



**BRAC NEPE III ANNUAL
MONITORING REVIEW**

FINAL VERSION

19 August 2002

**Mike Douse
Maggie Weber
Edwin Bourgeois**



BRAC NFPE III ANNUAL MONITORING REVIEW

FINAL VERSION

Mike Douse, Maggie Weber and Edwin Bourgeois

The above named Consultants retain the copyright to this report, which is submitted on 19 August 2002 to BRAC and the Donor Consortium. This document is an output from a project funded by the UK Department for International Development (DFID) for the benefit of developing countries. The views expressed are not necessarily those of DFID.

ACRONYMS

ADB	Asian Development Bank
ADP	Adolescent Development Programme
AIDS	Acquired Immuno Deficiency Syndrome
AKF	Aga Khan Foundation
APON	Adolescent Peer Organised Network
AUEO	Assistant Upazila Education Officer
BBS	Bangladesh Bureau of Statistics
BEC	BRAC Education Programme
BEOC	Basic Education for Older Children
BPU	Bangladesh Partnership Unit (of BRAC)
BRAC	Bangladesh Rural Advancement Committee
BT	Batch Trainer
CAMPE	Campaign for Popular Education
CAS	Country Assistance Strategy (of the World Bank)
CE	Continuing Education
CIDA	Canadian International Development Agency
CLIP	Chandina Learning Improvement Project
CPE	Compulsory Primary Education
CS	Community School
CSP	Country Strategy paper (of the EC)
DFID	Department for International Development (UK)
DG	Director General
DGIS	Directorate General International Cooperation (of the Netherlands Ministry of Foreign Affairs)
DLO	Donor Liaison Office
DNFE	Directorate of Non-formal Education
DP	Development Partner
DPE	Department of Primary Education
DPEO	District Primary Education Officer
EC	European Commission (EU's operational agency)
ECD	Early Childhood Development
EDU	Education Development Unit
EFA	Education for All
EPI	Expanded Programme of Immunisation
ESP	Education Support Programme
ESTEEM	Effective Schools through Enhanced Education Management
EU	European Union
EUR	Euro (EU unit of currency)
FAPE	Facilitation Assistance Programme on Education
FFEP	Food for Education Programme
FSSP	Female Secondary Stipend Programme
GDP	Gross Domestic Product
GEP	General Education Project
GHS	Girls High School
GIS	Geographical Information System
GNP	Gross National Product
GO	Government Organisation
GoB or GOB	Government of Bangladesh

HDI	Human Development Index
HIV	Human Immuno Deficiency Virus
HO	Head Office
HRD	Human Resource Development
IA	Institutional Analysis
IDA	International Development Authority (of The World Bank)
IDEAL	Intensive District Approach to Education for All
IT	Information Technology
KfW	Kreditanstalt für Wiederaufbau (German Development Bank)
KK	Kishor Kishori (presently called BEOC schools)
LFA	Logical Framework (Analysis) or LOGFRAME
LST	Life Skills Training
M&E	Monitoring and Evaluation
MDU	Materials Development Unit
MIS	Management Information System
MoE	Ministry of Education
MoF	Ministry of Finance
MSW	Ministry of Social Welfare
MT	Master Trainer
NAEM	National Academy for Educational Management
NAPE	National Academy for Primary Education
NEP	National Education Policy
NFPE	Non Formal Primary Education
NGO	Non Governmental Organisation
NOVIB	Netherlands Organisation for International Development Cooperation
OVI	Objectively Verifiable Indicators
PE	Peer Educator
PEDP	Primary Education Development Programme
PEDPQI	Primary Education Development Project for Quality Improvement
PIP	Programme Implementation Plan
PMED	Primary and Mass Education Division
PO	Programme Organiser
PRA	Participatory Rural Appraisal
PRIME	Primary Initiatives in Mainstreaming Education
PROMOTE	Programme for Motivation, Training and Employment of Female Teachers
PRSP	Poverty Reduction Strategy Papers
PSPMP	Primary School Performance Monitoring Project
PTA	Parent Teachers Association
PTI	Primary Training Institute
QM	Quality Manager
RC	Reading Centre
RED	Research and Evaluation Division (of BRAC)
RM	Regional Manager
RT	Resource Teacher
SAT	Standardised Achievement Test
SMC	School Management Committee
SMME	Small, Medium and Micro Enterprise
SSC	Secondary School Certificate
SWOT	Strengths, Weaknesses, Opportunities and Threats

TA	Technical Assistance (or Assistant)
TARC	Training and Resource Centre (of BRAC)
TiC or TIC	Team in Charge
Tk.	Taka (Bangladesh unit of currency)
TOR	Terms of Reference
UEO	Upazila Education Officer
UL	Union Library or <i>Gonokendro Pathagar</i>
UNICEF	United Nations Children's Fund
URC	Upazila Resource Centre (sometime Thana Resource Centre)
UNDP	United Nations Development Programme
WB	World Bank
WFCL	Worst form of Child Labour
WFP	World Food Programme

Executive Summary

1. With the support and understanding of its consortium of Development Partners (DP), BRAC continues successfully to implement NFPE III with a high level of commitment and capability. The three-person Annual Monitoring Review team ('the Mission'), in accordance with its TOR (Appendix), has

- visited NFPE, BEOC and ESP non-formal schools, witnessed Pre-Primary and Community School activities, attended RCs and ULs, and spent time in GOB Primary and High Schools (Annex A).
- met, listened to, talked with and observed large numbers of BRAC staff, teachers, librarians, government officers, Library Trustees, School Management Committee members, parents and, of course, children (Annex B); and
- studied very many documents (Annex C).

The open and effective cooperation of BRAC and the DPs in every aspect of this assignment is readily acknowledged and it is trusted that this Final Report will be of genuine interest and practical value to all of those concerned.

The Primary Grade I-V Cycle and Quality Developments

2. NFPE schools have moved smoothly into the Grades I-V mode and the extension of the cycle has not adversely affected attendance or dropout (although the longer 'queues' of prospective entrants resultant from the 4-year cycle may create some difficulties). It is reported that over 94% of NFPE graduates and over 81% of BEOC graduates now move into High Schools. The Mission recommends that all NFPE and BEOC schools should from now onwards cover the full primary cycle, and that the ESP schools should do so as soon as good quality Grade IV and V teaching can be delivered.

3. Training support to field and supervisory staff; the development of curricula, textbooks, teacher guides and student workbooks for Grades IV and V; quality improvement in key inputs into NFPE schools through (a) the production of new, supplementary curricula, textbooks teacher guidebooks and student workbooks, and (b) teacher development and improved teaching methods; and the decentralisation of the quality control process, are all on track.

4. The fact that the Standardized Achievement Test has not yet been developed for the entire NFPE cycle, including Grades IV and V, is regrettable but understandable. Developing and regularly conducting SATs is necessary, despite their acknowledged limitations, in order to assess qualitative results in terms of competencies acquired by the learners, as a complement to the system for monitoring inputs and processes.

5. The Mission confirms BEP's research findings regarding BRAC's teachers identifying English as the hardest subject to teach. In anticipation of NFPE IV, the creation of an 'English Language Learning LOGFRAME' is suggested [possible PURPOSE: English Language competence of Grade V leavers increased; possible OUTPUTS: Supervisors can communicate through written and spoken English; Teachers able to present effective and enjoyable English lessons; Suitable and creative learning materials in all schools] so that BRAC may pioneer a wholehearted and imaginative drive to achieve a high standard of English language learning in its own schools and, thereafter, in all Primary schools.

6. Last year's MTR mission's recommendations regarding the monitoring system were responded to very seriously by BRAC and a revised system is now being piloted. While acknowledging those efforts, this Mission recommends that the monitoring function remains strongly linked to management, and that every step be taken to avoid creating a separate and possibly unwieldy structure (despite assurances, the Mission remains concerned). BRAC should, it is proposed, evaluate its emerging system in early 2003, for review by the next NFPE III monitoring mission.

Continuing Education and Support for Adolescent Girls

7. The provision and utilisation of Reading Centres, Union Libraries and Information Technology are all on track. The Mission proposes that BRAC consider the possibility of a model in which Union Libraries are transformed during NFPE IV into 'Community Learning Centres'. The pilot Mobile Library scheme should be assessed during 2003 with a view to its possible expansion in NFPE IV.

8. While it is not feasible for all Reading Centres to become sub-sections of this broader Library/Information service (as proposed in 7, above), in localities where the demand is clear, on-going provision is desirable. Closing an RC has many negative socio-educational consequences and BRAC should explore ways of enabling (low-cost, non-pukka, adolescent girl-managed) Reading Centre continuation.

9. Observation and conversations with girls in several locations suggests that the objective of "raising the consciousness of adolescents in a community with the assistance of peers and older siblings" is being achieved. Over the last year, training days for APON personnel have more than doubled. Additional training should be given in Communication skills and courses should be provided covering Counselling skills; Parentcraft; Child development; and Land and Inheritance law and procedures.

10. BRAC should commission an in-depth study into the existing training provision in order to forecast future expansion or replacement of current training as well as new training requirements. Data gathered by all arms of BRAC should be utilised in gearing all BEP initiatives - including training and counseling within ADP - to meeting community socio-economic needs and priorities.

11. Some of the many practical suggestions in this section of the document include the following questions and possible initiatives for consideration by BRAC:

- Instruction and literature should include information on HIV and not just on AIDS;
- Parentcraft/Child Development classes should be introduced (in the boys' programme as well);
- Commission an in-depth study to ascertain the true status of girls' knowledge and understanding of the topics; can they apply that knowledge? how well is it disseminated to siblings and family?
- Expand the Children's Corners to include a Toy Library; encourage use by mothers with young children;
- Introduce more story reading/telling sessions for all children; let grandmothers and grandfathers tell stories from long ago;
- Consider additional Adult Literacy classes when funding permits;
- Encourage the use of libraries by disabled people;
- There is an obvious need for more PCs in more locations; membership of the Computer Clubs should be encouraged; a detailed plan for training in this broad field should be developed;
- Does IT training raise expectations in too many people that will not be met? Can it be counter productive leading to individuals with a skill that was acquired, found unwanted and lost?
- Introduce an intra-library loan scheme anticipating an inter-library scheme as the ULs develop; and
- Explore the possibility of BRAC regional Call Centres.

12. While 'mainstreaming' has thus far focused on primary schooling, the successful BRAC approach is manifest in, for instance, continuing education and adolescent development. As linkages between BRAC and GOB increase, opportunities for partnership in these and other areas should be seized.

PRIME and the new initiatives in NFPE IV

13. With very few exceptions, everyone involved in education and its administration believes that there should be wholehearted cooperation between GOB and BRAC for the good of the nation and its children. BRAC's Pre-Primary and Community School programmes are proceeding extremely well. Similarly, all indications suggest that the new initiatives, notably ADP and PRIME, have not detracted from the main business of NFPE III which successful programme, as it has evolved, is a well-balanced combination of the main business and the new pursuits.

14. While PRIME and other BRAC-GOB linkages are operating effectively and creating an increasingly favourable image of BRAC at all levels, the significance of obtaining high-level approval for future joint activities cannot be over-emphasised. While BRAC's culture of enthusiastic success is recognised and admired by the Mission, it is good also that those involved in PRIME genuinely regard the objective as achieving a true GOB-BRAC partnership in which each may learn from the other.

15. Possibly some implications of the new initiatives have not been thought through thoroughly, either by GOB or by BRAC. For instance, PRIME may transform a Primary School with 350 attending on any particular day into one with 900+ present. How would the Primary school, possibly still restricted to four or five sanctioned teaching posts, cope unless some imaginative non-formal approaches were introduced?

16. Although the NFPE III LFA has been reviewed since its original acceptance, the challenge of conceptualising a programme which, while maintaining that focus on successful BRAC schools, incorporates also the main thrusts of PRIME and ADP, seems to have been avoided. This should however be kept in perspective: a short in-house Workshop would suffice to gain agreement on the unitary Purpose, the necessary Outputs and the related Objectives, and to identify Objectively Verifiable Indicators for all PRIME and ADP components [which are vital for monitoring and evaluating missions]. A possible NFPE III Programme Purpose might be:

Numbers of Bangladeshi children, especially girls, acquiring and able to utilise high-quality basic education increased

17. At some stage soon, an organisational review of the higher levels (Managers and above) of PRIME should occur to ensure that administration, communication and the exchanges of ideas are not impeded by a dysfunctional structure. As PRIME unfolds, linkages at local and Regional levels between its staff and those involved in other BEC and wider BRAC activities should be strengthened so that opportunities for synergies may be seized. As well as revisiting the Organogram, it is suggested that a complementary 'Communogram' - with many horizontal connections - be constructed to emphasise the need for effective information exchanges at all levels.

18. As a major proposal, the Mission recommends that BRAC explore the possibilities of achieving wide-ranging partnerships with GOB aimed at planning and implementing all necessary activities in specific geographical areas (some or all of the

30 PRIME Upazila) to ensure that all children complete primary education and achieve basic competencies. Some provision for these action-research initiatives should be included in NFPE IV but, as they are progressively and effectively implemented, their expansion might be supported through other funding routes and in time linked in an appropriate manner into the overall pattern of donor support for Primary Education. These substantial innovations would alter the entire configuration of primary education across Bangladesh and conceivably they would be incorporated into the Primary Education Development Programme (PEDP II) once they prove successful.

19. Some further examples of the many practical proposals in this Report include:

- Consultations should occur and arrangements should be made to enable children in Grade V in BRAC Schools to compete for Primary Scholarships (before their entry to High Schools);
- A thorough and high-quality formative evaluation of BRAC's Formal Schools and the Community Schools should occur during 2003;
- Whenever BRAC works closely with Government Primary Schools, OVIs should be agreed jointly by BRAC and GOB within each participating Upazila;
- The matter of a recognised qualification for BRAC teachers should be addressed in consultation with GOB, and possibly in conjunction also with the BRAC University; and
- Consideration should be given to the possibility of a BRAC representative being invited to join the PEDP Steering Committee and, in turn, a senior GOB officer participating in the BEP Committee.

20. The Mission recommends that BRAC and the DPs give creative consideration to a 2004-09 Non-Formal Primary Education Programme that:

- Enables at least 34,000 non-formal schools to operate, each covering the Grade I-V cycle;
- Continues supporting these schools through materials development (including a major English Language component), teacher upgrading (including formal certification), and constructive supervision;
- Involves Continuing Education, including the establishment of Community Learning Centres and, where feasible, enduring Reading Centres;
- Takes forward the Adolescent Development Programme, increasingly geared to known socio-economic requirements of the participants;
- Incorporates Community Schools at the level requested by GOB;
- Includes an expanded PRIME initiative based upon NFPE III experience, including the establishment and operation of Pre-Primary Schools in an increased number of Primary School catchment areas; and
- Underwrites a number of GOB-BRAC action-research initiatives, aimed at enabling all children in a specific geographical area satisfactorily to complete primary education.

21. It is trusted also that donor support will be forthcoming from some sources for BRAC's educational initiatives outside NFPE IV, including the proposed secondary capacity-building programme. In the considered opinion of the Mission, 'the BRAC approach' is one of the very few proven successes in Bangladesh's broad educational and developmental sectors. While acknowledging the desire of some DPs increasingly to direct support for education to and/or through the Government sector, a substantial requirement for non-formal primary education will continue to exist for many years, if not decades. Moreover, it is highly unlikely that the Government Primary system will, in the light of likely resources scenarios, come close to meeting its objectives without incorporating some non-formal strategies and adopting a wholehearted cross-sectoral partnership approach. Accordingly, it is recommended that relevant decision-makers consider sympathetically both

- determining how best to enable BRAC's non-formal primary education's contributions to continue, improve and, if possible, expand for as long as the need exists; and
- resolving how best that which is transferable may be mainstreamed into basic education generally, in order that 'Education for All' may be achieved.

Contents

	<u>Page</u>
Acronyms	
Executive Summary	
1: Preface and Overview	1
Phase Three of the Non-Formal Primary Education Programme	1
This Annual Monitoring Review	1
This Document	1
Acknowledgements	2
2: Into the Full Primary Cycle	3
Introduction and Background	3
Key Issues	5
Approach and Methodology	6
Findings	7
Conclusions and Recommendations	12
3: Quality Developments	13
Introduction and Background	13
Key Issues	13
Approach and Methodology	13
Findings	13
BEC Organogram	16
Conclusions and Recommendations	18
4: Continuing Education	20
Background	20
Approach and Methodology	23
Conclusions and Recommendations	24
5: Adolescent Development	27
Introduction and Background	27
Key Issues	28
Methodology	29
Findings	29
Conclusions and Recommendations	31
6: The Interface between the BRAC and the GOB Education Systems	34
Introduction and Background	34
Key Issues	37
Approach and Methodology	38
Findings	38
Conclusions and Recommendations	42
7: NFPE III's 'Main Business' and Beyond	46
Introduction and Background	46
Key Issues	49
Approach and Methodology	49
Findings	50
Conclusions and Recommendations	51
Annex A: Schedule of Visits and Activities	
Annex B: Some of the People met by the Mission	
Annex C: Bibliography	
APPENDIX: The Terms of Reference for this Assignment	

BRAC NFPE III ANNUAL MONITORING REVIEW - AUGUST 2002

1. Preface and Overview

Phase Three of the Non-Formal Primary Education Programme

1.1 The present (1999-2004) phase of BRAC's Non-Formal Primary Education Programme (NFPE III) is supported by a donor consortium involving the European Commission (EC), the UK's Department for International Development (DFID), the Netherlands' Directorate General International Cooperation (DGIS), the United Nations Children's Fund (UNICEF), the Aga Khan Foundation (AKF) through the Canadian International Development Agency (CIDA), and the Netherlands Organisation for International Development Cooperation (NOVIB). As depicted in the Organogram (page 16, below), NFPE III is being implemented by the BRAC Education Programme (BEP): it should be noted that BEP also carries out educational projects other than those contained within NFPE III.

1.2 The key overall objective of NFPE III is that of contributing to poverty alleviation through equitable access to cost-effective primary education for some 1.1 million poor children, especially girls. Particular emphasis is being given to improving quality through curriculum and materials development as well as by means of on-going teacher training and improved teaching methods. In addition, NFPE III makes provision for continuing education and other activities aimed at adolescent girls and now gives especial emphasis to helping strengthen the Bangladesh national education system through effective BRAC-GOB partnership.

This Annual Monitoring Review

1.3 There have already been three external assessments of the NFPE III programme:

- an Appraisal Mission in August-September 1998;
- an Annual Monitoring Review in August 2000; and
- a Mid-Term Review in August 2001.

1.4 Taking account of the broad scope of those earlier reviews, it was agreed by the Development Partners (DPs) and BRAC that the present Mission should be more focused, with specific attention being directed to:

- Progress in extending the programme to the full primary cycle through the addition of Grades IV and V, plus a review of the quality developments in Grades I-III;
- The continuing education programme;
- The adolescent development programme; and
- BRAC's achievements and scope for working more closely with Government.

This Document

1.5 Accordingly, this present report is structured around those specific foci. After this brief opening Chapter,

- Chapter 2 deals with the transition of BRAC's non-formal schools into Grades IV and V;
- Chapter 3 addresses the several quality developments;
- Chapter 4 covers the continuing education programme;
- Chapter 5 looks at the adolescent development programme;
- Chapter 6 examines existing and potential BRAC-GOB cooperation; and
- Chapter 7 considers the new initiatives (notably ADP and PRIME) in relation to the 'main business' of NFPE and explores whether they warrant continued emphasis in future programmes.

In the usual manner, Annexure present the Mission's schedule, details of persons met, and a bibliography, while its Terms of Reference are contained in an Appendix.

Acknowledgements

1.6 The Mission team expresses its gratitude to the many members of BRAC whose open, efficient and enthusiastic collaboration, combined with their logistical capabilities, made this assignment (including the field visits) both possible and enjoyable. The positive and well-informed cooperation of all donor consortium members, and the cheerful and efficient support of those at the Donor Liaison Office (DLO), are also warmly acknowledged.

2. Into the Full Primary Cycle

Introduction and background

2.1 Field visits gave the Mission the opportunity to observe several BRAC non-formal schools that are now delivering full primary education to classes of about thirty happy children in clean and pleasantly decorated classrooms, with young and dedicated female teachers adopting child centred teaching methods, in stark contrast to the overcrowded, often poorly maintained and understaffed formal primary schools. It is useful to put that emergence of an effective non-formal primary education school system into historical context.

2.2 With an adult **literacy** rate estimated by official sources at 65 percent in 2001, well over 40 million Bangladesh adults are still illiterate¹. **Poverty** is a cause as well as a consequence of illiteracy. In poor families, children are often required to contribute to the household earnings - sadly, child labour is still a reality - or to help with work at home. Many remote rural areas are not covered by the government primary education school system, and where formal primary education is available it can be prohibitively expensive for poorer families. When some education can be afforded, it is traditionally the boys who are given the opportunities, while the girls remain at home, often to marry early.

2.3 In 1990, the GOB passed legislation for **compulsory and free primary education** across the country. To increase enrolment of children aged 6 into Grade I, and to increase the retention rates for these children up to Grade V, several initiatives were introduced, including a vast social mobilisation programme, a 5-year General Education Project, a Food for Education programme to motivate children in poorer areas, and a Primary Education Development Programme.

2.4 However, the dropout rates remain high, with only about 65 percent of pupils completing primary education². Among these, only a third achieve basic learning competencies, and the situation for female pupils is even worse. In 1999 the Education Watch survey³ showed that only 58 percent of children aged 11-12 years were able to read or write, and that 23 percent of children between 6 and 10 years of age are not enrolled in school. Even where schooling is available, many children still drop out due to poverty. As had been stated in the 1990-95 Fourth Five Year Plan:

"It is vital to ensure the non-served and drop-outs from the formal primary schools do not wait till they become illiterate adults..."

2.5 Major challenges facing the formal primary education system⁴ include:

- Many children not having access to the primary school network, particularly in remote rural areas;
- Although enrolment rates are increasing, the actual attendance of the children remains low;

¹ *Education for All: National Plan of Action (2002-2015)* (draft version), Primary and Mass Education Division, Dhaka, June 2002, p. 13. [Other studies, including those of BRAC, estimate a literacy rate of around 38-42%]

² *Ibid.*, p. 35.

³ CAMPAIGN FOR POPULAR EDUCATION (1999) *Hope not Complacency: The State of Primary Education in Bangladesh 1999*, Dhaka

⁴ Sources include the World Bank's (2000) *Education Sector Review*

- Teacher shortages and a strictly limited number of sanctioned posts, resulting in very high numbers of pupils per teacher;
- A lack of supervision¹ and of motivation of teachers; and frequent teacher absenteeism; and
- Persisting gender inequality, with girls' attendance and primary school completion rates lower than those of boys, particularly in remote rural areas.

2.6 About 15% of the 6-10 year age group do not enter primary school (about 3 million children) and about 40% of recent cohorts entering Grade I dropped out before primary completion. Only about 40% of the children of very poor families are enrolled; children with disabilities and those of ethnic minorities are also under-represented. On average, each graduate from the 5-year Primary cycle has taken 8.7 years of instruction to reach that stage and those completing Grade 5 have, it is reported by the World Bank, mastered only around three years of content. In order to improve the delivery of primary education to all children, the Fourth Five Year Plan (1990-95) of the Government of Bangladesh called for

"expanding non-formal primary education, strengthening the government mass literacy centres and mobilising NGOs"².

2.7 To address the needs mentioned above, BRAC set up its NFPE programme³. Initiated in 1985, with 22 experimental schools covering largely the Grades I to III primary school curriculum, the programme was designed to offer low cost, child friendly basic education for children aged 8 to 10, who had never enrolled in any school or who had dropped out of the formal primary school. The community is involved with the school from the pre-opening survey and needs assessment stage right through the end of the school cycle. The vast majority of teachers are female and come from the same village as the children. Schools are located near to the pupils' homes, have flexible hours to suit the community where they operate, and class size is limited to 30 to 33 pupils, with a ratio of 7 girls to 3 boys. In 1997, a four-year cycle covering the primary school curriculum for Grades I to V was piloted and, in response to parental demand, from 1999 this four-year cycle was progressively extended to all NFPE schools.

2.8 At present (June 2002 data), the territorial coverage of the NFPE programme is 64 districts, 388 Upazila, 3194 unions and 23,622 villages. The number of ongoing schools is 22,085, while the total number of schools opened so far is 114,477, with 1,763,819 NFPE graduates to date.⁴ In addition, Basic Education for Older Children (BEOC), initially known as *Kishor-Kishori* (i.e. adolescent boys and girls) schools, were opened in 1987, running a three year basic education programmes covering a condensed version of the Grades I to V primary school curriculum, for 11 to 14 years old children. To date, 606,062 adolescents have graduated through that programme and the number of ongoing BEOC schools is 8,940.⁵ These achievement data accord with the NFPE III indicators: the programme is on target.

¹ For instance, during a visit by the Mission to a primary school, it appeared that it had been visited only twice in 18 years.

² BRAC (1999). *NFPE report phase 2, April 1996-May 1999*. BRAC, Dhaka, 1999, p. 7.

³ A comparison between the GOB and NFPE curriculum is given in Box 3 on page 50 of: Wim Biervliet, Edwin Bourgeois & Momtaz Jahan (2001) *BRAC Education Programme, NFPE Phase III, Mid Term Review 2001*, Edburgh Consultants, Utrecht.

⁴ BRAC Education Programme, *At a glance - as of June 2002*, BEP MIS.

⁵ *Ibid.*

2.9 To reach out to a larger population, the Education Support Programme (ESP) was initiated in 1991. Through partnership with local NGOs, carefully selected for their financial reliability and management capacity, the successful NFPE model of education, using the BRAC textbooks and materials, teaching-learning methods, teacher training, motivation and quality control model, is being replicated and extended to numerous learners in areas where BRAC programmes were not operating. To date (30 June 2002 statistics), 478 NGOs have received technical support from the ESP, and 421 have received BRAC technical and financial support. The total number of schools funded through ESP so far is 7,835 and a total of 145,800 adolescents have completed the course. At present, there are 2,975 ongoing ESP schools, with an enrolment of 89,231, including 63,807 girls (72%) and 25,424 boys (28%).¹ Here again, achievement is on track in terms of the LFA targets.

2.10 After seven years, during which BRAC had initiated, piloted and implemented the NFPE programme, the Development Partners became actively involved. This happened in consecutive phases:

- NFPE Phase I: January 1993 – March 1996: By the end of this phase, over 34,000 schools offering Grades I to III had become operational. In addition to 19,000 schools operated from the NFPE expansion fund, 15,000 schools from BRAC RDP funds, and 900 schools in the GEP funded by the GOB; Oxfam UK also funded 100 ESP schools. During this phase, BRAC set up its ESP, resulting in support to 272 NGOs for the operation of 2,037 schools;
- NFPE Phase II: April 1996 – May 1999: With a programme operating 34,000 schools in rural and urban areas, BEP provided education to over a million children from poor families. After the rapid growth during Phase I, the emphasis moved to consolidation, revision and development of curricula, textbooks and other materials, staff and teacher training and the development of the management structure. New initiatives were launched such as piloting Grades IV and V in NFPE schools, aiming at facilitating graduates' transition to secondary rather than to primary schools. This was important for the girls from poor families since the GOB had launched the Female Secondary School Stipend programme. The Chandina Learning Improvement Project (CLIP) aimed to improve the quality of the curriculum and of the teaching-learning process. Major development partners during Phase II included the EC, KfW, DFID, DGIS, NOVIB, AKF/CIDA and UNICEF; and
- NFPE Phase III: June 1999 – May 2004: For the present Phase III, the quantitative target remains the operation of 34,000 schools. The emphasis is still on quality development, with considerable investments in the development of human and material resources. The aim is to extend the NFPE school cycle to cover Grades I to V, curriculum upgrading, and improving admission of BRAC graduates into High Schools. (Present donor consortium members are listed in Chapter 1, above.)

Key issues

2.11 The concept, planning and implementation of a multi-faceted programme such as NFPE III generates a wide variety of interesting questions all meriting attention. A mid-term evaluation conducted in August 2001 identified and reviewed a large number of issues to be addressed, in areas of particular interest to the donors and to BRAC². It was decided by them that this 2002 monitoring review should be more focused, with specific attention on four areas stated in the TOR, the first being "progress in extending the programme to a full primary cycle through the addition of Grades IV & V plus a review of the quality developments in Grades I-III."

¹ ESP data as on 30 June 2002.

² Cf. *BRAC Education Programme, NFPE Phase III, Mid Term Review 2001*, Edburgh Consultants, Utrecht, August 2001, 82 p. + annexure

2.12 With regard to the extension of NFPE to the full primary cycle (Grades I - V), the specific issues to be studied by the Mission, as listed in the TOR, include:

- How many non-formal BRAC schools are now delivering full primary education?
- How well are teachers and pupils coping with the higher grades?
- How much training support has been given to field and supervisory staff?
- How far has BRAC progressed in developing its own materials for the higher grades?
- Has the extension from 3 to 4 years had any effect on school attendance & drop out?
- How has the extension impacted on the intake of NFPE graduates into Government schools?

Approach and methodology

2.13 Taking into account the purpose and scope of (and the time available for) this monitoring review, it was of course impossible to conduct original research based on representative surveys of schools, pupils, teachers and supervisory staff. Rather, the Mission set out to assess quality and the progress of the programme through a combination of:

- analyses of existing research results, statistical data, reports and publications;
- verbal briefings, individual and group discussions; held in a transparent and participatory way with various stakeholders in and outside BRAC, both in Dhaka and during field visits to rural areas around Rajshahi, in the North-Western part of the country, and Cox's Bazar, in the South-East; and
- observations in schools and teacher training programmes, mainly in the rural areas mentioned above, and also in schools for the urban poor in Dhaka, followed by discussions with the teachers, pupils and BRAC staff in those schools.

BRAC NFPE School Observation Checklist		Date of visit:
Name of school:	Location:	Grade:
School administration:		
Check attendance register on:		
Enrolment at present, by gender:		
Enrolment in previous grade:		
Identify dropouts/new enrolments and ask for reasons		
Count actual attendance by gender.		
Ask age range (youngest/oldest child).		
Check availability of results on tests.		
Teacher:		
Qualification:		
Teaching experience:		
Check on last training received:		
last visit by PO/Resource Teacher:		
Teacher's opinion on teaching Grades 4 and 5 (experience or prospect)		
Physical facilities:		
Ventilation and light?	Number of windows:	Blackboard?
Wall charts, drawings?	Clean & attractive?	Books, workbooks and teacher guides?
Teaching-learning process observation:		
Subject:		
Teacher knows and calls pupils by name?		
Interaction with some/all children?		
Grouping by gender/age/performance?		
Use of textbook, workbooks, blackboard and charts?		

2.14 The reports by BRAC and by previous missions, the publications and the research papers consulted by the Mission are listed in Annex C. In addition, various data sheets were supplied by the BEP MIS and many meetings and informal discussions between the consultants and various BRAC staff members and teachers occurred. Observation sessions gave the Mission a good understanding of how the teaching-learning process was actually conducted in schools and training programmes. To carry out all those visits, sometimes to isolated villages, within the days available for the Mission, the time spent in each school was limited; therefore a basic one-page observation checklist was prepared to serve as a guide (see previous page).

Findings

2.15 During NFPE Phase III, the extension of the cycle from 3 to 4 years in order to include Grades IV and V, which had been piloted as a "new initiative" during Phase II of the programme, has gradually become the standard practice in the BRAC NFPE schools. BEOC has all along been delivering an adapted curriculum extracted from the primary education curriculum (Grades I to V), in a three-year cycle.

Number of non-formal BRAC schools by type and by Grade, June 2002

Type	Grade I	Grade II	Grade III	Grade IV	Grade V	Total
NFPE	6,856	8,731		898	5,600	22,085
ESP	1,410	1,070	495			2,975
BEOC	2,097	3,494	2,746		603	8,940
Total	10,363	13,295	3,241	898	6,203	34,000

Source : BEP MIS.

Here again, the movement of the NFPE schools into the Grade I-V cycle accords with the LOGFRAME indicators.

2.16 The non-formal schools under the BRAC Education Support Programme continued to operate the successful three-year cycle covering Grades I-III. However, as presently intended, the full four-year primary education cycle will also be offered by carefully selected NGOs under the ESP, probably from 2004. By then, the teachers will have received adequate preparation, and will be able to use the textbooks, teacher guides and other materials for Grades IV and V published by BRAC. [This Mission did not study the ESP in especial detail as a separate review is planned to take place later this year.]

2.17 In assessing **teachers' and pupils' performance in Grades IV and V**, the crucial question is the extent to which teachers manage to transmit the competencies specified in the curriculum (based on the 53 "terminal competencies" for primary education identified by the NCTB¹) to their pupils. Likewise, pupils' performance should be assessed by measuring how far pupils have acquired those competencies. This is not easy, especially when it comes to attitudes that the learners are expected to have acquired, as tests often merely assess pupils' capacity to display their knowledge.

¹ NATIONAL CURRICULUM AND TEXTBOOK BOARD (NCTB): *Revision and modification of curriculum of the primary stage against the background of universal primary education*, Annex 1.2 in: CAMPE (2001) *State of Primary Education in Bangladesh: A Question of Quality*. The University Press Limited, Dhaka, 2001, Vol. I, p. 61-62. Regarding competencies and achievement tests, see also Volume II of that publication, entitled *Achievement of competencies*.

2.18 The intention is that a Standardized Achievement Test (SAT) be conducted annually, and the NFPE III logical framework specifies that a score of at least 40% should be attained for Bengali, social studies, mathematics and English by a representative sample of 5% of the pupils, by 2004. A test was conducted on a sample of Grade V pupils covering a limited number of competencies – 27 out of the 53 – achieved by Grade V pupils, for the Education Watch 2000 survey. The SAT was to be conducted in Grade V schools in November 2001, but, although preliminary work on a textbook-based SAT had been completed by August 2001, a review with the BRAC RED, the BEP and the curriculum consultant, Prof. W. Gibbs, resulted in a decision to redesign the SAT, focussing on competencies instead of on specific texts. Moreover, there had by that time been a change in the BEOC Grade IV curriculum. Developing tools for the SAT does take time if it is to be done properly, and at present, work on the revision of the SAT is still in progress and, consequently, the test has not yet been conducted in Grade V.¹

2.19 The BEP Research Group conducted a study on “teacher ability in Grade IV”² on a sample of 50 out of the 1,000 NFPE schools where the extension to Grades IV and V was being piloted. The study assessed the teaching-learning process in Grade IV, in order to identify strengths and weaknesses, methodological problems, the effectiveness of the orientation and refresher courses for teachers, and to collect feedback from the teachers for future improvements. The study recommended that the 6-days orientation training be extended and more focussed, particularly regarding mathematics and English, and these recommendations have been put into practice by the BEP.

2.20 Reportedly, some 15 percent of the teachers of NFPE Grade I-III schools were unable to teach the Grade IV and V curricula, particularly mathematics and English. While some of these were employed to teach Grades I to III in newly opened schools, additional teachers capable of teaching the complete primary school curriculum needed to be recruited and trained. By all accounts, this has satisfactorily taken place, although the Mission did not encounter this arrangement at first hand.

2.21 Various types of **training support to BEP field and supervisory staff** are organised at BRAC’s Training and Resource Centres (TARC) and at field offices. The courses include, in addition to the training on values, gender issues, organization development and NGO management, which all BRAC staff members receive, the following:

- 6 days “foundation training” for new staff members, after two weeks employment;
- 6 days “operation management training for staff”, after two months employment;
- 12 days of “pedagogy management training for staff” relative to the Grades I to III curricula, after four months employment;
- 12 days of “pedagogy management training for staff” relative to the Grades IV and V curricula, after six months employment;
- 12 days of “operation management training for Team-in-Charge”;

¹ BRAC (2002) *BRAC Education Programme NFPE Phase III Progress Report January-December 2001*. BRAC, Dhaka, 2002, p. 13 & 35. CAMPAIGN FOR POPULAR EDUCATION (2001): *State of Primary Education in Bangladesh: A Question of Quality*. The University Press Limited, Dhaka, 2001, Vol. 1, p. 47.

² Vibekanda Howlader et al. (2001) *Teacher ability in Grade IV*. BRAC Education Programme. June 2001.

- 6 days of "advanced pedagogy management training for Quality Managers";
- 1 month's training in English and basic computing for Regional Managers and Quality Managers;
- 6 days' "communication training for supervisory staff", for Regional Managers and Quality Managers; and
- 6 days of "master trainer training", for Master Trainers.

In addition, staff can participate in special workshops on assessment, research and monitoring. Over the years, BRAC has acquired much experience in organising these in-service training programmes and they are regularly updated and developed, taking into account the needs expressed by the staff, and conducted according to detailed plans.

2.22 The Mission discussed **progress made by BRAC in developing its own materials for the higher grades** with the curriculum and textbook developers of BEP. As examples, existing and new English books for Grade IV were presented to the Mission. BEP has developed a teachers' guidebook, "English for Today, Class IV, Teacher's Aid" and a pupils' workbook, "English for Today, Class IV, Students' Practice Book", both printed by BRAC in January 2002, and both are supplements to the Government primary school textbook "English for Today for Class IV", published by the NCTB in 1994 and used at present in the BRAC schools. In the meantime, they have also prepared new books which are now being piloted in a sample of schools: "English for Tomorrow, Grade IV, Teachers' Guide", first edition of December 2001, and "English for Tomorrow, Grade IV, Students' Workbook", first edition of December 2001, both written by Jacqueline Harmer in collaboration with BEP staff. These new books are more attractive than their predecessors and especially designed for the child friendly teaching approach prevailing in the BRAC schools, as opposed to the rote learning of questions and answers still occurring in the primary schools.

2.23 The BEP 2001 Progress Report provides details on the materials developed by December 2001¹ and, since then, other books have been completed or are being developed by BRAC. These include, in addition to the English books mentioned above:

- Bangla teacher's guidebook, Grade V: submitted for editing and illustration July 2002, scheduled for printing and distribution in October 2002, so as to be in use by March 2003;
- Bangla story book, Grade V: to be submitted for editing and illustration by October 2002, scheduled for printing and distribution in January 2003, so as to be in use by March 2003;
- Revised mathematics workbook, Grade IV: to be submitted for editing and illustration by November 2002, scheduled for printing and distribution in February 2003, so as to be in use by May 2003;
- Social studies teacher guidebook, Grade IV: to be submitted for editing and illustration by November 2002, scheduled for printing and distribution in February 2003, so as to be in use by May 2003;
- Social studies workbook, Grade IV: to be submitted for editing and illustration by November 2002, scheduled for printing and distribution in February 2003, so as to be in use by May 2003;
- Science teacher guidebook, Grade IV: to be submitted for editing and illustration by November 2002, scheduled for printing and distribution in February 2003, so as to be in use by May 2003;
- Science workbook, Grade IV: to be submitted for editing and illustration by November 2002, scheduled for printing and distribution in February 2003, so as to be in use by May 2003;
- Bangla storybook, Grade IV: to be submitted for editing and illustration by February 2003, scheduled for printing and distribution in April 2003, so as to be in use by May 2003, and

¹ BRAC (2002) *BRAC Education Programme NFPE Phase III Progress Report January-December 2001*, BRAC, Dhaka

- English workbook, Grade V: to be submitted for editing and illustration by mid-July 2003, scheduled for printing and distribution in September 2003, so as to be in use by March 2004.

2.24 The mission looked at the effect of the extension from 3 to 4 years on school attendance and dropout. From statistics, from observations in schools and from discussions with teachers and staff during the field visits, it is concluded that school attendance remains high and that pupil dropout is extremely low (around 2 percent annually, as a rough average), especially in rural areas. This contrasts sharply with the high dropout and low attendance rates in formal primary schools.

Percentages of children dropping out from NFPE Gr. I-III and Gr. I-V schools, by gender

Year of course completion	% of children dropping out from NFPE Grade I-III schools over a 3-year cycle			% of children dropping out from NFPE Grade I-V schools over a 4-year cycle		
	Boys	Girls	Total	Boys	Girls	Total
2002	6.0	8.7	7.7	6.7	7.5	7.2
2001	10.2	9.8	10.0	7.8	10.2	9.3
2000	7.2	10.9	9.5	7.3	10.9	9.6
1999	3.2	7.6	6.0	5.6	10.0	9.3

Source: Computations by the Mission based on BEP MIS numbers of initial learners, graduates and dropouts.

2.25 The Table shows decreasing numbers of children dropping out from the Grade I-V schools during the past three years. (Gender-specific figures on dropout may generate further research.) Reasons for dropout given to the Mission include: pupils' parents moving away to a different place of residence, early marriage, or a child going to work to obtain income. It is clear that the increase in the duration of the cycle from 3 to 4 years does not adversely affect attendance and dropout. On the contrary, the most recent figures show lower percentages of children dropping out from the 4-year cycle than from the 3-year cycle. When interviewed by the Mission, the pupils, teachers and parents expressed a clear preference for continuation to Grades IV and V in the BRAC NFPE schools, rather than for the transfer to a formal primary school - if actually available within walking distance - after NFPE Grade III.

2.26 In all the schools visited, the Mission checked the attendance register and counted the children present. Attendance was generally very high with, in a few cases, just one or two children absent for health reasons. When a child has been absent, the teacher goes to see the parents to ask the reason. [GOB Primary schools have recently adopted the practice of requiring teachers to make one such visit each month, typically to a long-term truant.]

2.27 The Mission also assessed the impact of the extension of NFPE schools to a full primary cycle on the intake¹ of graduates into the formal school system, through analysis of data, and discussions with stakeholders. During the field visits, the secondary school heads and Education Officers interviewed, all expressed satisfaction regarding the high proportion of BRAC graduates passing the admission tests to high schools. Indeed, some Heads had stopped administering the test to BRAC Grade V

¹ Apart from the intake into the formal school systems, it would be interesting to analyse retention and progression of former BRAC pupils through secondary education. Careful data handling and extrapolation should be able to provide, for example, a comparison of High School completion rates between (a) those entering GOB Primary Grade I, (b) those going through the NFPE I-III cycle, and (c) those going through the NFPE I-V cycle, with indications regarding success rates, ages at and years for completion, gender and, if possible, social background. The BEP research group is at present conducting a research study, which will include some work on this topic and it should be available in one or two months' time. [See also: Douse M. (1997) *A Note on Mainstreaming*, available at the DLO.]

pupils as “they all passed”. The secondary school heads and teachers all expressed satisfaction regarding the attitudes of the BRAC graduates admitted into the formal schools, noting also their

“good handwriting... better attitude to learning... knowledge of the basics...”.

2.28 The Mission had several meetings with former BRAC NFPE and BEOC pupils who are now secondary school students and the most striking differences between the BRAC school and the formal secondary school, as reported by the students, included:

- very much larger classes;
- different teaching-learning processes with less personal interaction with the teacher;
- longer distances between the home and the school, requiring up to an hour’s walking; and
- financial difficulties, in particular when private tuition was required, but for the girls the female stipend programme helped a lot in overcoming those difficulties (in addition BRAC offers stipends to carefully selected beneficiaries).

2.29 In the past, intake into the formal system occurred after completion of the Grade I–III cycle. NFPE graduates then needed to gain admission into a government primary school. Since the extension of NFPE to cover Grades I to V, the children can seek admittance directly to secondary schools. To date, 2,152,166 BEP graduates have reportedly been admitted into secondary schools, comprising 66.5% girls. Among the BEP graduates admitted into formal schools, 1,659,472 came from NFPE schools and 492,694 from BEOC, representing respectively 94.1% and 81.3% percent of the graduates of each of those types of education¹. Details regarding admission from course completed NFPE schools into formal schools, 1999-02, are tabulated.

Intake of graduates of NFPE Grade V schools into formal schools, by gender

Year	Graduates from NFPE Grade V schools			Admissions into formal secondary schools (with percentages of those graduating)		
	Boys	Girls	Total	Boys	Girls	Total
January-June 2002	62,968	88,483	151,451	59126 (93.9 %)	83765 (94.7 %)	142891 (94.3 %)
2001	79,634	132,700	212,334	73518 (92.3 %)	124590 (93.9 %)	198108 (93.3 %)
2000	945	1,564	2,509	867 (91.7 %)	1445 (92.4 %)	2312 (92.1 %)
1999	10,854	19,082	29,936	9652 (88.9 %)	17320 (90.8 %)	26972 (90.1 %)

Source: BEP MIS & computations by the AMR Mission.

2.30 [For purposes of comparison, the percentage of those graduating from Grade III of the NFPE schools over the same period was also around 91-95% - but certainly not all of those proceeded to High School two years later (see Footnote on page 10, above).] As depicted in the Table, the rates of admission into formal secondary schools are slightly but significantly higher for girls than for boys, probably in part explained by the stipends given to all female secondary school students (Tk.25 per month). BRAC also awards stipends to carefully selected secondary school students from poor families. This scheme has been expanded following recommendations by the 2001 Mid-term Review Mission and, this year, 4,694 BRAC scholarships of Tk.400 each have been awarded: 1,815 for children from minority groups and 2,879 for Bengali children.

¹ BRAC Education Programme: *At a glance – as of June 2002*.

Conclusions and recommendations

2.31 BRAC NFPE has moved smoothly into the Grades IV and V cycle, and the extension of the extension of the cycle to four years has not adversely affected attendance and dropout. High proportions of NFPE and BEOC graduates, 94.1% and 81.3% respectively, now move into the formal education system. It should also be noted that extending the schools to Grade V has also contributed to significant capacity-enhancing and confidence-building on the part of the teachers and their supervisors.

The Mission considers that taking all BRAC schools to Grade V is the best option and that this should be implemented as soon as feasible. This will require further investments in human resources development, particularly in a limited number of schools whose teachers have not yet acquired the capability of (or confidence in) teaching the Grade IV and V curriculum. ESP also merits increased support to enable it to duplicate the successful NFPE model through other NGOs, especially among minorities and in areas where BRAC has no programme.

2.32 Training support to field and supervisory staff, quality improvement in key inputs into the NFPE schools through the development of curricula, textbooks, teacher guides and student workbooks for Grades IV and V, teacher development and decentralisation of the quality control process, all seem to be on track.

Continued investments and support for the piloting and improvement of curricula textbooks, teacher guides and other materials, and in further training of teachers and supervisors, is a necessity. [The particular issue of English is addressed in Chapter 3, below.]

Opportunities for collaborating with GOB in the design and production of learning materials should be explored; commercial opportunities should also be considered.

2.33 Important investments have been made in the development, both quantitative and qualitative, of human and material resources. It may reasonably be assumed that those inputs will generate the expected results, although out-of-school factors may of course adversely affect the effectiveness of teaching-learning process. In assessing teachers' and pupils' performance, the crucial question is the extent to which teachers manage to transmit the competencies specified in the curriculum to their pupils, and the SAT is necessary for this. Accurate interpretation of results is also vital and, while BRAC is highly competent at gathering and presenting data, opportunities for more thoughtful analyses are not always seized.

Work on the development of the SAT covering Grades I to V competencies needs to be completed since the test should be conducted annually, in accordance with both the logical framework OVIs for NFPE Phase III project and in order to ensure effective qualitative monitoring. [This also is referred to again in Chapter 3, below.]

Additional high-quality training should be provided (to BRAC staff with relevant responsibilities) in the analyses and interpretation of educational data.

3. Quality Developments

Introduction and background

3.1 [The background information supplied earlier (paragraphs 2.2 to 2.10, above) remains relevant.] As was highlighted by the 2001 mid-term review mission, the drive for increased quality is the central feature of NFPE III. While the key quantitative target remains the operation of 34,000 schools (and, as already reported, this is being achieved), the emphasis is now on quality upgrading, with considerable investments by BRAC in the development of human and material resources.

Key issues

3.2 The TOR state that the monitoring review should also focus on "a review of the quality developments in Grades I-III" and the following issues are listed:

- Quality improvement in key inputs into NFPE schools through:
 - the production of new, supplementary curricula, textbooks teacher guidebooks and student workbooks, and
 - teacher development and improved teaching methods;
- Success and effectiveness of institutional development through decentralisation of the quality control process, and of capacity building through the training of Quality Managers, Master Trainers and Resource Teachers; and a
- General issue: do the achievements in the area of quality development of NFPE schools warrant continued emphasis in future NFPE programmes?

Approach and methodology

3.3 The approach and methodology adopted for this monitoring review of the NFPE programme combines analysis of data and existing research, individual and group discussions, and observations in schools and teacher training programmes, as already described (in Chapter 2, above). As is observed in other sections of this document, the scarcity of measurable OVIs at the Output level of the LFA, sometimes made it difficult for the Mission to assess actual achievement against that which had been intended.

Findings

3.4 [Several of these findings are interlinked with those in chapter 2, and comments may occasionally overlap.] Achievement tests conducted for the Education Watch 2000 survey showed that, countrywide, the quality of education is generally poor, except in some schools patronised by the urban elite, but that pupils' performance tended to be 'less weak' in the BRAC schools. The same research indicated that, in general, boys perform better than girls, urban children do better than rural children, and that the socio-economic environment and educational facilities have significant influence on learning achievement. Those three factors very much affect BRAC non-formal schools, since they enrol children of the socio-economically most deprived groups, are located mostly in isolated rural areas, and have a majority of female pupils. Therefore, the combination of those three characteristics in the BRAC NFPE schools would lead one to expect performance levels far below average, which was the opposite of what was established.

3.5 The 2001 BRAC NFPE mid term review mission explained that success in terms of:

- the provisions for quality pedagogical support at BEP Head Office;
- the provisions for quality inputs in the schools, trained and motivated teachers and improved books and other materials; and
- the unique system of liaison from the Head Office through decentralised offices to the schools and vice versa¹.

3.5 However, it should be borne in mind that overall measures aiming at improving major qualitative inputs, such as curricula, textbooks, teachers and supervision systems are essential but not sufficient, and do not automatically guarantee better outcomes. As the schools are the delivery points at which all the components of the system come together, it is their interaction in the classroom which finally determines the effectiveness and the quality of the service being delivered.² Mention has already been made of the SAT and the reasons why it has not been conducted annually. However, the Mission believes that, pending the finalisation of the Grade V level SAT, the existing test could have been conducted in Grade III, so as to gain some knowledge about the levels of school performance since the Education Watch 2000 survey.

3.6 (Again, as mentioned in Chapter 2) mastering the English language remains a problem for managers, supervisors, teachers and pupils, in the formal as well as in the non-formal education systems. This situation must be redressed, since English language is an important item on the school curriculum and of increasing significance in working life, communication and entertainment. To make English language classes more appealing, much creative thinking by curriculum and book developers, master trainers and teachers is needed. The example of improved Grade IV English books piloted by BEP, and also the programme for the development of books and supplementary materials for Grades IV and V, were mentioned in Chapter 2. Unfortunately, the pilot project on "Interactive Radio Instruction" (IRI), introduced to increase skills in listening, understanding and reading English in the late nineties, did not produce the expected results. The programme was "too urbanised and not appropriate for the rural environment"³, and reliant on the use of tapes which were "often damaged".

3.7 The NCTB is at present revising the primary school curricula, and as a consequence, the BEP curriculum developers will need to continue adapting and improving the NFPE's own curricula and learning materials and this will require a lot of effort in the years ahead (and which merits the attention of those development partners who identify support to quality basic education as a priority). Recently increased cooperation between BRAC and GOB in relation to the former's printing of the latter's textbooks is an encouraging development and there is potential for further linkages, and even the joint design and production of learning materials, as – hopefully – BRAC~GOB liaison strengthens.

¹ BRAC Education Programme *NFPE Phase III Mid Term Review*, Edburgh Consultants, Utrecht, August 2001, p. 39.

² Jacques Hallak, in: Gabriel Carron & Ta Ngoc Chau, *The quality of primary schools in different development contexts*. UNESCO: IIEP, Paris, 1996, p. v.

³ BRAC (1999): *NFPE report phase 2, April 1996-May 1999*. BRAC, Dhaka, 1999; and Miriam Bailey, et al. (1998): *An appraisal of the proposal for BRAC's education programme: phase III*.

3.8 According to a survey conducted by the BEP Research Group,

"the teachers identified English as the most hard to teach subject. They were desperately asking aid"¹.

English is a foreign language, with a completely different alphabet, and which is seldom heard in remote rural areas where most NFPE teachers are living and in the socio-economically deprived families of the pupils. As a result of these difficulties, and as already discussed in Chapter 2 in particular reference to Grades IV and V, there is a considerable need for teachers to receive further training, to improve their knowledge of the language and develop improved methodological skills for teaching the subject to their pupils. Teachers, as well as trainers and staff, face difficulties in communicating effectively in English, and achieving the capacity to teach the subject adequately to children. The Mission believes that a wholehearted and well-planned drive to achieve a high level of competence in reading, writing and speaking English would be welcomed by, for example, many Supervisors; there seems to be much enthusiasm for learning English amongst that group.

3.9 An important factor ensuring the motivation of the teachers is the quite unique system developed by BRAC for administrative and pedagogic supervision and guidance through frequent school visits by field staff, as well as HO staff, in combination with assistance from peers who have developed particular pedagogic or subject related skills. To ensure the delivery of quality education by teachers who have not enjoyed formal pre-service teacher training, an elaborate structure has been put in place, aimed at ensuring that administrative and pedagogic school supervision is achieved (as indicated in the BRAC Organogram on the following page²).

Summary of BEP field staff, as of June 2002

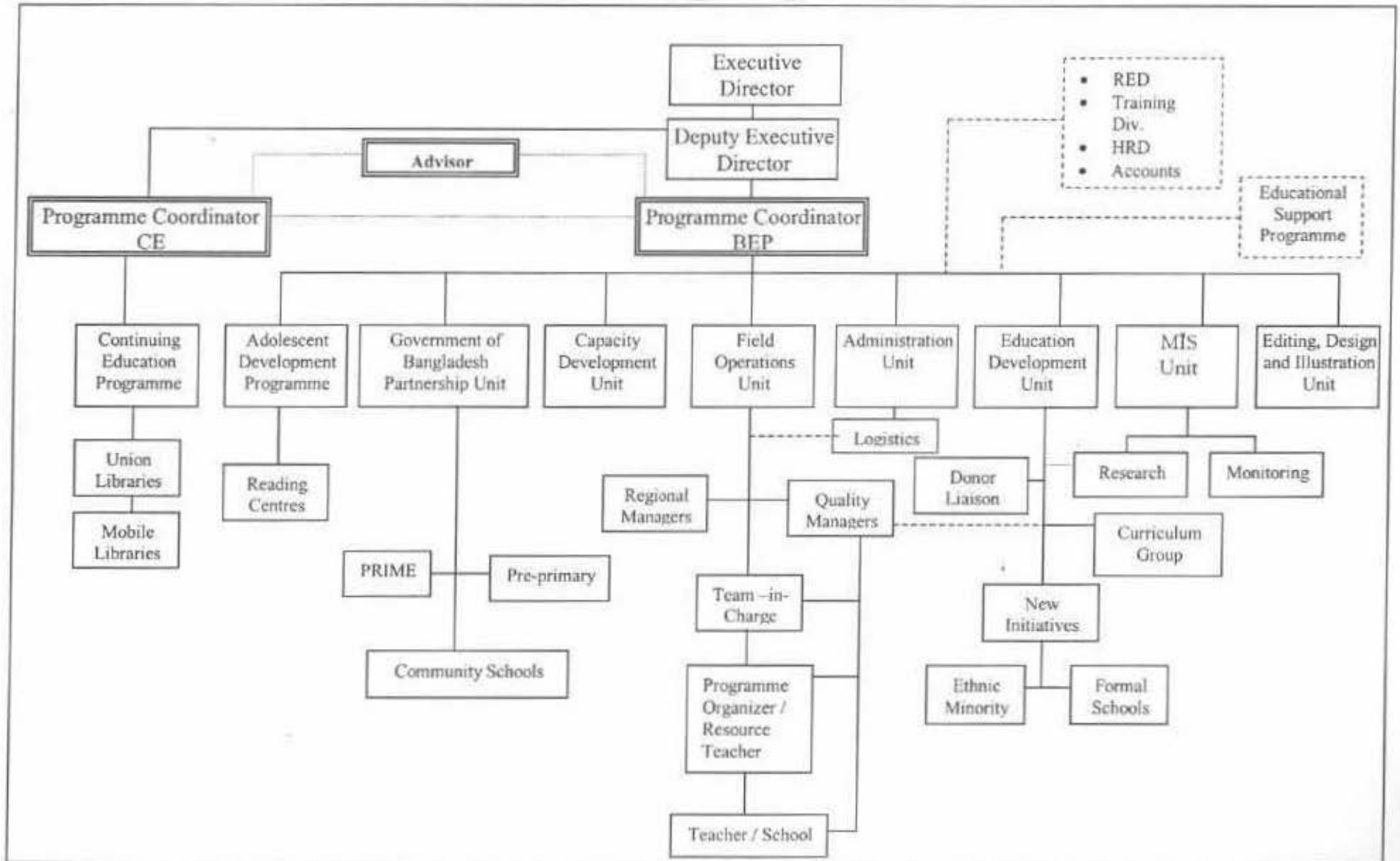
Function	Predominant nature of tasks	Total	Female	% Female
Regional Managers	Administrative	37	5	14
Quality Managers	Pedagogic	37	12	32
Team In Charge	Administrative & pedagogic	335	106	33
Programme Officers	Administrative & pedagogic	2,448	410	17
Resource Teachers	Pedagogic	180	149	83
Monitors	Pedagogic & resources monitoring	27	2	7
Total		3,064	684	22

Source: BEP MIS.

¹ Vibekananda Howlader et al. (2001) *Teacher ability in Grade IV*, BRAC Education Programme

² In studying the December 2001 BEP Organogram, other questions arise. For example, 'Community Schools' and 'Formal Schools' are similar in practice but far apart organisationally. To reach 'Reading Centres' from 'Union Libraries' involves six steps. Large numbers of Managers (RMs, QMs, PRIME Managers) seem to report to one HO unit without intermediaries. Horizontal linkages – even for information exchange – appear lacking. BRAC may well care to consider these observations – a recommendation later in this document suggests that a companion chart be constructed – a 'communogram' – to depict information links. This should include many horizontal connections.

The Current BEP Organogram (as at December 2001)



3.10 Amongst the staff and the teachers, those who have good subject knowledge or strong communication and pedagogic skills are selected to give support and advice to the teachers. They carry out those functions as well as the normal duties attached to their positions. For instance, amongst the Team-in-Charge, Programme Organisers and Resource Teachers, some who have particular subject-related skills are selected for the function of "Master Trainer" and will assist in teacher training programmes or refresher courses. Among the teachers, some who possess good subject knowledge and communication skills are selected and designated as "Batch Trainers". Their duty is to help other teachers at the monthly meetings, again in addition to their normal work. Thus, in addition to the regular teacher training courses, efforts are made at the local and school level constantly to help teachers improve their teaching and upgrade the quality of the NFPE system in general.

3.11 Of crucial importance is the delivery of quality education - transfer of knowledge, skills, attitudes and values - to the ultimate beneficiaries of the BEP, namely the children in the schools. That is the reason why the liaison between the provision of quality pedagogical support by the BEP staff in BRAC HO and in the field is of utmost importance. To ensure that linkage, a system has been put in place whereby feedback from the teachers regarding difficulties they meet in using the materials designed by EDU, curricula, textbooks, teacher guides and teaching methods, as well as observations by the field staff, POs, TiCs, QMs and RMs, can be transmitted to EDU through reporting and monthly QMs' and RMs' meetings at HO in Dhaka. All QMs and RMs from all over the country have such a monthly meeting at HO in Dhaka, lasting usually two full days¹. Field visits by the staff of the curriculum group at HO are part of their normal tasks, as well as liaison with QMs and monitoring. On average, the staff of the curriculum group spend at least one week every month in the field. These frequent opportunities to keep in touch with the every day problems faced by the rural teachers in their schools are in sharp contrast to the practice in formal education systems in many parts of the world, including Bangladesh where curriculum and materials development are often conducted in more academic and urban institutes and piloted in atypical model schools.

3.12 However, careful attention should be given to clarifying and focussing the purposes and modalities of the different visitors that the teacher has to receive, and to avoid overlapping and duplication of effort. In general, one could say that the link between EDU at HO and the field predominantly depends on the contacts, observations and exchanges by staff - both field staff and HO staff - and less on standardized written reporting. Relying heavily on the principled, committed and motivated staff, this may well be one key element of the successful 'BRAC approach'.

3.13 Last year's MTR mission (August 2001) recommended strengthening the monitoring system. A "Monitoring Group" was created within the BEP MIS Unit in October 2001, and standardized assessment tools were discussed in a workshop with a visiting international consultant, Prof. W. Gibbs, in April 2002. A monitoring system was designed and this is now being piloted.

3.14 During the transition to the Grade I-V cycle, as described in Chapter 2, many Regional Managers were overburdened with other activities of a more administrative

¹ But please consider here the earlier comments regarding the large number of managers apparently reporting to the one central unit!

nature. Accordingly, Quality Managers were appointed to assist them in the supervision of pedagogic activities. However, as depicted in the Organogram (page 16, above), the QMs (as suggested by the term 'Manager') appear to perform a second controlling role in relation to TICs, POs, Supervisors and Teachers. An alternative to 'quality management' is a "quality assurance" function, which involves ensuring that the quality of education is maintained at a high level, with 'Quality Advisors' supporting supervisors and teachers. In practice, attention across the NFPE system is increasingly focussed on the quality of education through the development of curricula, textbooks and teaching methods, teacher training, and support to teachers and this is, in effect, quality assurance.

Quality Management (QM) implies the control of key activities within a process in order to achieve high standards through direction, reward and punishment. QM is the policeman on traffic duty, stopping this line of vehicles, waving through that lane, fully in charge and arresting anyone who is caught breaking the rules.

Quality Assurance (QA) involves establishing an effective system geared to achieving high standards, checking that it operates effectively, and supporting it as necessary. QA is the set of traffic lights, pedestrian crossings, signs, white lines and parking areas, with a policeman in the background observing that all is working properly and available to step in whenever necessary.

An educational example is that of School Inspection. In many countries this used to be an annual visit by a powerful man (almost always a man!) who would check the Head's records, observe classes and possess the authority to recommend this teacher for promotion, or to send that teacher home in tears, or to require a school's records to be organised in a different manner. That form of QM has now in many countries given way to a QA approach in which every four or five years a team of (male and female) Inspectors visits a school for several days, and produces a comprehensive report to inform and assist the Board, the Head, the teachers, the parents and local community and, through all of them, the pupils.

It is not a matter of one system being 'right' and the other 'wrong' so much as determining the best approach – or combination of approaches – in terms of the particular circumstances and challenges at any specific time. QM might be best in a time of major transition, QA might better suit a consolidation.

Conclusions and Recommendations

3.15 The demonstrated better performance of BRAC pupils, compared with those of other primary schools, may be explained in part by the provisions for quality pedagogical support from BEP Head Office and for quality inputs in the schools, by trained and motivated teachers using improved books and other materials, and by the unique system of liaison from HO through decentralised officers to the schools, and vice versa. It is necessary to emphasise, however, that performance generally is of limited standard ('good' only in comparison with the low-quality norm) and that BRAC, no less than GOB, needs constantly to develop, pilot and apply improved methods and materials.

BRAC's achievements in providing basic education of comparatively good quality to children who would otherwise have no access to education at all, and the need for continued quality development, including updating of the NFPE curricula and textbooks to match the new primary school curricula that are being developed by the NCTB at present, make continued investments in human and material resources development indispensable. This warrants continued emphasis in future NFPE programmes and offers partnership opportunities to donors who have adopted support to quality basic education as one of their priorities.

3.16 Teachers identify English as the hardest subject to teach and it is a major problem for managers, supervisors, teachers and pupils, in both the formal and non-formal education systems. If this is to be responded to seriously, discussions within BRAC might lead to the creation of an 'English Language Learning LOGFRAME'. In readiness for NFPE III, the following possibilities are offered as an input to those deliberations:

PURPOSE:	English Language competence of Grade V leavers increased
OUTPUTS:	1. Supervisors can communicate through written and spoken English
	2. Teachers able to present effective and enjoyable English lessons
	3. Suitable and creative learning materials in all BRAC schools
ACTIVITIES:	1.1 Intensive immersion training for Supervisors...
OVI for OUTPUT 1:	At least 60% of Supervisors can, by 2009, describe clearly in English the main points of newspaper stories in English that they have read and of radio news bulletins in English that they have heard.

Once the present phase of NFPE is implemented, BRAC should pioneer a wholehearted and imaginative drive to achieve a high standard of English language learning in its schools and, thereafter, in all schools. Continued efforts by BRAC's curriculum and book developers, master trainers and teachers to make English language classes more efficient, for instance through the use of attractive and child friendly materials and teaching aids and teacher training. Intensive training for the supervisors, aimed at their achieving fluency in English, could be envisaged as an initial strategy.

3.17 While the QM approach has contributed greatly to the efficient movement of NFPE schools into the full Grade I-V cycle, its continuing relevance requires review. The move now should, in the Mission's opinion, be towards a 'quality assurance' function, which involves designing and setting up a system to ensure that the quality of education is maintained at a high level, with one unambiguous chain of management, and with 'Quality Advisors' supporting supervisors and teachers.

The Mission considers that, for the longer term, a quality assurance rather than a quality management or quality control model might be more effective and more consistent with 'the BRAC approach'. It recommends that the monitoring function remains strongly linked to management, and that every step be taken to avoid creating a separate and unwieldy structure. It is proposed that BRAC carry out an evaluation (including SWOT and cost-benefit assessment) of the new monitoring system during the first half of 2003, for consideration by the next NFPE III review mission.

3.18 Monitoring inputs and processes are necessary but not sufficient in themselves. Outputs and results must reach the ultimate beneficiaries, the pupils in the schools. Assessing whether this is occurring is not an easy task. Acquisition of appropriate values and attitudes can be evaluated by continuous assessment by the teachers individually; it is hard to measure such matters in a standardised way. Assessment tests measure essentially the acquisition of cognitive skills. While these general matters require continuous consideration, the point made in Chapter 2 is reiterated:

It is the Mission's opinion that developing and conducting a Standardized Achievement Test is necessary, in spite of the acknowledged limitations of SATs, in order to assess qualitative results in terms of competencies acquired by the learners, as a complement to the system for monitoring inputs and processes.

4. Continuing Education

Background

4.1 This chapter is concerned with BRAC's Continuing Education Programme (CEP) and focuses on its main delivery points, namely the Reading Centres (RCs) and the Union Libraries (ULs). Some explanatory paragraphs on each are given followed by an overview of their performance to date in line, wherever possible, with the OVIs. [Inevitably, there is some overlap with Chapter 5 which deals with the Adolescent Development, conducted largely in the Reading Centres.]

4.2 With regard to the RCs the TOR require the Mission to:

- examine the way RCs have evolved;
- review the impact on the community of the RCs closing at the end of three years; and
- assess the effectiveness of particular initiatives.

With regard to the ULs, innovations such as IT training is to be explored and attention is to be focussed on whether or not the libraries are on track with reference to:

- the books stocked;
- the main users;
- levels of usage; and
- the categories of books people are borrowing.

4.3 BRAC's Continuing Education Programme (CEP) was introduced in 1995 with the intention of continuing the literacy process that is both sustaining the achievements of the Non Formal Education Programme and encouraging reading in rural communities. RCs and ULs constitute the main venues from which the CEP is delivered. The RCs are intended to be of a temporary nature, usually having a life of 2-3 years' duration, and are principally for BEOC graduates and, if the community does not have the resources to continue their operation, they will simply cease to exist under present arrangements. ULs are more permanent, being transformed into community managed units following their formation into trusts. Also in existence are Female Libraries (the term is somewhat misleading as they are principally, but not exclusively, for women), Small Libraries and, in a pilot phase, Mobile Libraries.

READING CENTRES

4.4 RCs are set up primarily with and for graduates from BRAC's Basic Education for Older Children (BEOC) schools. Established two months before the end of a BEOC cycle, the RC is initially formed with 20-30 members and open one afternoon per week for 2-3 hours. Each has a stock of approximately 250 books comprising fiction and drama as well as texts in areas such as health and hygiene, legal rights, first aid, reproductive health (these non fiction items complement the training that girls receive in the APON programme, as discussed in Chapter 5, below), issues of four magazines, and a small selection of games. The library is staffed by an adolescent girl (usually a former BRAC pupil) who receives a small salary for this extra duty.

4.5 Members are permitted to borrow one book for a period of one week and records are kept in a loans register. Management of the RC is by a committee whose

members are the teacher-librarian, two BEOC school graduates and two parents. The RC members are encouraged to save Tk.2 per month and, when this money has accumulated a little, they are able to spend it as they wish, thereby encouraging the practice of saving.

4.6 It soon became apparent to BRAC that membership of RCs needed to be extended to the wider female community so they are now open to newly literate girls and to housewives. The RCs provide women with a much-needed meeting place, a secure environment in which to socialise as well as affording them opportunities to reinforce their newly acquired reading skills.

On-going Reading Centres June 2002

Total number of Reading Centres	6,888
Membership	213,550
Average Membership	31.0
% of Female members	95.2

The Reading Centres, with particular reference to their role in the Adolescent Development Programme, are considered further in Chapter 5.

LIFE SKILLS TRAINING (LST)

4.7 Life skills training is delivered both from ULs and, exclusively for girls, through the APON Kishori Abhijan (AKA) programme which is dealt with in the Chapter 5 (a pilot programme for boys has recently started but is outside the scope of this Mission). There is a similarity between the training offered in the two programmes but the AKA additionally supplies training in the less traditional, more contemporary areas of photography, journalism and computer data entry.

4.8 Figures to June 2002 indicate the available training in such areas as poultry rearing, a more generalised course in poultry and livestock, a specific course on livestock fattening and one covering poultry, and animal husbandry. Also offered were sewing, entrepreneurship, agriculture training, social forestry, vegetable gardening and fishery. The table details the number of participants trained, by the government agency providing the training:

Government Sector Skill Training of UL Members January-June 2002

Department of Youth	1,324
Directorate of Social Welfare	30
Directorate of Agriculture	50
Others	375

All of those trained are UL members and were routed through their respective libraries to receive training in the government sector.

UNION LIBRARIES

4.9 Set up in 1995, the Union Libraries' creation stemmed from the recognition that the community at large needed access to reading materials (although some other forms of public library are in existence in some rural areas) and a place to socialise. The way in which ULs are formed ensures community participation and thus local ownership from the outset. The premier consideration for the community is to identify

at least one room of 440-500 square feet available free of charge, with any conversion costs should be borne by the community. The next step is to form a local committee comprising nine members, eight from the locality, the other from BRAC. They oversee the overall operation of the library (the day-to-day running being conducted by a specially trained non-professional librarian). Under the category of initial general operation (other activities are subsequently added) would be such responsibilities as the refurbishment/construction of a suitable place to house the library, publicity and canvassing for subscribers.

Union Library Statistics June 2002

Total number of libraries	650
General	553
Female	64
Small	- 33
Total membership	288,013
Average membership	443
Libraries transformed into Trusts	479
Skills development Training provided to members	10,162
Training in computer operation	322

4.10 In order to begin operating, it is necessary to have at least 200-300 core subscribers paying a minimum subscription of Tk.30,000. The plan is at least to double this number within a two year period whilst increasing the subscription to Tk.50,000. In the case of 'small libraries' (usually situated in the poorest communities) and libraries for women, it is necessary to have 150-200 subscribers and a minimum subscription of Tk.15,000. BRAC stipulates that ULs should form a trust and register with the appropriate government department within a two-year period. An 'endowment fund' should be started to sustain the library in terms of the payment of librarian's salary, other running costs and innovations. Funds are raised in various ways including donations and saleable items given by the community such as seasonal local produce. Once a community has met these requirements, a bank account is opened and BRAC provides a bookstock of 1,000 volumes, necessary furniture and matched funding to ensure that the library is a self-funding organisation covering its recurrent expenses from the outset.

4.11 Where the library is located is crucial and most are established in secondary schools or near important community facilities such as the market or Union Council. The library is staffed by a part-time librarian who ideally (and usually) is a woman. The committee decides how many hours the library is in operation based on what funds are available: typical opening hours would be six hours per day six days per week. A single book can be borrowed at any one time with a loan period of one week. In the case of non-return or overdue items, the librarian will enlist the help of the committee. Since their inception, ULs have undergone significant additions, for example the introduction of children's corners' (to promote familiarity with books for pre school children) and a loan scheme for textbooks for poorer students (who pay Tk.50-70 for these) as well as increases in membership and stock. In the 2001 academic year, textbooks were distributed to 12,385 poor students in 375 ULs but these loans have not been possible in 2002 due to changes to the textbooks by GOB. Over the years the range of activities has expanded to include socio-cultural activities, sports and observance of national days. As with RCs, some libraries also have a

programme of skilled based training. One development in a small number of Union Libraries is that of Information Technology (IT).

INFORMATION TECHNOLOGY

4.12 According to BRAC the rationale for providing IT training in rural communities is to:

“...Bridge the digital divide and link rural communities to the global village. To improve the knowledge base in order to bring sustainable changes to people’s lives.”

Recognising that, in contemporary Bangladesh, it is an impossibility to link every home to the internet, BRAC has set its sights on an internet connection to every village. With this in mind, IT training is provided from the ULs. The librarian, having completed a fifteen-day residential training course, is the tutor. The participants receive instruction on such packages as Word, Excel, Power Point and Multi-media. Anyone who is able to pay is eligible to register to learn and, although current market rates are charged, there are reduced rates for women and students, and short introductory short courses for school children.

4.13 The provision of IT classes is desirable for many reasons which include:

- creating a pool of trained personnel should markets expand leading to more regionally based companies;
- equipping people of all ages with a new skill, which can be utilised in the job market;
- providing school students with an extra resource;
- offering a source of information for the whole community; and
- entertainment.

Recognising the need to retain and enhance skills, Computer Users’ Clubs have evolved in which members practice computer skills, obtain peer tutoring, enjoy access to books on computing and a monthly computer magazine and, once adjudged ‘competent club members’, become potential part-time computer trainers. There is also a CD library for children and students and, while the provision of IT through the Union Libraries is still at an early stage, many exciting possibilities come to mind. For example:

Hannah, Miriam, Teresa, June and Bella operate a **Call Centre** from a room in Hannah’s parents house in Freetown, Sierra Leone in West Africa. They have three telephones and make use of a special international rate. Their present 14-month assignment involves contacting all families with telephones in three towns in New York State, USA regarding a particular new arrangement for house and car insurance. Because of the time difference, they work from 4.00 pm through to 2.00 am, with longer hours on Saturdays. The team’s target is 45 calls an hour, with at least 7 respondents agreeing to sign up: each day, the five young women work two shifts of 3 hours on the telephone, 1 hour making records and 1 hour off. Today, the women are working through pages 45/47 of the Albany telephone directory. The USA company deals with the telephone bills, and pays the team a minimum of \$370 monthly, with additional bonuses if targets are met or exceeded, plus \$60 for the rent of the room.

Approach and Methodology

4.14 As well as studying many documents and conducting discussions at HO, experiences from field visits to Rajshari, Gazipur and Cox’s Bazar were valuable. The overall approach and methodology adopted was qualitative observation, with a little

quantification where warranted, and participation at meetings. Where possible in the RCs the participants were asked their views on their learning programme, what it means to their lives and how they saw their futures. In the case of ULs, people present in libraries were asked their opinions on such things as stock provision, what impact (if any) the library had made on them and on the community, and whether they had any ideas for its future. [Library members are placed on various management committees and sub-committees, thus giving the Mission member the initial impression that she was not meeting any 'ordinary readers!'] The librarians were asked a range of questions including:

- whether they felt confident in their posts;
- if they had had adequate training and refresher courses;
- what were their views on existing library provision;
- what ideas they had for stock expansion/innovation; and
- did they feel confident to teach others IT.

Conclusions and Recommendations

4.15 In addition to the Findings already presented, including the tabulated data, the following comparisons indicate general progress of the UL component of NFPE III:

- The revised OVI for General, Women's and Small Libraries is 850 by 2004: 650 are already (June 2002) in operation;
- Each is staffed by a Librarian, 93% of whom are female;
- Average Library membership is 443, compared with an OVI of 400;
- 74% of ULs have already formed Trusts, against a target of 75% by 2004;
- 21% of Trust members are female, which is below the target of 30% by 2004;
- The number of books issued monthly is 249, against an OVI of 150; and
- 35% of readers per Library are female, well exceeding the target of 20%.

In virtually all of these regards, the Union Libraries are certainly well on track.

4.16 The TORs (see 4.2, above) also require the Mission to consider the categories of books people are borrowing:

Numbers and types of books issued per Library per month, January-June 2002

Category	Number
Novels	118
Science and Technology	16
Children's Books	29
Drama	5
Stories, Prose, Poetry, Travel	58
History, Biography, <i>Muktijuddhya</i> (War of Liberation), Religion	18
General Knowledge	5
TOTAL	249

These are not unexpected, reflecting to a high degree the composition of the bookstock, and comparisons with figures in future years will be interesting.

4.17 In relation to the Reading Centres, the Mission makes the following suggestions, including some questions, for consideration by BRAC:

- Instruction and literature should include information on HIV and not just on AIDS;
- Introduce Parentcraft/Child Development classes (in the boys' programme as well);

- Commission an in-depth study to ascertain the true status of girls' knowledge and understanding of the topics;
- Can they apply that knowledge?
- Of what use is the knowledge when disseminated to siblings and family (immediate and beyond)?
- Is it too watered down?
- Are the parents proud of their child's achievements and contribution to the family purse? [Probably an element of both.]
- Have the economic contributions aided the acceptance by fathers of their daughters becoming more independent?

4.18 The Mission makes the following suggestions regarding Union Libraries, including some questions, for consideration by BRAC:

- Introduce an intra library loan scheme anticipating an inter library scheme as ULs develop;
- Standardise the method of shelving books throughout the libraries;
- Review whether some bookstock in a particular location is more suited to another location;
- Expand the Children's Corners to include a Toy Library. Encourage use by mothers with children from six months. Obvious advantages for the child but also for the mother. Teaches her about the importance of play and early familiarisation with reading. Mothers would soon learn to follow words and pictures in a story book and hence be able to sit with the child outside sessions even if illiterate; It is also a place to socialise with other mothers and makes them 'visible' in the community;
- Introduce more story reading/telling sessions for all children. Other members e.g. grandmothers and grandfathers could participate: let them tell stories from long ago, helping today's children and young people to have a sense of the past in a changing world;
- On a community 'active' day such as National Day organise (with BRAC's help) village dancing, a feast, music for everyone. ... Invite a famous author!
- Introduce Parentcraft/Child development classes for couples;
- Considering additional Adult Literacy classes when funding permits;
- Encourage use by disabled people; and
- Display examples of local crafts.

4.19 In relation to Information Technology, the Mission makes the following suggestions, including some questions, for consideration by BRAC:

- Obvious need for more PCs in more locations and for the attendant training; consider obtaining 'used' PCs from businesses (this can have disadvantages!);
- Enlarge and encourage membership of the Computer Clubs, to retain and enhance skills, and promote discussion/pass on knowledge;
- Ensure that librarians' IT skills are updated/refreshed;
- As IT and ULs expand, will there need to be a cadre of 'circuit' librarians/IT specialists, with current incumbents having a new and expanded role but as deputies?
- Expand opportunities for those (from the community) trained to retain and enhance their newly acquired skills;
- Does IT training raise expectations in too many people that will not be met? Can it be counter-productive leading to individuals with a realisation of a skill acquired and lost? and
- Consider the feasibility of BRAC regional Call Centres?! UK (and other) companies already operate from India. Many websites offer explanations and examples. [Related to English language learning – see Chapter 3.]

These lists are not exhaustive and it is acknowledged that BRAC has plans to implement some of these possibilities (for example the introduction of more PCs). Some of these ideas are taken further forward, in particular relation to adolescent girls, in Chapter 5.

4.20 It is already apparent that many Libraries are reaching their full physical capacity and there is a need for an expanded library and an IT room. A multi functional room could be allocated for various classes such as health education and Adult Literacy. Possibly, rooms could be rented out for community activities such as weddings and general meetings as well as those of the various management committees.

BRAC excels at developing and drawing in new ideas and suggestions and, in order to achieve co-ordination regarding library/information services, and to run an efficient organisation with the potential to expand and diversify, the Mission proposes that BRAC consider the possibility of a model where ULs are transformed during NFPE IV into 'Community Learning Centres'.

4.21 This would not of itself obviate the need to close RCs as there are too many of these for each to become sub-sections of the broader Library/Information provision. As emphasised in Chapter 5, below, adolescent girls in Bangladesh need to acquire much social knowledge and livelihood skills so that they may become economically viable, contributing and fully participative members of society and the RCs are starting to fulfil an important ADP role. As a corollary to the present clear popularity of and benefits being derived from the Centres, it is clear that their closure leads to unhappiness and, although the Mission could not establish this directly, to a fall off in the use of literacy and other educational capabilities. Accordingly, in localities where demand is clear, some form of on-going provision is desirable.

BRAC should explore ways of enabling (low-cost, non-pukka, adolescent girl-managed) Reading Centre provision to continue at the village level where clear demand exists.

5. Adolescent Development

Introduction and Background

5.1 As made clear in the TOR, the review of the Adolescent Development Programme (ADP) extends to assessing its effectiveness, differentiating between the social development and livelihood training aspects of the programme.

“The emphasis will be on the programme for girls as the boys’ programme is very new. Recommendations are to be made on such matters as methods of instruction, the duration and content of the programme, and follow-up/support measures needed to ensure its continuing success.”

The TOR also call for recommendations on additional activities that might be added to the programme, on practical ways of providing instruction and how best to implement them, and on future strategies.

5.2 The Adolescent Development Programme is the umbrella term for the initiatives which emerged from the Reading Centres. These initiatives are three-fold:

- the reading and related activities at the RCs themselves;
- the Adolescent Peer-Organised Network (APON); and
- the Livelihood Training (LT).

[Not only is there some overlap between Chapter 4 (especially in relation to activities at Reading Centres) and the discussion that follows, some documents reviewed by the Mission are at times ambiguous or imprecise in their use of the terms ADP and APON, and this may be reflected in one or two of the paragraphs that follow. However, this does not include the Mission’s conclusions and proposals and, indeed, the opening recommendation addresses this very issue of clarity.]

5.3 Whilst developing the APON programme those involved report that they kept constantly in mind the knowledge that:

- One third of the population of Bangladesh is comprised of adolescents;
- The adolescents of today are the adults of tomorrow; and
- Adolescence is a transitional stage with individuals needing extra support and access to information.

As mentioned above, APON evolved out of the RCs (see Chapter 4) which were set up in 1993 with certain objectives, including:

- providing a location where the girls could meet together for socialising and recreation;
- enabling them to retain the knowledge they had acquired via the RC; and
- providing lifeskills knowledge.

In order to meet these requirements, the idea of APON was conceived with the aims of equipping adolescent girls through:

- Awareness building and raising;
- Leadership development;
- Some life skills training; and

- Linking training with income generating schemes, for example closer links with the Rural Development Board.

5.4 There are thirty nine teams, each with an Adolescent Leader (AL), and there are 2 Kishoree Supervisors at each APON centre while some slightly older girls are selected as Pathagar Supervisors (PS). The Adolescent Monitors are selected from the Adolescent Leaders (“They must be above 14 years, intelligent, and familiar with the problems of the local community.”) and the permission of the guardian has to be obtained, as well as the girl’s own consent, before she may become an AL. As of July 2002, jobs were being provided for, in total: 5,374 Peer Educators, 79 Adolescent Monitors, 344 Adolescent Leaders, 856 Kishoree Supervisors and 156 Pathagar Supervisors.

5.5 A Kishori Supervisor (KS) supervises seven RCs each week, with the first hour spent ‘chasing’ those who have not attended the previous day. These ‘truants’ are asked to give the reason, told they must attend regularly, and their mother is asked to please try and ensure their attendance. If a girl is at home she accompanies the KS to the RC. Other duties of the KS involve checking the register, encouraging the Tk.2 saving habit, participating in group work and listening to what the Peer Educator (PE) is saying. In this way there is some quality assurance of information. An additional duty of the KS is to check that RC’s Management Committee has regular meetings. This body comprises five members, three of these are RC members and the other two are mothers and it prepares an action plan with the KS, which details such matters as those interested in receiving training and those already trained. A weekly magazine on adolescence is distributed by BRAC to all the RCs.

5.6 After an Adolescent Monitor is selected, five days training is provided covering: Reproductive Health, the Environment, Social Issues and Legal Rights. The training commences with introductions and an icebreaker. The girls are divided into five groups, each group being allocated the name of a flower. A group leader is selected and she proceeds to read from the texts with her group. This is followed by group discussion and the task of writing a slogan to illustrate that the text has been understood. Each group then makes a presentation and a majority verdict is reached as to the best slogan and this is added to the poster of slogans and displayed.

Key Issues

5.7 The Mission is required to establish the effectiveness of ADP, to specify the social development and livelihood activities that have occurred, and to offer constructive proposals on future activities, improved methodologies and general strategies. Essentially, the issues to be addressed are (a) what is happening within the ADP? (b) how does that compare with the planned intentions? and (c) what should be the medium- and long-term future of this cluster of initiatives? It needs to be added that, as precise LFA Indicators at the Output level have not been identified, it proved difficult for the Mission adequately to address question (b). The general issue of OVIs is addressed in Chapter 7, below.

Methodology

5.8 The approach adopted was identical to that described in Chapter 4: studying the documents, meetings at BRAC and with UNICEF, and observation and conversations with girls in Rajshahi and Cox's Bazar. This was particularly valuable (such as a conversation with one girl in a Reading Centre group who had participated in photography training) and visits were made to two Kishori Abhijan classes, a RC, a community school (CS) and a Girls high school (GHS). The Mission also observed part of a pre-primary teachers' refreshers' course (four girls from that course who had received APON training - and were library members - also participated in a group interview with the Mission member concerning the APON programme). In the Findings section that follows, some specific references are made regarding particular groups and locations.

Findings

5.9 According to the latest figure from BRAC, some 250,000 adolescent girls operate from 6,882 RCs. The following tables detail the latest statistics available regarding Livelihood Skills Training at the RCs:

Training provided to Reading Centre members June 2002

Adolescent leader (key trainer)	803
Peer Educator (facilitator)	5,962
Photography	98
Agriculture (poultry/dairy/nursery)	90
Data entry (computer)	81
Journalism	90
Total	7,124

As provided by BRAC ADP

These 'inputs' are on track but, as already mentioned, the practical 'consequences' of this training needs to be targeted and monitored. Are these the skills that are in greatest demand and do those completing the training proceed to apply what has been learned?

5.10 BRAC reports that, as the girls progress through the APON course, they become manifestly more confident, and are enthusiastic about ensuring that they share knowledge with their peers and beyond. They realise that they can make a vital contribution to their families' economies, it also enables them to continue with their education as they are not reliant upon their fathers for the fees, and they have much more bargaining power in terms of delaying marriage. While the Mission was in no position to verify or dispute these reports on the basis of a sufficiently large sample study, such evidence as was encountered tended to substantiate (but not quantify) that which was claimed.

5.11 During the last year, training was conducted for most of the APON personnel, those not receiving it being those that had received training the previous year. It is not easy at this stage to say how this fits with the intentions because APON, as a new initiative, is incompletely documented in terms of quantitative targets (as observed more generally above). It is, however, possible to say that in 2001 there was total of

5,208 training days in the programme whilst in 2002 this had risen to 11,304: more than doubling in one year. Taking the main objective of the programme as

“to raise the consciousness of adolescents in a community with the assistance of peers and older siblings”

this would appear to be being achieved (although, here again, a measurable OVI against which to assess progress would have been helpful).

5.12 At a meeting with adolescents at Rajshahi at a Teacher’s Refresher (Paba Team Office), one girl was very proud to have attended a course on poultry keeping and management from which she earned Tk.500 per month. When asked what happened about her schooling, she said she paid Tk.400 each month for a private tutor! Another girl in this session suggested that it would be a good idea if APON training were introduced into the formal sector. When asked what they would like to do to earn their living, most wanted to be doctors, lawyers and teachers and, of those wishing to be teachers, the majority wanted to be teachers in BRAC schools. One girl wanted to be a businesswoman: she was a one of the leaders, very vibrant, and seemed to have the qualities needed for her preferred career!

5.13 Conversations were held with a group of girls, mostly from class 10 but also some from Grades 6, 7, 8 and 9. They were able to explain how long the training was (5 months + 13 months follow up) and what topics were covered. The girls reported that they were confident to speak with males present (they were referring to BRAC staff accompanying the Mission member: their response may well have been different with males from their own community). Whilst talking about birth control, one said she had once been shown a condom at a session at a TARC. She thought it would be useful if there were more visual aids and not just pictures in storybooks. They had however learned the lessons from the storybooks well and were able to give correct answers when questioned. They also freely expressed their opinions on what should happen in various circumstances. A selection of their responses is tabulated:

Questions by Mission member...	Answers given by the girls...
What happens if a husband wants to take a second wife?	She has to get the first wife to agree.
What happens to child/woman traffickers?	There is a legal punishment
Why shouldn't girls marry young?	Because it is injurious to their health and stops their education
What has been useful for you to learn in the APON programme?	To learn myself and to be able to share that knowledge with my friends and family
What is the legal punishment for rape?	Death sentence
What change do you think your learning has made within your family?	I have told my mother and other female members of the things I have learnt and my father also. He agrees now that I can ride a bicycle and go out on it. He knows that boys and girls should have equal food.

5.14 When asked whether they shared their knowledge with others, the girls replied that they discuss the topics with their peers in school and with their families. Some stated that they passed on information regarding AIDS, air pollution, and noise pollution to boys who are friends. Although disbelieved at first, they said that, once they explained about the training, they were considered credible. The same was found to be the case with their families: they first talked to their mothers, grandmothers and female siblings and then to the male members of their families. One girl suggested

that it would be good to have a monthly community meeting where these matters could be discussed. All of the girls expressed an interest in providing vocational training to other girls, though none was presently involved in this.

5.15 As already mentioned, a group interview was held with four girls on a 'Refreshers' course at Cox' Bazar who had received APON training. They described themselves as "having feelings of equity", confidence and respect from others and now having their fathers' support to continue their education. One girl reported that her grandfather had said she must become a student at Chittagong University. They volunteered the information that mothers in the community came to ask them about their children and they did not always know what to say. The discussion with the Mission member covered parenting skills, child care and child development and all of them said that they would welcome more knowledge in these areas (possibly in some situations the mothers should also be present?). Although all of the adolescents spoken to reported that there was acceptance from their families (there was not one dissenting voice!), it is difficult, as an outsider and a non-Bangla speaker, to obtain the full picture. Nevertheless, the enthusiasm and enjoyment required no translation!

Conclusions and Recommendations

5.16 While the terminology and the evolving inter-relationships between the various elements of BRAC's adolescent development activities are entirely clear to managers and planners within BRAC, there are indications of some confusion and misinterpretation at the field level (and even hardened Mission members and conscientious DP representatives may admit to the occasional moment of bewilderment). There are, apparently, plans to change the name from Reading Centre to Adolescent Centre; while this appears to make good sense, it is trusted that this will add to rather than detract from overall clarity.

A clear one-page summary of all BRAC's activities for adolescents should be produced (updated as necessary) and distributed to DPs and relevant visitors.

5.17 The Mission considers that BRAC should commission an in-depth study into existing training provision across CEP and APON in order to forecast future expansion/ replacement of current training as well as new training needs. As discussed in Chapter 4, above, a possible new need might arise from the fact that, as libraries and the services they offer expand and in time possibly become Community Learning Centres, it might be appropriate to upgrade (with further training at specially designed courses) existing staff. Alternatively, professional librarians might have a circuit of libraries that they are responsible for. The existing' librarians' could have their skills upgraded and be deputies in a larger facility. They would still run the library on a daily basis but would not have ultimate responsibility.

5.18 As advocated in Chapter 4, establishing Community Learning Centres and enabling some Reading (or Adolescent) Centres to continue might offer work opportunities for APON-trained girls as relief and or assistant librarians. This would make the girls even more visible in the broader community and reinforce the idea that women are seen outside the home and can generate some income. APON-trained girls could also help run the wider activities (Health Information Sessions, EPI

programmes...) as proposed in Chapter 4. More widely, young women with skills and confidence obtained from ADP participation, would have much to offer in various Rural Development Programmes of the kind facilitated by BRAC.

5.19 Within APON, it is recommended that more training should be given in Communication and that the following areas should also be covered:

- Counselling, tutoring and leadership skills;
- Parentcraft classes (how to care for babies and children), and
- Child development.

BRAC may also consider including training regarding inheritance and land ownership laws and regulations. Additional time – perhaps 3-5 days weekly – may be necessary and welcomed by the participating girls. Although the overall Adolescent Development Programme is still in its embryonic phase, looking ahead to NFPE IV:

BRAC should consider how the ADP model could be extended through relevant government agencies and other non-government bodies – in a sense, 'mainstreamed'.

5.20 Central to the key issue of social development and health education is the resolution of possible conflicts between issues of information and education on the one hand and cultural/religious sensitivities and traditional values on the other. Careful attention needs to be given to the formation of the groups themselves and great care is needed in determining the times when certain aspects of the programme are to be implemented, as maturation levels in adolescence vary considerably. Due deliberation is required when distinguishing moral recommendations from pragmatic secular advice and close attention should be given to examination of and determining appropriate *modus operandi* in relation to these strategies.

5.21 The APON storybooks (as far as a non-Bangla speaking Mission member can tell) are in the main very satisfactory but careful attention needs to be paid to the translation. For instance, encouraging girls to study/work rather than enter into early marriage is contradicted by references in the storybooks to 'girls' marriages'. In the AIDS book, a person called Golapi is (in the English translation) described as a 'beautiful girl' while it would surely have been preferable to use the term 'woman'. It is understood that the storybook on AIDS is being revised and that the new version will include details regarding HIV. Also in this storybook it states (in translation) that

"...if you only have sense (sex?) with your wife/husband you will be all right."

This is clearly not always the case and contradicts the messages in the text which cover, for example, tales of husbands who have had sex with women whilst working abroad. It is important to ensure that the text in the storybooks is accurate, clear and kept up-to-date.

5.22 Although BRAC, as a locally-operating Non Government Organisation (NGO), has the distinct advantage of being 'of the community', it is still necessary for the organisation periodically to revisit these social issues. It is also appropriate for BRAC to review who is delivering the information and in consultation with whom. Examples of questions to be asked include:

- Are they still enjoying the work/motivated by it?
- Are they doing it for the money?
- Is it time for the supervisor to assume a different role?

This would provide indicators of ADP's potential (although not actual) success.

6. The Interface between the BRAC and the GOB Education Systems

Introduction and Background

6.1 Enhanced cooperation with the Government (GOB) in strengthening the national primary education system was an implicit aim of NFPE III from its inception in June 1999 and had, indeed, been a definite aim of earlier NFPE programmes. For example, an NFPE II report¹ made clear that:

“...it is intended to supplement and complement the work of Government... it is not a parallel educational system... as a quality-driven programme, it seeks to build and share knowledge of new and more cost-effective ways of delivering primary education across the country”.

However, as a condition for the additional funding approved in 2001, ‘mainstreaming’ became a major and explicit component of NFPE III.

6.2 This present Mission’s TOR require that specific attention be given to PRIME (Primary Initiatives in Mainstreaming Education) and to the scope for working more closely with Government. This is to involve

“...a realistic assessment of how well BRAC has prepared itself in terms of staffing, training, and planning at HQ and field levels to carry out this important programme plus the achievements to date. In particular the review should assess the design and evolution of PRIME with special emphasis on the pre-primary initiative.”

6.3 The main elements of past and current BRAC activities that involve linkages with GOB at any level, notably but not exclusively those within PRIME, are as follows:

- Within Output 3 of the NFPE III LOGFRAME, Pre-Primary and Community Schools are part of the ‘New Initiatives’ Activity;
- PRIME is synonymous with LFA Output 5 and relates to explicit BRAC-GOB linkages as described in some detail below;
- Within BEP but outside NFPE III, BRAC has been involved in DNFE/UNICEF’s Hard-to-Reach programme for urban schools;
- Similarly, BRAC cooperated with GOB in relation to the Ex-Garment Workers Schools;
- Also outside NFPE III, BRAC has participated in the Non-Formal Education Programmes coordinated by DNFE; and
- Also outside NFPE III, BRAC has funded from its own resources 11 ‘formal laboratory schools’.

6.4 Prior to those initiatives, BRAC was part of the 1988-92 Facilitation Assistance Programme on Education (FAPE), participated in the General Education Programme (GEP) that funded 900 non-formal schools during 1992-95, and has been involved in Adult Education since 1997. It should also be mentioned that BRAC is incorporating government texts and using government competencies in the development of curricula: one welcome development (late-July 2002) has been GOB’s granting permission to BRAC to print Government texts for use in its schools, thereby avoiding the tedious tendering process. In addition, BRAC is a leading participant in the various national liaison and coordination bodies that are set up from time to time.

6.5 BRAC’s GOB Bangladesh Partnership Unit (BPU) was established in July 2001 and is responsible for the Community Schools, the Pre-Primary Schools and

¹ Phase 2 NFPE Report, BRAC, May 1999, Dhaka

PRIME, all of which receive support through NFPE III. At head office (HO) level, as well as coordinating field activities and materials production, contact is maintained with the Primary and Mass Education Division (PMED), the Directorate of Primary Education (DPE), the Directorate of Compulsory Primary Education's (CPE's) Implementation and Monitoring Unit, and other relevant GOB agencies. Materials already produced cover curricula for the children, modules for teachers, staff orientation and training items and materials for School Management Committees (SMC). Subject-based Lesson Plans (in Bangla, Mathematics and Social Studies) are presently being developed for Grades I and II in Government Primaries.

6.6 Set up in disadvantaged areas by GOB between 1990 and 1996 through GEP, the **Community Schools** are low-cost Grade I through Grade V institutions. The performance of many of these schools deteriorated due to the inability of SMCs to run them properly: after two years it was found that 194 of the original 3,263 had stopped functioning. 45 of these have been formally handed over to BRAC for rejuvenation, requiring considerable repairs to buildings and approach roads as well as community mobilisation, local teacher recruitment, and initial and refresher training. Nevertheless 44 of those (one operational school was eroded by river in July 2000) are now operational with 6,355 students (including 3,235 girls), and 162 teachers (of whom 155 are female) all of whom have at least SSC. All indications are that the local communities – including many who opposed BRAC's involvement at the outset – are now very positive: some have contributed to building extra classrooms. This form of partnership has been praised in the media¹ and by senior officials who have visited these schools.

6.7 During 1999, eleven **Formal Schools** were opened as 'laboratories' to explore how successful NFPE practices would transfer to the formal setting and to pursue innovative ideas for supplementary materials and teaching methodology. The teaching programme is a 6-year cycle from pre-primary through Grade V and each of these schools is near a TARC so that the teachers may readily attend workshops. Believing that children with special needs should be part of mainstream education, BRAC is cooperating with Helen Keller International in piloting the inclusion of children with disabilities in two of these schools. Since GOB handed over a substantial number of Community Schools to BRAC (as discussed above), BEP has decided to continue to operate the 11 Formal Schools but not to open any additional ones, as the CSs follow a similar format. It is intended by BRAC that the performances of the Formal Schools and of the Community Schools will be assessed in parallel.

6.8 BRAC launched its **Pre-Primary Schools** programme in 1997 and these schools prepare children aged 4-5 years to cope physically and mentally with the formal primary school environment and "to make their first year in school a more fruitful one". The emphasis is upon the pedagogy of play to impart basic literacy and number skills as well as to become familiar with learning tools (pencils, chalk, slates, books...) and acquire the basics of hygiene, health, nutrition and other personal, family and community-related skills. Each class comprises 25-30 pupils and emphasis is given to enrolling poor and female children. The programme lasts for one year and these schools are established in particular primary school catchment areas, renting separate buildings from the community. Each pre-school employs two adolescent females (*Kishori*) as teachers: these are often graduates of BRAC schools who are attending High Schools – the average age is 14/15 years. Supervision at the school

¹ For example: Manzoor Ahmed, former senior education advisor to UNICEF, in the Daily Star of 13 August 2001.

level is by an adolescent female with SSC, preferably a BRAC graduate. On leaving the BRAC Pre-Primary Schools, the children are not allowed to enrol in any NFPE school.

6.9 Teachers salaries are paid by BRAC (each child pays a materials cost of Tk. 10 per month, with waivers for poor students) and BRAC provides 6 days of basic training and a 1-day orientation before the schools open, and monthly 1-day refresher training together with Guidebooks and learning materials. By August 2002, 370 pre-primary schools were operating in conjunction with NFPE schools, a further 814 through PRIME (see below), 33 as part of the Community Schools (see 6.6, above) and 56 in the Community Schools' catchment areas: a total of 1,273 such schools (not including the 11 pre-primary schools within BRAC's formal laboratory schools). While some policy documents¹ have called for the establishment of Government pre-primaries nationwide, this has yet to occur in practice; those that have been established by BRAC form an important link with GOB.

6.10 PRIME arose as a consequence of the unanticipated mid-2001 requirement for supplementary funding to enable the NFPE III to remain at the original level of 34,000 schools and 1.1 million students. This achievement had been threatened by the anticipated support from Kreditanstalt für Wiederaufbau (KfW: the German Development Bank) not eventuating and by the deterioration of the exchange rate between the Euro and the US dollar. As well as addressing the issue of the shortfall, BRAC's proposal for additional funding² seized the opportunity to develop a strategy to be pursued across the entire primary education sector, "including as its main interlocutors the GOB, the DPs and the civil society". This is manifest in an additional NFPE III LOGFRAME Output:

"Quality of Primary Education improved through BRAC's involvement with main actors in the primary education sector"

which, as discussed in Chapter 7, below, was to be incorporated into the overall NFPE III LFA.

6.11 Now an integral NFPE III component, PRIME's most visible output at this early stage are the Pre-Primary Schools as already described. However PRIME will also result in 30 Upazila Resource Centres (URC) being established and strengthened; Local Government Representatives, MPs, Deputy Commissioners and Community leaders will be sensitised on primary education issues; information dissemination on primary education amongst Development Partners and civil society will occur; and there will be collaborative educational research with GOB institutions and other establishments. In each of the 30 Upazila in which PRIME is operating, learning materials will be developed, teacher workshops will be held and social mobilisation and increased parental involvement will take place.

6.12 In October 2001, BRAC wrote to the Secretary, PMED in order to achieve official understanding and approval in relation to this planned work alongside GOB at the primary level. In response to a subsequent request by Government, BRAC presented a concept paper in January 2002, containing full details of all BEP on-going and anticipated activities including those within PRIME. During that month, Secretary PMED together with senior officers visited some BRAC activities and, in response to

¹ The *National Education Policy* (2000), for example

² BRAC: Proposal to the EC for Additional Funding for BRAC NFPE III, June 2001

a further request, a working paper was submitted to PMED in March 2002 setting out five major areas in which BRAC hoped to work with GOB:

- Mobilising local communities for improving Primary schools;
- Refresher training for government Primary teachers;
- Exchanging experiences with school personnel at field level;
- Involvement in the Upazila Resource Centres; and
- Opening the Pre-Primary Schools.

As a consequence of that request, a 12-member committee (with 3 BRAC members) was formed and further meetings and visits have taken place. The Honourable Advisor (on Primary Education) to the Prime Minister has planned to visit BRAC activities with Secretary PMED, which is also encouraging. However, by early-August 2002, although there are indications that the committee is positive towards BRAC's involvement, no formal decision had been taken at senior government level.

6.13 A further relevant background element is the documented official policy towards BRAC and the NGO sector to which the May 2002 draft of the National Plan of Action (2002-2015) offers useful insights. Throughout, there is much stress on GOB-NGO partnership and this is reflected, for instance, in the Guiding Principles:

"Ensuring quality in primary and basic education and equivalency between/among different streams... getting all pre-school and primary school-age children into formal or non-formal education stream to enable them to move out of illiteracy and poverty."

and in the Overarching Strategy:

"Accelerate achievement of EFA goals through close collaboration, effective coordination and use of all human organisational and financial resources of the government, NGOs, private sector, communities, local government and development partners."

Effective linkages between GOB and the NGO sector are emphasised throughout the document.

6.14 Of relevance also are the indications of the likely eventual contents of the proposal for the second Primary Education Development Plan (PEDP II) 2003-08, which is currently being prepared within PMED with the support of a strong national and international advisory team. It is understood that the emphases of preliminary drafts of the Plan include increasing primary school access and completion, and improving achievement, and that a major theme will be 'upgrading quality'. These objectives accord fully with what BRAC itself is addressing through NFPE III and it is good that there is this level of harmony regarding priorities. Less encouraging, however, is the apparent lack of any substantial reference in the early draft PEDP II documents to the non-formal sector's present or potential contributions to achieving those objectives of access, completion and quality. Apparently, PEDP II will, like its predecessor, deal only with GOB's role in the delivery of primary schooling. Consequently, the crucial issue of how the Government Primary system would need – based on even the most optimistic resources scenarios – to incorporate some non-formal strategies and cooperate wholeheartedly with the non-formal sector if it is seriously to approach 'Education for All' is avoided.

Key Issues

6.15 Responding to the requirements set out in the TOR, the Mission is required to assess how PRIME has been planned and implemented to date. Clearly, much will

depend upon the formal response of Government to BRAC's request for permission to work with public educational institutions at the Upazila and local levels¹. It is necessary also to explore whether PRIME, as presently constituted, is the optimum vehicle for advancing BRAC's contribution to basic education generally. One key issue is that of identifying which aspects of the 'BRAC approach' are transferable, and determining how those features may most effectively be incorporated into the mainstream. Moreover, it does need to be asked whether the situation is perceived as a 'one-way street' along which BRAC's knowledge and best practices are built into the Government sector or whether the situation might better be regarded as one of genuine partnership, exchanging ideas between the two systems and utilising the most effective of each.

Approach and Methodology

6.16 In order to explore these issues, discussions took place with BRAC personnel at HO, Regional and Team levels, special meetings with PRIME staff were convened, visits were made to Pre-Schools, to a Community School, and to Government Primary and Secondary Schools, and the Mission attended Refresher sessions for Pre-School teachers. In addition, there were discussions with BRAC teachers, notably those at the Refresher programme, most of whom had relatives (husbands, sisters, brothers...) or neighbours working at Government schools, with a small sample of Upazila Education officials, and with those working in educational administration at the District level.

6.17 Although the members of the Mission initially expressed an interest in meeting the PMED Secretary and/or other senior public officers, BRAC's belief that this would be inappropriate at this sensitive time was fully understood and accepted. No mission should ever risk jeopardising an element of the programme! Moreover, one member of the Mission, from discussions that took place during an assignment in Bangladesh in November 2001, was already fully aware of the various attitudes towards BRAC and the NGO sector more generally that are held – sometimes with much passion – by some officers currently in key positions.

Findings

6.18 With very few exceptions, everyone involved in education and its administration believes that there should be wholehearted cooperation between GOB and BRAC for the good of the nation and its children. At the field level, GOB educational administrators and teachers warmly welcome BRAC's establishment of Pre-Primary Schools and recognise that they are operating effectively. Those familiar with the Community Schools taken over by BRAC share similar sentiments. Based upon a small sample of visits, but taking account also of opinions expressed by many persons interviewed, the Mission is convinced that BRAC's Pre-Primary and Community School programmes are proceeding extremely well (for instance, Grade IV pupils in the BRAC-run CS could exchange simple sentences in English with Mission members while Grade VIII pupils in the Government secondary could not!). Every indication suggests that the 'BRAC approach' is being very successfully applied in the Pre-Primaries and in the Community Schools and that this is recognised by parents, local communities and teachers and administrators in the Government sector.

¹ As discussed in Chapter 7, formal permission for BRAC to carry out similar activities in secondary schools has already been granted by Secretary MOE.

6.19 This is not to say that there will never be tensions. Apparently a minority of teachers in Primary schools have made derogatory statements such as "Your teachers are not qualified!". Certainly it would be astonishing if the differential remuneration of Government and BRAC teachers were never discussed. While the latter receive considerably lower wages, they report greater satisfaction regarding working environment, school location, training and general support, local recognition and status. Primary teachers met by Team members confirmed the findings of several recent studies by expressing discontent regarding aspects of their jobs: the vast classes, the shift system, the absence of in-service training, the limited contact with parents, the lack of suitable books and materials, and the various bureaucratic challenges. Nevertheless, increased contact between the two sets of teachers – who differ considerably in their job satisfaction, pay and conditions, unionisation, qualifications and performance – may very well result in some major disagreements as well as mutual benefits.

6.20 Some Primary teachers blame BRAC for "taking our students". While the 'Certificate of No Objection' procedure is conducted diligently by BRAC staff prior to the establishment of an NFPE school, the 'official' enrolment figure is a matter of significance to a Government school as various benefits depend upon it. On leaving a BRAC Pre-School being conducted through PRIME, the children should (as described above) proceed to a GOB Primary. However it was suggested to the Mission that most of these children, and certainly their parents, would prefer to proceed to a BRAC school, and in present circumstances this preference may be readily understood. It is conceivable that some of those pupils might well deliberately drop out of the local Primary if the possibility of a place in a newly-formed BRAC school became available. Moreover, if the PRIME Pre-Primary initiative goes according to plan, one consequence (in fact, one implicit target) might be a massive increase in participation in the particular Primary schools that are focused upon¹. While welcomed to some extent, this 'success' may well lead to impossible enrolment pressures on already over-stretched government institutions, especially if their 1972 staffing formula remains unchanged.

6.21 In this context, it is useful to examine the potential quantitative impact of PRIME, based on data for a typical Cox's Bazar school catchment area prior to the establishment of the Pre-Schools:

Age / Grade	0-3	4+	5+	6+	7+ / Grade I	8+ / Grade II	9+ / Grade III	10+ / Grade IV	11+ / Grade V
Not in School	520	160	190	160	40	50	150	160	165
In School				60	180	170	60	45	35

Supposing 5-7 Pre-Primary Schools were then established, and assuming that their intention (along with other PRIME initiatives) of significantly reducing Primary drop-outs were achieved, the situation at that Primary School in five or six years' time might well be as follows:

Grade	Grade I	Grade II	Grade III	Grade IV	Grade V
Not in School	10	10	20	25	30
In School	200	200	190	185	180

¹ The proposed Netherlands-supported BRAC initiative which may involve the establishment of 4,000 Pre-Primary Schools in some 4,000 Primary School catchment areas would probably not have the same enrolment consequences as the concentrated approach of PRIME. However, if and when GOB's intention of eventually enabling all children to have one year of pre-schooling comes to pass, planners would need to address the resultant nationwide increase in primary numbers.

Instead of a Primary School with 500-600 pupils - and say 30% absenteeism on any particular day - PRIME would have brought about an enrolment of some 900-1,000 pupils - with perhaps less than 5% truancy.

6.22 These figures represent a 'composite situation' based upon BRAC surveys and actual enrolment statistics for three Primary School catchment areas. While Cox's Bazar may not be typical of all Bangladesh socio-demographic situations, it is noted also that the Intensive District Approach to Education for All (IDEAL) programme has "increased the enrolment rate in Dinajpur primary schools by 97 per cent" by means of "improved school environment and active involvement of the community in the school and its management" (Daily Star, 15 August 2002). This report, which was encountered some days after the two above paragraphs had been drafted by the Mission and discussed with BRAC, seems to confirm the possibility that concerted action may double primary school participation in diverse areas of Bangladesh. While there may well be some differences from locality to locality, and while other assumptions and extrapolations might well produce differing results, it seems likely that, if PRIME succeeds, a quantitative consequence of the above basic order of magnitude would be forthcoming, and it is not apparent that the implications of such outcomes have been thought through thoroughly, either by GOB or by BRAC.

6.23 It was reported by the public sector administrators and teachers interviewed that BRAC, UNICEF and GOB had worked well together on the Immunisation programme. Similar comments were made on effective cooperation between BRAC and Government teachers on social mobilisation generally and in relation to specific events such as International Women's Day, while the sapling plantation programme was also praised. Certainly this is positive, but there were also some indications that a few Government officials, notably at the District level, perceived BRAC - and the NGO sector generally - less as partners and more as 'contractors', suited to carry out certain kinds of tasks ("chasing up drop-outs" was one example) rather than working in genuine concord with GOB. It is observed that, if and when a positive response to BRAC's formal approaches to PMED is forthcoming, it is likely that such misconceptions and explicit objections from lower levels in the bureaucratic hierarchy regarding GOB-BRAC cooperation will dissipate.

6.24 Matching those attitudes in some corners of Government are the feelings of a very small minority of BRAC staff at local levels to the effect that "We have nothing to learn from GOB schools". When pressed, some of the discussion participants were ready to accept that any effective cooperation requires a readiness on both sides to share experiences and approaches. However, even then it was difficult for one or two of them to identify any Government practice or procedure that could usefully be adopted by BRAC: 'examinations' and 'sponsoring good teachers for long-term full-time training' were tentatively put forward. The Mission is concerned that a few BRAC staff betray a lack of appreciation of the magnitude of the task facing a teacher with two shifts of 65 children or three administrators responsible for 125 inaccessible schools. It should be added that this negative attitude towards all educational things government is not widespread and definitely not shared by the BRAC staff members involved directly with PRIME. These have received special training on how to deal tactfully and sensitively with elected members, GOB administrators and teachers and they recognise fully that only a genuine partnership approach will succeed.

6.25 While BRAC schools have moved smoothly into the Grades I-V mode, one major issue (already touched upon in Chapter 2 of this document) is that of their

possible further extension. Already there is pressure from parents for BRAC to offer secondary-level classes [all BRAC children - and nearly all their mothers - look forward to their moving into High School, and thereafter becoming doctors, engineers, advocates, teachers (particularly BRAC teachers), police inspectors and similar: this matter is returned to below]. Forthcoming policy changes will exacerbate this trend: although firm dates are not yet known, a phased transition from the present 5-year primary cycle to an eventual 8-year cycle is envisaged. However, it would only be possible to take BRAC children further if fewer BRAC children were to be taken.

6.26 One meeting of some twenty BRAC staff made the calculations. Assuming that there are to be 34,000 BRAC schools, the choice would be between:

- taking some 11,000 x 33 children to Grade III from where they would move into the Government Primary system; or
- taking some 7,500 x 33 children to Grade V from where they would move into a High School; or
- taking some 4,000 x 33 children well into the Secondary cycle.

After discussion, all present agreed that the middle option – taking them to Grade V and no further – was clearly the best. However it was added that, as well as producing high-quality Grade V leavers, BRAC should continue to support those children in their transition into the formal system and also enhance the Secondary Schools generally. Anywhere else in the world, the notion of a non-government body with an outstanding track record in non-formal primary education presuming or being permitted to help upgrade the general secondary educational capacity would be risible. In present-day Bangladesh it makes good sense.

6.27 Most of the above considerations apply equally to the ESP and BEOC schools. Some of the former may soon move into the Grade I through V cycle, provided the participating NGOs have the capacity to provide good-quality non-formal teaching at this level. Although those in the BEOC schools are, by definition, older than those in the NFPE schools, their competencies and aspirations appear similar. It should be noted in passing that, as there are now likely to be four years between the BRAC school openings in any particular locality, the queue of those awaiting entry will be longer and span a larger age range [this is another issue that seems not yet to have been thoughtfully addressed]. However, the similarities between those involved - whether aged 7 or 12, whether attending NFPE, ESP or BEOC schools – appear to exceed the differences. And, on that point, all of those with whom the issue was discussed, including those administering and delivering formal education, considered that children in BRAC Schools should be fully eligible to compete for Scholarships on equal terms with children in Grade V of the Government primaries.

6.28 The TOR call for comments on the design and staffing of PRIME. The HO core group was created from senior BRAC personnel with considerable BEP, Training Division, and Research and Evaluation Division experience and these and others of similar capabilities were involved in devising strategies. Managers, in each participating Upazila, and other staff notably the Programme Organisers, have considerable field experience and each of these, and also the Supervisors of the Pre-Primary Schools, receive well-designed training. When a school catchment area, or cluster of areas, is being assessed, temporary Surveyors¹ (typically BRAC graduates with some secondary schooling) visit 25 households per day obtaining data. As more

¹ No one suitable word exists in English to distinguish between these 'Data Collectors' or 'Survey Assistants' and the Amin

pre-primaries are established, and as other PRIME activities (such as involving key decision-makers and upgrading the URCs) increase, additional Teachers, Supervisors and POs will be engaged. At the Regional level, the structures and the overall approaches are well thought out (see Organogram on page 16) and appear to be operating effectively: the only major question that arises is the eventual integration of these activities with other NFPE and BRAC operations.

6.29 The draft National Plan of Action (2002-15) draws attention to the “substantial differences in the size of the population under different demographic scenarios”. Of greater significance is the reliability of the available data: few of those familiar with, for example, the published primary enrolment statistics or the official literacy figures regard them as accurate. Education Watch has attempted to remedy the deficiencies in basic educational information, one recent study¹ suggesting that some 80% of primary age children are actually enrolled (Net Enrolment Rate) in any type of school but that less than 60% of these were present when a large sample of schools was visited. About 15% of the 6-10 year age group do not enter primary school (about 3 million children) and about 40% of recently entering grade cohorts dropped out before completion, while those who complete the 5-year primary cycle have attained, on average, no more than Grade III competency². Those presently developing the continuation Primary Education Development Programme (which, as already stated, does not embrace the non-formal sector) are presently grappling with the ‘data gap’ and BRAC, through its surveys of numbers of children in Primary School catchment areas for instance, might make some contribution here.

Conclusions and Recommendations

6.30 PRIME and other BRAC-GOB linkages are operating effectively and creating an increasing favourable image of BRAC at all levels. The significance of obtaining high-level approval for future joint activities cannot be over-emphasised. No urging by this Mission is necessary to encourage those senior BRAC staff who are presently liaising with PMED and other key decision-makers to proceed with care and sensitivity. While there would be virtual consensus on the desirability of GOB and BRAC working in concord to the national benefit, achieving formal approval for specific forms of association was never going to be easy. One related possibility:

At the appropriate time, consideration should be given to the possibility of a BRAC representative being invited to join the PEDP Steering Committee and, in turn, a senior GOB officer participating in the BEP Committee.

6.31 BRAC’s involvement in their Formal Schools and in those Community Schools already handed over to them by GOB appears to be producing highly positive results. The LFA suggest the importance of effective evaluation of these operations and also mention GOB involvement in their assessment (although this might imply no more than the occasional visit). It is considered that these are readily available laboratories for exploring which elements of the BRAC approach are most readily mainstreamed, how that process operates, what modifications may be needed, and how it may be optimised and ‘mass-produced’ for widespread application. Much – but not all – BRAC research is of an exemplary quality and internal resources could well

¹ Education Watch *State of Primary Education in Bangladesh*, CAMPE and University Press Limited, 2001

² See, for example, the World Bank’s *Education Sector Review*, University Press Limited, 2000.

participate in the exercise. If possible, GOB should be involved in planning and conducting the evaluation and disseminating findings and implications.

In that the Formal Schools and the Community Schools now operated by BRAC offer unique and important practical lessons regarding mainstreaming, a thorough and high-quality formative evaluation should occur during 2003.

6.32 Increasing experience of establishing Pre-Primary Schools through PRIME should enable even more effective approaches to be identified and applied. For example, it may be better to involve all of the community rather than concentrating upon BRAC group members. Possibly the initial contact at the Upazila office should be in the nature of a courtesy call, to be turned into a formal request once the data have been gathered and analysed. However, once good working relationships are established, public officers at District and Upazila levels may well become involved in organising the survey, analysing the results, and planning the establishment of the Pre-Primaries. In any case, village meetings smooth the way for the tasks of the Surveyors and, now that several Pre-Primaries are successfully operating, potential SMC members, GOB officers and other key people may be taken to those places to see the schools and talk with their communities.

As PRIME expands and as new Pre-Primary Schools are established, each step should be documented and the consequences analysed so that the approaches are constantly reviewed and improved upon: at the appropriate time (perhaps early-2003) a 'Pre-Primary School Establishment' manual might be produced.

After careful analysis and discussion, involving the PRIME personnel at HO and PRIME Managers, Objectively Verifiable Indicators should be established for all PRIME outputs, extending to the Impact of the intervention.

Whenever BRAC works closely with Government Primary Schools, it is reasonable that targets (OVIs) be agreed jointly by BRAC and GOB within each participating Upazila.

6.33 PRIME as presently operating is a good foundation for more far-reaching partnership activities. It is therefore opportune to look ahead at the next stage of cooperation at the Upazila, Union, cluster and school levels. It is considered that, when the opportunities arise, this should move beyond BRAC's assistance in specified fields (Pre-Primary, social mobilisation, URC upgrading, drop-out remediation, tree planting...) towards wholehearted partnership. It is possible to envisage GOB and BRAC cooperating in planning and implementing an integrated set of approaches aimed at enabling all children in particular geographical areas to complete primary education and achieve basic competencies. These 'action-research' initiatives might occur in (Unions within) some or all of the 30 Upazila now involved in PRIME and, at that level, GOB and BRAC would work together on all relevant matters – information-gathering and analyses, community mobilisation, curriculum and materials, teacher motivation and upgrading, supervision and support, school management and administration, and the many other activities.

6.34 Embarking on a major initiative of this nature would have many educational policy implications for GOB. For example, if costs are to be seriously held down, and if greatly increased enrolments alongside smaller-sized classes were to prevail, the utilisation of parental (albeit semi-literate) volunteers and Teachers Assistants might

be required. Constituting a potentially significant advance in GOB's drive for 'Education for All', it is possible that DPs would look favourably at sponsoring this kind of model, differing as it does from DNFE approaches (the effectiveness of which, according to informal reports, is not encouraging). Articulation with PMED would be necessary and, as discussed further in Chapter 7, the correct balance should be achieved between far-reaching initiatives of this kind and continuing support for BRAC's schools and associated activities. It may be added that, should these proposed GOB-BRAC joint projects succeed, there may well be no further requirement for NFPE for young people in those geographical areas.

BRAC should explore the possibilities of achieving wide-ranging action-research partnerships with GOB aimed at planning and implementing all necessary activities in specific geographical areas (some or all of the 30 PRIME Upazila) to ensure that all children complete primary education and achieve basic competencies. Liaison with relevant initiatives, such as IDEAL, should also occur.

As PRIME unfolds, linkages at local and Regional levels between its staff and those involved in other BEP and wider BRAC activities should be strengthened so that there is effective information exchange and in order that opportunities for synergies may be seized.

Once PRIME moves from the experimental to the operational phase (perhaps in mid-2003) an organisational review of the higher levels (Managers and above) of its structure should occur to ensure that administration, communication and the exchanges of ideas are not impeded by a dysfunctional structure.

6.35 The issue of transition from BRAC schools, and indeed from Primary Schools, into High Schools and beyond is important and tricky. As more and more children complete Grade V, the proportion gaining places is likely to decrease. [Extrapolating from the Mission's own informal surveys, it is likely that, of the some 1.1 million children presently attending NFPE schools, while hardly any plan to work in agriculture, some 200,000 hope to become doctors, 50,000 lawyers, 100,000 senior government, police or military officers, 50,000 engineers, and so forth. These aspirations are echoed by their parents. Most will be disappointed!] Unless there is alternative provision for those large numbers of youngsters failing to move into secondary education, the present pool of discontented youth will increase exponentially. APON has already been discussed (Chapter 4) and a number of further proposals to ease the transition from primary to secondary or to skills training may be considered:

Consultations should occur and arrangements should be made to enable children in Grade V in BRAC Schools to compete for Primary Scholarships (prior to moving into High Schools).

BRAC should continue to take steps to smooth the transition of graduates from BRAC schools into High Schools and should, with GOB cooperation, pilot various methods of helping upgrade those schools by means of, for instance, parental understanding and support, teacher upgrading, curriculum materials and the use of Teachers Assistants.

Projections of numbers of children following various paths after Grade V completion should be made, linked with assessments of skills requirements of the rural and urban

job markets, and based on those projections, estimates should be made of the requirements for various forms of skills training, possible links with BRAC's rural development programmes, counselling through APON, and other relevant activities.

In that most BEOC participants appear to wish to move into High Schools, their curriculum should not close off that path forwards; however, here also a realistic appreciation of how many will achieve that ambition in the light of limited secondary places is necessary.

6.36 The requirement for reliable statistics is paramount. It is felt that, once PRIME has been well-established and fully accepted by all key players, there would be much merit in GOB and BRAC cooperating in school mapping and catchment area studies (involving GIS and BBS data) in a sample of Upazila. Building on the surveys already conducted, these would establish reliable long-term projections of NF target populations, taking account of present standard provisions of primary schooling, population thresholds and existing standards with regard to schooling provisions. Such information would help BRAC substantiate requests for sustained partnerships with DPs and GOB in the delivery of Non-Formal Primary Education to poor children, girls in particular, those living in remote communities, members of minority ethnic groups, and children with disabilities. This is the medium-term necessity rather than the long-term solution. Ensuring that all children complete the basic education stage is an undeniable GOB responsibility.

As it plans and conducts its surveys in Primary catchment areas, BRAC should be aware of the further potential uses of the information now obtained, or which with little extra effort could be obtained: in testing the validity of published statistics on literacy or disabilities, for example, or obtaining baseline data for research and evaluation exercises, or in relation to livelihood skills information.

6.37 What constitutes a 'qualified teacher' is of worldwide concern and those who have passed through accredited institutions, those Unions that speak for them, those others who are competent yet formally unrecognised practitioners, the employing authorities, and Government itself all have their views. In practice, someone who has led a group of children along the non-formal route successfully through to Grade V might well be considered to deserve formal recognition. Others may believe that some form of academic certification (such as SSC) would also be required, although achieving these through the Open University or other such approaches, while continuing to teach, may well suffice. Once the proposed Institute of Education is fully operating within the BRAC University, this might well offer a good way forward.

The matter of a recognised qualification for BRAC teachers should be addressed in consultation with GOB, and possibly in conjunction also with the BRAC University.

7. NFPE III's 'Main Business' and Beyond

Introduction and Background

7.1 During the course of the implementation of NFPE III, since its inception in June 1999, more attention than was originally envisaged has been given to the development of new initiatives, notably to the Adolescent Development Programme (ADP) as discussed in Chapter 4, and to the closer collaboration with GOB (through PRIME) as discussed in Chapter 6. While helping to strengthen the national primary education system was an implicit aim of NFPE from the outset, in 2001 it became a major component of that programme. As detailed in the TOR, this present Mission is required to focus on such activities and initiatives that are not directly concerned with the operation of the NFPE schools but which, although mentioned in the Project Proposal, have come increasingly into prominence as implementation has advanced.

7.2 In particular, the Mission was asked to give its views on:

- a. Whether these activities/new initiatives have added significantly to the overall success of the NFPE programme or have detracted from the programme by diverting resources away from the main purpose which is the basic education of poor children, and
- b. Do the achievements in these areas warrant continued emphasis in future NFPE programmes or are they rather to be seen as part of the larger BEP programme in general?

7.3 Revisions to the NFPE II Logical Framework depict to some extent these modifications of emphasis [it is natural for a monitoring team closely to examine the LFA as it is therein that the intended programme achievements should be set out in measurable form]. As far as the specific provision for adolescent girls is concerned, the 4th of four Outputs (after i. NFPE schools, ii. teacher upgrading, and iii. improved materials) in the original LFA of 29 September 1998 addressed:

"Continuing Education (to be) expanded catering to adults of the community as well as NFPE graduates who have very little access to literacy materials".

Related Indicators (OVI) covered Union Libraries, Reading Centres, and the Livelihood Skills training to be carried out in those Centres. The listed Activities indicated also that

"Socio-cultural/educational/recreational activities (are to be) held at each Union Library"

and that the vocational activities at the Reading Centres would cover, for example:

"...sewing, embroidery, poultry, vegetable gardening, horticulture and book-binding."

7.4 While those initiatives for adolescent girls are at the Output level, the planned GOB-BRAC linkages were included at the apex of the original LOGFRAME which had the Goal (or Overall Objective) of "...contributing to the strengthening of the national education system", with a related OVI of:

"Number of joint initiatives with government and other partners increased by 2002".

In other words, all of NFPE III was seen as contributing towards the overall national educational effort, with an Assumption that:

"Good coordination will be maintained between GOB, NGOs and the private sector".

7.5 However, in the LOGFRAME of 19 March 2002, the provision for adolescents has been expanded and raised to the level of a joint Programme Purpose¹:

"NFPE graduates and the community, particularly women, actively participating in continuing education programme"

while the Activities linked with that part of the Purpose now cover:

"...adolescent girls receive life skill training at Reading Centres... monthly socio-cultural activities... visiting organisations and institutions related to their needs... socio-cultural activities at libraries... computer-based information on child rights, development...".

This represents a significant promotion for this NFPE III component.

7.6 Conversely, in that most recent LFA, the GOB-BRAC interface moved two steps downward in the LOGFRAME hierarchy to become one of six Outputs:

"Formal primary school stakeholders (local and national) are aware of BRAC's experiences and considering them in their policies and programmes"

with associated Indicators covering the actual utilisation of BRAC methods in formal primary schools and policy proposals at the national level. Related activities embrace seminars for various groups, Upazila Resource Centres, national conferences, field visits by senior parliamentarians, Pre-schools and Community schools. Were the evolving LFA to be regarded as the official indicator of relative NFPE III component significance, it would be apparent that the status of adolescent girls activities has increased while that of GOB-BRAC interaction has declined!

7.7 It is believed, however, that these major LOGFRAME adjustments reflect changing conceptualisations of the programme rather than drastic revisions in the perceived relative significance of, on the one hand, adolescent support and, on the other, linkages with government. Certainly it is necessary that LFA be revisited regularly as the bases of the on-going planning process and this is emphasised in the standard planning manuals of all international aid agencies. In fact (as described in Chapter 6) the development of a self-contained LOGFRAME for PRIME, and then slotting this into the overall NFPE III LFA, should have enhanced that NFPE III element and increased programme coherence generally. It may be added also that, in both of the LFAs referred to, the central theme and the major Output is that of 'cost-effective primary education for children, especially girls'.

7.8 Looking once more at the LFA of March 2002, and studying each of the 32 Activities carefully, it is clear that no less than 18 of those relate directly to establishing,

¹ Many Logical Framework practitioners and manuals insist that, in any Programme, there should be just the one Purpose (specifying the unambiguous and unitary focus of the initiative) and the Mission endorses that general principle.

operating, monitoring and supporting the 34,000 BRAC primary schools. The remaining Activities cover:

- Establishing Reading Centres;
- Equipping Reading Centres;
- Life skills training;
- Socialisation activities;
- Mobilisation measures (for adolescent girls);
- Facilities for new Community Libraries;
- Reading materials; mobile library;
- Socio-cultural activities in the Libraries;
- Computers for the Libraries;
- School-based forums (SMCs, MFs, PTAs – Government Primary schools);
- Establishing Upazila Resource Centres;
- Workshops, field visits, seminars for MPs, DCs, DPs, DPEOs;
- Pre-Primary Schools; and
- Community Schools.

The first 9 of these relate especially to adolescent girls; the remaining 5 to BRAC-GOB linkages. While most of these were in the original NFPE III LOGFRAME – albeit sometimes with slightly different wording – it is clear that these represent the “activities and initiatives that are not directly concerned with the operation of the NFPE schools” as referred to in the TOR.

7.9 Mention has already been made of some BRAC educational activities outside NFPE II such as the ILO-supported Worst Form of Child Labour (WFCL) non-formal schools, the 11 BRAC-funded formal primary schools, the pre-primary schools to be supported by the Netherlands, and the UNICEF-sponsored activities for adolescent girls. Another important BRAC initiative relates to **secondary education** and, in order that a complete picture be presented, it is necessary to summarise those developments in this report. As has been well documented¹, the quality of the learning at the some 15,000 lower secondary (Grades VI through VIII) or High Schools is poor due to, for example, large class sizes, many untrained teachers, lack of sufficient good materials, a cluttered curriculum and inadequate academic supervision at the local level. The dependence of many High School students (and teachers) on private tuition discriminates against poorer students, and Mathematics, English and Science achievement is especially poor. Institutionalised in-service teacher education is almost non-existent, Head Teacher management training is far from adequate, and the involvement of SMCs in school affairs seldom extends to learning-related issues.

7.10 In 2001, BEP commenced its partnership with 20 secondary schools in order to pilot approaches and develop strategies and, as already reported, the Ministry of Education has recently given formal permission to conduct workshops for Head Teachers and SMC members and also to design and deliver subject-oriented teacher training. BRAC is presently preparing a project aimed at transforming 500 existing non-government² secondary schools (10-15 from each District) into strongly-performing model schools. Components would include:

¹ See, for instance, the World Bank's *Education Sector Review of 2000*

² It should be noted that 98% of all secondary schools are non-government.

- Improving Mathematics, English, Science and Bangla teaching capacity;
- Improving management capacity of Head Teachers and SMCs;
- Materials development;
- Improving library facilities – in some cases with computer and internet access;
- Upgrading science laboratories and classrooms; and
- Supporting co-curricular activities.

Although BRAC's educational experience predominantly is at the pre-secondary phase, it is clear that much of its broad educational approach would be relevant and that necessary inputs – such as Resource Teachers who have already been identified – would be available. [In time, BRAC University's proposed Institute of Education may also have a major role to play.]

Key Issues

7.11 The TOR ask whether these new initiatives have diverted resources away from the main programme purpose, which is the basic education of poor children, and whether they should be emphasised in future NFPE programmes or better regarded as part of the larger BEP programme. The challenge is, first, to establish the consequences of giving attention to these activities upon what some would describe as 'the main business of NFPE III' and, second, to draw conclusions of interest and value to those now designing NFPE IV. While the new activities within NFPE III (notably PRIME and ADP) are the main focus, some attention needs to be given also to the educational initiatives beyond NFPE III, such as those in secondary education referred to above. And all of these issues need to be addressed both in the context of present-day Bangladesh and its existing educational provision and requirements, and also in full awareness of the nature and capabilities of BRAC itself.

Approach and Methodology

7.12 All visits and discussions were relevant in that they encompassed some or all of the main business of NFPE III and/or those new initiatives. Mention has already been made of the programme's LFA in its several forms, and close attention was given to that and also to progress reports and financial documentation. In a sense, however, this has to be evaluation at its most subjective. Who can say what would have happened had all the resources of NFPE III, including the supplementary funds, been devoted solely to BRAC schools and directly-related activities? Perhaps some 10% or so more children would have received a primary education and moved into High School. Conceivably some of the talent now helping link BRAC and GOB, or that presently involved in the initiatives for adolescent girls, might have visualised or produced some item or process that would significantly have upgraded quality. Or then again, had BRAC's creativity not been allowed to flourish in those new directions, perhaps the consequences for NFPE would have been neutral or even negative. The Mission was of course willing to indulge in well-informed speculation on these matters, but it is stressed that comparisons with 'what might have been' are inevitably hypothetical.

Findings

7.13 There is no evidence that providing personnel to the new initiatives resulted in a diminution of staff numbers – or even of key staff numbers or of highly-competent staff numbers – involved in the NFPE schools and related activities. The ADP (including APON) was very largely created through a restructuring of existing activities (as described in Chapter 5). As far as PRIME was concerned, the positions were filled by BRAC Regional Managers, Quality Managers and Team Leaders, many of whom had already been involved with Community Schools and thus already dealing with GOB officers. This resulted in some promotions across the school administration system but, as those who moved into the 30 PRIME Upazila came from all parts of the country, no especial difficulties were experienced in any particular geographical area.

7.14 Similarly, all indications suggest that the new initiatives, notably ADP and PRIME, have not detracted from the main business of NFPE III, namely good-quality learning in the 34,000 schools. A careful examination of the latest available financial data suggests that, as intended in the Programme Proposal, about 92% of funds are being applied to establishing, operating and supporting these schools, including materials development and production, teachers upgrading and supervision, and other forms of assistance. The numbers entering the schools, the very low drop-out rate, the competencies achieved in so far as they are known, and the numbers of leavers proceeding to High Schools are all as targeted. As already detailed (Chapter 2), BRAC has made a smooth and swift transition into the Grades I-V cycle and, on that basis alone, it may be claimed that the initiatives have not detracted from the non-formal schools and that – subject to the disclaimer set out in 7.12, above - NFPE III, as it has evolved, is a well-balanced combination of the main business and the new pursuits.

7.15 To take this further, it is useful to reflect upon the nature of BRAC and the combination of factors that have contributed to its undoubted success. From the outset, it has been initiative-driven. It is likely (but beyond the scope of this Mission to establish) that the high morale and corporate spirit present in just about every staff member and teacher derive in part from that constant readiness to attempt new ventures and pilot fresh approaches, such as the potential move into lower secondary education. [Conceivably another crucial ingredient may well be that very fact of its being ‘non-government’, but that is another matter.] *BRAC manifests a culture of enthusiastic success.* This sometimes poses problems for those who would monitor it: while there is certainly no ‘wall of silence’ there is sometimes a ‘wall of pride’ in that some field staff are rather reluctant to focus on those few activities that have not fully succeeded. It hardly needs to be stated that such attitudes, although understandable, are entirely unnecessary: BRAC continually demonstrates its singular ability effectively to learn from its mistakes.

7.16 A further observation on the NFPE III LOGFRAME is pertinent here. From the outset, the Purpose covered poor children, especially girls, acquiring literacy, numeracy, social and life skills. Although the LFA has been reviewed since its original acceptance (for example in February 2002 at a workshop for HO staff), the challenge of conceptualising a programme which, while maintaining that focus on successful BRAC schools, incorporates also the main thrusts of PRIME and ADP seems to have been avoided. Not only have many elements of the supplementary LFA not been properly slotted in to the original LOGFRAME, some inconsistencies and illogicalities are still

apparent. This indicates not only an understandable unfamiliarity with LFA, but also some possible confusion as to how the several components of NFPE III fit together in practice. In particular, it suggests that a major theme of this Chapter – how the main business of NFPE III relates to and is supported and/or hindered by initiatives such as PRIME and ADP (including APON) – may not yet have been thought through fully. It would, it is submitted, be confusing and potentially damaging if this (both conceptual and actual) challenge were not dealt with before NFPE IV is designed and detailed.

7.17 In relation to the prospective emphases of future NFPE programmes within the wider BEP context (as foreshadowed in 7.2b, above), it is useful at this point to recapitulate the general thrust of Chapter 6. Studies such as those of Education Watch suggest that, even under an optimistic scenario, at least 5 to 6 million children of primary age, who are not expected to be enrolled in school will join the pool of illiterate adults in the next five years, and that a similar number will drop out early before acquiring sustainable basic skills. This indicates that, while GOB has the clear mandate in terms of educational policy, guidelines, standards, rules and regulations and generally protecting the public interest, the need for complementary NGO provisions will persist for some time to come. Alongside that provision, however, conscious efforts should be made to identify and explore the reasons underlying those elements of educational approaches by BRAC that are successful and, where appropriate, mainstreaming them into the formal education system. Increasingly, some DPs consider that supporting non-formal primary education provision can only be justified if it is also strengthening the national education system by providing a complementary system to the GOB formal schools. This disposition should be responded to in the design of NFPE IV.

7.18 One issue that was ever-present in the Mission's visits, meetings and discussions relates to the destinations of the BRAC school-leavers and includes such questions as:

- How may the path of NFPE Grade V graduates into High Schools be facilitated?
- How may secondary education be upgraded and access and participation increased?
- What form of skills training should be provided for those not proceeding to or not completing the Secondary phase?
- How will the proposed phased extension of the Primary cycle to eight years affect BEC and the responses to the above questions?
- Should BRAC offer secondary level programmes and, if so, through what models?

These and similar issues were raised at each school visit, at the meetings with parents, and amongst BRAC staff and GOB officers. It is of course fully recognised that they have already been widely ventilated within BRAC and the proposed initiative in capacity building at the High School level is also of relevance.

Conclusions and Recommendations

7.19 As detailed in earlier chapters, NFPE III is delivering many excellent services and it is highly likely that some, but probably not all, of BRAC's approaches may be transferable – often with modification – to the formal system. The challenge for those conceptualising NFPE IV is to strike the optimum balance between:

- enabling BRAC to continue the direct delivery of high-quality education and related services to a substantial number of children (for example, at least 34,000 Grade I-V NFPE schools; ADP; Pre-Schools; Community Schools...); and
- facilitating effective mainstreaming of relevant elements of the BRAC approach, through consultation, piloting, assessment, adaptation and transfer.

NFPE IV should continue to provide Grade I through V primary education to children of disadvantaged backgrounds through its Non Formal Schools (and through ESP), while taking all feasible action to enhance the quality and to maximise the coverage of Government Primary schools.

7.20 Responding to the concern expressed in the previous section regarding the Logical Framework, and also as part of NFPE IV preparation, it is recommended that early and clearly focused action be taken. The need to identify precise measurable targets (OVIs) for all PRIME¹ and ADP outputs, purpose and objectives has already been noted [for instance, while holding '2 seminars per year per Upazila' and '6,000 Reading Centres are in operation' are precise enough, it would be valuable to devise Indicators regarding the consequences of such activity]. Necessary also is the achievement of an integrated and succinct LFA description of NFPE III, embracing the schools and supporting activities along with ADP and PRIME – with a clear unitary programme purpose.

The NFPE III LFA requires revisiting to ensure that PRIME and ADP, as presently conceived and operating, are reflected accurately and logically in the overall framework, so that clear OVIs are presented for monitoring purposes, and so that the agreed LOGFRAME properly and coherently manifests all NFPE III aims and elements.

7.21 It is necessary, however, that this be kept in perspective. NFPE III is progressing well and, recognising that 'Logframing' has already occupied much valuable time of key BRAC staff, and that unexpected difficulties have been encountered at some stages, it is important that the proposed revisiting be well-led, thought-provoking and morale-raising². It is suggested therefore that a 1-day Workshop would suffice, with the morning devoted to gaining agreement on the unitary Purpose, the necessary Outputs and the related Objectives. The afternoon might then address the matter of Objectively Verifiable Indicators for all PRIME and ADP components. As a starting-point for discussion, the following possible Programme Purpose is put forward:

Numbers of Bangladeshi children, especially girls, acquiring and able to utilise high-quality basic education increased

Although that may undoubtedly be refined and improved upon through discussion, it would enable all NFPE III components – schools, quality, teacher upgrading, Continuing Education, ADP, PRIME – logically to be viewed as Outputs, necessary and sufficient to achieve such a Purpose.

¹ For instance, is the central aim of PRIME a matter of "Numbers of children satisfactorily completing Primary School increased" or "Effective linkages between BRAC and GOB extended"?

² *LOGFRAMING for BRAC* may well be consulted: it was produced by Douse M. with the support of BRAC and DLO staff for a series of training activities related to planning and monitoring in 1996/97 and copies may be obtained from the DLO

If altering the NFPE III Purpose, Overall Objectives or key Indicators might cause major administrative problems for any DP, it is suggested that the exercise should still be carried out but as a BRAC in-house initiative. In any case, the identification of OVIs for ADP and PRIME activities and outputs are considered necessary if meaningful monitoring and evaluation are to occur.

7.22 As far as the destinations of the BRAC school-leavers are concerned, the Mission considers that the proper focus of NFPE should remain that of high-quality and widespread basic education. Nevertheless, ensuring that those who acquire that foundation are not then rejected by the system is a logical and necessary issue that it is reasonable to include within a 'non-formal basic education' programme (as implied by the Purpose proposed above). On those bases, the following proposals are put forward:

As far as the BRAC graduates moving in High Schools are concerned, continuing measures aimed at smoothing the transition are legitimate NFPE elements.

While it is entirely reasonable that, working closely with GOB, and taking close account of other initiatives (e.g. PROMOTE) in this area, BRAC should help upgrade secondary education, and facilitate access and participation, it is considered that this should be outside NFPE (it is, by definition, other than 'primary' and beyond 'basic') and thus part of the wider BEP.

7.23 Earlier observations regarding BRAC's culture of enthusiastic success notwithstanding, it is considered that any moving the level of provision beyond the first five Grades should be approached with extreme caution. It is recognised that the Primary cycle is likely in time to undergo a phased extension to eight years, and that limiting the BRAC schools to their present Grade V levels would result in the 'transition to Government primary' problem recurring. GOB itself will face much difficulty in extending its Primary cycle, as simply re-labeling 'Secondary VI' as 'Primary VI' would not solve the challenges of location or multiple staffing. Noting that, through PRIME, BRAC-GOB linkages should be significantly enhanced over the coming years, and recognising that no decision regarding BRAC and the extending Primary cycle need be made until the schedule for movement into Grade I-VI, Grade I-VII and Grade I-VIII primaries are known, the following proposals appear apposite:

All NFPE and BEOC primary schools should from henceforth, offer Grades I through V; ESP schools should move into that cycle as soon as feasible, consistent with their capabilities; Community and Formal Schools should continue to offer Pre-Primary through Grade V.

Any extension of NFPE schools beyond Grade V, even on a pilot basis, and even if and when the 5-year Primary cycle is extended, should be worked out in close consultation with GOB.

7.24 BRAC's NFPE III Continuing Education and Adolescent Development initiatives are relevant here in that they also cater for those moving beyond the primary stage (and are covered by that phrase in the suggested LFA Purpose: "...able to utilise high-quality basic education..."). Given that the higher goal of NFPE III is that of 'Poverty Reduction', the relevance of, for example, lifeskills training, IT provision, the proposed Community

Learning Centres and health education is clear. What may well be addressed more purposefully by BRAC, in the final years of NFPE III, and as NFPE IV is identified, are the overall coherence and the optimum, information-driven, integration of the several programme components.

Data gathered by all arms of BRAC should be utilised in gearing all BEP initiatives to meeting explicit community socio-economic needs and priorities. For instance, local experiences in BRAC's rural development activities might feed into the determination of LST foci. Similarly, primary school catchment area surveys could simultaneously indicate the size and nature of ADP target groups.

Enhanced local linkages between the several initiatives imply increased horizontal liaison within NFPE and between NFPE and other BRAC activities. The BEP Organogram should be revisited with this in mind (and a complementary 'Communogram' depicting information exchange routes should also be constructed).

While 'mainstreaming' has thus far focused on primary schooling, the successful BRAC approach is manifest in, for instance, continuing education and adolescent development. As linkages between BRAC and GOB increase, opportunities for partnership in these and other areas should be seized.

7.25 A far-reaching proposal for action-research initiatives aimed at enabling all children in particular Upazila to complete primary education and achieve basic competencies has already been proposed (in Chapter 6, above). It was noted that, as major projects of this nature might constitute significant advances in GOB's drive for 'Education for All', DPs could look favourably at sponsoring this kind of model. While these proposed BRAC-GOB partnerships are undoubtedly 'primary', and while they may be perceived as a logical continuation of PRIME, some of the action might tend to be formal rather than non-formal. Thus it is debatable whether they should be part of NFPE IV or within the broader BEP. Logically, these substantial innovations which, if successful, would alter the entire configuration of primary education across Bangladesh, should be an integral part of the second phase of the Primary Education Development Programme. Conceivably they may be incorporated into it, once they prove successful, as PEDP II unfolds. For the present, therefore:

Some provision for the proposed major and Upazila-wide joint GOB~BRAC action-research initiatives, aimed at enabling all children satisfactorily to complete primary education, should be included in NFPE IV. As these initiatives are progressively implemented, and as their impact becomes known, it may be anticipated that the undertaking might be supported through other funding routes and in time linked in an appropriate manner into the overall pattern of donor support for Primary Education.

7.27 While recognising that much analysis, discussion, consultancy and explicit planning activity will occur before the programme is identified and approved, it may be helpful to bring together the Mission's several comments regarding the possible composition of NFPE IV. It is suggested that BRAC and the DPs should give sympathetic consideration to a 2004-09 Non-Formal Primary Education Programme that:

- Enables at least 34,000 non-formal schools to operate, each covering the Grades I-V cycle;
- Continues supporting these schools through materials development (including a major English Language component), teacher upgrading (including formal certification), and constructive supervision;
- Involves Continuing Education, including the establishment of Community Learning Centres and, where feasible, enduring Reading Centres;
- Takes forward the Adolescent Development Programme, increasingly geared to known socio-economic requirements of the participants;
- Incorporates Community Schools at the level requested by GOB;
- Includes an expanded PRIME initiative based upon NFPE III experience, including the establishment and operation of Pre-Primary Schools in an increased number of Primary School catchment areas; and
- Underwrites a number of major GOB-BRAC action-research initiatives, aimed at enabling all children in a specific geographical area satisfactorily to complete primary education.

7.28 While all of those proposed components are unequivocally within the proposed Programme Purpose (see 7.21, above), it is also hoped that donor support will be forthcoming for BRAC's educational initiatives outside NFPE IV, including the proposed secondary programme. In the considered opinion of the Mission:

While acknowledging the desire of some DPs increasingly to direct support for education to and/or through the Government sector, it should be recognised that 'the BRAC approach' is one of the very few proven successes, that a substantial requirement for non-formal primary education will continue to exist for many years if not decades, and that it is highly unlikely that the Government Primary system will – based on even the most optimistic resources scenarios – be able to approach 'Education for All' without incorporating some non-formal strategies.

Schedule of Visits and Activities

Date	Time	Activity	Location
Monday 22 July		Arrival of Mike (6.30), Maggie (9.30) and Edwin (12.50)	Dhaka airport
Tuesday 23 July	10.30-12:30 3.30	Briefing Meeting with BRAC and Donors General Briefing with BRAC, Briefing on Continuing Education Logistics Briefing with DLO	BRAC BRAC DLO
Wednesday 24 July	9:00-2:00	Discussion on ADP Discussion on EDU	BRAC BRAC
Thursday 25 July	9:00-1:00 1:30-3:00	Discussion on ESP Discussion on PRIME Meetings with UNICEF Education and Child Protection divisions	BRAC BRAC UNICEF
Friday 26 July		Reading all relevant documents	Civic Guest House
Saturday 27 July	11.00-11.30 12.30-2.00 3.15	Dhaka to Rajshahi Discussion over Lunch Meeting with BRAC Graduates Grade V Teachers' Refreshers	Rajshahi TARC Bagshara High School Paba Team Office
Sunday 28 July	8.00-9.15 10.30-11.45-1.15 1.30-2.00-4.00 3.00-5.00	Visit to Dashmari NFPE Grade IV Visit to Chak Kapasia NFPE Grade II Visit to Shampur Molla NFPE Grade V Meeting with a group of Adolescents involved in ADP(KS/PS/AL) Meeting with BRAC staff over Lunch Mike and Edwin - Parents Meeting, Shampur Nagor Maggie - Exchange of views in Reading Centre, Nowdapara	Baneshwar Baneshwar Baneshwar Rajshahi Rajshahi RM Office Baneshwar Baneshwar
Monday 29 July	8.30-11.00 p.m.	Edwin - Visit APS ESP school Maggie - Visit Kaligionj GK Library, Durgapur Mike - Meeting of Staff, Paba Office [NOTE: Due to a <i>hartal</i> , planned visits to Puthia and Rangpur were cancelled and additional activities took place in and near Rajshahi. As the 12.00 noon flight from Rajshahi was postponed several times, the Team returned to Dhaka by road on the Monday evening.]	Mussoil Rajshahi Paba
Tuesday 30 July		In Dhaka - <i>hartal</i> - reading documents and making notes from field visits	Civic Guest House
Wednesday 31 July	9:00-5:00 9:00-3:00 10.00	Maggie - visit to <i>Gonokendra Pathagar</i> for discussion with CE staff Edwin - visits to Khilket Tahpara Grade III, Purbashal Grades I and V schools, and to Grade V teachers refreshers, all in Urban area Mike - Meeting and information gathering	Gazipur and Bhabanipur Dhaka BRAC
Thursday 1 Aug	9:30-2:00	Discussion with EC Discussion with RNE	Gulshan Gulshan

Friday 2 Aug	7.20-08.05 9.00-1.00 2.00-5.00	Fly to Chittagong; Breakfast at Regional Office To Cox's Bazar by road Meeting with PRIME staff	Chittagong Cox's Bazar Cox's Bazar
Saturday 3 Aug	8.30 9.40 10.50 12.00 1.00 2.10 3.20-5.00	Visit to Pre-Primary, Jonawab Ali Para Kishor-Kishori (BEOC) Grade III school, Baruya Para Meeting with Government Primary School Teachers, Dharma Khali Kishor-Kishori (BEOC) Grade III school, Shikdar Cari Lunch with BRAC staff APON in Reading Centre Meeting with BRAC school graduates Community School visit, Eidgha Mehergona	Ukhia Ukhia Ukhia Ukhia Ukhia PRIME office Baruya Para Muktijoddah Sriti Girls High School, Khutakhali
Sunday 4 Aug	8.30 10.00 11.10 12.30 3.00-4.30	Attend Pre-Primary Refreshers Meeting with Upazilla Education Officer Meeting with District Primary Education Officer Lunch Cox's Bazar to Dhaka by air	Cox's Bazar Office Cox's Bazar Cox's Bazar Cox's Bazar Office
Monday 5 Aug	4.30-5.00	Further Discussion/Report Writing; Briefing on PRIME Managers and QM Meetings	Dhaka Civic Guest House
Tuesday 6 Aug	10:30	Meeting with DLO Further Discussion/Report Writing	DLO Dhaka
Wednesday 7 Aug	3.00	Further Discussion/Report Writing; Submit Executive Summary to BEP and Donors	
Thursday 8 Aug	2.00-4.30 7:00	Further Discussion/Report Writing; Presentation of Draft Report to BRAC & Donors Dinner with BRAC and DP	BRAC Sajna Restaurant
Friday/Saturday 9/10 Aug		Further Discussion/Report Writing – incorporating comments of meeting	Civic Guest House
Sunday 11 Aug	9.30-3.30	Meetings with Fazle Hasan Abed, Abdul-Muyeed Chowdhury, Aminal Alan and others at BRAC. [Donors' comments on the draft report to be sent to DLO by close of business]	BRAC
Monday 12 Aug		Incorporate BRAC and Donor comments and feedback	
Tuesday 13 Aug		Edwin (2.30) and Maggie (6.00) depart	Dhaka Airport
Tuesday 13 to Sunday 18 Aug		Mike Finalising Report [NOTE: <i>hartal</i> on Thursday 15 August]	DLO and Civic Guest House
Wednesday 14 Aug	2.00-4.30	Discussions with BRAC on Revised Draft of Report	BRAC
Monday 19 Aug		Distribution of final report to BRAC and DC	
Thursday 22 Aug	8.30	Mike departs	Dhaka Airport

Some of the Persons Met by the Review Team

[NOTE: This is by no means a complete list. Large numbers of BRAC staff, teachers, librarians, government officers, Library Trustees, School Management Committee members, parents and, of course, children were met, listened to, talked with and observed during the Mission. Sometimes 20 or 30 people participated in a meeting: in most of those cases just a few of their names and positions appear below.]

BRAC Head Office

Fazle Hasan Abed (Chairperson); Abdul-Muyeed Chowdhury (Executive Director); Aminul Alam (Deputy Executive Director)

BRAC Education Programme - Erum Mariam (Programme Head); Dr Sudhir Chandra Sarker (Programme Coordinator); Dr. Shafiqul Islam (Programme Coordinator); Khandaker Ariful Islam (Programme Manager); Monwer Hossain Khandker (Programme Manager); Fahmida Naznin (Unit Manager, CDU); Zeeshan Rahman (Unit Manager, EDU); Md. Kabir Tafiqul Islam (Unit Manager, MIS); Dr Joya Sen Gupta (Unit Manager, ADP); Rashida Parveen (Sector Specialist); Vibekananda Howlander (Senior Material Development Specialist); Nahid Jabeen (Senior Material Development Specialist)

[Most of those listed in BEC, above, also attended discussions with the Mission on particular topics: their names are not necessarily repeated below.]

Continuing Education - Md Helaluzzaman, Md Azizur Rahman and Atiquzzaman Khan;

Adolescent Development Programme – Dr Jaya Sen Gupta (Manager), Fahmida Naznin, Nazrul Islam, Lokman Hossain, Sarder Lutfur Rahman, Marzina Khatun, Nashida Ahmed and Nahid Jabeen;

Education Development Unit - Khandaker Ariful Islam (Programme Manager), Kabir Tafiqul Islam, Rashida Parveen, Zeeshan Rahman, Trishna Sagar

Education Support Programme - Sunil Kumar Ghosh (Programme Coordinator)

PRIME - Monwer Hossain Khandker (Programme Manager), Vibekananda Hawlader, Sakhawat Hossain, Emran Ahmed, Amol Kumar.

Mir Nazmul Islam (who most effectively handled the Mission's transportation in and around Dhaka).

Donor Partners

European Commission: Josephine Kalinauckas, Laila Baqee; DFID: Dr Rokeya Khanam AKF: Kara Pierson; DGIS/RNE: Cornelius Hacking, Renate Pors, Shahrukh Safi; UNICEF: Simone Vis, Ruby Noble, Lila Pieters; CIDA: Sheila Ryan

Donor Liaison Office

Graham White (Coordinator), Mahmuda Aideen (Assistant Coordinator)

Government of Bangladesh

Nafisha Begum (UEO, Paba); Md. Azizur Rahman (Head Teacher, Bagsara High School), Roxana Begum (UEO, Cox's Bazar); Md. Hossain, Anil Kumar Sharma and Nirmal Kanti Chakrabati (three AUEOs, Cox's Bazar); Md. Enamul Haque (DPEO, Cox's Bazar); Md. Aminul Islam (Additional Deputy Commissioner, Education and Development, Cox's Bazar), Md. Nurul Islam (Head Teacher, Gazipur Sadar Government High School)

BRAC Staff - Field Visits

[The Mission was accompanied to the North-West and the South-East by Khandaker Ariful Islam, Rashida Parveen, Monwer Hossain Khandker, Dr Jaya Sen Gupta, and David Sheppard-Burgess (a Volunteer working temporarily with BRAC)]

Nazrul Islam (BEP Regional Manager, Rajshahi), Md Shahidullah Miah (Continuing Education Senior Area Manager), Abdul Quyyum (Continuing Education Regional Manager, Rajshahi), Suresh Chandra (Quality Manager, Rajshahi), Rezaus Ruhman (ESP staff member), Abul Ehsan (Team in Charge, Paba), Farid Ahmed (Senior Trainer, TARC, Rajshahi), Mostafa Mojumdar (PRIME Senior Upazila Manager, Cox's Bazar), Sattajid Bhatracha (PRIME Upazila Manager, Ukhiya),

Others

Dr Chris Cumming, (until 31 July 2002 - ESTEEM Team Leader); Salimah Kassam (Consultant to BRAC), Dr Shahidullah Shahid (Deputy Civil Surgeon, Rajshahi).

BIBLIOGRAPHY

[NOTE: Only the main works of reference are cited here. The team also received and studied numerous documents from BRAC - project reports, work plans, learning materials, research papers, workshop outputs, and other items – some of which have been cited in the text. The documents listed below are those from which important information has been drawn and major ideas have evolved. BRAC Education Research papers are listed separately at the end of this Annex.]

ADB (2000) *Country Assistance Plan (2001-2003) Bangladesh*, Dhaka

Bailey M., Reeves B., Ryan A. & Smith B. (1998): *An appraisal of the proposal for BRAC's education programme: phase III*, Dhaka

Banaars G. (1998) *Profil de l'école nouvelle: BRAC, modèle communautaire de Bangladesh* in *Fawe Infor*, vol. 6 no 1, FAWE, Nairobi.

Biervliet W.M., Bourgeois E., Momtaz Jahan (2001) *Mid-Term Review of NFPE Phase III*, Edinburgh Consultants for Donor Consortium, Dhaka, August 2001

Biervliet W.M., Douse, M., Abu Hamid Latif (2001) *EC/BGD Cooperation in the Education Sector: Programming Mission* Arcadis BMB, Arnhem

Bilkis R. (2001) *BRAC Revisited: An Experience in Bangladesh*, in *TABAS International 2000-2001*, International Institute for Educational Planning, Paris

Bourgeois E. (1993) *Bangladesh: Secondary Education Development Project*. Identification mission report submitted to the Commission of the European Community, Brussels

BRAC (1998) *Education Programme (NFPE Phase III) April 1999-March 2004*, Dhaka

BRAC (1999) *NFPE report phase 2, April 1996-May 1999*. BRAC, Dhaka

BRAC (2000) *Education Programme progress report, January-June 2000*, Dhaka

BRAC (2001), *Education Support Program (ESP) Forming Partnership for Education, September 1991-June 2001*, Dhaka

BRAC (2001) *Proposal to the European Commission for Additional Funding for BRAC NFPE phase III programme, June 2001 – May 2004*. BRAC, Dhaka

BRAC (2001) *Education Programme progress report, July-December 2000*, Dhaka

BRAC (2001) *Annual Report 2000*, Dhaka

- BRAC (2001) *Equity Gains in Bangladesh Primary Education* A Mushtaque R Chowdhury *et al*, Research Monograph series 20, The University Press Limited, Dhaka
- BRAC (2001) *BRAC Education Programme Progress Report January-June 2001, NFPE Phase III*, BRAC Education Programme, Dhaka
- BRAC (2001) *BRAC NFPE Phase III Programme, June 2001–May 2004 Proposal to the European Commission for Additional Funding*, Dhaka
- BRAC (2002) *BRAC Education Programme NFPE Phase III Progress Report January-December 2001*, Dhaka
- CAMPE (1999) *Hope not Complacency – State of Primary Education in Bangladesh* Edited by A Mushtaque R Chowdhury *et al*, first report of the Education Watch project, Campaign for Popular Education and The University Press Limited, Dhaka
- CAMPE (2001): *State of Primary Education in Bangladesh: A Question of Quality*, The University Press Limited, Dhaka
- Chowdhury A. *et al* (2001) *Towards Education for All: Lessons from Bangladesh in Perspectives in Education*, vol. 17 no. 3, Society for Educational Development, India
- Chowdhury J.Z.S. (2002) *Promotion of IT in the Rural Community of Bangladesh*, Dhaka
- DFID (1998) *Bangladesh: country strategy paper*, London
- Douse, M. (1996) *Logframing for BRAC*, prepared for a BRAC Workshop on LFA and available at the DLO, Dhaka
- Douse, M. (1997) *A Note on Mainstreaming*, prepared for a BRAC Workshop on Monitoring and Reporting and available at the DLO, Dhaka
- GoB (1998) *The Fifth Five Year Plan: 1997-2002* Planning Commission, Ministry of Planning, Dhaka
- GoB (2000) *National Report on Follow-up to the World Summit for Children* Ministry of Woman and Children Affairs, Dhaka
- Govinda R. & Shahjahan Tapan (1999) *Quality education through school-based supervision and support: the case of GSS primary schools in Bangladesh*, UNESCO: IIEP, Paris
- Jalaluddin A.K., Mushtaque A. & Chowdhury R. [ed] (1997) *Getting started: universalising quality primary education in Bangladesh*, The University Press, Dhaka
- Jensen K. B. (2000) *Primary education – a human need according to poor people in Dhaka*, paper prepared for the NASEDEC Conference “Education for all – human need or human right”, University of Oslo

Khandakar Ariful Islam (2001): *Say Yes for Children in Access – A quarterly Newsletter of BRAC, no. 37*, Dhaka

Little, Angela (2001) *Multigrade teaching: towards an international research and policy agenda* in *International Journal of Educational Development*, no. 22, Pergamon Press, London

Manzoor Ahmed, Collette Cabbott C. *et al* (1993) *Primary education for all: learning from the BRAC experience*, Academy for Educational Development, Washington

Manzoor Ahmed (2001) *Right to Quality Primary Education: a Fresh Look at Partnership is Vital* in *The Daily Star*, Dhaka, 13 August 2001.

MOE (2000) *National Education Policy* (English version), Dhaka

Md. Kabir Tafiqul Islam & Md. Abdul Baraque (2001) *Training Decentralization: an Immediate Impact* (draft version), BRAC Education Programme, Dhaka

Md. Abdul Bareque & Farida Yeasmin (2000) *Competency Measurement of Grade Four in Mathematics*, BRAC Education Programme, Dhaka

Md. Abul Kalam *et al* (2001) *Evaluation of the curriculum of grade 4 mathematics in BRAC schools* Draft version, BRAC Research and Evaluation Division & BRAC Education Programme, Dhaka

Md. Monwer Hossain Khandker (2001) *Community School*, in *Access – A Quarterly Newsletter of BRAC*, no. 38, Dhaka

PMED (1998) *Education for All: Primary Education in Bangladesh* Primary and Mass Education Division, Directorate of Primary Education, Dhaka

PMED (2001) *Overview of the PEDP* A document for the Annual Review, Primary and Mass Education Division, Directorate of Primary Education, Dhaka

PMED (2001) *Primary Education Statistics in Bangladesh*, Primary and Mass Education Division, Directorate of Primary Education, Dhaka

PMED (2001) *NFE in Bangladesh: Synthesis of Experience and Future Directions* prepared by Manzoor Ahmed and Shiva R. Lohani for Workshop on NFE Lessons, Vision and Policy Framework in November 2001, Dhaka

PMED (2002) *Education for All: National Plan of Action (2002-2015)* (draft version), Primary and Mass Education Division, Dhaka

Ryan A. & Smith B. (1999) *Non formal primary education (NFPE) phase II (1996-1999) final evaluation*, Mission report, Dhaka

Ryan A. & Smith B. (2000) *BRAC Education Programme (BEP) NFPE phase III (1999-2004) review 1999-2000*, Mission report, Dhaka

Sajeda Amin (1997) *The poverty-purdah trap in rural Bangladesh : implications for women's roles in the family* in *Development and Change*, vol. 28, no 2, Institute of Social Studies, The Hague

Sajeda Amin, Lopita Huq & Simeen Mahmud (2002): *Rural Adolescents in Bangladesh, 2001: a Report Drawn from the Baseline Survey for the Bangladesh Adolescent Girls' Livelihood Kishori Abhijan Project*, The Population Council, Dhaka

Salma Khan (1993) *The Fifty Percent: Women in Development and Policy in Bangladesh*, The University Press, Dhaka

Shaheen Akter (2002): *Exploring the perception of different stakeholders regarding BRAC pre-primary schools*. In: *Access – A Quarterly Newsletter of BRAC*, no. 39. Dhaka

Shahjamal MM (2000) *Causes behind gender difference in mathematics achievement: an exploratory study in BRAC schools* [dissertation under BRAC supervision]. Dhaka: Department of Non-formal Continuing Education, Institute of Education Research, University of Dhaka

Shahnoor Wahid (2000): *Bangladesh: girls first*, in *The Unesco Courier* UNESCO, Paris

Skaaret L., Bourgeois E. & Söderberg B. (1994) *Bangladesh: Gender Equity in Secondary Education*, Mission report submitted to the Commission of the European Community, Brussels

Skaaret L. & Bourgeois E. (1997) *Bangladesh: Support to Primary Education Sector*, Identification mission report submitted to the Commission of the European Union, Brussels

Sobhan R. (1998) *How bad governance impedes poverty alleviation in Bangladesh*, Development Centre, OECD, Paris

Stalker P. (1996) *Child labour in Bangladesh*, UNICEF Bangladesh, Dhaka

Tarek Mahmud Hussain (1997) *Socio-economic factors and women's mobility in rural Bangladesh* in *Bridges*, Society for International Development, Rome

UNESCO (2001) *Study of the Effect of the Rapid Increase of Enrolment on Primary Schools in Bangladesh* in the set of 18 Basic Education Studies conducted during 2000-1, Dhaka

UNICEF (1999) *Basic education for hard to reach children*, Bangladesh, Dhaka

UNICEF (1999) *Adolescent Girls in Bangladesh*, Dhaka

UNICEF and MWCA (2001) *Report of the Participatory Exchange Workshop, 27-30 November 2001*, Department of Women's Affairs and UNICEF, Dhaka

Vibekanda Howlader *et al* (2001) *Teacher ability in Grade IV*, BRAC Education Programme, Dhaka

World Bank (1998) *Bangladesh Primary Education Development Project: Project Appraisal Document*, The World Bank, Washington

World Bank (2000) *Bangladesh Education Sector Review*, The World Bank, Washington and The University Press Ltd., Dhaka

BRAC Education Research Papers

1. Chowdhury AMR, Nath SR and Choudhury RK (1999). Enrolment at primary level: gender difference disappears in Bangladesh. Dhaka: Research and Evaluation Division, BRAC.
2. Hadi A (1999). Textbook distribution programme of BRAC: problems and issues. Dhaka: Research and Evaluation Division, BRAC.
3. Hossain MA and Kalam MA (1999). Impact of the BRAC education programme on the adolescents. Dhaka: Research and Evaluation Division, BRAC.
4. Hossain MA, Akter S and Kalam MA (1999). Learning achievement of the students after completion of grade five from BRAC schools. Dhaka: Research and Evaluation Division, BRAC.
5. Kalam MA and Hadi A (1999). An analysis of the situation of community schools in Bangladesh. Dhaka: Research and Evaluation Division, BRAC.
6. Khan KA (1999). Analysis of issues and problems of BRAC *pathagars*. Dhaka: Research and Evaluation Division, BRAC.
7. Khan KA (1999). Assessing the level of cognitive knowledge in English among the teachers and staff of BRAC's Non-Formal Primary Education programme. Dhaka: Research and Evaluation Division, BRAC.
8. Khan KA (1999). Determining performance indicators and developing tools for evaluating BRAC *pathagar*. Dhaka: Research and Evaluation Division, BRAC.
9. Nath SR and Chowdhuy AMR (1999). Change in health knowledge of Bangladeshi children: five years' experience. Dhaka: Research and Evaluation Division, BRAC.
10. Nath SR and Chowdhuy AMR (1999). Level and trend of basic education of children in Bangladesh: 1993–1998. Dhaka: Research and Evaluation Division, BRAC.
11. Sultan S, Khan KA and Imam SR (1999). The effectiveness of teachers training in English of BRAC schools. Dhaka: Research and Evaluation Division, BRAC.

12. Ghosh SK (1999). An appraisal of the BRAC's NFPE programme in respect to coverage of the terminal competencies specified by the government of Bangladesh. Dhaka: Research and Evaluation Division, BRAC.
13. Nath SR (2000). Basic competencies of the graduates of BRAC's non-formal schools: levels and trends from 1995 to 1999. Dhaka: Research and Evaluation Division, BRAC.
14. Nath SR (2000). Continuation of BRAC non-formal school graduates of 1995 in formal school education. Dhaka: Research and Evaluation Division, BRAC.
15. Kalam MA et al (2000). Research-led curriculum development: pilot study on mathematics. Dhaka: Research and Evaluation Division, BRAC.
16. Imam SR et al (2000). Research-led curriculum development: pilot study on social studies. Dhaka: Research and Evaluation Division, BRAC.
17. Kalam MA (2000). An evaluation of primary text materials in terms of the coverage of graded attainable terminal competencies. Dhaka: Research and Evaluation Division, BRAC.
18. Nath SR, Ghosh SK and Akhter S (2000). Development of instruments to assess the achievement of national competencies at the end of primary cycle. Dhaka: Research and Evaluation Division, BRAC.
19. Khan MKA (2000). Assessing operational status of BRAC *pathagar*. Dhaka: Research and Evaluation Division, BRAC.
20. Khan MKA (2000). A follow up study of the former teachers of BRAC schools who lost their jobs due to shifting of schools. Dhaka: Research and Evaluation Division, BRAC.
21. Akter S (2000). Exploring the perception of different stakeholders regarding BRAC pre-primary schools. Dhaka: Research and Evaluation Division, BRAC.

TERMS OF REFERENCE for the 2002 NFPE III ANNUAL MONITORING REVIEW

BACKGROUND & OBJECTIVES

BRAC's non-formal primary education (NFPE) programme is now more than halfway through its third phase which began in June 1999. This phase of the programme is essentially a continuation of the NFPE II programme with emphasis on improving quality in curriculum and materials development as well as teacher training and teaching methods. Along with these improvements in the existing programme for Grades I-III the other major change in NFPE III is the extension of the programme to a full primary cycle by adding Grades IV & V.

However, during the course of implementation more attention than was originally envisaged has been given to the development of new initiatives, notably for the adolescent programme (APON) in response to the felt need for social and livelihood training for adolescent girls (and now boys), and for closer collaboration with the Government in strengthening the national primary education system. The latter was already an implicit aim of NFPE from the start of the programme but in 2001 it became a major component of the programme as a condition for the additional funding for the project that was approved for NFPE III by the European Commission.

To date there have been three external assessments of the NFPE III programme:- an Appraisal Mission in August-September 1998, an Annual Monitoring Review in August 2000 and a Mid-Term Review in August 2001.

As the Mid-Term Review was a wide-ranging review covering all aspects of the programme in some detail, it has been decided that the present mission should be more focused with specific attention on the four areas mentioned above, viz:

- Progress in extending the programme to a full primary cycle through the addition of Grades IV & V plus a review of the quality developments in Grades I-III.
- The continuing education programme
- The adolescent development programme
- BRAC's achievements and scope for working more closely with Government.

ISSUES TO BE STUDIED

1. Extension of NFPE III to a Full Primary Cycle and Review of Quality Developments in Grades I-III

Among the issues to be assessed under this heading are:

- How many schools are now receiving full primary education?
- How well are teachers and students coping with the higher grades?
- How much training support has been given to field and supervisory staff?
- How far has BRAC progressed in developing its own materials for the higher grades?
- Has the extension from 3 to 4 years had any effect on school attendance/dropout?
- How has the extension impacted on the intake of NFPE graduates into Government schools?

A critical review will also be made of all the quality improvements, both in the production of new/supplementary materials and in the teacher development process/teaching methods, that have taken place during NFPE III. The review will include a sample of ESP schools as well as NFPE/BEOC schools. The issue of capacity building will also include an assessment of the level of success and effectiveness that has been achieved in decentralisation of the quality control process through the appointment and training of Quality Managers, Master Trainers, and Resource Teachers.

2. Continuing Education

Continuing education is provided mainly through the two mediums of the Reading Centres and the Union Libraries. These facilities differ in that the Reading Centres operate only for three years during which they cater mainly for BEOC graduates, whereas Union Libraries are more permanent (formed into Trusts to ensure continuity) and are intended to develop the reading habit among the wider rural community. Due to their permanency the Union Libraries also act as centres for a range of other social, cultural, training and sporting activities.

For the Reading Centres the mission will review their design and the way they have evolved as well as the effectiveness of initiatives that have been taken related to their operation. The impact on the local community of closing the Reading Centres after a relatively short existence will also be assessed.

For Union Libraries the review will focus on:

Their establishment:

- Is it on track in terms of numbers, stock/range of books, trained librarians and Trust formation?

Their usage:

- Who are the main users (age groups, male/female)
- Levels of usage (numbers and type of books borrowed)
- For reading, social, cultural, and other purposes

In addition the mission will also examine the new initiatives that have been undertaken in the Union Libraries (e.g. IT training) and make recommendations for future strategies.

3. The Adolescent Development Programme

The review of this programme is essentially aimed at assessing the effectiveness of APON, differentiating between the social development and livelihood training aspects of the programme. The emphasis will be on the programme for girls as the boys' programme is very new. Recommendations are to be made on such matters as methods of instruction, the duration and content of the programme, and follow-up/support measures needed to ensure its continuing success.

Among the social development issues to be covered are:

- Reproductive health
- Family planning
- Social issues (e.g. delayed marriage, dowry)
- Legal rights and all issues of violence against women.

To date social development has taken precedence over livelihood training. The review should identify and, if possible, quantify the range of livelihood activities that have been included in the programme. Recommendations should be made for additional activities that might be added to the

programme together and practical ways of providing instruction and implementing them. Recommendations should also be given on future strategies for the programme.

4. Closer Collaboration with Government

A realistic assessment is needed of how well BRAC has prepared itself in terms of staffing, training, and planning at HQ and field levels to carry out this important programme plus the achievements to date. In particular the review should assess the design and evolution of the PRIME programme with special emphasis on the pre-primary initiative.

5. General Issues

As indicated above (Background & Objectives) much of this review is focused on activities and new initiatives that are not directly concerned with the operation of the NFPE schools. Even so they all feature in the Project Proposal, but have come increasingly into prominence as the implementation of the programme has progressed. The review team is therefore asked to give its views on:

- a. Whether these activities/new initiatives have added significantly to the overall success of the NFPE programme or have detracted from the programme by diverting resources away from the main purpose which is the basic education of poor children, and
- b. Do the achievements in these areas warrant continued emphasis in future NFPE programmes or are they rather to be seen as part of the larger BEP programme in general?

COMPOSITION OF THE REVIEW TEAM

The review team will comprise three consultants, viz:

1. Team Leader with the specific role of assessing closer collaboration with Government through the PRIME initiative
2. One consultant to assess the adolescent development programme and progress with the work on continuing education
3. One consultant to assess progress in the introduction of Grades IV & V plus quality developments in Grades I-III during NFPE III.

TIMING AND DURATION OF THE REVIEW

The review will take place in August or the latter part of July 2002.

The duration of the review will be three weeks (21 days) in Bangladesh for the full team plus an additional 7 days for the Team Leader during which he will finalise the report before leaving the country.

REPORTING

Within 17 days of their arrival in Bangladesh the consultants will submit a draft report to the BRAC DLO and make a formal presentation of their findings and recommendations to BRAC and the Donor Consortium. Written comments on the draft will be submitted to the BRAC DLO within 2 days of the draft report submission.

The report will be finalised and submitted in 25 copies before the Team Leader leaves Bangladesh.