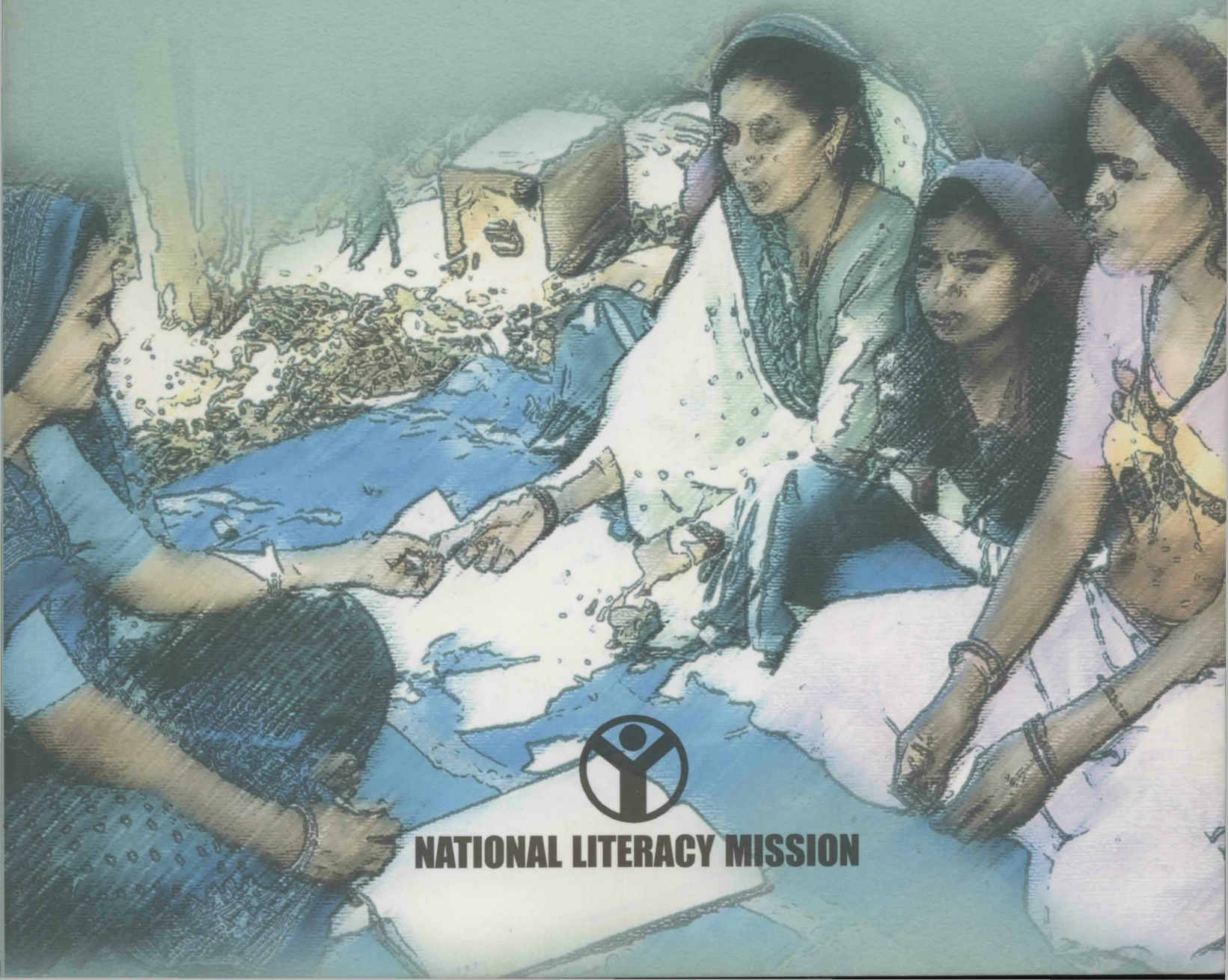


Analysis of External Evaluation Report

# TOTAL LITERACY CAMPAIGN

VOLUME VII



**NATIONAL LITERACY MISSION**



**Analysis of External Evaluation Report**

**TOTAL  
LITERACY  
CAMPAIGN**

**VOLUME VII**



**NATIONAL LITERACY MISSION**

Government of India

Directorate of Adult Education

Ministry of Human Resource Development

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

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## ABBREVIATIONS

S.NO.	WORD	DESCRIPTION
1.	E.B.	Environment Building
2.	E.E	External Evaluation
3.	Gap in evaluation	Gap between the close of teaching period and the start of evaluation
4.	T.	Table
5.	T.A.	Test Administrator
6.	T.P.	Test Paper
7.	N.G.	Not Given
8.	V.T	Voluntary Trainer
9.	N.L.s	Neo Literates
10.	C.E.P	Continuing Education Programme.
11.	P.L.P	Post Literacy Programme
12.	T.L.C.	Total Literacy Campaign

## EVALUATING AGENCIES

### I Andhra Pradesh

1. Mahbubnagar Academic Staff College, University of Hyderabad,  
Tel: 0842-253901, 253951, Extn. 2711

### II Bihar

2. Khagaria -----do-----

### III Jharkhand

3. Dhanbad Himalayan Regional Study and Research Institute, B-256, HIG Flats, East Soni Road, Chitrakoot - Delhi  
Tel:011 228 6562 Fax:011 682 8014
4. Ranchi -----do-----

### IV Haryana

5. Sonapat Indian Adult Education Association, New Delhi.  
Tel : 011 331 9282 Fax: 011 335 5306

### V Madhya Pradesh

6. Bhopal Department of Public Administration University of Lucknow, Lucknow  
Tel:0522 389 243
7. Jhabua Indian Institute of Rural Development Bajaj Nagar, Jaipur  
Tel:0141 709 94/510376
8. Tikamgarh G.B.Pant Social Science Institute Allahabad  
Tel:0532 872 206 Fax:0532 644 930

## **VI Chhatisgarh**

9. Raipur

-----do-----

## **VIII Maharashtra**

10. Nagpur District

Indian Institute of Management, Vastrapur -  
Ahmedabad  
Tel: 079407241 Extn. 4807  
Fax: 079 656 8345

11. Satara

Council for Social Development  
University of Hyderabad, Hyderabad  
Tel: 040 701 9404

12. Solapur

Society for Integrated Rural Development  
Infrastructure, Pitampura, New Delhi  
Tel:011 744 3468 Fax:011 744 3468

## **IX Orissa**

13. Jarsuguda

Babasaheb Ambedkar National Institute  
of Social Sciences Mhow, Indore  
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Fax: 0732 736 45

14. Kalahandi

Centre for Social Development,  
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## **X Punjab**

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Tel: 011 228 6562 Fax: 011 682 8014

## **XI Rajasthan**

16. Bundi

Environment, Communication Social  
Research Group, Ashoka Society Area  
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## External Evaluation Reports of Total Literacy Campaign in India

17. Churu Department of Public Administration  
University of Lucknow, Lucknow  
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18. Dausa Media Research Group, F-126,  
Rajouri Garden, New Delhi  
Tel: 011 541 1245/530 214
19. Jalore Department of Social Work University of  
Lucknow,  
Tel:0522 375 858 Fax:0522 755 853
20. Jhalawar Indore School of Social Work  
Indore  
Tel:0731 401 718

### **XII Uttar Pradesh**

21. Aligarh Dalal Consultants and Engineers Limited  
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22. Bijnor Centre for Development Communications and  
Studies, Mansarovar Colony, Jaipur  
Tel:0141 394 326 Fax:0141 392 009
23. Farrukhabad Asian Development Research Institute  
(ADRI) Patliputra Road, Patna  
Tel:0612 261 919
24. Ghaziabad (2<sup>nd</sup> Phase) Council for Social Development  
Lodhi Estate, New Delhi  
Tel:011 469 3066  
Fax:011 461 6061
25. Lalitpur Indian Institute of Public Opinion,  
New Delhi  
Tel:011 334 2846/ 336 2742  
Fax:011 334 2846
26. Shajahanpur -----do-----



## EVALUATION OF TLC

### A few facts at a glance

S. No	STATE/ DISTRICT	TARGET (in lakhs )	TEACHING DURATION	SAMPLE SIZE Planned (P) Actual (A)	QUALIFIED SAMPLE/ TARGET	GAP in EVALUATION (in months )	REPORT SUBMITTED	QUALITATIVE ASSESSMENT OF EVALUTION
<b>ANDHRA PRADESH</b>								
1.	Mahbubnagar	8.52	16 months (Dec. 96 to Jan. 96)	P 7.1% A 2.8%	Sample 22.3% Target 4.7%	11 months	6 months	Technically sound. except that has used below standard TP.
<b>BIHAR</b>								
2.	Khagaria	3.28	54 months (Jun. 94 to Dec. 98)	P 10,771 A 8,166	Sample 31.1% Target 23.5%	6 months	3 months	Technically sound.
<b>JHARKHAND</b>								
3.	Dhanbad	4.69 ( Sep.94 to Mar. 99)	54 months A 6,637	P 9,728 Target 44.2%	Sample 47%	54 months	3 months	Technically sound.
4.	Ranchi	2.5	19 months (Mar. 97 to)	P 6. % A 4.5%	Sample 55% Target 29%	No gap	6 months	Technically sound.
<b>HARYANA</b>								
5	Sonepat	1.99	40 months (Jan. 95 to Apr. 98)	P 11.4% A 10%	Sample 44.5% Target 22.6%	9 months	4 months	Technically sound. but a weak evaluation.

## EVALUATION OF TLC

### A few facts at a glance

S. No	STATE/ DISTRICT	TARGET (in lakhs)	TEACHING DURATION	SAMPLESIZE Planned (P) Actual (A)	QUALIFIED SAMPLE/ TARGET	GAP in EVALUATION	REPORT SUBMITTED (in months)	QUALITATIVE ASSESSMENT OF EVALUATION
<b>MADHYAPRADESH</b>								
6.	<b>Bhopal</b>	1.59	24 months (Feb. 96 to Mar. 98)	P 6.7% A 5.9%	Sample 64% Target 50.2%	15 months	4 months	Technically sound.
7.	<b>Jhabua</b>	3.40	41 months (Apr. 95 to Sept. 98)	P 6% A 5%	Sample 33.2% Target 15.8%	8 months	No indication	Has taken current learners as the universe instead of P III learners.
8.	<b>Tikamgarh</b>	2.19	11 months (dates not given)	P 6.74% A 4%	Sample 60% Target 32%	11 months	5 months	Has calculated the district result on the basis of enroled learners instead of target learners.
<b>CHHATISGARH</b>								
9.	<b>Raipur</b>	2.85	17 months (Oct. 94 to Mar. 96)	P 5.8% A 2.2%	Sample 22.7% Target 14.8%	38 months	No indication	Has used rather weak TP.
<b>MAHARASHTRA</b>								
10.	<b>Nagpur District</b>	1.93	36 months (Oct. 95 to Oct. 98)	P 11.4% A 10%	Sample 90.3% Target 53.5%	No gap	4 months	The test was administered by local persons almost unsupervised by the agency.

## EVALUATION OF TLC

### A few facts at a glance

S. No	STATE/ DISTRICT	TARGET (in lakhs)	TEACHING DURATION	SAMPLE SIZE Planned (P) Actual (A)	QUALIFIED SAMPLE/ TARGET	GAP in EVALUATION	REPORT SUBMITTED (in months)	QUALITATIVE ASSESSMENT OF EVALUATION
<b>MAHARASHTRA</b>								
11.	Satara	0.98	27 months (Sept. 96 to Dec. 98)	P 6.4% A 5.6%	Sample 80% Target NG	No Gap	2 months	Technically a very weak report, did not calculate even the District result.
12.	Solapur	2.75	30 months (Jul. 96 to Dec. 98)	P 10,000 A 13, 148	Sample 97.3% Target 68.68%	No Gap	2 months	Technically sound, but suffers from several weaknesses.
<b>ORISSA</b>								
13.	Jarsuguda	0.95	31 months (Aug. 94 to Apr. 97)	P 5% A 4.9%	Sample 45.1% Target 42.5%	15 months	No indication.	Technically weak. Hastaken current learners as the universe instead of P III learners.
14.	Kalahandi	No indication	Teaching dates not given.	P 5.4% A 5.01%	Sample 57.6% Target NG	Date not given	No indication	Technically a very weak report.
<b>PUNJAB</b>								
15.	Nawashahar	0.49	20 months (Oct. 97 to Jun. 99)	P 7.8% A 7.8%	Sample 89.3% Target 60.3%	No gap	2 months	Technically sound.

## EVALUATION OF TLC A few facts at a glance

S. No	STATE/DISTRICT	TARGET (in lakhs)	TEACHING DURATION	SAMPLE SIZE Planned (P) Actual (A)	QUALIFIED SAMPLE/ TARGET	GAP in EVALUATION	REPORT SUBMITTED (in months)	QUALITATIVE ASSESSMENT OF EVALUATION
16.	<b>Bundi</b>	2.23	Dates not given.	P 6.4% A 3.6%	Sample 66.6% Target 46.46%	Date not given.	No indication.	Has used current learners as universe in addition to other weaknesses.
17.	<b>Churu</b>	2.33	18 months (Jun. 97 to Dec. 98)	P 7% A 6.6%	Sample 69.4% Target 52.7%	No Gap.	3 months	Technically sound.
18.	<b>Dausa</b>	2.20	No dates given.	P 7% A 8%	Sample 73.2% Target 39.2%	Close of teaching date not given.	2 months	Has used below standard TP.
19.	<b>Jalore</b>	3.31	20 months (Aug. 97 to Apr. 99)	P 5.6% A 4.6%	Sample 71.3% Target 48%	No Gap.	2 months	Has used current learners as the universe instead of P III learners.
20.	<b>Jhalawar</b>	1.83	Dates not given.	P 5% A 4%	Sample 71% Target 52.3%	Teaching and evaluation date not given.	Dates not given.	Has taken enrolled learners as the universe instead of P III learners.

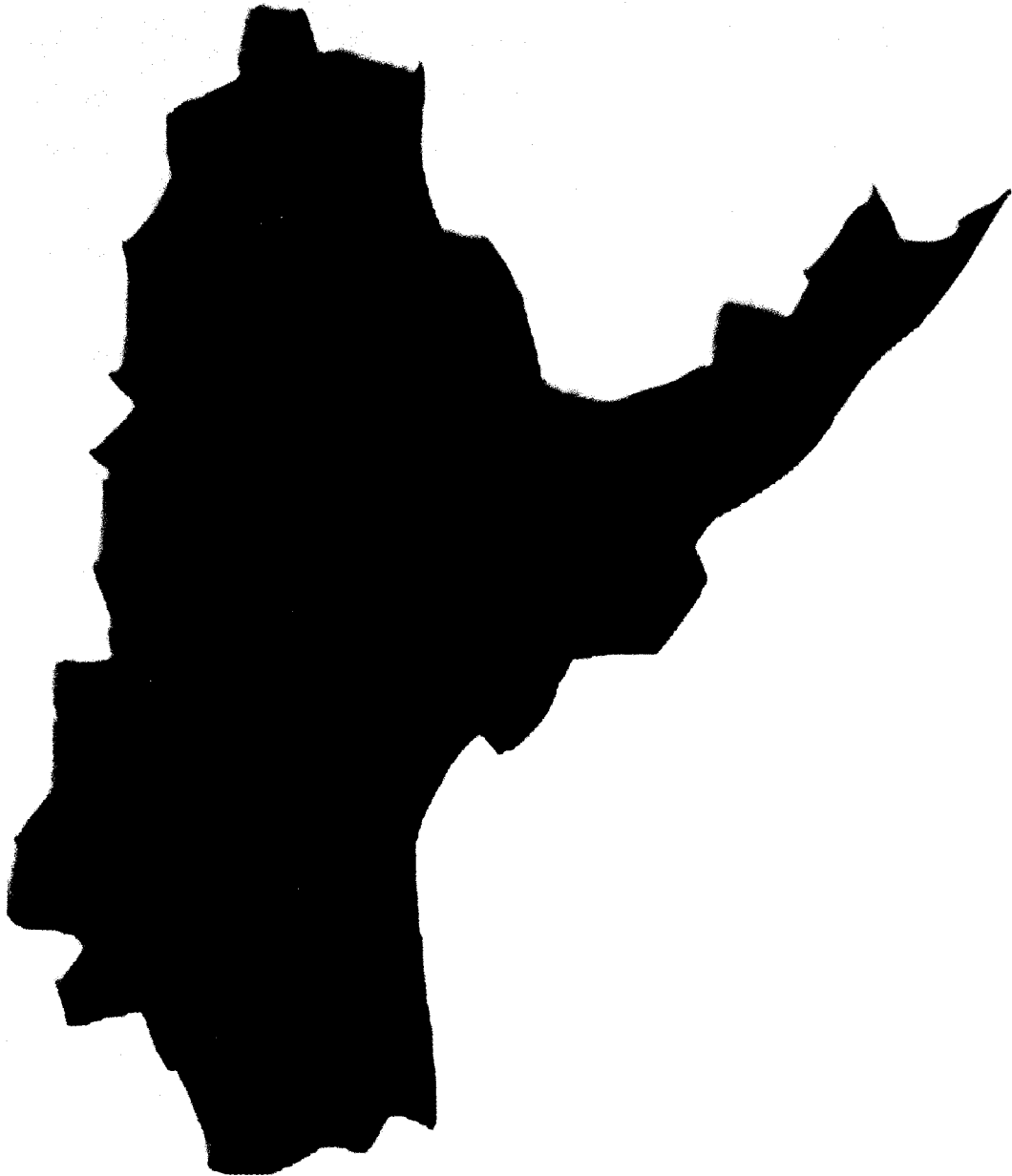
## EVALUATION OF TLC

### A few facts at a glance

S. No	STATE/ DISTRICT	TARGET (in lakhs)	TEACHING DURATION	SAMPLE SIZE Planned (P) Actual (A)	QUALIFIED SAMPLE/ TARGET	GAP in EVALUATION	REPORT SUBMITTED (in months)	QUALITATIVE ASSESSMENT OF EVALUATION
<b>UTTAR PRADESH</b>								
21.	Aligarh	4.24	31 months (Aug. 96 to Mar. 99)	P 10,000 A 9,520	Sample 65.8% Target 52.3%	36 months	Dates of evaluation not given.	Has used a sub- standard TP.
22.	Bijnore	1.09	51 months (Jan. 95 to Apr. 99)	P 5.44% A 4.26%	Sample 56.7% Target 39%	No Gap.	3 months	Technically sound but needed thorough editing
<b>MADHYA PRADESH</b>								
23.	Farrukhabad	3.0	Teaching dates not given.	P 10,000 A 6,521	Sample 20.7% Target 15%	Close of teaching date not given.	Date not given but there was a long delay.	Technically sound. A pre - Guidelines valuation.
24.	Ghaziabad Phase II	0.99	Teaching dates not given.	P 5% A 3.2%	Sample 62.9% Target NG	Close of teaching date not given.	6 months	Pre - Guidelines evaluation, has used defective TPs.
25.	Lalitpur	0.79	38 months (Dec. 95 to Feb. 99)	P 5.4% A 1.9%	Sample 47% Target 40.8%	No gap	4 months	Defective TP. All round weak report.
26.	Shajahanpur	1.14	24 months (Dec. 95 to Nov. 97)	P 5% A 2.4%	Sample 57.8% Target 51.6%	24 months	2 months	Reading portion of TP defective.



# **Andhra Pradesh**



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

# Andhra Pradesh

## Background

- 1. Project Proposal approved by NLM**  
February 1999 - Pilot project in selected mandals had started earlier. TLC was approved later on.
- 2. Implementing Agency**  
ZSS
- 3. Door to door survey**  
August 1996
- 4. Identified non-literates**

Age Group	Male	Female	Total
15-25	290,987	1,42,115	4,33,102
- 5. Enrolment**  
6, 56, 106
- 6. Teaching Started**                      **Teaching Continued upto**  
October 1996                                      January 1997
- 7. Date of External Evaluation**  
December 1998 (i.e. after 11 months from the date of conclusion of teaching)
- 8. Report Submitted**  
June 1999
- 9. Period of teaching upto External Evaluation**  
16 months ( envisaged period 9 months )



10. **Evaluating Agency**  
University of Hyderabad, Hyderabad  
Project in-charge : Dr. I. Ramabrahmam and Dr. Meena Hariharan
11. **Appointed by**  
ZSS/NLM
12. **Major stated Objectives of External Evaluation**  
Not stated



### **Methodology Adopted**

13. **The Universe**  
P III Learners
14. **No. of learners in the Universe**  
1,40,167 (i.e. only 16.5% of the target learners had completed PIII.)
15. **The sampling technique**  
Two stage sampling - first 5 mandals were selected and then out of them 62 villages were selected on proportionate random basis, from the 5 selected mandals. 18 villages were included exclusively from tribal areas.
16. **Size of Sample**  
Planned: 10,025 Actual: 3,950 (i.e. only 2.8% of the Universe. Sample size should have been at least 5%.)
17. **The Test Paper**  
Sub - standard TP used as in the evaluation of TLC Krishna and Medak.  
The writing and arithmetic parts were deficient.
18. **Test Administration**
  - 250 TAs selected from Osmania University PG centre and 6 Colleges.
  - The learners took the test according to their convenience. The group varying from single individual to 20 persons. But those having no time or who refused to come together. were given the papers to do at their homes. The time taken to complete the test ranged from 15-45 minutes.

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

- Described items of EB, but no assessment of its effectiveness.
- Described roles of different officials-no critical assessment.
- Implies that because of low economic development of the district and heavy migration, the teaching/learning material could have been different. Has not offered any definite suggestion for the changed curriculum.

## **Findings**

**20. Attainment of NLM Norms:**

- a **Against learners in the sample**  
32% ( tested only )  
23.3% ( tested + absentees )
- b **Against enrolment**  
6%
- c **Against total non-literates in the district i.e. by TARGET**  
4.69% (Minimum satisfactory pass percentage 55%)
- d **Testees turn out**  
39.4% ( Required 70% )
- e **Proxy learners**  
17.4%
- f **Method of calculating district success rate**  
According to the Guidelines

## **Reasons for low attainment**

- Went for external evaluation when only 21% had completed PIII instead of recommended 60%.

**21. Per learner Cost**

Rs. 4.6 crores outlay. But it seems actual expenditure was only 4.5 crores. Work out the cost per learner as Rs. 1,449.54 ( 45430000 / 31341 ). But

total no. of persons made literate in the district was only 40,545. At this rate cost per learner worksout as Rs. 1,120.

### Strong Points :

1. No padding. A very well-produced report-straightforward, clear, attractive presentation, like all other reports of Dr. Ramabrahmam.
2. Did well to test the learners even in small groups according to their convenience.
3. Has reported the time taken by the learners to do the test paper - ranging from 15 to 45 minutes.
4. Among the 'social impacts' which it has studied through the interview method alone, the finding regarding influence of parent literacy on learners was quite revealing. Shows that effects on learners of **both parents educated** was much better than both non-educated. But shown that contrary to the commonly accepted hypothesis that educating the mother is more important for family education, father being educated was more beneficial (28.6% qualified in mother educated families as against - 36.6% in father educated families ). It found the same phenomenon in Krishna and Medak as well.
5. Has done the case study of three villages. Two of them show that an interested individual can put life in the campaign without any patronage or reward. Collectors may come, collectors may go, they keep the torch burning. Lakshminarayna taught 33 learners in a PL centre on his own. There were days he ran 4 km from his field to reach the centre in time, because "I had given my word to 'Sir' that I will run the centre punctually and I care for my word". 72 year old shivaraju, an old student of AMU, was making tremendous effort to make hundreds of Muslim women literate both in Urdu and Telgu. There were 57 centres in his village. He cycled everyday 20 km to look after them. Managed to get priority for the new literates in govt. schemes, raised funds to reward the learners. He had no book in Urdu to teach the PL centre students. They had been revising the old lessons since a year. Offered to translate the Telegu PL-1 book into Urdu (he is well-conversant with the language) provided SRC prints it. No success so far. Few agencies have conducted such relevant case studies. *It is such unsung heroes who should get national level awards.*

**Weak Points :**

1. Has only described the inputs ( E.B., training, organisation ) but has not assessed their effectiveness. Similarly little light has been thrown on the caused of such low results. It was expected of such a capable researcher to have delved into them.
2. Has again used a below standard TP like those in the evaluation of Krishna and Medak. Though the agency had the guidelines with the suggested model TP, it has ignored both the Dave Committee recommendations and the Guidelines, without giving any justification for such serious departure. The same comments apply to the TP which were offered on Krishna evaluation TP.

**Action by NLM**

1. **NLM may institute a reward** to be given to such selfless literacy workers as Nadeem Mian and Tippanna of Kazivipadu, Lakshminarayana of Narsingpur and Shivaraju of Achampeta. Such rewards, may be of no less value than 'Satyen Mitra' award, to put life in the campaign.
2. On the whole evaluation has been done according the Guidelines baring the following shortcomings:
  - Using sub-standard TP

Further evaluation work may be assigned to this agency.

# Bihar



# Bihar

## Background

1. **Project Proposal approved by NLM**  
October 1993

2. **Implementing Agency**  
ZSS

3. **Door to door survey**  
March 1994

4. **Identified non-literates**

Age Group	Male	Female	Total
9-35	1,51,370	1,76,517	3,27,887

5. **Enrolment**  
2,83,155

6. **Teaching Started** June 1994  
**Teaching Continued upto** December 1998  
( i.e. teaching started after 8 months from the date of sanction )

7. **Date of External Evaluation**  
June 1999 ( i.e. after 6 months from the date of conclusion of teaching )

8. **Report submitted**  
September 1999

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

10. **Evaluating Agency**  
Himalayan Region Study and Research Institute, Chitrakoot, Delhi  
Project director : Dr. G.D. Bhatt.
11. **Appointed by**  
NLM / ZSS
12. **Major stated Objectives of External Evaluation**  
Learner evaluation.

### **Methodology Adopted**

13. **The Universe**  
P III Learners
14. **No. of learners in the Universe**  
1, 38, 997 (i.e. only 42.4% had completed P III )
15. **The sampling technique**  
Two stage sampling - first, Panchayats from each block, then villages from the selected panchayats were selected. Both selected randomly and village was the last unit of sample.
16. **Size of Sample**  
Planned : 10, 771  
Actual : 8, 166 ( adequate 7,000 would have been enough according to the Guidelines )
17. **The Test Paper**  
According to Guidelines, but technically defective ;
  1. The agency makes this statement about all of its TPs, “The TPs had a fair amount of local flavour. The questions were designed keeping in view the environment and social conditions of the learners.” It had constructed 4 TPs and there was no local (Khagaria) flavour in any of them. The reading passage in one of them was about geography of India, in the other, a portion of Prem Chand’s story ‘Idgah’, in the third about the work of a postman and in the fourth, about our flag and August 15. Designing the questions keeping in mind the environment of learners doesn’t arise as they are made on the

reading passage itself. Other questions are of a general nature found in almost all TPs - like write your name, address, subtraction etc. Only the posters had rural scene, but not pertaining particularly to Khagaria.

2. They were not parallel as judged from the reading passage which carries 20 marks.

TP No.	Total no. Words Joint	Total no. of. letter words	Total no. of. Long words
1.	34	Nil	Nil
2.	51	3	Nil
3.	41	2	4
4.	38	3	5

(long words mean words having 6+letters )

Moreover the comprehension questions were such that if a learner simply copied sentence one of the passage against Q2 and so on, he would have scored 100%. Says 'following Dave Committee recommendations, problems were given in time, distance and money.' Except the addition question in TP II involving the addition of litre, all problem questions involved money. None involving time and distance.

#### 18. Test Administration

16 experienced TAs were selected by the agency mostly from Delhi. None from the same district. The testing was supervised by the project director and another member of the agency who remained in the field throughout.

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

- Administrations of Campaign suffered badly. Due to frequent transfer of DCs, monitoring, supervision, supplies, teaching / learning all suffered. All Committees became dormant.
- **E.B.** Street plays and folk songs had greater impact. But EB activities were limited to progressive and accessible areas only.
- Has criticised training. But has not discussed the training content, and the training schedule.
- Supply of materials neither satisfactory nor systematic.



## Findings

### 20. Attainment of NLM Norms :

- a **Against learners in the sample**  
40.8% ( tested only )  
31.1% ( tested + absentees )
- b **Against enrolment**  
27.2%
- c **Against total non-literates in the district i.e. by TARGET**  
23.5% ( Minimum satisfactory pass percentage - 55% )
- d **Testees turn out**  
52.4% ( required minimum 70% )
- e **Proxy learners**  
30.8%
- f **Method of calculating district success rate**  
According to the Guidelines

## Reasons for low attainment

- Dragged on for 4 years, without proper calendar of operations.
- EB ineffective.
- Irregular supply of learning materials
- Almost no supervision by ZSS personnel
- Frequent transfer of DCs.

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

### Strong Points :

1. No padding. Report to the point.
2. Studied the effectiveness of administration and EB.

## External Evaluation Reports of Total Literacy Campaign in India

3. Has reported in detail the causes of low attainment.
4. Discussed with the DC and Secretary ZSS the causes of the weaknesses of the campaign. They became fully conscious of the problems and planned to overcome them in the PLP stage. **This was a very welcome step the agency took.**

### **Weak Points :**

1. The training content suggested for VTs seems irrelevant to their functions like. “ They should be trained to understand the whole strategies of TLC model, they should realise the importance of organisational aspects of TLC; develop, organisational and communication skills” and so on. Perhaps the evaluator forgot that most of the VTs are students or housewives. The training has been criticised on the basis of such not very relevant content. As a matter of fact, the actual training program should have been procured and analysed.
2. **The Test Papers** - See comments of them under item 17. If the success rate on all the TPs were shown separately, it would have been easier to judge as to what extent they were parallel to. In addition to the weakness pointed out, under item 17, the order of the questions on the reading passage was not correct. Since Q1 pertained to sentence 1 and Q2 to sentence 2 and so on. If the learners simply copied the sentences one by one in the space under the questions, they would have secured 100% marks. This type of sequential questions should be avoided.
3. Did not involve the ZSS in drawing the sample as we had agreed in Pune meeting.

### **Action by NLM**

- 1 On the whole evaluation has been done according the Guidelines baring the following shortcomings:
  - Has not shown that the TPs were parell.
  - Calculating district resault on the basis of enrolled learners instead of target learners

Further evaluation work may be assigned to this agency.

# Jharkhand



External Evaluation Reports of Total Literacy Campaign in India

# Jharkhand

## Background

1. **Project Proposal approved by NLM**  
September - 1993

2. **Implementing Agency**  
ZSS

3. **Door to door survey**  
July 1994

4. **Identified non-literates**

Age Group	Male	Female	Total
9-45	1,61,468	3,07,533	4,69,001

5. **Enrolment**  
4, 56, 885

6. **Teaching Started** September 1994  
(i.e. one Yr after Project approval)

**Teaching Continued up-to** Continued in bits & Pieces.  
Concentrated effort for 2 months before external evaluation.

7. **Date of External Evaluation**  
March 1999 (i.e. 4 years 6 months after teaching concluded)

8. **Report Submitted**  
June 1999

9. **Period of teaching**  
4 years 6 months ( envisaged period 9 months )

10. **Evaluating Agency**  
Himalayan Region Study and Research Institute, New Delhi.  
Project In-charge : Dr. G.D. Bhatt
11. **Appointed by**  
ZSS / NLM
12. **Major stated Objectives of External Evaluation**  
To evaluate the learning outcomes

### Methodology Adopted

13. **The Universe**  
P III Learners
14. **No. of learners in the Universe**  
4,40,880 ( i.e. 94% of target learners had completed PIII )
15. **The sampling technique**  
Two stage simple random sampling. First, Panchayats were selected from all the blocks and then villages / wards from them. Panchayats / Tolas were grouped according to the P III learners in them so that villages with large and small number of learners tested in sample villages.
16. **Size of Sample**  
Planned : 9,728  
Actual : 6,637 (minimum required 10, 000)
17. **The Test Paper**  
On the whole, according to the Guidelines. The comprehension questions on the passage were made in a way that they could have been answered mechanically - they were in the same order as the sentences in the passage. In TP IV, the question on following direction was in fact a comprehension question. Judging from the difficulty levels of the reading passage, the TP's do not appear to be parallel. (See comments)
18. **Test Administration**  
16 TAs from outside the state were engaged. They were mature, experienced and well-qualified. The project director and another staff member of the

agency remained in the field throughout. No description of test administration situation.

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

**E.B.** A well-organized massive programme initiated and carried only by BJVS activists proved effective in influencing the general public and the learners.

**Training** The district did the training of functionaries not only directly connected with the campaign ( KRPs - VTs ) but of others as well who were expected to help like Lok Samparks, Panchayat Convenors, health workers and so on. Has given the training syllabus which other agencies seldom do. However has not assessed the effectiveness of the training program.

## Findings

**20. Attainment of NLM Norms:**

**a Against learners in the sample**

56% ( tested only )

47% ( tested + absentees )

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

44.2% ( Minimum satisfactory pass percentage 55% )

**c Testees turn out**

68% ( required minimum 70% )

**d Proxy learners**

13.8%

**e Method of calculating district success rate**

According to the Guidelines

## Reasons for low attainment

- Floating population and long dragged campaign.
- However the EB seems effective and supplies were adequate and on time.

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

### **Strong Points:**

1. A well-presented, short report with little padding except - the geography of the district, growth of industry, research institutions and growth of primary education. The information about the origin of the name of the district is quite interesting, similarly the history of the beginning of the TLC. It shows the contribution and the deep involvement of a teams of BJVS activists. They started well-planned and thoughtful E.B. activities on their own, without any financial support.
2. reported the district result using T2 of the Guidelines, without making any amendments in it, as some agencies do. Has given all necessary tables.

### **Weak Points :**

#### **The Test Papers**

1. This sentence occurs in TD most of the test papers in the agency reports, "The test papers had a fair amount of local flavour, the questions were designed/Keeping in mind the environment and the social conditions of the learners". This was not found true on examining the TPs. Most of the questions used are quite general and have been used in other districts test papers as well except the reading passage in TP IV which concerns coal miners. Most of the comprehension questions on the reading passage are in the same order as the sentences in the passage. So copying sentence one against Q1 gives 100% correct answer. Understanding of written direction question in TP IV, is a comprehension question and not assessing the ability to follow written direction.

Since 4 TPs were used, the attainment level on each should have been computed to show that they were parallel. As it is, it seems that the comprehension questions on TP IV reading passage were much more difficult than the others. In addition, the language difficulty factors also differed in the TP's as shown below.



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TP No.	Total words	Joint letter words	Long words
1	28	Nil	Nil
2.	41	2	4
3.	51	2	Nil
4.	45	2	6

(long words mean words having 6+ letters)

2. Sampling was not done by the ZSS or in its presence, as recommended in pure workshop.
3. Sample slightly less than required : Required : 10,000, Actual : 6,637. Considering that the evaluation was done after a lapse of 4 years 6 months it was rather praiseworthy for the district to assemble even so many learners.
4. Has used both the terms in the tables 'current learners' as well as 'P III'. Both are different concepts, only P III should have been used.
5. The table on P39 shows that 62% of those P III learners who were in the beginning qualified as against 56% who were at the end. This was not logical. Therefore this should have been probed.

### Action by NLM

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

- Using TPS which are not paralled.
- Has a penchant for using the flowery language in about all its TPs. "They had a fair amount of local flavour. The questions were desinged keeping in mind the environement and social conditions of the learners". Nothing can be more illogical statement about TPs.



# Jharkhand


## Background

1. **Project Proposal approved by NLM**  
March 1995.
2. **Implementing Agency**  
ZSS
3. **Door to door survey**  
Oct 1995 ( First Phase )
4. **Identified non-literates**

Age Group	Male	Female	Total
15-35	99,919	1,53,899	2,53,818

5. **Enrolment**  
1,70,187
6. **Teaching Started**                      **Teaching Continued upto**  
March 1997 ( 3<sup>rd</sup> Phase )                      October 1998 ( calculated )
7. **Date of External Evaluation**  
November 1998  
i.e. no gap between close of teaching and ext. evaluation.
8. **Report Submitted**  
May 1999
9. **Period of teaching**  
19 months ( envisaged 9 months )

- 10. Evaluating Agency**  
Himalayan Region Study and Research Institute, New Delhi  
Project Director : Dr. G. D. Bhatt
- 11. Appointed by**  
NLM / ZSS
- 12. Major stated Objectives of External Evaluation**  
Learner Evaluation

- 
- 13. The Universe**  
P III learners

- 14. No. of learners in the Universe**  
1,33,925 i.e. 52.7% had completed P III

- 15. The sampling technique**  
The blocks were grouped into 5 zones-N, S, E, W and Middle and a number of villages were randomly drawn from each zone. There were no special pockets of SC / ST learners. Big and small villages fell into the sample spread all over the district. The map of sample villages does show that the spread was good.

- 16. Size of Sample**  
Planned: 6% ; Actual: 4.5%  
( Required minimum 5% )

- 17. The Test Paper**  
4 Sets of TPs were used. All TPs seemed parallel in all respects, except:
- **Posters** - In three of them multiple action. But in TP1, a man is simply sleeping on a cot.
  - **The reading comprehension passage** : This is a very important test item as it carries 28 marks out of 40. This item had two problems: First, the comprehension questions were in sequence to sentences in the passage. Therefore if a learner simply copied sentences one of the passage, against Q1, he would be hundred percent correct. Secondly,

the language difficulty items were not equal as shown below:

Language Difficulty Items :

TP No.	T. No. of words	Joint letter words	Long words (6+letters)
1	34	Nil	Nil
2	51	3	1
3	41	2	4
4	39	4	3

It is important that the reading comprehension passages in all TPS are of equal language difficulty.

#### 18. Test Administration

Two members of the agency, including the project director, remained in the field throughout. In addition, 20 well-experienced and qualified (post-graduate and graduate) TAs, from outside the district were engaged. The testing process was well managed. The team received full cooperation from ZSS.

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

- **Organisation** :- The block level committees did not meet regularly and the BODs did not take much interest in the campaign. The secretary ZSS was, however, very active.
- **E B** :- Purpose was the spread of campaign news and learner motivation. Both purposes were fulfilled. ( However if some idea of attendance was given, it would have shown to what extent the learners were motivated.)
- **Training** :- Has given the training content of KRPS and MTs. But has not gone into the training contents of VTs. Has given number of participants per training course, which shows that the number of trainees was within reason - groups of not more than 20.
- **Teaching \ Learning** :- No Assessment.

## Findings

### 20. Attainment of NLM Norms :

- a **Against learners in the sample**  
64% ( tested only )  
55% ( tested + absentees )
- b **Against learners enroled**  
43.3%
- c **Against total non-literates in the district i.e. by TARGET**  
29% ( minimum satisfactory pass percentage - 55% )
- d **Testees turn out**  
71.5% ( Required 70% )
- e **Proxy learners**  
9.3%
- f **Method of calculating district success rate**  
According to the Guidelines.

Has not studied the reasons in particular except that the organisation of the campaign was quite weak. Another reason seems to be the coverage of the campaign in 3 phases. It becomes difficult to make concentrated efforts in the district in all the 3 phases. It would have been much better if the district was covered in one phase as the district target was quite manageable.

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

#### Strong Points :

1. Did not include much unnecessary information and tables. Similarly, did not try to study social impact in a hurry as a large number of agencies do.

2. Has assessed the inputs, organisation of the campaign ( found that the committees did not function well ) and E. B. Has done well to state the purpose of E. B. (spread of the campaign and learner motivation). Has commented that both the purposes were achieved. However, did not give any data or examples to show how the E.B was helpful in motivating the learners. This study would have been useful as other evaluations have found that E. B. had little role in motivating the learners.
3. Has given the training content of KRPs and MTs. But has omitted to give the training content of VTs, the most important functionaries. Has also not assessed the effectiveness of the training programme.
4. Has reported the district result in the form of T.2, as given in the Guidelines, which makes the location of data and checking the accuracy quite easy. Some agencies do not use this table for reporting the overall district result, then to check different calculations becomes quite complicated.

#### Weak Points:

1. Uses the term 'neo-literates' in place of 'learners'; similarly seems still confused between the difference of '**P III learners**' and '**current learners**'. Uses them as synonyms, though they are not the same.
2. Most of the evaluating agencies report the success rate by social categories e.g. General, SC, ST, OBC etc., sex, age, urban, rural and so on. But they do not enquire what were the reasons of sharp differences between the achievements of different categories. For example, this agency also reports:

Category	Per cent attained NLM Norm
General	65.3%
SC	50.5%
ST	64.9%
Male	71.2%
Female	56.5%
Urban	51.0%
Rural	64.6%

Unless reasons were also known as to why SC fared much less as compared to other castes, or why women were weak as compared to men or why the campaign in urban areas did not do as well as it did in the rural, such



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information remains only of academic interest and not of much practical value.

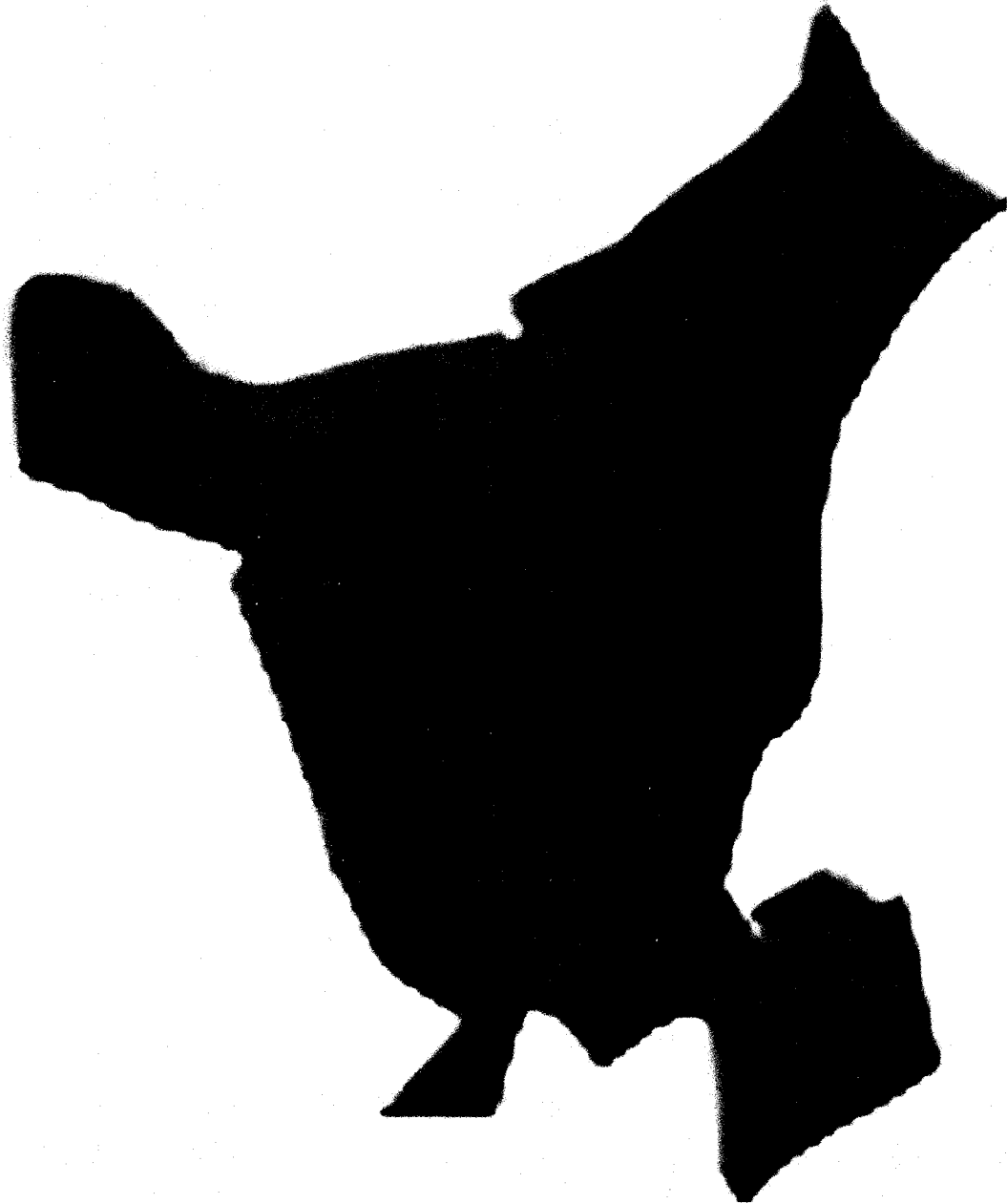
3. Similarly most of the agencies feel that they must make. Some recommendations to the district. But unless they are quite clear, and suggestions have also been given on how to put them into practice, recommendations for their own sake are not desirable for example:
  - a. All recommendations pertained to PLC. They were quite redundant as all advice given to the district on what to do during PLC have been explained in the PLC guidelines. They are also well-known to the ZSS. There is not a single activity recommended which is not already listed in the Guidelines ( e. g. the centres should not only be learning centres but serve as information window as well).
  - b. Laudable recommendation like ‘ those who have completed P III, be imparted brief training programs of economic empowerment’. The idea is not new to the ZSS, but the recommendation would have been of some value it were also shown how it could have been done, alongwith necessary supporting data.

### **Action by NLM**

- 1 On the whole evaluation has been done according the Guidelines baring the following shortcomings:
  - Deficient language
  - Confuses between current learner and PIII learner
  - Offers redundant -advisers to ZSS

Further evaluation work may be assigned to this agency.

# Haryana



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# Haryana

## Background

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

2. **Implementing Agency**  
ZSS

3. **Door to door survey**  
April 1994

4. **Identified non-literates**

Age Group	Male	Female	Total
9-35	Not Given	Not Given	99,244

5. **Enrolment**  
85,800

6. **Teaching Started** June 1995  
(i.e. 13 months after project approval)

**Teaching Continued upto** April 1998

7. **Date of External Evaluation**  
January 1999 (i.e. 9 months after close of teaching)

8. **Report Submitted**  
April 1999

9. **Period of teaching**  
Says 48 months but it comes to only 34 months from June 1995 to April 1998 (envisaged period 9 months)



10. **Evaluating Agency**  
Indian Adult Education Associations, New Delhi  
Project in-charge : J.L. Sachdeva
11. **Appointed by**  
NLM /ZSS
12. **Major stated Objectives of External Evaluation**
- Learners literacy outcomes
  - Critical examination of implementation

### **Methodology Adopted**

13. **The Universe**  
P III Learners
14. **No. of learners in the Universe**  
50,338 (i.e. 50.7% of target learners had completed P III )
15. **The sampling technique**  
One stage simple random sampling of villages and wards.
16. **Size of Sample**  
Planned : 11.0%  
Actual : 4.8% ( Required 5% )
17. **The Test Paper**  
According to the Guidelines
18. **Test Administration**  
15 TAs, all from Delhi, a large number of them from DIET / DRU. Two persons from the agency played the supervisory role. Description of the testing situation sketchy. No insight in problems e.g. how were such a large number of proxy learners handled?
19. **Assessment of Inputs / Social Impact, if any**
- No assessment of effectiveness of the supervisory system.
  - No assessment of training of Personnel, only sketchy description.

- Effect of EB activities assessed - 'did not attain the objective of motivating' learners and VTs. Even the wall writing was found in effective.
- VTs found the word method of teaching difficult to teach. Suggest that the alphabets should be given in the beginning of Primers, so that they can teach the letters first.

## Findings

### 20. Attainment of NLM Norms :

- a **Against learners in the sample**  
61.8% ( tested alone )  
44.5% ( tested + absentees )
- b **Against enrolment**  
27.3%
- c **By total non-literates in the district i.e. by TARGET**  
23.6% ( Minimum satisfactory pass percentage - 55% )
- d **Testees turn out**  
43.7% ( Required 70% )
- e **Proxy learners**  
974 or 28.5%
- f **Method of calculating district success rate**  
According to the Guidelines

## Reasons for low attainment

- EB and training ineffective. At places, VTs and learners were given false promises that they will get sewing machines and households implements, even then little motivation.
- Poor supervision. P III distributed only 5-6 days before the evaluation. Proxy learners roped in a planned manner.

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

### Strong Points :

1. Little unnecessary padding. To the point report. Main report in 31 pages only.
2. Used 4TPs and analysed the achievement of each of them separately showing that they were almost parallel. Similarly did item analysis, showing that the poster was understood by minimum 76% of testees, symbols by 67% and direction by 71%.
3. All necessary tables given.

### Weak Points :

1. On the whole, a weak evaluation and Presentation, lacking depth. Did not explore even glaring weaknesses and disparities e.g.
  - a 120 P I learners had appeared and out of them 35.6% qualified, did not explore the reasons of such unexpected learning outcome.
  - b Did little probing into the causes of such a poor result, even though BJVS was deeply involved in the campaign.
2. Process evaluation was a part of the stated objective, but did not evaluate it.
3. Did not study the teaching/learning process at all, which could have shown the reason of low result.
4. Table I showing the overall result, carelessly presented. Since all the headings have been given in wrong places, it gives a false picture of facts, unless one ignores it and goes straight to T2.

### Action by NLM

- 1 On the whole evaluation has been done according the Guidelines baring the following shortcomings:
  - Did not explore the causes of poor results.
  - Process evaluation was part of the objective but did not do it.
 Further evaluation work may be assigned to this agency.



# **Madhya Pradesh**



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



**10. Evaluating Agency**

Department of Public Administration, Lucknow,  
Project Director :- Dr. C. P. Barthwal

**11. Appointed by**

ZSS / NLM

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

- Learner evaluation
- To advise the district about better planning and monitoring of PLP

**13. The Universe**

P III Learners

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

1,24,577 (i.e. 78% of the target learners had completed P III )

**15. The sampling technique**

24 Villages from all the two blocks were randomly selected to give adequate no. of sample learners. One stage simple random sampling. ' To mitigate errors, three samples were drawn and the best was ultimately selected.' How this was done was supposed to be shown in T 4, but T4 has nothing to do with sampling.

**16. Size of Sample**

Planned : 8,356 learners or 6.7%

Actual : 7,400 learners or 5.9% ( required minimum = 5%

**17. The Test Paper**

According to the Guidelines except that :

**Reading** - Left out thr testing of 'understanding of symbols' and the ability to follow written instruction. Instead has included a bad question (carrying 6 marks)

“ साक्षरता से व्यक्ति पढ़ना-लिखना सीख जाता है”  
साक्षरता से व्यक्ति क्या सीख लेता है ?

First, it does not measure any stipulated competency.

Secondly, if the learner simply copies the statement on the line provided, he will get full marks.

**Writing** - The instruction about the content of the letter is rather Poor -  
जिला कलेक्टर को एक पत्र लिख कर यह बतायें कि आप पढ़-लिख कर  
साक्षर बन गये हैं।

Then he can simply write down

मैं पढ़-लिख कर साक्षर बन गया हूँ।

#### 18. Test Administration

Has constituted a departmental team of 12 well-qualified persons. This team visited the districts and administered the test under its direction. Has not mentioned whether in addition to the team other members were recruited and from where. Did thorough checking of the learners to control proxy.

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

- **Administration** - Has described the usual administrative structure in great detail but has also assessed the functioning of coordinator and has found them functioning well. Included a useful information that each group of the Monitoring and Evaluation Committee visited at least 20 villages and actually checked the primers to judge learners progress. In addition, has furnished the following interesting information from the analysis of the budget :
- From 1995-96 to 1998-99 ZSS received Rs. 1.41 crore. The amount spent was about 94 Lakhs. But 142% of the sanctioned amount was spent on management ( i.e. salaries, allowances ) and only 47% was spent on training. Even on transport only 60% was spent when the coordinators were supposed to visit remote areas. Perhaps they visited nearby areas more and remote areas rarely.
- **E.B.** Has shown that EB activities were organised, even before the sanction of the project on a massive scale. Has commented that “all this led to the creation of an environment which was a great help to the teaching / learning.” Has not elaborated in what sense. Should have given some examples and data e.g. attendance in classes, frequency



with which classes were held etc. to show the effect of EB on teaching / learning.

- **Survey** - Makes useful comment that there should have been a follow up sample survey to verify the result of the main survey.
- **Training** - Only usual type of description. Did not examine the training syllabus or discussed the method of teaching with the VTs.
- **Teaching / learning** - Did not study the method of teaching / learning to show its effectiveness otherwise.

## Findings

### 20. Attainment of NLM Norms:

- a **Against learners in the sample**  
68% ( of tested only )  
64% ( tested + absentees )
- b **Against total non-literates in the district i.e. by TARGET**  
50.2% (Minimum satisfactory pass percentage 55% )
- c **Testees turn out**  
88.5% ( minimum Required 70% )
- d **Proxy learners**  
2.7%
- e **Method of calculating district success rate**  
According to the Guidelines, using the suggested T.2

## Reasons for good attainment

- Has not specially mentioned the reasons but, from the descriptions and data given, the following seems to be the reasons :
  - a Continuous and massive EB which began even before the sanction of the project with the help of NSS of Bhopal University. Spent 91% of the allocated budget on it.
  - b Reasonably adequate supervision of at least close by centres.

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- c A very high percentage of learners (78%) completing P III.
- d It seems that teaching / learning was reasonably satisfactory, as 68% of the learners who had appeared for the test had qualified.

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

#### **Strong Points :**

1. It is a short, to the point report. Has covered all necessary aspects of the campaign, clear and systematic presentation which makes the location of essential information easy.
2. It seems that the department has set up a standing team of 12 well-qualified persons ( having a research officer, evaluation associates, a computer and a statistical consultant ) which visits the district and gets the test administered under its direct supervision.
3. Has studied the status of completion of primers by learners:

Completed P I	1,47,070	-	93.28%
Completed P II	1,35,664	-	89.26%
Completed P III	1,24,577	-	81.97%

These figures show that the teaching / learning was quite good as a high percentage of learners completed different Primers.

4. Has given the problems which many VTs had pointed out like they were forced to work, lack of facilities, absence of quality materials and constant persuasion of learners to come to the centres. ( However in-spite of these difficulties 68% of the learners tested had qualified.)
5. The evaluation team paid three visits to the district. In the first visit, established contact with different levels of officials. In the second visit, addressed a workshop of Bhopal district literacy team and inspected 22 villages/wards, asked different functionaries to fill in questionnaires and asked 209 learners to read and write. Most agencies do not do the last exercise. Some explanation would have been helpful showing the purpose and the use of this exercise in the evaluation process.

### Weak Points :

1. Has used sub standard T.P.
2. Confused between 'current' and 'P III learners'. Has used both the term for the same figures though now there no term as current learners.
3. There is a slight technical mistake in the calculation and description of sample size. States on P 24 '8, 356 P III learners were selected,' which comes to 5.24% of **districts target**. Sample does not represent the district target, but the 'Universe', which was 1, 24, 277. Hence the sample size comes to 6.7% and not 5.24%
4. It drew three samples and selected the best of three. Has not explained why did it draw three samples and what was the criteria of selecting the best centre! This method of drawing sample was technically incorrect.
5. There seems some editing problems in the report e.g. :
  - a There are no chapter headings. All sorts of informations which should be under different chapter headings have been dubbed under Executive Summary which runs into 38 pages. This makes the location of even such essential information as the *methodology adopted* very time consuming. ( It appears under 'External Evaluation sub-heading 'Status of teaching/learning'. ) There is no chapter headed '*findings*'.
  - b It has been stated that 185 VTs were '*administered questionnaires*'. As a matter of fact, they were interviewed with the help of an interview schedule (P21).
  - c The VTs have the responsibility of making literate the illiterates coming to the literacy centres of *grass root level*'. ( There are no centres at different levels.)

### Action by NLM

- 1 On the whole evaluation has been done according the Guidelines baring the following shortcomings:
  - Dificient language
  - Confuses between current learner and PIII learner.
  - Using sub-standard TP
  - The method of drawing the sample was technically incorrect.

Further evaluation work may be assigned to this agency.

# Madhya Pradesh

## Background

1. **Project Proposal approved by NLM**

Phase I - November 1993

Phase II - March 1995

2. **Implementing Agency**

ZSS

3. **Door to door survey**

Date not given

4. **Identified non-literates**

Age Group	Male	Female	Total
15-35	1,57,989	1,82,690	3,40,679

5. **Enrolment**

2, 49, 537

6. **Teaching Started**

Phase I - December 1994

Phase II- April 1995

**Teaching Continued upto**

November 1997

September 1998

Teaching started in Phase I, 13 months after Project approval

7. **Date of External Evaluation**

May 1999

8. **Report Submitted**

Date not given

9. **Period of teaching upto External Evaluation**  
41 months, second phase, 34 months first phase (envisaged 9 months)
10. **Evaluating Agency**  
Indian Institute of Rural Development, Jaipur
11. **Appointed by**  
ZSS
12. **Major stated Objectives of External Evaluation**
- Learner evaluation
  - To provide academic inputs into the policy of literacy campaigns in other districts at the state and central level.

13. **The Universe**  
Current learners (nowhere specifically states what was the universe)
14. **No. of learners in the Universe**  
1,62,561
15. **The sampling technique**  
72 villages out of a total of 132 and 8 urban wards out of 126 were randomly selected from all the 12 blocks. One stage simple random sampling.
16. **Size of Sample**  
Planned : 6%  
Actual : 2.7% (required 5%)
17. **The Test Papers**  
According to the Guidelines, however they have the following defects:
- a Subtractions sums do not involve borrowing.
  - b The comprehension questions in TP II have one to one relation with the sentence of the passage in order of occurrence. If a learner simply copies sentence one, against Q1, he gets full marks.
  - c The question concerning ability to following direction in TP II, is a comprehension question and not following direction question.

**18. Test Administration**

A team of 17 persons administered the test. It seems three persons were from the agency. Did not say where were the rest from. Only names of TAs given, without address and qualification. No description of the testing situation.

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

- **EB** - Only description of EB activities. No assessment, except a general statement that the 'padyatras' helped a lot in building environment.
- **Training** - No assessment, only a description of who was trained and when.
- **MIS and Management** - No assessment. An information window was established to provide information on different district development programs and schemes. Says it was very popular. But did not show in what manner it helped the campaign.

**Social Impact**

Interviewed about 185 learners and 168 VTs, MTs, and ZSS functionaries (T 353). Considering that the majority of the learners were tribals, the language of the interview schedule seems tough and some questions rather vague and too difficult to be answered by a tribal learner for example :

2 साक्षरता कार्यक्रम के माध्यम से आप में निम्न क्षेत्रों में क्या परिवर्तन आया।

2.1 स्वास्थ्य एवं सफाई

.....  
.....  
.....

2.2 नियोजन व सीमित परिवार

.....  
.....  
.....

2.3 पर्यावरण एवं स्वच्छता

.....

2.4 सामाजिक कुरतियों के बारे में

.....

.....

.....

.....

.....

2.5 झाड़-फुक एवं अंध विश्वासों में

.....

.....

.....

The schedule for VTs, MTs and others did not have a single question to seek their opinion about social change. But this group was also included among those who expressed opinion about social change and impact (T3.19 and 3.20 ). Thus the only method to study social change was the interview method and seemingly rather weak. A case study, to study 'Barani Kuldis' (Women Thrift Society ) program of the govt. was done. It was a successful program. But it seems a regular govt. program and perhaps it cannot be regarded as a result of the impact of TLC. It is on the basis of such a study that the following social impact has been reported. However this is a very welcome plus point for the agency that in several cases it has not only reported the responses, as most agencies do, but has tried to show the behavior, adoption and acceptance as well :

- 58% people have realised the importance of sanitation and population control. They regularly wash their hands before taking their meals (one wonders what group of Indians are so dirty that without washing their dirty hands they eat with them! ). They do not bother for pure drinking water. ( Does that mean that they drink dirty water knowingly? ).
- 70% do not cut green trees ( people seldom cut green trees anyway ).
- 70% people believe in medical treatment, Due to lack of medical facilities, 30% still believe in 'Jhar Phoonk'.

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- 81.6% still believe in superstition.
- 73% people believe in small family norm but only 46% are adopters. Only 19.5% think that their living standard will improve if the family is limited.
- Caste disparities exist, child marriage prevalent. 43% said they do not pay dowry. 'Mirtak Bhoj' still prevalent, drinking goes on.
- Have become conscious of their rights.

### Findings

#### 20. Attainment of NLM Norms :

- a Against learners in the sample**
  - 45.9% ( tested only )
  - 33.2% ( tested + absentees )
- b Against enroled**
  - 21.5%
- c Against total non-literates in the district i.e. by TARGET**
  - 15.8%
- d Testees turn out**
  - 44.4% ( Required 70% )
- e Proxy learners**
  - 1.9%
- f Method of calculating district success rate**
  - According to the Guidelines

### Reasons for low attainment

- No reasons given. The effectiveness of the inputs has not been studied to indicate possible reasons. Several development programs were initiated by the administration, even then such a poor result on the literacy front. It seems that the agency failed to see this contradiction otherwise it might have delved deep.



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

### Strong Points :

1. Did the pre-testing of the TPs and analysed the scores of all the TPs separately to show if they were parallel on the basis of achievement. They were found parallel. This useful exercise is done by few agencies.
2. While reporting the literacy outcomes used T2 as suggested in the Guidelines. This made the understanding and the checking of the figures easy. Did well not to introduce its own system as some agencies do.
3. Did study of the attendance as well. This was a very useful information as it gives some idea about the effectiveness of EB and the reason of high and low results. Few agencies report attendance. It showed that only 34.4% attended the centres regularly, 59.5% attended 50% of the meetings, 6.1% seldom attended the classes.
4. Studied the causes of learners being absent from the test. Found no wilful absentees :

### Weak Points :

1. The report runs into 76 pages, excluding the TP pages, mainly because 9 pages have been devoted to executive summary, 14 reporting social impact, quite a bit of repetition, detailed district profile, information regarding routine steps e.g. data was collected with the help of tools it had prepared and so on.
2. The evaluation was done in May 1999 still the agency used the term 'current learners' for the Universe and not P III learners. This was quite a serious departure from the Guidelines. 'Current learners'. was an old term, which has been dropped from the latest guidelines published in 1997.
3. One of the stated objectives was that it will provide academic inputs into the policy of the literacy campaign. It was a laudable objective. But the only academic input it provided were the following two.
  - The duration of TLC should not be very long.
  - There should be no gap between the implementation of different phases i.e. TLC, PLP and CE ( P58 )

## External Evaluation Reports of Total Literacy Campaign in India

4. The tables and annexure are too difficult to locate as the page number is not given against them. The paging of the report stops after P58 - though the report runs into 92 pages. Hence it is extremely time consuming to locate information.
5. The method used to study 'social impact' seems inadequate ( see comment under item 19).
6. Did very well to study in detail the special development steps took by the district. ' Soochna Kendras ' were established to provide development information, 'Mahila Sajhamanch' established even at block levels and in some Panchayats and villages to organise women. 'Bairani Kuldis' ( Thrift and credit groups) proved very helpful to a large number of women to enjoy at least some money power. 1748 groups were functioning in different blocks, 25, 506 women were participating and had 3 crore 65 lakh in their account. Women were participating in family decision making. Some were trained in different vocations as well. It is generally claimed that 'literacy does not stand alone.' Development programs should also be started at the same time to help the people, specially the women, socially and economically. Here was an example of such a tie up. The agency should have become curious and tried to explore the causes of such low ( 15.8% ) literacy outcome, even in such favourable circumstances.

### **Action by NLM**

1. 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.

# Madhya Pradesh

## Background

1. **Project Proposal approved by NLM**  
Date Not Mentioned

2. **Implementing Agency**  
ZSS

3. **Door to door survey**  
September 1994

4. **Identified non-literates**

Age Group	Male	Female	Total
15-35	91,866	1,27,453	2,19,319

5. **Enrolement**  
1, 96, 304

6. **Teaching Started**                      **Teaching Continued upto**  
Date Not Given                              Date Not Given

7. **Date of External Evaluation**  
October 1998

8. **Report Submitted**  
March 1999

9. **Period of teaching**  
Cannot be concluded.

## External Evaluation Reports of Total Literacy Campaign in India

### 10. Evaluating Agency

G.P. Pant Social Science Institute, Allahabad.  
Project Directors - Dr. S. K. Pant, Dr. K.N. Bhatt

### 11. Appointed by

ZSS/NLM

### 12. Major stated Objectives of External Evaluation

Learner evaluation

To provide academic inputs (same as given in the Guidelines)

### 13. The Universe

Uses with the term '*current learners*' as well as *P III completers*.

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

1, 19,878

### 15. The sampling technique

Two stage - stratified random sampling. First, Naya Panchayats were selected and then, villages out of them. Mentions that resource centres (meaning the usual learning centres ) *were also selected randomly*. According to the Guidelines the village has to be the last unit of sample and all PIII learners in it have to be tested, irrespective of the centres.

### 16. Size of Sample

Planned: 8, 082 or 6.74%

Actual : 4, 800 or 4%, ( required minimum 5% )

### 17. The Test Paper

Has used 4 parallel TPs. On the whole they are according to the Guidelines, except that they are not equal in language difficulty of the reading comprehension passage ( Q3 ) and marks allotted to Q1 (reading ) as shown below:

TPNo.	Total words	Joint letter words	Long words 6 + Letters	Marks Q 1 Reading only
1	79	6	14	08
2	63	13	03	08
3	51	17	05	06
4	60	09	02	06

There are no 8 marks for reading. It shall be 8 or 4 or 2, according to the quality of reading.

**Language - wise:** It is a very tough passage having lots of difficult words.

**Arithmetic -** Has given 6 problem questions involving all the four fundamental operations whereas generally two questions involving addition and subtraction are given.

#### 18. Test Administration

Did not discuss

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

**Administration -** The functionaries ( MTs, block coordinators, RPs ) played their roles well, only 20% of the MTs were volunteers and the rest became MTs because they were ordered to.

**Training -** Reports that 89% of the VTs interviewed felt satisfied with the training received. However did not check their performance or probed further. This should have been done as training has been found generally weak.

**Teaching / learning -** Has discussed the teaching / learning situation in detail. For example has given the percentage of centres with different percentages of learners, classroom environment, centres teaching only literacy skills with the help of primers alone and centres having discussions and demonstration. 72% centres had carried out the formative tests (though did not actually check from the primers), has suggested that content of primers to be more interesting etc.

**EB -** Has not commented on its effectiveness directly but from other facts and responses given, it appears that there was need for improvement. For example out of the allocated budget of Rs. 15.35 lakhs, only Rs. 4 lakhs were spent on EB. Village pardhans and panchayat members said that there was

need of more public participation Officials said that other development departments should also have participated in the campaign.

## Findings

### 20. Attainment of NLM Norms :

a) **Against learners in the sample**

73.96% ( only tested learners )

59.95% ( tested + absentees )

b) **Against enroled**

36%

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

32.2% ( Minimum satisfactory pass percentage 55% )

d) **Testees turn out**

59.4% ( Required 70% )

e) **Proxy learners**

20%

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

According to the Guidelines, using T.2, except that calculated the district result on the basis of enroled learners and not target. And thus had shown the district result as 36.6% instead of 32.2%.

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

### Strong Points :

1. Has not included much unrelated data. It is a pleasure to read the report because of its high academic standard, deep observations, precise language, coverage of all essential aspects of the campaign and inclusion and interpretation of useful data.
2. Shows the receipt of primers by sex and other social categories and relates it with the acquisition of literacy skills. It is generally assumed that achievement goes up as primer learning goes up. Has explored this hypothesis

and has found that though this was generally true, the difference in the level of achievement of those who had received only PI as compared to those who had received all the three primers were only 3%. This however could be due to the fact that there were only 62 learners out of 4800 who had received only PI and either all of them or most of them could have been school drop-outs.

3. Explores the position of relapse. Shows that the evaluation took place 11 months after close of teaching, still 74% of those tested qualified. This again establishes the fact that there is little relapse in a short period, if the initial ability was high.
4. Has studied the perception of various groups regarding the campaign as other researchers do. Most interesting aspect seems to be the perception of learners themselves about the problems they faced due to illiteracy and their aspiration about their children :
  - 32% said that they faced some problems because they could not read and write.
  - 29.5% faced difficulties while travelling
  - 25% faced difficulties in day to day accounting
  - 14% faced difficulties because they could not sign, recognise medicines, check the time etc.
  - Most of them wanted their boys and girls to be teachers. Second priority was given to become doctors / engineers / IAS etc.

#### **Weak Points :**

1. Calculated the district result on the basis of enrolled learners and not target learners.
2. Background data page; start and close of teaching and project sanction date missing.
3. Has not included the table showing the standard error.
4. Has given these very interesting figures :
  - 91% of the learners had received all the 3 Primers ( rather unusual )
  - 27% of the centres were inspected regularly

- 89% of the VTs were quite satisfied with their training ( though did not check their performance)
- 62% centres had regular attendance ( unusual )
- 64% centres had discussions and demonstration ( extremely rare )
- 72% centres completed the Ts ( again, very unusual. Did not check from the Primers themselves. Depended upon verbal responses.)

The above figures show that it was an extremely well-managed program. Then, it was expected from an institute of the stature of GB Pant, that the reasons of such an unsatisfactory district result should have been explored.

5. These statements appear to be rather paradoxical :
  - a) The performance of the district was found to be quite impressive, whereas the district result was as low as 32%.
  - b) The general poor condition of the learners and the agricultural seasons affected the performance of the learner both at the attendance and learning levels'. On the other hand has shown that 89% of the learners were enroled, attendance in 77% of the centres was highly regular and 74% of the learners who were tested had qualified.
  - c) Has stated that according to the officials, the district was extremely backward educationally, economically and socially due to the past rules of fudal lords. 'Therefore these conditions kept most of the people outside the perview of the literacy campaign.' Whereas the figures in b) above show that the people had flocked to the centres and had studied quite hard.
6. The construction of the TP could have been improved as shown in item 17.

### Action by NLM

- 1 On the whole evaluation has been done according the Guidelines baring the following shortcomings:
  - Using the term current learner as well as PIII learner.
  - TPs were not equal in language difficulty.
  - Calculating district result on the basis of enrolled learners instead of target learners



# Chhattisgarh



External Evaluation Reports of Total Literacy Campaign in India

# Chhatisgarh

## Report

### Background

1. **Project Proposal approved by NLM**

March 1994

2. **Implementing Agency**

ZSS

3. **Door to door survey**

Date not given

4. **Identified non-literates**

Age Group	Male	Female	Total
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5. **Enrolment**

2, 84, 188 (Almost the same as target)

6. **Teaching Started**

October 1994

**Teaching Continued upto**

March 1996

7. **Date of External Evaluation**

May 1999 ( i.e. 3 years 2 months after close of teaching. Delay due to the long time taken by the ZSS in appointing the evaluating agency.)

8. **Report Submitted**

Date not given

9. **Period of teaching**

17 months ( envisaged 9 months )

10. **Evaluating Agency**  
Indian Institute of Rural Development, Jaipur
11. **Appointed by**  
NLM / ZSS
12. **Major stated Objectives of External Evaluation**
  - Learner evaluation and assessment of social impact
  - To provide academic inputs into the policy and planning of literacy campaign.

### Methodology Adopted

13. **The Universe**  
P III Learners
14. **No. of learners in the Universe**  
1, 85, 662, i.e. 65% had completed P III according to Background Data. While T 1.2 ( P6 ) shows that only 13% of the testees had received P III.
15. **The sampling technique**  
One stage simple random sampling. All villages/wards in all the 8 blocks were serially numbered and the required number of villages/wards were selected using a table of random number.
16. **Size of Sample**  
Planned : 5.8%  
Actual : 2.2% ( required minimum 5% )
17. **The Test Paper**  
Some agencies have started using the sentence about the TP that it was prepared, "Keeping in mind the environment and social condition of the learners." There was nothing of the kind in both the TPs. The content of letter writing in TP1 is not very suitable for grown-up adults. The instruction is, "Write a letter of 7-8 lines to your father asking for money." Imagine an adult of 20-25 writing to his father asking for money !

## External Evaluation Reports of Total Literacy Campaign in India

- The question to test the competency of following written instruction, is a comprehension question and not to test the ability of following written instruction.
- The comprehension question on the reading passage are badly drawn. Comp - Q1, relates to sentence one, similarly Comp - Q2, relates to sentence two. Therefore mechanical copying of the sentences in sequences gives 100% correct answer.
- Some agencies seem to mechanically use this statement, "Based on Dave Committee recommendations two test papers prepared of equal difficulty." With experience, the Dave Committee recommendations have been modified in the Guidelines. They agencies do not seem to be conscious of the main factors causing difficulties. Therefore they treat all TPs of equal difficulty irrespective of the difficulty factors in them e.g.

TP	Total Words	Joint letter Words	Long words	Arithmetic Subtraction
1	34	Nil	1	Horizontal subtraction
2	44	2	2	Horizontal and 1

### 18. Test Administration

12 TAs and 3 supervisors of the agency administered the test. Did not say from where the TAs were recruited.

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

- **EB** -Has described only the activities. No assessment of their effectiveness.
- **Training** - Gives information about who was trained when. No critical assessment of effectiveness of training.
- **Organisation** - Describes only the structure. No assessment of its effectiveness.
- **Teaching / learning** - Did not study the method.

**Social Impact**

To study social impact, has used only a questionnaire with yes/no responses. The questions were of the following type:

- |   |          |
|---|----------|
| ■ Has enrolment increased in schools            | yes / no |
| ■ Has there been an increase in social evils    | yes / no |
| ■ Is the importance of education being realised | yes / no |
| ■ Has belief in superstition decreased          | yes / no |

On the basis of this quick study has reported that there has been a high degree of positive changes in all aspects of life !

- a) High change in men and women in the following areas :  
Health, hygiene, FP, small saving, dowry (has decreased), blind faith (has decreased), sex equality (has developed), political awareness (women have become highly aware ) DWCRA ( women are deriving the benefit)  
High impact on new literates - Increase in self confidence, increase in knowledge of govt. planning, capacity to improve economic conditions and so on.
- b) There was involvement of large segments of society, it became a people's program (No supportive data or convincing examples given). Only one example of the impact of literacy has been given i.e a person of 90 had become literate and he felt extremely happy when he was given the certificate!

**20. Attainment of NLM Norms :**

- a) **Against learners in the sample**  
32.7% ( tested only )  
22.7% ( tested + absentees )
- b) **Against enrolment**  
14.8%
- c) **Against total non-literates in the district i.e. by TARGET**  
14.8%
- d) **Testees turn out**  
38.8% ( required 70% )

## External Evaluation Reports of Total Literacy Campaign in India

- e) **Proxy learners**  
2.9%
- f) **Method of calculating district success rate**  
According to the Guidelines

### **Reasons for low attainment**

- Long gap between the conclusion of teaching and external evaluation.
- P III was received by only 13% of learners, and P II by only 46.2%.

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

#### **Strong Points :**

1. Has used T2 of the guidelines for calculating district result, without attempting to modify it as some agencies do.
2. Actual sample size came down as low as 2.2% instead of minimum 5%. However has accepted that it affected the representatives of the sample.
3. Studied the reasons of absentee testees. All reasons seem genuine, indicating no willful absence by weaker learners.

#### **Weak Points :**

1. Has not paged the tables and annexures. Hence location of information has become quite time consuming.
2. Out of 4368 learners that appeared in the test, proxy learners were 127 (T4.7) with comes 2.9%, but gives this percentage as 1.9 throughout the report.
3. The agency must have received and studied the guidelines in which it is clearly defines on P5 that 'current learners' are the sum total of learners at P I and P II and P III / completers. But the agency seems to be quite confused about 'current learners' and P III learners e.g.
  - a) These figures appear on background Data page :

- Total **current learners** at the time of external evaluation - 1,85,662 (Firstly there were no learners at all, current or otherwise, at the time of external evaluation which was carried out 3 years after the close of teaching )
- **P III Completers** - 1,85,662.

- b) Learners at P I                      Nil  
Learners at P II                      Nil

But T 4.15 shows 604 P I learners and 1,408 P II learners appeared in the test.

- c) Defines the Universe, way back on P 13, and that too in a confusing manner. "All **current learners** which include learners at P III level and P III completers formed the Universe".
- d) The following table on P43 may be studied.

Primer Completion status	PI	P II	P III	(Totals of B,M,E)
N =4167	694	1408	555	GT =2567

The table requires clarification. N is given as 4,167 and the total of P I, P II and P III comes as 2,567 only. The relationship between 4,167 and 2,567 is not clear. The agency shows in the background data that the P III learners were 1,85,662. This means that 65% of the learners had completed P III. But the above table shows that out of 2,567 learners who had appeared for the test, only 21.6% ( 555 out of 2,567 ) were P III learners i.e. the Universe and 78.4% of the learners were out of the Universe! And if we calculate on the basis 4,167 then only 13.3% ( 555 out of 4,167 ) belonged to the Universe. Such large percentage of out of Universe learners should not have been allowed to take the test.

4. **Test Paper** - See comments under item 17.
5. One of the evaluation objectives was ' to provide academic inputs into the policy and planning of literacy campaigns.' And the only academic inputs were the recommendations that the duration of TLC should not be very long and there should be no gap between the implementation of TLC, PLC and CEP. Exactly the same academic inputs appeared in Jhabua report, word by word.

**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.



# Maharashtra



External Evaluation Reports of Total Literacy Campaign in India

# Maharashtra

## Nagpur District

### Background

**1. Project Proposal approved by NLM**

March 1995

**2. Implementing Agency**

ZSS

**3. Door to door survey**

September 1995

**4. Identified non-literates (including Nagpur city)**

Age Group	Male	Female	Total
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**5. Enrolment**

Different at different intervals. Women 3.5% more than men.

**6. Teaching Started**

October 1995

**Teaching Continued upto**

October 1998

**7. Date of External Evaluation**

November 1998 ( i.e. after only one month from the date of conclusion of teaching)

**8. Report Submitted**

March 1999

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

3 years ( envisaged 9 months )

- 10. Evaluating Agency**  
Indian Institute of Management, Ahmedabad  
Project in-charge : Prof. S. Manikutty
- 11. Appointed by**  
ZSS
- 12. Major stated Objectives of External Evaluation**
- Enrolment of target learners.
  - Service delivery and completion of primers.
  - Learning outcome.
  - Community involvement, social awareness.

## Methodology Adopted

- 13. The Universe**  
P III Learners
- 14. No. of learners in the Universe**  
1,14,454 ( i.e. 59.2% of the target learners had completed P III )
- 15. The sampling technique**  
Two stage proportionate sampling - Gram Panchayat, then villages were selected.
- 16. Size of Sample**  
Planned : 11.4%  
Actual : 10% (More than adequate 5% sample would have been adequate.)
- 17. The Test Paper**  
According to Guidelines.
- 18. Test Administration**  
148 persons from the same district - having experience in test administration were used as TAs. They were teachers from local school and colleges. There were 162 testing points. Only two persons from the agency were present for two days. This means that the entire testing was done by local teachers

almost unsupervised by the agency. According to the guidelines this was incorrect. They should not have been from the same state.

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

- Only description of the EB.
- Only description of training.
- Comments that ' the MIS gave data mainly on enrolment. Contained too many repetitive non-useable information. Gave no data on attendance. Concurrent evaluation not done."
- Campaign very weak in Nagpur city.

**Social Impact**

- Reduction in alcoholism
- High awareness regarding health matters
- Reduction of gap between bureaucracy and people.



**20. Attainment of NLM Norms :**

**a) Against learners in the sample**

95.2% ( tested only )

90.3% ( tested + absentees )

**b) Against enrolment**

Enrolment rather continuous.

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

53.5% ( reported 56.4% ) Minimum satisfactory pass percentage 55% )

**d) Testees turn out**

89.7% ( Required 70% )

**e) Proxy learners**

Nil

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

Overall district result not given in the form of T2 of the guidelines hence essential facts and calculations not seen at a glance.

### **Reasons for high attainment**

Though the campaign dragged on for 3 years, the classes were kept going. Thus the learners had much more time to master the literacy skills. VTs were school and college teachers, hence the teaching could have been much better than it normally is. A high percentage of learners had completed P III.

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

#### **Strong Points :**

1. No unnecessary and irrelevant information given. Straight forward presentation of facts.
2. Gives the useful fact that 59% had completed P III. This is helpful in understanding the high district result which was 53.5%
3. Describes Nagpur city campaign separately, showing the problems in running a successful campaign in a city. It was very poor.

#### **Weak Points :**

1. The evaluation's weakest points is that it recruited 148 teachers from local school and colleges to administer the test, and it were the school and college teachers who served as VTs. They administered the test in 162, testing points. They carried out the entire testing exercise themselves, almost totally unsupervised by the evaluating agency. Only two persons from the agency paid flying visits. IIM Calcutta also followed the same pattern while evaluating Dumka - left the total testing to the VTs themselves. **Hence it can** be said that the evaluation of Nagpur district was in a way internal and **not external**. Since the testing was almost left entirely in the hands of persons deeply involved in the campaign, the reported high result becomes extremely doubtful. It may be noted that this was perhaps the only district with nil proxy learner.



## External Evaluation Reports of Total Literacy Campaign in India

### **Action by NLM**

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

- Used all the TP from the same district closely involved in the campaign. Thus it became an are internal evaluation instead of an external evaluation.

Further evaluation work may be assigned to this agency.

# Maharashtra

## Satara

### Background

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

2. **Implementing Agency**  
ZSS

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

4. **Identified non-literates**

Age Group	Male	Female	Total
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5. **Enrolement**  
92, 086

6. **Teaching Started**                      **Teaching Continued upto**  
September 1996                              December 1998

7. **Date of External Evaluation**  
February 1999 ( i.e. two months after close of teaching.)

8. **Report Submitted**  
April 1999

9. **Period of teaching**  
26 months ( envisaged period 9 months )

10. **Evaluating Agency**  
Council for Social Development, University of Hyderabad, Hyderabad.  
Project Director : Prof. V. Ishwara Reddy.

**11. Appointed by**

ZSS

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

Learner evaluation

## Methodology Adopted

**13. The Universe**

Enroled learners, equates them with *current learners*.

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

Same as enroled learners ( i.e. 92, 086 ), on the other hand it showed have learn only PIII learners.

**15. The sampling technique**

Once stage-simple random sampling, through which 116 villages were selected. Sketchy information about sampling techniques. States that it was three stage sampling : 1st stage, all the 11 blocks were selected. 2nd stage, villages from them were selected. 3rd stage, a number of learners in them were tested. This is just one stage sampling. In the beginning, had included only 50% of the blocks but later on due to insistence of ZSS included all the blocks. Explains that due to this, larger of sample was drawn from the original blocks. This was not quite correct. Proportionate sample should have been drawn from the blocks. Does not show absolute number of enroled learners in all blocks to judge to what extent the sample became disproportionate due to the later addition of 5 blocks.

**16. Size of Sample**

Planned: 5, 888 or 6.4%

Actual : 5, 186 or 5.6% ( adequate )

**17. The Test Paper**

It was below standard. The most important test item to judge writing ability is letter writing. This was dropped. Similarly in reading part test item, to judge the understanding of symbols and written instruction, was not included. The reading comprehension passage was too small. Problem sums were



excluded from the arithmetic portion.

**18. Test Administration**

20 TAs and 10 supervisors administered the test. Did not indicate if the TAs and supervisor were from the same district or outside. States that full care was taken to check proxy learners. Did not explain the steps taken. Encountered no serious problems in carrying out the field work.

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

Did not assess the effectiveness of any of the inputs, neither described them, except giving an organisational chart at the end of the report.

**Social Impact**

Did not mention any impact except the suggestions of VTs and others. Most of the suggestions are of a general nature like provision of better physical facilities in the centres, introduction of cultural programs, promotion of income generating activities, campaign to be promoted as a people's program and so on.



**20. Attainment of NLM Norms :**

**a) Against learners in the sample**

79.9%

**b) Against enrolment**

Did not calculate.

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

Did not calculate and not possible to calculate in the absence of data.

**d) Testees turn out**

Has not given the necessary table from which it can be calculated.

**e) Proxy learners**

No data. Says that there were no proxy learners.

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

Did not calculate. Has not used T2 of the guidelines or any other suitable table giving necessary data as required in T2.



## Reasons for high / low attainment

Not discussed

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

### Strong Points :

1. Has avoided including much unrelated information and descriptions.
2. Has given the analysis of the performance of learners on all test items showing that :
  - a) scores of the operation of division and subtraction were generally low in all the blocks.
  - b) the overall performance of males was, as usual, higher than the female. It was higher on almost all test items. But interestingly the female performance was much higher in understanding the poster, showing benefits of trees.
  - c) the overall performance of SC was lower than general caste and ST. But interestingly their performance was much better in understanding the poster, showing the benefits of a tree, another poster, a postman delivering a letter to a woman.

### Weak Point :

1. It is a technically a weak evaluation report. Has not used T2 of the Guidelines or any other table to show district result, turnout of testees and proxy learners. Has, it seems, treated the *sample result as the district result*. Though the evaluation was done much later than the issue of Guidelines and orientation workshops, has used *enroled learners* as the Universe instead of *P III learners*. Has not given the required information of the sampling procedure. Did not describe or assess any input except administrative set up, charts at the end of the report. Main emphasis is construction of tables showing the distribution of results by sex, caste, age, social categories, education, occupation and so on. Has selected learners from the selected villages instead of testing all available PIII learners.
2. The executive summary runs into 11 full pages including even such

recommendations as "response in urban areas has to be improved," and, "Panchayats have to be encouraged to sustain their interest in TLC." A one page summary giving important facts would have been enough, instead of 11.

3. Has used below standard test paper, skipping letter writing, understanding of symbols, ability to follow written instructions and problem questions in the arithmetic section. Similar weak TPs were used in the evaluation of Kalahandi.

### **Action by NLM**

- 1 On the whole evaluation has been done according the Guidelines baring the following shortcomings:
  - The evaluation suffers from several technical mistakes. Therefore the agency should unergo orientation training in the method of evaluation according to the Guidelines before it takes up another evaluation assignments.



# Maharashtra

Solapur

## Background

**1. Project Proposal approved by NLM**

January 1996

**2. Implementing Agency**

ZSS

**3. Door to door survey**

April 1996

**4. Identified non-literates**

Age Group	Male	Female	Total
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**5. Enrolement**

2, 75, 503 ( Has commented that this does not seem probable )

**6. Teaching Started**

July 1996

**Teaching Continued upto**

December 1998 (P38)

( i.e. 6 months after sanction of Project )

**7. Date of External Evaluation**

February 1999

No gap between close of teaching and external evaluation.

**8. Report Submitted**

March 1999

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

30 months (envisaged 9 months)

- 10. Evaluating Agency**  
Society for Integrated Rural Development Infrastructure ( SIRDI ), Delhi.  
Project Incharge : Dr. V. Venkata Sheshiah
- 11. Appointed by**  
NLM / ZSS
- 12. Major stated Objectives of External Evaluation**  
Evaluation of learning outcome.  
To provide academic inputs. (same as given in the Guidelines )

### Methodology Adopted

- 13. The Universe**  
P III completed learners
- 14. No.of learners in the Universe**  
1,94,475 i.e. 70% had completed P III
- 15. The sampling technique**  
Very sketchy description of the sampling procedure. Has simply mentioned that 5% sample was planned but actually it came to 6.76% because learners were enthusiastic and that a number of villages and wards were selected (P27). Not even giving the names of villages selected, essential data of each block showing the basis of selection. On the other hand has mentioned such details as the no. of TPs taken to the field, time of arrival and departure of the evaluation teams to villages, transportation facilities and so on.
- 16. Size of Sample**  
Planned 13,148 or 6.76%. Though the initial planned sample was only 10,000 many more learners came for testing in their enthusiasm.
- 17. The Test Paper**  
According to the Guidelines
- 18. Test Administration**  
States that 120 **professional staff** worked for the evaluation. They were both from outside the district and from the district itself. Has not given their

background, education, training and experience to give an idea of their professionalism. Does not state how many TAs were used and who were they. Has not described the testing situation at all. Employing 120 **professional staff** was quite unusual. Break up of their functions would have shown the necessity of employing such a huge professional staff.

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

Comments that monitoring was good. The learners were well-prepared for the final test. Public participation was gained through E.B., though mentions at the same time that there were 13 VAs functioning in the district but their participation was peripheral. Functionaries were identified through EB. Training of even KRPs, done by the SRC, was professionally weak. The Marathi primers and the questions in them were found to be tough by the learners. The Urdu primers were not locally relevant, pictures not very effective. The letter were not appropriately introduced 'according to local professionals.

**Social Impact**

- Improved enrolment in primary schools.
- Improved awareness to observe small family norm.
- Learners participating in improving their economic condition,
- Avoidance of alcoholism and so on. Shows positive impact on all aspects of life. Method : interview and discussion. To be convincing about such far reaching positive outcomes an in-depth study should have been carried out. At least the responses should have been cross-checked. To show improvement of enrolment in PS; at least 5 year's enrolment records should have been given. 'Learners participating in improving their economic condition' is rather a vague statement. To support it, definite examples of participation with data should have been given.

**Findings**

**20. Attainment of NLM Norms :**

**a) Against learners in the sample**

97.3%

**b) Against enrolment**

Same, as enrolment and target figures are identical.

- c) **Against total non-literates in the district i.e. by TARGET**  
68.68% ( Minimum desirable pass percentage - 55% )
- d) **Testees turn out**  
Has not reported and in the absence of T2 and lack of relevant data, it is not possible to calculate.
- e) **Proxy learners**  
Did not report
- f) **Method of calculating district success rate**  
Did not use T2 of the Guidelines. The absentee learners were not taken into account, which they should have been according to the Guidelines.

### Reasons for high / low attainment

Effective monitoring and EB. Sound project planning, quick administrative decisions which enthused the workers and made/most of the activities be conducted on time. The main reason seems to have been that 70% of the learners had completed P III. It is generally maintained that the result is poor if the campaign drags on. But it did not happen in case of Solapur, where the campaign has dragged on for 30 months. It would have been useful if the evaluator had thrown some light on this phenomenon.

### Weaknesses of the Project

#### Strong Points :

1. Has not only described all the inputs, but has commented upon their strength and weakness as well.
2. Has reproduced the primer completion status from January 1999 MPR which shows the position as under :



Primers	Completed	Learning	Total
I	1,94,475	55,428	2,49,903
II	2,52,101	6,063	2,58,164
III	2,60,331	2,204	2,62,535

Though has not commented upon the significance of the figure but just a cursory glance at them. indicates that the management of Solapur campaign was quite good and the result would also be good provided the figures are accurate. If we remember that the target was 2, 75, 503 then 91% were PIII learners.

### Weak Points

1. Though has stated that the Guidelines were **strictly** followed, has omitted to report the learning outcomes by using T2-the most important table. Therefore it is quite difficult and time consuming to get essential date e.g. sample result has been reported on P41, to understand the figures given, one has to go back to P30; has also not used the Ghosh Committee formula for calculating district result.
2. Has not included T5 ( showing the achievement by primers completed )
3. Has not reported standard error by using T3.
4. Has used confusing dates :

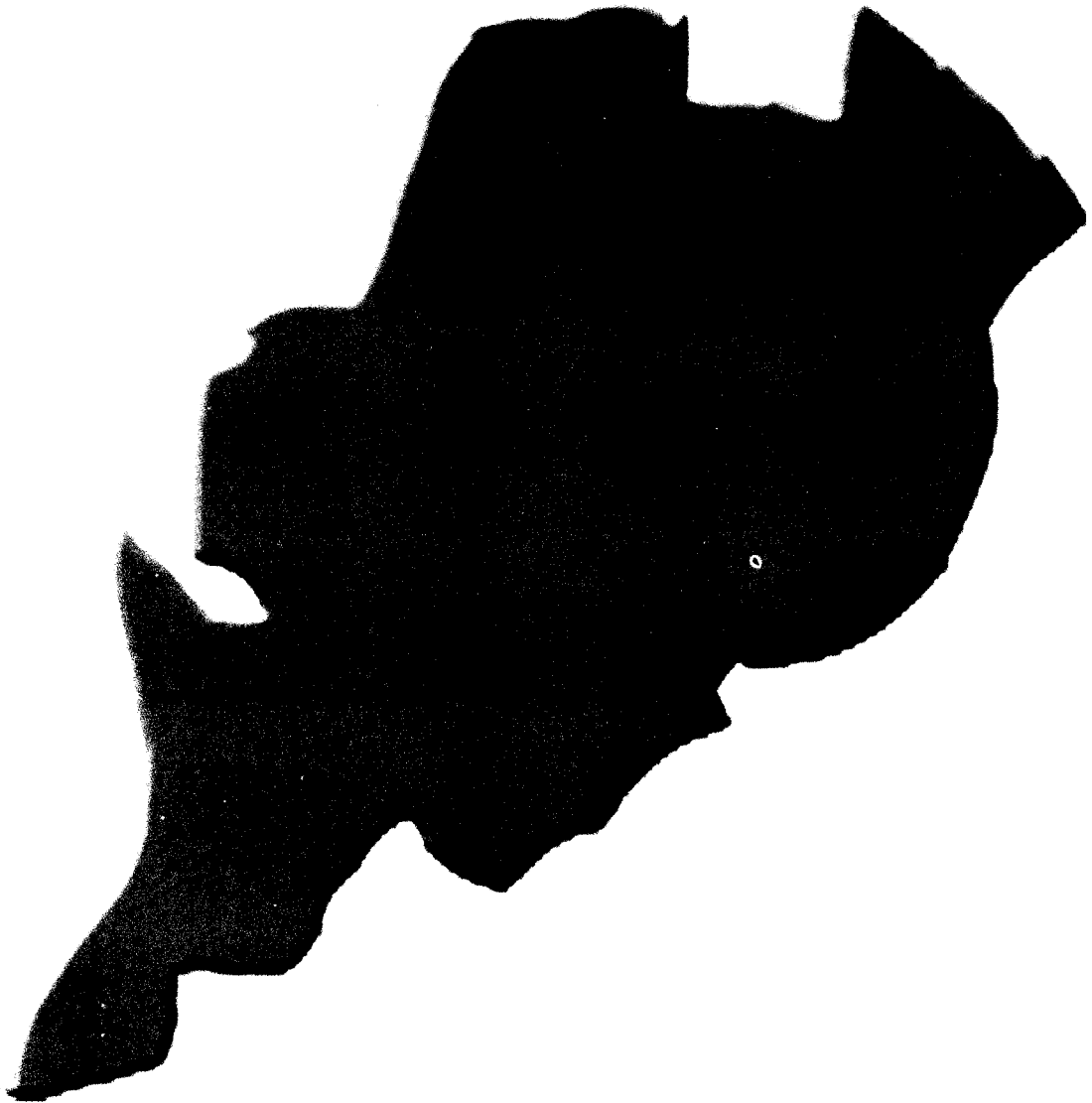
P12 - Teaching/learning started	August 1996
Date of completion of TLC	January 1997
P38 - P3 completed by learners	December 1998
Total period of teaching	2 years 6 months
P17 - TLC implemented	Jan. 96 to Jan. 99

TLC could not have been completed just after 5 months of the start of teaching, from August 1996 to January 1997 is only a five month period. If the date of completion was January 1997, the campaign could not have lasted up to January 1999. Similarly, if the students were still learning P III upto December 1998, the TLC could not have been completed by January 1997.

5. Sketchy description of the sampling procedure.



# Orissa



External Evaluation Reports of Total Literacy Campaign in India

# Orissa

## Background

1. **Project Proposal approved by NLM**

Date not given

2. **Implementing Agency**

ZSS

3. **Door to door survey**

February 1994

4. **Identified non-literates**

Age Group	Male	Female	Total
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5. **Enrolment**

89, 147

6. **Teaching Started**

August 1994

**Teaching Continued upto**

April 1997

7. **Date of External Evaluation**

July 1998

8. **Date of Report Submitted**

No indication throughout - the report

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

31 months ( envisaged 9 months )

**10. Evaluating Agency**

Baba Saheb Ambedkar Institute of Social Sciences, Mhow, Indore.  
Project Director : Dr. Kamlesh Sharma

**11. Appointed by**

ZSS

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

Evaluation of learning outcomes  
To provide academic inputs

**Major findings/ observations**

**13. The Universe**

Current learners i.e. P I + P II+ P III learners

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

89, 147 ( exactly the same as number enrolled through enrolment figures must have been at least 31 months old )

**15. The sampling technique**

Has not given adequate data to show the rationale of selecting different number of villages from different blocks. However it seems that it was a one stage simple random sample. A number of villages / wards were selected to give a 5% sample. ( whether of villages or learners, no clear )

**16. Size of Sample**

Planned : 5%  
Actual : 4.9%

**17. The Test Paper**

Below standard test paper :-

Writing - Has dropped letter writing  
Reading - O.K.  
Arithmetic - Has dropped problem questions.

**18. Test Administration**

Teams, each consisting of 3TAs, were formed. Care was taken to include at



least one local language speaker in each team. The TAs were from nearly districts. One member of the team administered the test with the help of village instructor. The second studied the impact of the campaign and the third controlled proxy. If the absentees were more than 50% from a sample unit, a second visit was made to it.

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

Very sketchy information about the administrative setup, E. B., training, teaching / learning process or the effectiveness of any of the inputs. However, from the recommendation made to the district it appears that all the inputs were not upto the mark and needed serious improvements. But inspite of the 'weaknesses' pointed out, the district result was not too bad.

**Social Impact**

This has been described from P41 to P44. But because of the language problem the evaluator seems to face, it is difficult to understand the nature and extent of social impact. However it seems that the following were the main impacts : People had become concious towards their rights and duties. The women discussed were taking the help of NGOs for road construction, school building and employment. Women were coming out of social restrictions and were giving up superstitions.



**20. Attainment of NLM Norms :**

**a) Against learners in the sample**

68.89% (tested only )

45.15% (tested + absentees )

**b) Against enrolment**

Same as sample, as universe and enroled learner figures are the same.

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

42.49%

**d) Testees turn out**

31% ( required 70% )

**e) Proxy learners**

38%

- f) **Method of calculating district success rate**  
According to the Guidelines

### **Reasons for low attainment**

Has not gone into the reasons except observing at the end of the report, that monitoring was weak, materials were not delivered on time because of delay in receiving funds, lack of interaction with the workers and the committees not meeting regularly.

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

#### **Strong Points :**

1. Physically a well-produced report, clear good printing with lots of white space. No unnecessary information and tables. This is why the total report with table and annexures contain only 60 pages. Has included all the tables required by the Guidelines.
2. The test administration appears to have been well-planned. There was one TA in each team just to check proxy and villages, less than 50% turn out were visited twice. However inspite of the above precautions the proxy was as high as 38% and the turn out of testees was as poor as 31% instead of the required 70%. The agency had taken good care to ensure high turnout, but it seems that the learner were simply not there.
3. Has done well to print a solved TP. This gives at least some idea of learners performance and the correctness of marks allotted.

#### **Weak Points :**

1. It's weakest point is the language problem throughout the report because of which the meaning of statements and even a few of the tables have become obscure and difficult to understand. Perhaps a few examples will suffice :
  - It has been said about the very first table that 'it shows the percentage achievement against target learners' whereas the subheading says 'No. of learners enroled'. As a matter of fact, the table appears to give enrolment figures in different blocks / GPs and not achievement figures. The total comes to 3329, whereas the enrolment figure given on P7 is -

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89, 147. This is not even the total of avoided learners in sample units, Which is 4, 411 according to T31.2 on P27 and figures given on P40.

- States on P2 that 'the tribal population dominates the total district i.e. over 60% population is tribal,' whereas in the same breath gives the population of ST as 9, 067. Since the total population of the district given in the report is 4, 66, 859, this is only 1.9% and not 60%.
  - **P6** 'on 17th February 1994, a team from ZSS selected a survey group of enlisted 94, 714 identified learners'?
  - **P16** 'a sample consisting of 5% of district was taken' ?
  - **P25 T3.1 .1** 'represents the village / wards selected from a part of sample,' through it includes the entire sample units.
  - **P26** 'The team working for TLC on one hand and **maintaining process on the other hand**'?
  - **P31** 'It was reported that the absentism was for valid reasons and so the absentees have also been accepted to the *past* as per the instruction given in the Guidelines'?
  - **P31** 'but it raises doubts about the number of some of the *current learners*, ?
  - **P46** States that the *analysis of scores* suggests the following results---  
----- . It is very difficult to understand how the results shown e.g. 'the team engaged in E. B. process is very talented and committed team,' could be the result of scores obtained by the learners.
2. Chapterisation not according to recommendations, all sorts of essential and crucial information given in Chapter **Introduction**.
  3. Chapters and tables not paged.
  4. Has given lots of advices to the ZSS without basing them on some data or giving examples of weaknesses or considering which of them are practical in a mass literacy campaign situation.
  5. Should have taken P III learners as the universe instead of 'current learners' i.e. P I + P II + P III learners. It seems that it has also not fully understood the meaning of 'current learners,' which means the learners actually studying at the time of evaluation. This agency has regarded at least 31 months old figure of 'enroled learners' as 'current learners'. Because of these serious

technical drawbacks the result of this district cannot be compared with other districts which have taken P III learners as the Universe.

**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.



# Orissa

## Background

**1. Project Proposal approved by NLM**

Date not given

**2. Implementing Agency**

ZSS

**3. Door to door survey**

Date not given

**4. Identified non-literates**

Age Group	Male	Female	Total
Not specifically Stated. (Perhaps 15-35 as indicated in T.13)	Not Given	Not Given	Not Given

**5. Enrolment**

2,64,068

**6. Teaching Started**

Not Given.

Simply says that the campaign was launched on 8 September 1992

**Teaching Continued upto**

Not Given.

Simply says that most of the campaign was completed by May 1995.

**7. Date of External Evaluation**

Not given

**8. Report Submitted**

Not given. Perhaps March 1999.





- 9. Period of teaching upto External Evaluation**  
Cannot be calculated, as neither date of teaching nor date of external evaluation mentioned.
- 10. Evaluating Agency**  
  
Council for Social Development, Old University Campus, Hyderabad.  
Project Director : Dr. Ishwara Reddy
- 11. Appointed by**  
Not stated. Perhaps by the ZSS as its cooperation has been acknowledged.
- 12. Major stated Objectives of External Evaluation**  
Learner evaluation

### **Methodology Adopted**

- 13. The Universe**  
*Current learners* ( not specifically stated. But T9 shows that PI, PII, PIII learners were part of the sample )
- 14. No. of learners in the Universe**  
1,48,000
- 15. The sampling technique**  
Three stage random sampling. First, 8 blocks out of 16 were selected. Then, GPs were selected out of these blocks and then 133 villages out of the selected GPs.
- 16. Size of Sample**  
Planned : 8, 000 or 5.4%  
Actual : 7,404 or 5%
- 17. The Test Paper**  
Below standard :
- Writing - Letter writing not included
  - Reading - Ability to follow written instructions and understanding of symbols not tested.
  - Arithmetic - No problems in sums included.

**18. Test Administration**

27 TAs and 8 supervisors were recruited. Does not mention who they were and from where they were recruited.

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

No description or assessment of any of the inputs, except administration and supervision in the form of diagram, training of functionaries environment building, teaching / learning.

## Findings

**20. Attainment of NLM Norms :**

**a) Against learners in the sample**

57.6% ( by tested only )

**b) Against enrolment**

Did not work out.

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

Did not work out, neither can it be worked out as essential data missing.

**d) Testees turn out**

Did not report

**e) Proxy learners**

Did not report

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

Did not calculate

## Reasons for low attainment

Not stated

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

**Strong Points :**

1. Has paged the table and annexures which makes it easy to locate essential information.

2. Has covered in several tables total performance of tested learners :
  - Primer completed wise
  - Block - wise
  - Sex - wise
  - Caste - wise
  - Age Group - wise
  - Ability - wise ( reading, writing, arithmetic, on the whole, block-wise, gender-wise, caste-wise, age group-wise etc.)

As a matter of fact the entire emphasis of the evaluation is analysing and reporting results according to the above variables. Maybe useful in further research. At present however, the information does not seem to be of much practical value.

#### **Weak Points :**

A glance at different items of analysis indicate that this evaluation seems to be a Pre-guideline ( end 1997 ) evaluation and that the agency has not attended the orientation courses. Some of the serious weaknesses are :

1. Not reporting the overall result as suggested in T2 of the Guidelines.
2. Not calculating the overall district result and commenting only on the basis of sample result 'it can be concluded that the TLC program in Kalahandi district is successful'. It seems that the agency has misunderstood Ghosh Committee's recommendations. It appears that, by those recommendations it has understood that if the success rate of P3 learners of the *sample* is 50% and above, it is a successful district, whereas the recommendation given on P35 of Ghosh committee report is : 'Overall, if in the course of a TLC, a 55-60% success rate among *identified illiterates* is achieved, this should be a cause of genuine satisfaction, provided there is no relapse.'
3. Has missed reporting essential data as the analysis items show.
4. Has not studied the inputs and their effectiveness. Main emphasis has been reporting the performance according to numerous variables, which seems to be of little practical value. In addition, has tried to study the perception of



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VTs and the community. The sum their responses is the same, the performance of TLC is good.'

5. Test paper is below standard.

### **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.

# Punjab



External Evaluation Reports of Total Literacy Campaign in India

# Punjab

## Background

1. **Project Proposal approved by NLM**

August 1997

2. **Implementing Agency**

ZSS

3. **Door to door survey**

August 1997

4. **Identified non-literates**

Age Group	Male	Female	Total
09-35	19,961	29,350	49,311

5. **Enrolment**

43, 859

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

October 1997

June 1999

( i.e. almost immediately after the sanction of Project )

7. **Date of External Evaluation**

July 1999

No gap between external evaluation and end of teaching.

8. **Report Submitted**

September 1999

9. **Period of teaching upto External Evaluation**  
20 months ( envisaged period 9 months )
10. **Evaluating Agency**  
Himalayan Region Study and Research Institute, Delhi  
Project Director : Dr. G.D. Bhatt
11. **Appointed by**  
NLM / ZSS
12. **Major stated Objectives of External Evaluation**  
Evaluation of learning outcomes

### **Methodology Adopted**

13. **The Universe**  
P III
14. **No. of learners in the Universe**  
33, 277 i.e. 76% of the enroled had completed P III
15. **The sampling technique**  
7.8% sample was drawn from all the 3 blocks and all the municipalities. First, they were divided into 5 zones according to their geographical locations and a number of villages were selected from each one of them randomly. One stage simple random sampling. Has described the method in detail. However has not given the total P III learners in different blocks. This is why it is not clear why the sample consisted of only 511 learners in Aur block; and 638 in Banga block. ( P15 )
16. **Size of Sample**  
Planned : 7.8%  
Actual : Almost the same
17. **The Test Paper**  
Seems according to the Guidelines, (only the Gurmukhi versions were given). The reading comprehension passages seem unduly long running into 95 words. Generally they should consist of no more than 50 words.

**18. Test Administration**

14 well qualified and experienced TAs were engaged from outside the district. The project director and another staff member of the agency remained in the field throughout the 6 days.

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

**Organisation** - The DC and secretary ZSS were Committed persons. The committees from the district to the village level worked well. Even the VEC proved a dynamic body and tried to motivate the learners. In most of the districts, the VEC only exists in name and is a sleeping partner.

**EB** - Has said that innovative new strategies were used for EB. The items of EB and the methods were the same as elsewhere. There were no new items. However, EB seemed to be quite effective. People of all walks of life participated in offering their services and money as well. The effect of EB could be seen in high enrolment and high percentage of learners ( 76% ) completing P III.

**Training** - Did not do the assessment of the effectiveness of training at different levels, except observing that most of the functionaries could not explain what the IPCL method was or what was its relevance. The other observation that *'the teaching /learning process generated meaningful interaction between the learners and the volunteers,* is rather vague.

**Teaching / Learning** - Only description of materials, no assessment of the process of teaching.

**MIS** - Found the flow satisfactory and ZSS using the information to improve the campaign.

## **Findings**

**20. Attainment of NLM Norms :**

**a) Against learners in the sample**

96.4% ( tested alone )

89.3% ( tested + absentees )

**b) Against enrolment**

67.8%



- c) **Against total non-literates in the district i.e. by TARGET**  
60.3% (Minimum satisfactory pass percentage - 55% )
- d) **Testees turn out**  
85% (required 70% )
- e) **Proxy learners**  
12%
- f) **Method of calculating district success rate**  
According to the Guidelines, reasons for high attainment: Committed leadership and the interest taken by different section: of society, massive EB activities, a good training set up and timely receipt of supplies.

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

#### **Strong Points :**

1. Short report, avoiding cluttering it with unusable information and data.
2. Chapterisation, as has been recommended. Executive summary having only essential information, background data page present.
3. District profile is useful and interesting, showing the prosperity of the area and its relatively high literacy rate.
4. Has assessed the effectiveness of the organisational, set up and the EB activities but not that of the training program and teaching / learning.
5. Has reported the district result in the form of T2 of the Guidelines without making unnecessary amendments in it and has avoided including numerous unnecessary and unusable tables.
6. Has discussed the reasons of high attainment.

#### **Weak Points :**

1. Has not paged the tables and annexures which make it time consuming to locate them.
2. Uses the term 'Neo - literates' in place of 'learners'.



### Action by NLM

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

- Using the term 'Neo - literates' in place of 'learners'.
- Attributes certain recommendation to the Ghosh Committee as a matter of routine. Though Ghosh Committee had to do nothing with those recommendations.
- Mentions in every report in test paper had a fair amount of local flavour which is totally incorrect.

Further evaluation work may be assigned to this agency.

### District Profile

Total Population	17.23 lakh ( 1991)
Males	8.96 lakh
Females	8.271 lakh
Rural	10.21 lakh
Urban	7.02 lakh
Literacy Rate	53.6% (1991)

### The LC

The Literacy Campaign was controlled by a special Literacy Campaign Cell under the direct supervision and guidance of the District Collector. The Additional collector (Development) was made overall incharge of the Campaign. He was assisted by the Chief Planning Officer in the matters of planning, management and technical supervision. Coordination Committees at District, Panchayat, and Gram Panchayat level were formed for overall supervision, monitoring, resource mobilization, motivation and management issues.

### The Target

The target of LC, Ajmer was to provide functional literacy to all illiterates in 7-40 age-group. Their number according to Bench Mark survey conducted in Nov. 1990 was 3,04,926 in the urban areas.

## **Resource Mobilization and Training**

The IPCL material produced by SRC, Jaipur was used in the learning centres.

## **The Internal Evaluation**

The first Internal Evaluation of this campaign was conducted independently by the LC Cell in May 1992. It was reported that 2,93,863 or 86% of the total learners enrolled at the end of the programme passed the test. Another Independent evaluation was carried out in August 1992 by the team of M.D.S. University, Ajmer on Random sampling basis and the outcome was reported as 90.46 per cent.

## **The External Evaluation**

The External evaluation of LC was conducted by a team of 5 experts under the leadership of Sh. B.C. Rokadiya.

## **Evaluation Design & Methodology**

A representative sample of the 6394 learners, based on four stars i.e. rural, urban, males and females was drawn on Random Sampling basis.

## **Cut-off Point**

E.E.T decided securing of atleast 80% of the total marks for attainment of desired minimum level of literacy by the learners.

## **The Findings**

Thus the total outcome of the external evaluation was 89.22% which was close to the evaluation results of internal sample evaluation done by M.D.S. University, Ajmer earlier in Aug. 1992.

## **Children Enrolled in Schools**

It was reported that as a result of LC, the enrolment in primary schools in the district increased by 67,000 in 1991-92.



### **Some Observations by EET**

1. Looking at the enormity of the problem of illiteracy in the context of Ajmer district, the task appeared to be arduous. However, achievement in terms of coverage of the target population and level of literacy attainment is an indicator of a significant stride of LC Ajmer to achieve its goals.
2. Records were maintained systematically, particularly at the village/ward level and at the district level in the LC cell.
3. Abundance of resource mobilization indeed took place during the LC process by eliciting public participation and public contributions to meet the massive requirements of LC. The LC Mission succeeded in linking large segments of population, govt. officials, school teachers, engineers, housewives, scouts, ex soldiers, retired persons, volunteers and social workers with the societal Mission. A number of voluntary agencies were also involved in LC implementation.
4. Teaching learning process was made more effective by improvised material and a variety of 'modes' for training to meet the immediate needs.
5. This is a pre-Guideline evaluation done by an unempaneled agency.

# Rajasthan



External Evaluation Reports of Total Literacy Campaign in India

# Rajasthan

Bundi

## Background

1. **Project Proposal approved by NLM**  
Date not mentioned

2. **Implementing Agency**  
ZSS

3. **Door to door survey**  
Date not mentioned

4. **Identified non-literates**

Age Group	Male	Female	Total
Not Given	Not Given	Not Given	2,23,544

5. **Enrolment**  
2,04,578

6. **Teaching Started**                      **Teaching Continued upto**  
Not Given                                      Not Given

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

8. **Report Submitted**  
April 1999

9. **Period of teaching upto External Evaluation**  
Cannot be calculated

10. **Evaluating Agency**  
Environment, Communication and Social Research Group, Bhopal.  
Project in-charge : Mr. Sachin Kumar Jain.

**11. Appointed by**  
NLM / ZSS

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

- Evaluation of learning outcome.
- Study of the impact on social life of Bundi.
- To provide academic inputs into the policy and planning of literacy campaign.

**13. The Universe**

Current learners, among them there were 1,31,373 P III learners.

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

1,55,805

**15. The sampling technique**

Has devoted about 800 words to explaining the methodology of correct evaluation, defining random sampling and giving gist of the suggestions given in the Guidelines regarding sample size. But has given no clear picture of how the sample was drawn, except that the planned sample size was 10,016 and a sketchy information regarding how the sample size was drawn, way back on P28.

**16. Size of Sample**

Planned : 10,016 or 6.4%

Actual : 5,594 or 3.6% ( required minimum 5% )

**17. The Test Paper**

Not enclosed, hence its standard cannot be judged.

**18. Test Administration**

There were 20 TAs plus 3 persons from the agency. Has described in great detail the qualities a TA should have including good health, arguing power, intellectual honesty, refined manners, balanced talk and so on but has omitted to mention who were they and from where were they recruited.

Therefore it is not known if they belonged to the same district and involved in the campaign or otherwise.

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

**Organisation** - Has described the normal administrative setup in great detail, starting from DAE upto village level, even mentioning the membership of ZSS. But has done no assessment of its functioning.

**EB** - Same approach. Only description of items but no assessment of its effectiveness.

**Teaching/learning material :-** Has critically examined some aspects e.g. there was a long gap between start of teaching and printing the primers. The supply was irregular, these affected the enthusiasm of VTs - suggests that content related to Bundi and joyful reading would have made the primers more effective.

## Findings

**20. Attainment of NLM Norms :**

**a) Against learners in the sample**

85.55% ( tested only )

66.66% ( tested + absentees )

**b) Against enrolment**

50.69%

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

46.46% ( Minimum satisfactory pass percentage 55% )

**d) Testees turn out**

55.8% (required 70% )

**e) Proxy learners**

22.7%

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

According to the Guidelines

Reasons for high/low attainment

Has not studied



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

### Strong Points :

1. Has avoided unnecessary district profile details.
2. Has shown the percentage of enrolled learners completing different primers:
  - P I was completed by 77.39%
  - P II was completed by 70%
  - P III was completed by 64%
3. Has reported some interesting and useful findings. For example :-
  - 70% of the learners were inspired by themselves and encouraged others to join the centres. E. B. activities seem to have played little role in this respect. (P68)
  - VTs did give homework but there were few in the family who could help. (P68)
  - 27% wanted to continue their education upto 10<sup>th</sup> class and 32% upto 12<sup>th</sup> (P69)
  - Preferred subjects of study were.
    - a) Language by 62%
    - b) Related to agriculture by 85%
    - c) Related to law by 91%
    - d) Related to religion by 23%
  - When the VTs were absent there was hardly any work in the centre. 92% went black home. (P74)
  - 30% said that if they faced any problems in classwork, the VTs did not help. (P77)

### Weak Points :

1. Language needs thorough editing. At places even the meaning is not clear e.g.: -
 

**P11** - Costwise education imparting system had also prevailed there.

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- P16** - We found that irresponsibility in the regard may be a cause of social casualty. 'With the help of these materials we could have been in the universe of hypothesis.'
- P20** - Under the test paper of language in reading section from sentences were asked to judge the ability of reading of neo literates.
- P36** - As far as sample error is concerned it is high as 2.07% which is quite lower than the maximum limit.
2. While reporting the inputs, describes the normal administrative pattern in great detail, starting from DAE to the village level giving even a list of ZSS executive members. But has not assessed at all the effectiveness of its functioning. Same approach with E. B. Only listing of the usual items. Has left out altogether the training of functionaries and teaching / learning process.
  3. Has omitted to include several important item, of information, like the date of the sanction of the project, start and close of teaching, even the date of undertaking the evaluation. Since the report was submitted in April 1999 it must have been undertaken in late 1998 or early 1999. When it had already been conveyed to all agencies that *the universe will be P III learners*, but the agency took the *current learners as the universe*.
  4. It was better to avoid long lectures about evaluation methodology, random sampling, sample size. Similarly either the purpose and use of the following tables should have been explained or they should be left out :
    - T.1 Distribution of villages according to medical facilities, drinking water, post and telegraph, market etc. available in them.
    - T.2 What proportion of rural population benefitted from them.
    - T.3 Sex ratio since 1901
    - T.4 Sex ratio for rural and urban population since 1901.
    - T.8,9 Literacy rate ( 7+ ) of each block and town.
- P65** How many learners the members had in their family, who was the family head, the educational status of family members.

### 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.

# Rajasthan

## Background

1. **Project Proposal approved by NLM**

December 1996

2. **Implementing Agency**

ZSS

3. **Door to door survey**

March 1997

4. **Identified non-literates**

Age Group	Male	Female	Total
15-35	81,372	1,51,286	2,32,658

5. **Enrolment**

2, 07, 277

6. **Teaching Started**

June 1997

( i.e. teaching started after  
6 months of project sanction

- Teaching Continued upto**

December 1998 ( But 29% of the  
Learners were learning till  
evaluation date. )

7. **Date of External Evaluation**

February 1999 (i.e. only 2 months from the date of conclusion of teaching)

8. **Report Submitted**

May 1999

9. **Period of teaching upto External Evaluation**  
18 months ( envisaged 9 months )
10. **Evaluating Agency**  
Department of Public Administration, Lucknow University  
Project in-charge : Dr. C. P. Barthawal.
11. **Appointed by**  
NLM / ZSS
12. **Major stated Objectives of External Evaluation**
  - Learner evaluation.
  - To evaluate the impact of the campaign.

## **Methodology Adopted**

13. **The Universe**  
P III Learners
14. **No. of learners in the Universe**  
1, 76, 764 ( i.e. 76% has completed P III )
15. **The sampling technique**  
One stage simple random sample giving representation to different social categories ( SC, ST, OBC etc.), village/ward last unit of sample. To minimise error, 3 samples were drawn. Then after discussion among team members, the best sample was chosen.
16. **Size of Sample**  
Planned : 12, 410  
Actual : 11, 670 ( quite adequate; as a matter of fact only 8, 888 i.e. 5% of Universe was required )
17. **The test Paper**  
According to Guidelines
18. **Test Administration**  
12 qualified faculty members formed the evaluation team. In one day, 6

villages + wards were evaluated. The evaluation team consisted not only of faculty members but officials connected with the campaign as well. This was somewhat unusual-to let the same officials conduct the test who were part and parcel of the campaign, even though two staff members were present in every team. Each testee was first verified from a list provided to the team. ZSS itself ensured that proxy learners did not appear.

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

- Excellent coverage of organisational and supervisory inputs. Has commented on the effectiveness of both and has suggested improvements in them. Has shown that the district had accepted the suggestions of the concurrent evaluation and made effort to remove the short comings. Has described the involvement of the DC in detail.
- Has given a detailed description of the seemingly quite effective EB activities. The collector himself walked 115 Km on foot to spread the message of the campaign. Wherever he went the people joined him spontaneously and started walking with him. Thus in a manner it took the Kerala Kala Jatha form. The learners wrote about 400 letters to the collector regarding specific problems of their villages and the collector replied to each of them personally. The traditional invitation system of sending yellow rice to invitees was adopted. Yellow rice was sent to each and every home of 2,32,658 learners inviting them to the literacy class. The evaluator would have done well to examine the effect/contribution of the EB effort. In what manner it helped the campaign. According to the KRPs, RPs and other interviewed by the agency (N=132) 'the contribution of people's representatives was very little' and according to 88.66% of the VTs interviewed (N = 219) their main problem, as usual, was that the participants were not interested in coming to the centres.

**Training** - Did not do its assessment in depth. Only reported the views of KRPs, MTs and VTs that the training was satisfactory. Their responses should have been probed and the training curriculum should have been studied.

**Supplies** - Examined the position and found that although teaching/ learning materials were printed in sufficient quantities, the supply was not on time in several centres. But the supply in urban areas was upto the mark.

- Makes a very interesting observation that only 43.10% of the planned budget was spent on teaching / learning material yet there was no shortage of it



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anywhere. Some probing was required. Similarly only 40% was spent on EB. as local rich people ( specially Marwaris) contributed to the campaign.

### Special Impact

- This is to be studied in PLP / CE. But since the authorities asked for it's study, the evaluator included some questions in the TP itself to assess social awareness. Most of the questions were in typical U.P. Hindi and some, rather vague. E.g.:

राष्ट्रीय एकता और देशभक्ति के विषय में बताइये? इस विषय पर नवसाक्षरों से कुछ सरल प्रश्न पूछें 4. क्या आपको निम्न के विषय में ज्ञान है? शरीर प्रतिरक्षा / स्वास्थ्य / स्वच्छता

The evaluators report that all the 11, 670 learners were asked these questions. Since the answering of these battery of awareness questions was in addition to solving the TP, it seems that the Churu testees had limitless time and patience! However major and important awareness responses reported were

:

Issues	% giving positive answers
1. National unity and integrity	71.52%
2. Nationalism and patriotism	69.40%
3. Health and hygiene	59%
4. Cleanliness	59%
5. Environmental conservation	59%
6. Village panchayats (local bodies)	59%

### Findings

#### 20. Attainment of NLM Norms :

- a) **Against learners in the sample**
  - 71.52% ( tested only)
  - 69.40% ( tested + absentees )
- b) **Against enrolment**
  - 59%

- c) **Against total non-literates in the district i.e. by TARGET**  
52.7% ( Minimum satisfactory pass percentage - 55% )
- d) **Testees turn out**  
94% ( Required 70% )
- e) **Proxy learners**  
NIL
- f) **Method of calculating district success rate**  
According to the Guidelines

### Reasons for high attainment

Has not specifically stated. But it seems it was mainly due to a highly committed Collector and relentless efforts made by him.also due to the corrective also due to measures taken by the district to overcome weaknesses pointed out by the concurrent evaluation, and due to devotion and hard work of MTs.

### Comments on the Evaluation Report and Suggestions for Further Action by the District

#### Strong Points :

1. A well-written, to the point report presented in a manner that essential information can be easily located.
2. Gave a very useful information-that though the teaching was officially over by December 98,29% of the learners were still learning till the evaluation date i.e. February' 99.
3. Has discussed, in great depth, the organisational and the management system, showing that on the whole they were quite effective.
4. Has carefully studied the budget and the expenditure and has commented on different items of expenditure.
5. Has interviewed quite systematically a large number of persons to elicit their opinion regarding relevant aspects of the program. Analysis of some of the responses are given below.
  - a) 132 KRPs, RPs, MTs and observers were of the view that :

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- Teachers should not be used in the campaign as the school work suffers.
  - The contribution of other govt. departments was not much. Similarly, the contribution of people's representatives was very little.
- b) Replies of MTs and VTs showed that they were satisfied with their training. Some probing should have been done to show the training goals and to what extent they had achieved them, could they recall the essential steps in teaching, how did they teach actually and so on.
- 247 VTs were interviewed and 56% said that they were motivated by the VEC and 29% by EB. This was an interesting finding as these are generally rare sources of motivation.
  - A very interesting table (P28) shows that the VTs used the following methods to ensure attendance in the class :
    - a) By taking daily attendance      N = 239      97%
    - b) By encouraging them              N = 247      100%
    - c) By punishing them (?)              N = 18      7.3%

The agency did not report the outcome of the above measures. Did the attendance actually improve?

### Problems faced by the VTs

Problem	N =	%
a. Learners not interested	219	89.0%
b. Lack of facilities	132	53.4%
c. Absence of quality teaching material	57	23.0%
d. Bringing learners to the center by force or under duress	241	97.6%
e. Being forced to work as VT	38	14.0%

6. Has shown in detail the position of learners reading different primers at the end of October' 98 and in February' 99. The figures show that there was progress from one primer to another.



**Weak Points :**

1. Visited the district three times. The first visit was to discuss the evaluation process. The third visit was to administer the test. The second visit was paid before administering the test. In this visit the team visited remote villages and talked to the learners asking them G. K. questions. Even assessed their literacy ability in a simplified manner. It is good that the agency paid so many visits to the district. The purpose of second visit is however not very clear, neither the agency has stated in what manner it used the knowledge and information thus gained since this step is seldom taken by agencies. The knowledge would have been useful to others.
2. Drew a sample of 12410 on the basis of the target learners and not on the basis of the universe, which would have been only 8888. However no harm was done as a greater instead of a smaller sample was the result.
3. Instead of using P III learners in the table, has still used the term current learners, which is confusing. The term *current learners* is used for P I learners + P II learners + P III-almost-completed learners.

**Action by NLM**

1. On the whole evaluation has been done according the Guidelines baring the following shortcomings:
  - Using the term current learner instead of PIII learnerFurther evaluation work may be assigned to this agency.

# Rajasthan

## Background

1. **Project Proposal approved by NLM**  
June 1996
2. **Implementing Agency**  
ZSS
3. **Door to door survey**  
May 1996
4. **Identified non-literates**

Age Group	Male	Female	Total
	1,14,000	75,000	2,29,000

5. **Enrolment**  
1, 89, 000
6. **Teaching Started**                      **Teaching Continued upto**  
March 1997                                      Not Given  
( 18 months after the sanction of project )
7. **Date of External Evaluation**  
January 1998  
( i.e. after 9 months of the start of teaching. )
8. **Report Submitted**  
March 1999
9. **Period of teaching**  
Did not give the close of teaching date.

10. **Evaluating Agency**  
Media Research Group, New Delhi
11. **Appointed by**  
NLM / ZSS
12. **Major stated Objectives of External Evaluation**
  - Evaluation of learning outcome

### **Methodology Adopted**

13. **The Universe**  
Very confusing but seems that current learners i.e. P II & P III completers.
14. **No. of learners in the Universe**  
85,000
15. **The sampling technique**  
One stage simple proportionate random sampling i.e. required no. of villages/wards were randomly selected from each block / town area.
16. **Size of Sample**  
Planned : 6,000  
Actual : 6,180 (No. of P III learners was calculated in September, by the time the evaluation took place in December, no. of learners had increased )
17. **The Test Paper**  
Four sets of test paper were used but only one of them was enclosed with the report. Therefore it cannot be judged to what extent they were parallel. The reading and writing part of the test paper was rather weak. Has departed from the Guidelines.
18. **Test Administration**  
19 TAs were recruited from 'Jaipur / Dausa'. Did not clarify how many were recruited from Dausa, and who were they. However, mentions that each team of three to four was supervised by MRG Research and field executives. The ratio between TA and Testee was 1:25.

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

**Administration** - Has described the system and has commented on the basis of interviews that the committee and the functionaries did play their role.

**Training** - '91% of the functionaries felt that the training helped them to perform their functions, 78% said that they knew how to teach through the IPCC method.' But did not actually check / observe the teaching.

**E. B** - Has commented that the activities reached village level and both learners and people participated in them. Several persons even recalled the items. Has not shown its effect on public participation or on the campaign or on learners' motivation : 49% of the learners said that they were motivated by the ZSS officials, 27% by teachers / village pradhan and 45% were self motivated. None said that they were motivated by E.B. activities.

**Teaching / Learning** - Has covered teaching / learning activities in considerable detail including frequency of classes held, learners in centres, average attendance ( but has not checked the verbal responses with records), average time spent by learners in classes, whether the TPs in the primers were solved (again did not check in the primers whether they were solved ). Did an excellent job in checking the readership of 'new literate bulletin' which few agencies do. Found that 30% read all the issues, 21% none. Gave quite useful piece of information regarding what type of items the learner preferred to read:

70%	stories
49%	jokes / humor
42%	poems
17%	about the campaign and development news
28%	about better health
18%	about animal care
45%	about better agriculture

This supports other findings that light subjects are most preferred followed by better health and better agriculture methods.

## Social Impact

Interviewed 1,365 persons (learners, their parents, village leaders and project functionaries) and has reported the following results on that basis :-

- **Perception of the success of TLC** - 83% said that the campaign was very successful (on the other hand the district result was only 39.2%)
- 87% of learners said that TLC had helped them in gaining *literacy skills* (this was an obvious benefit, the entire program was meant to impart literacy skills)
- **Enrolment in Primary Schools has increased** (has given no school enrolment figures to check responses)
- Has improved self confidence.
- 84% said that **TLC has increased their knowledge about new agricultural practices** (though T3.2 shows that only 1.5% of the learners and parents said that there was some 'activity' in the classes about agricultural practices).
- 89% said that they had become **more aware about development program** (though only 3.5% had said that there was some activity in class in this respect)

## 20. Attainment of NLM Norms :

- a) **Against learners in the sample**  
73.2% (tested only)
- b) **Against enrolment**  
72.1%
- c) **Against total non-literates in the district i.e. by TARGET**  
39.2% (Minimum satisfactory pass percentage 55%)
- d) **Testees turn out**  
113% (as the number of universe has increased by the time the evaluation was conducted)

e) **Proxy learners**

5.7%

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

According to the Guidelines ( though did not use T2 format for reporting the overall result ).

## **Reasons for low attainment**

Has not discussed the reasons.

### **Strong Points :**

- 1 Has done very well to study effectiveness of all the necessary inputs supervision, training, EB, teaching / learning ( though has relied on verbal responses only ).
- 2 Has given, in detail, primer completion positions :-  
P I was completed by 1.62 lakhs learners - March - May' 97  
P II was completed by 1.20 lakh learners - June - August' 97  
P III was completed by 0.92 lakhs learners - September 97 - December 98  
Has not analysed this very useful data which shows that about 70, 000 had either dropped out between P I and P III, or could not complete P III and that it took about 3 months to complete PI and PII but something went wrong with the campaign, that P III was completed in 15 months.
- 3 The ratio between TAs and testees was 1:25. This was quite a good ratio, as most agencies do not engage so many TAs.
- 4 Has shown the sources of motivation of VTs. Most of them were motivated by ZSS officials, school teachers and village pradhans or were self motivated. None mentioned that he was motivated by E.B. activities.
- 5 Has studied the different aspects of teaching / learning specially the readership of the News Bulletin. ( See item 19 )

### **Weak Points :**

- 1 Executive Summary runs into 13 closely typed pages.

2. Page after page has been devoted to give stereotype profiles of the functionaries, learners and even parents of learners, by sex, marital status, age, occupation, family income, caste and religion. No attempt has been made to show what effects these variables had on the performance of learners.
3. Uses the term *neo-literates* instead of learners. This creates confusion in the understanding which group is being referred to e. g. 'MRG proposed to administer test to 6,000 neo-literates'. There was no need to test *neoliterates*. Test is given to non-literates to judge if they have attained the NLM literacy norms.
4. Test was administered to all neo-literates who had completed P II. This was technically incorrect to do when the universe was PIII learners.
5. Did not assess the effectiveness of E. B. Has spent quite some time in describing just the well-known and obvious aspects of the primers, e.g. which primer introduces which skills. In assessing the effectiveness of certain inputs, has depended mostly on verbal responses. Did not check them in the field or with secondary data. ( e.g. reported attendance and frequency of class meeting could have been checked in the attendance register. )
6. Four TPs were made but only one was enclosed. Writing and reading parts were defective. In writing, marks were allocated to *copying* whereas no mark has to be given for copying. Letter writing was given 10 marks instead of 15.
7. Five marks were allotted just for reading very simple words like 'Udhar', 'Ainak', etc. Instead of testing the recognition of *symbols*, the test was to recognise the picture of a scale and a lion. In the reading portion of comprehension question, instead of allotting 8 or 4 or 2 marks, 8 full marks were allotted to reading alone.

### Action by NLM

- 1 On the whole evaluation has been done according the Guidelines baring the following shortcomings:
  - Using the term neo-literates instead of learner.
  - TPs defective.

Further evaluation work may be assigned to this agency.



# Rajasthan

## Jalore

1. **Project Proposal approved by NLM**  
July 1996

2. **Implementing Agency**  
ZSS

3. **Door to door survey**  
January 1997

4. **Identified non-literates**

Age Group	Male	Female	Total
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5. **Enrolment**  
3, 17, 729

6. **Teaching Started** August 1997  
**Teaching Continued upto** April 1999  
( i.e.13 months after the sanction of project )

7. **Date of External Evaluation**  
March 1999  
No gap after close of teaching.

8. **Report Submitted**  
May 1999

9. **Period of teaching**  
20 months ( envisaged 9 months )



- 10. Evaluating Agency**  
Department of Social Work, Lucknow University, Lucknow  
Project Incharge ( field ) : Prof. R.B.S. Verma
- 11. Appointed by**  
NLM / ZSS
- 12. Major stated Objectives of External Evaluation**
- Evaluation of learning outcome
  - To provide academic inputs into the policy and planning of literacy
- 13. The Universe**  
Current learners ( i.e. P 11 completers and P 111 learners )
- 14. No. of learners in the Universe**  
2,50,639 ( 78,936 P II completers, 1,71,703 P III learners )
- 15. The sampling technique**  
Proportionate stratified random sampling. Also purposive sampling to give representation to areas having a sizeable population of SC and ST.
- 16. Size of Sample**  
Planned : 14,169  
Actual : 11,592 ( adequate )
- 17. The test Paper**  
According to the Guidelines. Only one TP was used
- 18. Test Administration**  
Did not mention how many TAs were used and where they were recruited from. Has given a detailed description of the testing situation - seating arrangement, checking the identity of testees, crowd control, checking of proxy testees etc.
- 19. Assessment of Inputs/Social Impact, if any**  
E. B. - Has observed that EB was irregular, routine type and covering large

villages only. Urban areas were covered much less. Because of not using local and simple language, the publicity news magazines and even paid hoarding, did not prove to be an effective communication medium.

**Management** - A well-knit administrative structure was set up, various committees met regularly, discussed problems and prepared reports on that basis for higher authorities. However, district level coordinators did not pay adequate visits to the field. In the meetings, activities were discussed but effectiveness not evaluated. The village level organisations like VEC, Mahila Mandal, Yuva Mandal did not play their expected roles.

**Public participation** - Quite good. Cash money was donated by a few panchayats and a VA. Notable contributions in kind were made by different panchayat sarpanches and individuals in the form of kerosene oil, lanterns, lamps, refreshments in meetings, audio cassetts, books, uniforms, bags, 372 steel glasses for learners appearing for the test.

**Training** - content, method and effectiveness left out.

**Teaching / Learning** - process, analysis of teaching / learning materials not done.



**20. Attainment of NLM Norms :**

**a) Against learners in the sample**

71.13%

**b) Against enrolment**

Did not calculate

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

48% ( Minimum satisfactory pass percentage 55% )

**d) Testees turn out**

95% ( as the number of universe has increased by the time the evaluation was conducted )

**e) Proxy learners**

4.5%

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

Did not use the pattern of T2 the Guidelines. Has only given sample figures in its T3 ( which shows the overall result of the campaign ). Has not explained how the district result was worked out.

**Reasons for high attainment**

Did not discuss. But it appears from the report that public participation was quite good. But E. B. was irregular and the role of administrative officers could have been better.

**Comments on the Evaluation Report and Recommendations for Further Action by ZSS, Jalore****Strong Points :**

1. No unnecessary details about the district. Some information is given only in form of figures. Starts dealing with the main evaluation immediately.
2. Has not listed the E.B. items and organisational structure, but has critically examined their role and effectiveness.
3. Similarly has given a detailed account of the testing situation including the difficulties and problems faced.
4. To measure the comprehension of the reading passage ( Q5 ) other agencies ask the learners to write down the answers in the space provided. But this agency has given alternative choice and asked the learners to tick the correct answers e. g. :

Ab auraten kahan kaam karti hain ? ( Where do women work now )

Kewal ghar mein ( only in home ) -----

Kewal ghar ke bahar ( only outside home ) -----

Ghar ke bahar aur gher mein bhi ( even outside home ) -----

This seems quite a valuable departure. The only problem would be answers given by faked learners cannot be checked. If it is given in writing it can be checked by comparing the handwriting in other questions.

5. Has made various suggestions to improve the campaign in the following areas. ( P61 )
  - Release of funds to ZSS in various instalments and timings.



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- Touring of the district by NLM and SAAE representatives.
- Timing of concurrent evaluation and release of the third instalment to the district.

### **Weak Points :**

1. Though the evaluation was undertaken in March 1999, has used 'current learners' for the universe. By that time, it was decided that P III learners will comprise the Universe.
2. Has not mentioned who the TAs were. But it seems that there was no female TA amongst the team. That is why the agency left the testing of women observing 'purdah' to the VTs and MTs themselves, which was not a correct procedure.
3. The report would have been more useful if unuseable tables were avoided. For example :
  - a) Distribution of tested learners caste-wise, religion-wise, class intervalwise of marks obtained in every selected village and ward.
  - b) Distribution of VTs by age, sex, religion, caste and occupation in selected villages and wards.
  - c) Progress of learners in selected villages and wards according to VTs, sex, age, caste, religion. Out of 119 pages, almost 66 pages have been devoted to such descriptive details and tables. It would have been more useful for the organisers of the campaign if some light had been thrown on the teaching / learning process, frequency of class meeting, average attendance, dropout rates etc. But these aspects have not been studied in depth.

Suggests that the district should supply to the evaluating agency such detailed information, before the contract is signed, as names of all PII, P III learners in the district with their sex, religion, caste, tribal status, village-wise. Similarly the district should supply to the agency the names of all VTs, MTs with their caste religion, sex, age, occupation and income. This would be an unnecessary and stupendous task for the ZSS. Such information is not necessary for the sampling frame nor for any practical conclusion, and neither for the direction of the campaign. Information useful for planning and conducting the campaign-teaching/ learning, training, supervision etc can be gathered from the sample

villages while visiting them as most agencies do.

4. Has reported the impact of the campaign on the life of the learners and the community on the basis of discussion with learners and functionaries. Shows that there was no aspect of the life which did not get a boost or saw positive improvements in them due to the campaign. These included :
  - Improvement in school enrolment.
  - Improvement in widow, old age, handicapped pension programmes.
  - Improvement in birth control, reduction in infant mortality rate.
  - Reduction in atrocities against women except in cases concerning dowry.
  - Improvement in banking schemes for SC/ST, training of youth in agricultural practices and so on and so forth. It has been suggested in the Guidelines that evaluations of social impacts is to be done during the PLC/CE when inputs to improve social & economic life would be provided. Since little such inputs are provided during TLC, the agency should have shown how such tremendous social impacts took place, who and what were the agents of change. Only then these reported impacts due to literacy would have been more convincing and reliable.

#### **Action by NLM**

- 1 On the whole evaluation has been done according the Guidelines baring the following shortcomings:
  - Fill un useable tables.
  - Using the term current learner instead of PIII learner.
  - Shows tremendous social impact of the campaign without any supportive data.

Further evaluation work may be assigned to this agency.



# Rajasthan

## Background

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

2. **Implementing Agency**  
ZSS

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

4. **Identified non-literates**

Age Group	Male	Female	Total
15-35	64,087	1,79,170	1,83,257

( To be found way back on P 52 )

5. **Enrolment**  
1,34,998

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

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

8. **Report Submitted**  
May 1999

9. **Period of teaching upto External Evaluation**  
Cannot be calculated.

**10. Evaluating Agency**

Indore School of Social Work, Indore.

Research Project Director : Dr. R.K. Sharma

Research Director of TLC Evaluation : W.S.K. Phillips

**11. Appointed by**

NLM / ZSS

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

- To assess learning outcomes
- To find out the correlates of successful learning outcomes
- To suggest measures for the implementation of PLC.



**13. The Universe**

Enroled learners i.e. those who completed P I, P II and P III.

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

1,34,998 (This is exactly the number of enroled learners).

**15. The sampling technique**

Though states that it was multi-stage proportionate random sample, it was essentially a one stage random sample - a number of villages were selected from each block. All enroled learners in each village / ward were tested.

**16. Size of Sample**

Planned : 5% of enroled

Actual : 4%

**17. The test Paper**

According to the Guidelines. An exact copy of the model TP printed in the Guidelines, so much so that the picture in understanding poster (Q No. 4), which by mistake was left out, also does not appear in the TP used by the agency.

**18. Test Administration**

Did not mention how many TAs were engaged, their qualifications and experiences and their place of recruitment. Also, did not mention how many persons from the agency were in the district and for how long. However 12 persons and 10 local participants have been thanked for serving as members of the team.

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

Only description of the administrative structure, training of functionaries, items of E. B., number of primers etc. No assessment of the effectiveness of any of the inputs. Except that under recommendations, it has been recommended in a general manner, that all inputs need improvement.

## Findings

**20. Attainment of NLM Norms :**

**a) Against learners in the sample**

81.97% ( tested only )

70.99% ( tested plus absentees )

**b) Against enrolment**

Same as target, as Universe and enrolment figures are exactly the same.

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

52.29% ( Recommended minimum satisfactory percentage - 55% )

**d) Testees turn out**

91.3%

**e) Proxy learners**

8.7%

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

According to the Guidelines.

## Remarks for high attainment

Did not elaborate. However the result of this district can not be compared with the



result of the districts which took P III learners as the Universe. In the calculation of the result of this district, the universe was taken as enroled learners. *The basis of calculating the district result is the total number of learners qualified out of total P III learners* and no. of P III learners is usually much less than enroled learners.



### Strong Points :

1. Has reported the relationship between the receipt and the completion of different primers. This information is important because as yet there is little firm evidence as to how long it generally taken to complete different IPCL primers. Though completion of primers depends on more than one factor; it appears from the information presented in T 8.2 to 8.6 that, *37% to 63% (mean 50%) of learners take 3 months to complete each primer.*
2. Has given detailed information about the budget. Total approved budget was Rs. 2.42 Crore (i.e. Rs.132/- per head), actual amount received was Rs. 1.64 Crore and the amount spent ( till Feb. 1999 ) was Rs. 1.31 crore i.e. only Rs. 71/-per head. Amount budgeted for E. B. was Rs. 17.31 lakhs but amount spent was only Rs. 6 lakhs. Similarly provision for training was about Rs. 1 crore, but only about Rs. 51 lakhs was spent on it. This shows that either these heads were over budgeted or the activities were made to suffer. However it was rather contrary to general experience that much less was spent on administration than provided - provided Rs. 33 lakhs and spent only Rs. 8 lakhs.
3. Has shown that all enroled learners (except 0.9%) had no previous education. (This information is however rather difficult to gather as the learners are usually advised by the supervisors not to reveal any previous education they might have had under the mistaken notion that only totally non-literate persons are to be enroled in the centres.)

### Weak Points :

1. Has not given the date of start and conclusion of teaching and also the date of undertaking the external evaluation. Similarly has not paged the tables, has not included the background data page or the executive summary, which makes location of essential information quite difficult.

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2. The report has become unnecessarily bulky. About 16 pages have been used in describing the geographical and demograph features of the district, achievements of the district in economic development, importance of literacy, expectations of NLM, giving the break-up of sample learners (sex, age, caste, occupation etc.) and repeating the same information under finding, and so on and so forth.
3. Instead of taking P III learners as the Universe, has taken all *enroled learners* as the Universe. Has also not shown if the *enroled learners* and *current learners* were the same. Selected Villages, it appears, have been shown in the block maps as shaded area (Key not given ). If so, it seems that the selected villages were located in one corner of the blocks and not spread out.
4. Constantly uses the term 'neo-literate' in place of 'learners'.
5. The report has a large number of tables whose purpose and use has not been explained, e. g.
  - T. 7.2 - Giving the occupation of different caste groups of sample learners.
  - T. 6.5 - Percent of learners having different occupations.
  - T. 6.6 - Giving the percent of learners belonging to different caste groups. (There is no table showing their percentage among the target or enroled leraners, so that some inference could have been drawn. )
  - T. 2.8 - Percent of sample learners belonging to different castes in different blocks. It would have been useful if the relation of such information was shown with teaching/learning or some other important aspect of the campaign.
6. According to the Guidelines, 10 tables would suffice to present the essential aspects of the literacy outcomes and the evaluation process. Instead has used 79 tables but seems to have missed essential tables like 2, 4 and 5.
7. Has reported that 45% of learners had poor level of awareness. Has not mentioned awareness of what. The schedule / questionnaire should have been included in the report to judge the appropriateness of the tools.

### 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. Further evaluation work may be assigned to this agency.

# Uttar Pradesh



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# Uttar Pradesh

Aligarh

1. **Project Proposal approved by NLM**  
July 1996

2. **Implementing Agency**  
ZSS

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

4. **Identified non-literates**

Age Group	Male	Female	Total
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5. **Enrolment**  
4, 02, 920

6. **Teaching Started** August 1996  
**Teaching Continued upto** March 1999  
( i.e. only one month after approval of project proposal )

7. **Date of External Evaluation**  
Date not given. But it seems that it was carried out soon after close of teaching.

8. **Report Submitted**  
August 1999

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

10. **Evaluating Agency**  
Dayal Consultants, New Delhi

11. **Appointed by**  
NLM / ZSS

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

- Assessment of literacy and social impact.
- To provide academic inputs into the policy and planning of the campaign.  
(However provided no academic inputs in the policy and planning. )

13. **The Universe**  
P III Learners

14. **No. of learners in the Universe**  
3,40,530 ( i.e. 80.3% target learners had completed P III )

15. **The sampling technique**  
Two stage simple random sampling, 12 blocks out of 17 and 39 villages from them. 5 wards were selected randomly. The villages were classified large, medium and small in term of learners in them, and a number of villages selected from each category.

16. **Size of Sample**  
Planned : 10,000  
Actual : 9,526 ( sample size adequate )

17. **The Test Paper**  
Sub standard test paper was used e. g.

**Writing** - Letter writing was dropped altogether. Inclusion of letter writing is a must.

**Reading** - No question on understanding of poster, symbols and following direction. 10 marks have been given for reading simple words i.e. without joint letters and long words whereas no marks are to be given for reading words. Another defect is that instead of 40 marks it has given only 30 marks

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as 10 marks given for knowing time is as a part of arithmetic.

*Arithmetic* - No borrowing sums and no problem sums.

### 18. Test Administration

2 TAs from the same district plus one member of the agency formed a team. On an average there were expected to be 180 learners ( 10, 000 - 55 ) to be tested at each testing point. *Therefore normally there should have been 5 TAs at each testing point instead of only 3.* However it seems that the testing process was well organised and the TAs faced no problems at the testing places.

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

- Describes administrative structure from district to village - no assessment of its effectiveness.
- No assessment of EB
- No assessment of teaching/learning
- No assessment of VTs training only sketchy description.

### 20. Attainment of NLM Norms :

#### a) Against learners in the sample

76.2% ( tested only )

65.80% ( tested + absentees )

#### b) Against enrolment

55.5%

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

52.8%. Has reported 55.6% because it has worked out the district success rate on the basis of enrolled. It should have been on the basis of target. (Minimum satisfactory pass percentage - 55% )

#### d) Testees turn out

72.8% ( Required 70% )

e) **Proxy learners**

9.6%

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

According to the Guidelines except that has worked out the district success rate on the basis of enrolled learners, whereas it should have been worked out on the basis of target non-literates.

- Neither studied the reasons nor assessed the effectiveness of the inputs to give insight into such a high result. May be the main reason of a high success rate was the use of below standard TP.

**Strong Points :**

1. No padding. A well-written, well-presented and to the point short report. The main report occupies only 45 pages which include lots of tables and visuals as well. Information about various aspects of TLC given under appropriate headings without much introductory lecturing.
2. Sample was drawn in the presence of Secretary ZSS and help of ZSS was taken in detecting proxy learners. .
3. Has shown that there was improvement in the marks obtained by of the learners from concurrent to external evaluation.

**Success Rate**

<b>Concurrent</b>		<b>Final</b>	
M	F	M	F
59.4%	57.2%	75.7%	75.6%

However the increase could have been due to better teaching and management or simply because the learners got more study time.

4. Did well not to delve into the study of 'social impact' as some agencies love to do, though in a hurry.

**Weak Points :**

1. Its weakest point is the use of a sub-standard test paper. See comments under item 17. The TP it used was so weak that its learning outcome cannot be trusted.
2. Has made some positive statements, which required supportive data and/or definite reliable examples. For example :
  - a) The TLC took steps to enhance general awareness, develop the occupational skills of learners, to give more power to women. Since such activities are seldom initiated during TLC, the agency should have furnished some proof.
  - b) After describing the simple administrative structure and that the MIS was stored at block and district levels, makes the following statement, which is difficult to digest, without definite proof. 'It was observed that the above activities have had a positive social impact on the rural and urban population in upgrading their general awareness, rights of women, skill development, income generation and better standard of living.'

**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

Bijnor

## Background

**1. Project Proposal approved by NLM**

Jan 1993 - in two phases

**2. Implementing Agency**

ZSS

**3. Door to door survey**

March 1995

**4. Identified non-literates**

Age Group	Male	Female	Total
	54,237	54,238	1,08,475

**5. Enrolment**

1,09,475 (Exactly the same as target)

**6. Teaching Started**

Jan. 1993

**Teaching Continued upto**

April 1999

**7. Date of External Evaluation**

May 1999 ( i.e. only one month after completion of teaching )

**8. Report Submitted**

July 1999

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

6 years 3 months ( envisaged 9 months )

**10. Evaluating Agency**

Center for Development Communication and Studies, Jaipur  
Project in-charge : Upendra K. Singh.

**11. Appointed by**

NLM / ZSS

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

- To evaluate learning outcome

**13. The Universe**

P III Learners

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

75,350 i.e. 69% had completed P III.

**15. The sampling technique**

One stage simple random sampling. From each block proportionate number of GPs were selected. (All sub-Units regarded as part of the GP). All P III learners in selected GPs were to be tested. But because of language problem throughout, the process, looks defective ; states, "we have treated P III learners as Universe from which a proportionate random sample was drawn." (Actually the *sample* was not drawn from the number of P III learners, but villages/wards were selected randomly as sample.)

**16. Size of Sample**

Planned : 4,101 ( i.e. 5.44% )

Actual : 3,204 ( i.e. 4.26% ) as against required minimum 5%

**17. The Test Paper**

According to the Guidelines.

**18. Test Administration**

15 TAs were engaged, a few from the district itself, but not associated with the campaign. They were supervised by agency staff and experienced TAs from other districts.

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

**E. B. :** Describes the items of inputs in detail and comments that in certain areas no EB activities took place for 2-3 years and in some areas it helped to revive the campaign which was dead.

**Survey :** Some non-literates were left out in the survey.

**Primers :** Envisaged as district specific, but not a single lesson on Bijnore. There should have been lessons on the history and culture of Bijnor.

**Training :** Not based on the primers.

**Supervision :** VEC ineffective. Even members did not know that they were members of the committee. The Program dragged on for 4 years mainly because of frequent change of collectors and lukewarm attitude of additional charge holders. The project functionaries were appointed just because of their official position and not because of their commitment to the campaign. The teachers, because of so many other burdens, did the supervision willy nilly. State directorate officers and SRC Lucknow staff visited the district a number of times.

**20. Attainment of NLM Norms :****a) Against learners in the sample**

63.6% ( tested only )

56.7% ( tested + absentees )

**b) Against enrolment**

Same as target and enrolment figures are the same.

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

39%

**d) Testees turn out**

78% ( Required 70% )

e) **Proxy learners**

7.4%

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

According to the Guidelines.



Not analysed but perhaps because of weak inputs. (See item 19 )



**Strong Points:**

1. It is a relatively short report, main body ending in 45 pages only, because it has included little unnecessary information.
2. Has not only described the inputs, but has also critically examined them.
3. Involved the ZSS in drawing the sample.
4. Gives useful information about distribution and completion of Primers. There was a gap of 25 months between the distribution of P1 and P11. This means that the study of PII started after 25 months of the completion of P1. This was mainly because the campaign had dragged on and on. P III was received by only 79% of the learners, though 98, 000 copies were distributed.
5. T-13 gives useful information about the success rate of Primers completed by the testees. Among the testees, there was none that had completed only PI. There were only 35 P II completers, out of whom 54.29% qualified; on the other hand, 66.69% P III completers had qualified.
6. T.19 also gives useful information. Out of 415 VTs in the sample units, 358 were interviewed. On an average they had 10 learners and 9 at the end of the campaign. This means almost no dropout. This indicates that data was not kept carefully. The teaching had dragged on for years and it is not likely that only one learner per centre had dropped out during this long period. This simply means that once a name is entered in the attendance register, it remains there as a permanent fixture.

7. Has studied the reason of absenteeism. Shows that all the reasons were genuine, except that 3.6% were not interested in appearing for the test may be because they were weaker students.

#### Weak Points :

1. The tables have not been paged, which makes it very difficult to locate them.
2. Gives the target and enrolment figure exactly the same - 1, 09, 475 in case of both. This means that the data furnished by ZSS was not examined.
3. Considers even routine types of drama as 'innovative experiment'. The drama in question is 'EK ENGINEER KI SHADI' based on the usual type of story that an engineer was being married to an uneducated girl.
4. Difference between the two sub-samples was quite significant ( 65.7% and 60.4% ). This means that there was bias in the evaluation process. Some explanation was called for.
5. Gives a contradictory reason for low attainment - 'This is so - because a majority of non-literates did not enrol or had dropped out' ( P44.) Whereas has shown in background data that enrolment was 100% ( Target 1.09,475; enrolment 1,09,475 ).
6. There are serious editing and language mistakes. A few examples would do.
  - a) Says on P22 that the interview schedule for VTs included questions to get the view of VTs about the whole program 'to make it more better in their locality'. In addition to language problems, there was not one question in the schedule (Annex 4) to get the views of VTs. This schedule was only meant to study the reasons of absenteeism from the test.
  - b) The entire report suffers from language problems. Examples :
    - As the non-literate survey in the district was one-day survey, *the migratory trends occupational pattern was not given...(P6)*
    - 'In Akarpur Tigri *the Press reporters told that the numbers of Primer were to be distributed was not proper*' ( P14 ).
    - 'Out of the total budget sanctioned on various heads *was* Rs. 2,85,93, 500. ( P 15 )

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- Other way it can be said that there is short in expenditure than the approved budget *because got more* than it should have got. The reason we collected is that the number was less *than the claimed* in the proposal' ( P16 )
- 'The sample G. Panchayats and urban wards ... *Was of various category* ( P21 ).
- The *number of teams was made looking to the number* of sample GPs.....' ( P 23 )
- '*Beside* above the sample *test paper were explained on how* to approach learners detection of Proxy learners.....( P23 ).
- 'The working **team** of each sample units **were** accompanied'(P23)
- 'The ZSS may devise some new strategies for E. B. , which should be 'area specific' and '*people centric*' which may be explored instead of *practicing* the model of ideal district of the country.'

### Action by NLM

- 1 On the whole evaluation has been done according the Guidelines baring the following shortcomings:
  - Not very clear about-sampling method.
  - Very Poor language.

Further evaluation work may be assigned to this agency.

# Uttar Pradesh

Farrukhabad

1. **Project Proposal approved by NLM**  
June 1993 - But formal sanction conveyed to the district in Oct. 1993.

2. **Implementing Agency**  
ZSS

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

4. **Identified non-literates**

Age Group	Male	Female	Total
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5. **Enrolment**  
3, 11, 800

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

7. **Date of External Evaluation**  
November 1996 to April 1997 because in the first round the turn out of the testees was very poor. So a second round had to be taken up after a wait of 3 months because of the potato sowing season.

8. **Report Submitted**  
Not mentioned. However, it has been reported that there was a long delay in the submission of the report.

9. **Period of teaching**  
Cannot be calculated as teaching dates not given.

**10. Evaluating Agency**

Asian Development Research Institute, Patna  
Project Director : Dr. P. P. Ghosh.

**11. Appointed by**

NLM / ZSS

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

- Learner evaluation
- To provide academic inputs into the policy and planning of literacy campaigns.

**13. The Universe**

P III Learners

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

2,30,700 i. e. 74% of the enrolled learners had completed P III according to ZSS figures, but sample figures show that only 38.7% had completed P III.

**15. The sampling technique**

The district had 14 blocks. First they were clubbed into 10. Proportionate simple random sampling. Village last unit of sample. However, had selected 10 more villages to cover sample loss.

**16. Size of Sample**

Planned : 10,000

Actual : 6,521 or 2.8% ( Required minimum 10,000 or 5% )

**17. The Test Paper**

According to the Guidelines.

However, TP2 seems to be slightly more difficult as far as the understanding of poster (4 marks) and symbols were concerned (2 marks). Few people would have understood from the visual the causes of their deprivation. What is apparent are the patches on their dress. The symbol of State Bank was perhaps beyond the understanding of rural learners, specially women.



## 18. Test Administration

The TAs team consisted of 5 persons from the agency and 20 locally recruited persons. They were however not associated with the campaign. They were divided into teams and each was headed by an agency person.

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

**Usual organisational structure :** Comments that the EC did not meet regularly perhaps because of the frequent change of the collector. The various committees from district to village hardly contributed to the success of the campaign. As a matter of fact, the entire campaign was run by a small body of government officials.

**Survey :** A one day survey has been recommended to create a stir in the district and thus become a part of environment building. This advantage was lost by Farrukhabad. The survey in both the phases took 5 months each. It was done by school teachers and not by local people. There was a considerable gap between '91 census figure and survey data. Comments that this indicates that the teachers did not take care to enlist all illiterates. It may be noted that there is generally a difference between the two: survey figures are smaller than census figure, though the difference may not be as great as in the case of Farrukhabad.)

**E. B. :** Describes them but has not studied their impact. Has however stated that according to VTs, there was no E. B. in about 3 out of 10 villages. 30% reported wall writing as the main E. B. activity in their villages. Only 24% reported that Kalajathas were organised in their villages. Some news of the campaign published in local newspapers.

**Training :** The training duration of different functionaries ( KRPs, MTs and VTs ) was drastically reduced from what was recommended by NLM e.g. the training of VTs was reduced to 5 days from the recommended 9 days. This means that the training committee of the ZSS did not fully understand the importance of training.

**Teaching / learning :** Has not studied the process and method of teaching except reporting that 41% VTs reported that only 5 or less number of learners and completed P III in their centres.

## Findings

### 20. Attainment of NLM Norms :

- a) **Against learners in the sample**  
20.7% (by testees only)
- b) **Against learners enrolled**  
15.3%
- c) **Against total non-literates in the district i.e. by TARGET**  
15.1%
- d) **Testees turn out**  
Not given. only says 'many learners did not turn up.' (Required 70%)
- e) **Proxy learners**  
Not given. only says 'there used to be a large number of fake learners.'
- f) **Method of calculating district success rate**  
Did not show the method of calculation. Has given the result only in percentage.

- Poor functioning of the administrative structure.
- Frequent change of the Collectors.
- Reduced period of training for trainers.
- Ineffective teaching as only 20.7% of the tested learners qualified.

### Strong Points :

1. Had shown in T2.1 that according to ZSS figures 74% of the enrolled learners had completed P III, but has shown at the same time that according to sample learners only 38.7% (T 4.5) were learning P III. This is very important

information as the calculation of the district result rests on the number of P III learners. Hence the correctness of this number is crucial to arrive at the correct district result.

2. T 4.5 gives another important information. It shows the health of the campaign: 98.3% had completed P I, 87.7% P II but only 38.7% P III. This means that as the campaign progressed supervision and control diminished so much so that 49% of the learners seems to have disappeared.
3. Has given the exact number of VTs interviewed to collect relevant information. It was 353 and quite adequate.
4. Has not only reported the organisational features of the survey and the training of functionaries but has also critically examined them as well. On the other hand only reported the E.B. activities but did not assess their impact.

#### **Weak Points :**

1. This is a pre - Guidelines report. Hence as was the practice at the time, it is full of unnecessary data (sex ratio, density and growth of population and so on ), covering 10 pages.
2. Two items of TP II seem much more difficult than the same items in TPI. Has allotted 8 marks for reading, whereas it should have been either 8, or 4 or 2 according to the manner of reading. However, the reading passage in both the TPs were identical in difficulty.
3. T 4.2 giving the break-up of sample learners sex-wise, religion and caste-wise and age-wise does not seem to be of much practical use, but it would have given some useful information if the age interval of learners was 15-35 and 36+. Because then it would have shown if sufficient number of learners were also studying at an higher age than 35 years. Instead, it has shown class interval 31-40 years and above 40.
4. All tables, shows the result only in percentages. Absolute numbers should also have been given so that it was possible to check the calculation.
5. Some tables, i.e. 4.4, reporting the receipt of different primers by male and female, by different age group of learners, and by Muslim and upper and lower caste of Hindus, do not give information of much use.

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6. The effectiveness of the campaign on the basis of achievement rate among P III completing learners is not quite correct. NLM hides the effectiveness of the campaign on the basis of the success rate of target learners.
7. Has neither described nor assessed the teaching/learning process.

### **Action by NLM**

- 1 On the whole evaluation has been done according the Guidelines baring the following shortcomings:
  - Contains to many tables, giving information of not much practical value.

Further evaluation work may be assigned to this agency.

# Uttar Pradesh

## Chaziabad - Phase II

- 1. Project Proposal approved by NLM**  
First Phase - October 1992  
Second phase - Started from July 1996

- 2. Implementing Agency**  
ZSS

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

- 4. Identified non-literates**

Age Group	Male	Female	Total
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- 5. Enrolment**  
91, 276

- 6. Teaching Started**                      **Teaching Continued upto**  
July 1996                                      Date not given.  
( i.e. teaching started without delay )

- 7. Date of External Evaluation**  
Sept. 1997

- 8. Report Submitted**  
March 1998

- 9. Period of teaching**  
Cannot be calculated.

- 10. Evaluating Agency**  
Council for Social Development, New Delhi.  
Project in-charge : M.K. Jabbi
- 11. Appointed by**  
  
NLM / ZSS
- 12. Major stated Objectives of External Evaluation**
  - Evaluation of learning outcome

### Methodology Adopted

- 13. The Universe**  
Enroled learners ( i.e. current learners )
- 14. No. of learners in the Universe**  
91, 276
- 15. The sampling technique**  
Total No. of enroled ( i.e. current ) learners was 91, 276. 5% of this number or 4, 560 learners constituted the sample size. To test them 25 villages from all the blocks were randomly selected. One stage simple random sampling.
- 16. Size of Sample**  
Planned : 5%  
Actual : 3.2% ( Required minimum 5% )
- 17. The Test Paper**  
According to the Guidelines. There seems to be problem with some of the questions. See 'Comments'.
- 18. Test Administration**  
A team of 11 TAs was selected from neighbouring districts to administer the test. Did not give any information about the role of the agency in test administration - how many members of the agency were present in the field and for how long.
- 19. Assessment of Inputs/Social Impact, if any**  
  
E. B. : Describes the activities. No. assessment of their effectiveness.

**Training :** Repeats only the well-known facts of 3 tier training. Gives dates of training. No information and analysis of training content. No assessment of the effectiveness of the training programme.

**Organisation and supervision :** Did not study.

**Teaching / learning :** Did not study.

**20. Attainment of NLM Norms :**

- a) **Against learners in the sample**  
62.9% ( Only by tested learners )
- b) **Against learners enrolled**  
Did not calculate
- c) **Against total non-literates in the district i.e. by TARGET**  
Did not calculate.
- d) **Testees turn out**  
83% ( Required 70% )
- e) **Proxy learners**  
17%
- f) **Method of calculating district success rate**  
Did not calculate.

Did not study

**Strong Points :**

1. A short report. Has avoided giving unnecessary, geographical, administrative and development data.

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2. Has shown ( in T 2.5 ) the relationship between the social groups of target learners and the social groups of learners enrolled and the gap between them. The highest gap between target and enrolment was among the general category of learners 10.8%, followed by minority 7.7% and SC 6.2 %. All the target illiterates among the OBC, SC and minorities were enrolled in two of the seven blocks.
3. Has shown the completion of different primers by learners;  
P I was completed by : All learners  
P II was completed by : 76% of the learners  
P III was completed by : 47% of the learners
4. Has reported the perception of VTs:
  - Wanted monetary incentives, recognition and encouragement from block and district officials and certificates as a token of recognition.
  - The concerned officers did not visit them even once in a month to listen to their problems.
5. Has studied the reason of absenteeism from the test showing that the learners absented themselves because of genuine reasons and not because they were weak in learning.

### **Weak Points :**

*This is a pre-Guidelines evaluation*, hence essential information not available like date of survey, sex of target learners, date of close of teaching, learning outcome of the district target etc. In addition, suffers from several other weaknesses e. g. :

1. Did not study the effectiveness of the inputs. Did not even describe organisational/structure and teaching/learning.
2. Has made no distinction between enrolled and current learners. The figures for both of them are exactly the same (91,276). Enrolment must have been done before the classes started i.e. in July 96 and the evaluation was done in September 1997. It is not probable that not a single learner did not dropped out in 13 months.
3. Has used four sets of test papers. One should be very careful when using more than one set of TP. They should be parallel in item difficulties specially in the reading passage which carries 28 marks out of 40. The TPs are not parallel in passage difficulties as shown below :



TP	T No. of words	Joint letter words	long words (6+letters)

In addition, more care should have been taken in selecting the posters ( 6 marks ). The visual should be easily understood and the caption should not be such that it can be copied itself to answer the question. The posters selected were rather weak from the above point of view.

### Poster in TP1

**Visual :** Showing smoke from chimneys, trucks and cars ( and perhaps noise too ), animal and clothes being washed in a tank nearby.

**Caption :** ' Pardushan Anginat Bimariyon Ko Phailata Hai'

**Question :** What do you understand by looking at the picture?

**Problem :** First, it is rather difficult to relate the concept of pollution with the visuals. Secondly, the word, 'प्रदूषण,, ( Pradushan ) is rather difficult to read. Thirdly, the connection between PRADUSHAN and disease is not established from the visual. The most serious of all is that if a learner simply copies the caption, प्रदूषण अनगिनत बीमारियों को फैलाता है even then he will get full marks.

### Poster in TP III

**Visual :** A class. VT teaching. A woman writing ( 6 marks )

**Caption :** समय बिताने का सबसे अच्छा ढंग

**Ques. :** Why reading and writing is necessary?

**Answer :** He can simply copy the first line, 'शिक्षा से बढ़ता है ज्ञान।\*' and he will score full marks.

4. It has presented a large number of tables giving all types of information without explaining who will use the information and in what manner or establishing the relationship between the information and relevant aspects of the campaign like teaching/ learning, attainment of norms, dropout rate, attendance etc. Examples of a few such tables are given below:

## External Evaluation Reports of Total Literacy Campaign in India

- a. Cast and gender of sample learners in each block.
- b. Caste-wise and gender-wise percentage of evaluated learners in each block.
- c. The number and percentage of the caste and gender of evaluated learners in every village.
- d. The caste and gender of learners receiving different primers.

### **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

## Lalitpur

### Background

1. **Project Proposal approved by NLM**

September 1993

2. **Implementing Agency**

ZSS

3. **Door to door survey**

Date not given

4. **Identified non-literates**

Age Group	Male	Female	Total
14-35	Not Given	Not Given	78,955

5. **Enrolment**

78,955

6. **Teaching Started**

December 1995

**Teaching Continued upto**

February 1999 ( Calculated )

( i.e. 27 months after Project approval )

7. **Date of External Evaluation**

December 1998 ( 8 months after conclusion of teaching )

8. **Report Submitted**

April 1999

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

38 months ( envisaged 9 months )

**10. Evaluating Agency**

Indian Institute of Public Opinion, New Delhi

Project director : Dr. P. Dasgupts and Shefali Pandit.

**11. Appointed by**

NLM / ZSS

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

- Evaluation of learning outcomes
- To study the objectives and focus of TLC Lalitpur program.
- To study the impact of literacy on the dimension of social transformation process.

**13. The Universe**

P III Learners

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

68,829 ( i.e. 87% had completed P III ), but according to learners only 29.6% had completed P III.

**15. The sampling technique**

Has described it in such an involved manner that it is difficult to understand how the sampling was done e.g., "From the list of selected villages and wards, specific villages and wards were identified." Interviewed a number of learners, VTs and community people and even the number of persons interviewed has been included under 'sampling,' though no sampling was done. States that 'stratified random sampling and proportionate representative techniques were adopted.' But gave no supportive tables.

**16. Size of Sample**

Planned : 5.5%

Actual : 1.2% ( inadequate. Minimum size required 5% )

**17. The Test Paper**

In most of its evaluations, the agency changes some of the test items and

allotment of marks as given in the model TP of the Guidelines. Its own inputs create lots of problems, ambiguity and changes the emphasis of the measurement of literacy competencies. Take TP 1 for example :

- Q1. Instruction : 'Give one mark for correct filling in each column'. What is meant by correct, factual or spellings ?
- Q2. Instruction : 'Give 1 mark for every correct name of picture'. If a learner writes the name of a picture according to his understandings, will it be correct or incorrect ? If incorrect, then this question becomes a picture reading question and not a language question. The allotment of marks too has been changed.
- Q3. ( Letter Writing ) Recommended 15 marks, has allotted only 12 marks.
- Q4. Instruction : 2 marks for every 'correct answer'. If a learner writes the answer of sub Q3, as 'Lathi' will it be correct or incorrect? Similar is the case of sub Q4. If a learner writes 'Khargosh' or 'Bakri'. Correct or incorrect?
- Q5. What is being tested - the ability to read or the ability to recognise picture ?
- Q6. All of them are G. K. questions and nothing to do with reading ability. Moreover, suppose a learner writes the answer of sub Q1-'one gets bank loan for buying buffaloes and goats' as 'incorrect' because he did not get the loan or to sub Q3 'Lalitpur is in Bihar state' as 'correct' why should he not get one mark as he has the ability to read the Question?
- Q7. Fill in the blank questions. E. g. Maharaja Chatar sal bare..... ( darpok bahadur). What is being tested G. K. or recall? Qs 6 and 7 carry 15 marks, and according to Guidelines no such question should be asked and no marks given.
- Q8. Has given no marks for 'reading' whereas 8 marks should have been given for reading fluently.
- Correct answers could be given to all comprehension questions, simply by copying sentence one of the passage against Q1, sentence two against Q2 and so on.
  - The question to judge the ability to follow written instruction has been dropped without giving any justification.
  - Both the passages are not equal in language difficulty.

- Arithmetic - All problem questions have been dropped without offering any reason.

**18. Test Administration**

20 TAs divided into 4 groups, each group supervised by one agency staff. It is not stated, where the TAs were recruited from. Learners were verified from a list. On the other hand has stated that the list of P III learners was quite faulty and VTs added new names then and there.

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

**E. B. :** Describes only the E. B. items. States that 'the purpose was to make the people understand the concept of literacy and the importance of literacy for changing the quality of their life.' But did not make any serious attempt to assess how far these laudable objectives were attained, except reporting responses of persons interviewed.

**Training :** Repeats only the well-known facts of 3 tier training. Gives dates of training. No information and analysis of training content. No assessment of the effectiveness of the training programme.

**Organisation and supervision :** Did not study.

**Teaching / learning :** Did not study.

## Findings

**20. Attainment of NLM Norms :**

**a) Against learners in the sample**  
62.9% ( Only by tested learners )

**b) Against learners enrolled**  
Did not calculated

**c) Against total non-literates in the district i.e. by TARGET**  
Did not calculate.

**d) Testees turn out**  
34% Has calculated the turn out as 50.7% because included the proxy learners also among 'turn out'. (Required 70% )

## e) Proxy learners

31.8%

**Reasons for low attainment**

Did not study

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

1. Has paged the annexures and tables which makes the location of essential information not too difficult.
2. Has not dwelt much on the geography of the district while giving its profile.

**Weak Point :**

1. Main report runs into 65 pages mainly because unnecessary exhaustive details regarding selection of TAs, preparation of TP and schedules, preparation for field work and the 'study' and reporting of different types of impacts.
2. In the construction of the test papers, has departed from the Guidelines without giving any justifications. It has done so in the evaluation of all districts assigned to it. The result has been the use of quite a defective TP to evaluate different literacy competencies, as laid down by the Dave Committee uses 'P III learners' and 'current learners' as synonyms, though they are not the same. Similarly uses the term 'neo-literates' instead of 'learners'.
3. The sampling method has been given in such a manner that it is rather difficult to understand. For example, says that the blocks were clustered together. There was no question of clustering the blocks as. There was only 3 blocks and villages were selected from all of them. Moreover, clustering is not done unless the number of blocks is more than 10. Again 'from the list of selected villages and wards, specific villages and wards were identified as sample for study.' Should have clarified what it meant by 'study' - the evaluation itself or carrying out the interview.

## External Evaluation Reports of Total Literacy Campaign in India

4. On page 19, shows that the target learners and current learners ( i.e. P III learners) were exactly the same in the selected villages / wards of Bar and Jhakora blocks. Since this is most unusual it required some clarification.
5. On page 33, shows that less the learning more the achievement - 70.5% of P I completers had qualified as against 69.8% of P III completers. Itself wonders over this phenomenon Perhaps could have explained the situation if it had not modified even the identification page given at the back of the model TP in the Guidelines. There was a question asking if the testee had previous education. This is generally the reason of this type of result. But the agency, in its wisdom, dropped even this question.
6. The correct number of P III learners is very important because P III is the Universe and the calculation of district result is based on the Universe. The agency reports the following ***Position of P III completers*** :
  - a) T.2 P20 - 68, 829 which is 87% of target
  - b) T 3.7 P 32 - 38.6%
  - c) According to learners P 40 - 29.6%

There is vast disparity between the above figures. But the agency left them alone, without offering any comments.

7. Superfluous recommendations to ZSS to conduct its PLP in a better manner. Almost all its recommendations are part and parcel of PLP guidelines. Moreover, some of them are hazy recommendations like, "In view of ***new dimensions and focus of PLP*** , special efforts are required for environment building process."
8. Under 'impact study' has reported the following findings ( P 48 ), 'The learners reported about the teaching/learning strategies usually used by the VTs. These were :

Mutual discussion	-	63.0%
Lecture	-	44.4%
Educational games	-	37.0%
Cultural Progress-		29.6%

All of us have some experience of field work and we are well aware that in addition to the mechanical teaching in the centres, no other activity goes



on. This is because most of the VTs are students and housewives. And it is unrealistic to expect any other activities from them except teaching. But the agency without hesitation and further enquiry, has reported such unusual responses as *its findings*. Since impact study done in a hurry following a mono method of enquiry, comes out with rather unreliable results, the Guidelines discourages study, in respect of TLC but this agency invariably conducts such studies in the evaluation of all districts assigned to it.

9. It seems that the guiding principles of external evaluation, as accepted by the NLM Executive was not explained to this agency. The principle is that the external evaluation should not be made too technical and the report should be written in a straightforward simple language to communicate, and not to impress and frighten. But unfortunately this excellent agency does exactly the same, perhaps to give it an academic and technical color. It also makes statements without giving supporting facts. Here are a few examples :
  - a) 'The design of the external evaluation was envolved keeping in view the profile of district.' The profile included the rocky land of the district, child marriage, purdah system, total literate - illeterate population of each block since 1971 and so on. No use was made of these profiles in the design. The design was like any other external evaluation design.
  - b) 'The management structure was given due attention in the design', The structure as given on P6 is the usual structure -ZSS, committee full timers, supervisors etc. had no place in the design.
  - c) 'There is natural convergence of TLC with development and welfare programs and villages.' No supportive data given. This is however one of the objectives of PLP / CE.
  - d) 'Determining the impact of literacy on the dimension of social transformation process,' instead of simply saying 'changes.'
  - e) 'Field activities - the process' instead of simply 'field work'.
  - f) 'Self - learning strategies' which simply means use of literacy, newspaper and talking with experienced persons.
  - g) 'Process based documentation'. Meaning keeping records of media coverage of the campaign.
10. Did wrong calculation of testees turn out ( see item 20c). Did not offer any

explanation for such a poor turnout.

11. It has been said time and again that an illiterate person is not an ignorant person but the agency's philosophy seems to be otherwise, say on P44. 'It is believed that literacy liberates an individual from darkness of ignorance to light of knowledge'.

### **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

## Background

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

2. **Implementing Agency**  
ZSS

3. **Door to door survey**  
November 1995

4. **Identified non-literates**

Age Group	Male	Female	Total
05-09	52,732	61,793	1,14,595

5. **Enrolment**  
1, 11, 362

6. **Teaching Started**                      **Teaching Continued upto**  
December 1995                      November 1997  
(i.e. one year after project approval )

7. **Date of External Evaluation**  
August 1999 ( i. e. external evaluation was done almost after a gap of two years since the close of teaching ).

8. **Report Submitted**  
October 1999

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

**10. Evaluating Agency**

Indian Institute of Public Opinion, New Delhi

Project in-charge : Dr. P. Dasgupts and Shefali Pandit.

**11. Appointed by**

NLM / ZSS

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

- Assessment of learning outcome.



**13. The Universe**

P III Learners - all had completed P III

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

1,02,312 ( i.e. 89% had completed P III )

**15. The sampling technique**

Stratified proportionate one stage random sample. 21 villages were selected from all the 4 blocks ( First phase )

**16. Size of Sample**

Planned : 5,143 i. e. 5%

Actual : 2,485 i. e. 2.4% ( Minimum required sample size 5% )

**17. The Test Paper**

Writing and arithmetic portions according to the Guidelines. But reading portion not according to the Guidelines and quite defective. Q6 Which gives statements and asks Right / Wrong, has 5 marks. It is not clear what reading competency is no clear basis to decide R / W. Take Q3. The statement is 'you don't get loan for agriculture.' This is R as well as W, depending upon the exercise of the borrower or the statement, "Large family." Both R / W answer are correct answers, or the statement " peacock is India's National bird". It is a G. K. question and even the illiterates, exposed to T. V. and Radio, can give correct answers. Similarly Q7 (1) which is a fill in the blank question, "the green color in the national flag is the symbol of-----" (sacrifice/well being). Which reading ability it measures ? All the

statements are G. K. and recall questions. This question has 10 marks. Thus it seems that the agency gave 15 marks for measuring non-reading competency. Q8 is the reading passage. The passage is alright but 8 marks have been allotted for reading instead of either 8 or 4 or 2, varying with fluency one reads. Similarly comprehension questions No. 1, 2 and 3 pertain, in order, to sentence 1, 2 and 3 of the passage. Therefore, if a learner simply copies the sentences, in order, against Q1, 2 and 3, he gets full marks.

### 18. Test Administration

16 TAs recruited from the same district. They were divided into four teams and each team worked under the guidance of one IIPO team member. Test administration was well-organised.

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

**EB** - says had created good momentum and enthusiasm. But has given no examples or proof. Later on, the effects were lost because of elections and transfer of 6 collectors.

**Training** - VTs were uninterested to teach without remuneration, some VTs left without completing the course and some even did not return the training materials given to them.

**Organisation** - VTs received little help from supervisors. Monitoring not upto the mark.

**Primers** - Has done detailed analysis of the language and content of the primers. But most of the suggestions given for improvement and change are rather debatable, except one important observation that there is hardly any component of humour and fun in these primers.

### Social Impact

The impact study seems to have been done in a hurry. Usual gains reported without giving any example or supportive data. For example : 'increase in school enrolment', awareness about health, hygiene, rationalisation of superstitious benefits, new literates making efforts to improve their living standards and so on and so forth. Even singing of names on voting papers and complain of lack of teachers in primary schools have been reported as impact of literacy.

Since this type of hurried conclusions are not much dependable, study of social impact has been made a part of PLP and CE evaluation and not TLC evaluation.

## Findings

### 20. Attainment of NLM Norms :

#### a) Against learners in the sample

27.9% ( tested only )

57.8% ( tested + absentees )

#### b) Against enrolled

53%

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

51.6% ( Minimum satisfactory pass percentage 55% )

#### d) Testees turn out

48% ( Required 70% ) Has given detailed reasons of low turnout e.g. many students had joined PS, a gap of two years had demotivated all, migration and marriage.

#### e) Proxy learners

8%

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

According to the Guidelines.

## Reasons for high attainment

Not discussed. But it should have been. According to the agency's findings, almost all inputs were weak: the VTs were not interested in teaching, supervision was ineffective, external evaluation was done after two years of close of teaching. Even then the district result proved high!

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

### Strong Points :

1. Little unnecessary data and information. Straightforward presentation without making much use of social science jargon like the Rajasmand and Sawai Madhopur reports.

2. Shows progress of Primers completed :

	PI	P II	P III
Completed by	1,05,264	1,05,179	1,02,312 learners

The very figures show, provided they are reliable, that it was a very well managed campaign.

3. The sample size turned out very small-only 2.4%. But has given detailed reasons of low turnout.

### Weak Points :

1. Certain observations needed elaboration like, 'Enhancement of female literacy

rate was one of the priority areas of Shahjahanpur TLC.' This statement has been made because the number of females in the centres was much more than the number of males, which is usually the case. The EB is addressed to all non-literates - male or female. Similarly equal training is given to all VTs regardless of sex. In teaching the VTs do not discriminate. Equal efforts are made to enrol all non-literates irrespective of sex. Therefore if increase in female literacy was a priority of Shahjahanpur TLC, the statement should have been supported by showing in what manner female literacy was given a priority.

2. It seems that the agency loves to depart from the Guidelines in framing the test paper and in doing so it comes out with a defective test paper like Sawai Madhopur and this district. See comments under item 17.
3. The agency has done well to make an assessment of all the major inputs. It seems all of them were rather weak, specially the reluctance of VTs to teach without remuneration (See comments under item 17) and the evaluation was done after 2 years of conclusion of teaching. Even then the result was good-89% had completed P III, 78% of the tested learners qualified and the district result was 51.6%. ***This seems a mixture of opposites.*** It would have been more useful and interesting if the agency had explored the reasons of this dichotomy instead of spending so much time in studying social impact, which is to be studied in PLP/ CE stage anyway.
- However, if the agency's evaluation methodology could be dependable and it seems dependable, in important information has emerged. Some

districts whose evaluation is delayed even for 6 months, take the plea that the **learners have relapsed into illiteracy**. And here in Shahjahanpur there was little evidence of relapse even after a gap of 2 years.

#### **Action by NLM**

- The agency may be advised not to depart from the Guidelines as far as the construction of the TP is concerned.
  
- Better leave the study of social impact to PLP and CE. And if it does, it should adopt reliable methodology and give supporting data to the claim made.







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