Role of NGOs in Primary Education within the GO-NGO Collaboration Framework: The Case of BRAC in Madaripur

A Dissertation

By

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Roll: 14272016

MAGD Batch:6

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Contents

Introduction

1.1 Background

Education is said to be the backbone of a nation. There is no country in the world which becomes developed with a low level of education. Again, there is no nation in the world which is educated but poor. So, development of a nation is directly related with education. Access to education is a fundamental human right. Our Constitution has also given this right to the citizens.

Education is one of the key elements of human asset. It is also one of the principal sources of increased economic growth and it enhances the welfare of an individual and a family in the process of economic transformation. Education stands out as the best cost-effective means of increasing human capital and achieving sustainable economic growth and development. It is a key determinant for enhancing the productive capacities of individuals (Riddell, 2006) and aggregate level of economic growth (IIASA, 2008). Education can also lessen the burden of poverty, because it helps explore the human's aptitude. One of the major reasons for rapid economic growth of the East Asian countries (which are known as the 'East Asian Miracles') is that unlike other Asian or Latin American countries they gave greater priority to the primary and secondary education rather than highly subsidized higher education in the early stage of their development.

Among all the stages of education, primary education is undoubtedly the most important stage, because it is the initiation of process of making a person and a nation educated. It creates the literacy base of a nation. Childhood education is the sound intellectual, psychological, emotional, social and physical foundation for children to become more productive citizens in adulthood (Belfield, 2008; Samuelsson and Kaga, 2008).Therefore in most developed countries primary education is considered to be more important than higher education.

The Government of Bangladesh has been emphasizing duly on education particularly on primary education since the independence though the strategies and level of implementation of different programs and also the education policies formulated in different times are often being criticized. It was also recognized that primary education is the most important part of

total education system, because it builds the foundation. So, unless making this base well-built enough, achieving sustainable progress will not be possible. The Government is trying to promote primary education through all its effort. Primary education has been declared universal. It has also been made compulsory since 1994. The EFA (Education for All) program launched by the government is the sign of importance of primary education conferred by the government.

Primary education is also considered to be an important element of social progress. There is a large-scale national campaign for enrolling all school-aged children at primary educational institutions. Recently government has introduced pre-primary education in primary schools to make base for the children in starting their primary education. Besides the regular programs, government launched non-formal primary education, informal education for aged and different marginalized people. All these programs are contributing to augmenting literacy rate and promoting primary education. NGOs are playing a complimentary role in this area to a great deal. They have their own programs at the one hand, and are also furnishing activities in partnership with the government on the other. But, an effective collaboration between government and NGOs is needed in this vast program where there are some scopes and necessity to make improvements.

1.2 Problem statement

Since the independence our successive governments have been increasing their efforts and budget allocation in primary education. It is one of the priority sectors of the government. Over the decades we have got many successes in primary education. We have almost met the goal of MDGs in terms of enrolment of children in primary schools and ensured gender parity in enrolment. According to government statistics, the enrolment rate increased from 85% in 1990 to 94% in 2010 (Directorate of Primary Education and The Millennium Development Goals Bangladesh Progress Report 2011). But there are some challenges to make the achievement sustained and ensure a quality education. Drop out in rural and slum areas remains as a big threat. According to a study of UNICEF (2012), net enrolment ratio at primary education 94 per cent in 2010 implies that about 1.16 million children (6-10 years old) did not enroll in age specific appropriate grades. Among those enrolled, 32.8 per cent (5.97million) of school aged children do not complete the full primary schooling cycle. The same study demonstrates that the issues of quality of learning, attendance of children in primary schools including the pre-primary class; retention and performance of children in

primary schools all over the country; and disparities based on geographic locations are prevailing concerns to government, development partners and indeed all stakeholders.

Child population constitutes about 40 per cent of total population of Bangladesh. Therefore, the country has huge potential to gain increased level of economic growth by enhancing productive capacity through investing in quality education. Realizing this potential, policy makers are looking into the existing challenges of quality primary education and continue to exert efforts to address these challenges through policies, programs and budgetary allocations. Hence, all the means and efforts in primary education relate children's right to education and attainment of goals and targets in primary education; focusing on the key prevailing gaps and challenges towards attaining a sustainable quality primary education.

With a scarce resource it is difficult for the government to afford all the programs involving a huge budget. Some donors are providing aids in some projects. NGOs working side by side with government are contributing to our primary education, but much effort from both sides is needed to meet the gaps that address the existing challenges. BRAC is in the top position among the NGOs working in this sector. They are working in many remote places for marginalized and poor children. In some cases they support the disadvantaged group where government steps have not reached yet. But there should be enough coordination between government and the NGOs including BRAC to achieve a greater level of success. Without coordination there will be possibilities of overlapping in similar programs and in same area. This will hinder achieving the ultimate goal. So, a collaboration framework between GO-NGOs activities is very much important.

GO-NGO collaboration has brought in significant successes in some very important government programs. Health programs are such examples where immunization, reducing infant and mother mortality rate and elimination/reduction of certain broadly spread diseases have got remarkable attention around the global arena. In primary education also GO-NGO collaboration is working, but it needs to be strengthened. There are some areas which should be specially focused on as far as this collaboration is concerned. In most cases NGOs are reported to work independently without having necessary coordination between government and the NGOs. On the other hand NGOs are implementing some programs that are playing a contributing role in achieving certain targets of primary education. But these programs could be expanded for much better results and this is possible if the programs are implemented in a collaboration framework.

Two major fields of concern in primary education are enrolment and reducing the drop out to near zero. Over the last decade government has got significant success in enrolment, but reducing drop out has still remained a challenge for the government. This is where NGOs can play role to reduce drop out because they have the capability to reach the marginalized people and to the grass root level. BRAC is performing non-formal education targeting to enroll the students dropped- out from government and other primary schools and the unreached *out of school* children. In this context, it is important that enough coordination is needed in terms of maintaining and sharing records, setting up schools, achieving some specified targets and desired level of qualities. There are some other small NGOs which are working in primary education. But, lack of coordination has always been reported to be a problem. NGOs can fill up the areas where government is less successful or have lower degree of implementing arrangements. Besides, in reality it is very difficult for the government to perform a huge task of primary education alone. So, an effective GO-NGO collaboration is very much needed to achieve the targets of primary education within shortest possible of time.

Another very important challenge for the government is to attain the quality in primary education as the primary education has been put under a big question in terms of its quality. The quality in the rural areas is much poorer than the urban areas. Again the role of NGOs can be very crucial in this regard as they have the strong grass root network. They have also new ideas, systems and innovation which can be exchanged with the GOB. Sharing of policies, programs, innovations and experiences between the two counterparts may bring about significant outcome. In these contexts GO-NGO collaboration is considered to be so important.

1.3 Rationale of the study

There are many instances of achieving substantially satisfactory outcomes in the implementation of programs with GO-NGO collaboration. In the early 1990s when the primary education was declared compulsory and much emphasis was given on non-formal education by the government, the Primary and Mass education Department started to invite the non-governmental organization to work in partnership in this field. Though the Primary and Mass Education became an individual ministry, in 2010, yet in terms of budget allocation it is a sub sector of Education sector. So, it gets a portion from allocation for education sector. Primary education itself is a very big sector. It has millions of students, thousands of teachers and institutes. So, greater budget allocation and wider range of programs definitely will

produce better result in this sector. Hence, the contribution of non-government agencies is considered to be vital. NGOs are already playing a significant role. But there should be a strong coordination in all the programs of government and NGOs. That is why it is very important to perceive how the NGOs are playing role in primary education. At the same time, it is also important to find how their role can be directed towards a boulevard which will ensure further improvement in overall primary education. This research is intended to look into the role of NGOs in primary education within GO-NGO collaboration framework, particularly in the rural areas and to find out how this role can be capitalized for better achievement towards our vision.

In more than 40 years since BRAC was founded, the organization has extended its reach to 11 countries, serving 135 million people with a broad range of development programs and social enterprises. BRAC works to empower poor people to lift themselves out of poverty and to improve their lives through microfinance, health, education, agricultural extension and legal services, access to safe drinking water and sanitary latrines, livelihood training, support for safe migration and assistance during natural disasters (BRAC Annual Report, 2013).

With education programs in six countries and more than 900,000 students worldwide enrolled in its primary schools, BRAC has built the largest secular, private education system in the world. These schools are designed to give a second chance at learning to the disadvantaged students left out from the formal education systems. Complementing mainstream school systems with innovative teaching methods and materials, the education programs open primary schools in communities not reached by formal education systems, bringing learning to millions of children, particularly those affected by extreme poverty, violence, displacement or discrimination. At the pre-primary level, BRAC also targets underprivileged children to prepare them for mainstream primary school entry (BRAC Annual Report, 2014).

Thus, BRAC is the pioneer in launching primary education and has become the single largest NGO working in primary education all over the country and also in the abroad. BRAC provides primary education to over one million children in 34,000 education centers nationwide (Hossen, 2015). In the context of BRAC's role in and contribution to primary education, BRAC has been chosen for this study with a view to examining the collaboration between government and the organization and finding out the possible outcomes of collaboration.

1.4 Research Questions

➢ To what extent are the NGOs contributing to primary education with special reference to the case study institution (BRAC)?

➢ How GO-NGO collaboration can work for better progress in primary education and how this collaboration can be strengthened?

1.5 Research Objectives

The purpose of this study is to assess the contributions of NGOs in primary education and to find out how their role, particularly in a collaboration framework can help achieve the goal set by the government in this sector. The specific objectives of the study are:

1. To examine the existing role of the case study NGO (BRAC) in primary education within GO-NGO collaboration framework.
2. To identify the problems and challenges for effective collaboration between GO-NGOs in the study area.
3. To suggest recommendations for better contributions of NGOs in primary education and more effective collaboration between government and them.

1.6 Scope and Limitation of the Study

The study is intended to look into the performance of the NGOs working in the rural areas in promoting primary education contributing to the government's effort towards better achievement in the programs of primary education. Regarding the research work in the area of primary education, it is well realized that in our country there is an ample scope to research in the field of primary education particularly in areas where NGOs are making contributions to it. As GO-NGO collaboration is being felt to work effectively, finding the existence of GO-NGO collaboration and its effectiveness in primary education is very significant for the study. So, this study will examine the extent of GO-NGO collaboration in the study area and will find whether there is opportunity to improve better coordination and collaboration between the government and the NGOs for better achievement in primary education towards a realistic goal.

This study will not cover all the NGOs working in the field of primary education, rather this will analyze the contribution of a major organization, namely BRAC which has been working for many years in primary education covering almost all areas of the country. On the other

hand, the study will go for survey randomly in one district, namely Madaripur. Due to time constraint it would not be practical to cover wide range of areas undergoing the research.

1.7 Methodology

Choosing appropriate research methodology(s) and designing it in accordance with the research objective is very much crucial for a research. A research design describes a flexible set of guidelines that connects theoretical paradigms to strategies of inquiry and methods for gathering empirical objects. Thus the researchers are poised to the analytical framework connecting to specific sites, persons, institutions and bodies of relevant material, including documents and archives. The methodology in this study is designed in the manner considering suitability of the study area, importance of both primary and secondary data, comprehensiveness of data analysis etc. and also keeping in mind the time constraint in the research work.

1.7.1 The Study Area

In this study Madarupur district has been selected as the study area. Madaripur Sadar upazila were elected purposively to collect primary data from the beneficiaries (mainly guardians), but officers from both DPEO Office and BRAC of the district level were mainly included in the sample as the source of primary data. On the other hand, secondary data covers the whole district. Madaripur was selected because as many other districts of the country, there are much scopes of improvement in primary education in terms of reducing drop out and achieving qualities in the district. Besides, working in the district for one year and six months since July 2014, there was an advantage of carrying on the research work. So, collection of data, getting necessary cooperation from DPEO office and other government agencies, BRAC office and different stakeholders and administrative supports strappingly became easier.
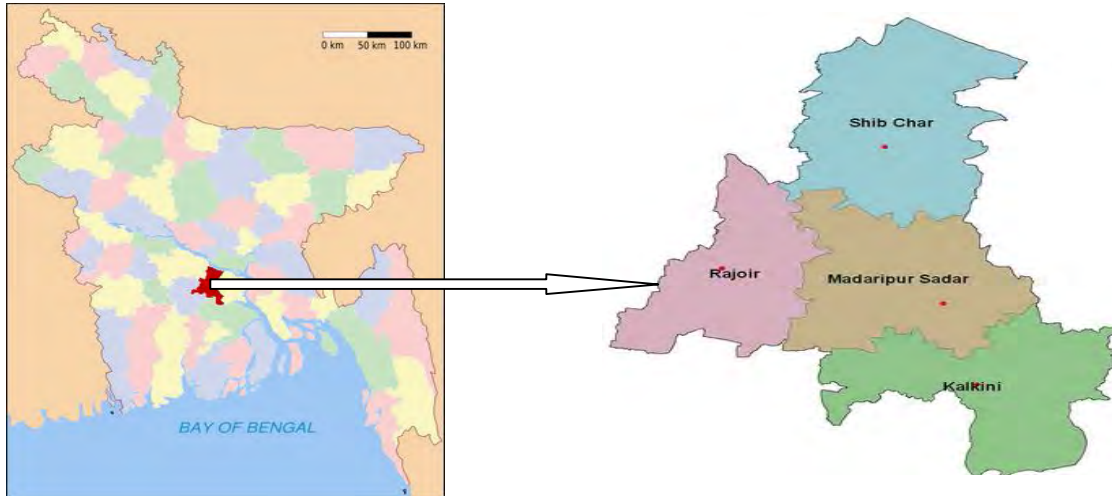
Figure 1.1: Geographic Map of the Study Area (Madaripur District)

Source: Google Map

(www.google.com.bd/search?q=map+of+madaripur+district+bangladesh&espv=2&biw=1517&bih=741&tbm=isch&t bo=u&source=univ&sa=X&ved=0ahUKEwiVrcO9h4DOAhUaS48KHVonAvEQsAQILw&dpr=0.9)

On the other hand, BRAC has been taken as the case study institution, because BRAC is the single largest NGO which has been working in the field of primary education since the early 1980s covering all over the country. In Madaripur it is also implementing its primary education programs in 3 upazilas (Madaripur Sadar, Kalkini and Rajoir) out of 4. In this district some other small NGOs are also working with the financial and other support from BRAC. So, this is a matter to see how these programs are promoting primary education in the study area and contributing to country's overall primary education goals; to what extent GO-NGO collaboration is working and whether there is any scope of improving this collaboration.

1.7.2 Research Tools and Techniques of Data Collection

1.7.2.1 Research Method

Research method is the functional action strategy to carry out the research in the light of the theoretical/analytical framework and guiding research questions and or the proposed hypothesis (Aminuzzaman, 1991). There are three broad types of methodology to carry out any research: quantitative method, qualitative method and mixed method. This study is of exploratory in nature and is based on both qualitative and quantitative data (mixed method). This is a common approach and helps to 'triangulate' i.e. to back up one set of findings from one method of data collection underpinned by one methodology, with another different

method underpinned by another methodology. The qualitative analysis predominates in this research.

1.7.2.2 Sources of Data

The study depends on both primary and secondary sources for necessary data and information.

a. Primary Data

The primary data were collected mainly from three groups of respondents: the BRAC staff, mainly engaged in education program; the officers of the primary education department of the district; and the targeted beneficiaries, the guardians of the students of BRAC primary school (two schools of Madaripur Sadar upazila). The key informants such as two UNOs, UP chairman and member, school teacher, local elite etc. were also the source of primary data. Data from these three groups provided data of three different aspects and also there was an opportunity of cross connecting the opinions and views of these three groups of people (respondents). Two case studies representing the impact of BRAC Education Program in the study area were conducted during the course of data collection.

b. Secondary Data

Secondary sources were mainly used to understand the concept of GO-NGO collaboration and its impact on primary education development by analyzing different research works done by the scholars. Moreover, the review of literature has been facilitated in drawing the theoretical framework for the study. It helps in validation of data.

The secondary sources of data in this study were the official record of DPEO office, Madaripur and regional office of BRAC, Madaripur and the BRAC Annual Reports. Besides, some other reports like World Bank Report, UNICEF Report, previous studies and different websites provided important information about GO-NGO collaboration and role of NGOs in primary education and also in other fields in Bangladesh and related concepts in this context. The secondary sources of data have been considered very important in this study.

1.7.2.3. Data Collection Tools

The tools used in this study are: *interview* (both closed and open ended), *KII* (Key Informant Interview) and *personal observation* etc. At the same time, secondary literature review has also been done. Both printed and unprinted documents were examined.

a) Interview: Interviews enable face to face discussion with particular subjects. To interview it needs to draw up an interview schedule of questions which can be a mixture of both closed and open questions. Closed questions tend to be used for asking for and receiving answers about fixed facts such as name, numbers, and so on. They do not require speculation and they tend to produce short answers. Likewise other survey method, a standardized questionnaire was developed in this research to collect data. With closed questions the interviewees were given a small selection of possible answers from which to choose. This enables the author to manage the data and quantify the responses quite easily. The problem with closed questions, however is that they limit the response the interviewee can give and do not enable them to think deeply or test their real feelings or values.

Three sets of questionnaire were developed in the study- one set for BRAC staffs, one for government officials i.e. officers of the primary education department of the district and the other for the beneficiaries, the guardians of the students of BRAC primary schools.

As the study depends largely on qualitative information, the open questions became very crucial here. This gave a very good idea of the variety of ideas and feelings of people have, it definitely enabled them to think and talk for longer and so show their feelings and views more ornately, though quantifying them might be a difficult task.

b) KII (Key Informant Interview): The use of key Informant Interviews helped in understanding of complex situations. KII is a method of collecting information (usually factual) about a community or group of people, by finding and interviewing key informants. These are people who are likely to be well informed about an issue, and willing to answer without bias. In this study KII was mainly used to know the views of the important stakeholders to know their views and opinion for better analyzing of information.

c) Secondary Literature Review: The study largely used secondary data and review of secondary literature which helped in the study to go in depth. The secondary data also helped

in conceptual-theoretical reasoning at the one hand; and facilitating conceptual- linkage and comparison between the study and similar studies in the same area on the other.

D) Personal Observation: This is a tool, in which no direct questions are asked, but people usually in public places are watched and their behaviors are recorded. It is claimed to be the "basic of all scientific enquiries". Personal observation was also used in the study to a limited extent.

The four tools mentioned above were applied in accordance with the research objectives as suited to the samples.

1.7.2.4 Sample Size

The principal considerations in the selection of respondents and determination of sample size include the following: a) Time and resource constraints for the study; b) Accessibility and ease of management; and c) Reaching to the targeted samples.

The sample sizes from three groups of respondents are as follows: 1) The BRAC staff- 25; 2) Officers and staff from Primary Education department of Madaripur district -24; and 3) Benficiaries, the guardians of students of two BRAC Primary Schools of Madaripur Sadar upazila- 30. So, a total number of 79 respondents were interviewed for this study. Seven key informants including two UNOs from Madaripur Sadar and Rajoir Upazila, UP Chairman and member, teachers, other NGO staff, social workers, and local elites from the study area were interviewed. For an individual researcher it was difficult to collect data from larger number of respondents due to time constraints. If more time were available, more variety of respondents could be included in the study. Therefore, a more detailed scenario of the field of study could not be incarcerated within the stipulated time.

1.7.2.5 Data Analysis
 Converting relatively large amount of data into a condensed form is the main intention in the study to make an easy interpretation of findings. As the qualitative data predominates in this research, interrelation between qualitative and quantitative aspects of the study is very crucial in this research. The collected data were enunciated in tabular form, analyzed through Microsoft Excel, presented by charts and transcribed into texts. The variables were measured as per questionnaire items, developed and supported by conceptual framework and literature.

A relationship between data and variables was established interpreting statements. Results are presented through narrative text, simple computation and logical reasoning.

1.8 Structure of the Report

The dissertation report comprises the following five chapters:

Chapter One- Introduction: It narrates the background of the study; states the research problem; scope and limitations of the study; research methodology and analytical framework. It specifies the research objectives and also focuses on the rationale of the study.

Chapter Two- Literature Review: Role of NGOs in Primary Education and GO-NGO Collaboration: A Selected Review of Literature: This chapter reviews different articles related to this study focusing on explaining the concept of collaboration and with special notice to GO-NGO collaboration, collaboration in different sectors in Bangladesh, role of NGOs in primary education, GO-NGO collaboration for primary education, and the impact of collaboration.

Chapter Three- An Overview of BRAC Education Program (BEP) with Special Focus on Primary Education: This chapter highlights the background of BRAC Education Program (BEP) and describes the components and features of BEP with special focus on Primary Education. The presentation of this chapter helps in articulating the research findings with the objectives and role of BRAC Primary Education Program.

Chapter Four- Empirical Observation: Role of NGOs in Primary Education and the GO-NGO Collaboration Dynamics with reference to BRAC: This chapter presents the survey data and analyses them in accordance with the research objectives. The discussions with reasoning and arguments and the findings are elaborated in the chapter.

Chapter Five- Conclusion and Recommendations: The report ends with this chapter which summarizes the overall findings of the research. At the end, this chapter gives some recommendation on the basis of research findings and field observations and finally draws attention to the scope of further research.

Literature Review: NGOs' Role in Primary Education and GO-NGO Collaboration: A Selected Review of Literature

2.1 Introduction

The attempt of this chapter is to review the key concept and issues of role of NGOs in primary education and GO-NGO collaboration in this field with a view to explore how the NGOs are playing role in primary education and the degree of existing collaboration and its upshot. The chapter starts with reviewing the role of NGOs in primary education in Bangladesh. The second section of the review starts with defining 'collaboration' and then elaborates the concept of collaboration. The third section describes the concept of GO-NGO collaboration focusing on the extent and magnitude of collaboration in different areas in our country. The next section highlights the collaboration in the field of primary education in Bangladesh. The last one draws on the impact of GO-NGO collaboration particularly on primary education in our country.

In this chapter the author also attempts to address the research questions based on secondary sources. The questions relate to NGO's overall role in primary education and the GO-NGO collaboration framework.

2.2 Role of NGOs in Primary Education

Bangladesh has made good progress in increasing equitable access to education, reducing dropouts, improving completion of the cycle, and implementing a number of quality enhancement measures in primary education. It has already achieved gender parity in primary and secondary school enrolment. The government is in the process of implementing a comprehensive National Education Policy, 2010 to achieve its comprehensive objectives. The present challenges under MDG include attaining the targets of primary education completion rate, increasing adult literacy rate and improving quality of education (The Millennium Development Goals: Bangladesh Progress Report 2011).

But, retaining the progress and attaining the target of national policy and MDG is a challenge for the government. To shoulder the whole responsibility alone would be a difficult task for the government (Begum, 2003). NGOs in Bangladesh are already playing an important role

in promoting basic formal and non-formal primary education in the country. The largest single non-government primary education program is the BRAC Non-formal Primary Education Program, which caters to older children who never attended school and takes them from grade 1 to 3. This program has more than 30,000 schools with about a million pupils (Bhuya, undated).

Bangladesh is one of the pioneering countries in primary education for the poor with the largest institutional network in this field. Besides the huge effort of public agencies, a large number of local private or voluntary agencies (largely known as Non-Governmental Organization, NGO) are also involved in this provision. Among these private agencies some are world famous organizations working with government in fulfilling the goals as committed partners. This is the GO-NGO collaboration approach through which a big task of education for all is aimed to be achieved (Haq, undated).

Haq pointed out that, one reason of such huge involvement of NGOs in no formal basic education is the magnitude of illiteracy and poverty that prevails in Bangladesh. Because of populous and a massive illiterate nation the Government of Bangladesh and the many non-governmental organizations have embarked on to a gigantic task of eradicating illiteracy. This has resulted, a significant institutional framework for non-formal education (NFE) in Bangladesh.

Haq argued that, in order to provide education to children government emphasized a lot on formal primary education but the effort has largely failed to reach the marginalized population. Special interventions are required to mobilize the marginal populations to send their children to schools as education do not have its value in them. Poor cannot afford the opportunity cost of sending their children to school. Unless additional benefits are attached to education, it is hard to keep them in school. Unlike the primary schools NGOs are the possible sources who can meet the demands of necessity by providing a comprehensive package of education. The integrated approach to development is an important strength of the NGOs, moreover, their non-formal education which has its own strength of flexibility to adjust to local conditions. NFE is more learner-friendly and pro-poor in its character (Sedere and Sabur, 1999).

The concept of basic education is distinctively viewed separated in public and private sectors like government of Bangladesh (GOB) and NGOs respectively. The term has a wide range of

meaning around the globe also depending upon the existing provision and policy of the government (Hawes, 1979).

Haq (undated) stated that there are many other NGOs not directly involved in running NFE programs but provide various types of social and financial support to schooling and literacy. The leader amongst the NGO run NFE programs in Bangladesh is BRAC (Bangladesh Rural Advancement Committee). BRAC introduced a Non-Formal Primary Education (NFPE) model that has been replicated by many other NGOs in Bangladesh.

In Bangladesh over 500 NGOs are actively involved in basic primary education, particularly NFE programs (Haq, undated). The number of NGO schools has increased four times since the early 1990s and now comprised 8.5% of the educational system in Bangladesh. Many of these NGO schools are widely considered to be more effective than government schools. BRAC schools make up 76% of all NGO primary schools (Kabeer et al 2003).

The larger national level NGOs in education, such as BRAC, PROSHIKA, Dhaka Ashania Mission, FIVDB, CMES, UCEP, and Nijarshikki have their own primary education programs. The larger and more established national NGOs support the smaller NGOs to run primary education programs. The larger national NGOs provide Educational Support Services (ESP), such as limited funds, learning material and training to the smaller NGOs to implement the model of the parent NGO. While this support helps build capacity of the smaller NGOs, it also builds the strength and prestige of the larger NGOs (Bangladesh Education Sector Review Report No. 3: NGOs as Deliverers of Basic Education, 2002 by USAID).

Though it is claimed that NGOs reach the unreached areas but, still in many remote places of the country are not covered by any NGO as noted by Sedere (1998) that most of the NGOs do not work in extremely difficult locations. For instance none of the national NGOs work in 45 Upazilas and most of those are the remote areas such as Bishvambapur, Dawara Bazar, Jamalpure,in Sunomgong district. There were 34 Upazilas classified as "very high in food insecurity" by the World Food Program, where no NGO had a NFE program (Sedere et al, 1998).

Given the experiences of the NGOs in Bangladesh, it is difficult to ignore the role of the NGOs in development management (Begum, 2003).

2.3 The Concept of Collaboration

Collaboration is an intricate concept with multiple attributes (Gardner, 2005). Collaboration is defined by Camarihna-Matos and Afsarmanesh, (2008) as, "Collaboration is a process in which entities share information, resources, and responsibilities to jointly plan, implement, and evaluate a program of activities to achieve a common goal."

The concept of 'collaboration' is derived from the Latin *collaborare* meaning "to work together" and can be seen as a process of shared creation, thus a process through which a group of entities enhance the capabilities of each other. It implies sharing risks, resources, responsibilities, and rewards, which if desired by the group can also give to an outside observer the image of a *joint* identity. Collaboration involves mutual engagement of participants to solve a problem together, which implies mutual trust and thus takes time, effort, and dedication (Camarihna-Matos and Afsarmanesh,, 2008).

Putnik stated that, as we move along the continuum from networking to collaboration, we increase the amounts of common goal-oriented risk taking, commitment, and resources that participants must invest into the joint endeavor. In the rest of this article, we focus on collaborative networks which subsume all other forms.

In explanation, Camarihna-Matos and Afsarmanesh, (2008) said that even with these definitions, the distinction between collaboration and cooperation is not always very clear. In fact, in a collaborative network, collaboration in its strict sense does not happen all the time. For example, in the manufacturing alliances, very often there are phases of intense collaboration, for example, design and planning phases of a project, intermixed with periods when the participants work individually and independently on their assigned tasks. Then, from time to time, they "come together" (physically or virtually) to integrate their results and continue the joint problem solving. Therefore, a collaboration process clearly involves periods of only cooperation.

Figure 2.1: Example of joint endeavor: Collaboration
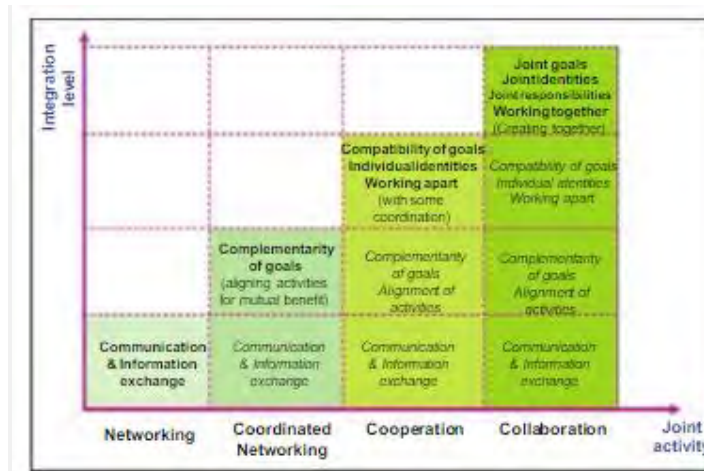
Source: Camarihna-Matos and Afsarmanesh, 2008

2.3.1 Requirements for Collaboration:

Collaboration is a difficult process and thus the chances for its success depend on a number of requirements (Camarihna-Matos and Afsarmanesh, 2008):

- Collaboration must have a *purpose*, usually translated to a joint goal or problem to be solved. It is not enough that parties have their own individual goals.
- *Basic requirements* or preconditions for collaboration include:
- Parties mutually agree to collaborate, which implies accepting to share.
- Parties keep a model of each other's capabilities.
- Parties share a goal and keep some common vision during the collaboration process towards the achievement of the common goal.
- Parties maintain a shared understanding of the problem at hand, which implies discussing the state of their progress (state awareness of each other).

Sharing involves shared responsibility for both the participation and decision making, shared resources, and shared accountability for the outcomes, both in terms of rewards and liabilities, as well as mutual trust. However, we shall notice that sharing does not imply equality. Different parties might have different "amounts" of involvement according to their roles (Camarihna-Matos and Afsarmanesh, 2008).

As a *process*, collaboration requires setting a number of generic steps (Giesen, 2002):

- Identify parties and bring them together.
- Define the scope of collaboration and define desired outcomes.

- Define the structure of collaboration in terms of leadership, roles, responsibilities, ownership, communication means and process, decision making, access to resources, scheduling, and milestones.
- Define the policies, for example handling the disagreements/conflicts, accountability, rewards and recognition, and ownership of generated assets.
- Define the evaluation/assessment measures, mechanisms, and process.
- Identify risks and plan contingency measures.
- Establish commitment to collaborate.

Collaboration requires a "*collaboration space*," that is, an environment to enable and facilitate the collaboration process. The characteristics and nature of this "space" depend on the form of collaboration. Collaboration can take place at the same time (*synchronous collaboration*) or at different times (*asynchronous collaboration*).It may also occur in the same place (*collocated collaboration*) or in different places (*remote* or *virtual collaboration*) (Winkler, 2002).

2.3.2 Difficulties in collaboration

Some major points of difficulty in collaboration include (Wolf, 2005) resources, rewards, commitments and responsibilities:

Resources: Ownership and sharing of resources is a typical difficulty, whether it relates to resources brought in by members of resources acquired by the coalition for the purpose of performing the task.

Rewards: Finding a fair way of determining the individual contribution to a joint intellectual property creation is a rather challenging issue. Intellectual property creation is not linearly related to the proportion of resources invested by each party. At the very base of this issue is the need to reach a common perception of the exchanged values which requires the definition of a benefits model and a system of incentives, based on common value system.

Commitments: whenever there is an attack or any other obstacle to the collaboration, do parties respond as a whole, facing the consequences together, or does each one try to "save its neck?"

Responsibilities: A typical phenomenon in collaboration endeavor is the dilution of responsibility. A successful collaboration depends on sharing the responsibilities, both during the process of achieving the goal and also the liabilities after the end of the collaboration.

Therefore, all these issues must be settled by a set of common working and sharing principles. In spite of all the difficulties of this process, the motivating factor is the expectation of being able to reach the results that could not be reached by each parties working alone (Camarihna-Matos and Afsarmanesh, 2008).

2.4 GO-NGO Collaboration

NGOs are considered as the development thinkers, researchers and practitioners as well as efficient actors to achieve the goals of development (Korten, 1988, 1991; Paul, 1991). NGOS in the third world countries like Bangladesh are identified as the alternative development agent. In the third world NGO sector is called the "growth sector" (Brodhead, 1987). As external agents of change, NGOs are able to communicate the needs and aspirations of the local communities to government agencies (Sultan, 1991). Gradually the NGOs have been achieving the worldwide recognition of their contribution towards development (Begum, 2003).

Governments of developing countries are also aware of what the NGOs can contribute to national development. At the same time, the NGOs are also realizing the fact that in order to scale up their activities at the national level, there is no alternative but to involve the government. The limitations of the public sector as well as the recognized contribution of the NGOs bring an opportunity for GO-NGO collaboration, because balanced development is a complex undertaking that cannot be achieved by a single sector Begum (2003). Collaboration across the sectors is an alternative means of using the special capacities of different sectors in development (Brown and Korten, 1991).

GO-NGO collaboration has become a powerful strategy in reaching out to the poor and thus become able to have multiplied impact on the recent development scenario. The governments are reckoning with the fact that they have to incorporate in their operational modalities the features which account largely for NGO success (Begum, 2003). Governments can often get the benefits of scaling up the programs of NGOs through creating linkages and collaborative arrangements (Paul, 1991). On the other hand, the NGOs are increasingly recognized that they cannot operate their programs in isolation from the extensive government delivery mechanism (Bhattacharia and Ahmed, 1995).

Defining GO-NGO collaboration Begum (2003) said that, collaboration does not mean a subcontracting of placid NGOs, but a genuine partnership between NGOs and the GO to work on a problem facing the country or a region based on mutual respect, acceptance of

autonomy independence and pluralism of NGO opinions and positions. She pointed out that, a strong collaborative relationship is conceived only where both parties share common goals; where the government has a positive social agenda and NGOs are effective in their activities. NGOs are identified as partners because of their local base, experience, institutional capacity and effectiveness. Through collaboration, the government can benefit from the effectiveness of the NGO approach in reaching the target groups, while the NGOs can benefit by scaling up their programs as well as impacts. One of the reasons for involving NGOs in large-scale programs is to utilize the inter-institutional linkages with the existing strengths and expanding the scope of the NGO activities (Salmen, 1992). Begum (2003) concluded that the rational for GO-NGO collaboration lies on the following grounds:

Collaboration ensures poor's participation: Participation of the poor in the development process requires sensitization of the poor through consciousness raising and functional education resulting in their capacity building. Only then they become a strong pressure group and become able to exert their rights and gain access to resources and different services. NGOs have proven their ability to demonstrate how the capacity of the poor can be developed. GO-NGO collaboration ensures the accessibility of the poor to the public services.

Collaboration creates demand among the poor for public services: NGOs can help the poor by organizing them, by developing their awareness and by creating their income opportunities through various income employment generation programs. NGOs can help the poor to make effective demand for public services. On the other hand, NGOs can help the government organization by sharing their experience and local knowledge at the grass-root level. Thus, GO-NGO collaboration ensures public services to the poor.

Collaboration ensures utilization of knowledge and ability of both the counterparts: GO-NGO collaboration creates an opportunity for government institutions to utilize the experience of the NGOs and at the same time, it creates the opportunity for the NGOs to expand their programs on large scale.

Collaboration ensures the expansion and replication of successful programs: GO-NGO collaboration ensures the government support towards the successful programs of the NGOs, which help and speed up replication and expansion of the successful programs at the national level.

Collaboration ensures optimum utilization of scarce resources: Given the absolute resource constraints of the country, it is very much essential to avoid duplication of development efforts in order to ensure wider coverage and extended impact. Collaboration may help to maximize the use of scarce resources.

Collaboration creates a new working system in the development scenario: GO-NGO collaboration may contribute towards the emergence of a system of organizations having functional specialization which will ensure removal of overlap, foster mutual help and assistance, supplement each-other's work and facilitate resolution of conflicts.

Collaboration ensures pluralism: Along with the government, the NGO sector is considered as an important part of a pluralistic society. GO-NGO collaboration promotes pluralism which helps expand the growth of NGO sector to share important common goals with the government.

Collaboration ensures the utilization of the potentials of all sectors: The government has the responsibility for determining the general policy directions for the national development, but it is not possible for the government alone to bring about the sustainable improvements in the lives of the poor. The extensive network of the NGOs, especially at the grass root level, can help the government tackle the nation's vast development needs.

Collaboration ensures cost effectiveness: the high cost effectiveness of NGOs projects is often quoted as another reason for GO-NGO collaboration. This is primarily true in cases where NGOs have built up local infrastructures. And this can be an advantage for the government agencies in minimizing their cost through collaborative works with those NGOs.

Begum (2003) identified the following preconditions for successful GO-NGO collaboration:

- Openness and willingness for collaboration from both sides
- Mutual trusts and respect
- Favorable government policy
- Favorable socio-economic and political environment
- Acceptance of autonomy and independence
- Pluralism of NGO opinions and positions
- Adequate channels of institutional communication
- Mutual learning process, training and support

- Transparency of activities, and
- Accountability of concerned government and NGO staff.

Begum (2003) argued that both government and NGOs can have various advantages from their mutual collaboration. Through collaboration the government benefit from the effectiveness of the NGO approach in reaching the target group, while the NGOs can benefit by scaling up their programs as well as impacts. The following table presents the mutual benefit from GO-NGO collaboration:

Table 2.1: Mutual benefits of GO-NGO collaboration

Benefits enjoyed by the NGOs	Benefits enjoyed by the GO
1. Collaboration gives access to reach expertise and technological resources in the GO.	1. Collaboration gives access to the technical innovations and effective strategies of NGOs that have made NGO programs successful.
2. Collaboration paves the way for scaling up NGO-generated innovative programs and strategies through the GO machinery.	2. Collaboration enables the government institutions to use the NGOs for the implementation of public policy.
3. Collaboration smoothens and increases NGOs' access to government agencies.	3. Through collaboration the government can train its field level staff by the NGOs to motivate and innovate participatory people-oriented approach.
4. NGOs can advocate and motivate government staff to be more people oriented.	4. Government can make the NGOs increasingly oriented to state's demand as contractor.
5. NGOs can use the collaboration process as a mean to exert pressure over government agencies and/or to urge them to re-orient their policies.	5. Through collaboration government can create a platform of GO-organized NGOs (GONGOs) and then award them sub-contracts.

Source: Begum (2003)

2.5 GO-NGO Collaboration in Bangladesh

In line with the current global trend of streamlining the role of the state, the governments in most countries have transferred some of their economic activities and basic services to non-governmental organizations (NGOs), which are now considered partners in governance. In

the developing world, some of the largest and most well-known NGOs are in Bangladesh where the government has formed partnership with these NGOs in various sectors with a view to enhance human development and social empowerment in rural areas. But in reality, such partnership has been quite ineffective (and even unfavorable) to achieve this goal (Haque, 2004).

Bangladeshi NGOs are well known for their innovative approaches in combating poverty. They have demonstrated significant level of success in the field of micro-credit, non-formal education, health and family planning, women development, income generating activities, social forestation etc. Government of Bangladesh (GOB) is responsible for determining the general policy directions for national development. But, it is simply impossible for the government to shoulder the national development responsibility alone and to bring about sustainable improvements in the lives of the poor. Bangladesh has a distinct advantage of having a set of experienced NGOs working towards social development. The extensive network of NGOs that exists in Bangladesh offers tremendous resource potential, which can be drawn upon to tackle nation's vast development needs (Begum, 2003).

The NGOs are universally recognized for their exceptional ability to reach the grass roots. In less than two decades, Bangladesh has become the land of some of the largest and most effective NGOs in the world (Brown and Korten, 1991). But, in spite of some tremendous achievements of the NGOs within their own coverage, the NGOs are not optimally competent to contribute positive and sustainable impact on a wider scale. And to make the NGOs able to contribute more towards the national development of Bangladesh, the NGOs need active support, encouragement and collaboration from the government (Begum, 2003). The obstacles to development can only be overcome through such collaboration (World Bank, 1996).

The relationship between the state and the NGOs in Bangladesh is contradictory and difficult (White, 1991). The formal relation links between the government and the NGOs cannot be claimed to be integrated (Aminuzzaman, 1993). But, the relations between the GOB and the NGOs have matured over the years and GOB realize the need for closer cooperation between GO and NGOs (Begum, 2003).

Partnership between the government and the NGOs draws on the comparative advantages of both sides. Most NGOs in Bangladesh work at grass root level, using innovative and

participatory approaches. This allows them to gain the trust of local communities and to make themselves more sensitive to local needs (Pose and Samuels, 2010).

The GOB recognizes the NGOs' contribution towards national development as well as expresses the eagerness to utilize the capabilities of the NGOs through various collaborative programs (Task Force Report, 1992; Fifth Five Year plan, 1998). Besides, the leading donor countries and the multilateral agencies like the World Bank, Asian Development Bank etc. not only considered the NGO-experiments in Bangladesh as successful, but also emphasized to the government of Bangladesh the need to utilize the NGO-experiments at the national level (Aminuzzaman, 1993).

The World Bank, the largest multilateral donor agency for Bangladesh as early as in 1983 advocated in favor of NGOs as an alternative institutional framework to address the problem of poverty. A World Bank policy paper stressed the need to explore how the capacity of some of the selected successful NGOs can be expanded in order to supplement government efforts in accelerating the pace of rural development in Bangladesh (Begum, 2003). It further noted that the NGOs have developed a unique understanding of local institutions and of socio-cultural environment and have been able to make valuable contribution to the socio-economic development of Bangladesh (World Bank, 1990).

In the light of the final analysis of the World Bank studies of 1990 and 1996, it strongly advocated for the development of an effective collaboration between the government and a selected number of NGOs which could be attained by the former making available to the later the facilities necessary to enable the NGOs to expand their programs. The World Bank's interest in NGOs has made the government more aware of the NGOs and their contributions. The World Bank assists the government authorities to learn about NGOs and to consider policies that will foster effective collaboration between them (Begum, 2003).

2.5.1 GO-NGO Collaboration in Different Sectors in Bangladesh

NGOs play a significant role in health and family planning sector all over the world. Bangladesh is also a good example of this where through GO-NGO collaboration goals in this sector is being achieved remarkably. BRAC, the biggest NGO in Bangladesh has shown tremendous success in health related projects in the peripheral Bangladesh. One such example is BRAC assistance in GOB's Expanded Program in Immunization (EPI). Data reveal significantly high rate of immunization where BRAC was involved in facilitation of

the government program. Success of collaboration with BRAC further encouraged the government to develop new areas of collaboration in health sector (Begum, 2003).

The most important programs of BRAC through which the organization is contributing to health sector and related aspects and making collaboration with the government are: Health, Nutrition and Population Program (HNPP), Tuberculosis Control Program, Malaria Control Program, and Water Sanitation and Hygiene (WASH) program. Examples can be sited as, since 1984, BRAC has been working closely with the Government as part of National Tuberculosis Program (NTP) to combat tuberculosis. It has reached 93 million people in 42 districts, including urban areas. BRAC provides financial and technical support to 43 NGOs for the implementation of NTP in 22 districts and city corporations. The country is on track to reach the MDG 6 target in TB case notification and treatment success (BRAC Annual Report, 2014). Similarly, since 2007, BRAC has been working on the National Malaria Control Program (NMCP) in partnership with the Government and 20 other NGOs in 13 endemic districts of Bangladesh. Despite an unexpected upsurge in malaria cases in 2014, the program is on track to achieve the MDG 6 targets (BRAC Annual Report, 2014).

Access to health services has increased through government-NGO collaboration by ensuring people's participation in the health and development programs. NGOs have proven ability to improve people's capacity to seek and utilize health care. Collaborative activities ensure people's participation, mobilization of resources and increased coverage of health services. Concerted and collaborative efforts are needed to address public health problems (Maruf, 2013).

The government has done an efficient system for allocating services to NGOs and for maintaining overall regulation and coordination of different actors. In this way, it has ensured a continued focus on priority areas and themes and also synchronization of services with the public health system (Pose and Samuels, 2010). The commitment towards the health and family planning services has brought about significant achievements, particularly attaining the MDG goal. According to SVRS Report of 2010 child mortality (under 5) rate between the year of 1991 and 2010 has reduced from 146 to 44 per thousand births. On the other hand according to the BBMS Report, 2010 and NIPORT Report, 2011, the maternal mortality rate which was 574 in 1990 reduced to 322 in 2001 and subsequently to 194 per 100000 in 2010. This indicates that Bangladesh will attain the MDG target of reducing child and mother

mortality by two third and three fourth respectively by 2015(The Millennium Development Goals: Bangladesh Country Report 2013).

GO-NGO collaboration also plays role, though not at wide range in agriculture sector and food security as reported by Alam (2012) - some NGOs as part of different project activities participate in dissemination of agricultural technologies. BRAC, being the largest NGO in the world, participates in dissemination of agricultural technologies through its Agriculture and Food Security Program in complementing the efforts of the government's food security campaign. However, the dissemination mechanism is very simple and straightforward. The research agencies provide training to the extension personnel on the newly developed technologies. Extension personnel also participate in adaptive research in the final stage of technology validation and thus they learn about the new technologies. The extension providers also organize training for the farmers on the production packages of the improved technologies. That is how agricultural technologies spread out. Conventionally, the research agencies sometimes provide training to the NGO extension providers on a limited scale as part of GO-NGO collaboration.

Alam added in his report that, BRAC has been working in livelihoods restoration and improvement of the victims of natural disaster e.g. cyclone SIDR and Aila along with eradicating the adverse effects of monga in the northern belt of the country. In example, he mentioned that, in 2007, the cyclone SIDR hit Bangladesh and caused extensive damage of properties including standing crops. There was catastrophic damage of assets and crop seeds. In this situation, NGOs came forward with packages of financial and technological interventions to restore the livelihoods of the SIDR victims of southern Bangladesh. They introduced for the first time hybrid rice in both boro and aus seasons; hybrid maize and sunflower in rabi season, and different types of hybrid and open pollinated vegetables those were grown by the farmers throughout the year.

Farmers lost their livestock during cyclone SIDR, resulting in shortage of draft power, and this emerged as one of the main constraints to crop production. NGOs developed local entrepreneurs for providing land preparation and irrigation services to the farmers through their micro-credit programs. As a result of the interventions large areas came under both hybrid and high yielding varieties (HYV) of rice production. The hybrid rice introduced in aus season for the first time performed well in the coastal region and had enormous impact on the farming communities and among the extension providers as well (Alam, 2012) .

Another important field in GO-NGO collaboration in Bangladesh is social forestry. Several NGOs are involved in forestry activities which include planting trees along the marginal land, private land and even in the forest department lands. Notable NGOs are Proshika Manobik Unnayan Kendra, Bangladesh Rural Advancement Committee (BRAC), CARITAS, CARE, POUSH, RDRS, VFFP, TMSS etc. (Ahmed, 2001; Khan *et al*., 2004). At present, more than 100 NGOs both local and national are implementing social forestry programs in Bangladesh. It is not possible to enlist activities of all the NGOs involved in the Social Forestry Program (Rahaman, 2013).

The most potential sectors/areas for GO-NGO collaboration as identified by Begum (2003) are shown below:

Table 2.2: Potential Sectors/Areas of Collaboration

Sectors/Areas	Ranking
Poverty Alleviation	1
Income Generating Activities	1
Mass Education	2
Health and Family Planning	3
Social Forestry	4
Agricultural development	5
environment	6
Human Resource Development	7
Infrastructure Development	8

Source: (Begum, 2003)

Begum (2003) proposed the following work flow for GO-NGO collaboration in Bangladesh:
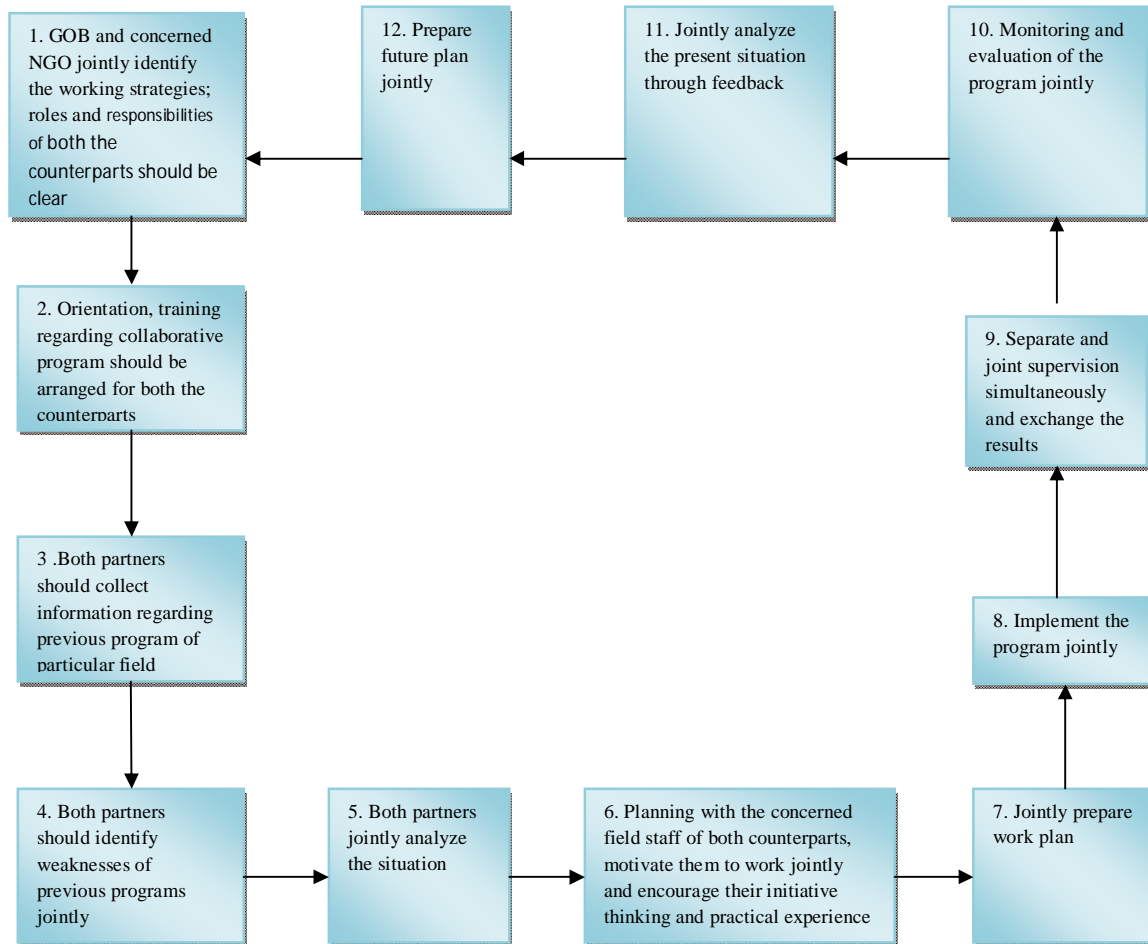
Figure 2.2: Example of Working Flow of GO-NGO Collaboration *(Source: Begum, 2003)*

2.6 GO-NGO Collaboration in Primary Education in Bangladesh

A spectrum of GO-NGO collaboration has been identified ranging from no relationship to a close relationship of collaboration (Haq, undated). Such collaboration may include elements of contractual, complementary or even parallel arrangements when such a combination is mutually agreed for advancing the shared objectives (Ahmed, 1999). Most of the bigger and medium size NGOs sometime starts basic education program with their own resources but afterwards they lean on government or nongovernment supports. Largely, the national government or its associate agencies (district administration, municipal authority, local government, state university etc.) represent the public sector. While the private sector includes the NGO, cooperative society, community based organization, research and

professional organization. Components like, universality, equity, efficiency and accountability are the basic elements of partnership.

In Bangladesh, there is a growing trend of partnerships between the public and private or non-governmental organizations. The Department of Non-Formal Education (DNFE) has established a large network with the NGOs to implement the non-formal education (NFE) program for children and adults. Similarly, some national level and larger NGOs also have extended their support to other local and smaller NGOs for providing basic education to children and adults (Haq, undated).

In order to make the primary education universal government now realizes that involving NGOs in a wider way will be a complement to the government efforts (Haq, undated). Moreover, the international development partners, considering the institutional, managerial, and financial limitations of the government, are strongly advocating for increasing involvement of NGOs in development activities. As a result broad policy of the government recognizes the importance of the involvement of the NGOs in the development process (Jabbar, 1995).

To make the NGOs able to contribute more towards the national development of Bangladesh, the NGOs need active support, encouragement and collaboration from the government (Begum, 2003). The obstacles to development can only be overcome through such collaboration (World Bank. 1996).

Khan (2014) hoisted a very crucial point that, despite huge achievement in primary education sector, the government is still seriously concerned about providing quality primary education to each and every child. Most of the government owned primary school children are from poor and vulnerable group of families. A huge number of primary children are first generation learners. They do not have congenial and comfortable learning environments in their houses. A student must have regular learning habits at home to consolidate his/her learning basis. So, this is a big challenge for the government to provide quality primary education to these significant numbers of underprivileged children through strengthening learning abilities.

In the above context Khan (2014) pointed out that since government has taken initiatives of mainstreaming inclusive primary education, therefore NGOs might be given the responsibility of working with government in the field of ensuring quality of primary

education. So, collaboration efforts of GO-NGO are inevitably required for ensuring quality primary education to all children of primary schools.

Khan added that collaboration may contribute to provide support to the underprivileged and vulnerable children outside schools so that they can develop learning abilities in preparing daily class room lessons by removing subject wise learning difficulties. Government may entrust the renowned big NGOs (e.g. BRAC, Save the Children, Ahsania Mission etc.) with the responsibility of implementing programs in selected districts by local experienced partner NGOs so that all underprivileged children all over the country can be included as beneficiaries.

2.7 The Impact of collaboration and NGO Activities

Begum (2003) in a research found strong realization of need for GO-NGO collaboration in development among both the GOB staffs and NGO workers. In her study, she showed that most of the government functionaries (92%) made an assessment that GO-NGO collaboration ensures exchange of ideas between the two sectors. 81% of GOB functionaries identified simultaneously that collaborative programs ensures people's participation and also ensure local resource mobilization. 80% respondents viewed that it ensures mutual support between the two sectors. On the other hand, in her study it was found that 100% NGO functionaries strongly perceived that GO-NGO collaboration ensures people's participation which is one of the core strategies for development. 85% NGO functionaries thought that it ensures quick response to local need. According to the view of 82% of NGO staff, GO-NGO collaboration ensures mutual support between the two sectors. Thus, Begum (2003) identified that GO-NGO collaboration can ensure people' participation, exchange of ideas and mutual support.

The contribution of NGOs has already produced significant development in primary education especially in rural areas as pointed out by Anu Mahmud (2012) that, "notable innovations that were expanded include delivering credit to the previously "unbankable" poor, developing a non-formal education program to cater to poor children, particularly girls…" He showed that, about 1.5 million children, approximately 8.0 per cent of primary enrollment, are in schools run by NGOs, most in non-formal primary schools for which the NGO sectors is best known. The NGO education sector is highly skewed, with one large organization, BRAC, receiving about three-fourths of donor resources and accounting for a similar share of primary enrollment in NGO schools. Incidence analysis comparing different providers of primary schooling show that NGO education programs are effectively targeted to

the poor. NGO schools have a positive impact on school enrollment, particularly of girls, and record higher attendance and completion rates than formal schools. Educational achievements tell a more mixed story: NGO school students perform considerably better than their counterparts in government schools on reading and writing skills. Mahmud (2012) however, indicated poor coordination between NGOs and government agencies.

UNICEF in its report showed that, during the past decade, Bangladesh has made great progress in improving the primary education situation. The number of enrolled students increased from 12 million in 1990 to over 16 million in 2008, and net enrolment rate was boosted from 60% in 1990 to 90.8% in 2008. Equality has also improved as girls' primary school enrolment has increased and surpassed boys in primary education.

UNICEF, at the same time pointed out that, despite many achievements during the past decade, but major improvements are still needed in order for all children to receive the benefit of quality education. The major challenges include: poor quality of education; high drop-out rates; promotion of equity and accessing education; decentralization of education administration; and special needs education. In terms of access, the high enrolment rates achieved for both boys and girls do not yet equate to covering all the children in Bangladesh. It is currently estimated that there are more than 3.3 million out-of-school children throughout the country. Schooling opportunities are also very limited for some specific groups such as working children, disabled children, indigenous children and those in remote areas or living in extreme poverty (UNICEF, 2009).

It is recognized that the NGOs are more capable in reaching the unreached children (Haq, undated). It has been suggested by UNESCO (2004) that, best possible achievement will need selection of best performing NGOs to work in partnership with the Government. Adequate care will have to be given in this regard. Apart from partnership with the Government, a big number of NGOs run non-formal basic education program, which is a contribution to EFA (Education for All) goals. It is important that a good link is established between such non-formal basic education and primary education, between such independent NGOs and the Government. Some standard has to be established for the basic education through collaborative efforts of the NGOs and the Government. The standard will be used to determine the equivalence or link of non-formal basic education in the formal education stream (EFA Assessment Country Report, 2000).

An Overview of BRAC Education Program (BEP) with Special Focus on Primary Education

3.1 Introduction

Education program is one of the large and key programs of BRAC which is known as BRAC Education Program (BEP). As this research is dealt with the primary education program of BRAC with a view to analyze the role of NGOs in primary education, this chapter intends to overview the BRAC Education Program with special focus on primary education. The content and discussion of this chapter are mainly drawn from BRAC Bangladesh Annual Report, 2012, 2013 and 2104 and Hossen, 2015.

3.2 Background of BRAC Education program

BRAC's education program (BEP) has become the largest secular and private education system in the world, reaching seven countries. BRAC primary schools are designed to give a second chance at learning to disadvantaged children who have been left out of the formal education system due to extreme poverty, violence, displacement or discrimination. BRAC non-formal primary schools complement the mainstream school system with innovative teaching methods and materials.

BEP was initially launched as BRAC Non-Formal Primary Education (NFPE) in 1985. In 2003 it was renamed as BRAC Education Program (BEP). There are two primary school models in the BRAC Education Program. In 1985, the Non Formal Primary Education (NFPE) model was initiated as a three-year Program for children between the ages of 8 and 10 years. These were children who had never enrolled in any school or who had dropped out from the formal schools. In 1998, this model was expanded to a four-year Program which covers the primary curriculum for grades 1 to 5. This was in response to the large number of BRAC graduates interested in continuing their education to secondary level. The BEOC (Basic Education for Older Children) schools known as Kishor-Kishori schools were opened in 1987. These schools run for three-years catering to the basic educational needs of 11 to 14 year old children. Both the NFPE and BEOC schools are provided with books and other materials free of charge. Most BRAC schools are bamboo or mud-walled, one-room village structures with a thatch or tin roof, and a minimum floor space of 360 square feet. The

schoolhouse is usually rented by BRAC for a nominal sum and close to the homes of the students.BEP carries out its program activities in accordance with a five-year plan and is active in five major areas:

3.3 Five Major Areas of BEP

Non-formal Primary Education

Non-formal primary education (NFPE) is one of the major programs through which BRAC provides quality primary education to underprivileged children.

Pre-primary Schools

Pre- primary schooling program prepares children across the country aged 5 + for primary school entry.

Adolescent Development Program (ADP)

ADP aims at improving the quality of life of vulnerable adolescents, especially girls, by training them in vocational skills, health awareness (including reproductive health) and leadership.

Multi Purpose Community Learning Centers

The Multi Purpose Community Learning Centers provide continued learning and IT facilities for all the people in the community and foster community contributions towards promoting education.

Mainstream Secondary Schools Support

The Mainstream Secondary Schools Support' initiative builds the capacities of rural secondary school teachers and helps to improve classroom pedagogy as well as the overall quality of education.

3.4 Key features of BRAC primary school

BRAC establishes primary school(s) in an area where they find at least 33 boys and girls crossing the age of 8 years. They are the target group of BRAC primary education system who are dropped out from government primary schools (in few cases, may be other schools also) or who have not been enrolled in primary schools yet though they have crossed the age of enrolment (5 years for pre-primary and 6 years for class 1). The principal of primary school is "one school one teacher"- the teacher who starts the school with class 1, finishes with them up to class 5. There are however, some exceptions as some schools are not completed only one teacher (mainly due to leaving the job). In BRAC primary school one year is compensated for the over-aged students. First three classes (one to three) are of 9

months; class four and class five are of 10 and 11 months respectively. Thus five years of primary school is completed within four years.

The education system of BRAC is commonly known as non- formal one. But, this not wholly a non-formal education as the students complete whole cycle of primary school and at the end of class five they attend the public examination namely Primary School Certificate (PSC) and after that they get admitted into regular high schools. The key features of BRAC primary schools are:

- The one teacher school is operated by the same teacher for the same cohort of children for the entire period of four years and delivers lessons in all subjects.
- The school timings are flexible and are fixed according to needs.
- Children do not have to pay any fees and there are no long holidays
- Little or no homework as most of their parents are not capable of assisting them
- Children with Special Needs receive corrective surgeries along with devices like wheelchairs, hearing aids, glasses and ramp
- Children belonging to ethnic communities receive class lectures and course materials in their own languages up to grade two so that they can overcome language barriers and cultural gaps
- BRAC develops textbooks and other materials for up to Grade III and government textbooks are used in Grades IV and V
- Students are taught about social values and their rights and responsibilities coupled with basic financial education to empower them
- BRAC primary school graduates are being tracked by BRAC for further study
- Fun and activity based pre-school education.

Figure 3.1: BRAC Primary School

Source: 14. http://www.brac.net/content/annual-report-and-publications

3.5 Target groups of BRAC Primary School:

The program's main target groups are:

- ➢ Children aged 5+ eligible for pre-primary schooling;
- ➢ Out-of-school children (8-10 and 11-14 years), with a special focus on girls;
- ➢ Youth (15-24 years);
- ➢ Poor populations and the unemployed;
- ➢ Ethnic minorities
- ➢ Families; and
- ➢ Children with special needs (children from poor urban slums, remote rural/hard-to-reach areas, children with disabilities).

BEP's primary target group comprises women and girls, especially from the rural areas, as they represent the most disadvantaged sector of the population. BEP has recently extended its outreach to children from ethnic minority groups and children with disabilities. Since people are conscious of BRAC and its efforts, enrolment is generally not a problem.

3.6 Pre-Primary Education

Introduced in 1997, pre-primary education is a critical strategic intervention for promoting the quality of primary schooling especially for children with illiterate parents. Pre-primary education helps children transition from home to formal schooling. The main objective of the program is to prepare underprivileged children for entry to mainstream primary school. Many a times in underprivileged families, parents do not have the education necessary to teach children foundational literacy, reading, and mathematical skills. Nor are they equipped to meet to meet the demands and impersonal routines of formal schooling that is common to

better-off, educated parents. BRAC education program provides a basic academic foundation, and the crucial emotional and physical development required for success in primary schools. Besides education, children with special needs are also provided with medical support, and necessary assistive devices.

3.7 Children with Special Needs (CSN)

The Children with Special Needs (CSN) unit was set up in 2003 to integrate children with special needs into BRAC schools, and ensure their participation in mainstream education and society in general. By 2009, BRAC had provided access to schools (pre-primary & primary) and services to nearly about 100,000 children with mild to moderate degree of disabilities. The unit first identifies children with special needs, who then get priority admission to BRAC pre-primary and primary schools. Classroom policies for special needs children include sitting in the front, studying in pairs, inclusion of CSN issues in textbooks and awareness-building among classmates and teachers. BRAC also provides corrective surgeries, along with devices like wheelchairs, crutches, hearing aids and glasses; and even builds ramps to make classrooms more accessible to disabled children.

Figure 3.2: BRAC CSN

Source: 14. http://www.brac.net/content/annual-report-and-publications

3.8 Education for Ethnic Children (EEC)

BRAC established the Education for Ethnic Children (EEC) unit in 2001 to adapt its non-formal teaching model to meet the needs of indigenous children, who do not speak Bengali – the standard medium of education in Bangladesh. In EEC schools, teachers explain lessons orally in ethnic mother tongues alongside Bangla using educational materials based on local culture and heritage. This method helps indigenous children do better in class and increase

their participation, while improving their enrolment and retention rates. Bilingual texts andsu pplementary reading materials have been developed up to Grade V in Chakma language. The programme also plans to develop similar bilingual materials for other communities. BEP has introduced a full-fledged Multi Lingual Education (MLE) in the Chittagong Hill Tracts to suit the learning needs of the indigenous communities using the students' native languages as the medium of teaching. The aim is to help these children to bridge the linguistic gap and become proficient in Bengali.

3.9 Boats of Education:

"Shikkha Tori", or boats of education, operating under the BRAC Education Program, are providing primary education to children in the Haor areas of Kishoreganj, who do not have any government primary schools nearby. The boat education program, which inaugurated on September 5, 2012 year in Kishoreganj, allows children of the Haor areas to avail lessons provided by skilled teachers.

Operating on the water bodies of Itna, Mithamain, Astagram, Nikliand Karimganj upazilas of the district, the boats travel through the Haor areas from village to village, offering children their first lessons.

Figure 3.3: Boats of Education

Source: BRAC Bangladesh Annual Report, 2013

3.10 Education Support Program (ESP)

BRAC's Education Support Program was first initiated in September 1991 to reach out to a larger population by partnering with local NGOs. This partnership increases BRAC's effort towards the eradication of illiteracy and also develops the technical, conceptual and human

skills of smaller NGOs. At present ESP is providing its support to 303 NGOs for 2,505 schools.

3.11 Continuing Education Program

The Continuing Education Program (CEP) was introduced in 1995 its focus is the post-literacy activities of BEP. Through an organized network it aims to develop the reading habits of both the rural and urban people. These objectives are achieved through establishment of Union Libraries and Reading Centers.

3.12 New Initiatives

Currently, 296 mobile libraries actively promote reading for pleasure among BRAC's primary school students. BRAC signed a Memorandum of Understanding with the Ministry of Posts, Telecommunication and IT to develop interactive multimedia content for the national primary curriculum (class 1-5). This aims to ensure quality education with better clarity of lessons for both students and teachers. BRAC also collaborated with the British Council, GSM Association and Robi Axiatia Limited to create an English learning platform for adolescents using mobile phones.

BRAC partnered with the NGO PIACT Bangladesh to provide HIV and AIDS Bangladesh education to students of class 5 in BRAC's primary and other BRAC supported schools. BRAC, in partnership with two neuro developmental disability centers, arranged a story writing workshop for 40 ethnic children with disabilities to develop their linguistic intelligence by reflecting upon their own culture and community.

3.13 Some Achievements

BRAC Education Program targets MDG 2 providing access to primary education through its various initiatives. A total of 43,843 BRAC primary school students (61.17 per cent girls) took the primary school certificate (PSC) exams in 2014. The pass rate was 99.97 per cent (99.9 per cent for girls), with 80.29 per cent of students achieving A- and above. The pass rate of BRAC pre-school graduates in the PSC exams was 99.99 per cent.

Around 20 early childhood development (ECD) centers are operating for children aged 3 and above to strengthen their health and enhance their learning abilities. 80 bridge schools have been established for students who dropped out of classes 2 and 3. They aim to help students move on to the next class by avoiding repetition of the earlier grades. This brings the dropped-out students to the same academic level as the rest of their classmates.

250 new boat schools were launched in partnership with Educate a Child Initiative (EACI). There are a total of 607 boat schools currently operating with 17,791 students.

To address MDG 3 (promoting gender equality and empowering women), approximately 4,000 underprivileged learners, mostly school drop-outs, received skills development training (60 per cent girls) while 99 per cent (50 per cent girls) were provided with employment opportunities. Around 2,000 shop owners were developed as master craftsperson (27 per cent women) with the competency to provide training promoted by the National Skills Development Policy.

In 2014, an additional 984 adolescent clubs were established to serve vulnerable adolescents, especially girls, bringing the total number of clubs to 9,000. Club members receive counseling services, life skills training, and are able to prevent early marriage.

During 2014, self-defense training was added to the sport for development program to empower adolescents, particularly girls, both mentally and physically. The English and ICT for adolescents (EITA) project has improved adolescents' social capital, soft skills, confidence and leadership abilities as well as English communication and ICT skills.

Under a Memorandum of Understanding signed with UNESCO on non-formal education delivery mechanism, BRAC is creating social awareness on nature conservation and arsenic mitigation in rural communities through a pilot project called the multipurpose community learning centers intervention.

The achievements in the year of 2013 were also outstanding. 99.99% of BRAC Primary Schools' students passed in the Primary School Certificate Examination in 2013, 99.10% of which secured A- Grade and above. BRAC Primary students continued their good results in the high school level also. In 2013 344683 students appeared in the Junior School Certificate (JSC) Examination. 88.9% of them passed in the examination and out of them 6.2% (18873) achieved GPA 5.

Empirical Observation: Role of NGOs in Primary Education and the GO-NGO Collaboration Dynamics with reference to BRAC

4.1 Introduction

GO-NGO collaboration could bring about significant achievement in the goals of primary education like many other programs. In the present context, the collaboration is very vital in the five aspects of primary education:

1) Reducing drop-out;
2) Reaching to unreached areas/people, i.e. establishing schools in the remote places and for the marginalized people;
3) Increasing attendance of students;
4) Improving the quality of primary education; and finally,
5) Sharing experiences.

Enrolment is not very important now, because with the government efforts, it has been reported to attain the target of 100% almost all over the country. Therefore, this study is not intended to see the overall enrolment scenario of the case study district. Drop-out is still a big threat for achieving the desired goals of primary education of the country. So, re-enrolment of the dropped out students with the enrollment of the unreached boys and girls have become very important now.

BRAC is the most experienced NGO working in the primary education sector and is contributing the highest to our primary education among all the NGOs working in this field. Covering the first four aspects mentioned above, this study is intended to see how government and BRAC are working together in a vast field of primary education; whether it is being done in a collaboration framework; and how this collaboration can be further improved aiming to greater achievements in the goals of primary education. Special attention has been given to the comparison in the government and BRAC's activities in primary education with the emphasis on how BRAC is supplementing where government is lacking behind.

In this chapter the findings of the field survey and the secondary data have been analyzed to show the extent and dimension of collaboration between government (primary education department) and the case study NGO (BRAC) in the study area and to identify the problems in this collaboration and to find out **new areas** or **areas to be developed** to promote collaboration.

4.2 Comparison in the number of government primary schools, BRAC schools and other schools

The target groups of BRAC primary schools are those children who are out of school and are of age of eight or more. The main attempt of BRAC primary schools is to enroll the children of age of eight or more who are vulnerable to remaining illiterate.

Table-4.1: Number of Government Primary Schools and other schools in Madaripur district

Sl. No.	Name of the upazila	Government(including the nationalized)	High School attached	Kindergarten	Unregistered	Others	Total
1	Madaripur Sadar	200	5	44	1	0	250
2	Kalkini	192	6	23	4	1	226
3	Shibchar	180	4	40	5	0	229
4	Rajoir	137	2	23	3	1	166
	Total	709	17	130	13	2	871

Source: Records from DPEO Office, Madaripur

Table- 4.2: Number of BRAC and its Associated Schools in Madaripur district

Sl. No.	Name of Upazila	BRAC Schools	Schools run by the Associated NGOs	Total
1.	Madraripur Sadar	40	18	58
2.	Kalkini	35	18	53
3.	Rajoir	55	0	55
4.	Shibchar*	0	0	0
	Total	130	36	166

Source: Records from BRAC Regional Office, Madaripur
*There is no education program of BRAC in Shibchar upazila

BRAC sets up a school in an area where it gets at least 30 (maximum number is 33) such children. So, the number of BRAC primary schools in an area is very low compared to

government primary schools. In Madaripur district total number of government primary schools is 709 which are only 166 for BRAC and its associate schools (Table 4.1 and 4.2). Consequently, there is a marked difference in the number of students between government primary schools and BRAC schools. In Madaripur district these number for government primary schools and BRAC primary schools are 1,82,980 and 4030 respectively (source: records from DPEO Office Madaripur and BRAC Regional Ofiice, Madaripur). But, the impact of BRAC Education program should not be judged only considering the number of schools or students.

4.3 Enrolment scenario in government primary schools in Madaripur

Data in table 4.3 and 4.4 reveals that, there is a substantial development in the enrolment rate in government primary schools. Madaripur district attained 100% enrolment in the year 2012. Though the rate has slightly decreased in the next two years, in 2015 the enrolment rate again reached to almost 100% (Table 4.3). At pre-primary level of government primary schools the enrolment rate was 70.57% in 2012 (pre-primary level in government primary schools started in 2012), but there is a marked increase in pre-primary enrolment in 2013 (Table-4.4). The rate declined from 89.65 to 87.00% in 2014 which again increased to 89.89% in 2015.

Table-4.3: Children Survey and enrolment in Government Primary Schools at district level

Sl. No.	Year	Boys and Girls under Survey (6+ to 10+ years)			Enrolment of the Surveyed Boys and Girls			Un-enrolled Boys and Girls	Net Enrolment Rate (%)
		Boys	Girls	Total	Boys	Girls	Total		
1.	2012	94298	97077	191375	94298	97077	191375	0	100
2.	2013	90088	92758	182846	90049	92730	182779	67	99.96
3.	2014	90085	93636	183721	90047	93569	183616	105	99.94
4.	2015	90750	92173	182869	90746	92171	182863	06	99.99

Source: Records from DPEO Office, Madaripur

Though the pre-primary enrollment is yet to reach 100%, but attaining almost 100% enrollment every year in primary level means that many students are directly enrolled in primary level without getting pre-primary education.

Table- 4.4: Information regarding survey and enrollment of per-primary students (District Level)

Sl. No.	Year	Surveyed boys and girls			Enrolled boys and girls			Un-enrolled total boys and girls	Enrollment rate (%)
		boys	girls	total	boys	girls	total		
1.	2012	29263	22082	41345	14589	14592	29181	12164	70.57%
2.	2013	Data not available	Data not available	35407	16028	15713	31741	3666	89.65 %
3.	2014	Data not available	Data not available	36304	15738	15866	31604	4700	87.00 %
4.	2015	Data not available	Data not available	31787	14417	14145	28562	3225	89.89 %

Source: Records from DPEO Office, Madaripur

4.4 Comparison in drop-out rate between government primary schools and BRAC primary schools in Madaripur district

BRAC primary schools are well ahead of government primary schools in terms of reducing drop-out. The highest drop-out rate of government primary schools in Madaripur is 12.66% which was in the year of 2011, while the lowest drop-out rate is 10.83% having in the year of 2014. In comparison, the highest drop-out rate in BRAC primary schools was 2.5% in 2011, and then there is a consistent decrease in drop-out rate stirring to 1.5% in 2015 (Figure-4.1)

Table-4.5: Drop Out Scenario in the Government Primary Schools of different upazilas of Madaripur district

Sl. No.	Year	Drop-out Rate of different Upazilas (%)				Total (%)
		Madaripur Sadar	Kalkini	Shibchar	Rajoir	
1.	2011	12.25	11.40	15.00	12.00	12.66
2.	2012	16.70	11.75	8.56	10.79	11.95
3.	2013	13.00	12.05	8.79	11.00	11.21
4.	2014	11.50	12.01	8.79	11.00	10.83
5.	2015	12.21	11.28	14.53	11.89	12.45

Source: Records from DPEO Office, Madaripur

Figure 4.1: Comparison in the dropout rate of Govt. and BRAC primary schools
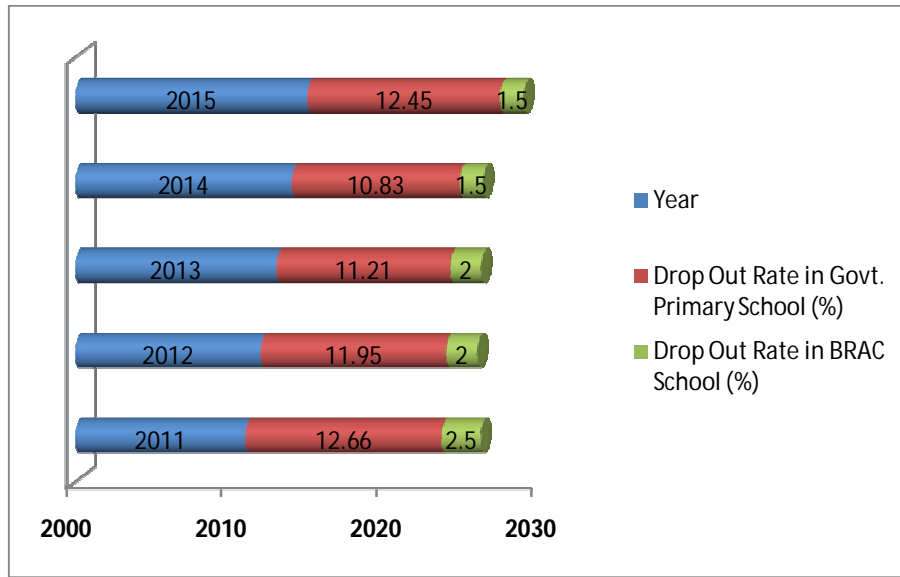
Source: Author's field work

Consistency in the change of drop-out rate is found neither in the district level nor in any of the upazilas of the district. There is a zigzag pattern in this change– increasing, then decreasing, again increasing and so on. Shibchar upazila is the worst in this matter. Because, though there is a huge fall in drop-out from 2011 to 2012 (15% to 8.56%), but in 2015 drop-out rate of the upazila has again climbed to 14.53% (Table4.5). Figure 4.1 shows the difference in drop-out rate of government and BRAC primary schools. The difference at a high number continues to remain each year. The lowest difference is found in 2013 (9.21) and is highest in 2015 (10.95). In 2015 the drop-out rate of government primary schools of Madaripur district is 8.3 times than that of BRAC primary schools of the district. This indicates that though there is a substantial development in enrolment in the government primary schools, the high drop-out rate still remains as a big problem in the government primary schools.

4.5 Visit of BRAC Schools by DC/ADC/UNO/DPEO/UEO/AUEO

Only 16% of BRAC staff has experienced visit by DPEO, UEO or AUEO in their service period in Madaripur district, while 84% of them have no such experience. For government officials (officers of Primary Education Department) this is even poorer. Only 9% of them have visited BRAC primary schools or experienced visit of their colleagues in the district.

Figure 4.2 (A) & (B): Comparison in the experience of BRAC staff regarding visit by government officers and Primary Education Officers
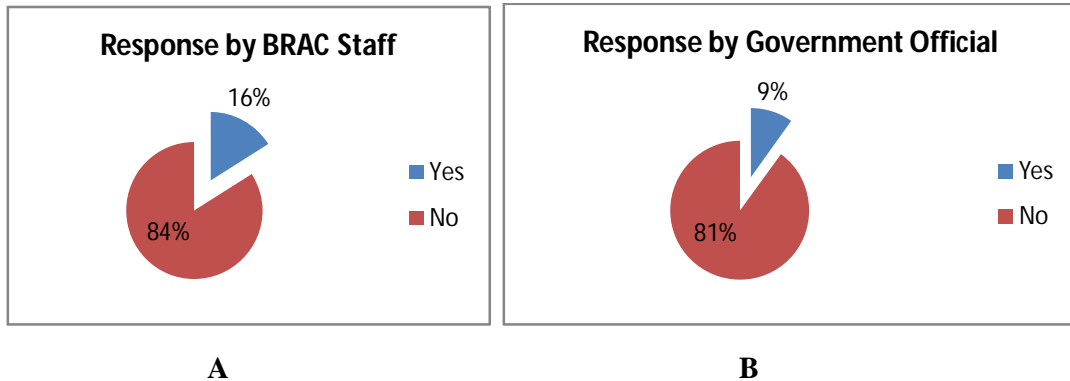
Source: Author's field work

Visit by the administration, i.e. by DC, ADC or UNO is somewhat better. In this case, 28% of BRAC staff have experienced visit to BRAC primary schools by DC, ADC and UNO in their (BRAC staff) working period in this district. Form personal interview it was found that among administrative officers, DCs visited BRAC schools more than any other officers.

4.6 View of the respondents regarding significance of visit by government officers

Figure 4.3 reveals that BRAC staffs have inclination to visit of BRAC primary schools by government officers, while the officers of the primary education department have not. To 88% of the BRAC staffs, this visit is **very significant**.

Figure 4.3: Significance of visit by government officers
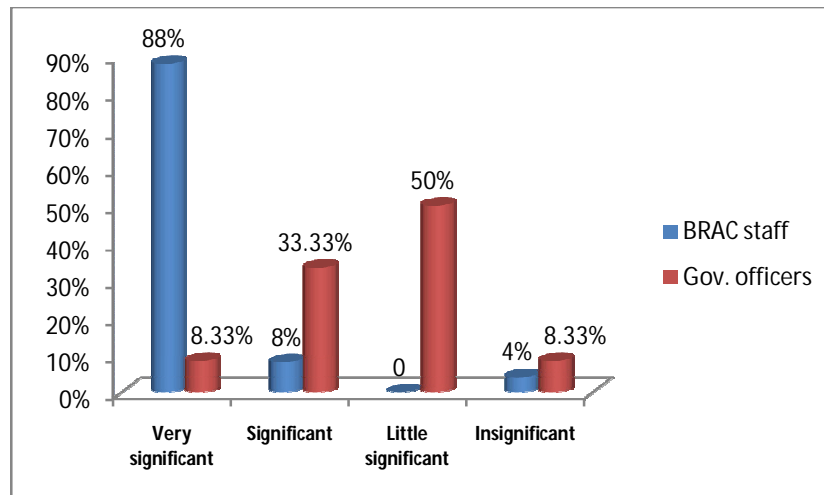
Source: Author's field work

In the contrary, only 8.33% government officers have considered it **very significant**. Most of the primary education officers (50%) think that this visit has **little significance**. None of the BRAC staffs put opinion in favor of this category. 33.33% officers of primary education department consider the visit **significant**, while among the BRAC staffs 8% judged the visit as **significant**. Opinion towards **insignificant** is quite similar within BRAC and government staffs- this is 4% and 8.33% respectively.

4.7 Comparison in the services of BRAC primary schools and government primary schools

According to the response of the BRAC staffs, there are as many as 10 services or benefits exclusively provided by BRAC primary schools which are not given by the government primary schools (Table-4.6). Among those ten services/benefits the service- "providing all the learning materials for the students" ranks 1. 100% respondents mentioned about this service. The second in ranking is 'highly caring' which was identified by 72% of the respondents. The third exclusive service in the ranking of the survey is "admission of dropped out students" which was referred to by 64% of the respondents from BRAC staffs. The services 'regular monthly guardians' meeting' and 'taking five to six evaluation tests for each subject in every sessions' both rank 4 having the judgment of 60/% respondents. Other five services/benefits mentioned by the BRAC staffs are: monthly refreshers training for the teachers; regular extracurricular activities; follow-up continues even after completion of primary school; treatment stipend for the CSN students and close supervision by the BRAC officers.

Table-4.6: Services/benefits provided for the students by BRAC Schools, not by the Government primary schools as responded by the BRAC staffs.

Sl. No.	Exclusive services/benefits/advantages from BRAC schools	No. of Respondents in favor of the Point	Percentage	Ranking
1	Providing all the learning materials for the students	25	100	1
2	Highly caring	18	72	2
3	Admission of dropped out students	16	64	3
4	Monthly guardians' meeting is being held on regular basis	15	60	4

5	In every session 5 – 6 evaluation tests are taken for each subject.	15	60	4
6	Monthly refreshers training for the teachers	14	56	5
7	Regular extracurricular activities	12	48	6
8	Follow-up continues even after completion of primary school	7	28	7
9	Treatment stipend for the CSN students	5	20	8
10	Close supervision by the BRAC officers	4	16	9

Source: Author's field work

In contrary to the BRAC's services/benefits, the BRAC staffs identified five exclusive services/benefits from government primary schools (Table-4.7). The number of services/ benefits from government primary schools is half of those from BRAC primary schools as identified by BRAC staffs. Among these five services/benefits, 'stipend for students' ranks 1 which secured judgment of 92% respondents. The second service/benefit provided by the government primary schools is 'free books' which was referred by 80% of the respondents. The third, fourth and fifth services/benefits/advantages identified by the BRAC staffs are "annual sports", "scouting" and "teachers' participation in the monthly coordination meeting" securing judgment of 56%, 48% and 16% respondents respectively.

Table-4.7: Services/ Benefits provided for the students by the Government primary schools not by the BRAC schools as responded by the BRAC staffs.

Sl. No.	Exclusive services/benefits/advantages from government primary Schools	No. of Respondents in favor of the Point	Percentage	Ranking
1	Stipend for students	23	92	1
2	Free books	20	80	2
3	Annual sports	14	56	3
4	Scouting	12	48	4
5	Teachers' participation in the upazila monthly coordination meeting	04	16	5

Source: Author's field work

The government officials (officers of Primary Education Department) in their judgment could identify only two exclusive services/ benefits/ advantages from BRAC primary schools. These two services are: 1) Providing all the learning materials for the students; and 2) teaching/ learning aid. All the respondents from Primary Education Department mentioned about the number 1 service, while only 20.83% of the respondents gave opinion in favor of the second one (Table- 4.8).

Table-4.8: Services/ Benefits provided for the students by BRAC School, not by the Government as responded by the government officials.

Sl. No.	Exclusive services/benefits/advantages from BRAC Schools	No. of Respondents in favor of the Point	Percentage	Ranking
1	Providing all the learning materials for the students	24	100	1
2	Teaching/ Learning Aid	05	20.83	2

Source: Author's field work

The government officers identified five exclusive services/ advantages from their schools (Table- 4.9) as the BRAC staff also identified five (Table- 4.7). So, in terms of number of these services/ benefits/ advantages, the BRAC staffs showed high degree of similarity with the primary education officers. There is another similarity in the opinion of government official with that of BRAC staffs- in both cases 'stipend for students' got the 100% verdict in favor of it from the respondents. The service of 'free books for every student' was also identified by 100% government officials. 'Recruitment of pre-primary teachers' and 'providing pre-primary teaching materials' jointly rank two position securing 37.50% opinion each from the respondents. The rest advantage of government primary schools mentioned by the government officers is 'multimedia class.'

Table-4.9: Services/ Benefits provided for the students by the Government primary schools not by the BRAC schools as responded by the government officers (*Source: Author's field work*)

| Sl. No.	Exclusive services/benefits/advantages from government primary Schools	No. of Respondents in favor of the Point	Percentage	Ranking
1	Stipend for students	24	100	1
2	Free books for the students	24	100	1
3	Recruitment of pre-primary teacher	09	37.50	2
4	Providing pre-primary teaching materials	09	37.50	2
5	Multimedia class	04	16.67	3

4.8 Whether the DPEO or UEO arrange coordination meeting with BRAC and other NGOs

For strong collaboration, coordination between the government and NGO is prerequisite. In this matter participation of the NGOs in the upazila and district coordination meeting is very important. But, in the study it was found that only 4% of the BRAC staffs has experienced such coordination meeting, while none of the government officers experienced such upazila or district coordination meeting arranged by upazila or district primary education office.

4.9 Whether the officers of primary education department know how many BRAC and other NGO schools in his/her working areas

Asking the officers of the primary education department, whether they know how many BRAC and other NGO schools in their respective working areas, negative answer came from 75 % officers. This means only 25% officers of Madaripur Primary Education Department know the number of BRAC or other NGO schools in their working jurisdictions (Figure-4.4).

Figure 4.4: Knowledge of the officers of primary education department regarding how many BRAC and other NGO schools in his/her working areas
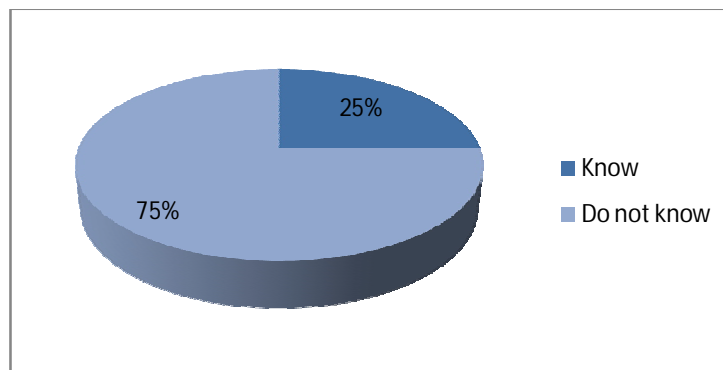
Source: Author's field work

4.10 Coordination between government and BRAC in establishing BRAC schools

It was asked to the officers of the primary education department whether the DPEO or the concerned government agency identify the areas where a BRAC (or any other NGO school) primary school should be established. Only 8.33% of the respondents said that they found such action (Figure-4.5). On the other hand, asking to both the BRAC staffs and the government officers, it was found that BRAC never seeks opinion or permission from primary education department before setting up a school in an area (100% respondents from

both sides gave this opinion). BRAC however, takes NOC from the local headmaster prior to establishing a school in the area.

Figure 4.5: Experience of the primary education officers whether DPEO or concerned government agency identify site for BRAC schools
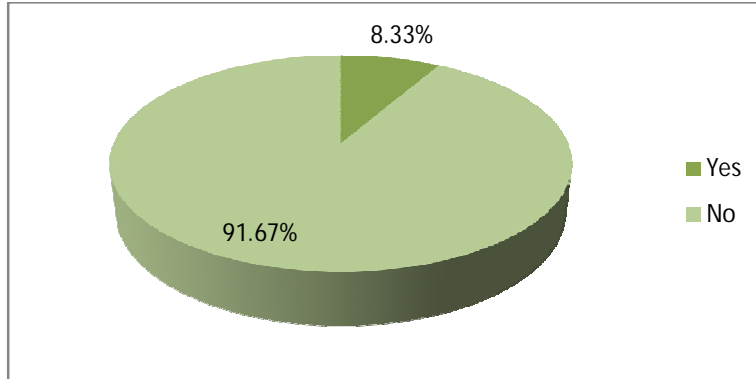
Source: Author's field work

4.11 Level of satisfaction of the BRAC staffs regarding the cooperation from government side

In many cases, officers of BRAC concerned with primary education have to make communication with government offices, particularly the primary education department and need their cooperation. So, the BRAC staffs were asked about the level of their satisfaction in terms of the cooperation from government side. They have quite different views regarding the primary education department and local administration (district and upazila administration).

Figure 4.6: Level of satisfaction of the BRAC staffs regarding the cooperation from Primary Education Department
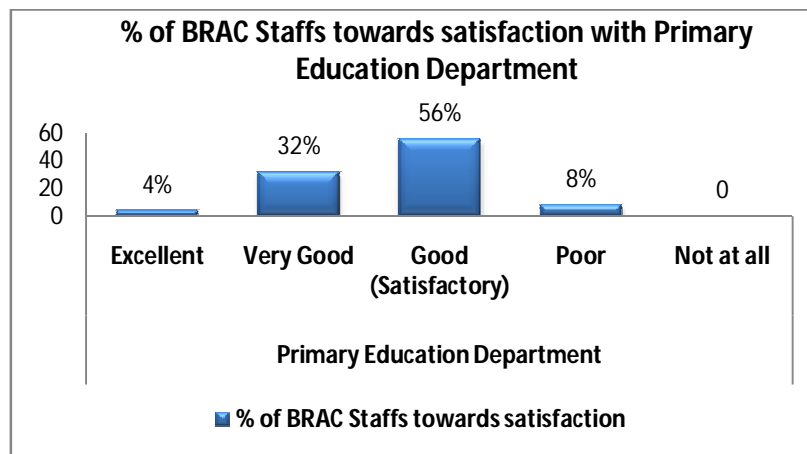
Source: Author's field work

Figure 4.7: Level of satisfaction of the BRAC staffs regarding the cooperation from Local Administration.
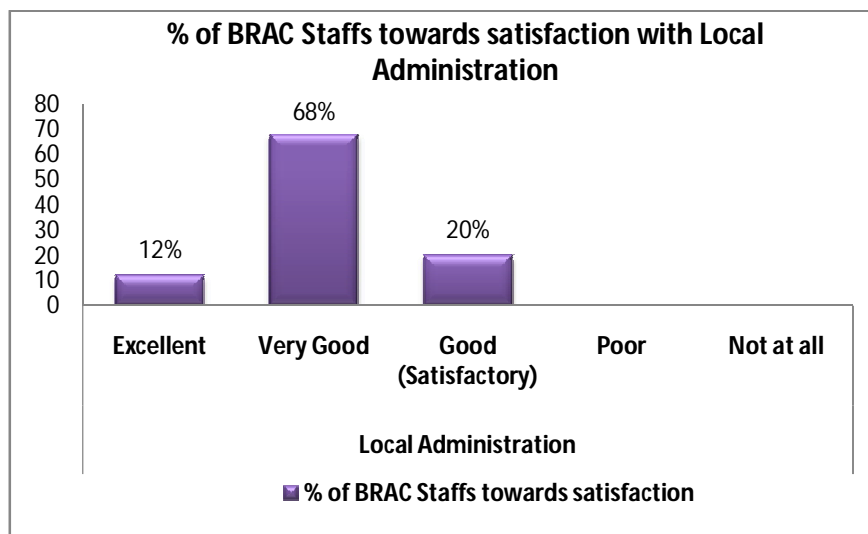
Source: Author's field work

Majority of BRAC officers (56%) considered the level of cooperation of primary education department as 'good' ('satisfactory'), though 32% of them considered it as 'very good'. Though the percentage is not very high, a few of them (8%) are not satisfied with the cooperation of the primary education department as they said it as 'poor'(Figure 4.6).

The BRAC staffs have better view towards the cooperation of the local administration (DC and UNO office). According to most of the BRAC staffs (68% of respondents), the cooperation level from local administration is 'very good' (Figure 4.7). In both the cases of primary education department and local administration, only a few respondents judged the level of cooperation as 'excellent'- this is 4% and 12% respectively.

4.12 The Existing Area of Support for collaboration

To assess the present level of collaboration it was tried to find out the areas of collaboration between the government and NGOs. The respondents were asked to point out the areas where actually it works. The number is not substantial. The areas of support from government and BRAC are both 3 as responded by the BRAC staffs. On the other hand, according to the response of the officers of the primary education department, the number is two in both cases.

Table- 4.10: The Existing Area of Support by the government in collaboration as responded by the BRAC staff

Sl. No.	Area of Collaboration (Support from Government)	Number of Respondents	Percentage	Ranking
1	Providing books for students from pre-primary to class five.	25	100%	1
2	BRAC students attend in Primary Education Completion Examination (PECE)	22	88%	2
3	Model test questions are given for the preparation of PECE	13	52%	3

Source: Author's field work

All the respondents – both the BRAC staffs and primary education officers identified 'providing books for all the students of BRAC primary schools' as number one support from government to BRAC (and other NGOs). The second one is also same in the opinion of both groups, i.e. 'having the opportunities to attend in the PECE.' The response is also very close from BRAC staffs and government officers; this is 88% and 87.5% respectively (Table- 4.10 and 4.11). BRAC staffs identified another support from government, i.e. 'providing model test questions for the BRAC students' having the response of 52% of BRAC staffs.

Table- 4.11: The Existing Area of Support by the government in collaboration as responded by the government officers (primary education officers)

Sl. No.	Area of Collaboration (Support from Government)	Number of Respondents	Percentage	Ranking
1	Providing text books (free of cost)	24	100%	1
2	BRAC students attend in Primary Education Completion Examination (PECE)	21	87.5%	2

Source: Author's field work

BRAC officers identified three supports from them to the government. These are: 1) BRAC's quick response to government call; 2) maintaining a quality education; and finally, 3) keeping the primary education department informed of the activities and achievements of BRAC's

primary education. These three supports of BRAC got the response of 48%, 32% and 28% of the BRAC staffs respectively (Table- 4.12).

Table- 4.12: The Existing Area of Support by the NGOs (BRAC) in collaboration as responded by the BRAC staff

Sl. No.	Area of Collaboration (Support from BRAC)	Number of Respondents	Percentage	Ranking
1	BRAC always responds quickly to government's call as they always participate in events where they are invited and gives opinion and suggestions whenever wanted	12	48%	1
2	BRAC always tries to maintain a quality education, so their good results in PECE (high percentage of passing e.g. 99% or so and large number of CGPA 5 achieving) is a good contribution to overall country's PECE result and hence primary education	8	32%	2
3	BRAC tries to keep informed the primary education department about the activities and achievements of their primary schools	7	28%	3

Source: Author's field work

Only two supports from BRAC to the government have been identified by the officers of the primary education department- 'motivation program such as **wash program**' and 'sharing experience from BRAC' having the response of 83.33% and 45.83% response of the primary education officers respectively (Table 4.13).

Table-4.13: The Existing Area of Support by the NGOs (BRAC) in collaboration as responded by the government officers

| Sl. No.	Area of Collaboration (Support from BRAC)	Number of Respondent	Percentage	Ranking
1	Motivation program such as 'Wash Program'	20	83.33%	1
2	Sharing experiences from BRAC	11	45.83%	2

Source: Author's field work

4.13 Is the present state of GO-NGO collaboration in primary education good enough?

It was very pertinent in the study to ask the respondents how they evaluate the present state of GO-NGO collaboration in primary education. Only 8% of the BRAC staffs said that the present level of collaboration is good enough in contrast to 92% respondents not evaluating as good enough. On the other hand, among the officers of the primary education department, 83.33% said that present state of collaboration is not good enough, 12.5% considered it good enough and 4.17% were not sure about it (figure-4.8).

Figure 4.8: Present level of collaboration according to the respondents
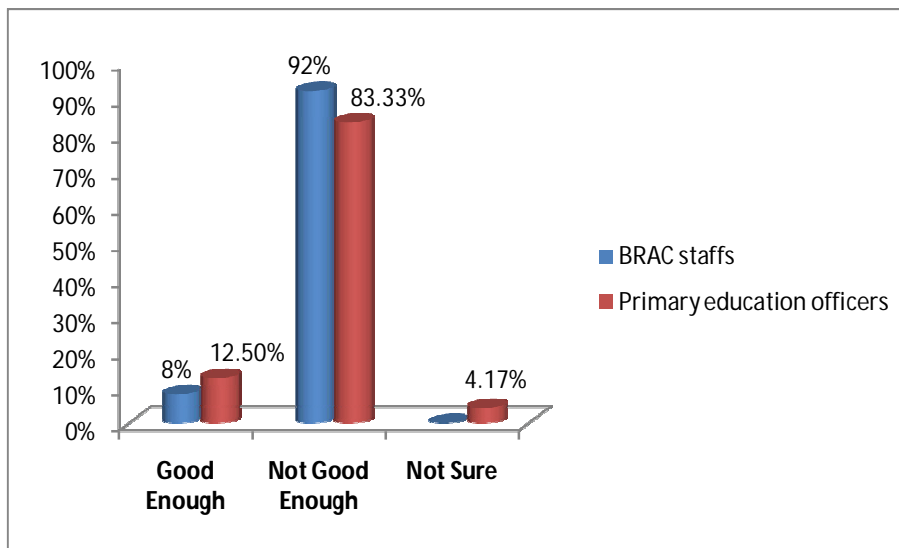
Source: Author's field work

4.14 Suggestions from BRAC Staffs and Government officers for Strengthening GO-NGO Collaboration in Primary Education

Above and beyond the existing collaborations, there are some other fields where GO-NGO collaboration can be made or where the present level of collaboration can be strengthened. In this context, suggestions came from both the BRAC staffs and government officers. Some suggestions opinions reflect the common view of the BRAC staffs and government officers, while in most cases a wide range variety has been found in their views.

4.14.1 Suggestions from BRAC staffs

A considerable number of suggestions came from the BRAC staffs- they gave twelve suggestions for promoting better collaboration. The respondents mostly urged for a better coordination between primary education department and BRAC. This means, the BRAC

staffs realize that there is a huge dearth in coordination which could be the best tool for GO-NGO collaboration. 80% of the BRAC staffs put this suggestion. The second highest acknowledged suggestion is 'establishing connection between BRAC and other NGO schools with government' which got the opinion of the 76% respondents. This reveals that there is a lack of interactions between primary education department and the NGO schools by means of exchanging information and ideas, arranging common meetings as required, policy formulation and implementation and monitoring and supervision (Table 4.14).

Table- 4.14: Suggestions from the BRAC staff to ensure better collaboration

Sl. No.	Suggestions	No. of respondents	Percentage	Ranking
1	Establishing better coordination	20	80	1
2	Establishing connection between BRAC and other NGO schools with government	19	76	2
3	Creating opportunities for participation of BRAC and other NGOs (teachers and officers) in the district and upazila monthly coordination meeting	16	64	3
4	Government officers should visit BRAC and other NGO schools	10	50	4
5	Ensuring timely distribution of books for the NGO schools	10	50	4
6	Arranging cross seminar/workshops	8	40	5
7	Stipend for BRAC students	7	35	6
8	Giving opportunities to the BRAC and other NGO students to participate in government programs	7	35	6
9	Increasing government monitoring	5	20	7
10	Utilizing the grass root network of BRAC	4	16	8
11	Sharing the innovative ideas of BRAC	4	16	8
12	Involving BRAC in policy formulation for primary education of the country	2	8	9

Source: Author's field work

The next suggestion from the BRAC staffs is "creating opportunities for participation of BRAC and other NGOs (teachers and officers) in the district and upazila monthly coordination meeting". It got support from 64% of the respondents. The next two suggestions are: "government officers should visit BRAC and other NGO schools" and "ensure timely distribution of books for the NGO schools". Getting opinion of 50% of the respondents each, these two suggestions jointly get fourth position. The other suggestions are: "arranging cross seminar/workshops" (supported by 40% respondents); "stipend for BRAC students" (supported by 35% respondents); "giving opportunities to the BRAC and other NGO students to participate in government programs" (supported by 35% respondents); "increasing government monitoring (supported by 20% respondents); "using grass root network of BRAC" (supported by 16% respondents) and "sharing the innovative ideas of BRAC" (also supported by 16% respondents). Though only a few number of BRAC staffs (8%) have urged for involvement of BRAC (and other NGOs) in the policy formulation of primary education of the country, this has turned to a significant opinion.

4.14.2 Suggestions from Government Officers

The number of suggestions for strengthening GO-NGO collaboration from government officers is not very close to that from BRAC staffs. Eight suggestions came from the officers of primary education department. Some common suggestions came from both BRAC personnel and government officers. They recommended mostly for exchange of information and experiences between GO and NGOs (Table- 4.15). This suggestion is very important as it is vital for both policy formulation and policy implementation. This suggestion came out from the opinion of 75% of the respondents.

Table- 4.15: Suggestions from government officers to ensure better collaboration

Sl. No.	Suggestions	No. of respondents	Percentage	Ranking
1	Exchange of information and experiences	18	75.00	1
2	Arranging regular coordination meeting	17	70.83	2
3	More communications between BRAC and district and upazila primary education offices	15	62.50	3
4	To provide trainings for the teachers of BRAC and other NGO schools	14	58.33	4

5	Inspection by UEO and AUEO (one respondent urged for compulsory inspection)	09	37.50	5
6	Participation of BRAC teachers in the upazila coordination meeting and other meetings as required	09	37.50	6
7	Providing similar facilities in government and BRAC schools	7	29.17	6
8	Stipend for BRAC students	5	20.83	7

Source: Author's field work

The second suggestion which is supported by 70.83% of the primary education officers is 'arranging regular coordination meeting'. This was the number 1 suggestion from the BRAC staffs (table- 4.14). The BRAC staffs, however, gave suggestions in a broader sense as they asked for overall coordination between NGOs and primary education department. On the other hand, the suggestion of primary education officers is specified to 'regular coordination meeting between NGOs and primary education department. So, it is significant that for promoting GO-NGO collaboration in primary education, establishment of strong coordination is highly recommended from both ends.

Suggestion ranking in third position is 'more communications between BRAC and district and upazila primary education offices having the view of 62.50% of the respondents. This suggestion ranks 3 in the opinion of the BRAC staffs. BRAC staffs consider that there is a very low level of communication, so they urged for establishment of connection between GO and NGO. On the other hand, the primary education officers realize for improving the existing level. Another important suggestion from primary education is 'to provide trainings for the teachers of BRAC and other NGO schools'. It got the support from 58.33% respondents. The four other suggestions from government officers are: 'inspection by UEO and AUEO' (one respondent urged for compulsory inspection)- supported by 37.50% respondents; 'participation of head teachers in the upazila coordination meeting and other meetings as required' (supported by 37.50% respondents); 'providing similar facilities in government and BRAC schools' (supported by 29.17% respondents); and 'stipend for BRAC students' (supported by 20.83% respondents). The suggestions- 1) providing opportunities for BRAC teachers to participate in the monthly coordination meeting, 2) visit of BRAC schools by government officers, and 3) government stipend for BRAC students, and 3) ranks 3,4 and

6 respectively in the opinion of the BRAC staffs in comparison to ranking 6, 5 and 7, respectively in the opinion of the primary education officers (Table 4.15).

4.15 Views of BRAC staffs and officers of the primary education department towards collaboration

Yet having a number of suggestions from both the BRAC staffs and the officers of the primary education department, the primary education officers are not in favor of collaboration in primary education. 75% of primary education officers gave opinion that GO-NGO collaboration is not required for better achievement in primary education, while only 12.5% of them think that this collaboration is needed and the same number (12.5%) are not sure in this regard. In contrast, 100% of the BRAC staffs are strongly in favor of collaboration in primary education (Figure 4.9 & 4.10).

Figure 4.9: Opinion of the respondents whether collaboration is needed (according to the officers of the primary education dept.)
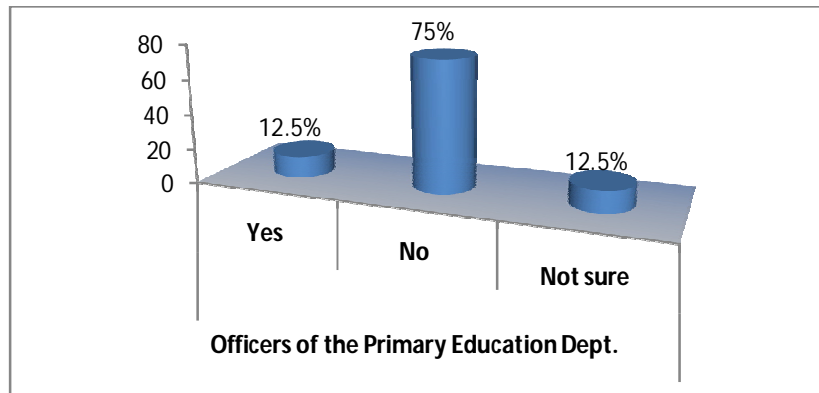
Source: Author's field work

Figure 4.10: Opinion of the respondents whether collaboration is needed (according to the BRAC Staffs)
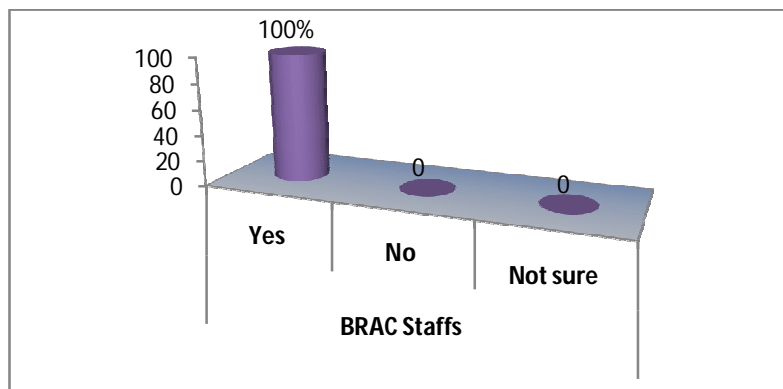
Source: Author's field work

4.16 School going scenario of children of selected villages

Table-5.18 shows the school going scenario of ten respondents (guardians) of Matchar and Noyakandi village of Madaripur district which reflects the general trend of schooling pattern of the children of the study area. It is seen that the parents who admitted their one child in the BRAC primary school, become more affiliated to it than to government primary school. In other words, the parents who have more than one child send majority of them or all of them to BRAC primary schools.

Table- 4.16: School Going Scenario of Children of Ten Respondents (Guardians)

Sl. No.	Name of Respondent	Number of Children	School Going Children	Studying in government Primary school	Studying in BRAC primary school	Other NGO School	Madrasa and others	Dropped out	Comment
1	Shahida Begum	5	3	-	1	-	-	-	Between the rest 2, 1 passed from government primary school, 1 from BRAC school
2	Taniya Akter	3	2	-	1	-	1	-	
3	Ruhul Amin Bapary	5	5	-	3	-	-	-	2 other in high school now, both passed from BRAC primary school
4	Pervin	4	2	-	1	-	-	1	
5	Laila	2	2	1	1	-	-	-	
6	Hasina Akter	5	2	-	1	-	-	3	

7	Rubiya Akter	4	3	-	1	-	1	-	1 passed from BRAC school and now in high school
8	Khadija Khatun	3	2	-	1	-	-	-	1 passed from BRAC school and now in high school
9	Yaron	3	3	-	2	-	-	-	1 passed from government primary school and now in high school
10	Nasima Akter	4	3	-	1	-	-	-	1 passed from government primary school and one from BRAC school

Case Study-1: Shahiada Begum and her son Jibon Khan, Village- Matchar, Upazila-Rajoir, District- Madapur.

Shahida has five sons and no daughter. Her husband Aiyub Ali khan is mainly a laborer and works on seasonal basis. Shahida is a housewife. She got married 22 years back and has never run through a solvent life. Now her family is beginning to lead a better standard of life as her eldest son who went to South Africa two years ago, has started to send money for his family. According to Shahida, this boy could not go forward much in study due to poverty, so he finished up after class eight. The second son could not exceed his elder brother as he wass dropped out just finishing the primary level. He is staying in Dhaka involving himself in small business. He sends little money from his small income for the family. The third son of Shahida passed the SSC in 2015 with GPA grade 'A' and is carrying on his study. The next son is a student of class nine. All the four sons of Shahida completed their primary education from BRAC schools. Shahida and her husband preferred BRAC school to government school as they did not have to buy any learning materials for the study of their children and according to shahida, BRAC schools are more caring than the government primary schools. So, they admitted their last son Jibon khan also into BRAC school. Jibon is now a student of class five. He is doing very well in his academic performance. Jibon's parent is very optimistic with Jibon's academic career as Shahida said, "BRAC school has made the foundation for Jibon and we hope our son will reach the desired goal and will translate our dream into truth."

Case Study-2: Rina Begum and her daughter Nishat Zaman, Village- Noyakandi, Upazila- Madaripur Sadar, District- Madaripur

Nishat Zaman is the youngest daughter of Rina Begum. Nishat has two sisters and no brother. Her father Bablu Matubbor is not physically well. He has no regular occupation; the monthly income of Bablu's family is only approximately 3000 Taka. Rina informed that her eldest daughter study in the Government Nazimuddin College, Madariput. This girl is involved in house teaching and with this income she meets the expense of herself. Her (Rina Begum) younger sister is in class ten and study in science group. Both the daughters of Rina Begum completed their primary education from BRAC school. Nishat Zaman is also a student of BRAC school. She is very promising as she has been consistently doing very well throughout her primary education episode. Rina Begum is very grateful to BRAC school as she evaluated that BRAC School has produced three good students in her family who will bring in a good future and end poverty.

4.17 Opinion of the parents regarding the services of the government and BRAC primary schools

Besides the government officers and BRAC staffs, some parents (sample size- 30) of the study area were asked to know how they consider the service of BRAC primary schools compared to that of government primary schools. They found 3 exclusive advantages/ benefits in the services of government primary schools contrary to as many as 8 in the services of BRAC primary schools (Table 4.17 and 4.18). According to their judgment, "providing free books for the students" is the best service of the government primary schools (supported by 93.33% of the respondents). The second in ranking in services of the government primary schools, according to the view of the parents is 'stipend for the students' (supported by 86.67% respondents). The other exclusive advantage of the government primary schools as referred by the parents is 'good infrastructure' (supported by 70% of the respondents) realizing from the fact that BRAC schools have not good infrastructure and are established in hired tin-shed houses.

Table-4.17: Advantages/Benefits from Government Primary Schools as responded by the Beneficiaries (Guardians)

Sl. No.	Advantages/Benefits	Number of Respondents	Percentage	Ranking
1	Free books for students	28	93.33	1
2	Stipend for the students	26	86.67	2
3	Good infrastructure	21	70.00	3

Source: Author's field work

In the judgment of the parents the number one service of the BRAC primary schools is 'providing all the learning materials free for the students'. This judgment has come from 100% respondents. The next opinion is that, BRAC primary schools are very much caring. This opinion was also supported by

a substantial number of respondents (90%). The opinion ranking third is 'attendance of students: students are compelled to attend the school regularly' (supported by 76.67% of the respondents).

Table- 4.18: Advantages/Benefits from BRAC Primary Schools as responded by the Beneficiaries (Guardians)

Sl. No.	Advantages/Benefits	Number of Respondents	Percentage	Ranking
1	Providing all the learning materials free for the students	30	100	1
2	Very much caring	27	90.00	2
3	Attendance of students: students are compelled to attend the school regularly	23	76.67	3
4	Regular monthly meeting with guardians	22	73.33	4
5	Starts from very raw conditions, everything is done by BRAC school	16	53.33	5
6	Students are motivated to participate in all the academic and extra-curricular activities	14	46.67	6
7	Less expensive than even government primary school	6	20.00	7
8	Quality of education in BRAC schools is better than other schools	5	16.67	8

Source: Author's field work

The next positive side of BRAC primary schools, according to the parents is 'regular monthly meeting with guardians' scoring very close to the previous one (73.33%). Other exclusive good sides of BRAC schools as the opinions given by the parents are: 'starts (learning of the students) from very raw conditions, everything is done by BRAC school' (supported by 53.33%); 'students are motivated to participate in all the academic and extra-curricular activities' (supported by 46.67% of the respondents); 'less expensive than even government primary school' (supported by 20% respondents); and 'quality of education in BRAC schools is better than other schools' (supported by only 16.67% respondents).

4.18 Reaching Out of School Children (ROSC) Project: An Example of GO-NGO Collaboration in Primary Education

Reaching out of School Children (ROSC) Project started in 2005 for the children of 8- 14 years of age who have never gone to school or were dropped out owing to different reasons. The project started with 90 upazilas of the country enrolling 7,50,000 children in the schools which are called 'Anando School.' The project is funded by the World Bank. The second phase of the project started in 2013 covering 148 upazilas of the country. The project had a plan to establish 10,000 Anando school by 2014. The local communities are considered as the central point of management. The schools are established through the formation of Center management Committee (CMC). The CMC will be accountable directly to the teachers and the students. The unique feature of the project is that the schools are established according to the demand of local people. The second phase of the project has a plan to give opportunity of enrollment for 7, 20, 000 children by 2017.

ROSC has conceived many of the concepts and ideas of BRAC Education Program. With a few dissimilarities ROSC Anando schools are run in similar manner as BRAC primary schools. Like BRAC primary schools Anando schools are established in the areas where substantial numbers of out of school children are found. For an Anando school this is 25- 35. One school starts with one class (class 1) comprising 25- 35 students and with one teacher. The particular teacher will teach only these particular students completing their whole primary education cycle. Unlike BRAC primary school, every session of Anando School is of one year. UNO, Upazila Education Office (UEO and AUEO), Upazila Education Committee, CMC, Training Resource Person (TRP), Monitoring Officer and the Partner Organization all have their specific responsibilities.

4.18.1 GO-NGO Collaboration in the ROSC Project

Within the GO-NGO collaboration framework NGOs as partner organization (PO) are given specific responsibility in the ROSC Project. NGOS which are registered under social welfare department and are regular member of Association of Development Agencies (ADA) or Federation of NGOs in Bangladesh (FNB) or the Mass Literacy Movement. The specific responsibilities of the Partner Organization are as follows (compiled by the author):

- Appointing Community Mobilizer at the upazila level

- Setting up new Anando school to create opportunities for enrolling the out of school children
- To help in arranging workshops at upazila and union level to create enhanced demand of education
- To arrange assembly with parents, guardians, local educationists and teachers of the adjacent primary schools to inform and to describe the success of the ROSC
- To help in the formation of CMC in the starting year
- To help the CMC members participate in the training programs
- To help the CMC to get the approval of ROSC
- To attend the CMC meeting regularly and to preserve the minutes of the meetings
- To help in ensuring the sustainability and continuity of the Anando schools
- To provide information regularly in the internal monitoring of the Project.

4.18.2 ROSC in Madaripur District

ROSC started in Madariput district in 2012. The undertaken upazila of the district is Rjoir. The project covers all the 11 unions and one municipality of the upazila. As the project started in the upazila in 2013, there are three levels of Anando school- Class one school, class two school and class three school. There are 23 class one schools, 57 class two schools and 50 class three schools- a total of 130 schools. 130 teachers are working in 130 Anando schools, more than 85% of whom are women. The number of students in the class one, class two and class three schools are 759, 1835 and 1165 respectively. So, total 3759 out of school children of Rajoir upazila have got the opportunity to get admission in the ROSC schools. The partner organization of ROSC in Madaripur is AVA.

4.18.3 Some Observations

4.18.3.1 Drop-out Scenario in ROSC (Anando) schools

ROSK project started its function in Madaripur district in 2012. So, the data of drop-out rate is available for three years which is shown in table 4.19. One of the main objectives of ROSC is to make the school attractive to the students so that they can be held on to schools and to keep the drop-out rate considerably low. In this context, it is mentionable that ROSK has followed mainly the BRAC model in its primary school program. Though ROSK could attract a considerable number of students to be admitted in its schools, but it could not keep the drop-out rate substantially low.

Table-4.19: Drop-out rate in the ROSC (Anando) Schools

Sl. No.	Year	Drop-out rate (%)
1	2012	10
2	2013	11
3	2014	9

Source: Records fromUpazila Education Office, Rajoir, Madaripur

In the first year the average drop-out rate of all the ROSK schools was 10%, then it rises to 11% in the next year 2013 and finally in the last year (2014) it lowered to 9% (Table-4.19). So, there is an up-and-down pattern in the drop-out rate within the three years of ROSK's operation. If the drop-out rate again falls in the next successive years, then it will be presumed that ROSK will be able to reduce the drop-out rate.

4.18.3.2 Advantages/Benefits of ROSC Schools that differ from Government Primary schools:

- In the government primary schools the percentage of students to get stipend is determined on the basis of the poverty and remoteness of the area where the school is situated (it may vary from 30% to 50%). On the other hand, in the ROSC schools all the students are given the stipend.

- Like BRAC primary schools, all the learning materials e.g. note book, pen, pencil etc are provided for the students.

- ROSC provides uniform for all students, which is done neither in government primary schools nor in BRAC schools.

- School time varies depending on the principal occupation of the area and other socio-economic factors.

- All the examinations are taken at the same time of the schedule of government primary schools and with a common question of the government primary schools.

- Every student has an identity card containing the photograph of the students and his/her parents.

- CMC seems to be more effective than the SMC.

4.18.3.3 Problems identified in the ROSC Project

Though the ROSC project seems to contribute to overall primary education of Rajoir upazila, some notable problems were identified from personal observation and also from discussions with key informants (KI) and other concerned persons. The problems in the project were identified as follows:

➢ The project has an insignificant contribution to reduce the drop-out rate. The drop-out rate of Rajoir upazila is almost same to that of other upazilas of Madaripur district and also to the district rate (Table 4.5).

➢ The number of ROSC primary schools is much higher than the number actually needed. Excess number of schools is one of the causes of problems for the upazila education department to manage.

➢ It was reported that there are propensity to make dual enrollment. Students of government primary schools and their guardians are reported to be provoked to get a second enrollment of the students in the 'Anando Schools' where there are opportunities to get stipend, free dresses and learning materials etc. It was even claimed that, in some instances, students of higher classes of government primary schools are being admitted to lower classes of ROSC schools.

➢ Quality training which is very important for the development of professional skill is yet to provide for the teachers of the ROSC schools.

➢ The standard of teachers has been put under question. It was reported that the recruitment process in the ROSC schools cannot ensure the standard of teachers. It was also claimed that in some schools the recruited teachers (particularly the female teachers) are engaged in family affairs or other businesses, while other persons (sisters, sisters in law etc) are taking classes instead of her.

➢ Political interference, particularly in the recruitment of teachers has also been reported.

4.19 Contribution of BRAC Education Program to primary education as noticed by the key informants:

No. of key informants	Type of key informants	Opinion/observations of key informants regarding BEP and ROSC
KI-1	UNO (UNO, Madaripur Sadar)	i) BRAC schools are very organized and students are much disciplined. ii) BRAC schools have some contribution to primary education specially for enrolling the aged children.
KI-2	UNO (UNO, Rajoir)	**A. Positive side of ROSC:** i) Very effective for the dropped-out students. ii) Other than stipend and learning materials, school dresses are provided for all students and location of school. **B. Negative side of ROSC:** i) Lack of transparency in the selection of students. ii) To ensure accountability UNO should be involved. iii) Dual enrollments have been reported. iv) Students do their class works sitting on the floor which is not good for their physic. v) ROSC schools could not succeed to prevent drop out from them.
KI-3	Teacher (primary school)	Unlike government primary school, BRAC schools have to manage few students. So the teachers can nurture the students more intensively than government primary teachers.
KI-4	Teacher (high school)	Even smaller in number, the students coming from BRAC primary schools are found to be good in quality in most cases.
KI-5	Local elite	BRAC primary schools have significant contribution to primary education particularly enrolling the children who are vulnerable to drop out. But, coordination between government primary education department and NGOs are

		not good.
KI-6	Local UP chairman	The most significant success of BRAC primary schools is to retain the poor students in the schools, most of them are good students.
KI-7	Local UP member (female)	Giving all the learning materials to the poor students they get economic support. Both BRAC and government primary schools should provide school dress for the poor students.

4.20 Discussion

From the study it is seen that BRAC primary schools are few in number in comparison to the number of government primary schools, but they have a significant positive impact on primary education in rural areas in terms of 1) enrolling the over aged (8+ years) boys and girls within non-formal framework, 2) reducing the drop-out rate and 3) delivering quality education. Anu Mahmud (2012) expressed his attitude in favor of NGOs for their contribution to enrollment as he showed that, 8% of primary enrollments are added by the NGOs. The contribution might take place earlier- but not much now, as in this study it was found that, over the last successive years the enrollment rate in the government primary schools in the study area is almost 100% (Table- 4.3). As such, this study attempts to see how the case study NGO is playing role in enrolling the dropped out students or unreached (i.e. over aged) boys and girls where government has relatively low intervention. Though it was found that only the boys and girls of 8+ ages are enrolled in class 1, but just a few dropped out students from government or other schools were found to be re-enrolled in the BRAC schools. So, re-enrolling the dropped-out students still remains a matter of big concern.

But, BRAC (case study NGO) has a great contribution to reducing the drop-out rate, as it is found from the study that, the drop-out rate is much lower in BRAC primary schools than government primary schools.

One key informant (high school teacher) said that, almost all of the students they get from BRAC primary schools are good students. Some other key informants gave opinion that BRAC primary schools are very organized and disciplined even with some limitations (e.g. weak infrastructure). Thus it was found that BRAC schooling has a positive impact on ensuring quality education. Similar observation was also found by Anu Mahmud (2012) as he

showed that NGO schools (particularly BRAC) keep up higher attendance and completion rates than the government primary schools. In terms of quality education he also argued that NGO school students perform considerably better than their counterparts in government schools on reading and writing skills. Khan (2014) also urged for GO-NGO collaboration for attaining quality education as he showed that, collaboration efforts of GO-NGOs are inevitably required for ensuring quality primary education to all children of primary schools.

Although BRAC primary schools have such strengths, the officers of the primary education department have negative attitude towards the BRAC primary schools. This might be one of the main reasons of very low level of coordination between BRAC and primary education department. Hence, the primary education department does not feel the necessity of making participation of BRAC or other NGO schools in the whole primary education system. Thus the GO-NGO partnership has not turned into a strong collaboration framework as it was also observed by Aminuzzaman, (1993) who found that the formal relation links between the government and the NGOs cannot be claimed to be integrated. White (1991) found a more critical situation as he showed that, the relationship between the state and the NGOs in Bangladesh is contradictory and difficult. The observation of Haque (2004) is also significant who pointed out that in reality, the partnership has been quite ineffective (and even unfavorable) to achieve the goal. Mahmud (2012) also found poor coordination between NGOs and government agencies.

In this study, both the BRAC staffs and the government officers also gave the opinion that the GO-NGO collaboration is not good. In this particular case both group showed the same view. The percentage of responses with this view from BRAC staffs and government officers is 92% and 83.33% respectively. In the study, BRAC personnel were not found to have a high level of satisfaction towards government agencies, which is also the indication of low level of collaboration between government and NGOs.

As the officers of the primary education department do not recognize the importance of NGO participation in primary education, they are not interested to make visits to NGO schools. Local administration (DC, UNO etc.), however visits more than the primary education department. Officers of the local administration were also found to be more cordial than the officers of primary education department according to the opinion of the BRAC staffs. In spite of the fact that without a strong and wide range of coordination between primary education department and NGOs, GO-NGO collaboration cannot be developed and the goal

will not be achieved best possibly, the importance of coordination has been found to be ignored or not rightly emphasized.

BRAC also cannot be free of this allegation as it has been found in the study that, BRAC doesn't seek permission or opinion from primary education department prior to establish a school; they only take the NOC from the local headmaster. Interestingly, many of the officers of primary education department do not know about the exact number BRAC or other NGO schools worked in their service areas. Further, no consultation between primary education department and BRAC was admitted to take place to establish primary school in remote places.

Even with the negative attitude of the officers of the primary education department and some limitations of BRAC primary schools, collaboration is existing to a certain level between GO and NGOs. Huq (undated) however, found a growing trend of partnership between government and non-governmental organizations in primary education of Bangladesh. The existence of GO-NGO collaboration in primary education, on the other hand has been identified in few areas in this study. According to the BRAC staffs, the areas of support from government and BRAC (or other NGOs) in collaboration are **three** in number in both cases. In the view of officers of the primary education department, the number is **two** in both cases. From the opinion of both BRAC staffs and officers of the primary education department, the present vital areas of collaboration found in this study are**:**

a) Government support**:**
   - Providing free books for all BRAC schools
   - Giving opportunities to the students of BRAC primary schools to attend in the Primary Education Completion Examination (PECE).
b) BRAC support**:**
- Responding quickly to government's call as they always participate in events where they are invited and give opinion and suggestions whenever wanted
- Maintaining a quality education and hence, contributing to country's overall primary education
- Keeping informed the primary education department about the activities and achievements of BRAC primary schools
- Motivation program such as 'Wash Program' for the students
- Providing NGO experiences

BRAC staffs were found to be much keen to make GO-NGO collaboration in primary education in comparison to the officers of the primary education department of Madaripur district. Yet primary education officers gave some valuable suggestions. Some common suggestions came from these two groups of respondents: like establishing strong connection between BRAC and other NGOs and primary education department; making participation of teachers of BRAC and other NGO school in the monthly coordination meeting etc.

A substantial number of fields to be undertaken or developed for GO-NGO collaboration in primary education have been identified in the study. These areas (the suggestions) for collaboration outlined by BRAC and government officials are **12** and **8** in number respectively. So, there are huge scopes i.e. a lot of areas to be developed or embarked on to promote GO-NGO collaboration. These areas should be taken into account with a comprehensive and rationale arrangement for making an effective collaboration aiming to the development of primary education. Government must come forward to make this collaboration momentous. In this context, the analysis of Ahmed (1999) is very imperative as he pointed out that, "collaboration may include elements of contractual, complementary or even parallel arrangements when such a combination is mutually agreed for advancing the shared objectives". The observation of Begum (2003) is also very important as she affirmed that, to make the NGOs able to contribute more towards the national development of Bangladesh, the NGOs need active support, encouragement and collaboration from the government.

<div align="right">**Chapter 5**</div>

Conclusion and Recommendations

This chapter intends to draw the major conclusions and suggest some recommendations which may find out the new area and scope of GO-NGO collaboration in primary education of our country and also may illustrate the process of more pragmatic and need-based policy formulation and implementation.

5.1 Conclusion

The country like Bangladesh with an emerging economic development needs skilled human resource. Education is the first tool to create human capital and primary education is the base for that. So, there is no scope to overlook primary education. Government's effort will be enhanced by active and proper participation of non government organizations. Coordination between these two bodies within collaboration framework is very crucial so that the government can capitalize the role of NGOs to attain the desired goal of the primary education development. It is very important to determine how the NGOs are playing their roles and contributing to primary education in the country and to what extent the coordination between the government and the NGOs is working. This study is intended to determine the actual state of GO-NGO collaboration in primary education in the study area. At the same time, the study aimed at finding out the existing areas of collaboration and their levels and the areas where collaboration can be made or be strengthened. It was also tried in the study to evaluate the mindset of the BRAC staffs and the government officers (officers of primary education department) in promoting the collaboration in primary education. The study reveals that GO-NGO collaboration is prevailing in primary education to some extents. Some exclusive services and benefits of the case study NGO- BRAC and the government has been identified in the study. Services/benefits from both sides may make the mutual benefit for the students which in turn will promote the collaboration.

But, this collaboration is not enough to make sustainable development in primary education. A number of areas have been identified where collaboration should be made or strengthened. A good framework of collaboration has to be made. It should be clearly defined where the BRAC primary schools need or can get the government support to make their programs more effective. On the other hand, there are some areas where government can capitalize the experiences and best practices and results of BRAC. Government can take their innovative

<div align="right">72</div>

ideas and invite them in areas where they have networks. These areas need to be explored. Government should take the initiative and make a wide-scale plan to make an effective GO-NGO collaboration. But, the officers of the primary education department are not fully in favor of collaboration. They think that in huge program of primary education, the contribution of NGOs is not so significant and government alone is capable of executing the needs of primary education. Some of them are confused whether collaboration is actually needed. Yet the suggestions (from both the BRAC staffs and the government officers) found in the study can be noteworthy in evaluating the collaboration state, finding the new field of collaboration and improving the present areas and level of collaboration.

5.2 Recommendations

Based on the observations and findings of the study, the following recommendations are put forwarded for making the role of NGOs more effective and momentous in primary education missions within GO-NGO collaboration framework:

1. Recommendations especially relevant for the Government :

- To establish a sustainable GO-NGO collaboration in primary education, strong coordination between primary education department and NGOs is the first prerequisite. So, government should make the coordination in the programs of both organs to achieve the common goals.

- A well connected bridge between the two bodies must be established to promote the collaboration.

- Data relating number of government and NGO schools in a particular area, number of boys and girls of school going age in the area, information of the dropped-out students, remoteness of areas etc. should be exchanged between the two bodies.

- Government should have a program for continuous supervision and monitoring to ensure that the students dropped-out from government primary schools and who are over aged have restarted their primary education in the BRAC schools or any other NGO School.

- Mechanism should be developed so that the primary education department will keep the data of dropped out students, will supply it to BRAC every year and follow up their re-enrolment in the BRAC primary schools.

- Government should take initiatives to establish schools in the remote areas by BRAC or other NGOs where they have the network.

- Government can incorporate in their vast programs of primary education the innovative ideas and best practices of BRAC. Sharing of knowledge and experience is very important in this regard.

- To make an effective collaboration, there should be opportunities for BRAC and other NGOs to participate in the upazila and district coordination meetings to share ideas and policies, to be acquainted with government programs, to participate actively in government programs where needed, to set the common goals and to make coordinated efforts in achieving the common goals.

- BRAC and other NGO school teachers should get at least some short term trainings from government training institutes.

- The role of NGOs should be evaluated by the government regularly to assess the contribution of the NGOs and actual needs of them to design a well functional GO-NGO collaboration framework.

- Government officers particularly the officers of the primary education department should always have positive attitude towards collaboration, otherwise an effective collaboration can never be developed.

- ROSC project has also some uniqueness in terms of providing benefits for the students (e.g. stipend for all students, uniform etc.). So, the best practices of government primary education department, BRAC and ROSC can be replicated within themselves.

2. Recommendations especially relevant for BRAC (and other NGOs) :

- BRAC should make the consultation with local administration (DC and/or UNO) and particularly with DPEO and Upazila Education Officer (UEO) prior to set up a school in an area.

- BRAC should provide the data of their students, teachers, relevant information about the schools and particularly the number of dropped out students admitted in the BRAC schools to the local primary education department.

- BRAC should keep informed the primary education department about their new programs and innovations as much as possible and should not be shaky to seek for cooperation from the government.

- As the enrolment coverage has been achieved almost 100% by Primary Education Department, BRAC should emphasize on enrolling the students dropped-out from government or other primary schools rather than enrolling the fresh children.
- BRAC can rethink about the improvement of the infrastructure of the schools and bring in few changes in the teaching systems where examples from government primary schools can also be replicated.

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Questionnaire (Set-A) for BRAC Staffs

Name:

Designation:

Working Area:

Q1 How many boys and girls of school going age are there in your working area?

Boys		Girls		Total	

Q2 How many students are enrolled in your working area?

Boys		Girls		Total	

Q3. How many students have been dropped out this year?

Boys		Girls		Total	

Q 4. Do the officers of Primary Education Dept.(DPEO, ADPEO, UEO, AUEO etc. visit the BRAC schools?

Yes	No

Q5. If yes, how many times they visit collectively in a year (put tick,√)?Twice a month/once a month/ in every two months/ 3-4 times a year/ twice a year/ irregularly.

Q 6. Do UNO and officers from DC office visit BRAC schools?

Yes	No

Q7. How effective these visits are?

Very significant	Quite significant	Little significant	Insignificant	Not at all

Q8. Do you think the coordination between Govt. offices and BRAC is good enough?

Yes	No

Q9. Does DPEO office arrange coordination meeting with BRAC/other NGOs

Yes	No

Q10. If yes, how many meetings are usually held? _ _ _ _ _ _ _.

Q11. Which services and benefits you provide for the students that government primary schools don't?

1.

2.

3.

4.

5.

Q12. What are the services provided by government primary schools that you don't?

1.

2.

3.

4.

5.

Q13. How many dropped out students from government or other primary schools have admitted in BRAC school(s) under your working area this year? Boys _ _ _ _ _ _ _   Girls_ _ _ _ _ _ _   Total _ _ _ _ _ _ _

Q 14. To ensure better collaboration with government which areas need to be developed or which issues should be addressed with importance?

1.

2.

3.

4.

5.

Q15. According to your view, please mention 3 to 5 best services for the students that are being provided by BRAC schools:

(Put tick,√)   Yes-------/No-------

Q16. Do BRAC and primary education department jointly identify remote places to establish primary school? (Put tick √)   Yes-------/No-------

Q17. If there is any sort of collaboration between government and NGOs, a) what supports/ cooperation/ benefits are being given by the government to the NGOs (or BRAC)? And, b) what more supports/ cooperation/ benefits can be given by the government to the NGOs?

(For both q no. a and b, examples are: Training, policy, rules- regulations, providing books, allowing them to attend the meeting/ workshop, sharing experiences, monitoring and evaluation etc.)

a)

1.

2.

3.

4.

b)

1.

2.

3.

4.

Q.18 If there is any sort of collaboration between government and NGOs, a) what supports/ cooperation/ benefits are being given by the NGOs (or BRAC) to the Primary Education Department? And, b) what more supports/ cooperation/ benefits can be given by the NGOs?

(For both q no. a and b, examples are: Training/capacity building, motivation work, finance, grass root network and connection, innovation and new ideas, consultation in establishing new BRAC school, sharing experiences, monitoring and evaluation etc.)

a)

1.

2.

3.

4.

b)

1.

2.

3.

4.

Q. 19 Do you think for development in primary education and ensuring quality education GO-NGO collaboration is needed? (Please put tick).

<u>Yes</u>   <u>No</u>   <u>Not sure</u>

Q. 20 What is the level of cooperation you are getting from upazila administration and primary education department? (put tick mark)

a) from upazila administration: excellent/ satisfactory/ poor/ not at all

b) from primary education department: excellent/ satisfactory/ poor/ not at all

Questionnaire (Set-b) for Officers of Primary Education Department

Name:

Designation:

Working Area:

Q1 How many boys and girls of school going age are there in your working area?

Boys [   ]   Girls [   ]   Total [   ]

Q2 How many students are enrolled in your working area?

Boys [   ]   Girls [   ]   Total [   ]

Q3. How many students have been dropped out this year?

Boys [   ]   Girls [   ]   Total [   ]

Q 4. Do you visit the BRAC schools or schools operated by other NGOs? | Yes | No |

Q5. If yes, how many times your office visit collectively in a year (put tick,√)?Twice a month/once a month/ in every two months/ 3-4 times a year/ twice a year/ irregularly.

Q6. How effective these visits are?

Very significant	Quite significant	Little significant	Insignificant	Not at all

Q7. Do you think the coordination between Govt. offices and BRAC is good enough? | Yes | No |

Q8. Does DPEO office arrange coordination meeting with BRAC/other NGOs? | Yes | No |

Q9. If yes, how many meetings are usually held? _ _ _ _ _ _ _.

Q10. Which services and benefits BRAC schools provide for the students that government primary schools don't?

1.

2.

3.

4.

5.

Q11. What are the services provided by government primary schools that BRAC schools don't?

1.

2.

3.

4.

5.

Q 12. To ensure better collaboration with government which areas need to be developed or which issues should be addressed with importance?

1.

2.

3.

4.

5.

Q 13. Do you know how many schools operated by BRAC and other NGOs are there in your working area?

Yes	No

Q14. Have DPEO office or concerned government agency identified the areas where BRAC or other NGO operated schools should be established? (Put tick √)   Yes-------/No-------

Q15. Do BRAC seek opinion from DPEO office before establishing a school? (put tick,√) Yes------/N0------

Q16. Do BRAC and primary education department jointly identify remote places to establish primary school? (Put tick √)   Yes-------/No-------

Q17. According to your view what are the major advantages/contributions to primary education obtained from BRAC school program?

Q18. If there is any sort of collaboration between government and NGOs, a) what supports/ cooperation/ benefits are being given by the government to the NGOs (or BRAC)? And, b) what more supports/ cooperation/ benefits can be given by the government to the NGOs?

(For both q no. a and b, examples are: Training, policy, rules- regulations, providing books, allowing them to attend the meeting/ workshop, sharing experiences, monitoring and evaluation etc.)

a)

1.

2.

3.

4.

b)

1.

2.

3.

4.

Q.19 If there is any sort of collaboration between government and NGOs, a) what supports/ cooperation/ benefits are being given by the NGOs (or BRAC) to the Primary Education Department? And, b) what more supports/ cooperation/ benefits can be given by the NGOs?

(For both q no. a and b, examples are: Training/capacity building, motivation work, finance, grass root network and connection, innovation and new ideas, consultation in establishing new BRAC school, sharing experiences, monitoring and evaluation etc.)

a)

1.

2.

3.

4.

b)

1.

2.

3.

4.

Q. 20. Do you think for development in primary education and ensuring quality education GO-NGO collaboration is needed? (Please put tick).

Yes   No   Not sure

Questionnaire (Set-C) for Beneficiaries (Guardians)

Name:

Age:

Occupation:

Q1. How many children do you have?

Boys:	Girls:	Total:

Q2. How many children of school going age you have?

Boys:	Girls:	Total:

Q3. How many of them are dropped out?

Boys:	Girls:	Total:

Q4. Where do they study?	Govt. primary school	BRAC school	Other NGO school	Madrasa and others

Q 5. How many of your dropped-out children have been admitted into BRAC school?

Q6. What advantages are you getting from govt. primary school?

1.

2.

3.

4.

5.

Q7. What advantages are you getting from BRAC school?

1.

2.

3.

4.

5.