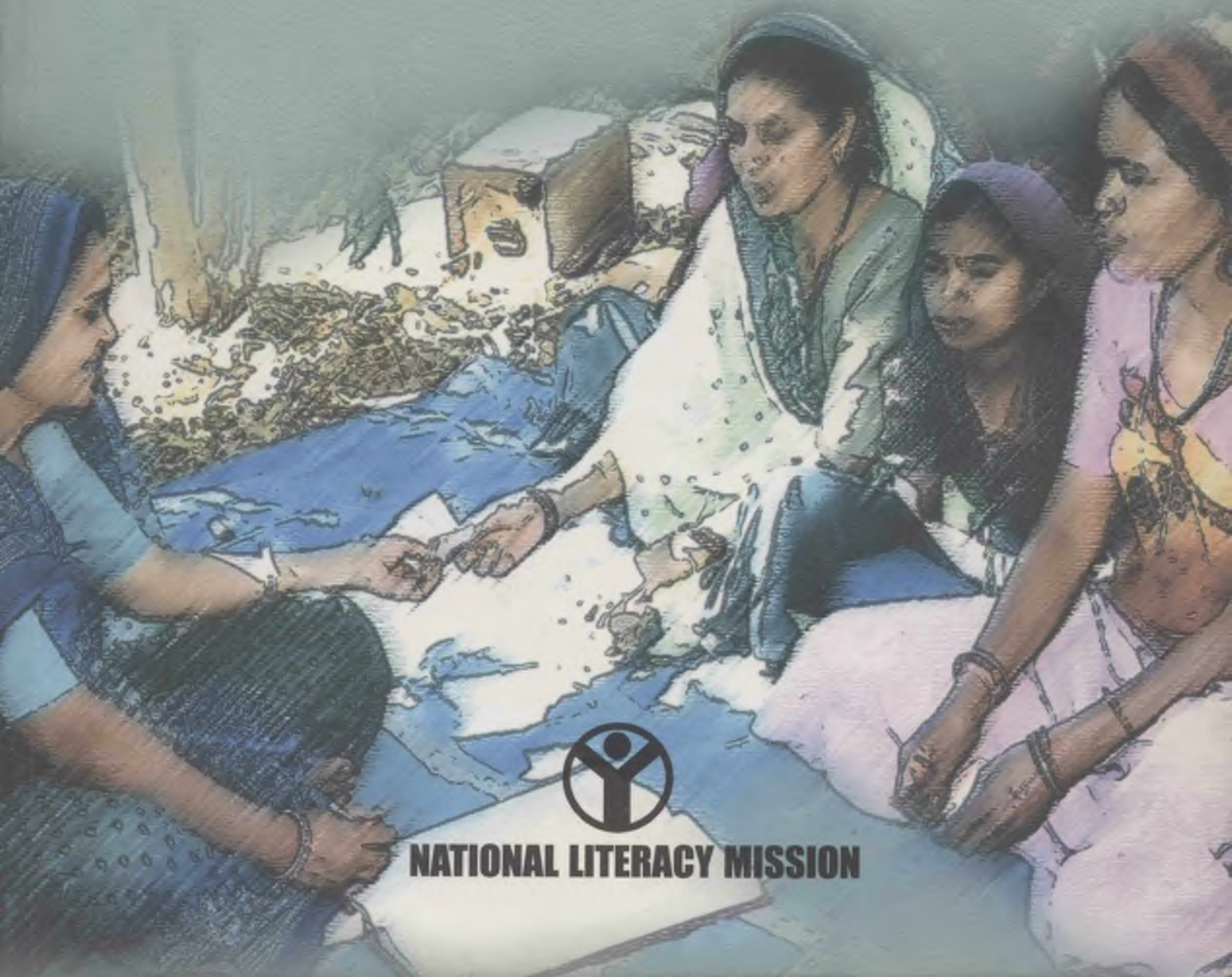


Analysis of External Evaluation Report

# TOTAL LITERACY CAMPAIGN

VOLUME VI



**NATIONAL LITERACY MISSION**

**Analysis of External Evaluation Report**

**TOTAL  
LITERACY  
CAMPAIGN**

**VOLUME VI**



**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**

Government of India

Directorate of Adult Education

Ministry of Human Resource Development

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.

# Contents

<b>Andhra Pradesh</b>			
■ Adilabad	2		
<b>Assam</b>			
■ Golaghat	8		
<b>Bihar</b>			
■ Buxar	16		
■ Madhepura	22		
■ Sasaram (Rohtas)	28		
■ Supaul	32		
<b>Chhatisgarh</b>			
■ Bastar	38		
■ Kankar	42		
■ Mahasamund	47		
<b>Haryana</b>			
■ Hissar	54		
■ Kurukshetra	59		
<b>Karnataka</b>			
■ Bangalore Rural	64		
■ Bangalore Urban	70		
<b>Madhya Pradesh</b>			
■ Betul	78		
■ Dewas	84		
■ Hoshangabad	90		
<b>Maharashtra</b>			
■ Chandrapur	96		
■ Dhule/Nandurbar	101		
■ Gadchiroli	106		
■ Pune City	111		
■ Raigad	116		
■ Thane	120		
<b>Orissa</b>			
■ Angul	126		
■ Balasore	132		
■ Khurpah	137		
■ Kolar	141		
■ Puri	145		
■ Sambalpur	150		
<b>Punjab</b>			
■ Mansa	156		
<b>Rajasthan</b>			
■ Jaisalmer	162		
■ Sirohi	167		
<b>Tamil Nadu</b>			
■ Chennai Corporation	172		
■ Thiruvallur	176		
■ Viluppuram	181		
<b>Uttaranchal</b>			
■ Udham Singh Nagar	188		
<b>Uttar Pradesh</b>			
■ Balia	196		
■ Deoria	200		
■ Gonda	204		
■ Ghazipur	210		
■ Mathura	216		
■ Mathura	220		
■ Mau	224		
■ Pilibhit	229		
■ Sahjahanpur	233		
<b>West Bengal</b>			
■ Darjeeling Gorkhahill Council	240		
■ Murshidabad	245		
■ Darjeeling	249		



# Andhra Pradesh



External Evaluation Reports of Total Literacy Campaign in India

# Adilabad

## Background

1. Project proposal approved by NLM  
Yes (May 1993) (operation restoration October, 1996)
2. Implementing Agency  
2 AS, Adilabad (Zilla Aksharsyatha Samiti)
3. Door to Door Survey  
18.11.1993
4. Identified non-literates

Age Group	Male	Female	Total
			5,68,621

5. Enrolment  
4,09,643
6. Teaching Started  
January 1994 to June 1994  
Teaching continued upto  
May 1997 to August 1999  
(after a break of three years)
7. Date of External Evaluation  
11.10.2000
8. Report submitted  
9.9.2001
9. Period of teaching upto External Evaluation  
35 months

10. **Evaluating Agency**  
Centre for Research Action and Training, New Delhi.
11. **Appointed by**  
ZSS/NLM
12. **Major stated objectives of External Evaluation**
  - To provide an objective and realistic assessment of literacy achievements of TLC campaign.
  - To assess the inputs of the campaign to help policy and planning at the state and central levels.
  - To provide feedback to local organizers about the outcome of the campaigns. Methodology adopted.
13. **The universe**  
P-III learners (learning and completers)
14. **No. of learners in the universe**  
5,68,621
15. **The sampling technique**  
The sample was drawn by systematic random sampling method. Ten mandals and one municipality of the district were selected. From each mandal 5 to 7 Gram Panchayats 91 from each Gram Panchayat 1 to 6 villages were selected.
16. **Size of the Sample**  
12,290
17. **Test Paper**  
Not as per NLM norms
18. **Test Administration**  
Only one set of test papers
19. **Assessment of Inputs Social Inputs if any**



## Social Impact

Should have assessed the effectiveness of campaign inputs like EB.

### 20. Attainment of NLM Norms

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

31.03% (out of 12,270)

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

13%

**c** *Testees turn out*

79% (Minimum 70%)

**d** *Proxy learners*

6%

**e** *Methods of calculating district success rate*

As per guidelines.

## Reasons for Low Attainment

- Irregularity of VTs in remote areas.
- Absence of financial incentives.
- Slackness in supervision.
- Lack of qualified VTs in SC/ST predominant areas and lack of training.
- One year gap between completion of TLC teaching learning and final evaluation.

## District Literacy Scenario

Target	=	5,68,621
Qualified at	=	76,271
Backlog	=	4,92,350

## Approved Budget

N.A.

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

### Strong Points

The report is well written except that certain figures do not tally. Some tables are not clear. The agency has given an in-depth analysis of the causes for low attainment by the learners.

### Weak Points

Table II is defective (col. 9) The test paper is not as per the guidelines of NLM. Therefore, the result of the district is not reliable.

### Comments on the following items given in the Report

- Lack of adequate training of VTs
- Ineffective supervision by ZSS
- Irregularity among the VTs

### Recommendations made by Evaluating Agency

- Another round of mobilization and environment building before the next programme
- More efforts by ZAS to motivate SC/ST women learners
- More number of centre in remote areas
- Separate learning centres for women
- Timely supply of teaching learning materials

## External Evaluation Reports of Total Literacy Campaign in India

- VTs from same caste and same locality
- Incentives for field staff, VTs and learners
- Active involvement of village panchayat in monitoring and coordination of programme activities at village level.

### Action by NLM

Further evaluation work may be assigned to this agency.

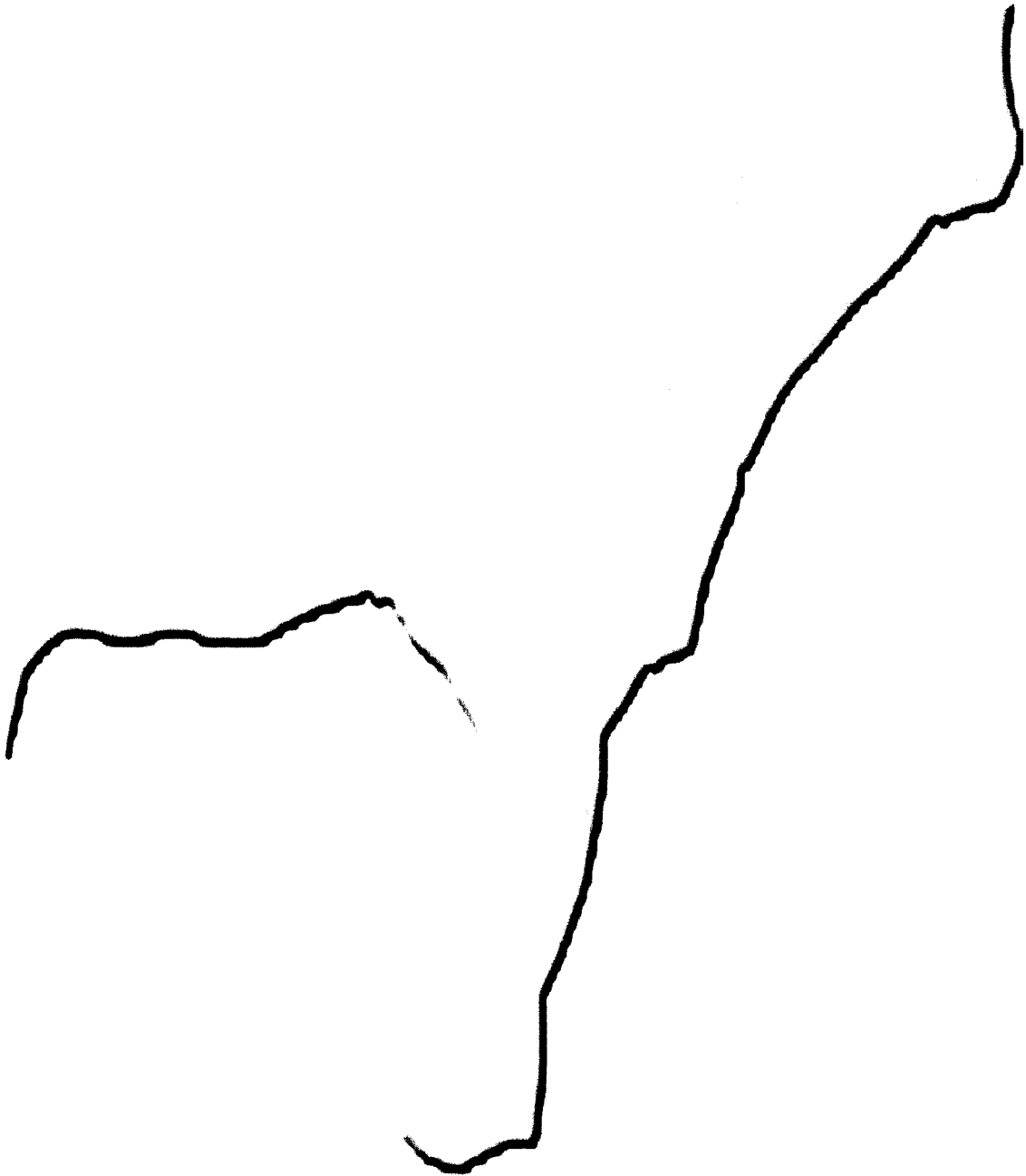
On the whole evaluation has been done according the Guidelines barring the following shortcomings:

- Percentage of district target, attaining NLM names not given.
- Percentage of tastees turn out not given.

Further evaluation work may be assigned to this agency.

■ ■

# Assam



External Evaluation Reports of Total Literacy Campaign in India

# Golaghat

## Background

1. Project proposal approved by NLM  
6.2.1996
2. Implementing Agency  
ZSS, Golaghat
3. Door to Door Survey  
31.10.1996 lasted for 3 months
4. Identified non-literates

Age Group	Male	Female	Total
15-35	48,791	67,415	1,16,205
SC	12,173	ST	14,574
Tea Gardens	51,753	General	37,706

5. Enrolment  
53.47% i.e. 62,132
6. Teaching Started      Teaching continued upto  
Not mentioned          December 2000
7. Date of External Evaluation  
28.1.2002 to February 2002
8. Report submitted  
May 2002
9. Period of teaching  
40 months (envisage 9 months)

**10. Evaluating Agency**

Department of Public Administration, University of Lucknow (UP).

**11. Appointed by**

NLM/ZSS

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

- To find out the status of literacy among target learners.
- To advise the district on alternatives so that in future the planning and monitoring of PLP could be further strengthened.
- To attract attention towards such points so that the influence of literacy campaign could be strengthened both at national and state level
- To know the achievement status of TLC.

## **Methodology Adopted**

**13. The universe**

1,16,206 (this is the target figure).

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

62,132 enrolled learners

**15. The sampling technique**

Sample was selected randomly. It represents villages/wards/tea gardens spread over the entire district. In all, 38 villages, 5 wards and 3 tea gardens were selected. Village/ward/tea garden was taken as the final unit of analysis.

**16. Size of the Sample**

5.62%

**17. Test Paper**

Test paper was prepared as per NLM norms which was based on primer Asom Kiran prescribed in the district (Bio-data, reading, writing and numeracy).

**18. Test Administration**

The team of evaluation agency formed the process of test admn. The external evaluation team formed several groups according to per day evaluation units and each group included members of ZSS, block coordinators and members of the block level literacy committee. The evaluation team then covered the villages/wards/TG including the sample. Days were appointed for different areas. Evaluation was declared as Saksharta Mela. Before testing the learners were verified from the list, filled the column. Then allowed by entering the evaluation room.

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

Not assessed.

## **Assessment of Inputs/Social Impact**

Should have assessed the effectiveness of campaign inputs like EB, training, teaching.

## **Findings**

**20. Attainment of NLM Norms**

***a By learners in the sample. Out of 2935 sample learners 2431 appeared in the test.***

504 were absentee. Out of 2431 learners appeared, 1857 achieved NLM norms.

Taking 50% of absentee Success rate is 76.39%. Sample success rate 69.81%

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

District target was 52,207 on the basis of SR 69.81 % 36,446 learners were successful i.e. 31.36%

***c. Testees turn out***

2431

**d. Proxy learners**

87

**e. Methods of calculating district success rate**

Over all success rate 31.36% calculated according to the guidelines of TLC.

## Reasons for Low Attainment

- Financial constraints
- Weak environment building and motivational programmes
- People's participation because no separate village education committee were constituted for environment building activities. General village education committees although revitalized did little work.
- Absence of quality material for VTs.

## District Literacy Scenario

Target = 1,16,206

Qualified at 31.36% = 36,446

Backlog = 79,760

## Approved Budget

Rs. 1.02 crore as approved by NLM.



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

### **Strong Points**

Selection of sample, test admn. Calculations, charts, maps, table etc. have been some properly. The achievement levels of all the strata including tea garden females, SCs, STs, minorities etc was good. The first sub sample gave 76.37% result while the second gave 76.41% which indicate that these were no sampling error.

### **Weak Points**

- Not clear about the meaning of universe.
- Attachment of norms worked out in a complicated manner.
- T.P. not prepared according to the guidelines.

### **Comments on the following items given in Evaluation Report**

a Strong points of the TLC Programme:

- Regularly monthly monitoring
- Environment building programme was very good,

b Weak points of the Programme

- ZSS has practically not developed any teaching learning materials and VT's guides.
- Print-size of some of the teaching learning materials was small.
- Pictures in the above were only black and white.
- Survey took 3 months while it was *a* one day affair.

### **Recommendations made by Evaluating Agency**

The external evaluation of the TLC should be taken soon after the completion of the teaching learning process.

### **Action by NLM**

The evaluation suffers from several technical mistakes.

The agency should therefore undergo orientation training before taking up another evaluation assignment.

■ ■



# Bihar



**External Evaluation Reports of Total Literacy Campaign in India**

# Buxar

## Background

1. Project proposal approved by NLM  
June, 1996
2. Implementing Agency  
ZSS
3. Door to Door Survey  
June 1997
4. Identified non-literates

Age Group	Male	Female	Total
Not stated	73,734	82,703	1,57,356 (2 <sup>nd</sup> survey)

5. Enrolment  
1,47,218
6. Teaching Started  
August 1997  
Continuous teaching was only from  
November 2000 to April 2002
7. Date of External Evaluation  
April 2002
8. Report submitted  
June 2002
9. Period of teaching up to External Evaluation  
18 months (November 2000 to April 2002)

10. **Evaluating Agency**  
Management Development Institute, Gurgaon.
11. **Appointed by**  
NLM/ZSS
12. **Major stated objectives of External Evaluation**  
Not stated.

## **Methodology Adopted**

13. **The universe**  
Very vague. Simply says learners of P-III includes those who have completed P-I and P-II. Thus the success rate is measured on the basis of P-III learning only. Has taken all enrolled learners as the universe.
14. **No. of learners in the universe**  
1,47,218 (exactly the same as enrolled learners given in item 5.)
15. **The sampling technique**  
About 4 villages were selected from bigger blocks and two, three and one from smaller. T.No. of sample village 34. Has not included the table showing the basis of selection.
16. **Size of the Sample**  
5% of target. 7991 learners out of target 1,57,356 (Sample is drawn from the universe and not the target).
17. **Test Paper**  
Partially in Bhojpuri and partially in Hindi. The competencies to follow written instructions and understanding of symbols not tested.
18. **Test Administration**  
15 graduate and post graduate level persons administered the test. Out of them only 5 were from outside the district and 10 from Buxar itself. Reason given was so that they can converse in Bhojpuri. This is not enough justification of using TAs from the same district which is again NLM policy.

Firstly, there is not much difference between Bhojpuri and Hindi. Secondly the entire P-III was in Hindi and the TP itself was partially in Hindi.

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

The study of social impact was not necessary during TLC. However, has tried to study the impact of several aspect of the campaign like impact of trainings, EB, role of functionaries resource persons relevance of training materials and so on, rather in accuracy manner. Has mainly reported percentage of responses of persons interviewed, for example; 83% respondent found the training materials relevant Among training materials included Primers, pencil, pad, and some block broad materials (P.25). To regard them as training materials is rather unusual and saying that they were relevant is quite vague. Found the training programme very effective when more than 80% of VTs were trained in batches of more the number per batch recommended is 30.

## Findings

**20. Attainment of NLM Norms**

**a. By learners in the sample**

89.51% (Tested + absentees)

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

83.74%

**c. Testees turn out**

86.6% (Calculated not indicated)

**d. Proxy learners**

1.2% (Calculated-not indicated)

**e. Methods of calculating district success rate**

According to T.2 of the guidelines.

## Reasons for High-Low Attainment

Has given no reason for such a high success rate.



## District Literacy Scenario

Target = 1,57,356

Qualified at 83.47% = 1,31,345

Backlog = 26,011

## Approved Budget

Rs. 184.74 lakhs

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

Has shown very high success rate. This is the result of not taking the universe P-III learners but all enrolled learners. Has also reported attendance about 100% and almost no proxy. Both unusual phenomenon.

The result of a few other district where evaluations were done according to the guidelines are shown below:

Hazaribagh-29%; Ranchi-29%; Dhanbad-44.2%; Kaimur-31.3%; Khagaria-23.5%; Supul-26.5%; Mahdepura-26.67%

In the light of above 83.47% result of Buxar reported by the agency seems unreliable.



### **Strong Points**

None was found except that the name of sample village was known only to the chairman, ZSS and not disclosed to other functionaries. Because if this is done in advance the administration starts concentrating on the sample villages only to improve the district result.

### **Weak Points**

It seems it has no clear idea of what should be the 'Universe' and that the district result should be calculated based on the universe and not enrolled learners.

### **Comments on the following items given in Evaluation Report**

a. Strong points of the TLC Programme:

Attendance was almost 100%, proxy learners were almost nil and the turnout was very good.

### **Recommendations made by Evaluating Agency**

Functionaries who have taken keen interests in TLC, should be acknowledged and given certificates.

- FP issues given high priority during PLP to stop fragmentation of land.
- Cleaning villages through self help.
- Building roads.
- Motivating people to repair school buildings.
- Efforts should be made to reduce castesim.
- Local politicians should be kept away from the centres and so on.

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

- Misinterpretation of “universe”
- 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.

■ ■



# Madhepura

## Background

1. **Project proposal approved by NLM**  
August 1994
2. **Implementing Agency**  
BGVS
3. **Door to Door Survey**  
Completed 1996
4. **Identified non-literates**

Age Group	Male	Female	Total
9-35	68,912	99,055	1,67,947

5. **Enrolment**  
1,55,344
6. **Teaching Started**  
Started again in 2000
7. **Date of External Evaluation**  
November 1997
8. **Report submitted**  
Not given - perhaps in July 2002
9. **Period of teaching**  
Cannot be calculated



**10. Evaluating Agency**

Department of Social Work, Lucknow University.

**11. Appointed by**

NLM and ZSS

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

Same as given in the Guidelines mainly to provide an objective and reliable assessment of TLC.

## **Methodology Adopted**

**13. The universe**

P-III learners. Has used the term current learners instead of P-III learners.

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

Current learners i.e. P-II completers = 15,834 P-III learners = 87,885

**15. The sampling technique**

Has not mentioned how the sample was drawn, how many villages/wards were selected from different blocks, and the basis of selection.

**16. Size of the Sample**

Planned 5%; Actual appears to be 5.3%.

**17. Test Paper**

Three sets of test papers were prepared. Technically they should be parallel i.e. the content questions to be different but the difficulty level should be the same. In this sense they are quite defective as the difficulty level is not the same.

**18. Test Administration**

The organizers could not even manage to gather the learners at the testing/centres. Law and order problems in some hamlets forced the team to abandon random testing. Has not mentioned anywhere who were the TAs and from where they were recruited, it was not correct if they were recruited from the same district

19. Assessment of Inputs/Social Inputs if any

Should have assessed the effectiveness of campaign inputs like E.B., training, teaching.

## Findings

20. Attainment of NLM Norms

*a. By learners in the sample*

73.31%

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

26.67%

*c. Testees turnout*

68%

*d. Proxy learners*

6%

*e. Methods of calculating district success rate*

It has based the entire calculation on the basis of current learners whereas should have calculated on the basis of target learners.

## District Literacy Scenario

Target = 1,67,947

Qualified at 26.67% = 44,791

Backlog = 1,23,156

(Has given the total backlog as 1,02,853 which is in correct).

## Approved Budget

Rs. 1.33 crore. Received Rs. 55,73,000.

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

### Strong Points

- The evaluating agency had to work in a difficult situation because the campaign was almost totally mismanaged.
- Had studied in detail the reason of low attainment and the problems faced in the implementation of TLC.
- The difference in the result of the two samples, shows that there was no non-sampling error.

### Weak Points

Its weakest point seems to be that it has not fully understood the methodology of external evaluation as given in details in the guidelines. It does not have a clear idea of even the 'Universe', number of persons to be included in the universe and construction of a table on the model of T2 of the guidelines, to assess the learning outcome of the district.

- Similarly seems to have little idea of developing parallel test papers.
- If we carefully study the guidelines we will see that it has been clearly stated that the report should be short and to the point, so that it is studied by the users. But the agency has ignored the suggestion and has stuffed it with unnecessary information and tables, as shown below:
  - a Recommended no of pages including tables and annexes = maximum = 70 pages. No. of pages in the report - 121.
  - b Recommended no of item of information in the background data and the executive summary = 28, In the report = 53
  - c Required no. of tables -10, In the report = 96



### **Comments on the following items given in Evaluation Report**

a. Strong points of the TLC Programme:

- Operation restoration taken up to revive the programme which had dragged on for 5 year.
- A Task Force of dedicated persons was formed to put life in the campaign for better result before the external evaluation was taken in hand.

b. Weak points of the Programme

- The usual misunderstanding between the BJVS activists running TLCs and district administration. That is non cooperation between the two. BJVS outfit is not so extensive and strong that it can manage the campaign with the help of its own activists alone.

### **Recommendations made by Evaluating Agency**

Has made 9 recommendations to the ZSS. Most of the steps suggested are not new (like EB should be continuous, school lectures to be more fully involved, teaching should be done in groups, monthly meetings of committees should be held). Some rather far fetched (like Mahila Mandals, Yuva Mandals should be registered, durries, TVs, should be provided to them and the campaign should be handed over to village panchayats) But one of them quite interesting: part of their salary to be given as contribution to the campaign.

Has made a few suggestions to the policy makers as well, for example;

- 25% of the grant should be released as soon as the project proposal is accepted by NLM.
- NLM representative should visit the district at least once a year and SDAE at least once in three months.
- External evaluation should be arranged when at least 90% of enrolled learners have started reading P-III and 75% had completed P-III At present it is when 60% have completed or reading, P-III (No reasons given for suggesting such a fundamental change.

### **Action by NLM**

The evaluation suffers from several technical mistakes. Therefore it should undergo orientation training before undertaking another evaluation assignment.

■



# Sasaram (Rohtas)

## Background

1. Project proposal approved by NLM

26.3.1997

2. Implementing Agency:

ZSS

3. Door to Door Survey

30.6.1998

4. Identified non-literates

Age Group	Male	Female	Total
15-45	72,499	1,11,702	1,84,151

5. Enrolment

1,83,741

6. Teaching Started

January 1999

Teaching continued upto

January 2002

7. Date of External Evaluation

February 2002

8. Report submitted

May 2002

9. Duration of the project

36 month (Envisaged 9 months)

10. Co-funding agency

Society for Education, Research & Voluntary Efforts (SERVE), Jaipur.

11. Appointed by  
ZSS + NLM
12. Major stated objectives of External Evaluation  
As per guidelines

## Methodology Adopted

13. The universe  
P-III learners + P-III completion
14. No. of learners in the universe  
1,80,646 (seems all enrolled learners)
15. The sampling technique  
Procedure has been reported in confusing manner.
16. Size of the Sample  
9,665
17. Test of Paper  
Two parallel test papers were used, reported to have followed Dave Committee. Papers not enclosed in the report.
18. Test Administration  
It is not reported whether the test administrators were from the same or other districts.
19. Assessment of Inputs/Social Inputs if any  
No done.

## Findings

20. Attainment of NLM Norms
  - a *By learners in the sample*  
67.87%

***b*** ***By total non-literates in the district i.e. by TARGET***  
66.58%

***c*** ***Testees turn out***  
91.93%

***d.*** ***Proxy learners***  
0.43% total appeared

***e.*** ***Methods of calculating district success rate***  
There are certain mistakes in calculation.

## **District Literacy Scenario**

Target	=	1,84,151
Qualified at 66.58%	=	1,22,604
Backlog	=	61,547

## **Approved Budget**

Rs. 2,12,83,470

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

### **Weak Points**

The essential table 2 in the guidelines provided on page 32 of the report, the compilations shown in Annexure-A on page 38 has errors. Similarly, the district literacy scenario Table 7 on page 34 needs corrections.

### Comments on the following items given in Evaluation Report

a Strong points of the TLC Programme:

- High percentage of enrolment 99.77%
- High no. of P-III learners 98.31 %, + P-III completers
- High percentage of achievement 66.58% of the target

### Recommendations made by Evaluating Agency

One good recommendation that learners be given occasional opportunity to be present at the meetings of VEC, BEAT and block levels.

### Action by NLM

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

- Miss interpretation of “universe”
- Deficient language
- Using the term current learner instead of PIII learner
- TP not enclosed
- Calculating district result vague

Further evaluation work may be assigned to this agency.

# Supaul

## Background

1. Project proposal approved by NLM  
February 1994
2. Implementing Agency  
ZSS
3. Door to Door Survey  
Finalized September 1994

### Identified non-literates

Age Group	Male	Female	Total
9-40	2,45,547	3,33,339	5,78,886

5. Enrolment  
4,77,758
6. Teaching Started      Teaching continued up to  
January 1995              June 2000
7. Date of External Evaluation  
June 2000
8. Report submitted  
August 2000
9. Period of teaching  
65 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**

To evaluate the learning outcome of the district, also level of literacy attained by different categories of learners.



## **Methodology Adopted**

13. **The universe:**  
P-III learners

14. **No. of learners in the universe**  
2,91,838

15. **The sampling technique**  
5 panchayats/wards from each block and municipality and one village/ ward from each strata, selected randomly,

16. **Size of the Sample**  
Not given

17. **Test Paper**  
2 sets of TPs were prepared. They were according to the guidelines. The poster in one set was not very appropriate, shows a person simply lying on a cot. It is not an action picture.

18. **Test Administration**  
The Project Director and one staff member of the agency led the team of TAs in the field. There were 23 TAs to administer the TPs and do the marking. Since a list of TAs with their addresses is not given in the report, it is not known if they were recruited from the same district or were from outside the district.

19. **Assessment of inputs/Social Inputs if any**  
Was not expected to assess social impact of the campaign and has not done it. But should have assessed the effectiveness of campaign output like E.B., Training, Teaching/Learning.

## 22. District Literacy Report on Total Literacy Campaign in India

### Findings

#### 22.a. Attainment of NAL Norms

- a** *By learners in the sample*  
52.5% (Tested + absentee learners)
- b** *By total non-literates in the district i.e. by TARGET*  
26.5%
- c** *Testees turn out*  
69%
- d** *Proxy learners*  
9.9%
- e** *Methods of calculating district success rate*  
According to T2 of the guidelines.

### Reasons for Low Attainment

See 23.b.

### District Literacy Scenario

Target	=	5,78,886
Qualified at 26.5%	=	1,53,405
Backlog	=	4,25,481

### 22.b. District Budget

Not given

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

### Strong Points

- The two equal sub samples showed no significant difference between the two results. This means that there was no non-sampling error in the evaluation process.
- It is a short well presented report, avoiding unnecessary tables and information.
- Has shown category wise results of the learners.

### Weak Points

- Uses the term neo literates instead of learners or non-literates.
- Under methodology has not shown the number of learners in the universe.
- The agency writes in almost every report about the questions in the TPs “The questions were designed keeping in view the environment and social conditions of the learners”. This is not a quite correct statement. The questions are based on the test or try to ensure some competency of the learners.

### Comments on the following items given in Evaluation Report

a. Strong points of the TLC Programme:

Has not mentioned any.

b. Weak points of the Programme

- Frequent transfer of Collectors affected the supervisors structure, supply of materials and submission of MIS.
- One way training, no interaction between trainers and trainees, essential components not including the training programme.



## External Evaluation Reports of Total Literacy Campaign in India

- Distribution of reading materials and supplies quite defective.
- The campaign was in the hand of BJVS workers, who were highly qualified persons and worked on a meagre honorarium. But they did not get the cooperation of district officials.

### **Recommendations made by Evaluating Agency**

- To make a calendar of operation and following it, is useful device. It should be done during PLP.
- The Secretary, ZSS should have a proper office and working facilities. At present, there is neither light non drinking water in his office.
- Block level officers should take active interest in PLP.

### **Action by NLM**

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

- Using the term neo-literates instead of learners.

Further evaluation work may be assigned to this agency.

■ ■

# Chhattisgarh



External Evaluation Reports of Total Literacy Campaign in India

# Bastar

## Background

1. Project proposal approved by NLM  
Date not given
2. Implementing Agency  
ZSS, Bastar
3. Door to Door Survey  
May 1999
4. Identified non-literates

Age Group	Male	Female	Total
15-35	70,269	64,837	1,35,106

5. Enrolment  
1,35,106 (exactly same as target)
6. Teaching Started  
March 1995
- Teaching continued upto  
September 2000
7. Date of External Evaluation  
November 2001
8. Report submitted  
December 2001
9. Period of teaching  
57 months (Envisaged 9 months)
10. Evaluating Agency  
SIRDI (Society for Integrated Rural Development Infrastructure). New Delhi

11. Appointed by  
ZSS/NLM
12. Major stated objectives of Extension Evaluation:  
As per NLM Guidelines.

### Methodology Adopted

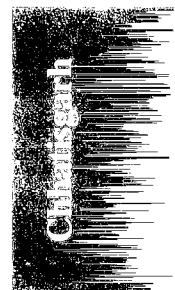
13. The universe  
P-III (Completers & Completing)
14. No. of learners in the universe  
1,35,106 (same as enrolled)
15. The sampling technique  
Planned: (5.53%) Actual: (5.01%)

Random sampling technique. Villages were randomly selected from each block.

16. Size of the Sample  
6769 (5%)
17. Test Paper  
One set of test paper – Not according to the guidelines.
18. Test Administration  
Test administrators were trained for 4 days. Congenial environment was created for test by informally talking to learners and helping them to understand questions in the test paper in case of difficulties.
19. Assessment of Inputs/Social Inputs if any

### Social Impact

Should have assessed the effectiveness of campaign inputs like E.B., training, teaching/learning.



## Findings

### 20. Attainment of NLM Norms

*a By learners in the sample*

91.0%

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

89.24%

*c Testees turnout*

6,469 (only 5%, it should be minimum 70%)

*d Proxy learners*

300

*e Methods of calculating district success rate*

As per NLM guidelines

## District Literacy Scenario

Target = 1,35,106

Qualified at 81.24% = 1,20,106

## Approved Budget

Not given

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

The report is full of charts and graphs. Language of the report is defective.

### Strong Points

Has brought out the factor responsible for high success.

## Weak Points

Defective language. Explanation of certain statements was not given. T.P. not according to the guidelines.

## Comments on the following items given in Evaluation Report

### a. Strong points of the TLC Programme: (Padhna Badhna Andolan)

After the bifurcation and introduction of Padhna Badhna Andolan the TLC went on with full vigour. Effective training programmes were organized for RPs and VTs (Guruji). Supervision was regular and effective and the total participation of panchayat was also affected.

### b. Weak points of the Programme

- The statements are made without providing the supportive data.
- Recommendations given in the report are not specific and some of these are not practical.
- Poorly written report as far as language is concerned.

## Recommendations made by Evaluating Agency

- Develop training curriculum and materials for creating interest and demand for literacy.
- Various wings of the government at district/block level/village levels should be involved.
- Volunteerism and commitment.
- Training/Retraining.

## Action by NLM

All evaluation reports of this agency suffer from several technical mistakes and rather defective language. Therefore it should undergo orientation/training in the method of evaluation according to the guidelines before it takes up another assignment of evaluating a district.

■

# Kankar

## Background

1. Project proposal approved by NIM  
January 1996 (as part of Bastar district)
2. Implementing Agency  
ZSS, Kankar
3. Door to Door Survey  
Finalised on November 1999
4. Identified non-literates

Age Group	Male	Female	Total
15-50	38,747	66,707	1,05,454

(15-45)

45+ =

5. Enrolment  
1,05,454 (same as target)
6. Teaching Started      Teaching completed date  
December 2000      N.A.
7. Date of External Evaluation  
February 2002
8. Report submitted  
March 2002
9. Period of teaching  
12 months (Envisaged 9 months)

46. **Implementing Agency**

(SIRDI) Society for Integrated Rural Development Infrastructure, New Delhi.

47. **Implementing Agency**

NLM/ZSS

48. **Performance Indicators of Terminal Test**

- To reliably assess the literacy achievements as well as the social impact.
- To provide outcome of TLC to the ZSS under TLC.
- To study the achievement of literacy skills of the learners.
- To assess the success and failure; strength and weakness of the campaign.

49. **Technology Adopted**

50. **Targeted Area**

1,05,454 (This is target)

51. **Actual number of beneficiaries**

92,850

52. **Sampling Method**

Sample villages were identified at random by in the blocks on different sides of the block. In 7 blocks, 22 villages/Nagarpalika were randomly selected in which there was a sample learners of 5,841.

53. **Response Rate**

Planned 5,841 (5.75%); Actually tested 4,841 (5.21 %)

54. **Sampling Frame**

According the norms laid down by the NLM.

55. **Test Administrator**

Required number of test administrators including a team leader were selected. Teams were formed according the number of villages to be visited each day. Evaluation was conducted from 20.2.2002 to 28.2.2002. Test paper was





conducted with views in mind such as removal of examination fear, making situations non-threatening, proper arrangement of light, seating arrangement in a circle, identifying proxy learners.

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

Should have assessed the effectiveness of campaign inputs like EB, training, teaching/learning.

## Findings

**20. Attainment of NLM Norms**

94.17% (of the tested learners in the sample)

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

82.91% (Tested enrolled learners)

95.0% (Proxy excluded)

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

82.91% (Success of 87,437 adult learners out of a target of 1,05,454 adult learners)

***c Testees turnout***

4,841 (This is only 5% of learner in the minimum should be 70%)

***d Proxy learners***

129

***e Methods of calculating district success rate***

As applied the % from the sample successful learners 87,437 adult learners out of the target of 1,05,454 become successful with literacy percentage of 82.91%.

## Reasons for Low Attainment

Attainment is high.

## District Literacy Scenario

Target	=	1,05,454
Qualified at 82.91 %	=	87,437
Backlog	=	18,014

## Approved Budget

An amount of Rs. 40.25 lakhs out of which Rs. 39.70 lakh was spent.

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

### Suggestions

- Involvement of Sarpanches in voluntary manner is highly needed.
- Various wings of the Government at district/block/ village levels should be involved voluntarily till the villages do become totally literate.
- Honorarium be paid to the VT's.
- Frequency of field visits be prescribed and increased.

### Comments on the following items given in Evaluation Report

- a. Strong points of the TLC Programme:
- Proper utilization of literacy functionaries for management of literacy.
  - Effective training of VT's
  - Adoption of motivational techniques.
  - Regular meetings of BDOs/BEOs.

- Proper field visits by the officers.
- Arrangement of honorarium for VT's from outside sources.
- Proper care taken by Sarpanches. Supply of kerosene for LCs .

#### Recommendations made by Evaluating Agency

- Need to prescribe achievement rate of literacy not less than 75%.
- To gain further strengths in organizing the literacy campaign, it would be good if the best NGOs are identified and their persons trained to implement literacy and continuing education programme.
- Total Literacy Declaration Board by the Panchayats only involving school teachers and organizing 3 to 6 months of literacy programme.
- Adoption of participatory rural appraisal techniques.
- The following aspects of interest may be added in the training curriculum and material - legal literacy, health care, mother and the child care, agricultural development, vocational training programme, bank loans.
- Need for developing lessons on AIDS, Antidowry, Democracy, Health Care, Income generation, small family norms, social forestry etc.

#### Action by NCI

All evaluation reports of this agency suffer from several technical mistakes and rather defective language. Therefore it should undergo orientation/training in the method of evaluation according to the guidelines before it takes up another assignment of evaluating a district.

# Mahasamund

## Background

### TLC and Padhana Badhana Andolan (PBA)

1. Project proposal approved by NLM

TLC: November 1995

PBA: October 1999

2. Implementing Agency

ZSS

3. Door to Door Survey PBA:

November 1999

4. Identified non-literates

Age Group	Male	Female	Total	
TLC	Not available			
PBA	15-50	40,541	67,474	1,08,015

5. Enrolment

TLC: Not given

PBA: 1,08,015 (same as target)

6. Teaching Started

TLC: Not given

PBA: 15.12.1999

Teaching continued upto

TLC: Not given

PBA: August 2001

7. Date of External Evaluation

PBA: August 2001 (i.e. in the same month when the teaching ended)

8. **Report submitted**  
September 2001
9. **Period of teaching upto External Evaluation**  
PBA - 20 months
10. **Evaluating Agency:**  
Society for Integrated Rural Development Infrastructure, (SIRDI) New Delhi.
11. **Appointed by**  
ZSS + NLM
12. **Major stated objectives of External Evaluation**  
In addition to objectives given in guidelines, a long list of other objectives is given.

## **Methodology Adopted**

13. **The universe**  
P-III completers + P-III learners
14. **No. of learners in the universe**  
PBA - P-III learners 5,919  
Universe TLC P-III completes - 17,512 PBA P-III completers - 68,670 =  
86182 Total 5919 + 66182 - 92101
15. **The sampling technique**  
Not clear. The method is described as follows: "Sample villages were identified by SIRDI evenly in Block on different sides of the block".
16. **Size of the Sample:**  
6,727
17. **Test Paper**
  - The structure of the test paper was not according to the model TP given in the guidelines.

- The marks allotted to letter/application writing were 10 instead of 15 as per model TP. A separate 5 mark question is added asking to write 5 names of family members. This change has made it easier.
- The poster reading question is not included.
- Understanding of written instructions has 6 marks only. The agency has given 10 marks.
- Marks given to paragraph reading comprehension not correct.
- The agency has given a question to construct 5 words from a no. of given letters. The agency has dropped the question on reading time from the worth and increased marks allotted to sums of additions and subtraction. Four addition questions were allotted 6 instead of 4: only 3 subtraction questions were given with 6 marks whereas model IF gives 5 question and 5 marks. Similarly, marks allotted to multiplication and division are more. Marks allotted to arithmetic question incorrect.

#### 18. Test Administration

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

Should have assessed the effectiveness of campaign output.

## Finding

#### 20. Attainment of NLM Norms

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

87.72%

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

74.80% (doubtful)

**c.** *Testees turnout*

82.43% tested (appeared)

**d** *Proxy learners*

1.35% of appeared

## Reasons for High-Low Attainment

Reasons not given.

## District Literacy Scenario

Target PBA	=	1,08,015
Qualified at 74.80%	=	80,791
Backlog	=	27,224

## Approved Budget

Not Given

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

### Weak Points

- Question paper not as per model TP.
- Computational errors in the report.
- The report has not followed the structure given in the guidelines.
- Defective language.

### Comments on the following items given in Evaluation Report

a. Strong points of the T LC Programme:

PAB had the following important strengths

- EB was good
- Guruji were found to be sincere
- Block Resource Coordinators were working extremely well.

b. Weak points of the Programme

- Weak monitoring, low enrolment
- NGOs were yet to be given responsibility
- People's participation weak in some villages.
- Frequency of movements of ZSS functionaries in the field was inadequate.

**Action by NLM**

All evaluation reports of this agency suffer from several technical mistakes and rather defective language. Therefore it should undergo orientation/training in the methods of evaluation according to the guidelines before it takes up another assignment of evaluating a district.

■ ■





# Haryana



External Evaluation Reports of Total Literacy Campaign in India

# Hissar

## Background

1. Project proposal approved by  
NLM 31.3.1993 (adhoc)  
15.3.1994 (permanent)
2. Implementing Agency  
ZSS, Hissar
3. Door to Door Survey  
August 1994.

Done in a single day by 120 persons trained for the purpose. Survey was done by dividing rural areas into 9 divisions and urban area into 2 division.

4. Identified non-literates

Age Group	Male	Female	Total
15-35	34.25%	65.74%	100%

5. Enrolment  
2,06,424
6. Teaching Started                      Teaching continued up to  
September 1994                      April 1998; 47 months
7. Date of External Evaluation  
May 2001
8. Report submitted  
October 2001

9. **Period of teaching up to External Evaluation**  
3½ years (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**
  - To find out the status of literacy among target learners.
  - To advise the district on such alternatives that can be planned in future. Planning of PLP to make it more forceful and effective.
  - To attract attention towards such points so that the influence of LC could be strengthened both at national and state level.

## **Methodology Adopted**

13. **The universe**  
Total enrolled learners in the district i.e. 2,06,424.
14. **No. of learners in the universe**  
2,06,424
15. **The sampling technique**  
In the 9 development blocks, 48 villages and 2 urban areas 8 wards were selected through random sampling. Remotest of the rural areas were also covered in the sample.
16. **Size of the Sample**  
5.47%
17. **Test Paper**  
T.P. was made according to NLM Norms. It was based on the primer-III that was taught in Hissar. (T.P.s are not based on primers)

### 18. Test Administration

A total of 48 rural and 24 urban units were covered in 18 days. The learners could appear in the test at their own convenience between 10.00 AM to 5.00 PM. Testing was declared as Saksharata Mela. Verification of the learners was made before testing.

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

Should have assessed the effectiveness of campaign inputs.

## Findings

### 20. Attainment of NLM Norms

*a By learners in the sample*

79.38%

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

55.60%

*c Testees turn out*

8,112 (This is only 10% of learners in the universe. Minimum turn out should be 70%)

*d Proxy learners*

312

*e. Methods of calculating district success rate*

Unintelligible. Has not used T.P.

## Reasons for Low Attainment

- Non-completion of P-III by 26% of the learners.
- No. of proxy learners 312 in the sample who have not been included in the final evaluation. (This is not reason)
- Training and refreshers courses of MTs, VTs was found to be weak.

## District Literacy Scenario

Target	=	2,16,696 according to survey
Qualified at 56.60%	=	1,20,477 75% of 1,60,636
Backlog	=	96,219



## Approved Budget

Rs. 2,20,29,0007; Expenditure Rs.1,65,07,000

Expenditure on teaching learning and training was very low.

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

### Strong Points

Report has been presented in a clear manner.

### Weak Points

- No details have been provided about test administrators, where from they were taken i.e. from within the district or outside.
- Concurrent evaluation has not been mentioned.

### Comments on the following items given in Evaluation Report

#### a. Strong points of the TLC Programme:

- Good environment building programmes enabled the literacy personal to visit houses and talk to the women, otherwise a society where women remain in veil and do not talk to strangers.
- The level of training was satisfactory and material supplied in training was adequate.

## External Evaluation Reports of Total Literacy Campaign in India

- Primers were produced in view of local environment and history and this had a possible impact on learners psychology.

- Effective admn. Structure.

### b. Weak points of the Programme

- ZSS did not take a steps for concurrent evaluation which is very useful for pointing out the weaknesses of the campaign.
- The learners from weaker sections of the society were not taken care of properly. Their success rate is low.

### Recommendations made by Evaluating Agency

- The learners of weaker sections of the society may be taken special care of in the PLP and mopping up programme.

### Action by NLM

The evaluation suffers from several technical mistakes as compared to other evaluations done by the agency. As it is the agency should undergo orientation before another assignment.

■

## Background

1. **Project proposal approved by NLM**  
January 1994
2. **Implementing Agency**  
ZSS
3. **Door to Door Survey**  
April 1994
4. **Identified non-literates**

<b>Age Group</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>
15-35	27,453	77,855	77,855

5. **Enrolment**  
62,125
6. **Teaching Started**                      **Teaching continued up to**  
June 1994                                      November 2001
7. **Date of External Evaluation**  
December 2001
8. **Report submitted**  
January 2002
9. **Period of teaching**  
7 years with certain gaps
10. **Evaluating Agency**  
SIRDI



**11. Appointed by**

ZSS/NLM

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

Eleven objectives have been stated. But the findings and suggestions do not meet the objectives.

## **Methodology Adopted**

**13. The universe:**

P-III learners and P-III completers

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

51,595

**15. The sampling technique**

Details not given. 28 villages and 3 wards were identified for sample.

**16. Size of the Sample**

Planned 6.43% = 3,318

Actual 5.73% = 2,955

**17. Test Paper**

As per guidelines (as claimed). TP suffers from certain defects like in the part of reading the questions are vague and not specific.

**18. Pest Administration**

Name, number, qualification, addresses of the T4s not given.

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

ZSS has formed committees for EB, training, academic, motivation and monitoring and evaluation at the district level and other committees at the block, cluster and village level. Management structure was organized well. EB was systematic and participatory using all possible occasions to motivate the people to join the literacy.

## Social Impact

All sections of the society felt motivated and receptive to development programme.

## Findings

### 20. Attainment of NLM Norms

- a By learners in the sample*  
2575 (87.14%)
- b By total non-literates in the district i.e. by TARGET*  
44,960(57.5%)
- c Testees turnout*  
3,134 (This is only 6% of the universe. Minimum turn out should be 70%)
- d Proxy learners*  
179
- e. Methods of calculating district success rate*  
Based on Annexure B of the guidelines

## District Literacy Scenario

Target	=	77,855
Qualified at 57.75%	=	44,960
Backlog	=	32,893

## Approved Budget

Rs. 64.00 lakhs

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

### **Strong Points**

Block wise analysis is good.

### **Weak Points**

- Report suffers from repetition.
- Sampling techniques not given.
- Details of TAs not given.

### **Comments on the following items given in Evaluation Report**

a. Strong points of TLC Programme:

Concurrent evaluation was done by SRC, Haryana.

b. Weak points of the Programme

Training input was weak which resulted in repeated request for extension of TLC. Recommendations made by the Evaluating Agency:

- Total literacy declaration board should be with panchayat
- There is need to develop
  - Voluntary level urban literacy drive
  - Legal literacy, health care, marketing etc.
  - Establishment of libraries.

### **Observation**

This is a much better evaluation than the evaluation of other districts done by the agency.

■ ■

# Karnataka



# Bangalore Rural

## Background

1. Project proposal approved by NLM  
September 1993
2. Implementing Agency  
ABSS
3. Door to Door Survey  
Finalised March 1994
4. Identified non-literates

Age Group	Male	Female	Total
15-35	27,453	77,855	77,855

5. Enrolment  
1,92,264
6. Teaching Started  
April 1994
- Teaching continued up to  
February 1999
7. Date of External Evaluation  
December 1999
8. Report submitted  
July 2001, i.e. after 18 months
9. Period of teaching  
58 months (Envisaged 9 months)
10. Evaluating Agency  
Centre for Youth and Social Development, Bhubaneswar.

11. **Appointed by**  
NLM and ABSS
12. **Major stated objectives of External Evaluation**  
Assessment of learning outcomes and the knowledge acquired in the field of health, environment and legal rights (objectives of TLC).

## **Methodology Adopted**

13. **The universe**  
P-III learners.
14. **No. of learners in the universe**  
Not clearly stated under methodology. Same weakness as in the evaluation report of Bangalore Urban.
15. **The sampling technique**  
A simple random sampling procedure was adopted to select 228 GPs. 98 villages/wards from 8 talukas,
16. **Size of the Sample**  
Under methodology (p.9) mentions the sample size 6000 learners but in T.12, it is given as 6771.
17. **Test Paper**
  - It seems 10 marks were given only for reading words and not how the words were read (fluently, by spelling out with great difficulty).
  - Has left out testing of recognition of symbols, following written instruction and division.
18. **Test Administration**
  - PG research persons were selected, probably from Bhubaneswar. Also primary and secondary school teachers and social workers and 40 other persons were used as TAs. Does not mention from where they were recruited. Probably from the district itself. If so it was not according to NLM policy.

- Because of the prolonged life of the campaign, data was not easily available.
- In some blocks organisers and VTs did not cooperate with the evaluation team.
- In certain cases due to non-availability of vehicles the team could not reach the testing centres in time.

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

Impact study of literacy programmes is to be done during PLP and CE and not during TLC according to the guidelines. However, the agency has done so basing its findings mainly on interviews, without other supporting data. In its assessment, the learners have become conscious towards the education of their children, opening of accounts in banks and post offices (Has presented no data how many opened the accounts as a result of participation in the campaign), starting of SHG in some villages (has not given figures showing how many SHGs were started and how many learners were members).

## Findings

20. **Attainment of NLM Norms**

*a By learners in the sample*

50.18%

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

30.42%

(Not reliable. Has calculated on the basis of enrolled learners. Calculated on the basis of P-III learners, it comes to only 7.5%.

*c Testees turnout*

66.6%

*d Proxy learners*

6.2%

***e Methods of calculating district success rate***

Has on the whole followed T.2 of the guidelines but has based the district result on enrolled learners instead of P.III learners which gives an exaggerated district result,

**Reasons for Low Attainment**

- A large number of learners were not free to attend the centres. (However, the turnout at the time of testing was 66.6% which was not bad).
- The supply of P-III was delayed and many learners said that they did not receive it. Monitoring and evaluation was not effective.
- VECs did not function.

**District Literacy Scenario**

Target	=	3,17,118
Qualified at 30.42%	=	96,467 (in fact only 7.5% had qualified)
Backlog	=	2,20,651

**Approved Budget**

Rs. 234.53 lakh. Total amount received Rs.195.18 lakh.

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

- Says 750 learners were selected randomly from the randomly selected villages/ ward/ learners are not selected randomly but all P-III learners are tested found in the randomly selected units.
- The test papers were slightly below standard as certain competencies were not tested.



## External Evaluation Reports of Total Literacy Campaign in India

- It is not clear from methodology section what was the universe and the no. of learners in the universe the two most crucial information in the evaluation process. One has to go through almost the whole report to discover the no. of P-III learners.
- Has examined carefully the effectiveness of MIS, supplies, role of VECs, confusion in the mind of functionaries motives of VTs in joining the campaign and so on.
- It appears that the agency has not fully understood how the district result is calculated according to T.2 of the guidelines and the data which should be entered under different columns of the table. Some of the major technical weaknesses found in the report are:
  - a Has not fully understood the importance of clearly stating the no. of learners in the universe in the methodology part itself and how to the calculate the district result. It is calculated on the basis of enrolled learners.
  - b Has committed the following errors in the entries in its T.12 (equivalent to T.2 of the guidelines).
- District Data - Col.2 has given the figure of enrolled learners i.e. 1,92,264. The col. Should have the heading P.III learners and the figure 47,841, which itself has given on P.29 or 47,757 and not 1,92,264.
- Sample Data - The heading of Col.3 should be P.III learners and not current 'Therefore, percentage calculated in col. 11 should not be out of enrolled but out of sample i.e. tested + absentee.
- Calculated on the basis of P-III learners the district result comes to only 7.5% instead of 30.42% as shown in the table.

### Comments on the following items given in Evaluation Report

- a. Strong points of the TLC Programme:

The TLC dragged on for 58 months. Launched a bridge course for 4 months between the end of TLC and beginning of PLP to revamp the programme including spreading knowledge in health, environment legal right aspects of life. According to an internal evaluation, the success rate was 30.25%.

b. Weak points of the Programme

- Because of frequent changes of functionaries, the campaign dragged on for 5 years.
- Both learners and volunteers lost interest in the campaign.
- The syllabus of the training programme was not properly planned. The trainees themselves were not satisfied with the training received.
- The monitoring system was ineffective.

**Recommendations made by Evaluating Agency**

Has made 31 recommendations. Out of them the following seem practical and not of routine type:

- Literacy logo and slogans should be painted on all vehicles registered with the Bangalore Rural District office.
- Grassroot persons should be involved in planning and in regular discussions.
- A schedule of operations should be prepared and followed.
- Training content practical simple and easy to follow.
- A task force of young educated unemployed for effective implementation of the programme.

**Action by NLM**

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

- Has not given no. of P-III learners in the universe.
- TP slightly weak
- Calculating district result on the basis of enrolled learners instead of target learners.

Further evaluation work may be assigned to this agency.

■ ■

# Bangalore Urban

## Background

1. Project proposal approved by  
NLM January 1998
2. Implementing Agency  
Bangalore City Saksharta Samiti (BACISS)
3. Door to Door Survey  
December 1997
4. Identified non-literates

Age Group	Male	Female	Total
9-35	1,41,343	1,69,782	3,11,125

5. Enrolment  
2,26,547
6. Teaching Started  
February 1998
- Teaching continued up to  
July 1999
7. Date of External Evaluation  
September 2000
8. Report submitted  
December 2000
9. Period of teaching up to External Evaluation  
15 months (Envisage 9 months)
10. Evaluating Agency  
Centre for Youth and Social Development, Bhubaneswar.

11. Appointed by  
NLM and Bangalore City Saksharta Samiti
12. Major stated objectives of External Evaluation
  - To measure the outcome of the literacy campaign.
  - To examine the monitoring, distribution system. Analyse the peoples views on the participation of peoples representatives, NGO, development departments etc.
  - To assess the impact of the programme on the target population.

## Methodology Adopted

13. The universe  
Instead of P-III learners has used the term 'current learners'. Has also said that the 'Universe' was Bangalore City comprising 18 zones.
14. No. of learners in the universe  
Not clearly stated under methodology. Same weakness as in the evaluation report of Bangalore Urban.
15. The sampling technique  
18 Zones of Bangalore City were clubbed into 12 Zones and 4 wards from each Zone and from each ward 4 slums were chosen. There is a total of 128 slums, out of 778 formed the sample of the study. Has mentioned that the universe was stratified and proportionate quota sample was proposed to cover 7,200 learners, but has given no table in support to show how it was done.
16. Size of the Sample  
5% or 30,402
17. Test Paper  
Has left out to measure the competencies of
  - a following written direction
  - b understanding of symbols

c ability to do division.

- Giving 10 marks only for reading words (ignoring how they were read) was not correct.

#### 18. Test Administration

- 5 research persons (perhaps from the agency) and 8 local resources persons who knew different languages. The exact role of the local resource persons were not defined.
- In most of centres space was inadequate for learners and improper light. Improper record of learners.
- Lack of coordination among BACISS staff created difficulties.
- Appearance of fake learners created problems..

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

To study social impact of the programme a proper research design would be required. It has been suggested in the guidelines that social impact of the campaign is to be studied during PLP & CE and not during CE. But the agency has tried to do it rather in a superficial manner. Has reported the following impacts on the basis of exposures and opinions of persons interviewed it No other firm data has been given in support of the impacts reported. **Has included even the ability to put down signature instead of thumb impression among impacts of the campaign.**

### Social Impact

- Many of them are now aware of ongoing slum development projects.
- The functionaries have developed organizational capacity in managing all type of activities of TLC.
- Has enrolled the community members to improve their understanding of health care, education, environment and politics etc.

- Learners are now quite bold to demand their legitimate wages.
- Women have become more conscious of cleanliness, and benefits of educating their children.

## Findings

### 20. Attainment of NLM Norms

- a By learners in the sample*  
34.06% (tested + absentees)
- b By total non-literates in the district i.e. by TARGET*  
25.72%
- c Testees turnout*  
17% as against recommended 70%
- d Proxy learners**  
4%
- e Methods of calculating district success rate:*  
According to the guidelines.

## Reasons for Low Attainment

- Learners were interested to narrate their own tales of life, unemployment, low income, poor houses, police harassments than in taking the test.
- Monitoring and evaluation system was ineffective though well planned.
- The slum dweller learners were mostly construction workers, bidi makers, industrial workers, garbage cleaners, rickshaw pullers, hence, they had little time to attend the classes.

## **District Literacy Scenario**

Target = 3,00,000

Qualified at 25.72% = 77,160

Backlog = 2,22,840

## **Approved Budget**

Not given

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

### **Strong Points**

- Has examined critically the effectiveness of various inputs like administration, supervisions, role of functionaries, motivation of VTs, in joining the campaign and has brought out in detail the causes of low district result.
- A short report not stuffed with unnecessary tables and irrelevant information.

### **Weak Points**

- Has presented in a manner that the door to door survey figures of the target learners that it is not easy to understand what was the target Examples;
  - a Has given the no. of non-literates exsummer) = 12,52,680
  - b On p.6 gives the following figures
    - Target to make literate (9-14) - 80,80,159
    - Target to make literate (15-35) - 13,51,683 and 22,3184
  - c P.40 - Survey statistics 15-35 = 3,11,125

- d P.41 non-literates in entire Bangalore City and city slums - non literate = 12,52,680. in city slums = 8,57,000 has not stated if non-literates in city slums are included in the first figure or they are additional.

### Language Problems

Sometimes, it is not easy to understand the meaning of statements made e.g.

P.15 - Programme managers, role is earmarked to a distinct degree.

P.16 - Reporting and feedback system was not effective on a channel of reciprocating information flow.

P.17 - All volunteers had received training in the context of understanding the modalities of TLC programme and EPCL method.

P.18 - The vertical integration of the programme involving participation of functionaries could be experimented with short term refreshers workshops.

Test Paper: The TP was not according to the guidelines.

### Comments on the following items given in Evaluation Report

a. Strong points of the TLC Programme:

Has not mentioned specially any strong points except that the council and governing body was well represented of all interest and consisted of quite strong personalities.

b Weak points of the Programme

- 1 BACISS preferred teacher trainers as resource persons. They were given training but they were not very clear what to transmit to the VTs, learners and slum dwellers.
- 2 VTs, interest in joining the campaign was to get preference in getting a govt, job than educating the illiterates.
- 3 Committees of people, NGOs, govt, officials formed to energise the people to participate in the campaign played little role in most of the areas.
- 4 Training consisted of mostly giving lecturers to trainees.



### **Recommendations made by Evaluating Agency**

Has made 37 recommendations (which may be used in case Operation Restoration is launched during PLP & CE). Most of the steps suggested are well known and obvious and some impractical like organizing skill training to increase giving preference to volunteers in govt. jobs, provide solar lanterns to centres, the community to raise funds for the TLC and so on. A few of them which seem useful and practical are below:

- Benchmark survey data to be stored in the computer.
- Open discussions should be held involving the grassroots workers to discuss the problems.
- NGOs and academicians should be induced to monitor the programme.
- Calendar of activities should be chalked out in advance and efforts made to adhere to it
- Grassroot level functionaries should be given more opportunity to participate in policy formulation.
- The primers and other learning materials should inspire thinking process in the mind of learners and also develop in them a spirit of enquiry.
- Learners should be taken on study tours like block and district offices, banks, educational institutions etc.
- Each slum should have an identified activist as a key organizer.

### **Action by NLM**

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

- Non learners in the univers, given in a vague manner.
- Using sub-standard TP

Further evaluation work may be assigned to this agency.

■ ■

# Madhya Pradesh



External Evaluation Reports of Total Literacy Campaign in India

# Betul

## Background

1. Project proposal approved by NLM (date not given)  
Date of commencement of TLC: March 1995  
Date of commencement of PBA: July 1999 (Padhna Badhna Andolan)
2. Implementing Agency  
ZSS
3. Door to Door Survey  
December 1996 for TLC  
November 1999 for PBA

4. Identified non-literates

Age Group	Male	Female	Total
15-35			1,62,681 (TLC)
15-50			1,39,720 (PBA)

5. Enrolment

57,983	79,998	1,37,981 (TLC)
64,440	72,644	1,37,084 (PBA)

6. Teaching Started

TLC: April 1997

PBA: July 1999

Teaching continued up to

June 1999, there is a gap of 2 years in start of teaching programme

March 2001

7. Date of External Evaluation

TLC May 2001 (many other dates are also listed like August 2001)

PBA: July 1999

PBA: October 2001

8. **Report submitted**  
TLC: No date give; PBA: June 2002
9. **Period of teaching up to External Evaluation**  
TLC: 26 months  
  
PBA: 33 months
10. **Evaluating Agency**  
Indian Institute of Rural Management, Jaipur.
11. **Appointed by**  
ZSS/NLM
12. **Major stated objectives of External Evaluation**  
Specific objectives as per the  
  
NLM Problems investigated:
  - a Learning outcomes
  - b Success Rate
  - c Impact on social, cultural and economic environment of the project area.

## **Methodology Adopted**

13. **The universe**  
Current learners of Primer-II and P-III completers.
14. **No. of learners in the universe**  
TLC Completers 1,10,892 PBA  
  
PBA Completers 1,10,060
15. **The sampling technique**
  - Sampling was done at the block/town level by proportional to population size, at the panchayat/village/ward it was simple random sampling without replacement on the basis of Table of Random numbers and at

the learners stage all the learners of P-III & P-III completers were included.

**16. Size of the Sample**

Sample size planned 5503. Actual 5836 (5.30% of current learners).

**17. Test Paper**

Two sets papered in accordance with NLM norms were prepared. Paper has been enclosed in the report.

**18. Test Administration**

A team of 19 members completed the tested in 13 days. Has not stated where the TA were recruited from.

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

The organization at the district; blocks (10) and villages (1,328) evolved since 1991 (with the help of RGS) continued till PBA completed in the district, which met at regular intervals. The claim has been supported by the EA.

EB techniques like writing of slogans, paintings on walls, displays of banners, hoardings etc, were utilized. A chart showing the items, activities, periods number and frequency has been provided. The study team found that during PBA drop put rate was only 1.88%.

Monitoring and supervision was organized at four level and feedback helped in corrective action. Evaluating agency accepts the claim partially.

## **Social Impact**

Social impact on awareness and behaviour on issues of education, health, family welfare, sanitation, nutrition, drinking water, skill development has been listed with some suitable data. The agency has commented that this might have been due to commutative effect of PBA, TLC and other programmes.

## Findings

### 20. Attainment of NLM Norms

#### a By learners in the sample

Success rate of genuine learners 66.41% 4,727

Success rate of current learners 60.09% 3,507

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

48.24% (66.135)

Testees turn out

4727

Proxy learners 362 (out of 5,836)

#### c *Methods of calculating district success rate*

As per NLM norm

## Reasons for Low Attainment

- 20% dropout rate.
- Intermittent spells of defunct status of TLC.

## District Literacy Scenario

Target = 1.10.060 (80% of 1,37.084)  
(This is enrolled learners, not target learners figures)

Qualified at 48.24% = 66.135

Backlog = 70.949(51.76%)

## Approved Budget

Not available

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

### **Strong Points**

Focused group discussions were held to assess the impact of campaign. A checklist was designed. Statistical measures were applied correctly.

### **Weak Points**

- Varying dates & number in view of the two different programme i.e. TLC & PBA are creating confusion.
- There are differences in dates of initiation of the programme and duration of the teaching.
- 15-50 age group result was reported instead of 15-35.
- To calculate district result use the figure of enrolled learners instead of target learners.

### **Action by NLM**

Evaluation agency may be asked for a break-up of 15-35 and 15-50 age groups.

### **Comments on the following items given in Evaluation Report**

- a. Strong points of the TLC Programme:
- EB seems to be effective as 98% of enrolment was recorded.
  - Organisation at all level was effective and sustained (since 1991 to 2001)
  - KRPs/MTs/VTs (Gurujis) with sufficient training were effecting.
  - Panchayats were found to be an effective key unit of programme of PBA.
  - Exercise chapters were mostly not attempted,
- b. Weak points of the Programme

### Recommendations made by Evaluating Agency

- Deserving persons should be honoured for their contribution.
- Some incentive to the village incharge can be planned.
- Random examination of primers for exercise work need to be done.

### Action by NLM

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

- Learner in the 'universe' – not clear
- Deficient language
- Using the term current learner instead of PIII learner
- Calculating district result on the basis of enrolled learners instead of target learners.

Further evaluation work may be assigned to this agency.

■



# Dewas

## Background

1. Project proposal approved by NLM  
July 1993
2. Implementing Agency  
ZSS, Dewas (MP)
3. Door to Door Survey  
January 1994 to November 1994
4. Identified non-literates

Age Group	Males	Females	Total
15-45	61,713	1,18,727	1,80,440

5. Enrolment  
1,39,145
6. Teaching Started      Teaching continued up to  
October 1994              December 2000
7. Date of External Evaluation  
June 2001
8. Report submitted  
August 2001
9. Period of teaching up to External Evaluation  
25 months (Envisaged 9 months)
10. Evaluating Agency  
Indian Institute Rural Management, Jaipur.

11. **Appointed by**  
ZSS/NLM
12. **Major stated objectives of External Evaluation**
  - To provide objective and reliable assessment of the number of learners attaining NLM norms of literacy in TLC district.
  - To provide feedback to local organizers about the outcome of the campaign, its strengths and weakness and to suggest remedial measures.
  - To assess the impact of the campaign to help the policy and planning of literacy campaigns at state and cultural level.

## **Methodology Adopted**

13. **The universe**  
1,80,440 (This is target learners)
14. **No. of learners in the universe**  
66,688 (PIII learners)
15. **The sampling technique**  
Has reported in the same ambiguous manner as in Betul evaluation.
16. **Size of the Sample**  
5.3% i.e. 3,539
17. **Test Paper**  
Test paper was prepared according to NLM norms.
18. **Test Administration**
  - TP was administered as per guidelines. Following points were taken care of.
  - Removal of examination fear by praising the efforts of learners.
  - Proper arrangement for light and seating.

- Interview of the learner to fill up last page of TP.
- Reading the TP and awarding marks for it.
- Avoiding crowd
- Identifying proxy learners
- Explaining questions
- Encouraging learners to complete all questions.

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

- Social inputs were judged through personal interviews
- Awareness in the field of health, education, family welfare was found to be satisfactory.
- Developmental fields like skill development. Environment and nutrition do not seem to be much concern for the community.

It was remarked by the external agency that these impacts were not only from TLC but from other sources also.

## **Social Impact**

Social impact was found to be satisfactory but apart from TLC others organizations in the district also contributed to this effect.

## **Findings**

**20. Attainment of NLM Norms**

- a By learners in the sample*  
78.8%

- b** *By total non-literates in the district i.e. by TARGET*  
By current district learners 71.38% (should by target learner)
- c** *Testees turn out*  
2,876
- d** *Proxy learners*  
75
- e** *Methods of calculating district success rate*  
On the basis of the percentage of sample learners - Proxy learners + PC.  
of absentee learning as according to guidelines.

## Reasons for High-Low Attainment

Has not mentioned

## District Literacy Scenario

Target = 1,80,440

Gives 71.38% in 206 above

Qualified at 34.21% = 62,702

Backlog = 1,17,738

## Approved Budget

N.A.

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

Report has been presented in a very systematic manner.

### **Strong Points**

Presented on the basis of guidelines in a systematic way.

### **Weak Points**

External agency has not described how the test administrators were selected, whether they were from outside the district.

- Sample language
- Has given target learners as learners in the universe
- Gives two percentage of target learners qualified – 71.38% and 34.21%

### **Comments on the following items given in Evaluation Report**

#### **a. Strong points of the TLC Programme:**

- Adoption of cultural programmes like meetings, processions, kala jathas, nukkad natak, puppet show, bhajan mandlies, audio cassettes were found to be very useful for environment building.

#### **b. Weak points of the Programme**

Late flow of funds from the central and state govt. affected various activities.

### **Recommendations made by Evaluating Agency**

- Post Literacy Programme (PLP) need to be undertaken immediately lest neo-literates regress into partial or total illiteracy
- Undertaking door to door survey to add/delete migrants before PLP, mopping up programme.

- Sufficient funds should be provided urgently for reasonable progress of TLC during the next phase.

### Action by NLM

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

- Under 'universe' gives target number
- Deficient language – Sampling described in an ambiguous language
- Using the term current learner instead of PIII learner
- Calculating district result on the basis of current learners percent qualified – not clear

Further evaluation work may be assigned to this agency.

■

# Hoshangabad

## Background

1. Project proposal approved by NLM

In M.P. Padhana Badhana Andolan (PBA) was introduced. The TLC and PBA dates and targets are given separately. PBA has been the basis of external evaluation.

TLC – January 1995

PBA – November 1999

2. Implementing Agency

ZSS

3. Door to Door Survey

TLC-May 1995

PBA - November 1999

4. Identified non-literate

Age Group	Male	Female	Total
TLC 15-35	69,412	1,15,389	1,84,801
PBA 15-50	58,938	38,085	97,023

5. Enrolment

TLC-1,80,538

PBA-97,023

6. Teaching Started

TLC - March 1996

PBA - December 1999

Teaching continued up to

June 1999

December 2000

7. Date of External Evaluation

May 2001

8. **Report submitted**  
June 2002
9. **Period of teaching**  
TLC - 39 months  
PBA - 24 months;  
The report has wrongly stated TLC period of teaching-learning as 14 months at several places.
10. **Evaluating Agency**  
Indian Institute of Rural Management, Jaipur.
11. **Appointed by**  
ZSS + NLM
12. **Major stated objectives of External Evaluation**  
As per guidelines. The impact of campaign on the social, cultural and economic environment of the project area.

## **Methodology Adopted**

13. **The universe:**  
P-III completers + P-III learners
14. **No. of learners in the universe**  
58,282
15. **The sampling technique**
  - Proportionate distribution over blocks
  - Random sampling to select gram panchayats and wards.
  - All villages in sample gram panchayat included.
16. **Size of the Sample**  
3,335



17. Test Paper

Two parallel test papers. Test papers were enclosed in the report. They are based on model TP.

18. Test Administration

It is not clear from the report as to whether the test administrators were from the same district or other district.

19. Assessment of Inputs/Social Inputs if any

Not done

## Social Impact

Through focus group discussions, the awareness about education, health, family welfare, etc. was studied along with benefits from development programmes. However, these could not be attributed only to literacy programme. Similarly, the data on school going children was collected and presented. The percentage was 83.95%. This could also not be attributed to literacy programme alone. The report also mention limitations of the study.

## Findings

20. Attainment of NLM Norms

*a By learners in the sample*

59.94%

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

36.00%

*c Testees turnout*

81.55%

*d Proxy learners*

7.79% of appeared

*e Methods of calculating district success rate:*

Per guidelines

## Reasons for Low Attainment

- Intermittent spells of defunct status of TLC.
- More than one year time lay between completion of PBA and external evaluation.

## District Literacy Scenario

Target	=	97,023
Qualified at 36.00%	=	34,934
Backlog	=	62,089

## Approved Budget

Not given

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

### Strong Points

Generally the computations are correct. All tables are given. Focus group discussion were made for studying social impact. This had limitations and these are mentioned in the report.

### Weak Points

- The background data in the report shows that there were no P-III learners but only P-III completers, whereas both the groups were shown under universe.
- Teaching period of TLC has been wrongly stated as 14 month whereas the correct period 39 months. This mistake has been repeated at several places in the report.

- An hypothesis was set and examined about the performance of workers, marginal workers and non-workers. Data is presented but the inference drawn is incorrect.
- The difference between success rates of sub samples is substantial.

### **Comments on the following items given in Evaluation Report**

#### **a. Strong points of the TLC Programme:**

All identified non-literates during PBA survey were enrolled in the programme. This is stated in conclusions, at the same time in the report it is mentioned that 40% were dropouts + non-participants. Difference of meaning between dropout and non-learner is not given

#### **b. Weak points of the Programme**

- The lists of village/wards giving the target enrolled learners at various stages were not ready at ZSS office for 3 blocks. It is important observation.
- It was observed that the exercises in the primers were mostly non-attempted.

### **Recommendations made by Evaluating Agency**

Fairly good recommendations are made for MOP during PLP.

### **Action by NLM**

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

- Deficient language (because of which sampling procedure is not clear)
- Has not shown whether the TAs were from the same district or outside

Further evaluation work may be assigned to this agency.

■ ■

# Maharashtra



External Evaluation Reports of Total Literacy Campaign in India

# Chandrapur

## Background

1. Project proposal approved by NLM  
March 1996
2. Implementing Agency  
ZSS
3. Door to Door Survey  
October 1996
4. Identified non-literates

Age Group	Males	Females	Total
9-35	60,350	1,03,101	1,63,451

5. Enrolment  
1,46,233
6. Teaching Started      Teaching continued up to  
July 1997                      November 1999
7. Date of External Evaluation  
December 1999
8. Report submitted  
March 2000
9. Period of teaching upto External Evaluation  
29 months (Envisaged 9 months)
10. Evaluating Agency  
Santek Consultants Pvt. Ltd.

11. **Appointed by**  
ZSS + NLM
12. **Major stated objectives of External Evaluation**  
Same as in the guidelines

## **Methodology Adopted**

13. **The universe**  
P-III completers + P-III learners  
(Not explicitly stated but it appears from Table No.2 that the guidelines were followed for universe also).
14. **No. of learners in the universe**  
1,22,309
15. **The sampling technique**  
The villages were grouped in 3 groups on the basis of number of target non-literates. It is stated that the required number of villages were selected from each category with maximum number of learners. Did not mention if they were selected randomly).
16. **Size of the Sample:**  
5,982 (5%)
17. **Test Paper**  
Three parallel TPs. TPs enclosed. Model TP has been followed. It is reported that not much difference was found in the achievement levels of these papers. However, the data has not been given.
18. **Test Administration**  
The agency has reported that the ZSS did not pass on the information to the selected villages that test will be carried out. The agency could not conduct test in one centre due to the absence of learners. It has not report whether had fixed another day for this centre.
19. **Assessment of Inputs/Social Inputs if any**

## Social Impact

A number of items have been narrated in the report about social impact of the programme on the basis of interview, discussion, etc. with the learners, villagers, VTs, ZSS members etc. However, there is contradiction when one considers the programme of TLC, general response of learners, people participation etc. All these were weak still social impact has been shown as quite good.

## Findings

### 20. Attainment of NLM Norms

- a By learners in the sample*  
31.83%
- b By total non-literates in the district i.e. by TARGET*  
24.11%
- c Testees turnout*  
44.27%
- d Proxy learners*  
45.43%
- e Methods of calculating district success rate*  
As per the guidelines.

## Reasons for Low Attainment

- People were not made fully aware of the literacy programme.
- In places the primers were distributed late.
- Some centres were started very late
- Regular job opportunity in far away places made both VTs as well as learners withdraw from the programme.

- Poor coordination between ZSS, MTs and VTs.
- New VTs were not trained.
- Irregular teaching and weak monitoring.

## District Literacy Scenario

Target	=	1,61,451
Qualified at 24.11%	=	38,931
Backlog	=	1,22,520

## Approved Budget

Rs. 1,40,18,150

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

### Strong Points

- Computation well done.
- P-I or P-II learners have been rightly excluded in computing the district attainment percentages.
- Generally well written but important tables are also presented at the end in annexure.

### Weak Points

- On certain pages blanks remained in the text where number were required to be filled in.
- There are sometimes naive observation for example; on migration problem report says. "ZSS could have tried to control migration by adopting proper means".



### **Comments on the following items given in Evaluation Report**

a. **Weak points of the Programme**

- As given in the item 20 under reasons for low attainment.
- There were all types of malpractices faced by the agency during the evaluation.
- A large number of proxy learners indicates the weakness of the TLC programme.

### **Recommendations made by Evaluating Agency**

- A big list of recommendation is given.
- It also contains some naive suggestions like to start mid-day meal scheme.

### **Action by NLM**

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

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

Further evaluation work may be assigned to this agency.

■

# Dhule/Nandurbar

## Background

1. Project proposal approved by NLM  
December 1998
2. Implementing Agency  
ZSS
3. Door to Door Survey  
July 1997
4. Identified non-literates

Age Group	Male	Female	Total
15-35	1,56,651	2,32,350	3,89,001

5. Enrolment  
3,77,861
6. Teaching Started      Teaching continued upto  
May 2000                  March 2001
7. Date of External Evaluation  
June 2001
8. Report submitted  
January 2002
9. Period of teaching  
11 months
10. Evaluating Agency  
Indian Institute of Rural Management, Jaipur.

11. **Appointed by**  
NLM/ZSS
12. **Major stated objectives of External Evaluation**  
As specified in NLM guidelines.

## **Methodology Adopted**

13. **The universe**  
Learners of P-III and P-III completers
14. **No. of learners in the universe**  
3,21,565
15. **The sampling technique**  
Simple random sampling method was adopted on the basis of Table of random numbers and at the learners stage all the learners of P-III & P-III completers were included. Stratification of villages was not done in view of the absence of any predominant minority learners.
16. **Size of the Sample**  
Actual: 10,335 (3.21%); Planned: 11,636
17. **Test Paper**  
Primers were in two languages viz, Marathi and Urdu. Parallel sets of TPs as per NLM norms were developed.
18. **Test Administration**
  - Study team comprised of 29 (22 TAs) members.
  - List of TAs, their addresses, qualifications etc. has not been provided.
  - The field study (25.6.2001 to 1 1.7.2001) extending to 15 days was supervised by five supervisors,
  - Training inputs for TAs included suggested essentials.
  - ZSS participated in the process (excluding testing and marking) of EE.

- Guidelines were followed in administering the test papers.

19. Assessment of Inputs/Social Inputs if any

- Committees at various level were constituted for overall conduct of the programme.
- The committees met at regular intervals to oversee the implementation of TLC.
- Various techniques (spelt out) were utilized in E.B.
- Its effect was visible in success rates of learners, both at sample and district levels.
- Monitoring and supervision system worked well.

## Findings

20. Attainment of NLM Norms

*a By learners in the sample*

Current learners 82.60%

Genuine learners 89.29% (8,537 out of 10,335)

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

70.29%

*c Testees turnout*

9,470

*d Proxy learners*

683

*e Methods of calculating district success rate*

As per the NLM guidelines

## Reasons for Low Attainment

Not provided

## District Literacy Scenario

Target = 3,77,861

Qualified at 70.29% = 2,65,613

Backlog = 1,12,248

## Approved Budget

Sanctioned Rs.254.00 lakh; Released Rs. 118.75 lakh

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

### Strong Points

Report is organized well. Table 1-10 are explanatory. Pie Chart has been used.

### Weak Points

- Carry over sums (at least one) has not been given in question paper.
- List of TAs their addresses, qualification etc. has not been provided.

### Comments on the following items given in Evaluation Report

Strong points of the TLC Programme:

- Literacy tempo generated had positive effect on school enrolment. Drop out below 15%.

- Organisation, monitoring has worked effectively.
- 95.43% learners of Urdu attained the norm.
- Awareness about the developmental fields likes education, health, family welfare, drinking water, is reported.

### **Recommendations made by Evaluating Agency**

PLP needs to be undertaken immediately. Mopping up programme for 29% of the backlog should be urgently addressed.

### **Action by NLM**

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

- Attainment percentage by sample learners ambiguous.

Further evaluation work may be assigned to this agency.

■

# Gadchiroli

## Background

1. Project proposal approved by NLM  
28.3.1996
2. Implementing Agency  
ZSS
3. Door to Door Survey  
20.4.1996
4. Identified non-literates

Age Group	Male	Female	Total
9-35	73,401	1,01,702	1,75,103

5. Enrolment  
  
50,163                      93,377                      1,43,540
6. Teaching Started              Teaching continued up to  
September 1997              December 1999
7. Date of External Evaluation  
August 2000
8. Report submitted  
November 2000
9. Period of teaching upto External Evaluation  
28 months

10. **Evaluating Agency**  
Society for Integrated Rural Development Infrastructure, Delhi.
11. **Appointed by**  
NLM
12. **Major stated objectives of External Evaluation**  
Not stated

## Methodology Adopted

13. **The universe**  
See chapter 3 page 20, where it has been stated that universe comprise of EE process, training, preparation of test TA controlling, actual number of adult learners available and number tested, participatory approach.
14. **No. of learners in the universe**  
1,27,583  
  
P-III completer P-III learners
15. **The sampling technique**  
Not described.
16. **Size of the Sample**  
Planned 8,00 (6.27%); Actual 5,972 (4.68%)  
  
Tested 5,972 - 258 (Proxy learners) 5,714
17. **Test Paper**  
One set of test papers has been enclosed.
18. **Test Administration**  
In test administration sampling, sample size, target, actual number tested controlling proxy learners etc. are given. It is claimed that the NLM guidelines were followed. (Has not understood the details required under this heading).



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

Not given in details. Few points that emerged from the report are:

- Knowledge of the adult learners got improved through TLC.
- Teaching was found to be good. No critical comment.

## Findings

**20. Attainment of NLM Norms**

*a By learners in the sample*

Genuine 86.59%; Current 84.76%

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

61.75%

*c Testees turnout*

5,972

*d Proxy learners*

258

*e Methods of calculating district success rate:*

As per NLM guidelines

## Reasons for Low Attainment

No comments made.

## District Literacy Scenario

Target = 1,75,103

Qualified at 61.75% = 1,08,126

Backlog = 66,977

## **Approved Budget**

Rs. 150.00 lakh

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

### **Strong Points**

Nil

### **Weak Points**

- Non essential details at the cost of essentials has been given.
- Essential T.2 not given
- Sampling procedures not given
- Universes as defined in the chapter do not meet the definition of guidelines
- Testing carried on when only 5% of learners had turned out.

### **Comments on the following items given in Evaluation Report**

#### **a. Strong points of the TLC Programme:**

- Initial participation of block level officers was good.
- The interest evinced by the ZSS, was responsible for the successful achievement.

#### **b. Weak points of the Programme**

Supply of literacy primers was not adequate in certain villages.

### **Recommendations made by Evaluating Agency**

- Special steps need to be taken to make the tribals literate.

## External Evaluation Reports of Total Literacy Campaign in India

- **Monitoring and review needs to be conducted every month by the Block Literacy Committee.**
- **Family participation instead of individual could *give* a better result especially in the case of women.**
- **Simple lessons relating to the literacy and development have to be prepared, corrected, field tested for the users benefit.**
- **Payment of honorarium to VTs can be considered.**

### **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.**

■

# Pune City

## Background

1. **Project proposal approved by NLM**  
7.11.1997
2. **Implementing Agency**  
ZSS, Pune
3. **Door to Door Survey**  
July-August 1997

Proforma was designed. Survey was done by the students of different colleges and university departments. 5500 persons worked for the survey. They were trained by 15 RPs to do the survey.

4. **Identified non-literates**

Age Group	Male	Female	Children	Total
9-35	12,159	31,551	2331	46,041

5. **Enrolment**  
40,104
6. **Teaching Started**                      **Teaching continued up to**  
April 1998                                      May 2000
7. **Date of External Evaluation**  
September 2000
8. **Report submitted**  
November 2000

9. **Period of teaching**

26 months (Envisaged 9 months)

10. **Evaluating Agency**

India International Society for Health Education and Welfare, Vasant Vihar,  
New Delhi-57.

11. **Appointed by**

ZSS/NLM

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

- To provide an objective and reliable assessment of literacy achievements.
- To provide feedback to the local organizers about the outcome of the campaign and its strengths and weaknesses.
- To provide academic inputs into policy and planning of literacy campaigns at state and central level.

## **Methodology Adopted**

13. **The universe:**

Total illiterates 44,391 (It was 46, 041)

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

40,104 (This is the figure for enrolled learners)

15. **The sampling technique**

Stratified sampling designs was adopted.

Stratifications as:

- Learning organized by school boards UCD activities were accorded to basti and school boards.
- Has not taken data on ward basis but was taken on zonal basis.

16. **Size of the Sample**

2,920 (7%)



### 17. Test Paper

TP prepared on the pattern suggested by Dave Committee as modified in the guidelines prepared by NLM. Different test papers were prepared for different strata as described in the sample.

### 18. Test Administration

13 test administrators worked for the external evaluation (7 women and 6 men). Most of them had post graduate degree of MSW and some were graduates from other disciplines. Most of them hailed from outside the Pune City. Test was carried out from September 16 to 25, 2000, some revisits also done afterwards.

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

VCD wing organized a number of self help group. Some learners after achieving the literacy skills, opted for working as secretary for such group. They were now motivating number of the self help groups. They were also motivating the non-literates to become literate.

- Women opposed their husbands who were drunkards and were preventing them to attend literacy classes,
- Effect was good for women's empowerment.

## Social Impact

- Women's empowerment took place.
- Participants got knowledge regarding health and sanitation and they applied it in their day to day life activities.

## Findings

### 20. Attainment of NLM Norms

- a *By learners in the sample*  
44.13%

- b** *By total non-literates in the district i.e. by TARGET*  
44.38%
- c** *Testees turnout*  
1,822 (i.e. 5% of the universe)
- d** *Proxy learners*  
64
- e** *Methods of calculating district success rate*  
N.A.

### Reasons for Low Attainment

Taking into consideration the metropolitan nature of the city and problems there external agency feels that success rate of 44.38% among the tested learners is quite satisfactory.

### District Literacy Scenario

Target	=	46,041
Qualified at 43.13%	=	20,597
Backlog	=	25,444

### Approved Budget

Not mentioned.

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

Not mentioned.

Report has been presented in a good manner.



### Comments on the following items given in Evaluation Report

a. Strong points of the TLC Programme:

UCD wing organized a number of self help groups in the city in which the learners in the TLC were given special attention. PMC had good volunteers, social workers who provided support to TLC.

b. Weak points of the Programme N. A.

### Recommendations made by Evaluating Agency

Adequate arrangements be made in PLP and mopping up operation to help the learners to attain the literacy attainment according to the NLM norms. Backlog may be taken care of in the PLP stage.

### Action by NLM

It suffers from several technical mistakes. Therefore the agency should undergo orientation training in the methods of evaluation according to the Guidelines before taking up another evaluation assignment.

■



# Raigad

## Background

1. Project proposal approved by NLM  
December 1994
2. Implementing Agency  
ZSS
3. Door to Door Survey  
December 1994
4. Identified non-literates

Age Group	Male	Female	Total
1545	-	-	1,70,759

5. Enrolment  
1,43,913
6. Teaching Started                      Teaching continued upto
7. Date of External Evaluation  
April 2000
8. Report submitted  
January 2001
9. Period of teaching  
60 months as given in the Executive Summary.
10. Evaluating Agency  
State Resource Centre of Adult Education, Indore.

11. Appointed by  
ZSS + NLM
12. Major stated objectives of External Evaluation:  
As per guidelines

## **Methodology Adopted**

13. The universe:  
Primer-II completers + Primer-III learners + Primer-III completers (various universes are given in the report above is used for sampling)
14. No. of learners in the universe  
1,06,252
15. The sampling technique  
It is state that stratified random methods was used. However, the method of stratifications and methods of drawing random sample are not described in the report
16. Size of the Sample  
5,314 actually covered in the field was higher - 5,436
17. Test Paper  
Two parallel test papers were used. The TPs enclosed in the report. They are as per model paper.
18. Test Administration  
Test administrators were hired from adjoining districts and different blocks from the same district.
19. Assessment of Inputs/Social Inputs if any  
Should have done the effectiveness of campaign inputs like EB, training, teaching.

## Findings

### 20. Attainment of NLM Norms

*a By learners in the sample*

52.14

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

28.08

*c Testees turnout*

80%

*d Proxy learners*

317

*e Methods of calculating district success rate*

There are some problems of interpreting figures reported in the test and tables.

There are also errors in the computation of success rate. A separate note is enclosed and it is suggested that the agency should be requested to modify the report in the light of these comments.

## District Literacy Scenario

Target = 1,70,759

Qualified at 33.3% = 95,691

Backlog = 1,22,807

## Approved Budget

Not available.

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

### **Comments on the following items given in Evaluation Report**

a. Strong points of the TLC Programme:

There were not any strong points mentioned.

b. Weak points of the Programme

- Regularity in monitoring were totally absent.
- Little attention was paid to functional literacy and awareness.
- Environment building was absent after limited period.
- Media involvement was not there.
- It did not become people's programme. It remained target programme of Government.
- The Executive Committee members were unaware of the report of concurrent evaluation and therefore, its findings.

### **Recommendations made by Evaluating Agency**

Generally O.K.

### **Action by NLM**

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

- Misinterpretation of 'universe' has included even P-II completed
- Deficient language
- Starting and closing dates of teaching not given.

Further evaluation work may be assigned to this agency.

■

# Thane

## Background

1. Project proposal approved by NLM  
February 1996
2. Implementing Agency  
ZSS, Thane
3. Door to Door Survey  
October 1996
4. Identified non-literates

Age Group	Male	Female	Total
15-35	1,20,155	2,07,684	3,27,839

5. Enrolment  
  
1,16,390                      1,99,042                      3,16,032
6. Teaching Started              Teaching continued upto  
October 1997                      October 2000
7. Date of External Evaluation  
October 2000
8. Report submitted  
January 2001.
9. Period of teaching upto External Evaluation  
36 months (Envisaged 9 months)

10. **Evaluating Agency**  
Shri Mustaq Ahmed, Chairman, National Core Group for External Evaluation.
11. **Appointed by**  
NLM/ZSS
12. **Major stated objectives of External Evaluation**  
To evaluate the learning outcome of the campaign and study the major inputs.
13. **The universe**  
P-III learners i.e. who had completed or were studying P-III.
14. **No. of learners in the universe**  
The same as enrolled i.e. 3,16,032 (seems incorrect)
15. **The sampling technique**  
Proportionate number of learners on the basis of P-III learners in the block was worked out. The supporting table (1) has been provided. The sample size taken was 10,060 (including minority languages).
16. **Size of the Sample**  
Actual: 9,035
17. **Test Paper**  
One set of test papers for each language i.e. Marathi, Urdu and Telegu was prepared according to the guidelines.
18. **Test Administration**  
20 Marathi speaking (13 post graduate and 7 graduate students) were identified and trained. TPs were marked by the TAs in the field. The camping duration extended from 4<sup>th</sup> October to 12<sup>th</sup> October. List of TAs are given along with their qualification.
19. **Assessment of Inputs/Social Inputs if any**  
EB was organized throughout the district, but the visibility of this process was more in the sample villages and area surrounding it, compared to other areas. Methods adopted ranged from wall writings to slide presentation EB did not see any change in motivation. Though approximately 30% of the budget was spent on EB.

Teaching learning period was from 27 to 28 days a month. The letter method of teaching was adopted in almost all the classes.

## Findings

### 20. Attainment of NLM Norms

- a By learners in the sample*  
82.52% of genuine learners
- b By total non-literates in the district i.e. by TARGET*  
64.67%
- c Testees turnout*  
7,236 (72% – Minimum 70%)
- d Proxy learners*  
61
- e Methods of calculating district success rate*  
NLM guidelines has been followed.

## District Literacy Scenario

Target	=	3,27,839
Qualified at 64.67%	=	2,11,784
Backlog	=	1,16,045(35.0%)

## Approved Budget

Estimated	Received	Actual
3,24,00,000	2,43,00,000	1,17,49,616

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

### Strong Points

- The map showing the selected events has been given.
- The report has worked out a relationship between previous education and AN. AN was 87.0% with previous education and 81.8% without it.
- Tables have been correctly presented.

### Weak Points

Not enough justification has been given as to how with only 36.24% use of the budget, the programme achieved a more than satisfactory performances.

### Comments on the following items given in Evaluation Report

#### a. Strong points of the TLC Programme:

There was a more than 96% enrolment which points towards the effective G.B.

- The campaign received full support of the block level and other senior officers, VEC, the Rotary and Lions clubs etc.
- VTs dedication is reflected in their teaching of 20-27 day a month for three long years.
- In some areas school teachers extended their help in the overall operation of the campaign.

### Recommendations made by Evaluating Agency

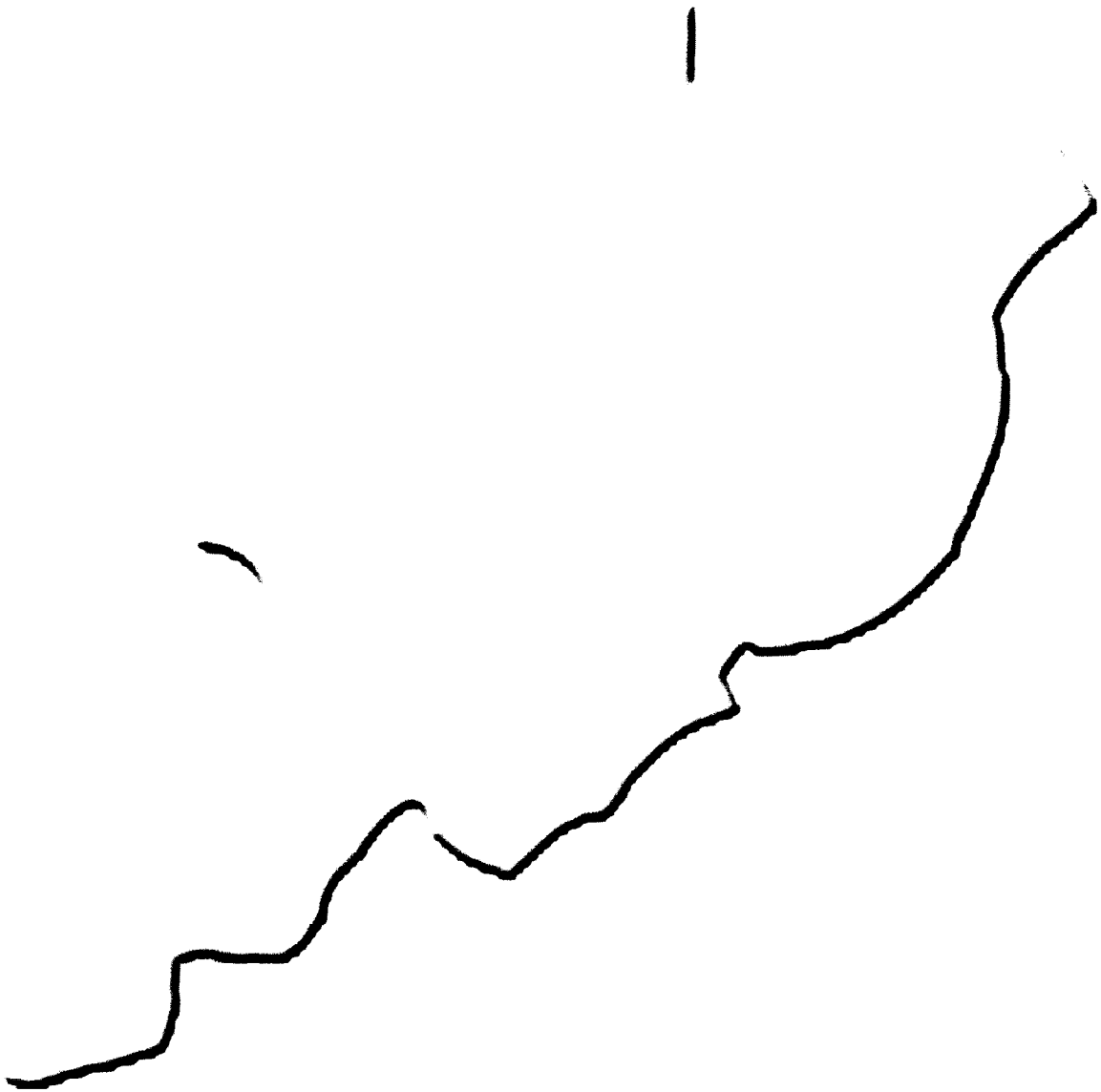
- Making provisions for interesting story books for MOP & PLI groups
- ZSS should bring out a booklet in easy language giving in it the developmental programmes useful to the people.

■





# Orissa



External Evaluation Reports of Total Literacy Campaign in India

# Angul

## Background

1. Project proposal approved by  
NLM January 1993
2. Implementing Agency  
ZSS, Angul
3. Door to Door Survey  
January 1994
4. Identified non-literates

Age Group	Male	Female	Total
9-45	72,036	1,22,096	1,94,132

5. Enrolment  
1,81,890
6. Teaching Started      Teaching continued upto  
March 1994              December 1995
7. Date of External Evaluation  
Evaluation started      January 2001
8. Report submitted  
February 2001
9. Period of teaching  
21 months (Envisaged 9 months)
10. Evaluating Agency  
Himalayan Regional Study and Research Institute, East of Loni Road, Delhi.

**11. Appointed by**  
ZSS/NLM

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

The main objective of the external evaluation was to assess the literacy level attained by the sample of the total population of neo-literates who went through the campaign for the purpose of campaign and outreach. The impact of TLC on categories as SCs, STs, OBCs and females etc. was also to be evaluated.



## **Methodology Adopted**

**13. The universe:**  
1,94,132

**14. No. of learners in the universe**  
1,81,890 were enrolled.

No. of learners studying P-III: 16,136 in December 1995

No. of learners who completed P-III: 1,09,469

Total: 1,25,605

**15. The sampling technique**

Random sampling from rural and urban area.

Two equal sub-samples were constructed to get the idea of sampling error.

**16. Size of the Sample**  
7,000

**17. Test Paper**

Two sets of test papers of equal difficulty were constructed. according to NLM norms.

### 18. Test Administration

- Learners were made to sit in rows to avoid copying. Test administrators were instructed not to deduct marks for spelling mistakes in writing or for words used in local language.
- Test administrators were either graduate or post graduates.
- In addition to the above nine Test administrators were also appointed from Association for Benevolence and Community Development (ABCD), Orissa. Keeping in view the language problem, they helped the Delhi based team.

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

Should have assessed the effectiveness of campaign inputs like EB, training, teaching.

## Findings

### 20. Attainment of NLM Norms

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

48.7%

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

16.4%

***c Testees turnout***

3,843

***d Proxy learners***

624

***e Methods of calculating district success rate***

Success rate of the sample testees turned out Proxy learners applied to total district target. (Ambiguous – did not use T.2)





## Reasons for Low Attainment

- TLC had ended in 1995 but evaluation took place in 2001 which contributed to the forgetting of learners what they had learned 5 years back.
- Other causes i.e. migration of learners, due to various causes especially for girls (married or migrated)

## District Literacy Scenario

Target	=	1,94,132
Qualified at 27.5%	=	53,386
Backlog	=	1,40,746

## Approved Budget

N.A.

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

### Strong Points

The report has been written in a good manner avoiding unnecessary details of Angul district.

### Weak Points

1. Did not understand the meaning of 'universe'.
2. No. of learners in the universe incorrect.
3. Method of calculating district result ambiguous.

### **Comments on the following items given in Evaluation Report**

a. **Strong points of the TLC Programme:**

Although overall results are not quite satisfactory, however, the results obtained by the TLC was due to their proper survey, environment building activities, effective training of functionaries, proper distribution of teaching learning material and satisfactory monitoring and evaluation system.

b. **Weak points of the Programme**

TLC had ended in 1995 but evaluation was conducted in 2001 after a gap of 5 years. It should have been carried out immediately after its completion. People have lost interest in literacy programme. TLC faced many problems due to the indifferent attitude of past and present leadership. No special programme was undertaken for the tribal areas so as to motivate them to take interest in the programme

### **Recommendations made by Evaluating Agency**

- Taking special measures for tribal areas.
- Early release of funds by NLM for post literacy and continuing education. So that these programmes may be started without any loss of time.
- There is a great need of restructuring the entire set up of ZSS from top to bottom especially to provide it with dedicated and honest coordinators and workers in the entire district who should take interest and work for the literacy programme with a missionary zeal.
- Before launching PLP and CEC's, steps be taken to assess that the active people's committees are existing in all the operational villages.
- Special measures be adopted for women in all areas of activities under the programme.

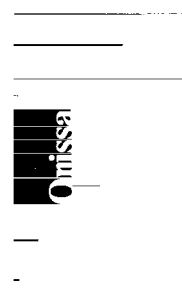
## Action by NLM

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

- Misinterpretation of 'universe' and the no. of learners in it.
- Language needs polishing
- Calculating district result in our ambigeous manner, Did not use T2.

Further evaluation work may be assigned to this agency.

■





# Balasore

## Background

1. Project proposal approved by NLM  
Yes (Date should have been given)
2. Implementing Agency  
ZSS - Vyasakabi Sakshyarata Samiti, Balasore
3. Door to Door Survey  
November 1995
4. Identified non-literates

Age Group	Male	Female	Total
15-35	1,00,788	1,50,689	2,51,437
5. Enrolment  
2,43,391
6. Teaching Started August 1996      Teaching continued up to Continuing
7. Date of External Evaluation  
October-November 1999
8. Report submitted  
N.A.
9. Period of teaching up to External Evaluation  
39 month (Envisaged 9 months)
10. Evaluating Agency  
Vision Foundation for Development Management, New Delhi.

11. **Appointed by**  
Vyasakabi Saksharta Samiti, Balasore
12. **Major stated objectives of External Evaluation**
  - To assess the level of achievement of learners in terms of 3R's
  - To estimate the success rate of TLC
  - To provide feedback of VSS about the outcome of the campaign.
  - To assess the impact of the campaign.



## **Methodology Adopted**

13. **The universe**  
P-III completers and completing
14. **No. of learners in the universe**  
2,24,696
15. **The sampling technique**  
Selected through multi-stage systematic circular random sampling technique coverage 12 blocks; 3 out of 4 urban areas; 2-66Ps each block and 1 to 9 villages from each GP (185 villages were selected) P-III learners 9,654.
16. **Size of the Sample**  
9,654(5%)
17. **Test Paper**  
One
18. **Test Administration**  
Not described
19. **Assessment of Inputs/Social Inputs if any**  
Increase in awareness of women's rights; Increase in interest for participating in various economic activities for self dependence; increase in awareness about the need for education interest and participating in social & development

activities. The agency did not provide the supportive data for the above claims.

## Findings

### 20. Attainment of NLM Norms

*a By learners in the sample*

62.84%

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

56.15%

*c Testees turnout*

10,609

*d Proxy learners*

955 (i.e. 100% testees in the sample turned out.)

*e Methods of calculating district success rate*

As per NLM norms given in the guidelines.

## District Literacy Scenario

Target = 2,24,696 (97)

Qualified at 56.15%

Backlog

## Approved Budget

N.A.

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

### **Weak Points**

- Dry & poorly written report. The report is a vital document, it must be written in a better language.
- Supportive evidence for conclusions/comments given.

TP is defective. The reading paragraph was not as per NLM norms, there is no poster to comprehend; arithmetic sums not as per norms. Therefore, the results could not be relied upon. Data does not tally.

### **Recommendations made by Evaluating Agency**

- Efforts need be made by VSS to mobilize and motivate remaining backlog of 43.85% target learners before the mopping up exercise begins.
- VSS can make qualitative training programme during the MOP in PL Phase.
- Proportionate representation among VTs and RPs of all section, caste and religious groups (Rationale not given).
- VSS need to adopt measures to provide cash/kind incentives for dedicated workers.
- Study tour of VTs/RPs to model districts within and outside the state.
- VSS may increase the female participation of volunteers in the programme.

### **Action by NLM**

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

- Shows testees turn out 100%.
- Deficient language

## External Evaluation: Reports of Food Literacy Campaign in India

- Says sampling was done though systematic circular random sampling technique. It was decided in a meeting that this technique should not be used.

Further evaluation work may be assigned to this agency.

■



# Khurpah

## Background

1. Project proposal approved by NLM  
November 1998
2. Implementing Agency  
ZSS
3. Door to Door Survey  
May to September 1997
4. Identified non-literates

Age Group	Male	Female	Total
15-35			1,30,034

5. Enrolment  
1,06,000
6. Teaching Started  
November-December 1998
- Teaching continued upto  
August 2001
7. Date of External Evaluation  
November 2001
8. Report submitted  
Not Specified
9. Period of teaching upto External Evaluation:  
32 months (Envisaged)
10. Evaluating Agency  
Centre for Adult, Continuing Education Extension Work & Field out Research,  
Rabindra Bharati University, Kolkata.

**11. Appointed by**

ZSS/NLM

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

As per NLM Guidelines

## **Methodology Adopted**

**13. The universe:**

All P-III learners

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

93,000

**15. The sampling technique**

The principle of stratified random sampling taking a village/ward as the last unit of sample was adopted.

**16. Size of the Sample**

Planned: 4,650; Actual: 4,250

**17. Test Paper**

It is claimed that test paper was deigned and developed in accordance with NLM norm. Details not given.

**18. Test Administration**

No details given.

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

Should have assessed the effectiveness of campaign inputs like EB, training, teaching, learning.

## **Findings**

**20. Attainment of NLM Norms**

*a By learners in the sample*

3,080 out of appeared 4,250=72.47% (unintelligible)

3,224 out of 4,650=70.02%

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

Not given

**c. *Testees turnout***

Did not give the figure.

**d. *Proxy learners***

“At some places there were proxy learners”.

**e. *Methods of calculating district success rate:***

Not as per guidelines



## **District Literacy Scenario**

Target = 93,000

Qualified at

Backlog

## **Approved Budget**

Not given

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

### **Strong Points**

- Evaluation management was operationalised at all levels
- List of villages (with centres) was appended.

### **Weak Points**

- Test paper not enclosed.
- Findings not given as per the requirements



- District scenario not given
- Background data table has not been given.
- Outcome of learning not given. Did not use T.2 to calculate district result.

**Comments on the following items given in Evaluation Report**

a. Strong points of the TLC Programme:

- Concurrent evaluation was done
- A Jagaran Abhiyan was launched in 1999
- SC participation was emphasised

b. Weak points of the TLC Programme

- Muslims & ST participation, claimed to be very poor
- The programme remained a Govt. run programme one as local elected representatives showed little interest.

**Recommendations made by Evaluating Agency**

- Special measures should be adopted for male non-literate learners. (What measure?)
- Provision of incentives to long-serving VTs.

**Action by NLM**

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

- Sample result unclear
- District result not given
- Testees turn out not given
- No. of proxy learners not given

Further evaluation work may be assigned to this agency.

# Kolar

## Background

1. Project proposal approved by NLM  
January 1994
2. Implementing Agency  
ZSS
3. Door to Door Survey  
June 1994
4. Identified non-literates

Age Group	Male	Female	Total
			3,67,589

**10. Evaluating Agency**

Council of Social Development, Southern Regional Office, Hyderabad.

**11. Appointed by**

ZSS/NLM

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

As per NLM norms

## **Methodology Adopted**

**13. The universe**

P-III learners and P-IH completers

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

2,03,359 (This is the same as enrolled)

**15. The sampling technique**

A multi-staged stage sampling procedure was adopted. All the 11 Talukas were selected. Out of 309 Gram Panchayat, 94 Gram Panchayats and 11 Municipal Councils/Towns (Total 105) were selected.

**16. Size of the Sample**

Planned: 10,168 (5%); Actual: 9,997

**17. Test Paper**

Based on NLM guideline, Test Papers in Kannada, Urdu and Tamil were prepared.

**18. Test Administration**

No detailed information is available.

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

Should have assessed the effectiveness of campaign inputs, like E.B., training, teaching, learning.

## Findings



### 20. Attainment of NLM Norms

Table-2 or any other such table on whose basis this could be worked out is not available in the report, which is an essential aspect part of this evaluation.

*a By learners in the sample*

Cannot be worked out

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

Cannot be worked out

*c Testees turnout*

Cannot be worked out

*d Proxy learners*

Can not be worked out.

## District Literacy Scenario

Table II not available in the report

Target

Qualified at = 1,39,911 as claimed

Backlog

## Approved Budget

NLM Share		State Share
Approved 264.00 lakh	175.87 lakh	88.13 lakh
Released 259.13 lakh	171.00 lakh	88.13 lakh
Spent 263.68 lakh	171.00 lakh	92.68 lakh

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

### **Strong Points**

Checklist, focused group discussions and interview schedule were used to present a comprehensive picture of the performance of Kolar District.

### **Weak Points**

Table T-2 has not been for calculating district result.

Left out all necessary data

### **Comments on the following items given in Evaluation Report**

a. Strong points of the TLC Programme:

EB was organized meticulously, other strengths enumerated are very general and vague.

b. Weak points of the Programme: Very general and vague.

### **Recommendations made by Evaluating Agency**

- A provision of honorarium to the instructors through panchayat is needed.
- Number of villages to be supervised by the supervisors should be minimized at the Taluka level.

### **Action by NLM**

The evaluation is full of technical mistakes. The agency should under go a thorough training in the methods of evaluating according the Guidelines, before taking up another evaluation of any district.

■

# Puri

## Background

1. Project proposal approved by NLM  
January 1996 and then revised in January 1997
2. Implementing Agency  
ZSS
3. Door to Door Survey  
Finalised October 1996
4. Identified non-literates

Age Group	Male	Female	Total
15-35	32,173	79,816	1,11,989

5. Enrolment  
1,08,602
6. Teaching Started      Teaching continued upto  
April 1998                  April 1999
7. Date of External Evaluation  
April 2001  
Report submitted  
Perhaps May 2001
8. Duration of teaching  
Around 13 months (recommended 9 months)
10. Evaluating Agency  
Himalayan Region Study and Research Institute, Delhi.

11. **Appointed by**  
ZSS/NLM

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

- To assess the literacy level of the learners in the sample.
- Impact of the campaign on SC, ST, OBC and female.

## **Methodology Adopted**

13. **The universe:**  
P-III learners.

14. **No. of learners in the universe**  
92,737

15. **The sampling technique**  
Two panchayats from each block and two villages from each panchayat selected randomly.

16. **Size of the Sample**  
Planned 4,430, 3.95% of the target (not given but calculated); Actual: 1.08% (calculated).

17. **Test Paper**  
Two sets of test papers were prepared. They were according to the guidelines.

18. **Test Administration**  
The Project Director and one senior staff member of the institute were in the field throughout. Eight graduate and post graduate TAs from Delhi did the testing. In addition 11 local students belonging to Utkal University were involved, mostly doing interpretation and translation work.

19. **Assessment of inputs/Social Inputs if any**  
But should have assessed the effectiveness of campaign inputs like EB, training, teaching/learning.

## Findings

### 20. Attainment of NLM Norms

*a. By learners in the sample*

36.9%

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

35.8%

There was not much difference between the result, sample and target learners because there was not much difference between the target and P-III figures.

*c. Testees turnout*

45.6%

*d. Proxy learners*

20%

*e. Methods of calculating district success rate*

According to T.2 of the guidelines.

## Reasons for Low Attainment

- No systematic system of monitoring and getting feedback from the field was evolved by ZSS.
- Functionaries lost interest in the campaign. This dampened the spirit of VTs resulting in the learners losing interest.

## District Literacy Scenario

Target	=	1,11,989
Qualified at 38.8%	=	40,092
Backlog	=	71,897





## **Approved Budget**

Not given.

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

### **Strong Points**

- Has given the table showing the standard error which shows that there was no non-sampling errors.
- Has shown the success rate, sex-wise, age-wise, social group wise and so on. The findings are similar as in other districts.
- The report is well presented and short.
- The suggestions made to improve the PLP were practical and logical.

### **Weak Points**

- It has been recommended in the guidelines to avoid giving unnecessary details. The agency has given location of Puri, climate, topography, educational institutions and so on without establishing any relationship between them and the campaign.
- Has mentioned that the concurrent evaluation was done but has not shown what action the ZSS took to take corrective measures to improve the campaign.

### **Comments on the following items given in Evaluation Report**

- The PLP to be combined with other development activities to generate interest among the learners.
- ZSS had promised to initiate special development programmes in villages showing better results during TLC to encourage people to participate in the PLP. This should be done at least in most successful villages enclosed in the report.

- A search should be made to locate dedicated MTs, coordinators and other field functionaries to take part in the PLP.

### **Action by NLM**

On the whole evaluation has been done according the Guidelines.

Further evaluation work may be assigned to this agency.



■

# Sambalpur

## Background

1. **Project proposal approved by NLM**  
December 1993
2. **Implementing Agency**  
ZSS
3. **Door to Door Survey**  
September 1995
4. **Identified non-literates**

Age Group	Male	Female	Total
15-35	8,50,000	1,21,2000	2,06,200
5. **Enrolment**  
1,92,300
6. **Teaching Started**      **Teaching continued upto**  
May 1995                      June 1996
7. **Date of External Evaluation**  
June 2000
8. **Report submitted**  
June 2001
9. **Period of teaching upto External Evaluation**  
14 months (Envisaged 9 months)
10. **Evaluating Agency**  
Asian Development Research Institute (ADRI), Patna.

11. **Appointed by**  
ZSS+NLM

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

- To provide objective and reliable assessment of the campaign.
- To provide feedback to the local organizers about the outcome of the campaign, its strengths, weaknesses and suggest remedial measures.
- To provide academic inputs into policy and planning of literacy campaigns at the state/central level.

## **Methodology Adopted**

13. **The universe**

P-III learners Completers 1,30,400 (15-35 yrs.)

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

P-III learners 1,30,400

15. **The sampling technique**

Proportionate random sampling. Then the villages were selected randomly till the required sample size was reached in each block.

16. **Size of the Sample**

10,040

17. **Test Paper**

Set of TPs as per NLM norms

18. **Test Administration**

Six TAs were from the agency and 19 were locally recruited (not external to district).

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

Should have assessed the effectiveness of campaign inputs like EB, training teaching/learning.

## Social Impact

Not done

## Findings

### 20. Attainment of NLM Norms

- a. *By learners in the sample*  
54.7%
- b. *By total non-literates in the district i.e. by TARGET*  
3.5%
- c. *Testees turnout*  
6,073
- d. *Proxy learners*  
630
- e. *Methods of calculating district success rate*  
As per guidelines.

## Reasons for Low Attainment

- Long drawn TLC programme (Instead of 9 months it was 14 months)
- Inadequate training of VTs
- Inadequate supervision
- Initially the target group was 9-45 years and only later on it was changed to 14-45

## District Literacy Scenario

Target	=	2.06 lakh (15-45 yrs.)
Qualified at %	=	54.7% (71,373)
Backlog	=	1,34,827

## Approved Budget

Not given

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

### Strong Points

- Well written report
- Concrete suggestions were made

### Weak Points

No weak points

### Comments on the following items given in Evaluation Report

- a. Weak points of the Programme
  - The programme lingered on for almost six years, (shows that teaching was only for 14 months, the evaluate was done after 6 years)
  - The training at the VI level was not effective.
  - Survey was defective.
  - The age group for TLC was 15-45 years.

### Recommendations made by Evaluating Agency

- A fresh door to door survey before PLP.
- As backlog of TLC is large, the NLM has to make adequate financial allocation for the district (1.35 lakh-0.71 lakh).
- The training of the VTs should be effective.



- The ZSS may also supplement the literacy programme with specific social mobilization programmes like thrift societies etc.

### **Action by NLM**

The state government may be requested to take effective steps to see that the PLP is implemented effectively.

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

- The programme was long drawn, though the teaching was only for 14 month.
- The evaluation though took place after 6 years.

Further evaluation work may be assigned to this agency.

■ ■

# Punjab



External Evaluation Reports of Total Literacy Campaign in India



# Mansa

## Background

1. Project proposal approved by NLM  
June 1996
2. Implementing Agency  
ZSS
3. Door to Door Survey  
April 1997
4. Identified non-literates

Age Group	Male	Female	Total
35-35	53,376	61,856	1,15,232

5. Enrolment  
74,942
6. Teaching Started  
August 1997
- Teaching continued upto  
August 1999
7. Date of External Evaluation  
May 2002
8. Report submitted  
July 2002
9. Period of teaching  
25 months
10. Evaluating Agency  
Indian Institute for Rural Development, Jaipur.

11. **Appointed by**  
ZSS+NLM
12. **Major stated objectives of External Evaluation**

## **Methodology Adopted**

13. **The universe**  
Current learners = Learners at P-I, P-II and P-III completers.
14. **No. of learners in the universe**  
74,942 (This is the enrolled number)
15. **The sampling technique**  
Villages and wards were randomly selected by arranging them serially.
16. **Size of the Sample**  
6,135
17. **Test Paper**  
Two parallel test papers were used. They were enclosed in the report and were as per the model TP given in the guidelines.
18. **Test Administration**  
It is not mentioned whether the TAs were from the same or other district
19. **Assessment of Inputs/Social Inputs if any**  
Should have assessed the effectiveness of campaign inputs like EB, training, teaching/learning.
20. **Attainment of NLM Norms**
  - a. *By learners in the sample*  
43.0%
  - b. *By total non-literates in the district i.e. by TARGET*  
28.0%
  - c. *Testees turnout*  
62.02%

**d. Proxy learners**

5.83% of appeared

**e. Methods of calculating district success rate**

As per guidelines.

## Reasons for Low Attainment

- Low enrolment from the beginning.
- Since agricultural operations were at peak at the time of external evaluation the attendance was poor.
- There was a big gap of 33 months after the teaching concluded and the external evaluation.

## District Literacy Scenario

Target = 1,15,232

Qualified at 28.00% = 32,225

Backlog = 83,007

## Approved Budget

Rs. 91.25 lakh

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

### Strong Points

- Computations were generally correctly done.
- The sets of TPs were parallel.

## Weak Points

- Chi-Di-square test was reported to have been used for comparing the achievement in two sub-samples. The methods of constructing chi square should have been reported.
- Table giving primer-wise achievement is erroneous in percentage computations and hence, the inputs are also incorrect.
- By the time this evaluation was done the universe was defined as P-III learners + P-III completers. In the guidelines circulars were also sent. Yet, the agency still used current learners as the universe.

## Comments on the following items given in Evaluation Report

### a. Strong points of the TLC Programme:

Vocational skills programme in tailoring was undertaken, in a number of villages.

### b. Weak points of the Programme

- Second and third primers were not made available to the learners in sufficient quantity.
- Record keeping was not upto the mark. This was observed in the concurrent evaluation.
- The appointment of external agency was delayed for 2 days.

## Action by NLM

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

- Misinterpretation of 'universe'
- Current learner instead of PIII learner

Further evaluation work may be assigned to this agency.



# Rajasthan



External Evaluation Reports of Total Literacy Campaign in India

# Jaisalmer

## Background

1. Project proposal approved by NLM  
No date given.
2. Implementing Agency  
ZSS
3. Door to Door Survey  
20.6.1997
4. Identified non-literates

Age Group	Male	Female	Total
9-35 years	29,914	54,899	84,813

5. Enrolment  
27,945                      50,089
6. Teaching Started      Teaching continued upto  
December 1997          August 1999
7. Date of External Evaluation  
22.9.1999
8. Report submitted  
5.4.2000
9. Period of teaching  
20 months (Envisaged 9 months)
10. Evaluating Agency  
State Resource Centre for AE, Indore (MP).

11. Appointed by  
ZSS/NLM

12. Major stated objectives of External Evaluation  
As per NLM guidelines

- To provide an objective & reliable assessment of the literacy skills attained by the learners.
- To provide feedback to the local organizers about the outcome of campaign, its strengths and weaknesses and suggest remedial measures
- To provide academic input into the policy and planning of literacy campaign at the state and central levels

## Methodology Adopted

13. The universe

P-III (completers/completing)

14. No. of learners in the universe

39,346

15. The sampling technique

The sample was drawn as per the guidelines of NLM. Sample = 2,368 (5% +) Random sampling technique was used. But the details given in at the sample learners were confusing.

16. Size of the Sample

2,368

17. Test Paper

Two parallel test papers were used.

18. Test Administration

The test was administered in all the three blocks by five teams of TAs. The learners were encouraged to feel at home by TAs. (Did not mention where the TAs came from, from the same district or outside the district.)



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

### Social Impact

- Increase in the primary enrolment.
- Acceptance of small family norms.
- Increased participation in political process.
- Members of the public came out in support of TLC.
- Environment created for small family norms and against child marriage.
- Increased enrolment in primary school.

### Findings

#### 20. Attainment of NLM Norms

- a. *By learners in the sample*  
1,932 out of 2,368 i.e. 81.59% (80.5%) given in the executive summary
- b. *By total non-literates in the district i.e. by TARGET*  
34.60%
- c. *Testees turnout*  
2,517 (Table 4.11)
- d. *Proxy learners*  
149
- e. *Methods of calculating district success rate*  
As per NLM norms. Has not clearly mentioned. Different figures are in different places.

## Reasons for Low Attainment

- High migration among the learners.
- Lack of NGOs in the district and low participation by the existing.
- Orthodox practices in the upper castes prevented learners from attending the centres.
- Lack of full time structures in the district.
- Low participation of women.

## District Literacy Scenario

Target	] Has not worked out.
Qualified at %	
Backlog	

## Approved Budget

Not Given

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

### Weak Points

- Lot of unnecessary tables were given
- Sampling procedure as mentioned in the report is confusing
- T.2. not enclosed in the report to see if the district result was worked out accordingly to it.
- Backlog = 54,466 to be covered under the MOP

### **Comments on the following items given in Evaluation Report**

a. Strong points of the TLC Programme:

After the concerned evaluation ZSS improved upon innovations, kept up the motivation of the functionaries. High migration among the learners.

b. Weak points of the Programme

- Has confused the target for evaluation with district target.
- Absence of full time structure at district level.
- Low participation of women.

### **Recommendations made by Evaluating Agency**

#### **Action by NLM**

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

- No. of learners in the 'universe' given in a vague manner.
- Using the term current learner instead of PIII learner
- T.2 not given in the report
- Sampling procedure confusing.

Further evaluation work may be assigned to this agency.

■

# Sirohi

## Background

1. Project proposal approved by NLM  
Yes
2. Implementing Agency  
ZSS
3. Door to Door Survey  
February 1996
4. Identified non-literates

Age Group	Male	Female	Total
			1,11/231

5. Enrolment  
N.A.
6. Teaching Started      Teaching continued upto  
January 1998              Date of external evaluation
7. Date of External Evaluation  
April 2000
8. Report submitted  
May 2000
9. Period of teaching upto External Evaluation  
15 months (Envisaged 9 months)
10. Evaluating Agency  
Sh. Mustaq Ahmed, Chairman National Group for External Evaluation.

**11. Appointed by**  
DAE/NLM

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

To verify the result of 1st evaluation done by SANTEK, an empanelled agency in February 1999. The district result were shows as 9.3% by quick special evaluation study by taking 1% sample.

- a. Evaluation of the teaching outcome.
- b. Study reasons for difference in the learning outcome between the two evaluations.

## **Methodology Adopted**

**13. The universe**

P-III learner (completers/completing)

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

63,192

**15. The sampling technique**

Planned: 2.5% (1923); Actual 1.8% (1107)

The proportionate random sample.

**16. Size of the Sample**

1.80% (1107)

**17. Test Paper**

One set of test papers as per NLM guidelines.

**18. Test Administration**

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

## Social Impact

- General awareness and self confidence among the learners increased.
- The common man and the officials came closer.
- No newspapers are being bought.
- More people are opening accounts in the post offices.
- The panchayats were requesting other members to write the minutes of the meeting.

## Findings

### 20. Attainment of NLM Norms

- a. *By learners in the sample*  
76.87%
- b. *By total non-literates in the district i.e. by TARGET*  
35.0%
- c. *Testees turnout*  
1,202
- d. *Proxy learners*  
95
- e. *Methods of calculating district success rate*  
As per NLM guidelines.

## Reasons for Low Attainment

- Low percentage of learners reaching P-III level (56.8%)
- Low turnout of the threes (59.0%)

## **District Literacy Scenario**

Target = 1,11,231

Qualified at % = 12,1346

Backlog = 98,885

## **Approved Budget**

Rs. 63,83,363

Rs. 34,66,541/- was spent

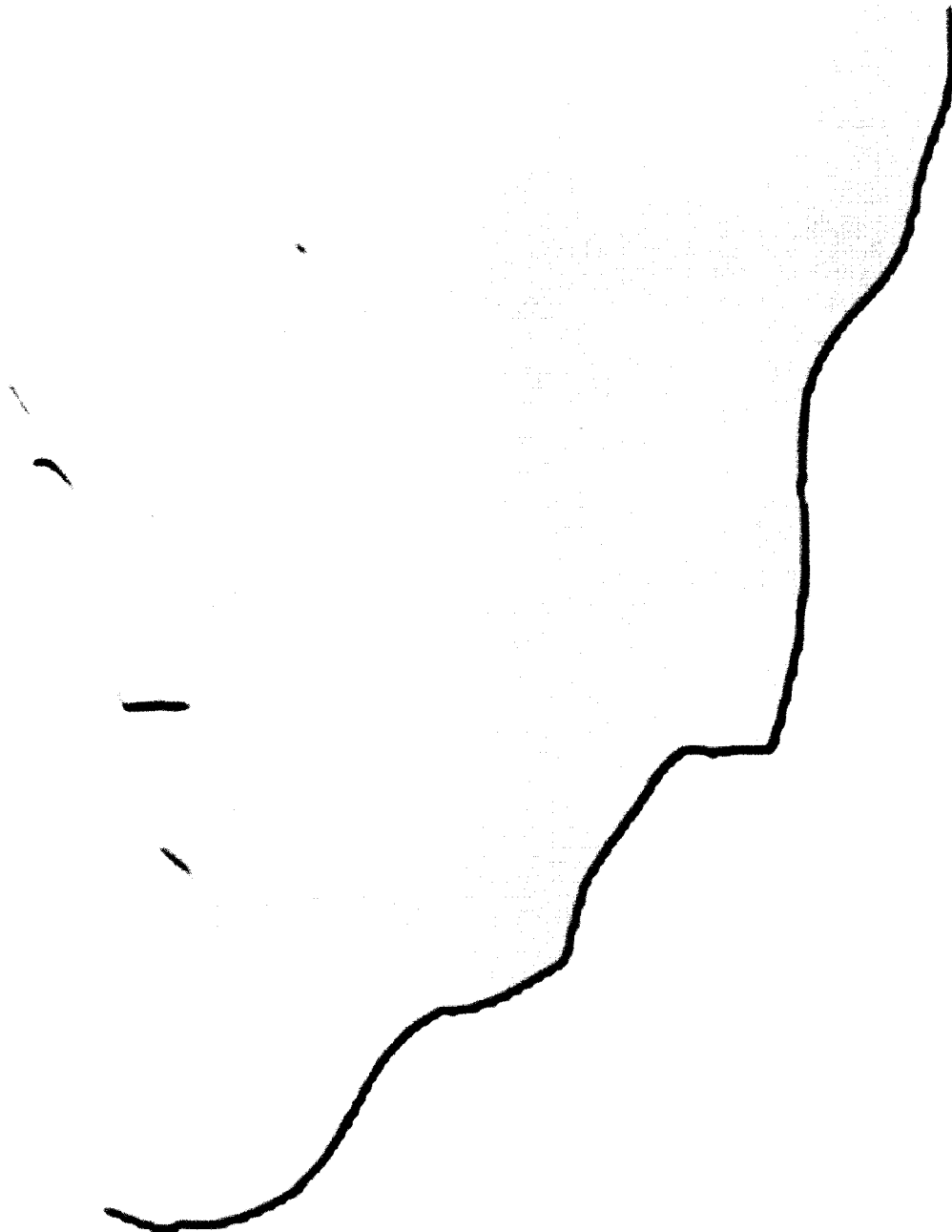
## **Comments on the Evaluation Report and Suggestions for Action (if any)**

### **Suggestions & Comments**

- The campaign has not become a Jan Andolan.
- VTs should be allotted some grace marks in examination.
- The campaign should continue.
- School teachers should not be involved in the campaign.

■ ■

# Tamil Nadu



External Evaluation Reports of Total Literacy Campaign in India



# Chennai Corporation

## Background

1. Project proposal approved by NLM  
September 1995
2. Implementing Agency  
ZSS Arivoli Ayakkam: Corporation of Chennai
3. Door to Door Survey  
January 1996
4. Identified non-literates

Age Group	Male	Female	Total
15-45 years	1,42,331	1,69,630	3,12,161

5. Enrolment  
1,54,533
6. Teaching Started      Teaching continued up to  
April 1996              May 1999
7. Date of External Evaluation  
August 2000
8. Report submitted  
January 2001
9. Period of teaching  
37 month
10. Evaluating Agency  
AMC Research Group.

11. **Appointed by**  
ZSS+NLM

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

## **Methodology Adopted**

13. **The universe**

P-III learners + P-III completion

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

1,54,533 (same as enrolled)

15. **The sampling technique**

The corporation maintained MIS by zones, divisions and slum clusters. Slum cluster were used as sampling units. The procedure for selecting 24 cluster is not described.

16. **Size of the Sample**

7,445

17. **Test Paper**

Prepared parallel TPs on model TP basis. TPs not enclosed.

18. **Test Administration**

The TA's with external evaluation experiences of districts were employed but it is nor stated whether they were from Chennai or other district.

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

E.B. inputs, motivational inputs have been assessed to be weak by the agency.

## **Findings**

20. **Attainment of NLM Norms**

*a. By learners in the sample*

21.39%

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

10.59%

**c. Testees turnout**

22.23%

**d. Proxy learners**

**e. Methods of calculating district success rate**

As per guidelines generally correctly done but district scenario has error.

## Reasons for Low Attainment

- EB activities involved around official functions, the grass root initiatives have been minimum.
- Teaching learning process got delayed and lasted for 37 months, losing momentum and interest.

## District Literacy Scenario

Target = 3,12,161

Qualified at 10.59% = 3,30,58

Backlog = 2,79,103

## Approved Budget

Rs. 299.0 Lakh

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

### Strong Points of report

Generally presentation is good and computation correct except one table.

## Weak Points

Enrolled learners and learners in the universe same.

## Comments on the following items given in Evaluation Report

### a. Weak points of the Programme

- Weak EB
- Lacking in motivational efforts
- Long duration of teaching learning
- Programme did not reach the grassroots properly

## Action by NLM

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

- Number in the 'universe' same as enrolled.
- TP not enclosed

Further evaluation work may be assigned to this agency.

■ ■

# Thiruvallur

## Background

1. Project proposal approved by NLM

Date of sanction: 22.12.1994

Date of Commencement: 26.1.1995

2. Implementing Agency

ZSS/NLM

3. Door to Door Survey

On two days 10.9.1995 and 1.3.1996

4. Identified non-literates

Age Group	Male	Female	Total
15-35	1,40,519	2,21,152	3,61,671

5. Enrolment

3,24,624 (89.77%)

6. Teaching Started

October 1995

Teaching continued up

August 1999

7. Date of External Evaluation

July 2001

8. School Closures

September 2001

Time taken from start up to External Evaluation

40 months (Envisaged 9 months)

9. Implementing Agency

Institute for Development Research and Alternatives, Tirupati (AP).

11. **Appointed by**  
ZSS/NLM
12. **Major stated objectives of External Evaluation**  
Not spelt out

## **Methodology Adopted**

13. **The universe**  
2,50,530
14. **No. of learners in the universe**  
It seems that P-III learners and P-III completers were in the universe but not clearly stated.
15. **The sampling technique**  
In a system of three stage sampling, selection of all the 14 blocks at first stage, 2 panchayats from each block i.e. 28 at the second stage and all the P-III learners of 28 villages at the third stage were selected. (Learners are not selected)
16. **Size of the Sample**  
Planned: 11,104; Actual: 9,412
17. **Test Paper**  
Only one set of test paper was prepared and administered as per guidelines.
18. **Test Administration**  
Team comprised of 15 team leaders whose name and qualification are given (no address) 60 T As were hired and trained, their list, qualification and addresses not given. Proxy learners (850) identified and their script not evaluated.
19. **Assessment of Inputs/Social Inputs if any**  
Organizational structure has been given. Support committees (Executive and Academic) constituted. Environment building through cultural troupes and other usual methods was done. It was a continuous process. No critical comments. Concurrent evaluation was done in 1998.

## Findings

### B. Attainment of NLM Norms

- a. *By learners in the sample*  
41.33%
- b. *By total non-literates in the district i.e. by TARGET*  
28.63%
- c. *Testees turnout*  
(i.e. only 27%, minimum 70%)
- d. *Proxy learners*  
850
- e. *Methods of calculating district success rate*  
Not given

### Reasons for Low Attainment

Not given

### District Literacy Scenario

Target	=	3,61,671
Qualified at 28.63%	=	32.84% = 1,18,801
Backlog	=	2,58,127

### Approved Budget

NLM approved 3.00 Crore Released 2.5 crore

State Govt, approved 1.3 crore Released 1.6 crore

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

### Strong Points

### Weak Points

- Table 2 (i.e. T.10 in the present study) is not correctly done. The consideration of pass percentage of absentees (as per Ghosh formula) has not been considered. Table need to be constructed again by the agency.
- Universe not enclosed.

### Comments on the following items given in Evaluation Report

#### a. Strong points of the TLC Programme:

Level of awareness of social and public life, health and environment, population education concepts etc. has been reported to be high.

#### b. Weak points of the Programme

- Periodical evaluation maintenance of records and submission of reports not satisfactory.
- Materials used in training were not satisfactory
- Inexperienced VTs were used
- Supply of teaching and learning materials was inadequate in some blocks
- Extended duration (46 months).

### Recommendations made by Evaluating Agency

- Resurvey of illiterates and semi literates.
- Redesigning of teaching learning materials in view of local needs and condition.



## External Evaluation Reports of Total Literacy Campaign in India

- 100 days mopping up operation should be taken up immediately.
- NGOs professional associations and political parties need to be there.

### **Observation**

This evaluation has been done by an unemparalled agency.

■

# Viluppuram

## Background

1. Project proposal approved by NLM  
Date of sanction March 1996  
Receipt of 1st installment January 1997
2. Implementing Agency  
ZSS
3. Door to Door Survey  
July 1996
4. Identified non-literates

Age Group	Male	Female	Total
15-35 yrs.			4,10,424

5. Enrolment  
4,06,705
6. Teaching Started      Teaching continued up to  
January 1997              April 1999
7. Date of External Evaluation  
September 2000
8. Report submitted  
16.8.2001
9. Period of teaching
  - 16 months, there was a break of eight months in between 26.1.1997 to 30.4.1999.
  - Three years and seven months by the time of EE.

**10. Evaluating Agency**

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

**11. Appointed by**

ZSS/NLM

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

- To provide an objective and reliable assessment of the literacy skills of learners who participated in TLC
- To provide a feedback to ZSS about the outcome of TLC, its strength and weakness and suggest remedial measures.
- To suggest appropriate measures for strengthening PL and CEP.

## **Methodology Adopted**

**13. The universe**

PIII learners.

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

14,000

**15. The sampling technique**

Based on the random method 14,000 sample were identified from 22 units (village/ward) from all four divisions of the district.

**16. Size of the Sample**

Target 17,000, Planned -14,000 Actual -11,412

**17. Test Paper**

According to the Guidelines.

**18. Test Administration**

Test administration was done in two phases of 2 to 3 days with the help of external test evaluators (ETE). The list of ETEs, their qualification and addresses has not been provided. An alternate day was made available to learner failing to appear for the test on the first day, A guideline for the test administrations was developed by the EA.

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

- Variety of activities (not enumerated) were conducted for environment building.
- Organisational structure had three levels; village level, project level and district level which worked well.
- Involvement of NGOs as claimed was not visible.
- Evaluators did not find the same amount of commitment at the village level as was at the district level.

## Findings

### 20. Attainment of NLM Norms

- a. By learners in the sample*
- b. By total non-literates in the district i.e. by TARGET*  
46.51%
- c. Testees turnout*  
11,412 Out of the sample of 14,000 (67.12%)
- d. Proxy learners*  
1,260
- e. Methods of calculating district success rate*  
Did not use T.2 of the Guidelines.

## Reasons for Low Attainment

NIL

## District Literacy Scenario

Target	=	4,10,424
Qualified at 46.51	=	1,90,888
Backlog	=	2,19,536

## **Approved Budget**

Amount sanctioned 355.14 lakhs

Amount released 227.57 lakhs 127.57 not yet released)

Amount spent 137.40 lakh

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

### **Strong Points**

- Report is organized well.
- A case study is presented in which a housewife became literate, began to be recognized in the village, learned healthy life practices, got vocational training from TRYSEM.
- An evaluation guidelines for EA was developed by the agency.

### **Weak Points**

- It seems that in addition to selection, village 14000 learners have also selected randourly.
- Did not use T.2 for calculating district result.

### **Comments on the following items given in Evaluation Report**

- a. Strong points of the TLC Programme:
- Programme developed a positive attitude.
  - Environment creation was effective.
  - In the beginning stages, record keeping was good.

- In tribal areas participation was comparatively better. Organisational structure at all three levels of village, project and district level worked well.

b. Weak points of the Programme

- EB could not be sustained for long
- Commitment of functionaries as well as participants could not be sustained for long.
- Training was largely done through the lecture methods.
- No. concurrent evaluation was done.

**Recommendations made by Evaluating Agency**

- Organisation of income generating activities for both learners as well as VTs.
- A special drive is needed to improve the literacy level of tribal. SC, ST and other weaker section in the PLP & CEP.
- Increased linkage with primary education programme.

**Action by NLM**

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

- Selected the learners also by sampling.
- Did not use T.2 for calculating district result.

Further evaluation work may be assigned to this agency.

■ ■



# Uttaranchal



External Evaluation Reports of Total Literacy Campaign in India



# Udham Singh Nagar

## Background

1. Project proposal approved by NLM  
26.2.1997
2. Implementing Agency  
ZSS
3. Door to Door Survey  
November 1999
4. Identified non-literates

Age Group	Male	Female	Total
15-35	23,047	44,153	67,200

5. Enrolment  
55,406
6. Teaching Started                      Teaching continued up to  
February, 2000                      December, 2000
7. Date of External Evaluation  
April 2001
8. Report submitted  
July 2001
9. Period of teaching up to External Evaluation  
10 months (Envisaged 9 months)
10. Evaluating Agency  
Centre for Logical Research and Development Studies. Old JNU Campus.  
New Delhi.

11. **Appointed by**  
ZSS/NLM

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

- To provide an objective and reliable assessment of the literacy achievement.
- To provide feedback to the local organizers about the outcome of the campaign, its strengths and weaknesses and suggest remedial measures and
- To provide academic inputs into the policy and planning of literacy campaigns at the state and central level.

## **Methodology Adopted**

13. **The universe**

67,200. The number of non-literates as identified by the survey

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

55,406 is enrolled number

15. **The sampling technique**

- Multistage stratified sampling procedure was adopted. Selection of blocks, gram panchayats and villages was done on the basis of Arun Ghosh Committee recommendations. The district has seven blocks so all the blocks were selected. In each block, 2 GPs and in each GP 2-4 villages were selected randomly for administering the test papers among the learners. Thus a total of 21 villages and 4 urban centres were selected in the district.

16. **Size of the Sample**

Planned 2,739; Actual sample size 1,637

17. **Test Paper**

Test paper parallel to T.9 test was developed  
(T.9 is only for self assessment)

### 18. Test Administration

The test was supervised and conducted by a team of trained research investigators and supervisors, mostly Ph.D students from JNU. These researchers have been associated within any TLC evaluators. In the selected villages attempt was made to test all the learners. In the sample villages a second visit was made to cover up the absent learners. Yet due to non-availability of learners only 6% could be covered.

### 19. Assessment of inputs/Social Inputs if any

Eight focus group discussions were conducted in the district. It was typically composed of 10-15 people and every learner of this group got sufficient opportunity to share insights. Following aspects were discussed:

- Awareness of the learners on different themes.
- Knowledge and attitudes towards the themes.
- Attitude towards education of children and problems/constraints
- Availability, quality and use of TLC material.

TLC functionaries and village leaders school headmasters were also approached to examine their role and involvement in the literacy campaign.

## Findings

### 20. Attainment of NLM Norms

*a. By learners in the sample*

Out of tested + absentee = 24.6%

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

20.28%

*c. Testees turnout*

1,853 out of which 216 were proxy learners. No. of absentee learners comes to 1,102 thus 1,637 were identified as genuine learners.

**d. Proxy learners**

216

**e. Methods of calculating district success rate**

Learners appeared in the test 1,853 proxy learners 216 = 1,637

**f. Proxy learners = 216**

No. of absentee 1,102

Total 1,637 + 1,102 = 2,739

Calculation of absentees according to Ghosh Committee Report.

## Reasons for Low attainment

- Four months gap between completion of teaching/learning process and evaluation which affected learners performance.
- Large number of absentees. Most of them were migrating labourers. Farmers and labourers were busy in cutting and thrashing the wheat at the time evaluation.
- Monitoring and supervision aspect of TLC was weak.

## District Literacy Scenario

Target = 67,200; 55,406 completed P-III or studying P-III

Qualified at 20.28% = 13,630

Backlog = 53,570

## Approved Budget

Not provided

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

### **Strong Points**

- Test administration was satisfactory sampling was correct.

### **Weak Points**

- Has not understood the meaning of 'universe'
- No. of learners in the universe same as enrolled learners.
- T.P. was developed according to the Guidelines.
- Did not use T.2 for calculating district result.

### **Comments on the following items given in Evaluation Report**

#### **a. Strong points of the TLC Programme:**

The district adopted excellent strategies like preparation of slides, charts, etc.

#### **b. Weak points of the Programme**

- The ZSS is highly bureaucratized giving little or no representation to civilian population. In the executive body there is no civilian representation at all.
- VTs did not follow IPCL method. They taught through alphabets method.
- It was repeated during (FGDs) among various sections that the aspect of monitoring and supervision could not be followed properly.
- The effect of Kala Jathas was very weak.

### **Recommendations made by Evaluating Agency**

- In the interest of the campaign, the ZSS may be asked to involve civilians in the decision making process as well as in the implementation of the campaign.

- Teaching through IPCL method may be followed during mopping up exercise.
- Monitoring and supervision aspects be strengthened and taken care of properly.
- Kala Jathas be strengthened to provide proper results.
- Special measures be adopted for female 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 assignments.

■



# Uttar Pradesh



External Evaluation Reports of Total Literacy Campaign in India



# Balia

## Background

1. Project proposal approved by NLM  
June 1996 sanction  
29.6.1998 final approval (As reported in background data)
2. Implementing Agency  
ZSS
3. Door to Door Survey
4. Identified non-literates

Age Group	Male	Female	Total
15-35	80,480	1,75,169	2,55,649

5. Enrolment  
2,21,233
6. Teaching Started  
July 1998
- Teaching continued upto  
December 2000
7. Date of External Evaluation  
December 2000
8. Report submitted  
30.5.2001
9. Period of teaching  
30 months (Envisaged 9 month)
10. Evaluating Agency  
Formative Research & Development Services (FRDS), New Delhi.

11. **Appointed by**  
ZSS+NLM
12. **Major stated objectives of External Evaluation**  
As per guidelines

## **Methodology Adopted**

13. **The universe**  
Primer-III completers + P-III learners
14. **No. of learners in the universe**  
2,00,234
15. **The sampling technique**  
It is stated that stratified systematic random sampling was adopted without explaining how and what strata were formed, what was the systematic random method used.
16. **Size of the Sample**  
10,028
17. **Test Paper**  
Test paper was structured as per model TP. But numericals were not up to the standard. Most of the two digit numbers had zero at the second place such as 40 + 30, 60-30, etc. Carry over problems were not given.
18. **Test Administration**  
It is not reported whether the TA's were from the same district or other district.
19. **Assessment of Inputs/Social Inputs if any**

## **Social Programme Impact**

Should have assessed the effectiveness of campaign inputs, like E.B., training, teaching/learning.

## Findings

### 20. Attainment of NLM Norms

*a. By learners in the sample*

61.91%

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

48.49%

*c. Testees turnout*

90.69%

*d. Proxy learners*

11.63% of appeared

*e. Methods of calculating district success rate*

Method was correct

The essential table 2 has been presented at the end of the report and none of the percentage has been shown.

## Reasons for Low Attainment

Not given

## District Literacy Scenario

Recomputed by using two decimals and presented below by the analyzer

Target = 2,55,649

Qualified at 66.58% = 1,23,965

Backlog = 1,31,684

## Approved Budget

Not Given

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

### **Weak Points**

- The executive summary is incomplete.
- The essential table 2 which is most important has been presented in the Annexure at the end of the report.
- T.P. is weak
- Not shown were the TAs were recruited from.

### **Comments on the following items given in Evaluation Report**

- a. Strong points of the TLC Programme: MIS was good.

### **Recommendations made by Evaluating Agency**

- There must be a provision to check the transfer of key functionaries & specially District Collector during the period of campaign.
- Unnecessary delays in grant release should be avoided.

### **Action by NLM**

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

- Using weak T.P.
- Has not shown whether the TAs were recruited from the same district or from another district.

Further evaluation work may be assigned to this agency.

■ ■

# Deoria

## Background

1. **Project proposal approved by NLM**  
December 1993
2. **Implementing Agency**  
ZSS
3. **Door to Door Survey**  
Finalised December 1994
4. **Identified non-literates**

Age Group	Male	Female	Total
15-35	99,726	2,15,274	3,15,000

5. **Enrolment**  
3,02,402
6. **Teaching Started**      **Teaching continued up to**  
February 1995              May 1996
7. **Date of External Evaluation**  
January 2002
8. **Report submitted**  
September 2002
9. **Period of teaching**  
15 months (Envisaged 9 months)
10. **Evaluating Agency**  
Council for Social Development, New Delhi.

11. **Appointed by**  
NLM/ZSS
12. **Major stated objectives of External Evaluation**
  - Objective and reliable assessment of literacy and social impacts.
  - To provide feedback to the organizers.

## **Methodology Adopted**

13. **The universe**  
Perhaps P-III learners. But not clearly stated.
14. **No. of learners in the universe**  
2,61,872
15. **The sampling technique**  
40 NPS were selected from all the 15 blocks and 2 villages from each NP randomly.
16. **Size of the Sample**  
10,000 learners were required. But 15,000 were selected to take care of sample loss.
17. **Test Paper**  
4 sets of TPs were prepared. They were according to the guidelines except that the competency to follow written instruction was not tested.
18. **Test Administration**  
21 TAs recruited from the neighbouring districts administered the test.
19. **Assessment of Inputs/Social Inputs if any**  
Should have assessed the effectiveness of campaign inputs, like E.B, training, teaching/learning.

## Findings

### 20. Attainment of NLM Norms

- a. *By learners in the sample*  
4.26% (tested + absentee)
- b. **By total non-literates in the district i.e. by TARGET**  
3.7%
- c. *Testees turnout*  
45% (Minimum turn out should be 70%)
- d. *Proxy learners*  
21.8%
- e. *Methods of calculating district success rate:*  
According to the guidelines.

## Reasons for Low Attainment

The campaign continued for 15 months. The external evaluation was conducted 6 years later. During this long period lots of administrative changes had occurred adversely affecting the progress of the campaign.

## District Literacy Scenario

Target = 3,02,402 (effective)

Qualified at 4.26% = 12,882

Backlog = 2,89,520

## Approved Budget

Not given

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

### Strong Points

- Has given the category of proxy learners.
- Has compared the achievement of learners on different TPs to establish if they were parallel. The two such sample result show that there was no significant difference between the results of the two. It is a well presented short report avoiding padding it with unnecessary information.

### Weak Points

- Has used term 'current learners' instead of PIII learners.

### Comments on the following items given in Evaluation Report

- a. Strong points of the TLC Programme:

Not mentioned

- b. Weak points of the Programme

There was a long gap of 6 years between the close of teaching and the external evaluation and during this period there were considerable administrative changes affecting the campaign.

### 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.
- Testee turn out was only 45% instead of 70%
- Should have paid a second visit to the villages to bring more learners for testing.

Further evaluation work may be assigned to this agency.

■



# Gonda

## Background

1. Project proposal approved by NLM  
September 1994
2. Implementing Agency  
ZSS, Gonda
3. Door to Door Survey  
Conducted on 30.6.1996 Phase-I March 2000 Phase-II.
4. Identified non-literates

Age Group	Male	Female	Total
9-35	2,04,935	2,54,791	4,59,726S

5. Enrolment  
4,53,594
6. Teaching Started      Teaching continued upto  
November 1998      August 1999
7. Date of External Evaluation  
August 2001
8. Report submitted  
August 2001
9. Period of teaching up to External Evaluation  
22 months

**10. Evaluating Agency**

SIRDI (Society for Integrated Rural Development Infrastructure, Pitampura, Delhi.

**11. Appointed by**

NLM/ZSS

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

- To observe proxy learners.
- To assess success and failure in literacy test of adult learners in randomly identified sample villagers.
- To study the strengths and weakness of the campaign.
- To observe the reasons for extension of TLC beyond 2 years.
- To offer suggestions for improvement (TLC) and for PLP and moping up operation.

## **Methodology Adopted**

**13. The universe:**

4,59,726 as identified non- literates

4,06,925 the learners completing P-III or studying P-III (still learning)

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

The universe was taken as P-III completers and readers i.e. 4,06,925.

**15. The sampling technique**

At 1st instant background data was collected. There were 16 blocks and 5 urban areas in the district. 16 blocks had 1830 villages. Then total number of Primer completers and still learners was taken which is  $3,76,378 + 30,547 = 4,06,925$ . Sample was taken on Random selection basis for these blocks and urban areas. Sample size of 11,592 was taken out of which 10,013 attended the literacy test.

**16. Size of the Sample**

10,013

**17. Test Paper**

Test paper was prepared according to the NLM norms (reading writing and numeracy).

**18. Test Administration**

There was an appropriate no. of Test Administrators including team leader of SIRD. The teams were formed according to the number of villages to be visited each day. Test was conducted on 12.4.2001. Care was taken for removal of examination fear through:

- appreciating the efforts of learners to acquire skills of literacy
- making the situation non-threatening - proper arrangement of light - seating in circles - avoiding crowd.
- Identifying proxy learners - In view of learners to fill up the test paper. ZSS members provided logistic support as field guides, especially to the remote villages.

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

- Enrolment of the eligible children in villages for primary education was appreciable.
- Application of acquired skills for family life. Enrichment/Eco, Development etc, was strengthened.

## **Findings**

**20. Attainment of NLM Norms**

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

71.94%

(7,203 testees were successful according to NLM norms) out of 10,013 that were tested.

- b. By total non-literates in the district i.e. by TARGET**  
58.9%  
2,70,766 learners out of the target of 4,59,726 were successful.
- c. Testees turn out**  
7,203 out of the sample learners of 10,013
- d. Proxy learners**  
637 were proxy in number out of 10,103
- e. Methods of calculating district success rate**  
Success rate of sample - proxy learners + 50% of absentees applied to the target of the district. (Very confusing should have used T.2)

## Reasons for Low Attainment

N.A.

## District Literacy Scenario

Target	=	4,59,726
Qualified at 58.9%	=	2,70,779; 3,67,167
Backlog	=	1,88,947; 1,86,427

## Approved Budget

Not Given

Sanctioned Amount	Expenditure	% of Expenditure
Rs. 2,75,61,406	2,63,67,426	95.66%

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

### **Strong Points**

Report has been presented in a good manner giving all the statistics and tables including the sample, selection and administration of test

### **Weak Points**

Calculation of target result confusing.

### **Comments on the following items given in Evaluation Report**

#### **a. Strong points of the TLC Programme:**

- Creation of environment in rural areas appeared to be impressive.
- Concerned officers took active interest.
- Sarpanches of majority of villages were involved in the campaign.
- VT's were found to be sincere and hard working excepting a few cases though there were certain difficulties.
- Some of the block level literacy coordinators and associated. KRPs were found to be doing good job in literacy.

#### **b. Weak points of the Programme**

- NGO's were not given a responsibility to implement TLC.
- Participation of women was particularly weak.
- ZSS field functionaries were not able to generate/ maintain continuity in voluntary action of the literacy workers.
- Training and retraining appears to be weak in some villages.
- People's participation was relatively weak in some villages.

## Recommendations made In Evaluating Agency

- To gain further/ strengths in organizing the literacy campaign, it would be good if the best-NGO are identified, trained professionally and entrusted with the implementation of literacy campaign by developing total commitment.
- Frequency of field visits to be increased.
- PLP and mopping up operation be made to gain total literacy.
- Monthly testing of adult learners.
- Improvement in training programme of the field workers.
- Motivation of females and involvement of women's organizations.

## Action by NLM

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

- Technically this a much better evaluation than others done by this agency.
- Deficient language. It should be improved and polished.
- Using the term current learner instead of PIII learner.
- Using sub-standard TP
- Calculating district result very confusing, should have used T.2.

Further evaluation work may be assigned to this agency.

# Ghazipur

## Background

1. Project proposal approved by NLM  
December 1993
2. Implementing Agency  
ZSS, Ghazipur
3. Door to Door Survey  
Date not mentioned
4. Identified non-literates

Age Group	Male	Female	Total
15-35	N.A.	N.A.	2,34032

5. Enrolment  
1,77,880  
60,803 Completed P-III  
13,264 Learning P-III  
74,067 The actual learners for test
6. Teaching Started      Teaching continued upto  
October 1994      Date not mentioned. May be up 1999
7. Date of External Evaluation  
May-June 2000
8. Report submitted  
August 2000
9. Period of teaching  
About 5 years (Envisaged 9 months)

**10. Evaluating Agency**

Centre for Research Action and Training (CREATE).

**11. Appointed by**

NLM/ZSS

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

- To assess the level of achievement of learners in terms of 3 R's i.e. Reading, Writing and Numeracy.
- To estimate the success rate of TLC in the district as a whole and by social groups, sex and status of primers completed.
- To assess the participation of learners in teaching learning process.
- To assess the extent of continuation and dropout of learners and reasons.
- To identify factors, related inputs and processes.
- To identify various weak and strong organizations, linkages and their effects on quality of implementation.
- To make suggestion for implement of TLC. But main focus was on learning outcomes, success rate of learners and on socio-cultural and environment of the project area.

## **Methodology Adopted**

**13. The universe**

2,34,032 Target universe (This is the target)

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

74,067

**15. The sampling technique**

Adopted random sampling technique. The required sample 5% of 74,067 learners was 3,703. However, it was increased to 3, 839 to cope with the problem of sample losses. The selection of blocks of the district covered in phase. I of campaign were selection on the basis of Arun Ghosh Committee



Report. From each block 2-3 Gram Panchayats and from each Gram Panchayat 1-2 villages were selected. Thus a total 31 villages from 23 Gram Panchayats were selected for administering the test. Out of 3,839 current learners of the sample 3,004 (78.25%) were tested.

**16. Size of the Sample**

3,839; Appeared 3,004; Proxy 442; Genuine; 2,562; Absent 1,277 (3004)

**17. Test Paper**

Test paper was prepared by the agency in consultation with the experts and field functionaries according to the NLM norms.

**18. Test Administration**

To assess the learning outcome of 3 RS. The test was conducted in a participation way. At the time of test VT, MT and other ZSS functionaries were also involved.

- The test was supervised by a team of trained Research Investigators under the supervision of experienced team leaders.
- Focus group discussions were made and interview with TLC functionaries, opinion leads was conducted.
- Test was administered by the agency's field staffs Who were well qualified and experienced. They were given proper orientation for the test administration and to work out the reasons for absenteeism,

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

Should have assessed the effectiveness of campaign inputs, like E.B., training, teaching/learning.

## Findings

**20. Attainment of NLM Norms**

- a By learners in the sample*  
23.10% of current learners  
27.71% sample learners

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

7.31%

**c. Testees turnout**

Appeared	Proxy	Genuine	Absent
3,004	442	2,562	1,277

2562+1277=3839 (How many qualified?)

**d. Proxy learners**

442

**c. Methods of calculating district success rate**

In proportion to the learners in the sample.

## Reasons for Low Attainment

- In convenient time of the centres for the learners.
- Non-availability and untimely supply of teaching learning materials. P-III was distributed: quite late to the learners.
- Lack of incentives for the workers. Lack of motivational aspects for learning.

## District Literacy Scenario

Target = 2,34,032

Current learners at the time of evaluation 74,067 Non participants 1,59,965

Qualified at 23.10% of = 74,067

Backlog = 17,109

Not qualified = 56,958

Total Backlog = 2,16,923

## **Approved Budget**

Not mentioned

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

### **Strong Points**

- Results of the sample learners have been given in detail.

### **Weak Points**

It suffers from several technical weaknesses and faulty language.

### **Comments on the following items given in Evaluation Report**

- a. Strong points of the TLC Programme:

N.A.

- b. Weak points of the Programme

- Ineffective mobilization and environment building.
- Untimely reaching of the T.L. materials at the centres.
- Inadequate training and refresher courses of functionaries.
- Lack of monitoring and follow up action.
- Lack of special facilities and measures for weaker sections of the learners.

### **Recommendations made by Evaluating Agency**

- Another round of mobilization and environment building may be organized before mopping up exercise.
- ZSS should organize highly effective methods (like Birha and rural folk songs for encouraging the common masses).

- Timing of the centre should be determined in consultation with the learners.
- Supply of T.L. material may be made in time.
- Incentives may be provided to ZSS functionaries.
- Prior assessment of learners status in literacy be determined from time to time and remedial measures may be adopted.
- Provision be made for quarterly workshop for the campaign workers.
- Village panchayats must be actively involved with sole responsibility of monitoring and coordination of the campaign.
- School teachers involved in the campaign should be oriented to understand their moral responsibility and not merely fulfilling a formality.
- Women VTs be deputed to teach female learners.

TLC programme must be concluded within stipulated period so as to prevent the risk of heavy drop out and quality degradation.

### **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 assignments.

# Mathura (Phase I)

## Background

1. Project proposal approved by NLM  
March 1994
2. Implementing Agency  
ZSS
3. Door to Door Survey  
June 1994
4. Identified non-literates

Age Group	Male	Female	Total
	21,068	55,054	76,122

5. Enrolment  
76,122 (exactly the same as target!)
6. Teaching Started                      Teaching continued upto  
June 1995                                      April 1998
7. Date of External Evaluation  
December 2000
8. Report submitted  
March 2001
9. Period of teaching  
34 months

10. **Evaluating Agency**  
Society for Economic Development and Environmental Management, New Delhi.
11. **Appointed by**  
ZSS/NLM
12. **Major stated objectives of External Evaluation**
  - To provide an objective assessment of the literacy outcome of the campaign
  - To provide feedback to ZSS about the outcome of the campaign, its strength and weaknesses ,suggest remedial measures.

## **Methodology Adopted**

13. **The universe**  
P-III learners completers and completing
14. **No. of learners in the universe**  
60,852
15. **The sampling technique**  
Sample planned 3,589 (6%) Random sample could not be taken because of absence of data, a list 21 village, from 4 blocks were given by the ZSS for sampling. Hence, sample was not scientific.
16. **Size of the Sample planned**  
3,589; Actual 1,713
17. **Test Paper**  
As NLM guidelines.
18. **Test Administration**  
Test was administered by six TAs and a supervisor.
19. **Assessment of inputs/Social Inputs if any**  
Should have assessed the effectiveness of campaign inputs, like E.B., training, teaching/learning.

## Findings

### 20. Attainment of NLM Norms

- a. *By learners in the sample*  
34.23%
- b. **By total non-literates in the district i.e. by TARGET**  
27.40%
- c. *Testees turnout*  
1,713 (100% turn out?)
- d. *Proxy learners*  
333
- e. *Methods of calculating district success rate*  
As per NLM guidelines.

## Reasons for Low Attainment

- No genuine data was available
- No records were kept by ZSS

## District Literacy Scenario

Target =

Qualified at =

Backlog =

## Approved Budget

Not given

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

### Comments on the following items given in Evaluation Report

a. Strong points of the TLC Programme:

ZSS could not produce records. Sample was selected by ZSS itself. The genuines of learners could not be verified.

b. Weak points of the Programme

- systematic TLC was not carried out.
- Lack of interest by ZSS

### Recommendations made by Evaluating Agency

The results could not be relied upon as no data was made available of the campaign.

The ZSS must get the district re-evaluated as the reliability of the result is in doubt.

### Action by NLM

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

- Shown the size of sample and testees turn out exactly the same.
- 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.

Further evaluation work may be assigned to this agency.

■



# Mathura (Phase II)

## Background

1. Project proposal approved by NLM Yes  
March 1994
2. Implementing Agency  
ZSS
3. Door to Door Survey  
April 1997
4. Identified non-literates

Age Group	Male	Female	Total
	34,735	73,125	1,07,860

5. Enrolment  
1,07,860 (Exactly same as target)
6. Teaching Started      Teaching continued upto  
October 1998              March 2001
7. Date of External Evaluation  
December 2001
8. Report submitted  
February 2002
9. Period of teaching  
27 months (Envisaged 9 months)

10. **Evaluating Agency**  
Society for Economic Developments and Environment Management, New Delhi.
11. **Appointed by**  
ZSS/NLM
12. **Major stated objectives of External Evaluation**  
As per NLM Guidelines
13. **The universe**  
P-III learners Completers and completing
14. **No. of learners in the universe**  
64,658
15. **The sampling technique**  
No random sampling. Sample was selected by ZSS. Therefore, it is not reliable.
16. **Size of the Sample Planned: 12,188**
17. **Test Paper**  
One set only, according to the Guidelines.
18. **Test Administration**  
Test was administered by seven TAs one Supervisor and one Project Director.
19. **Assessment of Inputs/Social Inputs if any**  
Should have assessed the effectiveness of campaign inputs, like E.B., training, teaching/learning.

## Findings

20. **Attainment of NLM Norms**
  - a. *By learners in the sample*  
42.02%

- b. *By total non-literates in the district i.e. by TARGET***  
15.79%
- c. *Testees turn out***  
3,693 (3693 out of 12158 is only 30%. Minimum turn out should be 70%)
- d. *Proxy learners***  
655
- e. *Methods of calculating district success rate***  
As per NLM guidelines.

## **Reasons for Low Attainment**

The genuineness of the learners could not be verified as it was given by the ZSS and there was not supportive evidence to verify it.

## **District Literacy Scenario**

Target =  
Qualified at =  
Backlog =

## **Approved Budget**

Not given

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

Comments on the following items given in Evaluation Report

- a. Weak points of the Programme
  - Weak support from ZSS

- No data was available at district, block or village level
- Lack of supervision
- EB activities weak
- VTs were college students and lacked motivation.

### **Recommendations made by Evaluating Agency**

- ZSS should make efforts to streamline programme by holding monthly coordinating meetings, who will help in proper monitoring and evaluation.
- Committees formed to facilitate TLC may be made functional.
- VTs, MTs should be oriented.
- The MIS should be monthly updated and programme monitored accordingly.
- E.B. activities should be more frequently.

### **Action by NLM**

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

- Actual sample size not given
- Tested the learners when turn out was only 30%. Minimum turn out expected 70%.

Further evaluation work may be assigned to this agency.

■

# Mau

## Background

1. Project proposal approved by NLM  
Should have given the date.
2. Implementing Agency  
ZSS, Mau
3. Door to Door Survey  
July 1993
4. Identified non-literates

Age Group	Male	Female	Total
10-35			1,92,000
Revised for operation restoration			51,593

5. Enrolment  
TLC 1,35,000  
Operation Restoration 51,593
6. Teaching Started      Teaching continued upto  
October 1993              June 2000
7. Date of External Evaluation  
December 2001
8. Report submitted  
February 2002
9. Period of teaching upto External Evaluation  
6 years 8 months (Envisaged 9 months)

**10. Evaluating Agency**

Centre for Development Communication & Studies, Jaipur

**11. Appointed by**

ZSS/NLM

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

- to evaluate the literacy achievement of the district.
- To provide feedback to the local organizers about the outcome of the campaign, its strengths and weaknesses and suggest remedial measures.
- To assess the inputs of the campaign to show their contribution to the success of the campaign.

**Methodology Adopted****13. The universe**

P-III learners (completers/near completion)

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

51,593

**15. The sampling technique**

Proportionate sample from blocks, villages, urban wards followed by systematic random sampling from each segment.

**16. Size of the Sample**

Planned - Actual 2593;

**17. Test Paper**

According to the Guidelines.

**18. Test Administration**

By four teams of one supervisor and four TAs. (Where were the TAs from?)

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

Should have assessed the effectiveness of campaign inputs, like E.B., training, teaching/learning.

## Findings

### 20. Attainment of NLM Norms

- a. *By learners in the sample*  
41.4%
- b. *By total non-literates in the district i.e. by TARGET*  
28.2%
- c. *Testees turnout*  
1,132
- d. *Proxy learners*  
191
- e. *Methods of calculating district success rate*  
As per NLM guidelines.

### Reasons for Low Attainment

- Agriculture season
- Low motivation
- Migration (41%)
- Non-corporation of VTs in the evaluation process
- No linkages with other programme functionaries

### District Literacy Scenario

Target	=	51,593
Qualified at %	=	14,550
Backlog	=	37,043

## Approved Budget

Rs. 1,22,85,000/- (sanctioned)

Released NLM Rs. 61,42,500/-

State Rs. 40,95,000 Total: 102,36,750/-

Spent Rs. 1,02,365/-

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

### Strong points

Well written comprehensive report.

### Weak points

Tables are not correct. Certain statements made do not tally with the data provided.  
Action by NLM.

Did not show from where the TAs recruited, from the same district or from another.

### Action by NLM

- Even after the operation restoration only 28.2% target learners could achieve the NLM norms. The district needs to be monitored closely by the state govt, as to see the backlog is taken care of effectively during PLP.

## Comments on the following items given in the Evaluation Report

### a. Weak points of the Programme

- Lack of supervision
- Lack of motivation among the various categories of functionaries including VTs



## External Evaluation Reports of Total Literacy Campaign in India

- No incentive for good work by VTs/learners
- Weak E.B.
- Weak training programmes for MTs, RPs and VTs
- No documentation available.

### Recommendations made by Evaluating Agency

- ZSS to make concrete plan of action for covering backlog during PLP
- Incentives to learners village/ gram sabha who performs the best.
- Certificates to all who attain the NLM norms
- Certificates to VTs and other functionaries involved in the campaign
- Effective involvement of functionaries of other developmental programmes.
- Efforts to be made for people's participation for greater effectiveness and sustainability of the literacy programme.

### Action by NLM

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

- Did not show whether the TAs were recruited from the same district or outside the district.

Further evaluation work may be assigned to this agency.

■

# Pilibhit

## Background

1. Project proposal approved by NLM  
January 1995
2. Implementing Agency  
ZSS
3. Door to Door Survey  
September 1995
4. Identified non-literates

Age Group	Male	Female	Total
9-35			3,04,506

5. Enrolment  
2,20,446
6. Teaching Started      Teaching continued upto  
October 1995              March 2000
7. Date of External Evaluation  
March 2000
8. Report submitted  
Draft Report June 2000
9. Period of teaching  
55 months (Envisaged 9 months)
10. Evaluating Agency  
Multi Disciplinary Research Institute, New Delhi.

11. **Appointed by**  
ZSS/NLM
12. **Major stated objectives of External Evaluation**  
As per NLM Guidelines

## **Methodology Adopted**

13. **The universe**  
The current learners P-I + P-II + P-III and completers as has been stated by EEA. (Universe should be only PIII learners)
14. **No. of learners in the universe**  
2,15,102
15. **The sampling technique**  
The universe spread over 563 Gram Sabha and four wards comprised of 2,15,102 current learners. Based on random sampling 36 Gram Sabha and ward were selected with all the learners consisting in the sample.
16. **Size of the Sample**

Target Sample	18,042
Actual current sample	10,673
17. **Test Paper**  
Test Paper according to the guidelines.
18. **Test Administration**  
Not much details relating to the TAs has been provided. It is claimed that the guidelines have been followed in the process. A list of 59 individuals as TAs has been enclosed in Annexure-III, as a list of TAs which inter alia includes several senior officers from Pilibhit.
19. **Assessment of Inputs/Social Inputs if any**  
Ratio of MTs to VTs was 1:30 and VTs to enrolled learners was 1:10. Nai Kiran primer of SRC, Lucknow was used for Institutional functions.

## Findings

### 20. Attainment of NLM Norms

- a. *By learners in the sample*  
69.56%
- b. *By total non-literates in the district i.e. by TARGET*  
37.04%
- e. *Testees turnout*  
6,014
- d. *Proxy learners*  
594
- e. *Methods of calculating district success rate*  
As per guidelines based on the current learners.

## Reasons for Low Attainment

- Non-availability of trained or motivated VTs.
- Frequent changes at the top level created hurdles in continuity.

## District Literacy Scenario

Target	=	3,04,506
Qualified at 37.04%	=	1,12,800
Backlog	=	1,91,706

## Approved Budget

Not available

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

### **Strong Points**

- Mobilisation of resources, their difficulties well commented. Achievements reported are in tune with the data provided. Report is organized well.

### **Weak Points**

- Not clear about universe.

### **Comments on the following items given in Evaluation Report**

#### **a. Strong points of the TLC Programme:**

- TLC strategy of establishing an interface between programme and people worked well with a well laid structure of management.
- EB training was effective.
- Lab areas experiment in few villages of two blocks provided insight about the field condition.

#### **b. Weak points of the TLC Programme**

- Being a low literacy district there was deficiency of right attitude VTs.
- TLC extended to more than 4 years, and had 6 chairperson in the given period so euphoria criteria could not be sustained.

### **Recommendations made by Evaluating Agency**

#### **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 other evaluation assignments.

■

# Shahjahanpur (Phase I, II)

## Background

1. Project proposal approved by NLM  
October 1998
2. Implementing Agency  
ZSS
3. Door to Door Survey  
June 1995
4. Identified non-literates

Age Group	Male	Female	Total
	1,92,870	2,10,447	4,03,347

5. Enrolment  
4,03,347 (This is exactly the target)
6. Teaching Started      Teaching continued up to  
January 2000              October 2001
7. Date of External Evaluation  
December 2002
8. Report submitted  
February 2003
9. Period of teaching  
22 months
10. Evaluating Agency  
SERVE, Pratap Nagar, Seanganer, Jaipur.

**11. Appointed by**  
ZSS/NLM

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

- To assess objectively the state of literacy vis-a-vis the enrolled learners in terms of the level acquired to the afore-mentioned basic literacy competencies.
- To observe and assess systematically the organizational and procedural features and aspects of the programme in terms of the strengths and weakness thereof.
- To provide a factual cum remedial feedback to organizers for futuristic guidance and improvements in terms of policy, planning and implementation.

## **Methodology Adopted**

**13. The universe**

4,00,881 (This is 99% of enrolled. Seems incorrect)

Rural urban combination of learners reading P-III and completed P-III – 3013 villages in 97 Gram Panchayats in 10 blocks and 13 municipal blocks..

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

4,00,881 (i.e. 100%)

**15. The sampling technique**

50 villages out of 3,013 villages and 7 wards out of 23 blocks were drawn on the basis of random sampling. Thus there were 57 test centres i.e. 85:15 ratio for rural urban combination among total 4,00,881 learners who formed the universe.

**16. Size of the Sample**

1,00,17 sample learners

Appeared 9,585 or 95.69% (This is only 2% of Universe. Minimum required 5%).

**17. Test Paper**

No details given.

**18. Test Administration**

Four teams of test administrators (TAs) were constituted. These comprised 16 persons, especially recruited locally, hailing from adjoining districts. An experienced person had headed each of these teams, one day field orientation was provided to the teams at ZSS headquarters. Specific emphasis was laid on the prevention cum detecting of proxy appearance. Test was administered in the local school where there was adequate physical conditions and facilities. VTs, MTs, panchayat representatives were present at the test. Two sets of TPs were made.

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

Should have assessed the effectiveness of campaign inputs, like E.B., training, teaching/learning.

## Findings

**20. Attainment of NLM Norms****a. *By learners in the sample***

75.42% of genuine learners

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

Non-literates as identified in the survey 4,03,347 (This is the target. How many became literate.)

**c. *Testees turnout***

8,701

**d. *Proxy learners***

884 (9.22% of those appeared)

**e. *Methods of calculating district success rate***

Success rate of 70.46% including the absentees as per Ghosh Committee Report (NLM) formula applied to the target.



## Reasons for High-Low Attainment

Reason not given.

## District Literacy Scenario

Target	=	4,03,347
Qualified at 70.46%	=	2,84,198 of 4,03,347
Backlog	=	1,19,149

## Approved Budget

Not provided

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

Evaluation report lacks in presentation of similar data in various components of the evaluation report.

### Strong Points

The system of best administration was highly satisfactory.

### Weak Points

- Some of the data presented in the executive 'summary does not tally with the data presented, the background data and the data given inside the report and tables.
- Test paper has not been enclosed in the report.
- Has not understood the meaning of universe figure unreadable.

- Sample size was 2% of the universe.
- Calculation of district success incorrect.

### **Comments on the following items given in Evaluation Report**

#### **a. Strong points of the TLC Programme:**

- For collection of relevant data from apex level of ZSS to the village. Education Committee, the ZSS may be appreciated. It was found reliable by the evaluation team.
- Grassroot coordinative cum supervisor personnel under the guidance and monitoring of the local ZSS provided by an alert and dedicated leadership especially by its concerned Secretary, primarily and on the whole by its Chairman. The Deputy Commissioner feedback was found to be good. MIS system was appreciable.
- Training programmes were also appreciable.

#### **b. Weak points of the Programme**

- The relevant documentary base at the grassroot level had not been kept in fact after actual teaching learning process was over.
- Internal evaluation: an inbuilt provision via the three primers had not been put into actual practice in fairly large number of observed instances.

### **Recommendations made by Evaluating Agency**

Due care should have been taken for the upkeep and retention of relevant records even when an incumbent incharge was either transferred on relieved.

### **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 assignments.

(The quality of its Sasaram evaluation was much better)



# West Bengal



External Evaluation Reports of Total Literacy Campaign in India

# Darjeeling Gorkha Hill Council

## Background

1. Project proposal approved by NLM  
December 1997
2. Implementing Agency  
ZSS, DGHC
3. Door to Door Survey  
Finalised June 1996
4. Identified non-literates

Age Group	Male	Female	Total
9-35	44,256	71,473	1,15,729

5. Enrolment  
80,270(69%)
6. Teaching Started            Teaching continued upto  
June 1998                      December 2001
7. Date of External Evaluation  
April 2002
8. Report submitted  
August 2002
9. Period of teaching,  
36 months (Envisaged 9 months)
10. Evaluating Agency  
Society for Economic Development and Environment Management,  
New Delhi.

11. **Appointed by**  
NLM and ZSS, DGHS
12. **Major stated objectives of External Evaluation**  
Assessment of the literacy campaign and provide a feedback to the ZSS.

## **Methodology Adopted**

13. **The universe**  
P-III learners
14. **No. of learners in the universe**  
38,309
15. **The sampling technique**  
As given in the report, it seems that the selection of the villages was left to the ZSS itself and it selected the villages 3-4 months in advance. But a discussion with the agency indicates that the selection of the villages was done by the agency itself and the names of the villages was communicated to ZSS about a few days before the evaluation date fixed by the ZSS at that time. But because of certain reasons the ZSS shifted the date of evaluation, which took place about 4 months later. However, the agency should have done a fresh selection of villages and not used the same villages selected earlier as sample.
16. **Size of the Sample**  
5% of the universe; or 1916 - planned 4.3% - actual
17. **Test Paper**  
It is according to the guidelines, but has made it somewhat unnecessarily difficult – by including a PO, SB forms to be filled in.
18. **Test Administration**  
The TAs team consisted of 7 persons including the Project Director himself and two additional persons were recruited from Darjeeling itself to help in interpretation.

**19. Assessment of inputs/Social Inputs if any**

Should have assessed the effectiveness of campaign inputs, like E.B., training, teaching/learning.

## **Findings**

**20. Attainment of NLM Norms**

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

33.58% (tested and absentees)

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

16.03%

**c. *Testees turnout***

32.5%

**d. *Proxy learners***

1.7%

**e. *Methods of calculating district success rate***

According to the guidelines.

## **Reasons for Low Attainment**

- Difficult terrain, absence of electricity.
- Irregular and insufficient supplies of practice copies, primer-II & III. Kerosene oil not supplied.
- Door to door survey went on for 6 months.
- Long delays: The project was sanctioned after 703 days of the survey and the first installment was received after 810 days of the survey.
- In majority of the cases, the certificates did not get the support of pradhans.

## District Literacy Scenario

Target	=	1,15,729
Qualified at 16.03%	=	18,551
Backlog	=	97,178

## Approved Budget

Rs. 1.27 crore

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

### Strong Points

- Has shown the reasons of low attainment in detail both from the administrative and financial angles. Has highlighted the fact that with low attainment the cost per capita goes up sharply. The project was sanctioned at per capita cost of Rs. 108/-. But it came to Rs.874/- because of extremely poor result of the district.
- Normally, there is little dropout among VT group. But has brought out an interesting fact that around 50% of the VTs dropped out because of the Shishu Shikshan Kendra a parallel programme run by UNICEF, where the VTs were paid 1000/- p.m.
- Has shown category-wise achievement results.
- The result of the two sub-samples shows that there was no sampling error.
- Except the long rather irrelevant treatise in the beginning it is a well written short report



### **Comments on the following items given in Evaluation Report**

a. **Strong points of the TEC Programme:**

A very powerful documentary was made to persuade the people to join the centres. But due to non-availability of electricity could not be shown in many villages. Hence, enrolment was only 69%.

b. **Weak points of the Programme**

Around 49% of the VTs had dropped out between the first and second phase of training.

### **Recommendations made by Evaluating Agency**

- Vague and general recommendations in a pedantic language like need of the learners should be identified carefully, followed by creation of socio-economic, livelihood and cultural ambience to sustain the learning environment. PLP should be completed in a ceaseless manner.
- Supervision system should be strengthened.
- Bring about cultural change. (How, who well do it.)
- Idealistic solutions to poverty alleviation e.g. “During PLP and CE SHG groups should be organized around rural tourism, through which a family can earn 30,000 per season.
- The garden workers can form SHG and buy out weak tea gardens.
- As a matter of fact there was no need for the agency to give such vague and impractical recommendations to ZSS.

### **Action by NLM**

It is a high quality evaluation done according to the Guidelines bearing the following shortcomings:

- Giving vague and impractical suggestion to ZSS in a pedantic language.

Further evaluation work may be assigned to this agency.

■ ■

# Murshidabad, Phase-II

## Background

1. **Project proposal approved by NLM**  
February 1995
2. **Implementing Agency**  
ZSS
3. **Door to Door Survey**  
No survey was conducted for Phase-II. Survey was conducted only for Phase-I in 1991.
4. **Identified non-literates**

Age Group	Male	Female	Total
9-50			17,43,051

The target on the basis of first phase survey was 12,73,138. No. of learners covered during Phase-II. 5,30,057.

5. **Enrolment**  
1,38,597
6. **Teaching Started**                      **Teaching continued upto**  
September 1996                              June 2000
7. **Date of External Evaluation**  
July 2000
8. **Report submitted**  
December 2000
9. **Period of teaching**  
3 years, 9 months (Envisaged 9 months)

**10. Evaluating Agency**

SRC, Orissa

**11. Appointed by**

NLM/ZSS

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

Has not stated any specific objectives.

**13. The universe**

All TLC II learners; i.e. 7,43,051. Again shows in T.2. No. of learners completing TLC Phase II comes to 36,352.

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

Has nowhere clearly stated the number.

**15. The sampling technique**

Out of 26 blocks in. the district, 17 blocks were randomly selected; at the second stage 34 gram panchayats and at the third stage, 67 mauzas (villages) were randomly selected. This means that this was a three stage simple random sampling.

**16. Size of the Sample**

Rather vague. Says it took 5% sample and the No. shown in T.2.2 is 3,446, whereas 5% of 7.43.051 comes to 37,152. But the explanation on P.24 shows that 5% sample (some what higher) was drawn of those completing phase-II i.e. 36,352.

**17. Test Paper**

Two sets of TPs were prepared one for 9-14 age group and the other for 15-50. TP not according to the guidelines - did not test the following competencies (as described in English on P.25)

- Letter writing
- Understanding of poster
- Understanding of symbols

- Ability to follow written direction
- Ability to fill in forms (Q.1 of the guidelines)
- Finding time.

#### 18. Test Administration

There were 5 supervisors and 41 TAs. Has not mentioned if the TAs were from outside the district or engaged from the same district.

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

Should have assessed the effectiveness of campaign inputs, like E.B., training, teaching/learning.

## Findings

#### 20. Attainment of NLM Norms

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

77.17%

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

Since agency has not used T.2 of the guidelines definite number cannot be given. However, has mentioned that only 4.9% of the target became literate.

##### *c. Testees turn out*

26% (898 out of sample 3446)

##### *d. Proxy learners*

Did not mention if there were any.

##### *e. Methods of calculating district success rate*

Has not shown the method. Has just stated the figures.

## Reasons for Low Attainment

Has not mentioned any.

## **District Literacy Scenario**

Target	=	7,43,051
Qualified at 4.9%	=	3,64,090 As mentioned on P.33
Backlog	=	3,78,961

## **Approved Budget**

Has not given

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

### **Strong Points**

The language is straight forward and simple.

### **Weak Points**

- The evaluation of TLC Phase-II and PLP was done simultaneously and reported in the same volume. It is not clear if Phase. II learners were the MOP learners or they were a separate group
- Has not used T.2 of the guidelines.
- Seems to have no idea of the competencies to be tested. It was perhaps therefore, that it could not prepare the TP according to the guidelines.
- Seems to have not studied the guidelines to get a clear concept of “universe” as defined in it.

### **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 assignments.

■

# Darjeeling

## Background

1. Project proposal approved by NLM  
August 1995
2. Implementing Agency  
Siliguri Mahakuma Saksharata Samiti (SMSS)
3. Door to Door Survey  
October 1994
4. Identified non-literates

Age Group	Male	Female	Total
9-35	66,612	91,109	1,57,721

5. Enrolment  
1,04,712
6. Teaching Started      Teaching continued upto  
April 1996                  June 2000
7. Date of External Evaluation  
January 2002
8. Report submitted  
May 2002
9. Period of teaching  
4 years 3 months (Envisaged 9 months)
10. Evaluating Agency  
A.N. Sinha Institute of Social Studies, Patna.

- 11. Appointed by**  
SMSS + NLM
- 12. Major stated objectives of External Evaluation**  
As per guidelines

## **Methodology Adopted**

- 13. The universe**  
Learners who have completed P-II and who are learning P-II (In West Bengal there are only two Primer).
- 14. No. of learners in the universe**  
98,200
- 15. The sampling technique**  
10 Gram panchayats out of 22 were randomly selected and from each sample Gram panchayat “a certain” number of villages were selected randomly. It was two stage sampling. The report calls it multistage.
- 16. Size of the Simple**  
6,180
- 17. Test Paper**  
Not enclosed in the report and not described either.
- 18. Test Administration**
  - Efforts made to check proxy learners is explained.
  - It is reported that certain villagers adjacent to the selected villages also turned up for the test. This resulted in inflating the sample size at certain test centers. However, the report does not explain what corrective steps were taken for this in the field or at the time of analysis.
- 19. Assessment of Inputs/Social Inputs if any**  
Should have assessed the effectiveness of campaign inputs, like E.B., training, teaching/learning.

## Findings

### 20. Attainment of NLM Norms

- a. *By learners in the sample*  
38.27% (after adjusting for absentees)
- b. *By total non-literates in the district i.e. by TARGET*  
23.83%
- c. *Testees turnout*  
67.39% Genuine
- d. *Proxy learners*  
6.6% of appeared
- e. *Methods of calculating district success rate*  
As per guidelines.

#### Reasons for Low Attainment

- TLC phase continued for more than 4 years.
- Extraneous factors: parliamentary election, panchayat elections, population census, natural calamities like floods resulted in campaign lay offs in between.

## District Literacy Scenario

Target = 1,57,721

Qualified at 23.83% = 37,580

Backlog = 1,20,141

## Approved Budget

Not available



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

### **Strong Points**

- Computations are generally flawless.
- Straight forward well written.

### **Weak Points**

- Test paper not enclosed. Neither contents described.

### **Action by NLM**

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

- TP was not enclosed with content described.

Further evaluation work may be assigned to this agency.

■





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