



BANGLADESH RURAL ADVANCEMENT COMMITTEE (BRAC)
DONOR LIAISON OFFICE (DLO)

Annual External Monitoring Mission
BRAC Rural development Programme (RDP) IV
and
Non Formal Primary Education Programme (NFPE) II

Draft
Final Report

April - May 1997



DARUDEC

Dhaka, May 1997

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EXECUTIVE SUMMARY

1. Introduction

The budgets for Rural Development Programme (RDP) IV and Non Formal Primary Education (NFPE) II are estimated at 115 million US Dollars and 66 million US Dollars respectively, a total of 181 million Dollars. Out of this, 61 million is covered by BRAC who is implementing both programmes, and 120 million by external funds from a Consortium of Donors. Both programmes are a continuation of ongoing programmes targeting the poor, mainly rural population. The objectives of both programmes directly address relevant and priority needs of their participants.

An Annual External Monitoring Mission visited Bangladesh between 5 April - 6 May 1997. They were contracted to review progress of these two programmes to assure BRAC and Donors that the programmes are effective and efficient, and to assist BRAC with and provide recommendations for further strengthening and improving BRAC's own monitoring and reviewing systems. The Terms of Reference for the Mission are reproduced in ANNEX A. A team comprising a Social Development Specialist, an Economist and a Primary Education Specialist reviewed the two programmes and prepared the present report which summarises observations, findings and recommendations.

Both projects are based on proposals which combine an LFA approach, with its emphasis on presentation and format, and a matrix with cells containing outputs, OVIs etc. taken from the traditional BRAC planning, monitoring and budgeting system. Project monitoring is, therefore, taking place in the "no-man's-land" between the requirements of the LFA's Objectively Verifiable Indicators (OVIs) of achievement, and the BRAC planning and monitoring parameters and financial reporting system. Findings and recommendations on how to improve the existing monitoring and reviewing systems and facilitate subsequent measurement of effectiveness and efficiency are provided in section 2.

Within these constraints to the monitoring exercise, the Mission used the available information complemented by observations from field visits to gain some understanding and appreciation of the processes and progress on five components of the RDP IV and on the NFPE II. Major findings and recommendations are described in sections 3 and 4.

2. Application of LFA in RDP IV and NFPE II

2.1 Description of Application

The application of LFA in a strategic sense is to clarify objectives and to ensure that project inputs and activities will be utilised and implemented in a coherent and effective way towards meeting those objectives. Properly prepared, the framework will enable project management to monitor and to evaluate progress in meeting project objectives in a cost effective way. The existing LFAs are not appropriate for effective monitoring and evaluation in this fashion. In the several LFAs prepared for the projects, money is allocated to project activities rather than inputs. The activities are listed only in general terms. No unit cost are allocated. There is no transparent

relationship between the activities, associated inputs and the disbursement of project funds. In addition, the existing LFA structures are not compatible with BRAC's traditional planning and monitoring parameters and financial reporting system.

2.2 Recommendations

In view of the above, and in the line with the Terms of Reference, the Mission recommends:

- that comprehensive LFAs be finalised for NFPE II and RDP IV components,
- that the institutional capacity of BRAC be enhanced forthwith to enable the use of LFA throughout the project cycle,
- that the LFA be institutionalised in stages and parallel with the activities of the two projects, and
- that TA is provided to assist in completing these tasks.

3. RDP IV: Observations and Recommendations

3.1 Village Organisations

According to BRAC's reports the component is meeting its global targets. Only about 55% of the budget allocated for 1996 was spent. This is explained by BRAC as partly due to delay in payment for expenditure incurred during the reporting year; partly due to utilisation of funds from budget lines allocated to the Village Organisations component for the credit component. In addition to the recommendations already included in section 2, based on specific observations for this component, the Mission made recommendations for institutionalising a uniform planning and monitoring system at the Regional and Area levels, and for linking financial monitoring to the activities.

The Project Proposal foresaw a study on institutional development aspects of VOs, complemented by pilot studies. The Mission recommends to include the study in the component LFA in view of its potential benefit in improving the sustainability of the Village Organisations, and hence ultimately of the whole programme.

3.2 Credit and Savings

Since 1975, BRAC has been addressing one of the major problems of the poor in Bangladesh: access to reasonably priced credit. The credit operations are carried out through Village Organisations and are directly linked to the income generating components of RDP IV: Employment and Income generating and Income generating for Vulnerable Groups. Technical support to the borrowers is provided through these components.

After four years of credit operations a successful Area Office will be self-sustainable and finance its operations from the credit/savings revolving fund, complemented by service charges. The

Regional Offices should eventually also be funded from the credit operations.

There are inconsistencies in the different LFAs formulated for the project. The component continues to base itself on the original Project Proposal. The Mission therefore recommends giving priority to preparing a revised, component specific LFA, taking into consideration all the general issues raised in section 2.2. as well as some component specific aspects addressed in section 3.2.3.

A revised component specific LFA will include a clear definition of the component's objectives and related outputs with measurable OVIs defined for each of the four remaining years. Since the planning targets from the Project Proposal seem too low, the OVIs should not simply be copied from the tables, but reviewed and revised on the basis of a systematic planning procedure. This procedure will be begun at VO and Area Office level. Whichever procedure is used the OVIs need to be systematic, transparent and verifiable. The Mission also recommends that this task is completed with the assistance of TA.

The budget introduced in the Project Proposal and used for RDP IV is not linked with the LFA based programme. They are not directly compatible because the budget is not based on costed units of inputs required to complete the activities for the individual components. Proper measurement of cost efficiency is therefore not possible. Approximations are also difficult because of the way the budget lines have been defined. For example, no distinction has been made between the cost of operating RCP branches and Area Offices, and it is not clear how many Area Offices have been included.

3.3 Employment and Income Generation

The Employment and Income generation component began with RDP IV in 1987. It is planned that some 305,000 jobs be created under RDP IV. This is in addition to the estimated 900,000 created under the previous programmes.

The recommendations for this component include:

- Increased diversification of activities,
- The provision of technical support more "tailored" to the seasonal requirements and participants individual needs,
- Revision of LFA, including realistic OVIs generated by a planning procedure which starts at the VO and Area Office levels (significant over achievement in some components is due to low planning targets),
- Revision of the budget to take out production of slab latrines for the EHC component,
- Defining OVIs at the Regional and Area levels, related with modification of reporting formats,
- Revision of assumptions

3.4 Essential Health Care

The Essential Health Care programme (EHC) includes households from within as well as outside the Village Organisations. To reach the "grass roots", the component is using local women health workers "Shaysta Sherbikas" of whom each works with some 300 households. The component addresses family planning, water and sanitation, immunisation, health and nutrition education and basic curative health care.

The recommendations for this component include:

- OVIs, presented as objectively measurable values, should be introduced.
- OVIs for each of the 35 Regional Offices where the component operates should be attached to the LFA.
- Activities should be broken down and defined in a specific manner, in relation to the outputs, enabling required inputs to be defined and costed.
- Inputs required to carry out the activities to generate the desired outputs should be defined including their dimensions, quantities, qualities, timing and location.
- The Environment Development Programme should be included in the EHC LFA as proposed in BRAC's July - December 1996 semi-annual report. This will include inputs and budget.

3.5 Partner NGOs

In 1995, BRAC set up an NGO Cooperation Unit to improve coordination and understanding, to assist selected NGOs in improving their operations and to coordinate and complement credit and other activities. The implementation of the component has been delayed until the beginning of 1997.

Recommendations for this component include:

- Defining planning procedure for target number of NGOs
- Targeting partner NGOs from existing, ongoing cooperation programmes
- Revision of LFA outputs, mainly to include adequate accounting systems and procedures for partner NGOs
- Revision of LFA: Output OVIs (defining OVIs for new output, reviewing and refining other OVIs)

- Revision of LFA: Redefinition of activities related to the new proposed output and clarification of responsibilities for the technical aspects of the programme
- Annual workplan
- Close monitoring of "graduation" of Partner NGOs
- Preparing a detailed budget based on costed input units
- Close coordination with components of RDP IV which (unlike Partner NGOs) report directly to the RDP IV Head
-

3.6 Additional Recommendations for RDP IV

- Introducing a system for communicating and agreeing changes and modifications in the project design and budget
- Annual workplans
- Procedure for follow up on implementation of previously agreed recommendations
- Periodic revisions of targets and budgets
- Job descriptions related to LFAs
- Timing of future monitoring missions to coincide with South Shore and other related missions for the purpose of liaison

4. Non Formal Primary Education Programme (NFPE) II

Over a period of several years BRAC has developed a model for non-formal education. It has proved a valuable tool to provide basic education to unserved children in Bangladesh.

Their activities were expanded through Phase I of NFPE programme (December 1992 - March 1996). The second phase of the programme started in April 1996 and is scheduled to be completed in March 1999.

Activities are implemented in an experienced manner. It appeared to the Mission, however, that teachers had problems in identifying particular learning difficulties of individual children. Primary School attendance rates of those students formerly attending BRAC institutions is presently falling amongst successive intakes. Senior staff need assistance in monitoring and responding to changes in educational performance in their respective areas.

Revision and production of material is an ongoing activity. Appropriate curricula are now been introduced: audio/visual lessons have been produced and are in use. Course books for Social Studies and Mathematics have also been produced but their use is presently less widespread. Videos are produced for training purposes.

Continuing Education is in progress with libraries at Union and school level. Study Circles are running. One outcome of continuing education is that the number of members in the various libraries is increasing and training and debates take place.

Clear job descriptions are prepared for BRAC staff. TORs for consultants have been prepared. Books on relevant educational topics are purchased together with language schemes and training of staff and teachers.

During Phase 1 of NFPE 34,000 schools have been supported: 25,340 from NFPE, 6,123 BEOC, ESP 2,537. Of these, 14,520 schools made Grade I, 8,082 Grade II, 10,011 Grade III, 1,387 Grade IV and V. The total number of pupils enrolled was 1,103,435. 65,5% of these were females and 34,5 % males.

Two hundred and forty audio lessons have been prepared and are in use. The teacher training curricula and trainers manual has been revised.

The budget is not based on inputs required to implement the activities for the individual components and is not linked to the LFA, hence they are not directly compatible. Measurement of progress in activities and outputs against financial targets is therefore not possible. For the period of April - December 1996 the total expenditure was 486,255,221 Taka. Budget for the same period was 618,870,000 Taka. Discrepancy from planned to actual expenditure was 132,614,779 Taka equal to 21 % of budget.

Description of the programme in logical framework matrix is improving. The narrative descriptions needs further attention, especially with regard to project Goal, Purpose and Outputs. The description of indicators has also greatly improved. However, still some descriptive elements of the indicators needs to be added. Future use of logical frameworks as a management tool should be discussed between Donors and BRAC.

BRAC has implemented many of the agreed recommendations proposed by earlier Missions and only time and staff constraints are preventing BRAC from further implementation.

Recommendations regarding improved Programme Implementation have been formulated on issues such as: mainstreaming, quality control at school- and higher field management level.

Administrative procedures can be assisted considerably with enhanced integration of the procedures for accounts, planning, monitoring and logistics if databases are linked.

Technical Assistance is recommended in areas of curriculum integration, teaching English, design of and use of comparative tests and programming of databases for integration of staff units in NFPE. Staff training is recommended in the areas of teacher follow up on children, testing, application of databases for budgeting and planning purposes.

1. INTRODUCTION

The Rural Development Programme (RDP IV) budget is estimated at 115 million US Dollars, out of which 54 million Dollars is funded externally by a Consortium of Donors. 61 million Dollars or 53% of the budget are funded by the implementing NGO BRAC. The Non-Formal Education Programme is estimated at 66 million Dollars. The external contribution for both programmes amounts to 120 million Dollars. RDP IV is planned to continue until the year 2,000, NFPE II will be completed in 1998.

Both programmes have a strong commitment to poverty alleviation and target the poor, mainly rural, population of Bangladesh. With their respective objectives to improve socio-economic conditions of participating families and to provide cost effective basic education for poor children, especially girls, currently unserved by existing primary education system, the programmes directly address relevant and pressing needs of their participants.

An Annual External Monitoring Mission visited Bangladesh between 5 April - 6 May 1997. It was to review the progress of the two programmes to assure both BRAC and Donors that the programmes are effective and efficient. It was also to assist BRAC with and provide recommendations for further strengthening and improving BRAC's own monitoring and reviewing systems to assure sustainability of the activities and approaches initiated by the external monitoring review team.

A team comprising a Social Development Specialist (4 weeks), an Economist (2 weeks) and a Primary Education Specialist (3 weeks) reviewed the two programmes and prepared the present report which summarises their observations, findings and recommendations.

The Mission interprets efficiency as a measure of the relation between project funds and activities. Budgets should be tied to activities using costed input units. Effectiveness, on the other hand, the Mission sees as measuring the degree to which these activities contribute towards achieving project objectives. Objective indicators of achievement are identified and proposed for the purpose of monitoring this effectiveness. This would secure apparent linkages, for example, between project activities and associated inputs and costs but would presuppose that each project activity (and associated project costs) are associated with respective objective indicators of project achievement.

The Mission observed and acknowledges that BRAC has developed its own budgeting system. This also applies for planning, monitoring and reporting at the Head Office, Area and Regional levels. Financial reporting presently consists of comparisons of actual with budgeted expenditures contained in periodic progress reports, giving reasons for budget variations. The reporting of results, based on formats reflecting the in house planning parameters, is comprehensive and up to date. The Mission notes that over recent years BRAC has performed well and expanded its operations using these traditional management tools and procedures which are based on their own operational experience.

The Project Proposals for both, RDP IV and NFPE II combine a logframe approach, with its emphasis on presentation and format, and a matrix with cells containing outputs taken from the traditional BRAC planning and budgeting system. This system, reflecting the BRAC in house

planning parameters, has been developed for different purpose over the years and, thus, does not meet the logical requirements of the project designs.

The internal logic of the RDP IV and NFPE II projects subsequently reflects the 'complex' design process, particularly in terms of the definition of project activities, related inputs and costing of inputs. The 'natural' accuracy of the numeric values of project indicators at all levels is a function of the practical compatibility of the LFA structures and the BRAC traditional planning, monitoring and budgeting system. Project monitoring is, therefore, taking place in the 'no-man's-land' between the requirements of the LFA's Objectively Verifiable Indicators and the traditional BRAC planning parameters and financial reporting system.

The Logical Framework Approach has been introduced to BRAC only recently, with the project proposals for both RDP IV and NFPE II prepared partly in a Logical Framework format. To date, BRAC has used the LFA in only a limited way. The concept of LF is not, however, new to BRAC. A number of senior management staff have attended training courses, and received materials and handbooks as well as TA for producing the Project Document for RDP IV. This exposure to Logical Framework Analysis (LFA) has been enjoyed by only small groups. The BRAC finance people, the internal monitoring group and the field offices have not, to date, been involved directly. This limited training for RDP IV and NFPE II has generally followed the introductory handbook entitled *Logframing for BRAC* prepared by the Reporting Mission Consultant.

Within the constraints to the monitoring exercise as described above, the Mission used the available information complemented by observations from field visits to gain some understanding and appreciation of the processes and progress on RDP IV and NFPE II. Major observations and findings are described in sections 3 and 4 of this report.

2. APPLICATION OF LFA IN RDP IV AND NFPE II

2.1 Description of Application

The application of LFA in a strategic sense is to clarify objectives and to ensure that project inputs and activities will be utilised and implemented in a coherent and effective way towards meeting those objectives. Properly prepared, the framework will enable project management to monitor and to evaluate progress in meeting project objectives in a cost effective way. The Logical Framework matrixes prepared for RDP IV and NFPE II would need further development to enable effective monitoring or evaluation in this fashion.

The LFA approach can be summarised as a highly structured methodology for project identification, preparation and planning. The LFA consists of a logical sequence of steps leading the project team through analyses of stakeholders, problems, objectives and alternative strategies to the Logical Framework or the Project Planning Matrix (PPM).

The LFA consists of seven steps organised in two phases

The Analysis Phase	Step:	1.	Stakeholder (Participation) Analysis
		2.	Problem analysis
		3.	Objectives analysis
		4.	Analysis of alternative strategies
Project design phase	Step:	1.	Project elements (description)
		2.	External factors (assumptions)
		3.	Indicators and verification

In addition to its value in project preparation, pre-appraisal, and appraisal, the LFA can be utilised as a management, financial and programme monitoring, budgeting and evaluation tool throughout the project cycle after project approval.

To be effective and useful in these subsequent stages, however, due attention must be paid during preparation and appraisal to ensuring the internal logic characteristic of the log frame matrix. Unfortunately, insufficient emphasis appears to have been on this aspect during the BRAC training, a point noted by the Reporting Consultants input (ref. His Second Report, sections 13, 14 and 18).

To be effective, monitoring will be an integral part of project implementation. It will be undertaken on at least three levels:

- Procurement of project services (quantity, quality, location, and time). Are services available to beneficiaries?
- Utilisation of project services by target beneficiaries. Are they using these inputs?
- Benefits accruing to beneficiaries from utilisation. What are the benefits?

In the several project LFAs prepared for the two projects and their components at different stages (seven for NFPE II, two generic for RDP IV, 10 component specific for different components at different stages of RDP IV), money is allocated to project activities rather than inputs. For example, associated with Output 2 of RDP IV (credit) are a series of seven activities to which is allocated 2.635 million Taka, or 56% of total project funds. These activities, however, are listed only in very general terms. No unit cost are allocated and there is no transparent relationship between the activities, associated inputs, and the disbursement of project funds.

This Mission is given the responsibility to monitor project performance in utilising inputs to undertake activities required to generate outputs for the purpose of achieving project objectives. Project monitoring- as per TOR- can only be performed on the basis of logical framework structures and data related to planned and actual outputs, activities, inputs and budgets (including unit cost). The principle obstacles to performing this monitoring exercise have been described above. Amongst these are the absence of concise and coherent project logical frameworks.

Having started the process of introducing LFA in BRAC, further training should be given to reorient the organisation towards a logical framework approach. In the absence of such training

it is anticipated that BRAC will be confronted with management inconveniences to maintain both, project orientation and tight financial accountability.

Donors might, perhaps, anticipate a general organizational inertia. This is a management responsibility and NGO management in Bangladesh have, in the past, shown themselves willing to adapt to new political and socio/economic circumstances. The proposed reorientation will be of great value to management. It will make donors far more willing to allocate funds, partly because it will lead to greater clarity and purpose in preparing proposals but, more importantly, it will enable funds to be allocated more transparently and with greater degree of financial control.

Observations in the field and interviews with beneficiaries during field visits lead to the impression that the two projects provide services which are needed and relevant to their participants. A further introduction of LFA in BRAC should not be a constraint on their implementation. The objective of having LFA planning, budgeting, reporting and management routines institutionalized in BRAC can only be a secondary objective. The LFA institutionalisation should therefore be implemented in stages, parallel with the activities of the two projects.

BRAC has its own comprehensive systems for programme monitoring and reporting, which is seems to be properly managed and provides up to date information. The staff consulted by the Mission can in many cases establish links between the information from BRAC's own system and the LFAs, although these links are not always direct and transparent. This will provide a good basis for formulating and institutionalising the LFAs and makes the task much easier.

2.2 Recommendations

Based upon the above findings and discussions with BRAC and the DLO the Monitoring Mission recommend the following

1. That comprehensive LFAs be finalised for NFPE II and RDP IV/ its components.

Only limited aspects of the LFA framework have been utilized in the Project Document. The critical parts which would enable monitoring of efficiency - the relationship between outputs, activities, inputs and budgets - cannot be utilized as the details have been omitted. The activities should describe clearly and specifically all tasks to be carried out at different levels to generate the desired outputs. The OVI's for outputs should be objectively verifiable in terms of quantity, quality and time. Inputs should be defined on the basis of activities.

Most of the information required to complete this task is available at the Area, Regional and Head Office levels, and included in different elements of BRAC's monitoring and reporting system. The responsible BRAC staff has a good understanding and comprehensive knowledge of the system.

2. That the institutional capacity of BRAC be enhanced forthwith to enable the use of LFA throughout the project cycle.

If BRAC management are to maintain project orientation, transparency and financial accountability they need to adjust their planning and reporting systems to reflect the LF approach. The benefits accruing from this adjustment will far outweigh any temporary inconveniences.

The Monitoring Mission emphasizes the importance of BRAC institutional capacity being developed in such a way that the monitoring function becomes an integral part of project implementation. External monitoring will then be optional.

3. That the LFA institutionalisation be implemented parallel with the activities of the two projects.
4. That TA is provided to assist in completing these tasks.

There is need of a comprehensive training needs assessment, the instigation of necessary training programmes, formulation of LFA's and preparation of related formats, planning and reporting procedures and budgets. Although a lot of information is readily available and many of the tasks can be carried out by BRAC, this will still require TA inputs, additional to the third visit of the Reporting Consultant.

If requested TOR for the above TA can be prepared by the Monitoring Mission on the basis of an agreement between BRAC and the Donors on implementation of the above recommendations and time frame.

3. RDP IV: OBSERVATIONS AND RECOMMENDATIONS

3.1 Village Organisations

3.1.1 Background

RDP operations commence with the formation of Village Organisations (VOs). The purpose of forming village organisations is to develop a sustainable network for the rural poor, particularly women, who can then access the RDP services, participate in development activities and assert themselves in conflict situations.

BRAC's concept of village organisations is based on the idea that with adequate organisation, credit and self-employment activities, the poor become more independent of local elites for loans, employment and the resolution of conflicts. This idea was tested in BRAC's own programme, as well as in the programmes of similar organisations working with the rural poor in Bangladesh.

Each VO has a management committee and is divided into groups of five for credit and savings programme. Each group of five has its own leader. The VOs should have a weekly meeting for the credit programme on a fixed week day of the week. The agenda of these meetings includes depositing of savings, collecting loan repayments, selection of borrowers and discussion of deed agreements.

In addition to the weekly meetings, monthly meetings are held on specific issues. These meetings cover lessons learned from HRLE, and important social, economic and political issues. The purpose of these meetings is to enable VO members to identify specific issues affecting their daily lives and act to protect their interests. Each issue based meeting is supposed to be conducted under the auspices of a PA. These meetings are open with members encouraged to bring their spouses.

3.1.2 Steps to Open a New Area Office and to form a VO

1. BRAC Head Office invites Regional Offices to submit proposals for new Area Offices on the basis of the following main criteria:
 - NFPE II is already operating in the area,
 - the proposed area meets the "poverty" criteria,
 - the new Area Office should be one of a cluster of such Offices to increase impact.
2. The Regional Office submits a proposal for new Area Offices to the Head Office. The target for RDP IV is to open 95 new Area Offices to reach a total of 330 by the year 2,000. After four years of operation an Area Office should cover its operational cost from the credit/savings component. It is then called an RCP (Rural Credit Programme) branch. According to BRAC, most RCP branches have reached the stage of self financing. Exact numbers and figures were not available to the Mission.
3. The target area of an Area Office is 1.5 hours by bike, or 15 km, and within the Thana boundary. While demarking its area of operation and targeting the households, BRAC is trying to complement other NGOs' activities rather than create overlaps and duplications. There is a formal agreement between BRAC and the Grameen Bank that both do not operate in the same area. In the near future, similar agreements will be signed with other major NGOs.
4. The target area is then surveyed by surveyors hired for this purpose by BRAC. One surveyor is expected to survey 50 households per day for which they receive 50 Taka. The average size of a household is 6 persons. Households meeting BRAC criteria and not already included in the programme of another NGO are then selected as the target households for the respective Area Office.
5. The next step is the preparation of a demarkation plan for VO formation. 55 - 60 "free" households (not covered by another NGOs) are included in the plan for forming one VO. The demarkation takes place in the villages and is carried out by the PAs, POs and Area Managers. An Area Office should service a minimum of 144 VOs.

The VOs are directly supported by Area based "generalist" PAs responsible for the organisation of the VOs. In addition, technically specialised PAs, assigned to respective Regions and are based in the Areas. These include credit (10-12), EIG (average 5), Legal Education (1) and EHC (2).

Technical PAs may cover more than one area depending on the size of the programme. PAs specialised in credit/savings operations have weekly meetings with the VOs to collect repayments and deposit savings.

As per the Project Proposal, the target of RDP IV is to form 16,760 new VOs to reach a total of 49,969 VOs by the year 2,000. The average size of a VO is 35 - 40 members. The VOs may be organised in new as well as existing RDP villages. Over 774,000 new members should be enrolled to reach some two million members by the year 2,000. New members will be enrolled in either new or old VOs, in the latter case, to replace drop outs, estimated at 5%. This strategy should help the goal of "deepening" RDP activities and extending its coverage. Programme deepening is more important in RDP IV than scaling up.

The Project Proposal also mentions a study to be commissioned with outside researchers to look into the institutional development aspects of the VOs, as well as to conduct small pilot studies to devise ways of giving more responsibilities and authorities to VOs. Financial provision for such study does not appear to be included under any of the budget headings for Organisation Development, and is not mentioned in the Outputs/Activities of the October 1996 component specific LFA (see ANNEX H)

3.1.3 Progress against Targets

The Outputs in the component specific October 1996 LFA have not yet been defined in specific terms (time, location, quantity are missing). Cross references to the October 1996 generic LFA and to the original Project Proposal stipulate a target of a minimum of 8,760 new VOs functioning by the end of 1996. Information on location of the new VOs (how many in each Region/Area) is not yet included in the LFAs. The same applies to all the other OVIs. Progress in the two Regions visited by the Mission could therefore not be compared with the LFA physical targets.

Up-to-date information on regional and area targets and achievements from BRAC's own monitoring system however was available to the Mission. The Mission observed that most tasks were meeting targets set for the Regions and Areas within BRAC's planning system.

According to the July - December 1996 report the component is meeting its global targets

3.1.4 Budget

The allocation for this component is almost 32 million Taka, with 6 million budgeted for 1996. The reported expenditure is only 3.3 million. A 98% under-expenditure is reported for educational materials, and 35% for Head Office logistic and management support.

Inputs are not yet defined on the basis of activities. The link between the budget and the targets

in the LFA is subsequently not consistent and no objective comments can be made with respect to cost efficiency.

The last semi-annual report explains that "these figures include organisational cost related to the credit sub-programme...", indicating that actual expenditure is close to the budget. The cumulative budget for 1996 in this report amounts to 150 million Taka, which is a different figure than that presented in the October 1996 LFAs (both generic and component specific).

3.1.5 Recommendations

3.1.5.1 Study on Institutional Development Aspects of VOs and Complementary Pilot Studies

The institutional, social and financial sustainability of the VOs is the key to sustainability of the programme. The studies included in the Project Proposal are considered relevant for further improvement in organising, developing and consolidating the VOs.

The Mission recommends that the studies are included in the LFA as one of the component outputs with the allocation shown in the budget.

Proposed implementation schedule: June 1997

3.1.5.2 Recommendation for Activities, Outputs, Objectives and OVIs in the LFA

The Mission recommends that the component specific LFA is revised taking into consideration points included in the check list in ANNEX D. The revision should also include annual targets from the Regions, consistent with the targets from the Area Offices. This would enable a comparison of targets from LFA with actual achievements also at field levels. OVIs used in the LFA should be the same as OVIs used in the field. This will ensure compatibility between project design and the monitoring and reporting systems.

The implementation schedule depends on agreement between BRAC and the Donors regarding recommendations made in section 2 of this report.

3.1.5.3 Recommendation for Linking Financial Monitoring to the Activities

The Mission recommends that inputs are defined on the basis of activities defined for the Village Organisation component. Further, that budgets are prepared on the basis of costed input units. The purpose of these measures is to guarantee transparency between the implemented activities and actual expenditure.

The implementation schedule depends on agreement between BRAC and the Donors regarding recommendations made in section 2 of this report.

3.2 Credit and Savings

3.2.1 Background

One of the major problems the poor of Bangladesh are facing is access to reasonably priced credit, mainly because they have little or no collateral. Most projects and NGOs have a credit/savings component in their programmes to respond to this growing demand.

BRAC started a lending programme in 1975. A significant expansion of credit activities took place with the inception of RDP in 1986. The credit component of the RDP IV has three objectives: (i) to operate self-sustaining credit entity and make credit available to VO members, (ii) to mobilise savings, and (iii) to accelerate the process of innovations.

Lending Programme

Credit operations are carried out through village organisations (VOs). 144 VOs is the minimum requirement for one Area Office. Membership is a condition for eligibility. The VOs are supposed to monitor repayments and to help to ensure that repayment schedules are maintained. Loan proposals originate at VO meetings and are then submitted to the Area Office for approval. The authority to approve loans rests with Area Managers. Loans are collected from Area Offices in the presence of the VO Management Committee.

The 35 - 45 members of a VO are divided into groups of five. These groups are responsible for the repayments of their members. A BRAC Programme Assistant collects these repayments on a weekly basis. The collected amount is credited to the borrower's passbook and a corresponding entry is made on a collection sheet. The money is then deposited with the accountant at the Area Office. Frequent borrowing and payment makes a borrower more credit worthy and eligible to taking out new and higher loans.

BRAC is seeking to cooperate with other NGOs to avoid duplication of credit activities in the same area. With bank credits not accessible to the poor, the BRAC credit system is the only alternative for the poor in an area where BRAC operates. All beneficiaries interviewed by the Mission confirmed that the system is serving them well and contributed to improving their standard of living. Many expressed an interest in more/larger loans.

Savings

To promote financial discipline and capability of the borrowers, compulsory savings are an integral part of the credit programme. The VO members are expected to save on average five Taka per week. In addition, 5% is deducted from each loan and added to the individual's savings.

Sustainability

After four years of credit operations an Area Office will become self-sustaining and is then called a Rural Credit Project (RCP) branch. Interest payments from the loan portfolio will cover most of the operational cost of the RCP branch office. This is achieved by means of a revolving loan fund (RLF). Loans realised are credited to, and form a part of, the RLF for extending further credits. This process of lending, recovery and further lending ensures that credit facilities will eventually be available to all VO members. A 2% loan reserve is kept in order to cover the risk

of default loans. Additional funding for the Branch offices comes from service charges.

Monitoring Indicators

The MIS Department produces reports with the following indicators.

on time repayment rates (OTR),
disbursement,
loan portfolio,
ageing of principal outstanding (APO), and
delinquency ratios

South Shore Bank

Cooperation with the South Shore Bank began in 1992. Follow-up on the recommendations of the subsequent visiting teams resulted in several improvements in the areas of savings mobilisation, improved quality of loan portfolio, loan repayment, reduction of cost and an increase in disbursements.

Credit Portfolio

Loans are given for rural trading, food processing, sericulture, cottage industries, agriculture, housing, livestock, fisheries, irrigation, rural transport or health. The majority of funds, however, are used for investments with short term returns such as rural trading, or for consumption. The size of a loan varies between 1,000 - 5,000 Taka. The interest rate is 15% per annum. The Mission observed that participants often take more than one loan. The first loan may be small (1,000 Taka for chicken), followed by larger loans to invest in a cow, a rickshaw or other activities.

Credit to Women are often utilised by Men

Most of the credits under RDP IV are given to women. However, the Mission learned from discussions with women participants in the IGVD and RDP IV credit programmes that it is very often the men in the family who invest the women's loans. They may buy a rickshaw, begin trading, purchase sewing machines or open a small shop. They give money to the women to cover weekly repayments. Women seem to accept this situation. There does not seem to be any problems with repayments.

Staffing

At the Head Office level, this component is under the responsibility of the Programme Manager, RDP Organisation Development, Savings and Credit (ODSC). At the Head Office level he is supported by a Regional Manager, a PO in Insurance Systems and Savings and two POs/Computer Specialists to liaise with the Regional, Area and RCP Offices.

At the Area level, 2 Programme Officers and 10 - 12 PAs are assigned specifically for credit.

Flow of Information

There are presently 1.7 million borrowers. The monthly Savings Deposit and Loan collection form ("source document") is prepared by the PA every month. It takes some 20 days to make the entries. The reports are submitted by the Area Office to the Regional Office, then by the Regional Office to the Head Office.

3.2.2 Progress against Targets

The Project Proposal is inconsistent as regards LFAs. The generic LFA for RDP IV (dated December 1995) treats VOs and credit as two separate outputs/components, just one component specific LFA has been formulated for both. In October 1996, a component specific LFA was formulated for the VO component. None of the several LFAs clearly reflects the three main objectives of the credit component, namely: (i) to operate self-sustaining credit entity and make credit available to VO members, (ii) to mobilise savings, and (iii) to accelerate the process of innovations.

Activities and Outputs

The progress report for January - June 1996 is based on the component specific LFA from the project proposal. According to the report, the political disturbances at the beginning of 1996 had a serious effect on the credit programme. The APO dropped down to 29% in March as opposed to 86% in February. The amount of overdue loans increased significantly. In June 1996 the APO recovered to 66%.

However, the disbursements were on target, savings reached almost 100% of the value planned for the whole year, the average loan size exceeded the target and the OTR remained for most of the time very near to the target, except for March.

The report for July - December 1996 is based on the October 1996 generic LFA. The OVIs and their values remain the same as in the generic LFA of December 1995, included in the Project Proposal, except for the APO. The Mission recommends that this be reintroduced. Similarly, the OVIs dropout/year and default loans, included in the 1995 component specific LFA in the Project Proposal, should also be reintroduced.

The progress measured against the OVIs from the October LFA is summarised below:

OVI	Target	Actual
Disbursements	3.8	4.6
Closing savings balance	1.0	1.1
Average loan size	3,300	3,720
OTR	Min 95%	over 90%
APO	Removed from revised IFA	
Dropout/year	Removed from revised IFA	
Default loans	Removed from revised IFA	
Min. % VO members covered by loans	80%	90%

The Programme Manager advised that the OVIs included in the component specific LFA

in the Project Proposal are more appropriate to measure the progress than those included in the October 1996 generic LFA, and should be reintroduced in the next LFA revision.

Effectiveness

Data is not available for comparison between project outcome and project activities.

Major deviations

Major deviations include significant over achievements also during the first half of 1996, when activities were disrupted by civil unrest.

Explanations for the 0.8 billion Taka additional disbursements over the planned figure are mentioned in three aspects:

- The processing time for loans has decreased from 4-6 months to about 2 months
- The number of borrowers is higher than planned (Plus 1 member can take 2 loans)
- The average loan size has increased by 420 Taka

If the information provided in the reports is accurate and figures for actual achievements correct, the plans are not realistic, and OVIs need to be reviewed and revised. This issue is addressed in section 3.2.3.

3.2.3 Recommendations for revised LFA

The Mission recommends revision of the LFA, taking the following into consideration.

The activities in the component specific LFA December 1995 version are defined in detail and include measurable indicators. Most of the OVIs however are not divided into annual targets. The same applies for outputs. However, the OVIs sometimes do not exactly reflect the targets set in other parts of the Project Proposal. For example, table 10 on page 29 shows targets for savings under RDP IV, divided over the five years of project duration. The OVI for activity 5, however, related to output 5, is only given as a total cumulative figure.

The revision of the generic RDP IV LFA prepared by BRAC in October 1996 includes some modification of the December 1995 generic LFA (shown in section 3.2.2 above). No component specific LFA has yet been developed.

The credit component has been using the December 1995 generic LFA and targets defined in different tables. Reports produced by the MIS are used as the basis for progress measurement and monitoring. For the last semi-annual progress report the October 1996 generic LFA was used. These different tools are not consistent.

The mission recommends that priority be given to formulating and introducing at the Head Office level a properly developed, component specific LFA. This LFA should include a clear definition

of all component's objectives and related outputs with measurable OVIs defined for each of the four remaining years. Planning targets from the Project Proposal appear to be too low. Hence OVIs should not be simply copied from the tables, but reviewed and revised on the basis of a systematic planning procedure.

This procedure needs to start at the VO and Area Offices level. Whichever procedures are used they need to be consistent, systematic, transparent and verifiable.

Activities and their OVIs should be defined in the same manner and operational, target oriented annual workplans prepared for each of the remaining four years.

This is a comprehensive task, requiring understanding of credit/savings projects, specific requirements for logframing and understanding of the BRAC credit programme.

The mission therefore also proposes that the task is completed with the assistance of TA.

Transparent and systematic planning, management, monitoring and reviewing of the component will not be possible and Donors will not receive reports providing them with a clear and understandable picture until an appropriate system (LFA or otherwise) is adopted, at least at Head Office level. MIS reports may need to be reviewed, and reporting requirements redefined, on the basis of the OVIs defined in the new component specific LFA.

3.2.4 Annual Workplan

The next step towards improving time monitoring and measurement of progress in completing activities, generating outputs and progressing towards the objectives is the formulation of a task oriented annual workplan.

A workplan should be simple. It must facilitate easy reporting and monitoring. A visual presentation is preferable. It allows for quick reference and shortens the time required to report. It also simplifies the processing and sharing of information. Gaant- charts are suggested as a suitable tool.

It is recommended to include assistance with preparing workplans in TORS for TA.

3.2.5 Budget and Expenditure

The original allocation for the credit component in the budget attached to the Project Proposal is including the VOs. The amount is 2,400,983,012 Taka.

This allocation has been modified: the VOs (budget line 1.1) was taken out, and budget line VI (capital investment) has been included. This modified budget was included in the October 1996 generic LFA for RDP IV, activities related to output 2-credit, and is now used for financial monitoring and reporting in the semi-annual reports. The present allocation for the credit component, presented with the activities in the generic October 1996 LFA for RDP IV is

2,641,243,445 Taka. This amount is the sum of the following budget lines of the RDP Budget presented in the Project Proposal

- 1.2 Branch operating cost (now called Area Office cost)
- 1.3 Regional Office operating cost
- 1.4 Staff training and development
- 1.5 Loan fund requirement (includes loans for IGVGD under RDP IV and for EIG)
- VI Capital investment

The budget introduced in the Project Proposal and used for RDP IV is not linked with the LFA based programme plans. These are not directly compatible because the budget is not based on costed units of inputs required to implement the activities for the individual components. Proper measurement of cost efficiency in relation to the component objectives is therefore not possible.

Approximations are also difficult because of the way the budget lines are defined. For example, no distinction is made between the cost of operating RCP branches and area Offices. Furthermore, the definition of budget lines is not clear. According to BRAC, the operational cost for RCP branches not yet "weaned off" are not included. How many Area Offices are included? Regional operating cost and staff training and development also include contributions to other RDP IV components. How much for which components? The whole capital investment for RDP IV is included in the budget of the credit component, instead of being presented separately, or perhaps as a cost for improving BRAC's organisation and management capacity. This is, according to BRAC because it helps to develop the Village Organisations and self sustainability of the credit entity. Does such relocation of budget lines require an agreement between BRAC and the Donors?

3.3 Employment and Income Generation

3.3.1 Background

The Employment and Income Generation (EIG) component started in RDP I started in 1987, and has gradually expanded over subsequent phases. According to BRAC sources, jobs for some 900,000 beneficiaries were created by the end of 1995. During RDP IV, additional 305,000 participants should be provided with employment opportunities according to the Project Proposal component specific LFA, page 41. (The generic LFA in the same document states 300,000)

EIG covers the following sectors:

- poultry (key rearers, model rearers, chick rearers, egg collectors)
- livestock (goat and cattle rearers)
- fisheries (perennial carp, prawns, seasonal tilapia, Thai surputi)

sericulture
social forestry (agro-forestry, horticulture nursery, grafting nursery)
vegetables

The EIG provides most of the inputs which they obtained from PSE, Government or other sources. Participants have the choice either to pay cash or to seek a loan which they can take through the credit and savings component. EIG provides technical assistance through its system of Programme Assistants trained in the several technical subjects. There are on average 5 PAs at each of the 330 RDP IV Area Offices/RCP branches. In addition, there are 2 - 5 PAs for each IGVDG programme, depending on the number of card holders.

3.3.2 Progress against Targets

According to the July - December 1996 progress report, 1996 targets for creating new jobs were exceeded by 23 %. Monitoring of incomes within sectors is planned to start in 1997, and will be reported in 1998. 96% of new employees are women (target: 95%). Information on incomes from sale of produce controlled by women (to be collected by RED) was not available.

Most of these over-achievements are in poultry, fisheries and sericulture. There is an underachievement in social forestry, attributed to the delay in starting the new agro-forestry component by almost a year.

The reasons for almost 600% over achievement in sericulture is the unforeseen transfer to the EIG component of 5,000 women from the IGVDG component. This was described as a "one off" incident, having no effect on the annual plans for coming years. However, the total target of the component will need to be revised. The explanation for over achievement given in the last semi-annual progress report may be complemented by an explanation of how this change in the total size of the programme may affect the input and cash flow requirements.

Over achievement in fisheries (99%) is due to mainly two reasons:

- additional unforeseen input for FFW for digging of new ponds.
- more already existing ponds than expected were available.

The Management of the component will consider whether this increased level of WFP and IFADEP FFW support and the higher than expected number of available ponds is likely to be repeated in the future, and propose a review of targets and budgets as/if appropriate.

During the field visit to Rangpur, the Mission concentrated on following up on the significant over achievement in the number of new jobs generated in the poultry sector.

Over achievement in poultry The output OVI in the October 1996 LFA combines both poultry and livestock. It does not indicate very high over achievement in poultry, whilst livestock has under achieved. The Mission recommends the use of two separate OVIs, to reflect the different nature of the two components (at the Area level these already are monitored separately).

According to the EIG Manager most of the 330 RDP IV areas have over achieved. The increase is mainly in the number of key rearers. Reasons for this over achievement were provided by the EIG Manager and later confirmed during discussions with the Rangpur Regional Manager and the Manager for Jolkor Area. Two beneficiaries interviewed by the Mission agreed with this account. Indications are that achievements significantly higher than the present targets can also be expected in the future.

The main reasons are:

- Investment costs are low. The first 10 - 15 chickens can be purchased for some 1,000 Taka, an investment that some beneficiaries can afford without taking credit.
- The technology is simple, and can be acquired with the support of PAs within a few weeks.
- No expensive inputs are required. Chickens scavenge, with supplementary feed easily and cheaply obtained in a nearby market.
- The programme has been going on for some time and the new rearers can learn and gain the required know-how from their neighbours who have participated in the programme for longer.
- In the areas visited, there seems to be sufficient market for more eggs. (There are presently no plans for a marketing survey).

The 1996 trend of high over achievement has continued during the first quarter of 1997, with over 30 % in the Rangpur region and over 73% in the Jolker Area visited by the Mission. Both the Region and the Area advised that they expect over achievement (with seasonal variations) to be a persistent feature through future years.

3.3.3 Revision of Planned Targets

Unless targets and related elements of the budget for this component are revised, the reports will continue to indicate over achievements and explanations will remain the same.

Indicative targets for both Regions and Areas are usually set by the Head Office, on the basis of the figures in the Project Proposal. They may be adjusted, following discussions with the Regions and Areas. Following a policy of decentralised planning, selected Areas have now been given increased autonomy in planning their own targets. However, overall targets included in the Project Proposal should, for the time being, remain unchanged.

The Mission discussed the issue of revising targets with Regional and Area Managers. The Rangpur Regional Manager explained that he plans to request the Head Office to increase his target to what he considers a realistic level. This would also increase the budget required for training of participants. Details of the budgetary implication could not be discussed because the

Regional budget was not available during the Mission's visit.

The Mission recommends that targets and budgets at Area, Regional and Head Office levels are reviewed regularly and revised as/if appropriate. This would minimise reported deviations due to unrealistic plans.

3.3.4 Budget

The budget for EIG presently includes an allocation for Programme Support Enterprise (PSE) and for the production of slab latrines (budget line 3.1.1).

The Mission supports the proposal in the July - December 1996 semi-annual report to include the production of slab latrines in the EHC component. This has been discussed and agreed with the Managers of the two components.

The under expenditure reported for 1996 is mainly attributed to the PSE, and is in contradiction to over achievements in EIG activities.

The Mission recommends that for budgetary, planning and reporting purposes the Programme Support Enterprise be separated from EIG. It is linked to the EIG by providing inputs and marketing support. It has, however, its own objectives, activities and strategies. This would increase clarity in budgetary planning and interpretation of eventual deviations.

3.3.5 Recommendations

3.3.5.1 Diversification of Activities, Technical Support

Some participants expressed interest in a greater variety of EIG activities, and expressed their need for more technical support, particularly in relation to new and seasonal activities. The Mission recommends that the component looks into the issue of diversification as well as in "tailoring" the support provided by the PAs to better reflect the seasonal requirements and participant specific needs.

Proposed time schedule: December 1997

3.3.5.2 Revision of Planned Targets and Annual Budgets

The Mission recommends annual revision of targets and budgets.

If the achievement is significantly below or above the targets (more than 10%), the deviation should be analysed and explained (as has been done). The Mission noticed that some of the significant deviations from planned targets are due to unrealistic planning figures, rather than unforeseen circumstances or over/under performance. Such deviations should be reflected in the revisions of Area, Regional and global plans and budgets for the future years.

Proposed time schedule: July 1997

3.3.5.3 Revision of the Budget for EIG

The Mission recommends to take the budgetary allocation for production of slab latrines (budget line 3.1.3) out from the EIG budget, and to include it in the budget of the EHC component. This was already recommended in the July - December 1996 progress report and has been agreed with the respective Managers of the two components.

Proposed time schedule: May 1997

3.3.5.4 Revision of the LFA

The Mission recommends a break down of OVIs defined to measure increase in employment generation to specific components, for example: to separate livestock and poultry, to break down social forestry into its three components (agro forestry, horticulture nurseries, grafting nurseries) and to divide fisheries into perennial and seasonal. This will lead to a better feed back and understanding of how the different components contribute to employment, and ultimately improve planning, progress monitoring as well as reporting.

Proposed time schedule: depends on agreement on recommendations made in section 2.2

3.3.5.5 Assumptions in the LFA

The deviation in fisheries is due to changes in assumptions (level of FFW support, availability of ponds) not listed in the assumptions column. The Mission recommends a review of assumptions on which the different targets are based, and to include a comprehensive list in the next LFA revision.

Proposed time schedule: depends on agreement on recommendations made in section 2.2

3.4 Essential Health Care

3.4.1 Background

The Essential Health Care (EHC) component is implemented in all 35 RDP IV Regions. Two Programme Assistants (PAs) are working with EHC in each Area Office. All EHC PAs are women. Each PA supervises 20 "Shaysta Sherbikas" (SS), or local Health Workers. Each SS is working with 300 households (HH). These households include members from within as well as from outside the Village Organisations (VOs).

The PAs, together with the SSs under their supervision, conduct Health Forums for groups of households (some 25 at a time), represented by the women. The men do not attend. However, if their consent for use of contraceptives or other activities can not be easily obtained, they may be addressed separately, at a higher level, by the respective Area Manager or even by the Regional Manager, in yearly or semi-annual, one day workshops.

Each SS visits 15 households every working day (each of the 300 HHs under her auspices once every month). They discuss issues related to the five components of the EHC including:

- family planning
- water and sanitation
- immunisation
- health and nutrition education
- basic curative care

The SSs are trained by the PAs for 18 days in the field. The PAs are given a basic 18 day training in the TARCs. This training is conducted by experts from BRAC, and covers technical as well as social aspects of their work.

The services provided by the SSs are free. However, the supplies (medicine, contraceptives, tubewell sets, elements for slab latrines, vegetable seeds) purchased by the Area Office are sold to the SSs with a 2% profit margin. The SSs sell drugs and contraceptives to the HHs adding 20% profit margin for their services. A set of tubewells is purchased by BRAC for an average of 1,750 Taka (depending on the depth) and by the SS with 50 Taka profit for each set, as reimbursement for the services. A set for slab latrine cost on the average 205 Taka, and is sold to the beneficiaries by the SS for 220 Taka, with 15 Taka revenue for the SS.

The Mission understands that the 2% profit made by the Area go to the EHC revolving fund. The revolving fund is separate from the budget for the EHC component. The seed money for the revolving fund is not included in the EHC component budget in the October 1996 LFA. For slab latrines, however, they are included in the Project Proposal budget line III/3.1.1. During field visits the Mission observed that the slabs and concrete rings are manufactured in the yards of the Area Offices.

The Mission supports the recommendations from the July - December 1996 report to include the Environment Development Programme, with its budgetary allocation, in the LFA for the Health component, because it is more appropriate.

3.4.2 Progress Against Targets

The July - December 1996 report is based on the October 1996 LFA. This LFA, however, is incomplete as it does not include all OVIs from the Project Proposal. The report can only be read with references to the Project Proposal. Clarifications by the EHC Manager were required for complete understanding. The reporting has already been improved with assistance from the reporting Consultant. The Mission understands that this process will continue.

In spite of the civil unrest and election in the first half on 1996, and using only about three quarters of the budget, the EHC programme is well on target, with family planning significantly beyond the target. The explanation given in the report and confirmed by the EHC Manager is that the planning during 1996 were conducted in areas where EHC has operated and the couples therefore readily accept contraceptives. Future groups may not be as motivated, and the targets have not been revised. The EHC will continue using targets from the Project Proposal.

EHC use national statistics and its own experience to define indicative planning figures for the Project Proposal. These are communicated to each Area Offices. If an Area considers that a target is beyond or below its capacities, they propose a revision. The final target figure is decided upon in a dialogue between the Head Office, Region and Area. If a target for an Area is modified, the targets for other Areas are adjusted so that the final target amounts to the same as in the original Project Proposal. The planning figures in the LFA remain the same as in the Project Proposal. Ten percent deviation from targets is acceptable.

The LFAs are not yet fully viewed as a planning and monitoring tool and planning targets continue to be defined mainly on the basis of the Project Proposal. However, BRAC has begun a process of decentralisation of planning. The Mission was advised that in the future the process of defining planning figures will be increasingly "Area driven". The plans of the Areas will be aggregated at the Regional and subsequently Head Office levels, and reflected as revised targets in the LFAs. These plans will be reflected in the revised budgets for the respective components.

Observations from field visit to Rangpur

The Regional Manager provided the Mission with copies of the latest reports, including information on plans and achievements during the first quarter of 1997. The reporting formats are not yet based on the LFA and information can not always be clearly related to indicators of achievement. An additional obstacle to making conclusions about effectiveness at the field levels is the fact that indicators are not yet broken down with figures allocated to respective Regions.

3.4.3 Recommendations for revised LFA

There are three LFAs for the EHC component: generic LFA and component specific LFA in the Project Proposal (1995) and a revised generic October 1996 LFA. The EHC component Manager considers the October 1996 LFA incomplete, because it does not include annual break-downs for the OVI targets. The Mission shares this view.

On the basis of discussion with the EHC Manager and following the check list provided in ANNEX D, the Mission recommends the following modifications of the October 1996 LFA.

- OVIs, presented not as percentages, but as objectively measurable values, should be introduced for each output, activity and input. These OVIs should be reviewed and revised as/if necessary on an annual basis, reflecting actual progress in implementation, capacities of the Areas, needs of participants and other relevant factors,
- OVIs for each of the 36 Regional Offices should be attached to the LFA
- Activities should be broken down and defined in a specific manner, in relation to the outputs, enabling required inputs to be defined and costed.

- Inputs required to carry out the activities to generate the desired outputs should be defined including their dimensions, quantities, qualities, timing and location
- The Environment Development Programme should be included in the EHC LFA as proposed in the July - December 1996 report. This will include inputs and budget.

Proposed time schedule: depends on the agreement regarding recommendations made in section 2.2 of this report

3.4.4 Workplan

The idea of an annual workplan has been discussed with the EHC Manager and with the Rangpur Regional Manager. The Mission understands that workplans are already prepared for PAs responsible for the EHC component at the Area level. Since the concept of workplans is not new, it should be possible and relatively easy to formulate clear and specific activities in the LFA and to prepare LFA related annual workplans for the EHC component.

3.4.5 Budget and Expenditure

The Mission proposes to define a component specific budget based on inputs defined on the basis of activities from the LFA. The budget for the Environment Development Programme should be included in the EHC budget.

The component spent about 2/3 of its allocation for 1996. Most discrepancies can be explained by staffing levels having been lower than planned, with subsequent savings in salaries and training. In addition, a bill for training materials has been delayed.

The question arises whether the component could not achieve the same results with less budget, or higher results with the existing budget. Due to the separation between the LFA and the present budgeting system and financial reporting systems, an objective assessment is not possible.

3.5 Partner NGOs

3.5.1 Background

BRAC has a long history of cooperation with NGOs. The ESP has been providing technical and financial support to NGOs involved in non formal primary education. According to the most recent available information, this cooperation presently covers 327 NGOs, of which 278 also receive technical assistance and 270 receive both, technical and financial assistance. The Training Division has been assisting with training of trainers in different fields. The Research and Evaluation Division has assisted NGOs to develop management information systems.

In 1995, BRAC set up an NGO Cooperation Unit to improve coordination and understanding between BRAC and NGOs working for poverty alleviation, to assist selected local NGOs in improving efficiency and expertise in credit, education and other operations, and to coordinate and complement credit and other activities in the project areas.

The Unit is presently staffed by two professionals: A Programme Coordinator Training Division Head of the Unit, joined in December 1996. He reports directly to the Programme Head, Rainiong Division, and keeps the Head of RDP IV informed. A Senior Trainer joined the Unit in February 1997. At the Regional and Area Offices levels, the component is followed up by the Regional/Area Managers. The Unit has a budget of 40 million Taka.

3.5.2 Progress against Targets in the LFA

In the Project Proposal for RDP IV, Partner NGOs are covered under *Linkages with Other Partners* of the *Special Programmes* component, which also includes *Vulnerable Group Development*. The budget lines follow the same definition. However, in the generic LFA included in the Project Proposal, Partner NGOs, named *Improved Efficiency of Partner Organisations*, is defined as one of the eight outputs of RDP IV.

The generic LFA in the Project Proposal does not include definition of outputs, OVIs or activities. Specific LFA for this component has also not been included. During the Reporting Consultancy in September/ October 1996, BRAC reviewed and revised the LFAs for RDP IV. Partner NGOs output in the generic LFA for RDP IV was revised as one of the eight programme components. In addition, a component specific LFA was formulated.

In December 1996, BRAC presented a Concept Paper for the NGO Cooperation Unit, providing a general outline of the objectives, areas of cooperation, criteria for selection, process of providing assistance and follow up and reporting. This document, attached in ANNEX 3.8.A, served as a basis for preparing a revised LFA in March 1997. The first semi-annual report for this component is based on the generic LFA from the Project Proposal. The second semi-annual report (July - December 1996) is based on the generic LFA developed in October 1996. The recommendations for revised LFA in section 3.8.2 refer to the latest draft of the component specific LFA from March 1997.

Activities and Outputs

The *OVI*s in the first (October 1996) LFA have not been defined in measurable terms or for specific years of the project duration, and there is no workplan. This prevents measurement of progress against targets in the LFA.

The implementation of the component has been delayed due to unforeseen circumstances. However, during the second half of 1996 and during the first quarter of 1997, a good progress has been achieved in developing and refining the LFA, in formulating the selection criteria and starting the selection process. The activities completed until to date are summarised below.

- The objectives, outputs and activities for the LFA were defined and are described in the March 1997 version of the draft component specific LFA, with corresponding *OVI*s. A copy is attached in ANNEX 3.8.B.
- Selection criteria for partner NGOs were formulated in the Concept Paper, transformed into a questionnaire (ANNEX 3.8.C) and distributed to 33 Regions.

who coordinate the pre-selection with the Area Offices. Emphasis is on quality, and adequate time is allowed for proper review of the future partners. The NGOs have to be operational within the RDP IV area. Priority is given to small NGOs with little or no alternatives for additional support

- 80 NGOs were pre-selected by the Regions, 60 visited and reviewed by the two staff members of the NGO Cooperation Unit, and 10 pre-qualified for the final selection. The selection process started in March 1997, and the selection of 15 NGOs planned for 1997 should be completed by the end of May. The names, locations, fields of cooperation and other relevant information pertaining to the 15 NGOs selected for this year will be included in the next semi-annual report (January - June 1997), together with a separate budget for each NGO, divided over the remaining four years

Effectiveness

To make statements about effectiveness at this early stage of implementation would be premature. It is proposed to review the progress and to comment on effectiveness and the number of partner NGOs in the next semi-annual report.

Major deviations

A major deviation from the plans formulated in the Project Proposal is an increase in the number of NGOs to be included in the component from 27 to 100. According to BRAC, this increase does not have any financial implications, nor does it require increase in staffing or other inputs. The activities can be implemented, outputs generated and the objective achieved within the remaining four years.

It is understood and appreciated that BRAC is trying to reach out to as many poor in need of assistance as possible. However, the planning procedure and the basis used to arrive at the target figure are not clear. These need to be clarified by BRAC.

3.5.3 Recommendations for revised LFA

The existing versions of RDP IV generic and Partner NGOs component specific LFAs are listed below:

RDP IV generic LFA

1. Original Project Proposal
2. Revision dated October 1996

Partner NGOs component specific LFA

- (None included in the Project Proposal)
1. First draft version dated October 1996
 2. Revised draft dated March 1997

Each revision represents a significant improvement in defining specific outputs, measurable OVI's for the outputs and output related activities, if compared with the previous version. The March 1997 component specific LFA demonstrates that the concept of "logframing" has been understood and adopted by the Unit

Suggestions for further refining of the component specific LFA are given below. These comments are pertaining to the draft March 1997 component specific LFA. The generic LFA for RDP IV needs to be revised to correspond with the component specific LFA.

Outputs

- Output 3: specify areas of possible cooperation
- Output 5 (new) Adequate accounting and financial systems and procedures of Partner NGOs in place (What specific systems and procedures are adequate needs to be defined by BRAC and agreed with Donors. No funds for credit/savings schemes will be released to the NGOs until the agreed systems and procedures are in place.)

Output OVIs

- Output 2: specify areas of training
- Output 3, Credit:
 - Specify targets for credit amounts, repayments and amount of revolving fund (Income generated from credits) for each year.
 - "Graduation" of the partner NGOs for PKSF credit funds, broken down into annual targets, should be included as a new OVI, to monitor increased self-reliance of the partner NGOs.
 - Re-introduce number of VO's as an indicator (it was included in the October 1996 generic LFA).
- Output 3, EIG involvement: Specify number of "employees" in total and for each year, and average expected income per "employee".
- Output 3, Education: Specify targets for each year.
- Output 3, Health: specify targets for each year
- Output 4: relate to number of supported NGOs
- Output 5: OVIs need to be defined by BRAC, agreed with Donors and related to the number of supported NGOs

Activities

- 1 Selection
 - 1.1 establish criteria
 - 1.2 pre-selection by Areas/Regions
 - 1.3 screening against set criteria
 - 1.4 defining areas of cooperation
 - 1.5 define requirements for monitoring, including reporting and reviewing
 - 1.6 formulation and signing of agreements with selected NGOs

- 2 Training
 - 2.1 training needs analysis (TNA)
 - 2.2 curriculum development
 - 2.3 training
 - 2.4 evaluation

3. Specific areas

3.1 Credit

Who will cover this aspect: credit component of RDP IV? Is it reflected in their LFA? Additional capacities required?

3.2 EIG

Will the EIG component of RDP IV cover the technical aspects? Is it reflected in their LFA and budget? Additional capacities required?

3.3 Education

Will ESP cover this component? is included in their LFA and budget? Additional capacities required?

3.4 Health

Will the Health component cover this support? Is it included in their LFA AND budget? Additional capacities required?

4. MIS *Will the BRAC Monitoring Unit be involved? How?*

4.1 review existing MIS systems

4.2 identify weaknesses/areas for support

4.3 identify sources of assistance, define duration of assistance to achieve adequate results

4.4 monitoring of improvements by the NGO Unit

5. Accounting and financial procedures *What will be the involvement of the Finance Section?*

5.1 review existing systems and procedures against the defined criteria

5.2 identify weaknesses/areas for support

5.3 identify sources of assistance, define duration of assistance to achieve adequate results

5.4 monitoring of improvements by the NGO Unit

5.5 regular audits

3.5.4 Annual Workplan

The next step towards improved planning, time monitoring and measurement of progress in completing activities, generating outputs and progressing towards the objectives is the formulation of a task oriented annual workplan, based on the activities from the LFA.

A workplan should be simple to allow easy reporting and monitoring. A visual presentation is preferable. It allows for quick reference and shortens the time required to prepare a report. It also simplifies processing and sharing the information. Gant- charts are suggested as a suitable tool.

Technical Assistance recommended for the LFAs should also assist with preparing annual workplans.

3.5.5 Budget and Expenditure

No expenditure was reported for the first year (1996).

The budget introduced in the Project Proposal and used for RDP IV is not based on inputs required to implement the activities for the individual components. The budget is not linked with the LFA based programme plans, and they are not directly compatible. Proper measurement of cost efficiency is therefore not possible. This is applicable for all components.

It needs to be discussed and decided by BRAC and the Donors whether the RDP IV budget should be tuned to the LFA system or not. This would be only possible after component specific inputs and their required quantities have been defined on the basis of activities. Annual budgets could only be prepared after the activities have been properly translated into annual workplans. At the present stage, activities for all components need to be further specified, refined and transformed into annual workplans. A decision is also required on how far "down" to the field should the process be taken.

In view of the fact that there is only a lump sum allocation for the Partner NGOs component, the Mission recommends to develop a detailed budget for this component on the basis of the LFA. It will serve as a model for implementing the modification for RDP IV, or as a test case for budgeting of new programmes.

3.5.6 Recommendations

3.5.6.1 Defining planning procedure for target number of NGOs

It is presently not clear how BRAC arrived at the figure 100. It is proposed that BRAC clearly defines and explains to the Donors the planning procedure used for defining the number of target NGOs. This should be complemented by a costed list of inputs to substantiate that the increase in numbers will not have any budgetary implications.

Recommended time schedule: Donor Consortium Meeting, May 1997

3.5.6.2 Targeting Partner NGOs from existing and ongoing cooperation programmes

Under ESP, BRAC is presently cooperating with some 327 NGOs. It is likely that some of these NGOs meet the criteria set in the Concept Paper and could be eligible for support under the Partner NGO component. Continuing and expanding cooperation with existing partners would save time and resources, particularly during the selection process. It is recommended that the Unit, together with the NFPE II/ESP review the existing list and look for potential partners. A section covering this issue should be included in the next (January - June 1997) report.

Recommended time schedule: July 1997

3.5.6.3 Revision of LFA: outputs

The Mission recommends to include a new output 5: Adequate accounting and financial systems and procedures of Partner NGOs in place "Adequate" needs to be defined on the basis of PKSF standards by BRAC and agreed with the Donors. The mission also recommends that funds for credit/savings schemes are not released by BRAC to the partner NGOs until a verification, in a form acceptable to the Donors, is available for each separate NGO. The OVIs for this output need to be defined accordingly.

Recommended time schedule: May - July 1997

3.5.6.4 Revision of LFA: Output OVIs

It is recommended to further define and refine OVIs to make them measurable over time. Details are specified in section 3.8.2 above.

Recommended time schedule: May - July 1997

3.5.6.5 Revision of LFA: Activities

It is proposed to break the activities down to separate, specific tasks that need to be accomplished to generate the required outputs, and to clearly indicate which activities should be carried out by the Partner NGO Unit, and which by other components (for example TA for NFPE by ESP, credit by the credit component of RDP IV, etc.). The activities to be carried out by other components can be presented in a summarised way. However, they should be included in the LFAs, workplans and budgets of the respective components.

Recommended time schedule: May - July 1997

3.5.6.6 Annual Workplan

It is proposed to prepare an annual workplan based on the activities specified in the LFA Rationale for this recommendations and suggestions for a suitable format are covered under section 3.8.3 above.

Recommended time schedule: May - July 1997

3.5.6.7 Self-reliance and Sustainability

The level of "graduation" of the Partner NGOs to eligibility for PKSF credit funds should be closely monitored and clearly addressed in each RDP IV semi-annual report.

Recommended time schedule: July - December 1997 and each subsequent progress reports.

3.5.6.8 Budget and Expenditure

In view of the fact that presently there is only a lump sum allocation for the Partner NGOs component, the mission recommends to develop a detailed budget on the basis of the component specific LFA. It will serve as a model for implementing the modifications for RDP IV, or as a sample for budgeting new programmes. As explained in recommendation 3.8.7 above, the component specific LFA would need to be defined to the input levels first.

Proposed time schedule: May - June 1997

3.5.6.9 Coordination of Work with other Departments

It has been established that the Unit has to work closely with the Finance Department for budgeting and financial monitoring. Close cooperation and liaison will also be required with the technical sections responsible for credit, education, healths and training, which are all included in the Partner NGOs component. The mission recommends that an organisation chart is developed, showing the working and reporting relationships between the different sections and components. A proposal for a systematic approach to coordinate the activities within BRAC should also be prepared and included in the next semi-annual report.

Proposed time schedule: May - June 1997

3.6 Additional Recommendations for RDP IV

The Mission has made recommendations on completion and institutionalisation of LFAs (section 2.2), also on the five components reviewed by the team (sections 3.1 - 3.5). In addition the Team have identified a number of further relevant issues which it recommends should be addressed for RDP IV as a whole. These are:

3.6.1 Agreements on Changes and Modification in the Project Design and Budget

The Mission recommends the introduction of a system for communicating and agreeing changes and modifications in the project design and budget. Each agreed change should be recorded and reflected in all relevant parts of the LFA and budget.

The Mission was provided with a number of generic and component specific LFAs, including those from the original Project Proposal. A procedure will be agreed upon with regard to introducing changes and modifications in the project design and budget. The Mission considered the October 1996 generic LFA, because it was the base document for BRAC's last semi annual report (July - December 1996).

Proposed time schedule: May 1997

3.6.2 Annual Workplans

It is recommended that annual workplans based on the LFAs are formulated for each of the eight components: Village Organisations, Credit, EIG, Legal Education, Health, Vulnerable Groups, BRAC's Institutional Capacity and Partner NGOs.

Workplans will be based on the activities from component specific LFAs, with the related outputs serving as "milestones" in the measurement of progress. A prerequisite for LFA based workplans are component specific LFAs with clearly defined outputs and activities

Proposed time schedule: August - December 1997

3.6.3 Implementation of Previously Agreed Recommendations

The Mission observed that no systematic approach has yet been developed to monitor the implementation and follow up on agreed recommendations made by the Donors or visiting Missions.

The Mission recommends the following procedure:

- *The focal points for maintaining an updated record* on recommendations made at the Donor Consortium meetings (or by consultants and agreed between BRAC and the Donors) should be the BRAC's Sections and Departments responsible for the respective components. These will include: Organisation Development, Savings and Credit (ODSC) (VOs and credit components), Employment and Income Generation (EIG and IGVGD), Social Programmes (Legal Education), EHC (Health) the Partner NGOs Unit (Partner NGOs). The Office of the RDP Director will deal with recommendations pertaining to BRAC's institutional capacity and general issues relevant for the RDP IV programme.
- *Follow up* on the recommendations should also be the responsibility of respective Sections and Departments. For each recommendation, it should be specified who is responsible for the follow up and the time frame for implementation. Progress should be discussed at regular internal management meetings.
- *Reports on progress* in implementation, or suggestions for modifications and changes, should be included in the semi-annual progress reports, discussed at the Donor Consortium meetings and recorded in the Minutes for these meetings.
- Between the semi-annual reports, the responsible Sections and Departments should maintain a simple *check list*, with (possibly hand

written) notes on progress and relevant issues, so that up to date information is readily available for meetings and discussions.

Proposed time schedule: Commencing May 1997

3.6.4 Periodical Revision of Targets and Budgets

The Mission observed that some under or over achievements can be attributed to unrealistic plans, and that some of the trends leading to discrepancies of 15% or more may continue in the future. The Mission recommends that targets are reviewed regularly, and revised on an annual basis as/if appropriate. This will enable preparation of more realistic annual programmes. Budgets need to be adjusted accordingly.

Proposed time schedule: The first revision should take place in September 1997, and be reflected in the 1998 plans and budgets.

3.6.5 Job Descriptions

The Mission recommends that job descriptions for professional staff are prepared according to the logical framework format.

Proposed time schedule: August 1997

3.6.6 Timing of Future Monitoring Missions

The Mission recommends that the timing of future visits allows for liaison and discussions with the South Shore Bank and other relevant missions in the field.

4 NON FORMAL PRIMARY EDUCATION (NFPE) II

4.1 Background

Based on many years of experience, the NFPE Department has developed the BRAC model for non formal primary education. This model was first applied in 1985. This model has been improved and elaborated over the years, and used during the NFPE I that is during 1992 - 1996. NFPE Phase II has been planned for three years (1996-1999), aiming at consolidating rather than expanding the programme, and at bringing it closer to the RDP IV. According to Project Proposal the programme covers children's education, improvement of the quality of education, continuing education and strengthening the capacity of NFPE II to deliver education.

4.2 Progress Against Targets in the Logical Framework

In monitoring the progress against the targets in the Logical Framework Analysis (LFA), it should be noticed that there are five version of LFAs (ANNEXES 4A, 4B, 4C, 4D, 4E) dated

1 of June 1996

1 of October 1996

1 of January 1997

1 of April 1997

A later revised LFA, also dated April, 1997 was used for the Progress Report to Donors for the period July-December 1996.

4.2.1 Progress in Activities

Methods applied by the Mission to gauge progress included review of the two semi-annual reports, questionnaires, interviews, observation of classroom activities and sampling. This section compares the progress of activities measured with targets specified in the indicators for activities in the 5th version of the LFA.

4.2.1.1 Activities related to output 1: NFPE schools opened and operated/supported by BRAC

Indicator 1.1 School site selected on population, literacy rate, number of GOB/NGO schools in the area.

The selection for schools for 1996-97 and 1997-98 has been finalised. The numbers are

14,520 and 15,536 respectively. The number of schools to be selected for the last year (1998-99) is estimated to be 13,059.

This implies that BRAC intends operating a large number of schools also after phase II.

Indicator 1.2.1 Around 2,250 POs and PAs deployed as school supervisors at the field level.

According to monthly staff reports the number of POs and PAs at school level as supervisors is 2,352. POs and PAs working with Adult Literacy and Libraries are not included in this number.

The number of POs and PAs is 102 above the target.

According to NFPE the reason for employing more PAs and POs is that due to drop-out of PAs and POs there is a need to replace such staff immediately. Another factor is that POs and PAs are employed for survey prior to the opening of new schools.

Indicator 1.2.1 At least 30 % of POs/PAs are female by March 1999.

The number of the POs and PAs at school level is 483 corresponding to a female rate of 20 %. NFPE advised that women find it difficult to work in the field and after a short period they look for other employment possibilities.

Indicator 1.3 One teacher with 9 years of schooling, 20-35 years of age, married, female >(80%), local resident.

The Mission found that all 9 teachers interviewed during field visits with at least nine years of schooling were female, aged between 20 and 40 years. Five were married and four not. All were local residents (lived in the village or neighbouring village).

All 9 teachers were aware of the children's social background, even in the urban schools, where is normally not the case. The teacher aged 40 was a replacement for a teacher, who was unable to continue due to sickness.

There is a deviation in the marital status. The explanation for this deviation, given by BRAC, is that they cannot find sufficient married female teachers.

Indicator 1.4 33 students/ school for NFPE and BEOC (age group 8 - 10 and 11 - 14), 30 pupils in ESP schools.

Schools for younger and older children have been filled with 33 and 30 children respectively. In eight of the schools visited the age ranges were 8-13, 9-11, 8-14, 8-12, 9-13, 7-10, 8-11, 8-12.

The age in some school roles deviates from the set indicator.

Explanation for the deviation: children do not know their age. The ages are BRAC's estimates.

A greater effort could be made to ensure that the age correlates with the indicator. The attendance register should include the (estimated) age for each child.

Indicator 1.5: Each school is 336 sq. ft. less than 1 km from child's home, rented at Taka 200 per month.

According to BRAC's reports, the sizes of schools is within the range as shown in the indicator. This was confirmed by the Missions field visits.

Indicator 1.6: 425 Team Offices, 80 schools in radius of 10 km. Rented at Taka 2,000 per month.

The establishment of Team Offices is reported by BRAC to have been finalised for 439 teams with approximately 80 schools in a radius of 10 km.

The Mission discussed the issue during the visit to the Habigonj Region in Brahminbaria. There were no deviations.

In the case of Brahminbaria area, office premises were shared between RDP and NFPE. RDP was the owner of the building and NFPE paid a monthly rent of 2,200 Taka to RDP. NFPE reported that the rent includes furniture and utilities.

Indicator 1.7: All trainee teachers attend 7 day pre-training visits to operating schools.

A 7 day pre-training visit to schools or school attachment is a pre-requisite for new teachers. However, exceptions are made in places where there are no other operating RAC schools in the near vicinity.

Progress is according to plan.

Indicator 1.8: Teachers complete 15 day basic training at TARC along with 3 + 11 + 12 days training in Year 1, 12 days in Year 2, 12 days in Year 3; 28 days training on Maths and English only for BEOC school (phase 4) teachers.

According to BRAC's training record, activities are carried out according to schedule. This was confirmed during Mission field trips. All 9 interviewed teachers had their training according to the indicator.

Indicator 1.9: One SMC (one per school) comprising of 2 parents, 1 community leader, 2 RDP beneficiaries, the school supervisor and the teacher meeting at least 9 times annually meeting at least nine times annually.

According to BRAC reports, verified during field visits, all ongoing schools have their own School Management Committee composed as described in the indicator.

SMC meetings were held on a monthly basis. According to teachers and the four SMC Chairmen interviewed by the Mission, there were almost daily visits by an SMC member to the schools. Their knowledge was excellent and their interest in the school genuine.

Indicator 1.10: School and learner supplies available in school.

None of the persons met at field level expressed problems with the supply of materials to the schools.

The frequent visits by supervisors and the stock and supplies kept at the Team Office facilitates quick replacement and prevents potential shortfalls.

Indicator 1.11: 2,295 school contact hours maintained over 270 days in 3 years.

All schools operate on a three year cycle. Year one has two and a half contact hours each day; Years II and III have 3 hours of teacher pupil contact for 270 days a year. This is strictly maintained and monitored closely by school supervisors.

Cases of teacher absenteeism on account of sickness and other reasons are addressed by using substitute teachers or the school supervisors taking classes.

The indicator is according to target.

Indicator 1.12: >70% of pupils have a parent present at monthly PT meetings.

Parent's meetings are held on a monthly basis.

The Mission found that for the period January - March 1997 the number of parents attending was between 27 and 33. This is 81 % of parents attending.

The activities are according to indicators.

Indicator 1.13: PO/PA visit each school bi-weekly to monitor school progress.

The Mission found that the monitoring by PO/PA had taken place in all places and according to the indicator. To confirm the visit the PO or PA sign the teachers lesson-plan.

The Mission is of the opinion that the signature cannot be regarded as adequate verification, as the PO/PA can sign in the lesson plan-book at any time.

Indicator 1.14: Resource teachers have successfully completed at least one school cycle.

NFPE is presently calculating the exact number of teachers, who have completed at least one cycle of a BRAC school year. Information is collected on a MIS. Formats for information collection are being developed and will be circulated soon.

Progress is according to indicators

Indicator 1.15: Meetings with formal school heads during final year of BRAC schools.

The Mission found that such meetings took place though it was recorded that training presently available to teachers on problems related to the transfer of children to primary schools could be improved.

The Mission recommends that a procedure is worked out for mainstreaming BRAC students. The procedure should involve teachers and members of the SMC.

Indicator 1.16a: NFPE staff to operate from every RDP office where there is space available.

The Mission found only one case where NFPE and RDP staff have offices in the same building.

Indicator 1.16b: RDP managers present during recruitment of Programme Assistants and teachers for NFPE.

During the field trip it was confirmed that this took place.

Indicator 1.16c: NFPE staff conduct one issue based meeting with RDP members prior to school opening.

One RDP and one TIC confirmed that such meetings were held last year and prior to the 2nd year.

Indicator 1.16d: Meetings held once every month between RDP and NFPE staff at field level.

It was reported that meetings were convened.

Indicator 1.16e: RDP health worker speak to pupils at least twice annually.

The Mission found schools where no visits had been made by Health-workers. There seems to be no systematic approach to this indicator.

4.2.1.2 Activities for output 2: Revised/new learning materials developed

Indicator 2.1: 240 audio lessons and 2 workbooks produced in use in 1,000 second year second year schools by Nov 1996, and in 6,000 schools by Feb 1997.

Though the Mission found no audio related material in the sample schools visited, it was reported that some 240 audio lessons had been prepared.

Two workbooks, 26 sets of story cards and charts have been developed and are in use in 1,000 second year schools. All IRI activities except the recording of a few lessons have been completed by March 1997.

Implementation of the activities is according to schedule and indicated.

Indicator 2.2: One social studies workbook cum primer used in each of Grades I, II, III.

The Mission found social studies primer and workbook for Grade I.

Books for Grades II and III are being produced. The new book will be used by children attending schools which have reopened since January 1997. The first draft of the book for Grade II is complete. The S.S. team plans to field test the materials from May 1997.

Based on feedback from teachers and children, revisions will be made and a second draft prepared. Illustrations will be finalised and printing completed by the end of 1997.

Implementation of the activities is according to schedule and indicated.

Indicator 2.3: One mathematics workbook and teachers guide for each of Grades I, II, and III by the end of 1997.

Mathematics workbook and teacher's guide for Grades I and II have already been developed and are being used in the classrooms. Feedback is being collected to make further revisions. The Grade III workbook and teacher's guide is being written and is currently in its second draft stage. Illustration is being completed and the book will go for printing sometime during 1997. Books will reach the children, who will then complete them during Grade II.

Implementation of the activities is according to schedule and indicated.

Indicator 2.4.1: 10 schools using the CLE method of language teaching from 1996.

Eight schools have used the CLE method of language teaching. Follow-up reveals that children are reading more independently and their writing ability has improved.

10 more schools will be selected in May 1997 for a second pilot of CLE. Ten such easy-to-read books have already been developed for this purpose. Books for Grade II are presently being prepared.

Progress is on target.

Indicator 2.4.2: Changes, based upon evaluation, implemented by end 1998:

Revisions in English, Mathematics, Language and Social Studies curricula are currently taking place. The Interactive Radio Instruction (IRI) method of teaching English is being piloted in 1,000 NFP schools. Relevant radio lessons and workbook, charts and story cards have been developed to reinforce and facilitate the lessons. The IRI team is regularly following up on the use of the method and its impact on children.

Based on their observations and findings and also on the feedback from teachers and supervisors revisions and adjustments will be made for the next cycle. This represents an on going evaluation done by the team itself. There will, however, be an evaluation/ review by independent critics later after one cycle of piloting. The same process applies for Mathematics, Social Studies and Language.

Changes are implemented according to the indicator.

Indicator 2.5: Changes incorporated annually based upon revised curriculum:

A total of eight books have been written and printed for shared reading. Two posters have also been developed for use in year one. A manual has been written to help trainers introduce the new books and concepts. A training video is being developed.

Eight story books have been developed for the CLE method of teaching language. A teachers instructional guide has also been prepared. Story writing workshops have been organised to collect themes for easy to read books for extra reading. Some of the themes have been and are in the process of being edited to introduce more titles.

A mathematics Year II book is now available and introduced in schools. Workbook and teachers guide for Year II is being prepared and field testing is in process.

Progress is according to indicators.

Indicator 2.6: Videos supporting teacher and staff training in use by end 1997:

By end March the video for training and for Maths, Social Studies and Bangla were available.

Activities are being implemented according to schedule.

Indicator 2.7: From end 1996, all pupils completing Grade III tested on battery of four SATs.

The SAT test was implemented during the period Dec 1996 - Jan 1997 on a trial basis and within a month of students completing the 3rd year of a cycle.

The test was administered to a sample of 300 NFPE schools and 100 BEOC schools, which is in conformity with statistically valid procedures. The number of children included in the test was 8,726 NFPE children and 2,560 BEOC children.

The Mission notes that the indicator requires all pupils completing Grade III be tested. A 100% sample, however, is not a realistic option because of cost and unavailability of manpower.

4.2.1.3 Activities for output 3: Continuing Education Programme developed

BRAC appear to have little experience in a rational fixing of targets, using in stead what is best referred to as "the best guess" method.

Indicator 3.1: Preliminary surveys conducted and feasibility of libraries assessed as each Grade III finishes.

The surveys are carried out in 300 Thanas where RDP and NFPE are presently being implemented.

The exact figure will be available before the end of April 1997.

The Mission found that activities are being implemented according to schedule.

Indicator 3.2: Formal school/government office premises selected for libraries as each Grade III finished.

BRAC has so far selected and accommodated 92 office premises. Another eight libraries will be opened during April 1997.

The Mission found that activities are being implemented according to schedule.

Indicator 3.3: One PO recruited and trained to oversee each library (all three types).

As on March 31 1997 the recruited staff is 34 PAs, 15 POs and 92 attendants (functioning as librarian).

The number of Union-libraries per PO is 5-6. Three school based libraries substitute one BRAC school with regard to supervision by a PO/PA. The corresponding figure for study circles is six to one.

The Mission finds that activities are being implemented according to schedule.

Indicator 3.4.1: Debates and discussions held at each Union Library:

During the visits to the libraries the Mission found that whilst activities took place they were not to the extent the Mission had envisaged.

Head Office has received suggestions regarding activities to be implemented and will distribute them to all libraries.

The Mission finds that activities are being implemented.

Indicator 3.4.2 Vocational training covering range of relevant skills imparted at the school based libraries.

The Mission found during the fieldtrips that training had been carried out e.g. sowing activities, and that activities are being implemented.

The choice of indicator is not appropriate with regard to the type of activities.

Indicator 3.5: 1,000 books in place at Union libraries, 60 for schools based libraries and 30 for each reading cycle:

NFPE has supplied books to libraries in three instalments of 500, 300 and 200 books.

Two further instalments of 800 and 200 books, respectively, will be supplied in 1997.

Some poor families in rural areas cannot afford to buy books for their children in High Schools. For this reason NFPE provides Union libraries with a stock of books to be borrowed by poor students.

The Mission finds that activities are being implemented according to schedule.

4.2.1.4 Activities for output 4: BRAC institutional capacity strengthened

Indicator 4.1.1: Job description available for professional personnel

Job descriptions have been prepared according to the indicator.

Indicator 4.1.2: The indicator is not described.

Indicator 4.3: > 75% of Consultants' TORs satisfactorily completed:

More than 75 percent of a consultants TOR have been completed satisfactorily. Post implementation discussions as well as reports of individual consultants indicate that their TORs have been very satisfactorily fulfilled.

Indicator 4.4.1: Orders for books placed with publishers/agents by end 1996:

The first consignment of 142 books have arrived from publishers via British Council.

Orders have been placed for more books, particularly various reading and language schemes. Lists of book titles have been submitted to the British Council who places orders to publishers on behalf of BRAC and ensure necessary arrangements are made with regard to procurement. The books are purchased with ODA assistance. 1,000 books have already been purchased and another 1,000 are scheduled to be bought in the near future.

Activities are not yet completed, but will be finalised during the next month.

Indicator 4.4.2 NFPE professionals using Centre on average at least 2 hours weekly during 1998:

The indicator is not relevant for 1997.

Indicator 4.5: Sufficient courses held by 1999 to cover all Team, Area, Regional personnel

During 1996-97 staff training has taken place. Training was provided to 1,170 POs and PAs. 100 Team-in-charge were trained.

The rest of the staff will be trained during 1997 and a training schedule has been planned accordingly.

Implementation of activities is satisfactory.

Indicator 4.5.1: Sufficient and suitable training activities held to produce > 1,000 Resource Teachers by end 1998:

The training is ongoing. The statement is based on field staff report for Feb-Mar. 1997.

Implementation of activities is satisfactory.

Indicator 4.6: Sufficient courses held by March 1999 to cover all teachers:

Around 7,300 teachers have undergone the 15 day initial basic training in 300 batches during March 1996 in the residential training centres.

Implementation of activities is satisfactory.

4.2.2 Progress of outputs measured against the OVIs

This part covers progress in achieving outputs measured against indicators.

4.2.2.1 Progress in output 1: NFPE schools opened and operated by BRAC

Indicator 1.1: NFPE schools opened and operated by BRAC:

Total number of schools operating as on December 1996 was 34,000.

11,566 schools completed their cycle in the first quarter of 1997. 500 ESP schools have been reopened.

The Mission finds that schools has been opened, reopened and carried on according to schedule.

Indicator 1.2: Those 34,000 schools to comprise 25,799 NFPE schools for 8-10 year olds, including 1,000 NFPE schools completing primary level education in 4 years; 6,164 BEOC schools (11-14 years); and 2,037 ESP schools.

BRACs records indicate that the schools operate according to plan. Detailed information can be found in annexes.

By end of March 97 ESP was operative with 48 NGOs providing technical support.

A total of 278 NGOs are provided with technical and financial support. The total number of schools in operation is 2,995: 510 schools have been opened in March-April 1997 and 448 schools completed the 3-year course.

The Mission finds that schools are operating according to schedule.

4.2.2.2 Progress in output 2: Revised/new learning materials developed

Indicator 2.1: New materials in full use by July 1997 (IRI), July 1999 (Social Studies), and December 1997 (Mathematics).

240 lessons developed, 2 workbooks, 26 sets of story cards and charts have been developed and in use in 1,000 second year schools. All IRI activities except the recording of a few lessons have been completed by March 1997.

Social Studies work book I and teachers guide for Grade I have been developed and published. The new book will be used by the children belonging to schools which have reopened from January 1997 onwards. The first draft of the book for Grade II is complete.

Mathematics workbook I and II with teacher's guide have been developed and are in

use in the classrooms. Workbook for Grade III and teachers guide will be printed and published sometime before the end of 1997 and is on target as planned.

Progress is according to target.

Indicator 2.2: Revised teacher training materials in full use by December 1998.

Teacher training was reviewed by an independent consultant, William Gibbs, Faculty of Education, University of Leeds, in January and August 1996. The teacher training materials have since been revised. The trainers manual for the 15 day teacher training and the teachers handbook have been revised and pilot training conducted.

The Mission finds that progress is satisfactory.

Indicator 2.3: These new/revised materials designed to promote active learning:

The Mission was presented with and observed in schools some of the materials developed for promoting active learning. Visits gave a lot of information about the situation of active learning in the schools. Information can be found in the annexes.

4.2.2.3 Progress In Output 3: Continuing Education Programme Developed

Indicator 3.1: > 300 Union based libraries, > 4,000 (2,000 carried forward) school libraries and 2,000 Reading Circles by March 1999.

The Mission found that activities are being implemented according to schedule.

Detailed information of library functions are presented.

Indicator 3.2: 300,000 library members by March 1999.

An estimated figure by NFPE of the present libraries as per March 1997 is approximately 35,000 in the Union Libraries.

The Mission finds that the target is realistic and that progress is satisfactory.

Indicator 3.3: On average, > 40 books borrowed/read within library by members annually.

This indicator was set for the school based libraries (SBL), and has by now been omitted by BRAC.

4.2.2.4 Progress Of Output 4: BRAC's Institutional Capacity Strengthened

Indicator 4.1: Job descriptions and performance of personnel reviewed at least once annually.

Job descriptions have been prepared. NFPE confirms that staffing is being reviewed.

Progress is according to schedule.

Indicator 4.2: NFPE structural/communication arrangements reviewed at least annually within NFPE.

The Mission is informed by staff that the review of the structure and communication has taken place.

Indicator 4.3: Effective Resource Teacher system operating by mid 1998:

Resource teachers are included in the monthly staff-strength report. The indicator is being implemented according to schedule. This statement is based on a monthly report of staff.

Indicator 4.4: NFPE planning, implementation, monitoring and evaluation LFA based:

The Mission has established that NFPE has been described in LFA-matrixes and is used for reporting purposes.

The Mission, however, found no evidence of planning exercises resulting in annual workplans or schedules of works.

In view of the limited time remaining, the Mission recommends that NFPE and the Donors begin the essential planning exercise now.

Proposed time schedule: May - September 1997.

Indicator 4.5: By 1998/99, all Team, Area and Regional personnel have successfully completed relevant training.

The Mission found that in general field staff receive adequate training 1,170 PO and PA received training during 1996-97. 100 TIC were also trained. The planned training will be completed during 1997-98.

Progress is according to schedule.

Indicator 4.6: By 1998/99, all Teachers have successfully completed relevant training.

The training of teachers is progressing according to schedule.

The component is progressing towards its goal.

4.2.3 Project Purpose (effectiveness)

This part describes the progress of Purpose of the Programme, measured against the indicators specified for the Purpose.

Indicator 1: Annual average of > 1,100,000 pupils 1996/97 through 1998/99:

Total enrolment as on December 1996 was 1,103,435 for 34,000 schools.

The Mission found that the 1996_97 target was achieved.

Indicator 2: > 70% of pupils are female:

According to reports the enrolment consists of 65,5% females and 34,5 % males.

Actual achievement remains just below target, the reason being that NFPE has worked in some areas for a longer period and so reduced the number of female candidates. Instead boys are enrolled. The Mission finds this an acceptable compromise.

Indicator 3: > 80% of pupils are from target group:

The selection process with surveys ensures the indicators target is achieved.

The selection process should ensure that children come from the poorest segment of the population.

The Mission had difficulties in assessing whether enrolled children were poor or not.

Indicator 4: > New pupils are > 8 years old and not attending formal schools:

Among schools visited the Mission found only where the youngest pupil was estimated at 7 years old.

It is reported by SRM that in some urban schools the youngest can be 7 as well. In many cases children not know how old they are. Information about their age cannot be relied upon.

The Mission finds that an unrealistically high proportion of children report their age as 8 years old.

The Mission finds that the indicator is respected.

Indicator 5: > 90% completion rate:

The average completion rate for 1996-97 BRAC students was 92%.
The rates complies with the quality specified in the indicator.

Indicator 6: Units cost indicators to be added:

4.3 Progress in Financial Indicators

4.3.1 Disbursement: planned and actual

The Accounts Unit has not yet received all information needed for presenting the expenditure for the first year 1996-97.

Total budgeted amount for April - December 1996 is Tk.618,870,000 whereas actual expenditure is Tk.486,255,221. This shows a positive discrepancy of Tk.132,614,779 which is 21% lower than projection.

NFPE explanations for the major discrepancies are as follows:

The utilisation of printed books from previous stocks was the reason for new books not being printed. The discrepancy is Tk.79,094,429 (38%).

Not all research studies have been completed during the reported period. The discrepancy is Discrepancy Tk. 1,743,776 (33%).

The budgeted amount was underspent because many books, especially for the Union School libraries were not purchased as planned. The discrepancy is Tk.11,866,154 (66%).

Recording of IRI lessons and new materials for IRI including work book, charts and story cards were developed and printed within December 1996. The discrepancy is Tk. 8,343,833 (69%).

New special studies workbook for Grade I and teachers manual have been printed. However, all payments will be made in the next quarter (Jan-March 1997).

In the Chandina GIP Project mainly orientation workshop and training was conducted during the reported quarter. Materials for the project will be developed in during 1997.

The comments provided by NFPE on the discrepancies between planned and actual expenditure is based on the summarised budget lines.

The Mission finds that comments from NFPE reflect only the summarised budget lines and are insufficient to measure actual progress against the planned progress. This is because summarised budget lines can include much bigger differences in the underlying budget lines.

The Mission recommends that explanations are provided for major discrepancies in the primary budget lines.

4.3.2 Disbursements In Relation To Output (Cost Efficiency).

NFPE is presently developing unit costs for each budget line in order to monitor the development of costs over time. However, the information gained from such calculation is rather limited, and cannot be used to measure the relationship between the input (in terms of money spent) and the outputs. An output in NFPE context is, for example, a graduate, or, an amount of books read in a library.

The Mission finds that the procedure used for calculating unit costs provides little information about true unit costs.

4.4 Logical Framework Analysis

4.4.1 Comments On Existing LFA

Comments are mainly based on the last produced LFA dated January 20 1997.

Comments relating to the narrative description

The LFA produced for NFPE is based on experience with activities undertaken in previous years. The process has, however, been inverted, as the normal procedure is to start with the problem analysis.

Comments on purpose

The Mission finds that contents of the Goal matrix column better suited to the formulation of Project Purpose.

Comments on objectives

The Goal "Basic education skills retained and used by BRAC graduates" is to be achieved through four outputs.

NFPE schools opened and operated/supported by BRAC.

The term NFPE is confusing as it can be used with two meanings: 1: All sorts of schools under the NFPE Department. 2: Schools, which are not BEOC or ESP schools (or former RDP schools) but only schools operated by NFPE.

. New learning materials developed. (Formerly: Quality of education enhanced.)

The new formulation appears only to refer to materials, and does include teachers or SM members.

. Continuing education programme developed.

The formulation allows for post literacy activities, which is appropriate for retaining skills.

. BRAC's/NFPE institutional capacity strengthened.

The formulation is appropriate.

Comments on activities

The narrative description of activities has improved greatly since the first LFA and there is now a clear relation between individual activities and respective outputs. The sub-division of activities according to outputs can still, however, be divided in other ways in an equally (ill)logical fashion. For this reason it remains unclear which units of input are being used, or should be used, to calculate unit costs.

Comments relating to the indicators

An indicator must contain information about the time period, the region, the partner (target) group or partner institution, the quantity and the quality. The layout, with indicators placed according to activities (and sub-activities) has improved considerably.

Comments relating to the means of verification

The means indicated in the existing LFA may be relevant, but there is no information regarding which means should be used for identifying individual Objective Indicators of Achievement.

4.4.2 Recommended Modifications

General

It is the opinion of the Mission that any suggested modifications of the LFA should lead to a situation where BRAC is not given a straight-jacket limiting the possibilities for appropriate approaches to non-

formal education, but where donors are given appropriate and adequate means to account for, hence justify, their investment.

Recommendations on Project Purpose

Findings on Purpose

The Mission finds that the contents in the Goal allows for both children's education and post-literacy activities, and proposes that it would be better placed as a Purpose.

Recommendation

It is recommended to use the formulation of the Goal for the Purpose.

Recommendations on Outputs

Findings on Output 1

NFPE schools opened and operated/supported by BRAC. The term NFPE is confusing as it is used in two distinct ways, either referring to those schools under the NFPE Department, or only to those schools operated by NFPE, thereby excluding BEOC or ESP schools (or former RDP schools.)

Recommendation

It is recommended to give NFPE schools a title to avoid confusion with the name of the Department.

Findings on Output 2

New learning materials developed. (The former formulation was: Quality of education enhanced)

The formulation addresses only materials, and not teachers or SM members.

Recommendation

It is recommended to rephrase the output to include enhancement of teachers skills and those of SMC members.

Recommendations on Activities

Findings on activities

There is a need to more clearly allocate specific activities to specific outputs.

Recommendation

This division should be reformulated so as to identify all and only those activities contributing to the achievement of respective project objectives.

Findings regarding attendance rate

The Mission found that attendance rate of students is not included as an indicator.

Recommendation

It is recommended to use the student attendance rate as an indicator.

Findings regarding the formulation of indicators

It was found that not all indicators are formulated to include references to quantity, quality, time.

Recommendation

It is recommended that the indicators are described in detail and that they are objective and quantifiable.

Findings regarding the layout of the LFA

The Mission found that many indicators do not have all their elements described at the same line level as the activities.

Recommendation

It is recommended that the layout-out of the LFA carefully places relevant indicators and means of verification on the same line of the matrix as the activity.

One use of the LFA is to prepare annual work plans (Plan of Operation). Such plans give a comprehensive picture of activities and can be designed for visual presentations.

Preparation and introduction of a workplan can be difficult. For this reason the Mission recommends TA assistance. This assistance could be provided by the LFA consultant.

Proposed time schedule: May - October 1997.

Recommendations on Indicators

i. On indicators for Activities to Output 1: NFPE schools opened and operated by BRAC:

1.2.1: Around 2,250 POs and PAs deployed as school supervisors at the field level.

The Mission found that the indicator for the amount of PAs and POs is 102 below present NFPE requirement.

The Mission recommends the indicator to be formulated to incorporate the changing number of schools supervised by POs and PAs and the extra staff needed for replacement of drop-out PAs and POs and survey staff.

Proposed time schedule: May-June 1997.

1.4: 33 students per school for NFPE and BEOC (age group 8 - 10 and 11 - 14), 30 pupils in ESP schools.

The Mission found that there were deviations from the age range in both NFPE and BEOC schools.

The Mission recommends that effort be made to ensure that indicators are more closely correlated with the ages of school children. The attendance register should include the (estimated) age for each child.

Proposed time schedule: May 1997 - March 1998.

1.6: 425 Team Offices, 80 schools in radius of 10 km, Rented at Taka 2,000 per month.

The Mission found that in the Project Document the conditions and circumstances of house and office rentals are inadequately specified.

The Mission recommends that the indicator be rephrased as follows in order to specify, what the rent includes: 425 Team Offices, 80 schools in radius of 10 km. Rented at Taka 2,000 per month, to include furniture and utilities.

Proposed time schedule: May - June 1997.

1.13: PO/PA visit each school bi-weekly to monitor school progress.

The Mission found that monitoring by supervisors of attendance rate in schools is not verified in a reliable way.

The Mission recommends NFPE to identify other means for verification of this indicator

Proposed time schedule: May - June 1997.

1.15: Meetings with formal school heads during final year of BRAC schools.

The Mission found no structured approach to ensuring contacts with the formal school heads especially with regard to the mainstreaming of NFPE school leavers.

The Mission recommends a structured approach be developed involving teachers and SMC members from both NFPE and Primary School leavers, for mainstreaming the NFPE school leavers into the formal school system.

Proposed time schedule: May - October 1997.

1.16: RDP health workers speak to children at least twice annually.

There is no systematic approach to the involvement of the Health Workers in schools.

The Mission recommends that BRAC ensures visits to NFPE and ESP schools.

Proposed time schedule: May - October 1997.

ii. On Indicators for Activities to Output 2: Revised/new learning materials developed:

2.7: From end 1996, all pupils completing Grade III tested on battery of four SATs:

The Mission found tests carried out on sample basis, whereas indicators require all pupils completing Grade III to be tested. It will be an impossible task, however, to carry out tests on all the students due to financial and practical reasons.

The Mission recommends that testing continues on sample basis.

The Mission finds the recording of students results incomplete. There is no information of students having passed all 4 tests.

The Mission recommends that information derived from SAT be comprehensive. The Mission found further that ESP students are not included in the test.

The Mission recommends that not only NFPE and BEOC students are tested, but ESP should also be included in the information in the annual report.

Proposed time schedule for the test issues: December 1997 - January 1998.

iii. On Indicators for Activities to Output 3: Continuing education Programme developed:

3.4.1: Debates and discussions held at each Union library:

The Mission found that the frequency of activities taking place in the Union libraries is too low.

The Mission recommends that the Union Library Committees are encouraged in getting more debates and discussions implemented.

Proposed time schedule: June 1997 - March 1998.

3.4.2: Vocational training covering range of relevant skills imparted at the school based libraries.

The description of the indicator is too restrictive with regard to the type of activities.

The Mission recommends that instead of "vocational" the indicator should read "Life Skill Development".

Proposed time schedule: May - June 1997.

i. On Indicators for Output 2: Revised/new learning materials developed:

2.3: These new/revised materials designed to promote active learning:

The Mission noted that all children's results fell into a narrow band of recorded attainment. This provides teaching staff with little information regarding the achievement or otherwise of individual children.

If this observation can be confirmed, then BRAC should develop new means of measuring the attainments of respective children in a more critical fashion.

Proposed time schedule: May - October 1997.

The Mission found that the field staff officers lack those skills necessary for designing and analysing statistics to check the standard of education in their area.

The Mission recommends that Regional Managers, Area Education Managers and Team In Charge be trained to perform comparative statistical analyses.

Proposed time schedule: October 1997 - March 1998.

The Mission found that the organisation of classroom activities inadequate with regard to non-cognitive processes

The Mission recommends that in this quality improvement phase BRAC takes up the issue of how to turn the classroom activities from a TEACHING/learning situation into a more active teaching-LEARNING situation, with special emphasis to the non-cognitive processes.

Proposed time schedule: May 1997 - March 1998.

ii. On Indicators for Output 4: BRAC/NFPE institutional capacity strengthened:

4.4: NFPE planning, implementation, monitoring and evaluation LFA based:

The Mission found little evidence of planning exercises in preparation of annual Plan of Operation. In view of the limited time remaining, the Mission recommends that NFPE and the Donors begin the essential planning exercise now.

Proposed time schedule: May - September 1997.

4.5 and 6: By 1998/99 all teachers, Team, Area and Regional personnel have successfully completed relevant training.

The Mission found that indicators of training achievement are not specific about quantity, quality or time.

The Mission recommends that the training programme is more clearly specified in a revised indicator.

Proposed time schedule: May - July 1997.

i. On Indicators for the Purpose: Cost effective basic education for poor children, especially girls, currently unserved by primary education system, provided.

4: > New pupils are > 8 years old and not attending formal schools.

The Mission found that the age ranges of the classes were not always adhered to.

The Mission recommends that NFPE emphasise the issue of respecting the age range as specified in the indicator.

Proposed time schedule: May 1997 - March 1998.

4.5 Implementation of Previously Agreed Upon Recommendations

The evaluation consisting of Mr. Adrian Boeren, The Netherlands, Mr. Abu Hamid Latif, Bangladesh, and Nelly Stromquist carried out an evaluation of The Expansion of BRAC's Non-Formal Primary Education Program, Phase I (1993-95) made several recommendations. The following part will look into how far recommendations known to the Mission have been incorporated.

Recommendation

Bring donor agencies into discussions between Gov. and NGOs.

Findings

BRAC is active in bringing other NGOs into discussions with Government. BRAC organised a conference on Universal Primary Education in August 1996 where other NGOs (and Donors) were invited.

Recommendation

To look into the impact of effectiveness of the various components of the BRAC NFPE model, and of the way NFPE and BEOC schools are helping individuals not only attain greater levels of education but also move with greater confidence into forms of integrated rural development.

To look into the high drop out rate for BEOC girls (17.1 percent).

Findings

It appears that the necessary data has been collected and that the analysis will be completed before July 1997.

Two research studies currently being formulated are: 1) A study of garment children in Urban schools and 2) Baseline survey of BRAC schools for Chandina Learning Improvement Project.

Due to the urgency of these studies from the programme side the other research studies have been delayed. These further proposed studies include:

- . About the population being served through the NFPE programs,
- . Keeping gender and class dimensions present in the studies,
- . Producing "thick description" that enable the understanding of context and realities which programme organisers and designers may not presently possess.
- . Investigate further the current government response to NFPE student transfers at the local level.
- . Comparisons between Gov. Primary Schools and BRAC schools to test an observation by Gov. officials that quality is lower in BRAC schools.
- . About the population being served through the NFPE programs

Recommendation

BRAC is encouraged to contract local consultants to assist in research and development, innovative matters and AV materials development.

Findings

This is being done.

Recommendation

Comparisons between Gov. Primary Schools and BRAC schools to test observation by Gov. officials that quality is lower in BRAC schools.

Findings

The tests have been carried out with the conclusion that non-formal children perform better than children from formal schools. Additional follow-up studies will be prepared.

Recommendation

Due to gender training in education, request experts in education and gender to be hired to work on areas of the formal and hidden curricula, classroom interaction, and teachers' attitudes.

Findings

BRAC has introduced a number of activities in this regard. Goal training, study on teachers teaching performance and classroom environment at Chandina to be carried out during 1997.

Recommendation

The function and character of the Motorcycle Replacement Fund need to be clarified in relation to the NFPE transportation expenses.

Findings

Recommendation by Price Waterhouse has been implemented.

4.6 Recommendations Regarding Improved Programme Implementation

4.6.1 Strategies

Finding

There is no clear linkage between specific activities and their respective budget lines.

Recommendation

NFPE is recommend to introduce budgets, which are based on component-wise activities. This will enable a proper identification of unit costs.

Finding

There are insufficient means to assist the teacher in assessing individual children's need.

Recommendation

It is recommended that attainments tests are improved.

Finding

There is no quality control based on reliable statistical data carried out by RM, AEM and TIC.

Recommendation

RMs, AEMs, and TICs be trained to perform tests on the improved attainment tests.

Finding

No procedure has been established through which NFPE can seek authority from Donors for proposed modification and/or changes.

Recommendation

Procedures be established ensuring that changes can be agreed and implemented in a timely fashion.

4.6.2 Administrative Arrangements

Findings regarding the planning processes

Significant improvements can be made in co-ordinating account keeping, planning, monitoring and logistics operations.

Recommendation

Databases of MIS, accounts, and logistics be co-ordinated and compatible.

Findings regarding planned and actual disbursement

Comments from NFPE based on summarised budget lines only. This is insufficiently detailed to measure actual progress against the planned progress. Summarised budget lines offer no opportunity to management to establish unit costs for inputs neither, therefore, to calculate unit costs for activities. With neither of these costs available the Mission has been unable to monitor linkages between planning, inputs, activities and indicators of achievement.

Recommendation

Description in primary budget lines must be accounted for

Proposed time schedule: May - June 1997:

Findings regarding the unit costs

The existing procedures for calculating unit costs generate no information of value to the monitoring Mission.

Recommendation

Units representing the product of the activities (e.g. type of graduate) be identified and applied.

Proposed time schedule: May - October 1997

4.6.3 Technical Assistance

TA in teaching English

The TA should in co-operation with NFPE and relevant experienced local or foreign persons explore additional means and ways for enhancing the teaching of the English language in the non-formal education context of NFPEs.

Proposed time schedule: July - August 1997.

TA in curriculum design for completing the curriculum horizontally and vertically:

The TA should co-operate with relevant BRAC staff to arrange topics within and between the various subjects.

Proposed time schedule: September - November 1997.

TA in designing and training of field-staff in comparative statistics:

The TA should design models for comparative statistics to be used at the levels of RM, AEM, and TIC.

Proposed time schedule: January 1998.

TA in programming for combining the databases from Accounts, MIS, Logistics and Planning Activities

The TA should design and programme the necessary links between operations with the Units of Accounts, NFPE MIS, NFPE Logistics and NFPE staff responsible for planning.

Proposed time schedule: July - August 1997.

4.6.4 Staff Training

Findings

Teachers need assistance in following up on individual children. For the TICs, AEMs, and RMs, SRMs there is a need for quality control in their respective areas.

Recommendation

Teachers should be trained in the application of achievements tests and TICs, AEMs, and RMs, SRMs trained in comparative statistics.

Findings

There is need to improve planning, monitoring and evaluation procedures.

Recommendation

Accounts, MIS and Monitoring-staff are trained in the application of a combined database for their respective purposes.

19/3/97 Generic TOR

FINAL TOR
ANNUAL EXTERNAL MONITORING MISSION
BRAC RURAL DEVELOPMENT PROGRAMME (RDP) IV
AND
NON FORMAL PRIMARY EDUCATION PROGRAMME (NFPE) PHASE II

INTRODUCTION

1.1 The Bangladesh Rural Advancement Committee (BRAC) has been engaged in poverty alleviation and social empowerment in Bangladesh since the early 1970s. Its core Rural Development Programme (RDP) entered its fourth and final phase in January 1996. RDP receives financial support from a Donor Consortium (DC) comprising: AKF/CIDA, EC, NOVIB and ODA. As per the Project Document, DONOR project funding is US\$54.3 million from January 1996 to December 2000.

BRAC also operates a Non-Formal Primary Education (NFPE) Programme. This programme entered its second phase in April 1996 and receives financial support from a Donor Consortium (DC) comprising: AKF/CIDA, EC, Netherlands Embassy (DGIS), NOVIB, ODA and UNICEF. As per the Project Document, DONOR project funding is US\$61.7 million from April 1996 to April 1999.

1.2 Programme progress is reviewed twice yearly at DC meetings in May and December on the basis of information provided by BRAC. Donors visit the field annually to observe the programme. DC needs for further information and BRAC needs for technical assistance (TA) have been met through annual reviews of specific elements of the programme. Annual technical assistance to BRAC in the field of finance and credit by the South Shore Bank, Chicago has been institutionalised and is expected to continue throughout RDP IV.

PREVIOUS AND ONGOING REVIEWS AND ACTIVITIES IN RDP AND NFPE

2.1 Several reviews were carried out during RDP III and NFPE Phase I. RDP reviews included Irrigation, Training, Micro Enterprise, Credit and Financial Management and Training. Mid term evaluations were also conducted on RDP and NFPE. All reports are available at the BRAC DLO

2.2 An Impact Assessment System (IAS) was put in place by BRAC's Research and Evaluation Division (RED) in July 1993. A final report was published in February 1996. BRAC and an external consultant will start work in August 1996 on identifying needs with regard to the further development of the established Impact Assessment System

for the period 1996-2000 and beyond.

- 2.3 BRAC along with external consultants began a two year Gender Training Programme called the Gender Quality Action Learning Programme (GOAL Programme) in January 1994. This programme will be evaluated in August 1996.

PURPOSE OF THE REVIEW

- 3.1 The growing size and complexity of BRAC's RDP IV and NFPE II programmes requires a strengthened framework for monitoring and review. BRAC and Donors wish to recruit a team of consultants to:

- review annually the progress of the two programmes (to assure BRAC and DONORS that the programmes are effective and efficient)
- to assist BRAC with and provide recommendations for further strengthening and improving of BRAC's own monitoring and reviewing systems (to assure sustainability of the activities and approaches initiated by the external monitoring review team)

- 3.2 TA is currently being provided to BRAC to ensure that BRAC reporting to DONORS will provide appropriate and timely information for review team monitoring against the agreed logical framework analyses for the two programmes.

KEY ISSUES

- 4.1 Donor experience with BRAC RDP and NFPE programmes has highlighted some key issues to be addressed by the review team.

- self reliance and social empowerment of participants in BRAC programmes.
- cost-effectiveness and sustainability of the programmes.
- qualitative and quantitative efficiency of programmes
- development in unit costs
- gender and environmental aspects of programmes.

ACTIVITIES

5.1 The Review Team will:

- undertake external desk reviews of content and formats of BRAC reports
- liaise with the annual South Shore Bank TA mission
- review LFA indicators to assess the extent to which the existing output indicators are operational for monitoring purposes
- review progress in implementing previously agreed recommendations
- compare annual planned against actual outputs
- identify and evaluate/analyse areas of significant budget variation
- assess progress towards achieving project purpose
- review the assumptions upon which the project is based and identify any new issues which affect these assumptions
- review BRAC's sustainability workplan
- identify and prepare TORS for TA to BRAC.
- ensure that the Monitoring Mission ToR are fully addressed

The ToR will be discussed in detail with the Monitoring Team, DONORS, BRAC and the DLO at the start of each mission. At this briefing session, which will be held as soon as possible after the arrival of the team, BRAC/DONORS may highlight issues which they would like the team to specifically monitor during the consultancy.

The team is expected to work with BRAC staff at Head Office, Area Office and Field Office level. They should maximise opportunities to discuss with BRAC beneficiaries, through both unstructured and focus group discussions, their views on project progress.

Recommendations for revised targets and TA should be discussed with BRAC during the mission.

TIME INPUT

- 6.1 Joint RDP IV and NFPE II in-country missions will take place in April 1997 and 1998. In 1999 and 2000 an in-

country mission for RDP IV alone will take place. Therefore, the education specialist will only be required for two Monitoring Missions (i.e. in 1997 and 1998).

Along with these missions the review team will undertake an annual external desk review of BRAC reports relating to RDP IV (1997-2000) and NFPE II (1997-1998)

- 6.2 It is estimated that each team member will require 21 days for the in-country mission and 4 days for the desk review mission.

OUTPUT

- 7.1 A draft report, including an executive summary, will be made available to BRAC and DC members through the BRAC Donor Liaison Office (DLO) at least one week prior to the DC meeting of May each year to allow for BRAC and Donor comments. It should highlight the following:

- establish the progress of the two programmes against planned physical and financial targets and explain deviations from the plan
- recommend revised targets in the light of progress and, once agreed by BRAC and DONORS, revise the logical framework analyses accordingly
- assess the level of progress of the two programmes towards their Project Purposes and, where appropriate, the contributions to the Project Goals
- recommend and provide terms of reference for areas where BRAC require TA during the year

- 7.2 The final report, including an executive summary covering the above points, will be given to the DLO in hard copy and on disc in Word Perfect 5.1 by end of May each year.

TEAM COMPOSITION

- 8.1 The Annual Review Team working in an inter-disciplinary manner will consist of three consultants in:

- Social Development
- Economics with experience in Income and Employment Generating Programmes
- Primary Education, who is a specialist with experience in Non Formal Primary Education

- 8.2 The Social Development consultant will also be the Team Leader and is responsible for the final report.

8.3 The BRAC DC encourages gender equality and this should be reflected in the composition of the team.

8.4 Continuity in team membership is required over the contract period.

SKILLS

9.1 The consultants should have extensive experience of working in poverty focused, gender sensitive development work, preferably with South Asian NGOs. Familiarity with Logical Framework Analysis and other participatory planning tools is essential. Working experience in Bangladesh and an understanding of the BRAC approach to rural development would be highly desirable and Bangla language skills would be an advantage.

19th March 1997

LOGFRAME MATRIX:

BRAC RURAL DEVELOPMENT PROGRAMME IV (RDP IV)

6 OCTOBER 1996

PERIOD OF FUNDING: 1996 - 2000

TOTAL PROJECT FUNDING: Tk. 4.6 billion (US\$ 116 million)

Internal Funds: Tk. 2.5 billion (US\$ 61 million) (53%)

External Funds: Tk. 2.2 billion (US\$ 54 million) (47%)

BRIEF DESCRIPTION:

Consolidation and deepening of RDP as an established and successful institution building, income generating, credit building, social awareness building, and essential health care programme directed at the rural poor, especially women.

NARRATIVE SUMMARY	VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
GOAL: Rural poor achieve sustainable improvement in their lives	Women have increased control over loan/income Members increasingly protect human & legal rights More children going to school Increasing interaction between UP and other local institutions	- Impact Assessment System (IAS) - Other Reports (WB, UNDP, BIDS,) - Monitoring Mssn. Reports - RED Studies	
PURPOSE: Socio-economic condition of participating families improved	> 50% average increase in household assets after 5 years BRAC membership After 5 years > 20% of RDP members no longer fall within BRAC 'target group' poverty criteria > 80% of primary school age children of RDP members regularly attend school Women clearly involved in family, business and village decision making Children in RDP households have significantly higher nutritional status than comparable groups	- BRAC Reports - Program Evaluation - RDP Reports - IAS - Monitoring Reports - RED Studies - Participants Interview - Family/income surveys - Accounting Records	Political/economic environment remains favourable Organisations survive any natural or manmade disasters Villagers continue to be attracted to and participate in BRAC activities

	<p>Neonatal mortality rate < 74 per 1,000 live births by 2000</p> <p>Infant mortality rate < 90 per 1,000 live births by 2000</p>		
<p>OUTPUT 1: Effective village organisations operating</p>	<p>> 8,760 new VOs (total of 42,000) functioning by end-1996</p> <p>> 1.5 million members by end-1996</p> <p>> 95% members are female</p> <p>> 25% of members have > 2.5 years membership and loans of > Taka 7,500</p> <p>Each monthly issue-based meeting is attended, on average, by > 75% of members</p> <p>On average, > 25% of members are accompanied (by husbands or other male relatives) at each issue-based meeting</p>	<ul style="list-style-type: none"> - RDP Reports - Social development and Health Reports - BRAC financial and social sustainability - Monitoring system - RDP Reports 	<p>Villagers continue to be attracted to and participate in BRAC programmes</p>
<p>OUTPUT 2: Self-sustaining credit programmes functioning</p>	<p>Tk. 3.8 billion disbursed by end 1996</p> <p>Average loan size of Tk. 3,300</p> <p>Closing savings balance of Tk. 1 billion</p> <p>> 80% of VO members covered by credit facilities at some time during 1996-2000</p> <p>On-Time Realization > 95% (excluding advances)</p> <p>All costs for credit service covered by interest income by end of 4th year of operation</p>	<ul style="list-style-type: none"> - Financial Reports - Credit Reports - Financial sustainability Reports - Analysis of credit performance - Trend and ratio analysis on key indicators - Monitoring - Evaluation 	
<p>OUTPUT 3: Income and employment generation increased</p>	<p>> 107,000 new IG/jobs created during 1996 comprising at least:</p> <ul style="list-style-type: none"> 86,000 in poultry/livestock 11,000 in fisheries 1,000 in sericulture 2,000 in social forestry 9,000 in vegetables <p>[NOTE: Agreed targets for subsequent years</p>	<ul style="list-style-type: none"> - RDP Reports - Monthly closing Reports - Monitoring Reports - Sector Reports - Midterm Evaluation - Evaluation - Accounting Records 	<p>Favourable market environment</p>

	<p>are also available]</p> <p>Average monthly income of those IG/jobs > Taka 500 from January 1998 onwards</p> <p>> 95% of those in new IG/jobs are women</p> <p>Income from sale of produce controlled by women</p> <p>Programme Support Enterprises established and operating, in accordance with Business Plans, in the areas of: Poultry farms; Feed mills; Seed production centres; Prawn hatcheries; Silk reeling centres; Grainage centres; and Market Development Unit</p>		
<p>OUTPUT 4: Members capable of exercising their legal rights</p>	<p>> 80% of VO members demonstrate understanding of basic land law, family law, and citizens' rights six months after information sessions</p> <p>By end-1996, > 10% of marriages that involve a VO member is registered officially</p> <p>By end-1996, > 10% of divorces that involve a VO member follows proper legal procedure</p> <p>By 2000, no new cases of polygamy among VO members</p> <p>By 2000, > 50% of brides in VOs are > 18 years on marriage</p>	<ul style="list-style-type: none"> - Training Records - AO Records - Marriage Register Records - Land Office Records - RDP Reports - Sample surveys 	
<p>OUTPUT 5: Improved health</p>	<p>All RDP households use safe water for drinking by 2000</p> <p>> 60% of families using slab latrines by 2000</p> <p>Modern contraceptive use rate > 55% by 2000</p>	<ul style="list-style-type: none"> - Health Reports - RDP Reports - Monitoring Reports - RED Studies - Sample surveys 	

	> 90% of children < 1 year, and > 95% of pregnant women fully immunized by 2000		
OUTPUT 6: Extremely poor women increase their income through VGD	By 2000, > 300,000 members of VGDs employed Average monthly earnings of VGD members > Taka 300 By 2000, > 7,500 new VGD groups functioning	- RDP Reports - VGD Reports - Monitoring Reports	
OUTPUT 7: Organization and management capacity of BRAC improved	RDP planning, implementation, monitoring and evaluation increasingly based on Logical Framework BRAC's Long-term Strategic Plan reviewed annually and distributed to RDP managers and supervisors, including Regional and Area personnel All RDP staff assessed in relation to their job description, at least annually RDP organisation structure reviewed annually (internally) > 80% Regional offices have RDP data on their computers by end-1999 By end-1997, Regional managers have authority to approve disbursement per day per area of up to Taka 250,000 in loans, and to recruit PAs without reference to headquarters By end-1999, > 25% of the senior RDP positions (Regional Manager and above) filled by women	- BRAC Reports and documents	Trained personnel in key position remain with RDP
OUTPUT 8: Contribution of partner NGOs improved	Each partner NGO demonstrates significant increases in: Number of Village Organisations Credit activities Employment generation and Health/Legal/Vulnerable Groups activities consequent upon BRAC support	- RDP Reports - NGO Reports - Sample surveys	

ACTIVITIES:	INPUTS:								ASSUMPTIONS:
1.1 Form village organisation		96	97	98	99	2000	Total	%	Villagers continue to be attracted to and participate in BRAC activities
1.2 Establish organisational discipline	Org. Dev	6	5	6	7	7	32	1%	
1.3 Raise awareness through I-B and HRLE	(Millions of Takas)								
1.4 Practice democratic values within VO									
1.5 Participate in critical issues (i.e. polygamy, child marriage, illegal divorce, gender equity etc.)									
1.6 Train participants in leadership and human development									
2.1 Develop organisational structure (at AO) for credit/savings operations	AO Cost	96	97	98	99	2000	Total	%	Favourable market environment
2.2 Establish a network of borrowers in the VO	RO Cost	136	165	123	69	39	533	11%	Raw materials (for IEG) available; price changes do not affect the establishment of enterprises
2.3 Mobilise revolving loan fund	Staff Trng	15	18	14	8	4	59	1%	
2.4 Mobilise savings (Deposit Tk 1.8 billion)	RLF Req	10	13	10	6	3	41	1%	
2.5 Evolve sound credit/savings management system	Capital Inv	504	515	355	221	141	1736	37%	
2.6 Establish credit discipline	(Millions of Takas)	76	79	84	20	14	272	6%	
2.7 Generate sufficient income through credit to cover costs after four years of operation									RDP services valued by community members
3.1 Select and train participants	Ptry/Livstk	96	97	98	99	2000	Total	%	Donors funds disbursed in a timely fashion
3.2 Supply inputs and provide credit	Fisheries	55	62	46	38	36	238	5%	
3.3 Provide technical support and follow-up	Soc Forest	84	36	38	32	31	171	4%	
3.4 Establish marketing links	Sericulture	18	18	18	18	18	89	2%	
3.5 Co-ordinate activities with GOB and others	REP	88	92	142	27	30	379	8%	
3.6 Collect service charges	Vegetable	18	22	30	32	33	134	3%	
3.7 Establish Programme Support Enterprises	Mkt Dev	18	24	32	32	27	132	3%	
3.8 Assist inter-enterprise linkages (prod/mkt)	Environment	14	16	15	6	0	50	1%	
3.9 Piloting of new enterprises	(Millions of Takas)	2	3	5	6	8	24	1%	
3.10 Define acceptable environmental parameters									
4.1 Develop training materials on HRLE	HRLE	96	97	98	99	2000	Total	%	BRAC initiatives beyond RDP do not place undue demands upon RDP managers
4.2 Train PO, PA and trainers	(Millions of Takas)	31	33	37	42	45	188	4%	
4.3 Train HRLE shobikas and VO members									
4.4 Organise workshops for community leaders									
4.5 Discuss problems in meetings									
4.6 Take action on issues such as registering of marriage, illegal divorce, child marriage, timely payment of land tax etc.									
5.1 Revise/develop training curriculum and IEC materials	EHC	96	97	98	99	2000	Total	%	Willingness of suitable NGOs to participate
5.2 Train SS and staff	(Millions of Takas)	49	49	56	54	56	264	6%	
5.3 Provide health education									
5.4 Create and support SS services at villages									
5.5 Improve family planning service delivery									
5.6 Increase access to safe water and sanitation									
5.7 Increase Vit A capsule utilisation and vegetable consumption									

5.8 Increase access to and increase of immunisation								
5.9 Supply materials								
6.1 Select and train VGD women		96	97	98	99	2000	Total	%
6.2 Provide credit, technical support and inputs	VGD	42	39	42	43	44	210	4%
6.3 Provide wheat	(Millions of Takas)							
6.4 Collect service charges and marketing support								
7.1 Revise and implement new operational guidelines								
7.2 Train staff in management skills								
7.3 Orient all staff on BRAC approach/goal								
7.4 Hold review re-planning workshops								
7.5 Promote women to more senior positions								
7.6 Improve MIS, make sustainable workplan								
7.7 Carry out research and monitoring activities for programme support	RED	96	97	98	99	2000	Total	%
	(Millions of Takas)	8	10	10	8	5	40	1%
8.1 Identify partners and their needs		96	97	98	99	2000	Total	%
8.2 Train staff of the partner organisations	NGO Support	3	8	10	10	10	40	1%
8.3 Organisation and monitor activities	(Millions of Takas)							
8.4 Undertake joint activities with partner organisations								
8.5 Help to develop MIS in other partner organisations								

ANNEX - C

updated LFA

Page 1 of 3

LOGICAL FRAMEWORK ANALYSIS

PROJECT TITLE: Non-Formal Primary Education Programme (NFPE) Phase II
 BRIEF DESCRIPTION: Non-formal basic education for poor children
 FILE REFERENCE: NFPELOG

April 1997

PERIOD OF FUNDING: April '96 - Mar. '99
 TOTAL PROJECT FUNDING: Tk.2,306m. / US\$66m.
 This Matrix dated:

Narrative Summary (NS)	Verifiable Indicators (OVI)	Means of Verification (MOV)	Assumptions																								
<p>Goal:</p> <p>Basic education skills retained and used by BRAC graduates</p>	<ol style="list-style-type: none"> >80% NFPE graduates (including >80% of female graduates) transfer to class 4 annually >60% of those (including >50% of the females) complete full primary phase >25 per cent of BEOC graduates not moving to formal school involved in RDP activities 	<p>NFPE and RDP records BRAC RED studies Donor Consortium Annual Monitoring Mission Impact Assessment System Mid-Term Review</p>	<p>(Goal to Supergoal)</p> <ol style="list-style-type: none"> Quality of formal education improves formal primary education becomes more equitable 																								
<p>Purpose:</p> <p>Cost effective basic education for poor children, especially girls, currently unserved by primary education system, provided</p>	<ol style="list-style-type: none"> Annual average of > 1,100,000 pupils 1996/7 through 1998/9 > 70% of pupils are female > 80% of pupils are from target groups New pupils are > 8 years old and not attending formal school > 90% completion rate {NOTE: unit cost indicator(s) to be added} 	<p>Initial Survey Team Officer reports School registers Project monitoring BRAC statistics (disaggreg. by gender)</p>	<p>(Purpose to Goal):</p> <ol style="list-style-type: none"> Parents able & willing to enrol and retain their children at formal primary schools Formal schools able to absorb BRAC graduates 																								
<p>Outputs:</p> <ol style="list-style-type: none"> NFPE schools opened and operated/supported by BRAC Revised/new learning materials developed Continuing Education Programme developed BRAC/NFPE institutional capacity strengthened 	<p>1.1* Operating schools as tabulated:</p> <table border="1"> <thead> <tr> <th>Year</th> <th>196/7</th> <th>197/8</th> <th>198/9</th> </tr> </thead> <tbody> <tr> <td>Grade I</td> <td>12803</td> <td>8184</td> <td>12013</td> </tr> <tr> <td>Grade II</td> <td>12513</td> <td>12803</td> <td>8184</td> </tr> <tr> <td>Grade III</td> <td>8684</td> <td>12513</td> <td>12803</td> </tr> <tr> <td>Grade IV</td> <td>0</td> <td>500</td> <td>1000</td> </tr> <tr> <td>Total</td> <td>34000</td> <td>34000</td> <td>34000</td> </tr> </tbody> </table> <p>1.2* Those 34,000 schools to comprise 25,799 NFPE schools for 8-10 year olds, including 1,000 NFPE schools completing primary level education in 4 years; 6,164 BEOC schools(11-14 yrs); and 2,037 ESP schools</p> <ol style="list-style-type: none"> 2.1 New materials in full use by July 1997 (ELT: IRI), July 1999 (Social Studies), and December 1997 (Mathematics) 2.2 Revised teacher training materials in full use by December 1998 2.3 These new/revised materials designed to promote active learning 3.1 >300 Union based libraries, > 4,000 (2,000 carried forward) school libraries and > 2,000 Reading Circles by March 1999 3.2 > 300,000 library members by March 1999; 3.3 On average, >40 books borrowed/read within Library by members annually 4.1 Job descriptions and performance of personnel reviewed at least once annually 4.2 NFPE structural/communication arrangements reviewed at least annually within NFPE 4.3 Effective Resource Teacher system operating by mid-1998 4.4 NFPE planning, implementation, monitoring and evaluation LFA-based 4.5 NFPE Resource Centre operational by end-1997 4.5 By 1998/9, all Team, Area and Regional personnel have successfully completed relevant training 4.6 By 1998/9, all Teachers have successfully completed relevant training 	Year	196/7	197/8	198/9	Grade I	12803	8184	12013	Grade II	12513	12803	8184	Grade III	8684	12513	12803	Grade IV	0	500	1000	Total	34000	34000	34000	<p>NFPE monthly MIS report NFPE quarterly monitoring report Reports to Donors Inspection of curricula materials by independent critics Sample surveys of libraries Job Descriptions/CVs</p>	<p>(Outputs to Purpose):</p> <ol style="list-style-type: none"> Good Government-NGO relations maintained Political stability maintained
Year	196/7	197/8	198/9																								
Grade I	12803	8184	12013																								
Grade II	12513	12803	8184																								
Grade III	8684	12513	12803																								
Grade IV	0	500	1000																								
Total	34000	34000	34000																								

Narrative Summary (NS)	Verifiable Indicators (OVI)	Means of Verification (MOV)	Important Assumptions
<p>Activities:</p> <p>1.1 Villages identified and surveyed</p> <p>1.2 Supervisors deployed</p> <p>1.3 Teachers selected</p> <p>1.4 Student selected</p> <p>1.5 School house rented</p> <p>1.6 Office building rented</p> <p>1.7 School attachment provided to teachers</p> <p>1.8 Teachers trained</p> <p>1.9 School management committees (SMC) formed</p> <p>1.10 Schools supplies provided</p> <p>1.11 Schools operational</p> <p>1.12 Monthly parents meeting organised</p> <p>1.13 Schools supervised by POs/PAs bi-weekly</p> <p>1.14 Resource teacher selected</p> <p>1.15 Good local contacts between BRAC and formal schools</p> <p>1.16 Effective linkage with RDP</p>	<p>1.1 School site selected based on Population; Literacy rate; numbers of GOB/NGO schools in the area</p> <p>1.2.1 Around 2,250 POs and PAs deployed as school supervisors at the field level</p> <p>1.2.1 At least 30% of POs/PAs are female by March 1999</p> <p>1.3 One teacher per school with 9 years of schooling, 20-35 years of age, married, >80% female, local resident</p> <p>1.4 33 students/school for NFPE & BEOC (age group 8-10 & 11-14), 30 pupils in ESP schools.</p> <p>1.5 Each school is 336 sq.ft; <1km. from child' homes, rented at Tk.200 p/m.</p> <p>1.6 425 Team Offices; 80 schools in radius of 10km; rented at Tk.2000 p/m.</p> <p>1.7 All trainee teachers attend 7-day pre-training visits to operating schools</p> <p>1.8 Teachers complete 15 day basic trg at TARC along with 3+11+12 days training in year I; 12 days in year II; 12 days in year III; 28 days training in Maths & English for only KK school (4th phase) teachers</p> <p>1.9 SMCs (one per school, comprising 2 parents, 1 community leader, 2 RDP beneficiaries, the school supervisor and the teacher) meeting at least nine times annually;</p> <p>1.10 School and learner supplies available in school;</p> <p>1.11 2295 school contact hours maintained over 270 days in 3 years</p> <p>1.12 >70% of pupils have a parent present at monthly PT meetings;</p> <p>1.13 PO/PA visit each school bi-weekly to monitor school progress</p> <p>1.14 Resource Teachers have successfully completed at least one school cycle</p> <p>1.15 Meetings with formal school heads during final year of BRAC schools</p> <p>1.16 NFPE staff to operate from every RDP office where there is space available; RDP managers present during recruitment of Programme Assistants, teachers for NFPE; NFPE staff conduct one issue-based meeting with RDP members prior to a school's opening; Meetings held once every month between RDP and NFPE staff at field level; RDP health workers speak to pupils at least twice annually</p>	<ul style="list-style-type: none"> - NFPE village survey sheets - Parents teacher meeting minutes - Assessment of Basic Competencies - MIS reports - Monitoring reports - TARC training records - School house deed between BRAC and house owner - Area office deed BRAC & house owner - POs Library report - RDP and NFPE bench mark survey - RDP/NFPE reports on monthly meetings - NFPE school reports - Curriculum Review reports - Use of new materials in the classroom 	<p>1 Opposition from religious fundamentalists does not disrupt programme</p> <p>2 Timely disbursement of donor funds</p> <p>3 Sufficient number of target group available for BRAC schooling</p> <p>4 GoB continues to permit local NGOs to provide basic education</p> <p>5 GoB continue to permit BRAC to use its own textbooks</p>

1:15 - PUE PAF 51249, 11/13/96 LHO

ANNEX - D

WHAT TO CHECK IN A LFA MATRIX:

Once the matrix has been completed, it is advisable to check the content and logic by using the 24-point checklist below:

1. The project (or a component) has only one Immediate Objective. (In case of more than one Immediate Objective the objectives should be prioritised or linked each to one Project Component).
2. The Immediate Objective is not a reformulation of the outputs.
3. The Immediate Objective is stated as a situation which will occur at the end of the project or shortly thereafter.
4. The Immediate Objective is defined in five dimensions ie. time, location, quantity, quality and target group.
5. The Development Objective is stated in minimum three dimensions ie. time, location, and quantity.
6. The If/Then relationship between Development Objective and Immediate Objective is logical and does not skip important steps.
7. The Outputs are necessary and sufficient to accomplish the Immediate Objective.
8. The Outputs are defined in five dimensions ie. time, location, quantity and quality and target group.
9. The Outputs are stated as end results (products).
10. The Outputs define the management responsibility of the project.
11. The Activities define the action strategy for accomplishing each Output.
12. The relationship between Activities and Outputs is realistic (sufficient and necessary).
13. The relationship between Inputs and Activities is realistic (sufficient and necessary).
14. The specified Inputs define the resources required for accomplishing the Activities and Outputs and are sufficient to achieve the Immediate Objective.
15. The vertical logic between Activities, Outputs, Immediate Objective and Development Objective is realistic as a whole.
16. The Assumptions between Inputs and Activities do not include Preconditions which are required before activities can begin (these should be specified separately, outside of the Matrix).
17. The Outputs and the Assumptions between Outputs and Immediate Objective produce the necessary and sufficient conditions for achieving the Immediate Objective.

18. The Immediate Objective and the Assumptions between Immediate Objective and Development Objective describe the critical conditions for achieving the Development Objective.
19. The Indicators at the Immediate Objective level are independent from the outputs but a measure of the Immediate Objective.
20. The Indicators of the Immediate Objective measures something relevant to the Objective.
21. The Immediate Objective indicators have quantity, quality and time measures.
22. The Output Indicators are objectively verifiable in terms of quantity, quality and time.
23. The Development Objective indicators are objectively verifiable in terms of quantity, quality and time.
24. The Means of Verification column specifies where the indicators will be found.

NGO COOPERATION UNIT(NCU)

1. INTRODUCTION

More than half the population of Bangladesh lives below the poverty line. NGOs have been working hand in hand with the Govt. as a cooperative force to eradicate mass poverty and to empower the poor. Up till now, BRAC has successfully covered some 17 lacs poor families under its different 'Poverty Alleviation Programs'. BRAC, PROSHIKA, other NGOs and GRAMEEN BANK together cover 50 lacs families. This still leaves 70 lacs disadvantaged families who are not covered by these programs. Understandably, BRAC appreciates the efforts of other NGOs who are active in poverty alleviation. BRAC considers all NGOs, irrespective of their coverage and strengths, as important cooperative forces in the service of the poor. BRAC never considers any of its working areas as exclusively its own. Rather it feels that if it coordinates its activities with that of other NGOs in an area, better services can be provided to the poor.

In 1995, BRAC set up an NGO Cooperation Unit in its Head Office for the purpose of improving coordination and understanding between BRAC and other NGOs. The main tasks of this unit is to build a better relationship between BRAC and other NGOs. Simultaneously this unit will explore ways to assist small NGOs in enhancing their efficiency and expertise.

2. OBJECTIVES OF NGO COOPERATION UNIT

The Objectives of the unit are to -

- a. Spread poverty alleviation activities
- b. Establish and develop relationships between BRAC and other small and medium NGOs
- c. Develop the expertise of small and medium NGOs
- d. Avoid any duplication of activities between BRAC and other NGOs
- e. Coordinate activities with other NGOs so as to optimize resource use and enhance the effectiveness of programs.
- f. Provide small and medium NGOs financial assistance in implementing credit & savings program
- g. Implement various development programs on partnership basis
- h. Establish links with other organizations.

3. AREAS OF COOPERATION

In achieving the above objectives, small and medium NGOs can expect cooperation from BRAC in the following areas :

- | |
|------------------------------------|
| A. TRAINING |
| B. TECHNICAL AND LOGISTICS SUPPORT |
| C. FINANCIAL SUPPORT |
| D. INFORMATION EXCHANGE |

A. Training

Training will cover the followings:

- Savings & Credit Programs
- Monitoring System
- Education Program
- Technical Training
- Management Training
- Book Keeping and Accounting

B. Technical Assistance

Under this head the following will be covered :

- MIS
- System and methodological development
- Various technical support for sector programs
- Marketing of products, input supply, logistics etc.

C. Financial Assistance

Since BRAC has no intention of playing the role of a Donor Agency but exceptions may be made in some program where it is deemed to be essential that BRAC provide financial support. For example BRAC may provide.

- a. Revolving loan fund
- b. Financial support in implementing certain programs i.e. poultry, fisheries, livestock etc.
- c. Relief fund etc.

4. CRITERION OF SELECTING NGOS

NGOs will be selected on the basis of the following criteria :

- ◆ Local level organization
- ◆ The Organization should be working in the same area as BRAC
- ◆ The Organization must be registered with the Govt.
- ◆ The Organization must be involved either education or credit activities
- ◆ The Organization is not associated with PKSF and has own capital of Tk. 1-2 lacks
- ◆ Other strategically important institutions.

5. PROCESS OF PROVIDING ASSISTANCE

➤ The following process will be followed for any assistance offered

- a. Regional Managers from BRAC will select the organization
- b. After getting the profile of the organization NGO Cooperation Unit members will visit the areas and assess the needs of the organization and submit their recommendations to the Head of the NCU.
- c. The NGOs that are finally selected, will then sign a memorandum as per requirements
- d. After signing of contract, the NGO Cooperation Unit will take all necessary steps in rendering assistance and will let the organization know their part of activities and responsibilities to be complied with.

6. FOLLOW UP AND REPORTING

After the assistance starts, a local BRAC representative and members of the NGO Cooperation Unit will keep regular contact with the organization and will monitor if there are any problems in implementing the program. Problems will be solved on a joint basis. The organization that is receiving assistance will keep the local BRAC Office and the NGO Cooperation Unit in Dhaka up to date with information and reports as required under the agreement reached between BRAC and the local NGO.

ANNEX - F

Draft

LOGICAL FRAMWORK ANALYSIS

PROJECT TITLE: ~~Partner Organisations~~ *NCU*

PERIOD OF FUNDING: 1996-2000
TOTAL PROJECT FUNDING: Tk. 40 million

BRIEF DESCRIPTION: Element of Rural Development Programme (RDP) Phase IV

date 11/3 March 1997
This Matrix dated ~~6th October 1997~~

FILE REFERENCE: RDPLOG10

Narrative Summary (NS)	Verifiable Indicators (OVI)	Means of Verification (MOV)	Assumptions
Goal: Socio-economic condition of participating households (HH) improved	See PURPOSE OVIs in main RDP matrix.		
Purpose: Efficiency of partner organisation improved	Each Partner NGO significant increases in Organisations. Credit activities, Employment generation, Health/consequent upon BRAC support	Report of the Partner organisation <i>RDP Report</i> <i>Scoping Survey</i>	

Draft

<p>Outputs:</p> <p>1. Partner NGOs working in association with BRAC.</p>	<p>Small NGOs: working with BRAC</p> <table border="1"> <thead> <tr> <th></th> <th>1997</th> <th>1998</th> <th>1999</th> <th>2000</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td></td> <td>15</td> <td>25</td> <td>30</td> <td>30</td> <td>100</td> </tr> </tbody> </table>		1997	1998	1999	2000	Total		15	25	30	30	100	<p>Office Records NGO Reports</p>	<p>NGOs are willing to participate</p>						
	1997	1998	1999	2000	Total																
	15	25	30	30	100																
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Draft

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ব্র্যাক



December 18, 1996

66, Mohakhali C.A. Dhaka-1212, Bangladesh.

To

Regional Manager
RDP.....

Subject : To select NGOs for BRAC Assistance

You are probably aware of BRAC's initiative in supporting local level NGOs. On behalf of the NGO Cooperation Unit (NCU), we are soliciting your support and assistance. We are requesting you to select NGOs for BRAC assistance from your area(s). NGOs may be selected on the basis of the following criteria.

- Local level organization
- The organization should be working in BRAC-RDP Areas.
- The organization must be registered with the government.
- The organization must be involved in Education or Credit activities.
- The organization is not associated with PKSF and has own capital of Tk. 1 lac.

Please bring the profile of the NGOs with your recommendation in next Regional Managers meeting. Organization Profile to be filled up by you in consultation with the concerned NGO. The Profile is enclosed herewith.

Thanks

Sincerely Yours

Shabbir Ahimed Chowdhury
Programme Coordinator
Training Division
BRACH.O.

CC to

Director Programs
Director, RDP
PM, RDP
ZM RDP

FAX 880-2-883-542, 883-514, 886448
TEL 880-2-884180-7 PABX
TELEX 632327 BRAC BJ

ORGANIZATION PROFILE

1. Name of organization :
2. Date of Establishment:
3. Legal status
a) Social welfare Act
b) Trustees Act
c) Company Act
d) Societies Act
e) Others
4. Address :
4. Telephone no.(if any) :
5. Head of the organization
(a) Name :
(b) Designation :
(c) Is he permanent resident of the Organisation's Project/
Program Area :
6. Name of the members of the executive committee/governing body and their profession :

Sl. No.	Name	Designation	Profession
1.			
2.			
3.			
4.			
5.			

7. Staff position :
- (a) No. of permanent staff :
- (b) No. of temporary/project staff :
- (c) Total Staff :
8. Ongoing programs/project (s). Please specify:
9. Is there any other assistance from BRAC?
10. Savings and credit programs
- i) Year of Starting Credit Program :
- ii) Total no. of loanee :
- iii) Total Savings :
- iv) Total Outstanding :
- v) Yearly disbursement :
- vi) Types of instalment collection :
- vii) Rate of interest :
- viii) Interest on savings :
- ix) No. of loan Officer :
11. No. of Villages, Households and Target Group members covered by the on going programs :
- a) No. of Villages :
- b) No. of Households :
- c) No. of Target Group members
- i) Male :
- ii) Female :
- iii) Total :

LOGICAL FRAMEWORK ANALYSIS

PROJECT TITLE: Village Organisation

PERIOD OF FUNDING: 1996
TOTAL PROJECT FUNDING: Tk.321

BRIEF DESCRIPTION: Element of Rural Development Programme (RDP) Phase IV

This Matrix dated 6th October

FILE REFERENCE: RDPLOGS

Narrative Summary (NS)	Verifiable Indicators (OVI)	Means of Verification (MOV)	Assumpti
Goal: Socio-economic condition of participating households (HH) improved	See PURPOSE OVIs in main RDP matrix	As for PURPOSE in main RDP matrix	

<p>Purpose: Appropriate and effective organisations of households functioning</p>	<p>≥16,760 new VOs (total of 50,000) functioning by end-2000 (see table in RDP matrix) ≥2 million members by end-2000 (see table in RDP matrix) ≥95% of members are female ≥25% of members are ≥2.5 years membership and loans of ≥Taka 7,500 On average, ≥75% of members attend issue-based meetings On average, ≥25% of members are accompanied (by husbands or other male relatives) at issue-based meetings</p>	<p>As for OUTPUT 1 of main RDP IV matrix</p>	<p>As for OUTPUT 1 of main RDP IV matrix</p>
<p>Outputs:</p> <ol style="list-style-type: none"> 1. Group members are organised 2. Good discipline among VO members 3. BRAC teachings applied by members in their lives 4. Level of members' assets increases 5. Members carry out collective action on their own accord 	<p>330 Area Organisations Average of ≥6000 members ≥75% of TG households in RDP villages are in the VO</p> <p>Weekly meetings: 4 meetings a month (per VO) One issue-based meeting each month (per VO) ≥95% attendance at meetings</p> <p>100% school-age children of VO members attend school 100% children and pregnant women within VOs immunized 95% of VO members have access to pure drinking water At least 50% of group members use slab latrines</p> <p>At least 50% of members will own at least 2 cows At least 80% of members will own at least 10 hens & chickens</p> <p>All marriages within VOs will be organised at the Registry office No divorces will take place within VOs without following legal procedure 50% of brides in VOs will be at least 18 years of age</p>	<p>BRAC Reports RDP Reports MIS Report</p> <p>Attendance register RED studies MIS report Monitoring report</p> <p>RDP Report RED Studies Monitoring report</p> <p>RDP Reports Monitoring Report</p> <p>RED Studies RDP Report Monitoring Report</p>	<p>Political, economic and cultural environment remain favourable</p> <p>Villagers continue to be attracted by and ready to participate in BRAC/RDP activities</p>

ANNEX H

Activities:	Input:	Financial Reports	Cooperation of selected villages
1.1 Apply selection criteria 1.2 Identify villages 1.3 Initiate meeting 1.4 Form VO 1.5 Information exchange with members	1996 1997 1998 1999 2000 Total VO 6 6 6 7 7 = 32 Millions of Taka	BRAC Reports	
2.1 Explain procedures 2.2 Understanding & support of members 2.3 Establish organizational discipline			
3.1 Raise awareness through I-B and HRLE 3.2 Recognition of good practices 3.3 Democratic value understood & supported 3.4 Focus at issue meetings on polygamy, child marriage, illegal divorce, gender inequity etc.			
4.1 Participation through VO in savings, credit, IEG. 5.1 Training of leadership and development 5.2 Plan for sustainable VO.			

Annex I Numbers of students by grades and years of respective schools

Year	First		Total	Second		Total	
Grade	1	2		1	2	3	
NFPE	9.041		9.041	2.609	4.635		7.244
BOEC	2.285	26	2.311		1.137	1.022	2.159
ESP	585		585		1.035		1.035
Total	11.911	26	11.937	2.609	6.807	1.022	10.438

Year	Third				Total	TOTAL				
Grade	2	3	4	5		1	2	3	4	5
NFPE	1.246	7.809			9.055	11.650	5.881	7.809	0	0
BOEC		206	1.159	228	1.653	2.285	1.163	1.286	1.159	228
ESP	3	914			917	585	1.038	917	0	0
Total	1.249	8.989	1.159	228	11.625	14.520	8.082	1.0014	1.159	228

Annex J Libraries Established Under Continuing Education Programme.

Two functioning union libraries were visited by the Mission. At the time of visit each was staffed by librarians and the assigned POs were present.

The first library has 902 members of whom 725 are High-School students. The library was established and had been open to the public for only eleven months prior to the visit. Over 2000 occasions were recorded of people visiting the library and making use of the books available. This represents an average of 192 visits per month.

During the visit six members entered the building to use the library services. They were all men and consisted of three students, one businessman, one peon and one retired person.

The retired person was interviewed about his use of the library. He reported visiting the library every day to read the newspaper, which he could not afford to buy himself. He had also made use of the books.

The second library visited has 840 members of whom 720 are students. Of these students 325 are women, for whom there is a special table. All High School teachers are library members.

The library had been established and books available for twenty months. Library records show that 1,824 visits have been made to the library during that time at an average of 91 per month. At the time of visit 72 books were being read by members.

During the visit to the second library six members attended the library. All were students, all were men.

When this somewhat low rate of library attendance was discussed with the library chairman he acknowledged that more should be done to advertise the service.

BRAC staff told the Mission that their strategy was first to get students to become join the libraries and to use the books and afterwards to encourage local people to become members. In one place the Mission found that the TIC was the secretary for Union Library and, as such, was responsible for keeping accounts. If such a job is undertaken by BRAC staff it should only be for a limited period of time. It is recommended that BRAC hand over all responsibilities to the Union Library Committee.

The room for the library was provided by the High School free of charge.

The average number of member for the 89 libraries is approximately 350 totalling about 31,500 members. There are five categories of members: 1: Local Donor members paying 1,000 taka and later, what they can afford. 2: Local Life Members paying 500 taka and later, what they can afford. 3: Distinguished members, paying an annual fee of 100 taka, 4: Ordinary members paying 40 taka per year (women 20 taka), and finally 5: Students paying 10 taka. The admission fee is 2 taka for all categories.

Annex K Classroom observations

Writing materials and active learning:

As a sample, exercise books of five children were checked in each of the schools visited by the Mission. In each of them the respective teacher had marked the students work and provided written comments. This was not, however, the case where free writing was allowed.

Many of the books looked new with only a few pages used. It was explained to the Mission that a new year was started with new books. Slates with chalk is commonly used. Children are regularly required to practise handwriting (and mathematics) at home.

NFPE explains that the children frequently use exercise books for handwriting.

The Mission acknowledges a trade off between the relatively high cost of exercise books and the many times a slate can be used.

The Mission met one exceptional case with regard to handwriting. In the ESP school (four month ahead of other Grade 3 BRAC schools) four out of five exercise books showed an internalisation of handwriting to such an degree that one can speak of development of a personalised handwriting style.

The Mission recommends that due attention be given to a significant difference in writing on a slate and the internalisation of writing fluently on paper. NFPE is recommended to check the reason for best performance in ESP school. If it is due to the influence of the teaching method, to make appropriate use of that.

Teachers follow-up on the children for the sake of active learning:

The follow-up on children's attainment is organised 10 times a year with 30 tests in each subject. The result is recorded in an attainment register with a result for each child. The score observed in all the classes were between 47 and 50 with 50 as a maximum in rural areas, whereas in Urban schools the range was 37 - 50. In ESP school the range was 6 - 10 out of 10.

There were no other means of systematically following up on individual children (except for the attendance to children during the class-work, which was observed frequently).

If children are capable of achieving near maximum scores in periodic tests yet only 60% in SAT tests at the end of a three year cycle, there is clearly a bad correlation between the periodic tests and the SAT test.

If the observed range of tests results between 47 and 50 is significant for the rest of the schools, then there is a need for revision of the periodical attainments tests.

The attainment tests should be a valuable tool for the teacher to cater for the needs of the individuals, but for the moment it seems not to be so.

The Mission recommends that on sample basis BRAC verify the observation of the Mission regarding the high results in the attainment tests, and in case of confirmation redesign the attainment test in order to create a more varied picture of individual children's ability.

If, on the other hand, the observation cannot be confirmed, then BRAC should develop some alternative means of training teachers in giving appropriate attention to the needs of individual children.

The Mission recommends further that the Regional Managers, Area Education Managers, and Team In Charge are trained to perform comparative statistical analyses enabling them to work for quality improvement in their area of responsibility. This will make it possible for them to compare the results of children in their catchment areas with those of children in the neighbour area and to provide either justification for feeling proud or reason to work harder.

Teachers organisation of the work for the sake of active learning:

During their school visits the Mission observed that for quite long periods of time children were not active. For example, they waited for the teacher to come and correct their work. Only in one place did the Mission see a teacher systematically arrange class work while she was correcting the work of an individual child. Pair-work was observed in only two schools. In all classes, the emphasis was on teaching with little learning.

The Mission recommends that BRAC addresses the issue of how to develop activities and strategies to turn the classroom from a TEACHING/learning situation into a more active teaching-LEARNING environment.

Special emphasis should be given to the non-cognitive processes.

Annex L Definitions for NFPE II

GOAL The expression is used to describe what is also known as the development objectives or overall objectives.

HIGH-SCHOOL The Bangladeshi term for Secondary School.

KHATA A book for writing exercises.

LOGICAL FRAMEWORK APPROACH (LFA) is used to refer to the whole method beginning with problem analysis and finishing with the completed project matrix or just the matrix.

LOGICAL FRAMEWORK refers to the description of the project prepared with the LFA.

PURPOSE The expression is used to describe what is also known as the Immediate objectives.

CYCLE A BRAC term for three years of schooling.

CYCLE A term also used to describe the Primary Schools five years of schooling.

MAINSTREAMING The act of transferring children to Primary School and High School from NFPE schools and BEOC schools respectively.

Annex M Structural levels in NFPE II

The structural levels in NFPE are:

- Teachers operate at the school level.
- Programme Officers (POs), Programme Assistants (PAs) and Team in Charge (TICs) operate at the Team Office level.
- Area Educational Managers (AEM) operate at Area Office level.
- Regional Managers operate from Regional Offices.
- Senior Regional Managers, Senior Officers and supporting staff operate from the BRACs Head Office in Dhaka.

The field-staff strength as of March 25 1997 is:

Regional and Area level: 89 = 3 SRMs (males), 4 RMs (males), 56 AEMs, 26 TICs acting as AEMs (2 AEM females = 1.8 %),

Team In Charge level: 274 = 274 TiCs (36 females = 13%),

Programme Officer level: 819 = 774 POs (370 females = 48%), 29 POs ESP, 16 POs Library (1 female = 6%),

Programme Assistant level: 1911 = 1,578 PAs (113 females = 7%), 141 PAs Library, 96 PAs Adult literacy (1 female = 1%),

Other staff: 603 = 155 RTs (140 females 90%), 77 accountants (2 females = 3%) and 83 Office Assistants cum store keepers: 288 Service Staff (0 females)

Total of field staff: 3,776 of which 665 are females = 18 %.

The Head Office staff strength as of March 25, 1997 is:

Material Development Unit : 27 = Material Developer 18, Education Programme Assistant 1, Programme Organiser 1, Trainer 4, Staff Artist 2, Computer Operator 1

Training Unit and MIS : Head Office 7 = Programme Co-ordinator 1, Programme Organiser 6,

Monitoring Unit : 17 = Monitor 17,

Continuing Education: 7 = Programme Co-ordinator (H.O) 1, Area Education Manager 3,

Programme Organiser (Library) 1, Programme Assistant (Library) 1, Member Resource Team 1

Logistics and Personnel : 2 = Programme Organiser 2.

Total Head Office staff: 590 including the Programme Director.

56 % of the staff are female.

Total staff involved is 3,835 of which 56% are female.

Annex N Planning Activities in NFPE II

Planning in NFPE involves staff at all levels. The process is partly bottom-up and partly top-down.

* On request from the Head Office, the field offices respond to the question of how many schools they can start in the coming year according to their assessment of the local conditions. These include the numbers of non-enrolled children, and capacity to open new schools related to the closure of schools.

* The estimates are compiled at the Head Office, where the target of new schools to be opened in the respective year is divided between the Team Offices, considering their previous estimates.

* Subsequently, a survey is carried out by the NFPE field staff. Based on their findings, the sites for the schools are selected.

The total number of schools operating throughout Phase II will remain at the present level of 34,000 as stated in the Programme Proposal. This means that schools opened under NFPE II will continue operating also after the end of the project.