the district, effective cultural performance by the local Jathas, involving local youths, girls, members of the Yuvak mandals, Mahila mandal etc. intensive use of video vans, organisation of Saksharta rallies, regular appeals through a Hindi daily to all sections of the society.
2. Adoption of a workable monitoring system with BDOs as its incharge, who called weekly meetings to supervise the monitoring system and the feedback.
3. Publication of monthly Newsletter entitled 'Jyotsana Sandesh'.



## External Evaluation Reports of Total Literacy Campaign in India

4. Receiving greater cooperation from various voluntary organisations such as All India Women Conference (Agra Branch), Muslim Organisations in the area and the cooperation of Muslim girls and older educated women, who regarded LC as a mission of their life and wanted it to be successful.
5. Selection of qualified volunteers who were faithful to work for communal harmony, the social upliftment and national integration.
6. Systematic, regular and effective interaction of Chairman, Secretary and core-group members of ZSS with Panchayat leaders and village committees.
7. Deep involvement of minority educational institutions, voluntary organisations, artisans, craftsmen, leather workers etc. in literacy work.

### **Observation**

Since this is pre-Guidelines evaluation, instead of working out the target success rate only sample success rate has been worked out.

# Almora

Almora District is divided into 14 Blocks comprising 3,000 villages. The learners were spread in big and small villages and hamlets. Some of these are so small as to have only four to six learners and located on different hills, making this District a difficult approachable area for workers as well as for the organisers.

LC in Almora was sanctioned by NLMA in October, 1992, with an initial target of 1,16,000 learners, out of which the literacy campaign was able to enrol 1,06,000 learners. The target age-group was 15-35.

## External Evaluation

External Evaluation of this District was done by an External Evaluation Team under the leadership of Sh. Mushtaq Ahmed, Director, SRC, Lucknow, supported by the team of workers from J.M.I New Delhi. A team of evaluators from amongst the students of Kumaun University and some local people provided general support.

## Methodology

The number of learners who were still learning in 14 Blocks was around 79,895. The External Evaluation Team had drawn 5% sample from this population. These learners were spread over in a large number of small villages and hamlets. They were so small as having only 4 to 6 learners. So, it was decided that no sample be drawn from a village where there were less than 30 learners.

## The Test Paper and Its Administration

The Test paper was prepared the lines of the Dave Committee Report. Test was administered by 20 TAs with the help of two local facilitators, who were NSS and B.Ed students from Kumaun University. Only a few learners were able to answer the questions without each item being explained to them several times.

## **Literacy Outcomes**

The District as results only 40.3%.

Some villages deemed best, by the ZSS, were also separately tested. Their outcome came to be only 38.1 % which was less than the outcome of the whole District.

## **Reasons For Low Performance**

1. Ineffective environment building activities.
2. Disinterestedness of the VTs.
3. Inadequate teaching e.g., after 15 months of teaching in the first phase, only 11% of the learners had completed Primer-III and 52% had completed Primer-I only. Similarly, in the phase-II only 18% of the learners had completed Primer-III .
4. The project proposal also included learners from the upper age-group who had little interest in literacy.

## **Total Scenario**

The total picture of the District emerged as below:

Initial target	1,16,000
Number of learners dropped-out	36,105
Learners who did not qualify	41,432

Thus, the District has to make a fresh effort to bring 77,535 learners to the NLM norm of literacy in the Post Literacy Campaign.

## **Suggestions provided by the EET**

The work of mopping-up in the District should continue. This work can be completed effectively, if learners are attached to the Primary schools. The widespread appeal should be made to every family in Almora that, it will be a matter of pride for them, if nobody in the family remains illiterate. It should be

a programme for family education through family members.

A series of JSNs may be set up in the large villages which can also take care of the small villages. The 'Prerak' will also monitor the Home centres. For this, a 'Prerak' may be given an honorarium of Rs.250 per month.



## **Observation**

This is a pre-guidelines evaluation.

## Bareilly

### Background

1. **Project Proposal approved by NLM**

March 1993

2. **Implementing Agency**

ZSS

3. **Door-to-door survey**

Date not given

4. **Identified non-literates**

Age Group	Male	Females	Total
15-35	76,801	83,809	1,60,000

5. **Enrolment**

1,48,000

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

February 1996

February 1997

7. **Date of External Evaluation**

Not given

8. **Report Submitted**

Date not mentioned

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

12 months.

10. **Evaluating Agency**

Centre of Social Science and Research, Bhillai (M.P.)

Incharge - Dr. Rajiv Awasthi.

- 11. Appointed by**  
The District Collector.
- 12. Major stated Objectives of External Evaluation**  
Not stated but learner evaluation.

## **Methodology Adopted**

- 13. The Universe**  
Does not specify, but it seems learners who had completed P-III.
- 14. No. of learners in the Universe**  
1,31,862
- 15. The sampling technique**  
Because of lack of technical knowledge and language weakness, it is not easy to understand the sampling procedure. Gives the following procedure:  
  
The NPs were arranged alphabetically in each block noting down the predominant areas of SC/OBC, minority then they were numbered serially to selected the representative NP. As per the census procedure 100% of the NPs ..... were selected'. The sampling adopted to select NPs is proportionate stratified random selection scheme'.  
  
Has given no figures to show that the sample was proportionate and stratified. Has just used these terms. Again 'From each sub sample we choose one Village'. There is no 'sub sample' in initial sampling.  
  
All the above say that sampling methods were according to Ghosh Committee.
- 16. Size of Sample**  
Planned: 5%; Actual: 5.3%
- 17. The Test Paper**  
According to the Guidelines.

## 18. Assessment of Inputs/Social Impact, if any

- Lists E. B. activities. Among them issue of photo IDs for VTs and *Aao Bahena* were the new activities. But has not done any assessment of their contribution. Has also mentioned an interesting activity:

“*Ratri Chaupal*” i.e. night - halt of authorities to solve peoples problems.

## Findings

### 20. Attainment of NLM Norms:

#### *a By learners in the sample*

T 12.3 shows the success rate as 65.29 % (Table very sketchy) However on page 80, this sentence appears ‘*The success of the achievement rate NLM norm of 70% in 64.02% only*’. Deciphering the language it means that 64.02% attained the NLM Norm.

#### *b By total non-literates in the district i.e. by TARGET*

Has not worked out.

#### *c Testees turn out*

Shows the percent of learners appeared and proxy learners in different Blocks. Does not give figure for any Block or shows the grand total of appeared and proxy learners.

#### *d Proxy learners*

from 3.51 % to 4.80%

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

Did not calculate.

## Reasons for low attainment

- Campaign remained inactive upto 1995 (or 1998?)
- Efforts made to revitalise it in 1996.

## District literacy scenario

- Has not worked out

## **Approved Budget**

No budgetary details given.



## **Comments on the Evaluation Report and Sugegestions for Further Action by NLM (if any)**

### **Weak Points**

The name of the agency was empanelled originally. But since it did not attend any of the orientation workshops, its name was dropped from the list of empanelled agencies. Hence this evaluation has been done by a non - empanelled agency which seems technically quite weak to carry out external evaluation of TLC districts.



## Fathepur Phase - I

Literacy campaign in Fathepur district was sanctioned in March 1991. After the survey 4.89 lakh non-literates in the age- group 12-45 were identified in all the 13 Blocks in the District. In July 1994, it was reported that 2.94 lakh learners were attending the programme 1.86 lakh learners had completed P-III.

The target of 5 blocks, of which evaluation was conducted by the External Evaluation Team, under the leadership of Shri Mustaq Ahmed was 1,63,043. The number of learners initially enrolled in the 5 blocks in 1991 were 1,30,592 and approximate number of learners on roll in these 5 blocks at the time of evaluation were 61,247.

### External Evaluation

The external evaluation of 5 blocks of Fathepur was conducted by the External Evaluation Team under the leadership of Shri Mustaq Ahmed (Director, SRC Lucknow and member Executive Committee, NLM).

It was decided to take as sample 5 to 10% learners on roll in each of the-5 blocks. All the villages in the blocks were serially numbered. Using the table random number developed by Hall. a number of villages from each block were selected All the enrolled learners in each selected village were tested.

### Test paper

The test paper was prepared on the basis of the Dave Committee norms. In accordance with the NLM norms only those learners were declared successful, who scored 70% marks in aggregate and 50% marks in each of the reading, writing and numeracy abilities. In spite of advance notice only 44% of the genuine learners on roll at the time of evaluation could appear for the test.

### Findings

1. 58% of the genuine learners who took the test reached the NLM literacy norms in the 5 blocks.
2. In the urban areas, the success rate was only 43.6%.

3. As many as 25% of the learners who sat in the test were proxy learners. It was painful to note that the VTs and other educated persons in the village provided undue help to the learners who were taking the test.



## Recommendations

1. A fresh Door-to-door survey should be taken up in these blocks and the remaining blocks to determine the exact number of non- literate and to launch a fresh motivational drive.
2. The distribution system of the teaching learning material may be improved by making ADM incharge of each block for distribution under his direct supervision.
3. Monitoring Information System and the method of teaching needs some improvement. Personal contacts by officers and supervisors should be increased. The visit should not be just a formality. But the visiting officers should spent at least half an hour in each centre and observe the method of teaching, discuss the participation of learners to know the problems, examine the attendance and see if all entries are complete, check whether all the learners have received all primers, exercise books and pencils and check the reading, writing and numerical abilities of a few learners at random.
4. Only 44% of the enrolled learners appeared for the test. This was rather a low turn out which needs to be improved.
5. The primer distribution system was found to be faulty. Only around 1/3 of the primers were managed to be distributed. This need to be improved in Phase-II.
6. Post literacy programme may be sanctioned to this district for 40,000 learners.

## District Literacy Scenario

The final position of the campaign in the 5 blocks comes as follows:

Initially there were 1,63,043 illiterates in the 5 blocks and 1,30,592 of them were enrolled in 1991.4 years gap is quite a long period of time. Unless a resurvey is done, the exact number illiterates will not be known and thus, the total backlog cannot be established.

## Fatehpur Phase - II

### Background

**1. Project Proposal approved by NLM**

November 1990 - entire district

October 1993 - divided in 2 phases (Phase I - 5 Blocks; Phase II- 8 Blocks)

**2. Implementing Agency**

ZSS

**3. Door-to-door survey**

July 1995 (re-survey)

**4. Identified non-literates**

Age Group	Male	Females	Total
12-45	Not given	Not given	2,03,523 (effective)

**5. Enrolment**

1,81,523 (at the time of evaluation)

**6. Teaching Started**

January 1991 (initial)

August 1995 (renewed)

**Teaching Continued upto**

August - with little progress.

April 1996

**7. Date of External Evaluation**

April 1996

**8. Report Submitted**

May 1997

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

8 months (renewed period of teaching)

**10. Evaluating Agency**

State Resource Centre - Jaipur.  
Project In-charge - S. D. Bareth

**11. Appointed by**

ZSS-NLM

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

Learner evaluation.

## **Methodology Adopted**

**13. The Universe**

P III learners.

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

1,19,529

**15. The sampling technique**

Two stage sampling. First a number of NPs were selected from each Block, randomly. Then from each randomly selected NP, a number of villages, so as to give a 8.5 % sample of P-III learners, were selected also randomly.

**16. Size of Sample**

Planned: 8.5%, Actual: 2.4%

**17. The Test Paper**

According to the Guidelines.

**18. Test Administration**

31 TAs were engaged from different districts of Rajasthan. Most of them had previous experience as test administrators. The testing situation on the whole was peaceful. Little interference. The project incharge remained in the field throughout. The P-III figures supplied to evaluators were outdated figures. The actual number in most villages was much less. Therefore there was an attempt to insert proxy learners.

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

- **Usual E. B. activities:** Providing ID cards to VTs to get priority in solving their problems and giving priority in development work to better villages were innovative activities.
- **Organisation:** Blocks and village level committee meetings were regularly held.
- **Training:** No assessment of its effectiveness.
- Has not ventured into the study of social impact, but has only reported significant claims. This is the approach which the Guidelines has suggested. Among the major impact claimed:-
  - a The district project proposal included enrolment of 98,000 children of 6-11 age group in regular schools. 60,000 were enrolled with the willing cooperation of elders.
  - b Interface between authorities and people.
  - c A culture of working together among all departments was born, at least for literacy.
  - d Ambedkar and Gandhi Grams, having weaker section population were given special attention. G. P. Rasulpur (Ambedkar village) stood second in performance among all the GPs.
  - e Fatehpur was given a state award for the Mahila Samradhi Yojana. This was due to the awareness created by E. B. activities.

## Findings

### 18. Attainment of NLM Norms:

- a *By learners in the sample*  
47%
- b *By total non-literates in the district i.e. by TARGET*  
27.6%
- c *Testees turn out*  
28.1%. (Minimum required 70%)

**d. Proxy learners**

34.3%

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

Reported the district result as 7.8% only because the calculation method used was pre-Guidelines method. Calculated according to the Guidelines =  $47/100 \times 1,19,529 = 56,178$  which is 27.6% of the target.



## Reasons for low attainment

This was a politically sensitive district. Hardly any collector was allowed to stay in the district for more than 6 months. Because of this the campaign dragged on for 65 months. All enthusiasm was lost. There were incidents of no kerosene oil supply for night classes and P-III was received only by 54% of the learners.

## District literacy scenario

Target = 2,03,523

Qualified at 27.6 % = 56,172

Backlog = 1,47,351

## Approved Budget

No budgetary details given.

## Comments on the Evaluation Report and Sugestions fdr Further Action by NLM (if any)

### Strong Points

1. No irrelevant information. Goes straight to the point. Clear presentation. The main report ends in 45 pages having wide spaced typing and sufficient white space.

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2. Invited ZSS to check the marked TPs and suggest necessary changes.
3. Secured the agreement of the collector to undertake development schemes in 3 best villages, declared by the agency on the basis of evaluation findings.
4. Has presented comparative data of a few other districts of Rajasthan and U.P., showing period of teaching, completion of different primers and percent of achievement on each primer.
5. Did item analysis of the TPs to see the level of achievement/ understanding of those items. The findings could be helpful to other agencies.
6. Has tried to work out the Standard Error, which few agencies did at that time.
7. Did not venture into impact study, but has simply reported the district claims, in a guarded manners. Most claims appear probable.

### **Observation**

This is a Pre-Guidelines evaluation.

### **Action by NLM**

Though this is pre-guidelines evaluation, it has followed the important component of the Guidelines. Further evaluation work may be entrusted to this agency.

# Ghaziabad

## Background

1. **Project Proposal approved by NLM**

October 1992

2. **Implementing Agency**

ZSS

3. **Door-to-door survey**

Date not given

4. **Identified non-literates**

<b>Age Group</b>	<b>Male</b>	<b>Females</b>	<b>Total</b>
<b>15-35</b>	<b>Not given</b>	<b>Not given</b>	<b>62,223</b>

5. **Enrolment**

50,019

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

July 1993

July 1994

7. **Date of External Evaluation**

July, 1994. There were 4 Blocks in the first phase. Evaluation of 3 Blocks carried out in July 1994. Evaluation of Hapur Block was deferred by the authorities. Finally done in September 1996.

8. **Report Submitted**

October 1996.

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

12 months in three Blocks. Hapur teaching period uncertain.

10. **Evaluating Agency**

Mushtaq Ahmed - Consultant NLMA



**11. Appointed by**

NLM

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

Not stated but learner evaluation.

## **Methodology Adopted**

**13. The Universe**

Enrolled learners.

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

55,019

**15. The sampling technique**

Number of villages from each Block randomly selected proportionate to the learners in that Block. Taking into account sample loss 8% of the enrolled learners were taken instead of 5%.

**16. Size of Sample**

Planned: 8%, Actual: 3.85%

Less learners came for testing because it was raining heavily in July and a considerable number of learners were busy in planting paddy.

**17. The Test Paper**

According to Dave Committee. 4 sets of TPs were prepared.

**18. Test Administration**

8 TAs from Jaipur and Delhi were selected. The project director and two other persons remained in the field to supervise the testing.

**17. Assessment of Inputs/Social Impact, if any**

- Three full-time Block Coordinators were appointed, who did not stay at the Blocks. Their supervision was minimal. But local supervisors and a few officers visited the centres frequently. The VEC existed only in name. The members were not even aware that the VEC existed. The survey figures were re-checked in every village to ensure accuracy.

- E. B. activities did not do much to motivate learners. Questions like ‘what will we get out of it?’, ‘will we get a job?’, were not answered by E. B. activities.
- VTs were trained for about 35 hours. Training only for name sake.

## Findings

### 20. Attainment of NLM Norms:

*a By learners in the sample*

71.6%

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

26.6%

*c Testees turn out*

41.4%

*d Proxy learners*

26.2%

*e Method of calculating district success rate*

Since this was a pre-Guidelines evaluation, the method of calculation was different. Calculated according to the Guidelines the district result comes to 29.6% (T2). But since Hapur Block dragged on and evaluation of this Block was done much later the figures are not reliable. Therefore original success result has been retained.

## Reasons for low attainment

- Long drawn campaign in one Block out of 4. Casual supervision by Block full rimers and ineffective E. B. activities.

## District literacy scenario

Target	62,223
No. Qualified at 26.6%	16,551
backlog	45,672

## **Approved Budget**

No budgetary details given.

## **Comments on the Evaluation Report and Sugegestions for Further Action (if any)**

### **Strong Points**

1. Has tried to do an assessment of the inputs.
2. Has analysed in detail the problems faced in the revival of a 'dead' program with a view that it might help in the 'operation restoration' effort
3. Has also studied the reasons of discrepancy between data given to evaluation agencies and the actual field data.

### **Weak Points**

1. Has not given the sex break up of survey data and date of survey.
2. Has also not specifically stated the evaluation objectives and the Universe.

## **Observation**

This is a Pre-Guidelines evaluation.

# Muradabad

## Background

1. **Project Proposal approved by NLM**  
October 1992 (First phase Blocks - 8 Blocks)

2. **Implementing Agency**  
ZSS

3. **Door-to-door survey**  
Date not given

4. **Identified non-literates**

Age Group	Male	Females	Total
15-45	1,69,634	1,98,853	3,68,487

5. **Enrolment**  
2,64,392

6. **Teaching Started**      **Teaching Continued upto**  
Not given                      Not given

7. **Date of External Evaluation**  
September, 1994

8. **Report Submitted**  
1994 (month not mentioned)

9. **Period of teaching upto External Evaluation**  
Cannot be calculated.

10. **Evaluating Agency**  
SRC, Jamia.  
Project In-charge- Z. H. Qureshi.

**11. Appointed by**

NLM-ZSS

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

Not stated, but learners evaluation.

## **Methodology Adopted**

**13. The Universe**

continuing learners.

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

2,61,063. (Almost enrolled learners)

**15. The sampling technique**

One stage sampling. Randomly selected one village from each NP and one mohalla from each ward. Village and mohalla last unit of sample.

**16. Size of Sample**

Planned 8.3%. Actual 2.3%

**17. The Test Paper**

According to Dave Committee Report

**18. Test Administration**

A team of 35 persons, were recruited from Delhi.

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

- Has described the administrative structure in detail, assessing their effectiveness.
- Describes in considerable detail EB activities. Did not do any assessment of their effectiveness.
- Same for training of functionaries.

## Findings

### 20. Attainment of NLM Norms:

- a By learners in the sample*  
62.8%
- b By total non-literates in the district ie. by TARGET*  
44.5% (though did not workout)
- c Testees turn out*  
28%
- d Proxy learners*  
35%
- e Method of calculating district success rate Did not calculate, but about 44.5%.*

### Reasons for low attainment

- Did not explore.

### District literacy scenario

Target	=	3,68,487
Qualified at 44.5%	=	1,63,976
Backlog	=	2,04,514

### Approved Budget

No budgetary details given.

## **Comments on the Evaluation Report and Sugegestions for Further Action (if any)**

### **Strong Points**

1. Though this is a pre-Guidelines evaluation it follows the recommended evaluation process. Almost no padding. Main report ends in only 31 pages.
2. Has not studied the causes of absenteeism in detail but has given the causes as perceived by community leaders. Some of them are village/co-ordinators not interested in the campaign, delayed supplies, uninterested VTs.
3. The information one can get from it is quite interesting. It shows that 12.7% of those learners who had completed P-III, did not attain the Norm, whereas 21.3% of those where who had completed only P-II, attained the Norm. Hence it can be inferred that completion of Primers only is not a positive indication of success rate.

### **Weak Points**

1. **Presentation:** Since this is a pre-Guidelines report its presentation is cumbersome. It has so many 'Background' (one on P1, another on P2, another on P14) but does not have the most essential background data page in the beginning.
2. Has not done any assessment of the inputs except of the supervisory structure. Has said about the Urdu Primers that it was found relevant to the needs of the learners of TLC, Muradabad. This was not quite true because this is an all India Urdu Primer and not meant for any specific district.
3. Did not mention the period of teaching. Has not worked out the district success rate.

## **Observation**

This is a Pre-Guidelines evaluation.

# West Bengal



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## **Birbhum**

### **Literacy Campaign**

Literacy campaign in Birbhum was approved by NLMA in January 1991. The total target of the campaign was 7,30,264 learners in the age-group 9-50.

### **External Evaluation**

The external evaluation was conducted by an External Evaluation Team with five members under the leadership of Dr. Mohit Bhattacharya, Vice-Chancellor, Burdwan University West Bengal, Sh. Mustaq Ahmad, SRC, Lucknow, Dr. Nirmal Banerjee, Centre for Social Sciences, Calcutta, Dr. Jasodhara Bagchi, Director, School for Womens Studies, Jadavpur University and Sh. M. Ghosh Dastidar, SRC, Calcutta, on 8-9 June, 1992. The help of 167 TAs was taken in the evaluation processes. These TAs were drawn from the teachers and students of the local colleges, employees of the Banks and Govt, departments and were trained for the job assigned to them.

### **Sample**

To draw a representative sample, two Gram Panchayats each from the larger Blocks and one each from smaller Blocks were randomly selected.

### **Test Paper and its administration**

The Test paper was constructed on the guidelines recommended by the Dave Committee.

The test was administered by 314 TAs in two days under the supervision of a member of the evaluation team. The members of the external evaluation team allotted themselves different sub-divisions and visited 32 testing centres out of the total of

70 to supervise the testing activities and genuineness of the learners. It was the general observation of the EET that no attempt was made to insert fake learners in the testing centres.

The EET also randomly cross-checked 600 scripts to ascertain over or under marking. However, no such case was detected.

## **LC achievements**

1. The External Evaluation Test for the District as a whole shows that out of 14,831 sample learners who were evaluated, 13,071 attained the NLM norms providing an excellent achievement of 92.44%.
2. 72,609 learners who could not be enrolled in literacy centre or dropped-out need to be covered in the mopping-up campaign and 49,719 learners who could not achieve the literacy norms need some remedial measures to boost up their deficiencies.

## **Some Comments of The EET**

1. The environment building was found to be very effective as the efforts reached to every village. The role of panchayats in lending a helping hand in mobilising the learners and volunteers was praiseworthy. The participation on the whole crossed over the party lines.
2. The Test paper recommended by Dave Committee seems to be very simple, Even those completing IPCL Primer-I can pass this Test easily. Therefore, there is a need to improve it.

## **Impact of Literacy Campaign Birbhum**

1. The achievement of literacy campaign for making 90-96% of the learners literate as per NLM norms is a significant gain but it is disturbing to note that only 36% of the learners actually completed primer-I, while only 2% among them could complete primer II. There were only two primers in Bengali instead of three, and (this fact was not detected by the EET). Therefore, additional

classes should be provided to the learners who had not completed book-II without which, according to NLM norms, the learner cannot be allowed to go through the external evaluation.

2. Most of the learners pleaded for continuation of the LC to check their relapse into illiteracy and for furtherance of functional literacy. They desired arrangements for vocational training and inclusion of topics like agriculture, poultry- farming, animal husbandry etc. in the post-literacy phase.
3. As regards the changes in the perceptions of the learners towards health and good habits, the response was overwhelmingly positive.

On the whole, the study brings into focus the impressive conclusion that in spite of certain shortcomings and variations, LC in Birbhum has, by and large turned a massive section of the unlettered population of the District towards literacy and awareness.

## **Observation**

This is a Pre-Guidelines evaluation.

# Burdwan

## Background

1. **Implementing Agency:**  
Burdwan Zilla Saksharta Samiti
2. **Objective:**  
To achieve total literacy in the District by imparting literacy to 12,00,143 illiterates in the age-group of 9-14 and 15-50
3. **Campaign launched on:**  
September 1990.
4. **Campaign completed on:**  
March 1991.

## Evaluation of the LC

With the approval of NLMA, External Evaluation Team of 4 members, namely Dr. A.K. Jaialudin, UNICEF New Delhi, Sh. Satyen Maitra, Hon. Director, SRC, Calcutta and Shri Mustaq Ahmad, Director SRC, New Delhi, was constituted under the leadership of Prof. Mohit Bhattacharya, Vice-Chancellor Burdwan University, for Evaluation of the programme.

## Sample

The Team selected a sample of 1025 centres (5% of the total) with 19,066 learners from urban areas, 14,983 from rural areas, 214 learning Hindi and 500 learning Urdu).

## Measurement tool

Test papers in Bengali, Hindi and Urdu were prepared according to the levels of Functional Literacy envisaged by NLM. The weightage provided to reading, writing and numeracy was 40%,30%,30% respectively. Before administering, this test was standardised.

## Cut-off-point

The cut off-point for passing the Test was decided as 50% each in reading, writing and numeracy. The reason for deviation from NLM norms was stated as occurrence of severe cold in most of the areas of the District.

(This was not according to NLM Norms)

## Achievements of the Campaign

1. 90.3% of the sample learners passed the Test.
2. There was no marked difference between the achievement of males and the females.
5. No significant difference was found between the Internal and the External evaluation results which can be seen as under:

	Learners enrolled sampled	Learners participated in evaluation	Shortfall Learners	Attaining desirable Level
<b>Internal Evaluation</b>	<b>1,81,527</b>	<b>10,78,908</b>	<b>1,02,619</b>	<b>91.5%</b>
<b>External sample</b>	<b>19,066</b>	<b>16,636</b>	<b>2,430</b> <b>(12.75%)</b>	<b>90.3%</b>

## 6. Admission of Children in schools

According to the survey, there were 1,52,836 children in the age-group of 6-9 outside the schools. Out of them 1,30,790 were admitted to primary schools as a result of the LC.

## Notable Features of the Campaign

Following were the striking features of the LC Campaign which led to the success of programmes:

### Involvement of The community

People from all sections of the society such as elected representatives, community leaders, educated persons, unemployed youth, all ranks of District-level officials and workers of all political parties were involved in the programme.

### Motivation of the Learners

The most effective step in this regard was the personal contacts, specially the persuasion of party workers, the community leaders and volunteer instructors. The main persuasion point was 'literacy is essential for life, it is not of ornamental value but a passport to emancipation'.

### Environment building

The environment building activities created a stir among the people. The messages reached even in the remote areas. The joint statement of all the important political parties and organisations went a long way to create a favourable environment for literacy.

### Supervision and Monitoring System

Each Centre was visited about three times a week by one person or the other. In certain cases, educated girls from the community took over the teaching themselves when they observed that the Volunteer Instructors were irregular.

## **Cooperation and Coordination**

There was a perfect understanding between administration, development departments, panchayat bodies at different levels and the Zilla Saksharta Samiti.

## **Observation**

This is a Pre-Guidelines evaluation.

# Dakshin 24 Pargana

## Background

- 1. Project Proposal approved by NLM**  
Did not mention when it was approved.
- 2. Implementing Agency**  
ZSS
- 3. Door-to-door -survey**  
1991
- 4. Identified non-literates**

Age Group	Male	Females	Total
9-50	Not given	Not given	10,06,546
- 5. Enrolment**  
4,06,000 in phase I
- 6. Teaching Started**  
September 1992-I<sup>st</sup> phase  
September 1993 - II<sup>nd</sup> phase
- Teaching Continued upto**  
End of teaching.  
Date not given
- 7. Date of External Evaluation**  
May 1993 - Phase-I June 1994 - Phase-II
- 8. Report Submitted**  
June 1994
- 9. Period of teaching**  
Cannot be calculated.
- 10. Evaluating Agency**  
External Evaluation Team headed by Dr. Pabitra Sarkar,  
VC, Rabindra Bharati University.



**11. Appointment by**

State Government

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

Not stated but learner evaluation.

## **Methodology Adopted**

**13. The Universe**

Not stated but all enrolled learners in the sample unit.

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

Not stated, perhaps same as enrolled learners i.e. 4,06,000.

**15. The sampling technique**

58 Villages were randomly selected out of 3,494 villages in the district (1.7%). A computerised list of villages was made available to the EET by the District unit of NIC of planning commission.

**16. Size of Sample**

3.4% of enrolled learners. Planned sample size not given.

**17. The Test Paper**

Two sets of test papers one for 9-14 age group and the other for 15-50. It deferred from the Guidelines model TP. However it was not sub standard, cut off points were kept the same as recommended (50% in each subject, 70% in the aggregate).

**18. Test Administration**

600 TAs were recruited from among college and school teachers to administer the TPs, they were distributed to evaluation centres through BDOs. The administration gave the responsibility of supervising the testing to BDOs, SDOs and magistrates. A team of 150 teachers was set up to mark the TPs in the presence of EET.

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

- Monitoring Committees were set up at various levels to monitor various activities under the overall supervision of the steering committee. These committee functioned very well. Even the three ministers who were members of the steering committee attended the meetings of the committee. Classes were held even in fishermen's boats when they sailed out for long periods.
- Training of VTs had to be organised several times because quite a large number did not turn up for teaching after receiving training.
- E. B. Only description, no assessment.

## Findings

### 20. Attainment of NLM Norms:

- a** *By learners in the sample*  
91.22% in the age group 9-14 87.01 % in the age group 15-50
- b** *By total non-literates in the district i.e. by TARGET*  
Made literate in phase-I -1,91,753 Made literate in phase-II -5, 62, 317 Total 7,54,070 i.e. 74,9%.
- c** *Testees turn out*  
Did not mention.
- d** *Proxy learners*  
Not mentioned.
- e** *Method of calculating district success rate*  
This is a pre-Guidelines evaluation. Therefore its method is different. Perhaps all learners in sample villages has projected the sample result to the target number of learners.

## Reasons for high attainment

- The first phase, period faced several problems like the Babri Masjid episode in December 1992, state-wise Panchayat election. The main reason of the success seems to be the support and involvement of all political parties, priority given to the campaign by the state government and strong and committed monitoring systems. Visits of well known state level dignitaries enthused the VTs and the learners. VTs, accompanied the learners in fishing boats if they sailed out for long periods.

## District literacy scenario

Target = 10,06,546

Qualified at 75% = 7,54,070

Backlog = 2,52,476

## Approved Budget

No budgetary details given.

## Comments on the Evaluation Report and Sugegestions for Further Action by NLM (if any)

### Strong Points

1. This is a pre-Guidelines evaluation when the system of empanelling agencies had not begun. Therefore it differs in several respects form the present process. It does not include the tables considered necessary at present
2. However the evaluation on the whole is technically sound. Though a large no. of TAs were used from the same district, the test administration was supervised by responsible officers. It does include some unusable

information like the area of the district the physical features, occupation of the people, ward-wise total population, no. of hospitals and clinics, and so on. However the report focuses only on the essential aspects of the campaign. The main report ends in only 15 typed pages. The supporting tables occupy 96 pages. So many tables giving break-up of different results according numerous variables were not really necessary.

## **Observation**

This is a Pre-Guidelines evaluation.

# Dinajpur

## Background

1. **Project Proposal approved by NLM**

2. **Implementing Agency**

ZSS

3. **Door-to-door survey**

December 1993

4. **Identified non-literates**

Age Group	Male	Females	Total
8-40			7,32,759
			2,29,251
			(after migration)

5. **Enrolment**

3,83,990 (This was the initial enrolment. It is not known what was the position after migration).

6. **Teaching Started**

December 1994

**Teaching Continued up-to**

Was continuing even in April 1999

7. **Date of External Evaluation**

April 1999

8. **Report submitted**

December 1999

9. **Period of teaching**

52 months (envisaged 9 months)

10. **Evaluating Agency**

Centre for Youth and Social Development- Bhubhaneshwar.

Research coordinator: Dr. U. C. Sahoo.

### **11. Appointed by**

Secretary - Mass Education Department

### **12. Major stated objectives of External Evaluation**

- Evaluation of learning outcome.
- To ascertain learners motivation, retention, capacity and use of literacy.
- To assess the impact on 'the quality of life' (Has stated 14 objectives).

## **Methodology Adopted**

### **13. The Universe**

'Current learners' means those completing P-II. In West Bengal there are only two primers.

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

1,31,077(68.6% of target)

### **15. The sampling technique**

Not easy to understand the method. Same ambiguity as in Dibrugarh report, calls the sub-division as the 'universe', uses the term 'current learners without defining it, instead of using the term 'appeared in the test', uses the term 'covered sample learners', and in coverage includes proxy learners also. (Page 10 and Page 78)

### **16. Size of Sample**

Planned: 6,553;

Actual: 6,510

(includes proxy learners also among actual)

### **17. The Test Paper**

No English version or description of items enclosed to judge the quality of the TP.

### **18. Test Administration**

Exactly the same as used in Dibrugarh.

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

- E. B.: Continued in full swing for a year then got interrupted because of natural calamities and transfers. But it was taken up again in a massive manner with the involvement of Zila Parishad. EB enhanced the awareness and demand for literacy.
- **Monitoring and Training:** Exactly the same type of description and assessment as in Dibrugarh report.

## Social Impact

Almost similar impact reported as in Dibrugarh report

## Findings

### 20. Attainment of NLM Norms:

#### *a By learners in the sample*

63% (tested only)

57.45% (tested + absentees)

#### *b By enrollment*

Not enough data to calculate the position

#### *c By total non - literates in the district i.e. by TARGET*

34.2% (minimum satisfactory requirement 55%). This was the result of after migration target, original target uncertain.

#### *d Testees turn out*

82% (min. requirement 70% )

#### *e Proxy learners*

1.7%

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

According to the Guidelines. Reasons for low attainment

- Flood, natural calamities, transfer of officers.

## District Literacy Scenario

Target	=	22,025 (after migration)
Qualified at 34.2%	=	75,320
Backlog	=	14,493

### Approved budget

Did not study.

## Comments on the Evaluation Report and Suggestions for Further Action by NLM (if any)

### Strong Points

1. Physical presentation of the report is appealing. Report is relatively short.
2. Has reported the following interesting evaluation results.

Evaluation	Agency	Date	Learners tested	Qualified
1st Int. evaluation	SRC (Cal)	July, 95	205338	45.5%
2nd Int evaluation	SRC(Cal)	Feb, 97	49749	77.8%
Concurrent	ISI(Cal)	May, 97	131077	39.8%
External	CYSD	April, 99	6510	34.2%

The figures *give* rather interesting information SRC. Calcutta tested 100% of the target learners after 16 months of teaching. All the learners must have completed both the primers by that time. The pass result was 45.5%. But when the SRC tested about 24% of them again, after 19 months, the pass percentage jumped to 77.8%. Coming on the heel of SRCs second evaluation, the ISI Calcutta found the result only 39.8%. The external evaluation by CYSD was done after about 26 months of SRC second evaluation and 23 months after of ISI evaluation. During this period the centres



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were not closed. They were still running. But even after lots of additional teaching the external evaluation found the pass percentage had gone down rapidly, instead of showing an increase as was expected. The above figures indicate that perhaps the SRC was quite liberal in its assessment.

### Weak Points

1. The evaluation suffers from serious technical faults as the evaluation of Dibrugarh did. It still uses the term current learners without explaining it anywhere. Calls the block panchayat and villages as the 'universe' of the study. Nowhere clearly states what was the universe. Shows in the executive summary that the No of non-literates per survey was 7,32,759 and in annexure III, gives the survey result as 5,31,057. But in the background data shows the number of surveyed learners as 3,83,990. In another place shows that this was the number of enrolled learners.
2. Again, gives the following figures in background data:

No of learners studying	P-II	-	1,31,007
No. of learners completed	P-II	-	1,31,007

(exactly the same number as studying):
3. States 14 objectives of the external evaluation. One of them was to study the retention and use of literacy by the learners. The result of this study is to be found nowhere in the report.

# Hoogly

## District Profile

Area 3,14,589 sq. kms.

Total Population 43.52 lakhs (1991)  
(SCs 21.58%, STs 3.96%)

Literacy Rate 68.98% (SCs  
22.5%, STs 11.0%)

No. of Blocks	10
No. of Municipal Committees	11
No. of Gram Panchayats	201

## LC Target

Total	Male	Female
8,03,234	3,30,092	4,73,142

(Age group 9-14:1,38,873  
15 +: 6,64,361)

## LC Objectives

1. To provide functional literacy and Public Health Education to 8,03,234 illiterates in the age-group of 9-50.
2. To impart Public Health Education and information on immunization and M.C.H. and to inculcate awareness on some local social problems like growth of illegal distilleries etc.
3. To motivate the parents for sending their children of 6-9 age-group to schools.

## **Implementation Strategy**

### **Mobilization of Volunteers**

56 Key Resource Persons, 1487 Master Trainers and 68,689 Volunteer Instructors were mobilized. Key Resource Persons were trained by SRCs of West Bengal and Orissa, who, in turn provided training to MTs and VTs.

### **Teaching Learning Material**

According to the learners demand, the classes were arranged in Bengali, Hindi, Urdu, Telugu and Oriya and relevant IPCL material was procured from SRCs of West Bengal, JMI, New Delhi, Andhra Pradesh and Orissa.

Ten learners were tagged with every Instructor. Separate centres were provided for 9-14 age-group learners and females. 550 Sub-centres were activated for Health Education.

### **Each One Teach One**

Each-one-Teach one was a programme of Board of Secondary Education, West Bengal for class IX students. The special feature of this programme was that it was obligatory on the part of the student to teach one non-literate in his academic session.

### **Coverage**

Out of the total of 8,03,234 illiterates in the district 7,16,982 were covered by this campaign. This includes coverage of 87,663 learners in the age- group 9-14 and 15 to 50.

### **The Sample Internal Evaluation**

The sample was drawn by ISI Calcutta using simple random selection technique, from two strata i.e. urban and rural.

The help of SRC, Patna and Urdu Academy Calcutta was taken to evaluate Hindi and Urdu answer sheets respectively. Equal weightage was given to reading, writing & numeracy. In order to pass the test, the learner had to secure 50% marks each in reading, writing and numeracy with a total of 60% marks in aggregate.

Learners	Evaluated	Qualified	Pass Percentage
Urban	13,974	12,070	86.37
Rural	41,623	35,784	85.97
Total	55,597	45,854	86.02

## External Evaluation

With the approval of NLMA, a group of seven experts under the Chairmanship of Shri Tarun C. Dutt, WBIDC, was constituted for External Evaluation of the LC.

Test paper in Bengali was developed by SRC, Calcutta. Urdu Academy, Calcutta, developed the Urdu Test paper and SRC, Patna the Hindi Test paper.

The performance and achievement was as below:

Language	Learners Evaluated	Learners Qualified	Pass Percentage
Bengali	5,677	4,991	87.91
Hindi	1,022	955	95.30
Urdu	341	298	87.50
Oriya	73	79	94.50
Telugu	21	25	96.15
Total	7,139	6,338	88.80

## Findings

There is no significant difference between the Internal Sample Evaluation and the External Evaluation providing success rate of 86.07% and 88.8% respectively.

## **Significant features of the LC**

The significant features of the LC Hooghly are:

1. The programme had a built-in component of public health education, immunization and mother and child health care.
2. The LC has helped in universalisation of primary education for which enrolment increased from 1.23 lakh in 1989 to 1.82 lakh in 1991.
3. Apart from rural areas, the programme was extensively organised in jails and 42 industries.
4. The evaluation was not done just by one agency but several agencies and the variation of their findings were negligible.
5. The campaign helped in curbing some undesirable social problems such as illegal distilleries and clandestine video shows.
6. The environment building activities, the effective training of field functionaries, the local supervision teams, the commitment of the volunteers, the obligatory 'Each One Teach One' programme for the students as imposed by Board of Secondary Education, West Bengal, integration of literacy with health components and cooperation of all the govt, and non-govt agencies in the district were the potent factors leading to the success of this campaign.

## **Observation**

This is a Pre-Guidelines evaluation.

# Malda

## Background

1. **Project Proposal approved by NLM**

Jan 1993

2. **Implementing Agency**

ZSS

3. **Door-to-door survey**

December 1993

4. **Identified non-literates**

Age Group	Male	Females	Total
15-40	2,85,200	3,17,100	6,23,000

5. **Enrolment**

5,31,700

6. **Teaching Started**                      **Teaching Continued up-to**

December 1993 (first phase)      October 1999

7. **Date of External Evaluation**

August 1999 (There seems some confusion between end of teaching date and evaluation date)

8. **Report Submitted**

April 2000

9. **Period of teaching**

71 months (envisaged 9 months)

10. **Evaluating Agency**

Asian Development Research Institute, Patna

Project Director: Dr. P. P. Ghosh

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Note:- The campaign has covered 9-14 and 15-40 age groups. The analysis has been done of the achievement of 15-40 group only for the sake of comparison with other districts.

### 11. Appointed by

NLM/ZSS

### 12. Major stated Objectives of External Evaluation

- Evaluation of learning outcomes.
- To provide academic inputs.

## Methodology Adopted

### 13. The Universe

P-III Learners

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

4,69,300 (75.3% of target) 15-40 group

### 15. The sampling technique

There were two programs in Malda, one for 9-14 having 1,69,500 non-literates and the other for 15-40 having 6,02,300 non-literates. Separate primers used for both the groups. Therefore sample was drawn from both. One stage stratified random sample. Sampling procedure clearly defined, giving block-wise necessary data and list of villages in the sample.

### 16. Size of Sample

Planned - 7350

Actual - 7618 (Sample should have been not less than 10,000)

### 17. The Test Paper

Two separate TP's were made for the two groups. No English version of the TP included in the report to judge their quality. However they appear to be according to the Guidelines.

**18. Test Administration**

The team of TA's consisted of 25 persons, 6 of whom were from the agency, the rest i.e. 19 of them were recruited from Malda itself. **Recruitment of TA's from the same district was not in order.** The team was also assisted by four members from North Bengal University.

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

**Survey:** Not done door-to-door. For a large No. of villages the identified non-literates was an approximation.

**E.B.:** Only limited activities in about 1/16\* of villages. In spite of strong panchayati system the ZSS was unable to mobilize large no people.

**Training of VTs:** Detailed description, but no assessment of the quality of training.

**Receipt of primers:** 17% did not receive primers.

**Social Impact**

Did not study the social impact as has been recommended in the Guidelines.

**Findings****20. Attainment of NLM Norms:****a By learners in the sample**

45.8% (tested only) 43.2% (tested + absentees)

**b By enrolment**

38%

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

33.6% (min. satisfactory pass percentage 55%)

**d Testees turn out**

81.3% (minimum requirement 70%)

**e Proxy learners**

9.2%



*f Method of calculating district success rate*

According to the Guidelines.

## Reasons for low attainment

- The campaign dragged on for long six years mostly because of ravaging floods several times.
- VT's were trained for less than four days instead of prescribed 7 days.

## District literacy scenario

Target = 6,23,000

Qualified at 33.6% = 2,09,328

Backlog = 4,13,672

## Approved budget

Did not study budgetary position.

## Comments on the Evaluation Report and Suggestions for Further Action by NLM (if any)

### Strong Points

1. Dr P. P Ghosh is himself a member of the National Core Group For External Evaluation. As expected from him the standard of the report is quite high, clear and lucid presentation, avoidance of non useful information and tables, no sermonising and lecturing and use of jargons like socialisation, transformation, transaction of primers and so on.
2. Ifs strongest point is establishment of relationship between different types of data e.g. composition of social groups in the target and the ratio of their participation in various phases of the campaign like enrolment, appearance in the test, achievement etc. this is perhaps the only agency which has

tried to do so in an elaborate manner. Others present the data without establishing any relationship between them i.e. for It's own sake.

3. Has not tried to interview hundreds of VTs and others to know their 'perception' of the campaign or their opinion about the strength and weaknesses of the programme. Since the agencies do not have time to delve deep, the responses reported are not very revealing. This is why the guidelines have suggested avoidance of quick studies. **Dr. Ghosh also interviewed ISI VT's but not to discover their 'perception' of the campaign, but to verify field conditions, like receipt of primers, training received, background of VT's etc.**
4. Recommendations to the ZSS for the organisation of PLC are very practical, like the necessity of massive effort because of huge backlogs, undertaking a fresh door-to-door survey, generating additional interest by undertaking some social upliftment programme, like establishment of thrift societies, organisation of DW CRA groups, starting special health programmes etc. Dr P. P. Ghosh was able to make such useful and practical recommendations because as director of SRC, Bihar he is close to field realities. Other social science empanelled agencies, not involved in the literacy campaign, usually make unrealistic suggestions to the ZSS.

### Weak Points

1. There were altogether 25 TA's out of them 19 were recruited from Malda itself. This should not have been done. If the agency had given the total number of days it spent for testing the learners and the total number of units in the sample, one could have calculated the adequacy of TA-testees ratio. But it did not do so. Hence the ratio cannot be calculated.
2. Has used the term 'current learners' for P-III learners. This was not expected from an agency like ADRI.

### Action by NLM

On the whole evaluation has been done according the Guidelines baring the following shortcomings:

- Using the term current learner instead of PIII leaner.

Further evaluation work may be assigned to this agency.

## Midnapur

Literacy Campaign in Midnapur was approved by NLMA in July 1990.

A three-tier committee structure for rural areas and four-tier Committee structure for urban areas was created to run the campaign. The District Committee was the apex body with Sabhapari, Zila Parishad as its Chairman and District Collector as its Vice-Chairman.

The target of LC was to provide functional literacy to 19.55 lakh non-literates; 2.7 lakh in 9-14 age-group and 16.78 lakh in the age-group 15-50. However, the effective target was 16.47 lakh non-literates in age-group 9-50.

For environment building and motivation 2.27 lakh volunteers, 1216 master trainers, 6571 technical monitors and the concerned officers of the District were trained/ oriented in teaching. The teaching-learning was linked with health related issues, immunisation, and so on.

### External Evaluation

External evaluation of Midnapur was conducted by an External Evaluation Team under the leadership of Shri Mushtaq Ahmed, Director, SRC, Delhi and Prof. Satyen Maitra, Director, SRC, Calcutta, Prof. Mukhopadhyaya, NIEPA, New Delhi and Dr. Nirmal Das, Chief Advisor, R.B. University, Calcutta as co-members in March 1992.

### The Sample

All the 54 Blocks and 5 out of 11 Municipalities and Notified area were represented in the sample. Within the selected villages/wards, all the learners who had completed two IPCL primers were included in the sample. The sample thus arrived at was of 19,899 learners i.e. 1.21% of the revised target.

### Test Paper And Its Administration

The test paper was prepared by on the Dave Committee Norms, except that the cut

of mark was 60% instead of 70%. The test paper was administered by 230 trained evaluators drawn from the students of R.B. University under the supervision of the members of the EET.

## Learning Outcome

1. 77.60% learners were declared successful.

Category	% of learners qualified
Male	80.03
Female	75.81
Rural	77.83
Urban	66.43
Adults	81.10
NFE Group	73.84
SCs	76.50
STs	75.37

2. Apart from the above achievements, 52,000 children in the age-group 6-9 were enrolled in the Primary schools with the efforts of the campaign.

## Observation

This is a Pre-Guidelines evaluation.

## North 24 Parganas

### District Profile

Area	6700 sq. kms
Total population	72.80 lakh
Males 38.14 lakh, Female	34.66 lakh
Rural 35.80 lakh, Urban	37.00 lakh
Literacy Rate (1991)	65%

### LC Target

The LC Project for North 24 Parganas was sanctioned by NLMA in 1991. The target of LC was to provide functional Literacy to about 5 lakh illiterates in the age-group 9-50. Almost all the learners joined the literacy classes.

### External Evaluation

External Evaluation was conducted by a team of experts under the Chairmanship of Pabitra Sarkar, Vice Chancellor, Ravindra Bharati University.

### Sample

Each Sub-division/Municipal area was treated as a separate strata. From each strata, a sample of Gram Panchayats/Wards was drawn by simple random method. The number was 12,729.

### Evaluation Tool

Test papers in five different languages were got prepared along with the guidelines for administering the test. The Test paper was close to T-9 of in the primer.

## **Evaluation**

Evaluation was conducted for three days using three different sets of evaluation papers to ensure greater objectivity and fairness.

## **Test Paper**

The T.P was according to the Dave Committee Report.

## **Literacy Attainment**

The sample showed that 82.01 per cent of the learners attained literacy according to NLM norms. There was hardly any difference in male, female, rural, urban, SC and ST learners.

## **Some Highlights of the E.E. Test Scoring**

1. Recommended to the zilla saksharata samiti to pay attention to the unsuccessful as well as 'uncovered' and 'dropouf learners by organising another phase of the campaign.

## **Observation**

This is a Pre-Guidelines evaluation.

## South 24 Parganas

Literacy Campaign in the district was launched in 1992. The target was 10,06,456 learners in the age-group 9-50.

### External Evaluation

External Evaluation of both the phases was conducted by a 6 members External Evaluation Team headed by Dr. Pabitra Sarkar, Vice Chancellor; Rabindra Bharti University.

### Sample

Adopting the Random Sampling procedure, a computerised list of 58 sample villages and 8 wards was drawn by the EET. The size of the sample was 13,687 learners.

### Test Paper and Test Administration

Separate set of papers for 9-14 and 15-50 age-group were got prepared by the EET on the Dave Committee norms with 40, 30, 30 per cent weightage respectively for reading, writing and numeracy.

### Literacy Achievement of the Campaign

The results of Phase-II evaluation showed that 91.22% of learners in the age-group 9-14 and 87.01 of learners in the age-group 15-50 achieved the NLM norms from among the sample learners.

Category	Achievement percentage
Males	88.37
Females	86.91
Scheduled Castes	87.62

Scheduled Tribes	87.32
Minority Community	88.17

The results showed that there was hardly any difference in the achievement of male, female, SC, ST and the minority community.

## **E.E.T. Remarks**

The programme of literacy campaign in the first phase was partially successful but in the second phase, it had almost been able to achieve the desired results. Out of total target of 10,06,453 illiterates, 74.91% were made literate.

## **Suggestions**

1. Emphasis should be given to improve the writing skills of the learners.
2. Special steps may be taken to reduce the number of dropouts.
3. The post literacy programme should be effectively tagged with the development programmes through the local self-government bodies.
4. The machinery for training, monitoring and interim evaluation should be reorganised and strengthened.
5. A District Resource Unit (DRU) need to be set up in this district.

## **Observation**

This is a Pre-Guidelines evaluation.





# Pondicheery

Literacy Campaign

External Evaluation

Literacy Test and Outcome

Impact of the Campaign

## Pondicherry

### Literacy Campaign

Literacy campaign in this union territory was sanctioned by NLMA in November 1989 to cover 1.0 lakh non-literates in the age- group 15-40.

### External Evaluation

The external evaluation was conducted by Bharathiar University, Coimbatore. The total sample of learners was 300. However, only 222 learners appeared in the test.

### Literacy Test and Outcome

T.P perhaps according to the Dave Committe Report.

Most of the learners had long since stopped going to literacy classes. They were not even provided with post literacy activities. So, the result would have been better, if the evaluation was conducted earlier, immediately after completion of the teching learning phase.

### Impact of the Campaign

- a The campaign has liberated the poor from fatalism and created in them the quality of self-confidence.
- b It has liberated them from superstitious, irrelevant and unnecessary beliefs.
- c It has motivated them to take more interest in getting their children educated.
- d It has inculcated political awareness among the learners to take part in elections and voting more meaningfully.

- e It has saved them from getting cheated by ration shops owners and money lenders.

## **Suggestions**

1. The mechanism of Post Literacy programme should be planned immediately and should be carried on immediately after the conclusion of the basic literacy programme.
2. If the programme is run in phases, due attention must be paid to all the phases of the programme with regards to its implementation, monitoring, supervision, supply of the material, continuous environment building.
3. Motivating people to come forward to teach without any remuneration does not sustain the interest of the volunteers that is why many of the volunteers dropped out from the programme. So, it was suggested that some kind of remuneration be paid to the volunteers.

## **Observation**

This is a Pre-Guidelines evaluation.



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