



**NON FORMAL PRIMARY
EDUCATION
(NFPE)**

PHASE II (1996-1999)

FINAL EVALUATION

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ACRONYMS AND ABBREVIATIONS

ABC	Assessment of Basic Competencies
BEOC	Basic Education for Older Children
BRAC	Bangladesh Rural Advancement Committee
BT	Batch Trainer
CAMPE	Campaign for Popular Education
CEP	Continuing Education Programme
CLE	Concentrated Language Encounter
CLIP	Chandina Learning Improvement Programme
DNFE	Directorate of Non Formal Education
EDU	Educational Development Unit
ESP	Education Support Programme
GoB	Government of Bangladesh
GSS	Gono Shahajja Shangshita
IRI	Interactive Radio Instruction
JPO	Junior Programme Organizer
MDU	Material Development Unit
MIS	Management Information System
MT	Master Trainer
NCTB	National Curriculum Textbook Board
NFPE	Non Formal Primary Education
NGO	Non Government Organization
PO	Programme Organizer
QM	Quality Manager
RDP	Rural Development Programme
RED	Research and Evaluation Division
RM	Regional Manager
RT	Resource Teacher
TARC	Training and Resource Centre
TIC	Team In Charge
UNICEF	United Nations Children's Fund

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EXECUTIVE SUMMARY

The evaluation of BRAC's Non formal Primary Education (NFPE) Programme Phase II provides a quantitative analysis of the extent to which pre-set targets have been reached and a qualitative assessment of the overall effectiveness of the teaching and learning in NFPE Phase II. The Evaluation Team is satisfied that the main objectives of the Phase II programme have been realized and that the pedagogical improvements and quality assurance measures introduced during Phase II will have positive and long-term impacts on the further development of the NFPE programme in Phase III.

In carrying out the evaluation the Team reviewed reports and statistical data relevant to Phase II and III, and consulted with NFPE staff in the Dhaka Head Office and in the field.

The Evaluation Team was specifically asked to assess the extent to which the objectives stated in the logical framework have been realized; determine the cost efficiency and effectiveness of BRAC schools; review NFPE management; undertake a qualitative analysis of the improvements introduced in Phase II; assess the pilot schools initiative; and consider the implications for NFPE Phase III.

A summary of the findings in relation to each of these items is presented below.

1. REVIEW OF NFPE PHASE II AGAINST THE LOGICAL FRAMEWORK

The review confirms that significant progress was made towards the attainment of the overall goal of Phase II and towards the realization of the stated Phase II programme purpose: "Cost effective basic education for poor children, especially girls, and currently unserved by the primary education system". This has been realized by the timely and effective

implementation of the vast majority of the stipulated activities to at least the set target levels and often significantly beyond.

During Phase II there was little deviation from the targets set in relation to the poverty and gender focus of the programme. These targets were maintained despite the growing acceptance of education for girls and consequently their higher levels of enrolment in formal primary schools.

2. THE COST EFFICIENCY AND EFFECTIVENESS OF THE BRAC SCHOOLS

The evaluation review indicates that the NFPE programme is highly cost efficient, relative to formal primary education provision, and compares satisfactorily to the costs and performance of other non-formal providers.

The recent *UNDP Human Development Report for South Asia, 1998* points out that BRAC schools provide primary school education to a child at US\$20 per year (evidence provided in main report), whereas the real annual cost of a child in government primary schools is US\$51 after taking account of dropouts and repeaters.

In the continuing situation of high levels of socio-economic and gender-based discrimination in Bangladesh, the NFPE programme, targeted at girls from the families of the poor, is a highly cost effective undertaking in terms of its social, personal and economic benefits.

3. NFPE MANAGEMENT

The scale of the NFPE programme is evident from the fact that during Phase II, 2.2 million pupils benefited from basic primary education at relatively low cost. Overall, 93% completed Grade III in NFPE schools, and of these 94% progressed to Grade IV.

Providing basic primary education on such a scale over a sustained time span necessitates efficient and effective management. The evaluation review finds that in addition, NFPE management also has the capacity to

be responsive to the developmental needs of the programme, as evidenced in the quality management restructuring that took place during Phase II. This restructuring necessitated the nomination of specific staff with responsibility for assuring the implementation of quality in pedagogy and school performance. The appointment of the Quality Managers necessitated a high degree of institutional review and flexible forward planning.

4. QUALITY IMPROVEMENTS INTRODUCED IN PHASE II

NFPE paid a great deal of attention to the quality of educational provision and outcomes during Phase II. Many of the improvements initiated in Phase II have resulted in changes in responsibilities and practices in Phase III.

Under this heading the evaluation reviewed improvements in the areas of quality management, curriculum development, instructional materials development, and teacher training.

4.1 Quality Management

Thirty-eight Quality Managers (QMs) were appointed during Phase II. These appointments are the basis for quality assurance so that the stipulated learning outcomes of all children will be realized.

In addition to the QMs, Master Trainers (MTs) and Batch Trainers (BTs) were appointed as subject specialists to deliver initial and refresher training to teachers in Grades IV and V.

The nomination of QMs and the selection of MTs from different levels within the organization, the inclusion of Resource Teachers among the MT candidates, and the appointment of Batch Trainers from among the ranks of the teachers, indicates an appreciation on the part of EDU, of the important contribution individuals can make in developing NFPE, irrespective of their designated rank. It also indicates a recognition of, and a desire to avail of the wealth of knowledge that exists among experienced practitioners within the organization.

The process of negotiation, review and fine tuning which characterizes the establishment of the overall quality management system exemplifies good practice in ensuring the commitment of those responsible for its implementation, and ultimately the relevance and appropriateness of the systems.

The significance of having a direct link between staff responsible for planning or supervision and the primary beneficiary of the service, the learner, is particularly evident in the way in which quality improvements were approached during Phase II, in particular the assignment of quality-related responsibility to staff. Furthermore the process by which quality management is being institutionalized draws attention to the nature of the relationship between Head Office and Field staff. In terms of accountability, it is apparent that Educational Development Unit (EDU) staff, who are managing the process perceive themselves as accountable to the field based practitioners.

The Evaluation Team believes that the data-gathering tasks currently being undertaken by the Quality Managers are significant. The information that emerges will promote reflection on the part of the QMs and will stimulate responses that enhance the quality of NFPE. This kind of activity may also prove to be useful when the EDU shifts fully into its developmental role in Phase III.

The evaluation review finds that in Phase II, the groundwork needed to establish a sound quality management system has been largely completed. The benefits will be evident in the next phase.

4.2 Curriculum Development

A number of small-scale innovative alternative pedagogic approaches were reviewed and trialed in small numbers of schools during Phase II. The most important of these are the Concentrated Language Encounter (CLE), the Interactive Radio Instruction (IRI) and the Chandina Learning Improvement Project (CLIP). These have afforded opportunities for NFPE to experiment with a range of teaching methodologies. In addition, the

principles of activity-based learning and the potential use of audio and visual, as well as written materials in the classroom have gained wider recognition in the agency as a whole.

These initiatives have influenced the thinking of NFPE in curriculum development and delivery although it is not intended that any one of the experimental initiatives will be mainstreamed in its entirety throughout the NFPE programme.

4.3 Instructional Materials

Staff associated with the above initiatives acquired valuable and transferable skills in the design and development of curriculum and in materials production. In reviewing the full range of educational materials produced during Phase II the Evaluation Team is impressed by the quantity and quality of the materials produced for use by learners, teachers and teacher-trainers.

4.4 Teacher Training

During Phase II teacher training was provided to all new teachers and extensive in-service refresher training to all levels. Specifically, teachers completed 7 days pre-service training; 3 days orientation and 15 days of basic training, along with one day refresher training per month. Currently teachers who are teaching Grades IV and V receive an additional 15 days training.

As well as this formal training, enhanced support structures have been put in place to provide individual assistance to teachers. In the opinion of the Evaluation Team the appointment of the Resource Teachers marked a significant initial step in the development of the elaborate network of teacher support that is now in place.

5. PILOT SCHOOL ACTIVITIES

The quality initiatives of Phase II included 1,000 pilot schools which offered the full primary programme. In reviewing the pilot school activities the Evaluation Team focused on issues relating to the rationale for expanding the coverage of grades, the overall performance of the pilot schools, the impact of the pilot schools on teacher training, operational adjustments and the achievements of the learners in the pilot schools.

5.1 Rationale for Expanding the Coverage of Grades

The pilot schools were never intended to be viewed as an 'experiment' to determine whether or not NFPE schools should offer Grades IV and V in the future. Rather, they were perceived as field trials to provide opportunities for NFPE to determine the changes needed in order to expand its provision from three to five grades.

5.2 Performance of the Pilot Schools

Tracking data showing the survival rates of all Grade III NFPE graduates within the mainstream schools where they completed their primary education are not available. Limited surveys, and the experience of NFPE staff indicate that up to a third of these graduates did not complete primary school. In light of this information, the 94% transfer rate for pilot school graduates into Grade VI represents a major improvement in the overall rate of primary school completion for NFPE learners.

Given the extremely difficult circumstances that prevailed in July and August 1998 and in the immediate aftermath of the floods, the performance of the pilot schools is remarkable.

5.3 Impact of the Pilot Schools on Teacher Training

The teaching challenges posed by the expansion into Grades IV and V, particularly in the areas of Maths and English, has necessitated an extensive review of teacher training. Additional training is now being given

to teachers in Maths before they begin teaching in Grade IV and in English before Grade V. The teacher training and support procedures described earlier were designed in light of the Pilot School experiences, and the Evaluation Team is confident that these procedures are adequate to meet teacher needs.

The series of pragmatic decisions made in relation to teacher training during Phase II, strategically positioned the EDU as a key player in the development of NFPE's training and teaching capacity. This unit has set the pace of the restructuring needed to enable NFPE cover the full primary curriculum. It has adopted a participative approach whereby the existing expertise and capacity of the organization has been mobilized effectively. The Evaluation Team believes that essential elements of the revamped teacher training package are now in place.

5.4 Operational Adjustments

In light of the experience of teachers and field staff involved with the pilot schools, adjustments have been made regarding the time allocated to specific grades and the school day has been extended by 30 minutes in Grades IV and V. This appears to be an appropriate response. Nonetheless, the Evaluation Team believes that the time issue is important and should be reassessed during Phase III.

The Evaluation Team recognizes the importance of preparing learners for the transition to formal schooling including preparation for examinations. Given that examinations currently feature prominently in secondary school, the decision to provide opportunities for NFPE learners to undergo examinations is appropriate. However, the Team is also concerned that success in examinations should not be given undue importance at the expense of the learner-centred ethos that has characterized NFPE schools to date. While there is no evidence of a move in this direction, the tendency for teachers to teach-to-examinations is well documented worldwide. This is a danger which the quality management staff should guard against.

5.5 Achievement of Learners

The Evaluation Team is satisfied that every effort was made to ensure that the quality of the education provided to learners in the pilot schools was adequate. Sample student performance against national learning competencies was reviewed by the BRAC Research and Evaluation Division, and indicated satisfactory attainment levels. The Team believes that the improvements made to date, including more intensive and subject focused teacher training, the increase in time allocated to the higher grades and the overall focus on the quality of the education provided will further enhance learners' achievement in the future.

6. IMPLICATIONS OF THESE FINDINGS FOR PHASE III

A major thrust of the NFPE programme in Phase III is towards institutionalizing the quality assurance measures initiated in Phase II. In evaluating the future implications of the improvements in Phase II, the Evaluation Team focused on aspects of the programme which were not considered elsewhere, in particular changes in the schools programme, the Continuing Education Programme, links with other agencies and the on-going development of NFPE.

6.1 Changes in the School Programme

In the latter half of Phase II, NFPE has been concerned with issues to do with enhancing and sustaining teacher competence, streamlining the curriculum, and disseminating more varied teaching methodologies. In Phase II, while the BEOC schools benefited from these improvements, the main focus has been on what might be termed, NFPE's 'regular' schools. As the numbers of BEOC schools increase in Phase III, these schools will obviously command a great deal more attention. It is also likely that differences relating to the length of the school cycle will necessitate some adjustments to teaching methodologies.

The Evaluation Team believes that the quality improvements in teacher training, materials, and teaching methodologies that have been undertaken to date, will greatly enhance the overall NFPE programme, including BEOC schools, and will serve to inform any further developments as needed.

6.2 The Continuing Education Programme

The Evaluation Team welcomes the proposed expansion of the Union Libraries and Reading Centres in Phase III, and the processes to ensure the continuity of the Union Libraries through legal local trust structures. Over half the 400 libraries established since 1996 are already self-financing. The Union Libraries provide opportunities for NFPE to build close linkages with government organizations at local level by utilizing government staff for the delivery of training programmes. This approach maximizes the use of local resources.

The Reading Centres (currently over 6,000) will enable graduates from BEOC schools to engage in further learning, even if they do not progress within the formal education system. The Centres also provide opportunities for informal learning among the women members. The Evaluation Team believes that although such learning is difficult to quantify, especially in the short-term, it nevertheless, can contribute significantly to the capacity of young women to become agents of change within their communities.

An innovative family skills programme covering legal, health and social issues is being piloted. Materials have been developed for trainers and learners.

The Evaluation Team notes that attention to quality issues within NFPE includes the CEP programmes covering issues relating to the provision of education and training for young adults, outside the formal system. In this context, and in light of the value attributed to 'certified' learning, the Team suggests that steps be taken to explore long-term possibilities of

accrediting appropriate elements of life-skills training courses within a vocational training framework.

The review finds that the Continuing Education Programme compliments the school based NFPE programme and provides opportunities for meaningful links with the RDP programme.

6.3 Links with Other Agencies

The increase in levels of collaboration between players involved in the provision of education in Bangladesh—DNFE, UNICEF, other NGOs, CAMPE--provides even greater opportunities for NFPE to disseminate the expertise it has gained in the areas of primary and continuing education and for BRAC to play an even more proactive role in the provision of efficient, high quality and cost effective basic education in Bangladesh.

6.4 The On-going Development of NFPE

The Evaluation Team believes that the recently formed Educational Development Unit will play a significant developmental role during Phase III. The unit is currently the key player involved in designing and institutionalizing the school-focused quality reforms introduced during Phase II. When this task is completed the EDU will assume responsibility for NFPE's overall educational research and development functions

INTRODUCTION

Non Government Organizations such as BRAC play a key role in the provision of education in Bangladesh. The Government of Bangladesh, because of its limited resources and underdeveloped infrastructure, has difficulty tackling the scale of the country's poverty and providing basic education to the school going population. This reality has been noted by a number of commentators over the past five years. The Asian Development Bank Final Report on Non Formal Education stated that:

.....for Bangladesh the percentage of non-enrolment in the schools has been so high, and the absolute numbers so large, that positive, net reductions in illiteracy through formal provision, are numerically extremely difficult to attain, and take considerable time. In these terms, significant nonformal primary provision, and adult education, may continue to be necessary for a long period..... (1994: 18)

Non formal education was also afforded strategic importance in a joint UNICEF and Bangladesh Bureau of Statistics publication in 1995. The document set the following "Year 2000 Goal" for education:

Universal access to basic education, and achievement of primary education by at least 80 per cent of primary school age children through formal schooling or non-formal education of comparable learning standard, with emphasis on reducing the current disparities between boys and girls (1995: 10).

The Government of Bangladesh has acknowledged the significant contribution NGOs have made to date and has indicated the need for their on going involvement in its current and previous Five Year Plans.

BRAC's Non Formal Primary Education programme targets poor children and adolescents in both urban and rural settings. Since its inception in the mid 1980s the NFPE programme has grown rapidly. BRAC has gained international as well as national recognition as a provider of basic

education to sectors of the population which are widely acknowledged as extremely difficult to reach, in particular girls from poor families.

The educational problems which Bangladesh faces and which BRAC's NFPE programme seeks to address, are evident to a greater or lesser extent, in many parts of the world. Educationalists across Asia and Africa, are struggling to resolve problems pertaining to enrolment and retention rates, relevance of curriculum, and the establishment of efficient, dependable and affordable delivery systems. Even in countries where a commitment to Universal Primary Education has raised the levels of enrolment of both boys and girls, serious deficiencies remain. Very high levels of dropout and poor performance in examinations among children from economically disadvantaged families, uneven standards of provision and unresponsive and inert service delivery systems remain major, and to date, largely intractable problems.

It is against this backdrop that BRAC's reputation has been established. Its education programme has attracted attention because of its capacity to reach relatively large numbers of children (in excess of two million have benefited), maintain an even standard of provision across the country in a variety of settings, and perhaps most significantly it is noted for its capacity to enroll and retain a high proportion of girls.

BRAC's NFPE programme has adopted an approach to the provision of education which dispenses with traditional constraints such as the need for costly and fixed infrastructure. There are no purpose built schools. Furniture and equipment are minimal. Improvements can be implemented without extensive lead-in preparation periods such as lengthy pre service teacher training. Instead of focusing on how best to 'fit the learner' into a preconceived notion of what a school should be, the emphasis is on meeting the academic and personal development needs of the learner. In acknowledgement of the social and cultural constraints that impede girls mobility, the school is brought to the learner.

BRAC's NFPE programme in Phase II (1996 to 1999) proposed to:

- consolidate the operation of all of its schools by merging those which had operated separately as an RDP project with those which already operated under NFPE;
- enhance the quality of the education provided; and
- develop a continuing education programme.

Terms of Reference

The Evaluation Team was contracted to consider the **overall effectiveness of the teaching and learning in NFPE Phase II** with a view to informing and further developing the programme in Phase III. Specifically the team was asked to undertake the following:

- 1. Review attainment of Phase II objectives as measured against the targets set in the Logical Framework.*
- 2. Assess the relative cost efficiency and effectiveness of the BRAC schools by undertaking a cost comparison analysis.*
- 3. Review the effectiveness of BRAC's NFPE management structure and its institutional and organizational capacity.*
- 4. Evaluate the range of quality improvements introduced in Phase II including curriculum development, teacher training, instructional materials, and new initiatives, in particular the introduction of the Quality Manager system.*
- 5. Assess the outcomes of the pilot school activities including the training of teachers and the achievement of learners.*
- 6. Consider the implications of these findings for the future development of NFPE in the proposed Phase III with particular reference to the further evaluation of the teaching and learning in Grades IV and V.*

The Evaluation Team should, for complementing its analysis, draw on the Appraisal Report for Phase III; some aspects addressed in this appraisal which will be particularly useful to note include:

- BRAC's plans and efforts regarding improving the quality and of monitoring, research and evaluation of pedagogical issues related to the expansion for teaching the higher grades i.e. material / teachers / type of education skills / vocational training;*
- linked to BRAC's proposed expansion to grades IV and V, appraise BRAC's co-operation, collaboration and systems in place for exchange of experiences with other agencies and organizations;*
- BRAC's capacity, i.e. management, training, skills, recruitment of new teachers, quality of material etc., with regard to the expansion of grade IV and V.*

Methodology

The Evaluation Team reviewed reports and statistical data relevant to Phase II of the Non Formal Primary Education (NFPE) programme. The two team members made field trips during which they visited schools in both urban and rural settings, Team Offices and Regional Offices. They conducted formal group meetings and interviews with teachers, learners, Grade V 'graduates' currently in Grade VI, Master Trainers, Quality Managers, Team in Charge, Regional Managers and TARC trainers. In addition the Team consulted the members of the donor consortium and BRAC staff in the Dhaka Head Office.

Structure of the Report

The evaluation report is presented in three sections. The first section provides a quantitative account of the achievements under Phase II. This section addresses the first three terms of reference, namely the attainment of objectives against logical framework targets; cost efficiency and effectiveness of BRAC schools; and NFPE management.

Section two provides a qualitative analysis of achievements during Phase II. This section addresses the fourth and fifth TORs, namely significant quality improvements introduced in Phase II; and pilot school activities. A number of items dealt with in section two are not referred to in the previous section because they were not mentioned in the logical framework. They are included in the evaluation because they impacted significantly on the quality of education provided by NFPE programme.

The final section responds to the sixth TOR by considering the implications of these activities for NFPE Phase III.

For easy of reference, headings and subheadings throughout the report follow the TOR numbering sequence.

SECTION A: QUANTITATIVE ANALYSIS OF ACHIEVEMENTS IN PHASE II

1. REVIEW OF NFPE AGAINST LOGICAL FRAMEWORK TARGETS

1.1 The Logical Framework

The Logical Framework Analysis incorporated within the original proposal for the NFPE II (12 December 1995), was revised with external consultant support in late 1996/ early 1997 to provide a more action-directed basis for project implementation, following initial programme startup and preliminary reporting. The revised Logframe was formally adopted in the *Non-Formal Primary Education Programme, Proposal for Phase II, Revised*, 27 April 1997.

The revised Logframe includes a more specific programme goal to replace what was considered to be a 'supra goal'; and a more precise and quantifiable purpose with more appropriate, detailed, verifiable indicators (program targets) than in the earlier versions. The presentation of outputs and activities was also modified to emphasize key implementation linkages and processes. The quantitative figures at the output and activity levels, which have budgetary implications, were not changed.

The summary of NFPE II for the full program period, 1996-1999 as shown in *Annex D* and reviewed below, is in terms of the revised Logframe. For convenience, it is shown as a single full-programme document (Phase II) although donor progress reports were presented on a six-month basis. The presentation of the Logframe in *Annex D* has also been revised to link the stated activities for each output, and their matching verifiable Indicators, directly to the outputs to which they refer. This enables direct reporting for the attainment of each stipulated Output. This is also the basis for the summary reporting of expenditure against budget as appropriate for this Final Evaluation Report. Detailed financial reporting against agreed budget lines is the subject of separate BRC reporting.

1.2 Data Sources and Methodology

Data for the review of Phase II implementation against Logframe were obtained from:

- BRAC internal MIS (which is also the basis of data for the ongoing review processes for NFPE, and for regular Donor reporting)
- Periodic reviews of the BRAC Monitoring Unit within the office of the Executive Director
- BRAC Team Office Reports BRAC Area Office records and reports

- External Monitoring Mission, BRAC Rural Development Programme IV and Non Formal Primary Education Programme II, *Final Report*, DARUDEC, Donor Liaison Office, October 1997
- *Appraisal of the Proposal for BRAC's Education Programme Phase III*, Donor Consortium, Donor Liaison Office, September 1998
- Evaluation Team field reviews, Area and Regional Office discussions, interviews and BRAC office desk study

1.3 Phase II Attainment against Logframe

1.3.1 Goal

Review of NFPE Phase II against *Logframe* would indicate that significant progress was made towards the attainment of the overall goal, as revised: 'that basic education skills [would be] retained and used by BRAC graduates'.

In terms of the stipulated targets:

- 94.3% of female students; 94.2% all, progressed to class 4, Phase II total (target at least 80%, including at least 80% of female graduates)
- 66% completed full primary school cycle over Phase II; including female, estimated against targets of at least 60%, including at least 50% of the female
- 44% of BEOC graduates not progressing to formal school were involved in BRAC Rural Development Programme (RDP) training activities, 1998 (target at least 20%)

1.3.2 Purpose

Similarly, significant progress has clearly been made towards the realization of the stated Phase II Programme Purpose: 'Cost effective basic education for poor children, especially girls, and currently unserved by primary education system provided'

In terms of the stipulated targets:

A total of 1.1 million graduates plus 1.1 million ongoing pupils, Phase II, (target 1.1 million), of whom 68.2% were female (target 70%), and 88% (target 80%) were from the stipulated targets groups as defined against basic family economic criteria. The majority of new enrollments were at least 8 years old as target, although some younger children were admitted in urban schools. Overall almost 93% completed to at least class 3 (target

90%). Average cost per child of US\$18 was incurred, 1988, against an initial 1996 estimate of US\$17.82. per child.

Despite apparent growing community acceptance of education for girls, possibly as a result of the earlier BRAC experience, and a consequent willingness to allow girls to enter the formal schools, and the probable effect of food support programmes at formal primary school level, the BRAC NFPE targets for 70% female enrollments have remained effectively attainable. This is presumably due to the continuing inability of the formal system to fully serve the needs of girls within the specific socio-economic group targeted by NFPE.

1.3.3 Outputs

Output 1 NFPE Schools Opened and Operated/Supported by BRAC

The overall output target of 34,000 operating schools in each of 1996/97, 1997/98 and 1998/99 was attained.

Specifically, in terms of the detailed logframe activities and targets:

Villages were identified and school sites were selected against stipulated criteria based on population, local literacy rate, and number of GOB/NGO schools in area. Appropriate arrangements for provision of school houses as minimum specifications were made, and equipment and supplies provided. NFPE offices were established in RDP premises where possible or appropriate office accommodation against standard requirements leased.

Supervisors (29% female, May 1999, against 30% target) were deployed to operate within the highly structured and closely monitored BRAC NFPE school supervision model. As described in Section B below, major review and development of the quality assurance systems for NFPE were initiated during the Phase and implemented through adjusted duties, additional positions and extensive training at central and field levels.

Teachers were appointed for all schools against established criteria and targets. Increased training as target was provided particularly to service the extension of coverage at classes IV and V (see also Section B below). The set target for school contact hours was increased during the Phase to better meet the needs of the senior primary groups.

Students were selected against standard criteria. School Management Committees were established for all schools, and the standard system of PT meetings introduced and centrally monitored against 70% attendance target.

The proposed system of meetings with formal school heads and local government education officials was introduced during the Phase and has been closely monitored at regional and central levels.

The evaluation review observed that while overall targets were attained virtually without exception, some difficulties had been experienced in implementation for the urban schools within those targets, and within the established BRAC processes. This is discussed in *Annex J*.

Output 2 Revised/New Learning Materials Develop

The major thrust of Output 2 was the support of the ongoing development of programme quality for NFPE.

Specifically three major innovations for the improvement of teaching and learning were introduced as detailed Logframe planning, targets and implementation schedules:

- An experimental interactive radio instructional programme
- New curriculum and associated teacher and student materials in Social Studies and Mathematics, and revised teacher training programs and materials
- A new language teaching scheme piloted [Concentrated Language Encounter]

In addition, the trial of the innovative Chandina Learning Improvement Programme (CLIP) for English, Maths and Social Studies was also commenced and is continuing.

Techniques and materials were developed, trialled and evaluated, and based on the trials appropriate decisions for full or partial introduction or major modification have been made and are in process of implementation. Major specific aspects of these developments are reported and discussed in Section 2 below.

Development and trial of a series of Standardized Achievement Tests (SATs) for Bengali, Social Studies, Maths, and English were also undertaken during Phase II. These were applied in a sample of NFPE schools in 1998. The results of this initial testing indicated that over 60% of pupils had attained at least minimum standardized learning outcomes across the four subjects (see *Annex I*).

Output 3 Continuing Education Program Developed

Output 3 focused on the need for consolidation and extension of learning skills for graduates, particularly to ensure that the skills of neo-literates were not lost following the end of the school period.

Stipulated activities thus concentrated on extension of Union Libraries and school libraries or Reading Centres, the expansion of book stocks, appointment and

training of librarians, expansion of library membership and activities and book use. In total, 400 new Union Libraries (target 300) were established; 6151 School libraries (target, 6000, including the Reading Circles incorporated into the school libraries); 379,050 library members (target 230,000) and above target book borrowing.

Output 4 BRAC/NFPE Institutional Capacity Strengthened

Output 4 planning provided major inputs for the development of BRAC institutional capacity to better attain the quality objectives of the NFPE program. Specific activities focused on development of systems for capacity building, personnel planning through systematic processes of job description and training needs assessment, and regular review of NFPE structural and communication arrangements. The highly specific targets set for these activities were attained.

Major assistance was also provided for the development of training programs and materials and the provision of direct training of NFPE professional and managerial staff development (116,508 person days of training) and teacher development (2.3 million person days provided across Phase II). Correlated international and national external professional training, and limited use of specialist international consultant expertise also occurred during Phase II.

Training and quality management development initiatives are further discussed in Section B below

Findings

As noted above, the Logical Framework Analysis document for Phase II underwent substantial and continuing change to facilitate its use as a planning and implementation guide, and as a basis for reporting.

It would appear, however, that difficulties were experienced in its systematic and effective use for these purposes. In part these arose from continuing logical problems in the structure of the framework itself, in particular its failure to associate activities and their accompanying targets with the outputs they were presumably meant to produce. As produced, moreover, the Logframe was limited to the Donor Consortium support which, properly was a subset of the wider total NFPE Phase II project as a whole. Attempts to link detailed financial reporting to the logframe were similarly impractical because no distinction was made between financially dependent and financially neutral activities, and full separation of overall activities was complex and misleading.

More importantly, perhaps, the logframe as developed assumed a regular continuity of activity, input and output, largely in formal

standard calendar periods. The ongoing operation of the schools, their replacement and new startup, the employment of teachers and so on, is difficult to systematize into regular reporting phases as implicit in several of the logframe indicators. Reporting against targets above, particularly of school numbers by period is thus extremely difficult.

The logframe model as developed, moreover, appeared ill suited to the nature of BRAC NFPE development. This development has been largely characterized by very rapid and often significant change in the process of implementation, on the basis of ongoing 'action research' trial and modification. Such change has frequently been proactive, and this has probably been a major strength of NFPE. Inevitably thus, the logframe as developed does not continue to fully reflect the realities of the implementation processes.

If a detailed logframe process is required there appears to be a need for detailed consultation between BRAC and the donors at the time of project planning to ensure that the framework is both real and meaningful in BRAC development terms; matches the operational processes of NFPE, and also provides a realistic and efficient basis for reporting.

Review of NFPE Phase II against *Logframe* would confirm that significant progress was made towards the attainment of the overall goal of NFPE Phase II, and towards the realization of the stated Phase II Programme Purpose: 'Cost effective basic education for poor children, especially girls, and currently unserved by primary education system'. This has been realized by the timely and effective implementation of the vast majority of the stipulated activities to at least the set target levels, and often significantly beyond. .

2 COST EFFICIENCY AND EFFECTIVENESS OF NFPE

2.1 Introduction

The Evaluation Team reviewed available evidence of the relative costs of provision of basic primary education in Bangladesh.¹ Despite the significant series of studies now available, and used in the analysis below, highly detailed comparisons must be treated with extreme caution. Precise figures on which

¹ Major studies consulted were:

UNDP, Human Development Report in South Asia, 1998—The Education Challenge, University Press, Dhaka, 1998

Appraisal of the Proposal for BRAC's Education Programme Phase III, Donor Consortium, Donor Liaison Office, September 1998

ADB, Nonformal Education Project PPTA TA No 2103-BAN, *Final Report*, Vol 1, Dec 1994

comparisons can properly be based are impossible to determine because of (i) the lack of detailed data *per se* (ii) the problems of valuing 'in kind' contributions between different agencies, (iii) the confusions of definition and thus of determining included/excluded items, and (iv) the lack of strictly comparable time series.

A further major problem in relative cost comparisons arises for the conceptual issues involved in treatment of what may be regarded as fixed costs of provision, or indeed direct social costs, for government schools. Some studies have included estimated annual rent or capital servicing costs on fixed buildings for government schools, which, it has been argued distort the real recurrent costs of provision, especially where the very high land-value of long-established government schools in urban areas is involved.

2.2 Comparative Cost Efficiency

Nevertheless general conclusions can be drawn from available data in such a way as to enable broad comparisons to be made while avoiding most of the complications of detailed estimates. In broad terms, the current full costs of provision of primary education in nonformal programs under the major NGOs in Bangladesh, including any direct compulsory costs to parents, are all under US\$20, June 1999.²

The current comparable annual costs per child per year in a government primary school (adjusted for compulsory private costs and basic management overheads) is probably at least double that of nonformal provision—possibly significantly more if full and comparable allowance could be made for all central administration and provision costs. Major differences in salaries and teachers allowance costs account for a significant part of the differential.

It is important to stress that these comparisons involve the provision of education programmes which are accepted by government as equivalent, (that is formal primary and nonformal primary) under the officially sanctioned providers. However attempts to refine the analysis to include the relative *quality of provision*, within this broad 'equivalence of provision', for example the relative attainment scores of learners, exacerbates the definitional and cost estimation problems, and renders the resulting cost estimates subject to serious challenge.

² Private costs include all direct cash costs to parents incurred in meeting the cost of education. For Bangladesh government primary schools such costs will include some materials costs, costs of uniforms, and direct fee levies by the schools. Some analyses have also included the costs of private tuition, that is where parents pay for additional teaching thought essential to ensure satisfactory school progress. In general, opportunity costs forgone—that is allowance for income the family could have received from the labour of the child, directly or in kind—is not included in such analysis. Different treatment of 'private costs' between studies is a further complication in making appropriate cost comparisons.

What can properly be done given the available data is to make adjustment to the unit cost estimates to allow for the success rates and drop out rates in the various types of provision. While dropout rates in government primary schools do appear to be declining, they are still significantly higher than those in the nonformal schools.³ On this basis the recent 1998 UNDP *Human Development Report for South Asia* points out that BRAC schools provide primary school education to a child at less than US\$20 per year⁴, whereas the real annual cost per child in government conducted formal primary schools in Bangladesh, after counting dropouts and repeaters, is US\$51⁵.

2.3 Cost Effectiveness: the Benefits of Education

Current practice in the economics of education in regard to the measurement of real return on investment in education at the primary level, tends to assume that the provision of basic education to those who are otherwise unserved by existing systems carries its own justification. While earlier studies, most notably in Africa in the 1970s and 1980s, have indicated extraordinarily high rates of return on investment in basic education, it appears likely that what is more critical is the mix of economic, social and personal benefits that result from the provision of basic education to those otherwise unserved, particularly girls. Thus for Bangladesh, reputable long-term studies have shown that the recurrent cost of one girl's education is exceeded almost threefold by the cost benefits resulting from reduced child mortality and female fertility alone.⁶

³ A 1998 survey estimate of primary education showed a total primary school dropout rate of 26.1% for girls and 28.0% for boys. For formal primary schools only (government and registered non-government) the survival rates through the primary cycle were significantly lower for formal schools separately than for all schools: 44.2% girls, compared with 49.4%, that is including nonformal primary schools, see: *Hopes not Complacence* The Education Watch Report, 1999. A M R Chowdhury, R K Choudhury and Samir R Nath, Eds, Third Draft, CAMPE, Dhaka, 01 July 1999

⁴ BRAC financial data reviewed by the Evaluation Team, August 1999, showed the following breakdown for NFEP annual cost at May 1999:

Item	US\$
Teacher Cost	
[Training, Salaries, Travel]	7.50 (40.5%)
Student Books and Supplies	8.50 (46%)
Operation and Management	
[Field operations, central management, R&D]	2.50 (13.5%)
Total	18.50 (100%)

⁵ UNDP, Human Development Report in South Asia, 1998—The Education Challenge, University Press, Dhaka, 1998

⁶ Summers, L. H., 'Investing in People', *Policy Research Working Papers*, Series 905, The World Bank, Washington DC, 1992 UNDP, Human Development Report in South Asia, 1998—The Education Challenge, University Press, Dhaka, 1998

In these terms the continuation of the BRAC targets for its NFPE provision: children of 8 years of age, 80% from the families of continuing poverty and dispossession, and 70% girls, are of the utmost significance.

3 NFPE MANAGEMENT

3.1 Background

BRAC's organization mission is poverty reduction and the economic and social advancement of the poorest section of the population. Its NFPE activities have been a coherent element of this mission, with the direct purpose under Phase II of providing cost effective basic education for poor children, especially girls, and currently unserved by the primary education system.

The Evaluation Team has been impressed by the expertise and commitment of BRAC's NFPE professional, managerial and support staff. They have clearly been able to provide effective education direction and leadership and efficient management for the attainment of the Phase II goal and purpose.

The BRAC NFPE team have coherent and realistic plans to continue to increase the levels of education expertise for programme planning and curriculum, pedagogy and student monitoring and assessment, teacher development implementation and management. These will better equip them to attain the Phase III objectives, and to continue to contribute to the attainment of the BRAC mission.

A current *Organogram* for BRAC, NFPE Phase III is included as *Annex E*.

3.2 Ongoing Development

Specific activities towards Logframe Output 4: *BRAC/NFPE Institutional Capacity Strengthened* have been reviewed in Chapter I above and are summarized against targets in *Annex D*. These have included the ongoing development of output linked personnel systems including production of specific job descriptions and performance targets, with regular personnel review, training needs assessment and systematic staff development against organization needs. They have also included the review and redevelopment of NFPE structural/communication arrangements, and the systematic decentralization of quality responsibilities within overall monitoring frameworks.

The inter-related complex of quality improvement initiatives, professional development and management initiatives for increasing levels of quality assurance that have been introduced throughout Phase II, and will serve NFPE Phase III, are discussed in detail in Section B below.

3.3 Monitoring

BRAC NFPE is served by a dedicated monitoring unit responsible for MIS. The unit is responsible for collecting and collating basic (non financial) data from field and central levels and for developing and maintaining systems for data gathering, collating and reporting. Regular reports, on a needs based schedule system, are distributed to responsible field and central officers as the basis for monitoring, review and planning. Random regular checking at field level and at centres is carried out.

BRAC also has a separate Monitoring and Audit Division reporting directly to the Executive Director, which includes NFPE within its wider scope. This division does not directly duplicate the work of the NFPE monitoring system, but does exercise an independent internal audit and monitoring function over the financial management and delivery of the NFPE programme at local, field and central levels.

SECTION 2: QUALITATIVE ANALYSIS OF ACHIEVEMENTS IN PHASE II

4. QUALITY IMPROVEMENTS INTRODUCED IN PHASE II

Any consideration of what has been achieved in Phase II of the NFPE programme draws attention to the process by which these achievements have been realized. While the programme appears to operate within a tightly formalized structure that relies heavily on stylized 'modelling' to implement its preferred teaching methods and ways of working, it appears at the same time to accommodate, and even promote, a process of negotiated dialogue that allows for easy upward as well as downward flows of information. This may in part be due to the fact that most staff, even at Head Office level, visit schools and are therefore aware of the context in which the education programme is realized. A discernable strength of NFPE is the extremely close relationship between all levels of the organization.

The importance of 'connection' or 'relationship' is a recurring theme which surfaces at different levels of the NFPE programme. Inherent in these terms are issues regarding how individuals position themselves in relation to others and in relation to the work in hand. Issues of this nature form an important undercurrent informing the implementation of qualitative changes in Phase II.

The importance of connection and relationship was also evident during Phase I. At that stage the concern with quality was largely focused on what happened in the classroom. NFPE's "Indicators of Quality" include numerous references to the importance of establishing a close relationship:

- between the teacher and the children
- between the teacher and the parents
- among the children in the classroom.

The indicators include phrases such as "teachers/learners take pride in the school premises", "teacher interacts enthusiastically with learners", "children are curious to learn". Creating a conducive learning environment where a child can relate to what she is learning has remained important.

In the course of the evaluation of Phase II, the Evaluation Team observed that although the 'quality focus' broadened considerably during this second phase to include concerns with curriculum, materials, teacher competence, and support structures, the emphasis on relationship remained constant. As the quality agenda widened, issues to do with roles and relationships among staff have come more to the fore. This is most clearly manifested in how the challenge posed to the existing line management, by the insertion of a Quality Manager post, is being handled.

4.1 Quality Management System

Responsibility for quality assurance in NFPE has been decentralized through the appointment of Quality Managers at regional level. The functions of these managers and their relationship with other managers within the NFPE line management structure are outlined in *Annex F*. In evaluating the current and potential of the quality management system to function effectively in terms of maintaining standards and initiating on-going improvements to the quality of NFPE's educational provision, the Evaluation Team considered the extent to which the system has the potential to be responsive to the needs of frontline staff and ensure that improvements will impact on teaching practices. A concerted effort has been made to appoint women within the quality management structure.

4.1.1 The Appointment of Quality Managers⁷

Thirty-eight Quality Managers (QMs) are now in position covering the 43 regional divisions. By early 1998, 14 QMs had been selected, 6 were recruited from Team in Charge (TIC) level and 8 from amongst the Regional Managers (RMs). Over the following year it was decided that the TICs, because of their direct links with the schools and front line field staff, were in the best position to exercise the functions associated with the new post of QM. The 8 RMs previously selected were reassigned and a further 32 TICs were recruited as QMs in May 1999. Of the 38 QMs appointed there are 11 women and 27 men.

4.1.2 Responsibilities of the Quality Manager

The QM is located within what is now a formalized quality management structure. In February 1999 the selection and training of Master Trainers (MTs) and Batch Trainers (BTs) began. The QM works directly with both of these groups.

The MTs were selected from all staff levels including TIC, PO, JPO and from among the Resource Teachers. MTs are located at Team Office level. As subject specialists they conduct training for teachers and Team Office staff. They also visit schools and offer professional pedagogical advice to teachers. When necessary, the MTs devise practical solutions for teachers who encounter difficulties. MTs also note any creative improvisations individual teachers have devised and formalize and disseminate these to other teachers. This level of school based support also incorporates elements of supervision and inspection.

Batch Trainers (BTs) are recruited from among the teachers. At Team level teachers are divided into 'Batches' of ten to twenty. Each batch is composed of teachers operating at the same grade. BTs conduct training in a specific subject area within their own teacher batch and with no more than two other batches.

⁷ The nomination of staff with responsibility for quality improvements such as Master Trainers, Batch Trainers, Resource Teachers and Quality Managers involves the internal allocation of duties to existing personnel and does not carry additional cost implications.

They also offer training to Team Office staff. BTs continue to operate as teachers and take on their training role as an extra responsibility.

The QM has responsibility for identifying, selecting and developing MTs who in turn identify BTs.

As with much of the quality related development within NFPE details regarding implementation are constantly under review. For example there is a concern at present that a significant number of candidates selected by the QM for MT training are not appropriate. The EDU are keen that the QM selects candidates who are capable of undertaking training and also have the skills needed to undertake field work at school level. The QMs are concerned that the strongest candidates have already been selected and they have no option but to select from the remainder. The QMs suggest that the length of the training provided to these candidates be extended from the current 5 days so that candidates can acquire the skills needed. The QMs have also suggested that it is possible for a MT to specialize in 2 subject areas. This would allow for greater utilization of the most able MTs.

Findings

The process of negotiation, review and fine tuning which characterizes the establishment of the quality management system exemplifies good practice in ensuring the commitment of those responsible for its implementation, and ultimately the relevance and appropriateness of the systems.

The selection of MTs from different levels within the organization, the inclusion of Resource Teachers among these candidates, and the appointment of Batch Trainers from among the ranks of the teachers, indicates an appreciation on the part of EDU, of the important contribution individuals can make in developing NFPE, irrespective of their designated rank. It also indicates a recognition of, and a desire to avail of the wealth of knowledge that exists among experienced practitioners.

Ensuring the competence of the Master Trainers in their specialist subject and in their ability to offer meaningful support to the teachers and to other staff at team level, is an important consideration. Those responsible for designing and implementing the quality management system are anxious to ensure that the MTs are in a position to function as intended. Although approximately 1,000 MTs are in place it is too early to assess their overall effectiveness. What can be said at this stage is that the EDU is

acutely aware of the potential pitfalls and is monitoring the situation closely.

4.1.3 The Research and Development Function of the QM

As the designation implies the primary function of the QM is one of quality assurance. It is anticipated that the QM will play a pivotal role in mediating between the EDU and the field-based practitioners in issues relating directly to pedagogical practice. They are also perceived as key players in the shift to decentralize operational responsibility to regional level.

The EDU describes the process of cultivating a culture of concern with quality as one that necessitates identifying the purpose of the overall activity and reflecting on the extent to which individual activities are serving that purpose. This is seen as requiring:

- collaborative working arrangements that recognize good performance irrespective of status
- relationships between all the key players that are interdependent and reciprocal in nature
- flexibility within confined boundaries that minimize the risk of lowering standards.

The EDU is attempting to model this way of working in how it is engaging with the QMs. For example at monthly meetings the EDU and QMs together identify tasks to be undertaken by the QMs. These tasks involve collecting information relating to issues that are contentious or problematic. Over the following month the QMs undertake investigations in the field to complete these tasks and report back to the next meeting. EDU discusses the feedback with NFPE management and policies are developed in light of the QMs findings.

Finding

The Evaluation Team believes that the data-gathering tasks being undertaken by the QMs are important. The information that emerges will promote reflection on the part of the QMs and will stimulate responses that enhance the quality of NFPE. This kind of activity may also prove to be useful when the EDU shifts fully into its developmental role in Phase III.

4.1.4 Positioning the Quality Manager within the Current Structure

While, as stated earlier the quality management structure is formalized, the responsibilities and authority of the QM in relation to other managers, in particular the Regional Managers (RMs), is still being refined. The Evaluation Team observed a meeting of RMs and QMs which sought to clarify areas of

separate and joint responsibility. A detailed report on the meeting is presented in Annexe J.

The most remarkable feature of the session was that the parties directly affected by this new arrangement were themselves deciding how best to position themselves in relation to each other.

This kind of approach to managing change essentially allows resolutions to practical difficulties to evolve organically, albeit within a structured process. It calls for a high degree of cooperation, collaboration, and undoubtedly trust, on the part of all involved. It also requires organizational capacity to tolerate reasonable levels of uncertainty at management levels.

Much of the quality related changes introduced in Phase II appear to have followed a similar pattern. Narrative accounts by EDU staff that relate the sequence of events during this period, and describe the logistical or other obstacles encountered and the subsequent amendments to plans or changes of direction, all indicate a way of working that is characterized by constant negotiation, consultation and experiential learning on their part. Their action plans incorporate high levels of flexibility to accommodate this way of working.

Findings

The Phase II proposal document fails to capture the dynamic nature of the process used to implement a quality management system within NFPE. In the proposal document there is a tendency to focus on what will happen rather than how it will happen. Adherence to principles of good practice that promote participation on the part of staff in decision-making, ensure motivation, enable job satisfaction and engender commitment, did not feature strongly in the document. In contrast these considerations have been and continue to be, evidenced in the processes used to implement quality management within NFPE.

The significance of having a direct link between staff responsible for planning or supervision and the primary beneficiary of the service i.e. the learner, is particularly evident in the way in which quality improvements were approached during Phase II, in particular the assignment of quality related responsibility to staff.

The process by which quality management is being institutionalized draws attention to the nature of the relationship between Head Office and Field staff. In terms of accountability, it is apparent that EDU staff, who are managing the process perceive themselves as accountable to the field based practitioners.

The Evaluation Team believe that in Phase II the ground work needed to establish a sound quality management system has been largely completed.

4.2 Curriculum Development

During Phase II three significant initiatives were undertaken in the curriculum development area. These are:

- the Concentrated Language Encounter (CLE)
- Interactive Radio Instruction (IRI)
- Chandina Learning Improvement Project (CLIP)

4.2.1 Concentrated Language Encounter (CLE)

The CLE language teaching methodology was introduced to enhance the teaching of Bangla. In 1995 ten schools began a one-year pilot using CLE. It was found to be effective but costly and by 1997 it was evident that the CLIP project had much to offer by way of improving language teaching methodology. At this point it was decided not to replicate CLE widely. However, it was not completely abandoned. Currently five schools are using the CLE approach.

Although CLE has not been mainstreamed within NFPE, the creative methodologies that are central to the CLE approach have been influential in stimulating thinking regarding participative learning techniques.

4.2.2 Interactive Radio Instruction (IRI)

Work on the IRI project began as far back as 1993. The project involved the use of audio materials to support the teaching of English language. By 1997 IRI was in use in over 1,000 NFPE schools and 17 government schools.

Evaluations of IRI indicated a number of weaknesses including the sequencing of the language proficiency skills being taught, an overly urban bias that made it difficult for rural learners to relate to the content, and the prohibitive costs involved in providing the necessary equipment for use in the schools. The project has been shelved for the moment but there are plans to revive it within the next 3 months.

A key learning from this experience has been the need to design materials with the user in mind. The MDU / EDU are now clearly attentive to the accessibility of all the materials they produce.

4.2.3 Chandina Learning Improvement Project (CLIP)

The CLIP project is still underway. It is primarily concerned with enhancing the capacity of the teacher to utilize a more varied repertoire of instructional

techniques. The CLIP experience has been the most influential pedagogical initiative undertaken by NFPE. Work undertaken within this project has resulted in the production of textbook, learner workbooks and supplementary materials to support the use of government textbooks, particularly at Grades IV and V.

To date supplementary materials have been produced under the CLIP project for Bangla for all grades, Social Studies grades I to III, Science grades IV to V, English grade II. The CLIP team are now focusing on the production of materials for grade V in each of the subject areas not already covered.

The CLIP project is the most recent and most exciting curriculum development initiative introduced during Phase II. The pilot has to date involved 162 schools (in 1997) and a further 1,400 schools at present. So far the results are impressive. It is anticipated that the most lasting impact of CLIP will be in the area of teaching methodologies.

Findings

CLE, IRI and CLIP have provided opportunities for NFPE to experiment with a range of teaching methodologies. In addition the principles of activity-based learning and the potential use of audio and visual, as well as written, materials in the classroom has gained wider recognition in the agency as a whole.

These initiatives, in particular the CLIP which involves an experienced educator, provides an on-going opportunity for the agency to benefit from the application of such expertise within the NFPE programme. These benefits have had positive impacts on NFPE to date and are likely to continue to do so well into the future.

Overall the Evaluation Team is impressed by the CLIP project and recognizes that it has raised awareness of a range of techniques that can be exploited to promote learning. It has essentially provided a format in which to experiment without jeopardizing good practice. Those staff who have been associated with the CLIP project have acquired valuable and transferable skills in the design and development of curriculum and in material production.

4.3 Development of Instructional Materials

In the course of Phase II the Material Development Unit (MDU/EDU) designed, piloted and produced a prodigious amount of instructional materials. A complete list of these materials and the dates of completion is given in Annex G. As evident from the list the output has been constant since the start of Phase II.

In addition to producing the texts, workbooks and supplementary materials, the subject teams within the MDU have provided training for Master Trainers and Batch Trainers responsible for teacher training in specific subject areas. The following table shows the numbers trained in each subject.

Subject	MTs Trained	BTs Trained
Social Studies (I-III)	207	58
Social Science (IV-V)	72	-
Mathematics	342	80
Bangla	90	-
English	291*	36

*A number of English MTs have since been recruited as Quality Managers and will therefore not continue to operate as MTs.

As mentioned above it is too early to determine the effectiveness of the training provided to the MTs and BTs. Those who were encountered in the field appeared to be competent in their specialist subject and capable of providing the support needed by teachers in the classroom. Similarly the training and selection procedures currently in place appear to be rigorous and well throughout.

The training of MTs and BTs is on-going. The target is 450 MTs for each subject. It is anticipated that this training will be completed by December 1999. MDU staff are currently focusing on completing this training and producing materials for Grade V.

As NFPE expanded its provision to include Grades IV and V it was initially intended to utilize government textbooks whatever their shortcomings, while at the same time providing quality supplementary materials to ensure that teachers and learners could deal with this material. It was felt that if different texts were introduced there might be a danger that the NFPE curriculum would diverge from the government curriculum. This could have a negative impact on the learners when they entered mainstream education in Grade VI.

The difficulties encountered by teachers using the government texts has been such that the MDU has revised its position. The intention now is to rewrite (rather than revise) the government texts⁸ so that they are more user friendly. Otherwise the MDU will need to provide extremely detailed supplementary

⁸ A decision has yet to be made on whether or not to rewrite the English text.

materials for the teacher and the learners. This would be prohibitively costly. It is expected that the NFPE rewritten texts may be used by other providers also.

Finding

The Evaluation Team is very impressed by the quantity and quality of the educational materials produced during Phase II and the training provided to field level staff to enable them to use this material effectively.

4.4 Teacher Training

There is a tendency to view BRAC teachers as under educated and under trained. At the start of Phase I this may have been a valid perception. At this point in time, however, it is no longer the case for a growing majority of NFPE teachers. Two thirds of those currently within the system have been educated to Grade 10 or beyond. This has implications regarding the capacity of teachers to handle subjects up to Grade V level and to benefit from teacher training.

While the pre-services training for new teachers is short, a hallmark of NFPE teacher training is regular and on-going refresher training. All teachers, regardless of their experience, receive this training.

The methodology used in all teacher training mirrors the teaching methodology to be used in the classroom. In this way teacher training incorporates content and methodology at the same time. New subject matter is delivered to the teacher in the exactly the same format that she in turn is expected to use in the classroom.

In addition to this group based training, 192 Resource Teachers were nominated during Phase II to provide support to individual teachers in the classroom. Resource Teachers were recruited from among those teachers who had completed two school cycles. As such they were familiar with the NFPE system and well positioned to act as mentors to less experienced teachers.

As the focus on developing the overall educational capacity of the NFPE programme gained momentum towards the latter part of Phase II and more sophisticated quality assurance systems were put in place, the majority of Resource Teachers were trained as Master Trainers.

Finding

The appointment of the Resource Teachers can be seen as an initial step in the development of an elaborate network of support. It also signalled recognition that the teachers as a body have a great deal to

offer to the organization. It is acknowledged within NFPE that much of the quality improvements in teacher training and support during Phase II were contingent on the success of the Resource Teachers.

5. PILOT SCHOOL ACTIVITIES

Prior to Phase II, NFPE and ESP schools covered only Grades I to III of the primary school curriculum. In Phase II one thousand NFPE schools extended their cycle from three to four years and extended their provision to include Grades IV and V.⁹

Regional Managers were asked to identify NFPE schools which were about to complete Grade III and therefore ready to move on to Grade IV. From these lists 1,000 schools spread throughout the country were selected for the pilot.

In the Phase II proposal document¹⁰ it was anticipated that 500 schools would commence their four year cycle in 1994 and a further 500 in 1995. In practice all 1,000 pilot schools commenced in 1995 and completed a four calendar year cycle covering Grades I to IV in 1999.

Responsibility for implementing the pilot was largely delegated to the individual Teams concerned.

5.1 Rationale for Expanding the Coverage of Grades

The rationale given in the Phase II proposal for extending coverage to include Grades IV and V was as follows:

- difficulties in mainstreaming BRAC graduates into formal primary schools and
- a demand for the full primary school cycle from parents.

With regard to the mainstreaming difficulties, two factors were mentioned: (i) high dropout rates for BRAC graduates in the formal system 'due to costs and an uninspiring environment' and (ii) higher retention rates for children enrolled in formal primary schools therefore reducing the number of places available for transfers at Grade IV level.

The Phase II proposal document omits to mention that by the start of Phase II the government was actively encouraging NGOs to extend their coverage to include the full primary school curriculum. This is clearly stated in The National Plan of Action

According to NFPE staff the government stipend available to girls going into Grade VI was also a factor that influenced their decision. There was evidence that BEOC graduates who completed all five Grades within the three year BEOC

⁹ BEOC schools already covered Grades I to V, but did so within a three year span.

¹⁰ The pilot schools were not specifically mentioned in the LFA.

cycle, were gaining admission to Grade VI under this scheme. It was felt that girls coming through the NFPE schools could also avail of this opportunity and would in fact be better prepared for the transition after 4 years schooling.

Findings

It is evident that the pilot schools were never intended to be viewed as an 'experiment' to determine whether or not NFPE schools should offer Grades IV and V in the future. Rather, they were perceived as field trials to provide opportunities for NFPE to determine how best to implement its expansion. In other words the expansion itself was not in question.

Because the pilot schools did not constitute a discreet, coherent and finite activity in their own right, they have to be considered in terms of impacts on the programme as a whole. The experience of operating the pilot schools provided an opportunity for NFPE to identify what changes needed to be put in place in order to be in a position to expand its provision from three to five grades in all the NFPE schools.

5.2 Performance of the Pilot Schools

Statistics compiled by NFPE on the progress of the children enrolled in the pilot schools, show that just over 90% of those who completed Grade V, gained admission to formal schools. Of these more than 90% gained admission to Grade VI. This transfer took place in March 1999 and there are as yet, no meaningful data available pertaining to retention levels among those who have transferred.

NFPE statistics show a dropout rate, over the 4 year cycle in the pilot schools, of 8.5% (2,791 children). When these are taken into account we find that 74.5% of the initial intake of 32,727 children who enrolled in 1995, gained admission to formal schools at Grade VI level.

The following table compares these findings with previous data.

Percentage Transfers to the Formal System

Period	% Transfers (rounded)
Jan - June '97 *	91
July - Dec '97 *	98
Jan - June '98 *	94
<i>Average Jan '97 - June '98</i>	93
<i>Pilot Schools</i>	90

(* Stats extracted from NFPE II Half Yearly Reports to Donors)

The total dropout rate for the pilot schools of 8.5% is comparable with previous rates. It has to be noted that any comparison of data between schools that only went as far as Grade III, and the pilot schools, has to allow for the fact the children in the pilot schools transferred at a later stage. It could be argued, that a comparison of transfer rates between 'regular' NFPE schools and the pilot schools, should count those who stayed on in the pilot schools after Grade III as, in effect, internal transfers. In the pilot schools, up to Grade III, the dropout rate was 5.9%. Therefore, the percentage transfer to Grade IV or above for the pilot schools, was in the order of 94% and comparable with the average figure of 93% in the above table.

Irrespective of how the rate of transfer is calculated, a more crucial consideration is the numbers who complete primary education. There is ample evidence that children who complete primary school are more likely to retain the literacy skills they acquire.

Findings

Tracking data showing the proportion of Grade III NFPE graduates who completed their primary education in mainstream schools are not available. The experience of NFPE staff is that up to a third of those who transferred into mainstream schools after Grade III dropped out and did not complete primary school.¹¹ In light of this information, the performance of the pilot schools represents a major improvement in the overall rate of primary school completion for NFPE graduates.

The schools involved in the pilot did not expect to proceed neither for four years (nor to complete five Grades) when they began in 1995. As such, teachers, children and parents had to reorientate themselves to the new situation at relatively short notice. In such circumstances it might be reasonable to expect an exceptionally high rate of dropout, particularly at the end of Grade III. This was not the case.

An important factor that needs to be considered in relation to the performance of the pilot schools, is last year's major flood. Most schools, including the pilot schools, closed during this period. In some cases the disruption lasted for up to two months. Given the extremely difficult circumstances that prevailed in July and August 1998 and in the immediate aftermath of the flood, the performance of the pilot schools is remarkable.

¹¹ The findings of a 1991 study conducted by the Research and Evaluation Division indicate similar levels of drop out.

5.3 Teacher Training

Currently teachers moving into Grade IV are given 15 days training. Eight days are devoted to Maths training. The monthly refresher training provides opportunities for supplementary training. In addition the support system outlined above provides on-site practical assistance to teachers.

Teachers in the pilot schools received less detailed initial training before they began Grade IV. Refresher training was relied on to prepare them for each new segment to be taught.

The incremental impact of the pilot schools on operational practices within NFPE, is perhaps most evident in the area of teacher training. NFPE Head Office staff emphasize that at the start of Phase II they had not fully anticipated the complexity and extent of the changes necessary to adequately prepare and offer appropriate on-going support to the teachers delivering Grades IV and V.

NFPE had experience offering Grades IV and V within the BEOC schools for older children. While this experience gave them the confidence to extent the grade coverage in the NFPE schools there were fundamental differences between the schools. These include the age of the learners and the decision to closely follow the government curriculum in the non-BEOC schools.

As the pilot schools proceeded it became obvious that there was a need for systematic teacher training in specific subjects and a need for more streamlined teacher supports. A brief look at the steps taken to address these issues captures the 'action research' approach used to address these issues.

In 1996 the Materials Development Unit (MDU/EDU) produced teacher guides for Grades IV and V. It was anticipated that training on the use of these guides would be conducted by the NFPE Training Unit.

In 1997 MDU joined the Training Unit to prepare a select group of 40 to delivery of teacher training. The group included TARC trainers, Managers and TICs. In the course of the training session it became obvious that the TICs were in the best position to conduct teacher training. The MDU recognized that those who were in direct contact with the schools and involved in refresher training for the teachers would bring a fresh a somewhat critical approach to training. This was essential to further refine the training plan and make it relevant to the teachers.

Up to this point TARC trainers had conducted initial or basic training for new teachers and some teacher training in Maths. It was decided to carry on with this arrangement but not to rely on TARC trainers for the specialist training needed for Grades IV and V.

It was further decided to use the TARC's as a venue for specialist subject training conducted by the Master Trainers. Over time the TARC trainers expressed an interest in becoming involved and to date 56 TARC staff have received Master Training in Mathematics and 39 have been designated as MTs.

The MDU/EDU also decided to take direct responsibility for the preparation of field staff who were expected to train and support teachers. This was done to minimize the 'distance' between those who produced the materials and the end users.¹²

Findings

The teaching challenges posed by the expansion into Grades IV and V, has informed the review of teacher training within NFPE. New teacher training and support procedures are in place and the Evaluation Team is confident that these procedures are adequate to meet the immediate needs of the expanded programme. It is not possible at this early stage to determine the extent to which these procedures will be adequately implemented across the entire programme over an extended period of time. What can be said, however, is that the responsiveness demonstrated to date by NFPE indicates a capacity to adequately address any problems that arise in relation to teacher training.

The series of pragmatic decisions made in relation to teacher training during Phase II, strategically positioned the MDU/EDU as a key player in the development of NFPE's training and teaching capacity. This unit has set the pace of the restructuring needed to enable NFPE cover the full primary curriculum. It has adopted a participative approach whereby the existing expertise and capacity of the organization has been mobilized effectively. Essential elements of the revamped teacher training package are in place but the process of refinement remains on-going.

5.4 Operational Adjustments

Changes have been made to the time allocated to Grades IV and V and to provide opportunities to children to experience examination situations.

¹² As mentioned earlier the BEOC curriculum included all 5 grades from the start. As a result of the pilot, training materials developed for use with teachers of Grades IV and V, will also be used with BEOC teachers.

5.4.1 Time Constraints

The teachers who participated in the pilot indicated that they had a serious problem covering the Grades IV and V curriculum within the time allocated. Teachers spoken to in the field also mentioned time constraints as an on-going concern.

In response to this problem an additional half hour has been added to the length of the school day, extending it from three and a half hours, to four. The number of months assigned to the higher grades has been revised. The new schedule in NFPE schools will be 9 months each for Grades I and II and ten months each for Grades III, IV and V.

Finding

In light of the experience of teachers and field staff involved with the pilot schools, the adjustments that have subsequently been made regarding the time allocated to specific grades and the length of the school day appear to be appropriate. Nonetheless, ensuring there is adequate time to cover the courses is important and should be reviewed during Phase III.

5.4.2 Examinations

Teachers and field staff involved in the pilot, felt that learners needed opportunities to prepare for the examinations they will encounter in Grade VI. In response the Team Offices responsible for the pilot schools prepared formal examinations and administered these at the end of Grade IV and V.¹³

Finding

The Evaluation Team appreciates the importance of preparing learners for the transition to formal schooling. Given that examinations currently feature prominently in secondary school, the decision to provide opportunities for NFPE learners to undergo examinations is appropriate. However, the Team is also concerned that success in examinations should not be given undue importance at the expense of the learner-centred ethos that has characterized NFPE schools to date. While there is no evidence of a move in this direction, the tendency for teachers to teach-to-examinations is well documented worldwide. This is a danger which the quality management staff can guard against.

¹³ The Evaluation Team inspected individual exam scripts and ledgers recording the examination results from a number of Team Offices.

5.5 Achievement of Learners

An assessment of learner achievement has to take into account social and personal as well as academic achievement. The positive impact of widespread basic education on social well being is accepted. It is also accepted that for these benefits to be realized the education has to be of such a standard that the child acquires literacy and numeracy skills. These conditions appear to be met by NFPE schools including the pilot schools.

NFPE has elaborate in-built supervision, evaluation and monitoring procedures to ensure standards are maintained. The performance of teachers and learners in the pilot schools was subject to this same level of supervision. In addition random checks are made by the special monitoring unit directly responsible to the Executive Director on all programme activity within the organization.

In the area of personal development, the learner-centred approach that has underpinned the NFPE programme is intended to build confidence in the child, to motivate learning and curiosity. This same approach was used in the pilot schools and will continue throughout the schools in Phase III.

Measuring academic achievement is in some respects the easiest level of achievement to determine. Traditionally this has been done through examinations or measurements of competency attainment. There are many schools of thought on the value of this kind of measurement within a development agenda. There have been criticisms that apparently objective examinations or tests are in fact not value neutral and that the results convey data that often have little meaningful relationship with overall impacts of a particular educational initiative. This is true for example in the case of educational services for children who have a learning disability or are marginalized by virtue of their socio-economic status or their gender. The performance of these children tends to be lower. Educationalists accept that many factors extraneous to the classroom play a part in determining these outcomes. Given that the NFPE schools target poor children, and particularly girls, these reservations need to be taken into account. As such the Evaluation Team believes that while assessments of learner achievement are important, the benchmark of success for NFPE schools should not be confined to the capacity of individuals to score well on competencies tests or in examinations. Measures of scholastic learning have to be considered along side the social and personal development achievements mentioned above.

In the case of the pilot schools the Research and Evaluation Division (RED) has undertaken quantitative research involving a sample of 420 pilot school

graduates. Their performance was measured against national learning competencies and indicated satisfactory attainment levels.¹⁴

Findings

The Evaluation Team is satisfied that every effort was made to ensure that the quality of the education provided to learners in the pilot schools is adequate. The Team believes that the improvements made to date, including more intensive and subject-focused teacher training, the increase in time allocated to the higher grades and the overall focus on the quality of the education provided will further enhance learners' achievement in the future.

¹⁴ The Evaluation Team has some reservations regarding the research methodology but these reservations do not affect the stated outcomes of the study. As mentioned above all of the learners in the pilot schools sat examinations at the end of Grade IV and V. The results of these examinations were not used in the RED study.

SECTION C: THE FUTURE

6. IMPLICATIONS FOR NFPE PHASE III

A major thrust of the NFPE programme in Phase III is towards institutionalizing the quality assurance measures initiated in Phase II, and replicating 'good practice' across the NFPE program.

Section B above, detailed the quality improvements undertaken to date. This section considers the impact these improvements are likely to have in the next phase. Particular attention is paid here to aspects of the programme which have not been covered earlier, in particular changes in the schools program, the Continuing Education Program, links with other agencies and the on-going development of NFPE.

6.1 Changes in the Schools Programme in Phase III

In Phase III, all NFPE schools will cover Grades I to V. During Phase II, coherent and realistic plans were developed to enhance the educational expertise of teachers, trainers and support staff, thereby ensuring the capacity of the system to deal with this expansion. These plans include quality-focused training in pedagogical issues for all front-line staff and a quality management structure that decentralizes responsibility for sustaining these improvements to the Regional level. It is expected that the full impact of the quality improvements introduced in Phase II will be realized as Phase III progresses.

Initiatives undertaken in the areas of material development and improved teaching techniques have laid the groundwork for the Phase III expansion into Grades IV and V for all NFPE schools. Attention has been given to potential difficulties that may arise, particularly in the delivery of the English and Maths courses. Preventative measures are already in place including training in these specific subjects, as are a network of supports to assist individual teachers.

6.1.1 Expansion of the BEOC programme

During Phase III the proportion of BEOC schools will increase from 27% of the total to approximately 35% (maximum) of the 34,000 schools. These schools differ from the main body of NFPE schools in that they cater for an older age group of 11 to 14 years olds and cover all five grades within three years.

Learners in BEOC schools tend to be 'non-starters' or 'dropouts' from the formal school system. As such, they constitute an extremely vulnerable sector of the population who, if they do not have access to education, are most likely to join the estimated 40 million illiterate adults in Bangladesh.¹⁵

¹⁵ Figure taken from the GoB *National Plan of Action for Children 1997-2002*

Providing good quality basic primary education to this age cohort before they reach adulthood is not only an effective way to tackle illiteracy but also provides 'second chance' educational opportunities to enable these young people connect with the formal system at secondary school level. Currently it is estimated that over 80% of BEOC graduates enrol in Grade VI.

Maintaining these high rates of transfer and ensuring that those who enrol in secondary school have the skills and confidence to remain within the formal system, are even more important in Phase III as the numbers of BEOC schools increase. The standard of the educational experience provided in the BEOC schools is a crucial factor in determining the success of the proposed expansion.

Finding

In the latter half of Phase II, NFPE has been concerned with issues to do with enhancing and sustaining teacher competence, streamlining the curriculum, and disseminating more varied teaching methodologies. In Phase II, while the BEOC schools benefited from these improvements, the main focus has been on what might be termed, NFPE's 'regular' schools. As the numbers of BEOC schools increase in Phase III, these schools will obviously command a great deal more attention. It is also likely that differences relating to the length of the school cycle will necessitate some adjustments to teaching methodologies.

The Evaluation Team believes that the quality improvements in teacher training, materials, and teaching methodologies that have been undertaken to date (and described in detail above), will greatly enhance the overall NFPE programme, including BEOC schools, and will serve to inform any adjustments needed.

6.2 The Continuing Education Programme

The Continuing Education Programme (CEP) is a relatively new initiative within NFPE. Its two main components are Reading Centres (incorporating Life Skills Training) and Union Libraries.

6.2.1 Reading Centres

Currently there are over 6,000 Reading Centres. These are intended primarily to meet the continuing learning needs of BEOC graduates. Membership, however, is not restricted to BEOC graduates, other women in the community can also join. As the numbers of BEOC schools increase in Phase III so too will the number of Reading Centres.

Life-skills training is provided through the Reading Centres. During Phase III, it is anticipated that 68,000 adolescent girls will be trained in areas such as poultry rearing, vegetable gardening, tailoring, and bookbinding. This training represents a joint NFPE / RDP venture. As such it provides a focal point for collaboration on cross cutting issues that are pertinent to both programmes.

An innovative Family-skills programme covering legal, health and social issues is being piloted at present. It was designed in response to demand for information. Topics such as divorce, early marriage, acid throwing, sexual abuse and fertility are covered. Some training materials have been developed and are being trailed.

Findings

The proposed expansion of the Reading Centres in Phase III will enable graduates from BEOC schools to engage in further learning even if they do not progress within the formal system. The Centres provide valuable opportunities for young women to exercise their reading skills and to socialize together. They also provide opportunities for informal learning among the women members. Such learning is difficult to quantify, especially in the short-term, it nevertheless, can contribute significantly to the capacity of women to become agents of change within their communities. The new family-skills programme has the potential to provide information and opportunities for reflection to augment this process.

The attention to quality within NFPE covers issues relating to the provision of education and training for young adults outside the formal system. In this context, and in light of the value attributed to 'certified' learning, the Team suggests that steps be taken to explore long-term possibilities of accrediting appropriate aspects of the Life-Skills training courses within a vocational training framework.

6.2.2 Union Libraries

NFPE staff describe Union Libraries as essentially focal points within communities - places where people can come to read, borrow books, become involved in socio-cultural activities, or avail of the textbook lending scheme for secondary school students from poor households.

The planned expansion rate during Phase III is at the same rate as during Phase II - that is 100 per year. To date the numbers of women using the libraries that are in existence, the preference for hiring women librarians, and the priority given to NFPE graduates under the textbook lending scheme, indicates a concern to include disadvantaged sectors of the population as beneficiaries of this initiative.

They are of course, not the sole target group. The libraries are meant to be used by all the community.

It is intended that union libraries become fully self sufficient in the medium-term. A Library Trust Committee is set up for each library and over a three-year period it gradually assumes operational and financial responsibility. An exit strategy is in place so that CEP support is phased out gradually as the Committee assumes greater responsibility. Over half the 400 libraries established since 1996 are already self-financing. In light of the experience to date it is anticipated that the Trust Committees can assume responsibility within two years rather than the three-year period originally thought to be necessary.

To date the Union Libraries have provided opportunities for CEP to work closely with government organizers at the local level. Library members have received training from government personnel. The libraries provide these trainers with access to the community, and by linking the library members with these trainers, CEP is maximizing the use of local resources.

Finding

The Continuing Education Programme compliments the school based NFPE programme, provides opportunities for meaningful links with the RDP programme and in the case of the Union Libraries serves to mobilize the communities own resources and enables the members to utilize services that already exist.

6.3 Exchanging Experiences with Other Agencies

The Phase III proposal document states that:

the relationship between BRAC (and other NGOs involved in primary education) and Government has undergone a fundamental and qualitative change in the past five years. From one of mutual exclusivity, the relationship has developed gradually into a productive working partnership, and it can be expected to improve through the life of Phase III (1998: 113).

To date, NFPE has engaged in a number of collaborative ventures with government departments and other NGOs. The Continuing Education Programme is currently collaborating in a national adult literacy project with the government Department of Non Formal Education and other NGOs. CEP's level of involvement seems likely to increase and diversify during Phase III.

In the area of school-based education, NFPE operates specialized schools for 'Hard to Reach' children in partnership with government and UNICEF. Under its Education Support Programme (ESP), NFPE partners almost 300 smaller NGOs.

This arrangement allows the partner NGOs avail of NFPE's educational expertise, and develop their own skill base.

Two initiatives currently underway involve NFPE in operating formal primary schools. Ten 'BRAC Primary Schools' attached to TARCs have been opened. In a separate undertaking NFPE has been assigned 67 'disfunctional' government primary schools to operate for a two-year period. So far 34 of these schools have been handed over to NFPE. These are known as 'Community Primary Schools'. Both these undertakings challenge NFPE to demonstrate the transferability of its learner-centred educational approach within a 'formal' primary school setting.

In preparation for these initiatives NFPE has reviewed the experience of other NGOs offering formal primary education. In particular NFPE has been involved in an exchange involving NGOs in Lokjumbis in India and GSS in Bangladesh. Based on its own experiences to date and on those of other providers, NFPE believes it can successfully challenge traditional practices in formal schooling. It hopes to demonstrate that formal schools can be operated without compromising on the fundamental principles that have informed the NFPE non-formal provision to date, such as creating a conducive learning environment for the children, retaining learners within the system and involving parents.

Umbrella bodies, such as CAMPE (Campaign for Popular Education), provide fora for agencies such as BRAC to co-ordinate their education programmes. Education Watch, established recently by CAMPE will provide an annual assessment of education in Bangladesh, highlighting the areas in need of most urgent attention. The first report is ready for publication. BRAC is actively involved in this initiative.

In addition to formal partnership arrangements, a great deal of informal transfer of knowledge, information and ways of addressing problems takes place between agencies. Good ideas and workable projects tend to be readily replicated.

Finding

The increase in levels of collaboration between all the players involved in the provision of education in Bangladesh provides even greater opportunities for NFPE to disseminate the expertise it has gained in the areas of primary and continuing education and for BRAC to play an even more proactive role in the provision of efficient, high quality and affordable basic education in Bangladesh.

6.4 On-going Development of NFPE

Responsibility for the on-going development of the NFPE programme in Phase III, will rest primarily with the Educational Development Unit (EDU).

The EDU came into existence in June 1999 although it will not be fully engaged in EDU activities until the end of the year. This unit reflects a desire on the part of NFPE to strive for excellence in its educational provision.

The aim of the EDU is to augment NFPE's proven capacity to provide educational services by exploring ways to enhance the quality of the provision. For this unit to succeed, it will need to be able to mobilize the resources of the organization at all levels, in particular the knowledge and expertise that has been amassed over the past fifteen years. It will also need to draw on the experience of other education providers operating in similar circumstances across the world.

Finding

The recently formed EDU will play a significant developmental role during Phase III. The unit is currently the key player involved in designing and institutionalizing the school-focused quality reforms introduced in Phase II. When this task is completed the EDU will assume responsibility for NFPE's overall educational research and development functions.

CONCLUSION

The evaluation of BRAC's NFPE Phase II indicates that the pre-set targets outlined in the Logframe Analysis have been reached, and the pedagogical improvements and quality assurance measures currently in place will have positive and long term impacts on the NFPE programme. The practical, pragmatic, learning-by-doing approach that has characterized the NFPE model from the beginning is also evident in the way on which innovations were implemented during Phase II. This way of working has enabled an effective and ongoing responsiveness to change within the programme.

NFPE PHASE II EVALUATION REPORT

ANNEX A . B . C

TERMS OF REFERENCE
JULY 1999

FINAL TERMS OF REFERENCE (TOR) NFPE PHASE II EVALUATION MISSION

BACKGROUND

The Bangladesh Rural Advancement Committee (BRAC) has been engaged in poverty alleviation and social empowerment, particularly with women, in Bangladesh since the early 1970s through its three core programmes: Rural Development Programme (RDP); Non Formal Primary Education Programme (NFPE) and Health and Population (Division) Programme (HPP)

BRAC's Non-Formal Primary Education (NFPE) programme has been operating since 1972 with the main goal of providing basic and relevant education to the poorest of the poor children, especially to girls, who have either dropped out of the formal (government) system, or who have never had a chance to go to school. NFPE started with schools for 8 to 10 year old children and, in 1988 a second model catering for 11 to 14 year old children was introduced and is known as Basic Education for Older Children (BEOC). Schools for the 8 to 10 year old children cover grades I to III and the BEOC model covers grades I to IV; both models operate a three year cycle and on graduation it is expected that the children will be able to enrol in government primary schools.

NFPE Phase II commenced in April 1996 and receives financial support of US\$66.4 million from a consortium of donors comprised of AKF/CIDA, DFID, EC, Netherlands Embassy (DGIS), NOVIB and UNICEF. The German development bank, KfW, funds NFPE outside of the DC. NFPE Phase II has a component known as Continuing Education which is mainly comprised of reading centres and union libraries. Phase II has been extended from an intended completion date in March 1999 to end of June 1999.

The third five-year phase (NFPE Phase III Proposal refers) is planned to commence in July 1999. The Phase III proposal has been appraised and considered, in particular, the following areas:

- **Long Term Vision Planning**
- **Institutional Organisation and Management Capacity**
- **Significant Changes Planned for Phase III**
- **NFPE Phase III Budget.**

The final version of the Phase III Appraisal Report should inform the evaluation of Phase II, to which these following Terms of Reference (ToRs) refers. A list of other relevant reports which should be drawn upon for this evaluation exercise as listed at Annex 1.

The Evaluation Team is to consider the overall effectiveness of the teaching and learning in NFPE Phase II with a view to informing and further developing the programme in Phase III.

Specifically the team will:

- **Review attainment of Phase II objectives as measured against the targets in the Logical Framework.**

- Assess the relative cost efficiency and effectiveness of the BRAC schools by undertaking cost comparison analysis
- Review the effectiveness of BRAC's NFPE management structure and its institutional and organisational capacity
- Evaluate the range of quality improvements introduced in Phase II including curriculum development, teacher training, instructional materials and new initiatives, in particular the introduction of the Quality Manager system
- Assess the outcomes of the pilot school activities including the training of teachers and the achievement of learners
- Consider the implications of these findings for the future development of NFPE in the proposed Phase III with particular reference to the further evaluation of the teaching and learning in Grades IV and V

To complement its analysis, the Evaluation Team should draw on the Appraisal Report for Phase III some aspects addressed in this appraisal which will be particularly useful to note include:

- BRAC's plans and efforts regarding improving the quality and monitoring, research and evaluation of pedagogical issues related to the expansion for teaching the higher grades i.e. material/teachers/type of educational skills/vocational training;
- Linked to BRAC's proposed expansion to grades IV and V, appraise BRAC's co-operation, collaboration and systems in place for exchange of experiences with other agencies and organisations
- BRAC's capacity, i.e. management, training, skills, recruitment of new teachers, quality of material etc. with regard to the expansion of grade of IV and V

INPUT

The Evaluation Team will consist of two consultants, and will be required for three weeks. The NFPE Appraisal Mission will start on the 25th July 1999 and finish on the 11th August 1999. This time frame will include approximately 18 days' field and desk work, the balance of time to be used to complete and present a draft then final report (see Output below).

A briefing session to discuss the ToR and any other concerns regarding the evaluation mission will take place with donors, BRAC and, the Evaluation Team on the 26th July 1999 in the DLO at 10.00a.m

OUTPUT AND REPORTING ARRANGEMENTS

The Evaluation Team will present a draft report to BRAC and donors at a debriefing session scheduled to be held on the 8th August 1999. A final report will be submitted to BRAC and donors on the 11th August 1999.

NFPE PHASE II EVALUATION REPORT ANNEX B

PERSONS MET

BRAC STAFF CONSULTED AT THE DHAKA OFFICE

Mr. Fazle Hasan Abed, Executive Director

Ms. Kaniz Fatema, Director, NFPE

Ms. Erum Marium, Manager Quality Control, NFPE

Dr. Sudhir Chandra Sarker, Programme Coordinator, NFPE

Dr. Safiqul Islam, Programme Coordinator Continuing Education

Mr. Shahidul Hassan, Programme Manager

Mr. Khandker Ariful Islam, Director Urban Schools

Mr. Shih Narayan Kairy, Chief Management Accountant

Mr. Md. Monowar Hossain Khandaker, Senior Regional Manager

Dr. A.M.R. Chowdhury, Director Research

Mr. Ashraf Ali, Senior Area Education Manager

Mr. Mahbubul Alam, Curriculum and Materials Development, Bangla

Ms. Rasida Parvin, Curriculum and Materials Development, Maths

Ms. Ruxana Hassain, Curriculum and Materials Development, Social Science

Ms. Trishna Sarker, Curriculum and Materials Development, English

Ms. Limia Dealan, Curriculum and Materials Development, Social Studies

BRAC FIELD STAFF

Regional Managers, Quality Managers, Team-in-Charge, Master Trainers, Supervisors, Batch Trainers and NFPE Teachers, Pupils, Graduates and Parents

NFPE PHASE II EVALUATION REPORT ANNEX C

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NFPE PHASE II EVALUATION REPORT

ANNEX D

DETAILED LOG FRAME REPORT

(9 pages plus 2 attachments)

ANNEX D

DETAILED LOGFRAME REPORT NFPE II: ATTAINMENT AGAINST LOGFRAME TARGETS, 1996-1999

Narrative Summary	Verifiable Indicators (Targets)	Attainment, 96-99	Budget/Actual
GOAL: Basic education skills Retained and used by BRAC graduates	1. At least 80% NFPE graduates (including at least 80% of female graduates) transfer to class 4 annually 2. At least 60% of those (including at least 50% of the female) complete full primary phase 3. At least 20% of BEOC graduates not moving to formal school involved in RDP activities	• 94.3% of female; 94.2% all, to class 4, Phase II total • approximately 66% completed full cycle over Phase II; including female; (74.5% class 1 total initial intake), 4 year pilot schools 1999) • 44% of BEOC graduates not progressing to formal school involved in RDP training programmes activities, May 99	

ANNEX D/2 PURPOSE: Cost effective basic education for poor children, especially girls, and currently unserved by primary education system provided	Verifiable Indicators 1. Annual average of more than 1,100,000 pupils through 1996/9 2. At least 70% of pupils are female 3. At least 80% of pupils from target groups 4. New pupils are at least 8 years old and not attending formal school 5. At least 90% completion rate 6. US\$17.82 annual cost per child maintained	Attainment, 96-99 1996/97—1998/99 2.2 million AV 68.2% female 88% target groups Majority; some age 7 in urban 92% overall Av , US\$18,1998																													
OUTPUTS Output 1 NFPE Schools Opened and Operated/Supported by BRAC	1.1 Operating schools (Calendar year Apr-Mar): <table border="1"> <tr> <td>Year</td> <td>96/7</td> <td>97/8</td> <td>98/9</td> </tr> <tr> <td>Grade I</td> <td>14520</td> <td>15536</td> <td>13059</td> </tr> <tr> <td>Grade II</td> <td>8082</td> <td>9684</td> <td>12110</td> </tr> <tr> <td>Grade III</td> <td>10011</td> <td>7192</td> <td>6900</td> </tr> <tr> <td>Grade IV</td> <td>1159</td> <td>1025</td> <td>1820</td> </tr> <tr> <td>Grade V</td> <td>228</td> <td>563</td> <td>111</td> </tr> <tr> <td>Total</td> <td>34000</td> <td>34000</td> <td>34000</td> </tr> </table> 1.2 These 34000 schools to comprise 25,799 NFPE schools for 8-10 year olds including 1,000 NFPE schools completing primary level education in 4 years; 6,164 schools (11-14 years); and 2,037 ESP	Year	96/7	97/8	98/9	Grade I	14520	15536	13059	Grade II	8082	9684	12110	Grade III	10011	7192	6900	Grade IV	1159	1025	1820	Grade V	228	563	111	Total	34000	34000	34000	Total schools Operating: 96/7.....34,000 97/8 34,000 98/9 34,000 <i>See attachment for detailed breakdown</i> <i>Sources: (i) BRAC MIS. (ii) Team data checks</i>	Total Phase II Budget, Output 1 Tk 2,235,150,985 Total Phase II Expenditure, Output 1 Tk 2,232,473,635 <i>Source: BRAC Audited Accounts,</i>
Year	96/7	97/8	98/9																												
Grade I	14520	15536	13059																												
Grade II	8082	9684	12110																												
Grade III	10011	7192	6900																												
Grade IV	1159	1025	1820																												
Grade V	228	563	111																												
Total	34000	34000	34000																												
Activities for Output 1	Verifiable Indicators for Output 1 Activities																														
1.1 Villages identified and surveyed	School site selected based on population, literacy rate, number of GOB/ NGO schools in area	Attained as Plan																													

ANNEX D/3 Output 1 Activities, con 1.2 Supervisors deployed	Verifiable Indicators for Output 1 Activities, <i>continued</i> Around 2,267 POs and PAs deployed as school supervisors, field level At least 30% of POs are female by March 1999	Attainment, 96-99 Total 2,944 s'visors (inc library) 29%F (May 99) Min 9; 66%SSC and above, 1999 97% female	
1.3 Teachers selected	One teacher per school with 9 years of schooling, 20-35 years of age, married, at least 80% female, local resident		
1.4 Students selected	33 students/school for NFPE (age group 8-10), 30 pupils each in BEOC (age group 11-14) and ESP schools	Most rural schools; 30AV urban	
1.5 School house rented	Each school is 336 sq ft; less than 1 km from child homes, rented at Tk200p/m	Minimum: 336 sq ft AV Tk 200 rural; Tk500+ urban	
1.6 Office building rented	425 Team Offices; 80 schools in radius of 10km; rented at Tk2000p/m	478 Offices 1998 Av Rent: Tk2500	
1.7 School attachment provided to teachers	All trainee teachers attend 7-day pre-training visits to operating schools	7-days pre training provided plus 15 days basic. 3 days orient.	
1.8 Teachers trained	Teachers complete 15 day basic training at TARC along with 3+11+12 days training in year I; 12 days in year II; 12 days in year III; 28 days training in Maths and English for only KK schools (4 th phase) teachers	Inservice: 10 days refresh for GI, 8 days Grs II, 27 days Grs III, IV, V; 15 days Maths, Eng beg GIV	
1.9 School management committees (SMC) formed	SMCs (one per school comprising 2 parents, 1 community leader, 2 RDP beneficiaries, the school supervisor and the teacher) meeting at least nine times annually	Generally operating as plan. Surrogates in urban schools	

ANNEX D/4 Output 1 Activities, con	Verifiable Indicators for Output 1 Activities, <i>continued</i> School and learner supplies available in school	Attainment, 96-99	
1.10 School supplies		Adequate in observed schools	
1.11 Schools operational	2295 school contact hours maintained over 270 days in 3 years	Current 2430 hours (270 days per year for 3 years)	
1.12 Monthly parents meeting organised	More than 70% of pupils have a parent present at monthly PT meetings	84% as sample surveys, 1997/1998 (BRAC Monitoring Unit)	
1.13 Schools supervised by POs/PAs bi-weekly	PO/PA visit each school bi-weekly to monitor school progress	Monitored and checked through Team Office and Reg Manager	
1.14 Resource teacher selected	Resource teachers have successfully completed at least one school cycle	As plan. (RTs in 1.2 above)	
1.15 Good local contacts between BRAC and formal schools	Meeting with formal school heads during final year of BRAC schools	1998: 530 Workshops with Govt Primary teachers, Tana Educn Officers	
1.16 Effective linkage with RDP	NFPE starts to operate from every RDP office where there is space available; RDP managers present during recruitment of Programme Assistants, teachers for NFPE; NFPE staff conduct one issue-based meeting with RDP members prior to a school's opening. Meetings held once every month between RDP and NFPE staff at field level; RDP health workers speak to pupils at least twice annually	320 NFPE offices now operate from within RDP; regular meetings now formalized	

ANNEX D/5 Output 2	Verifiable Indicators (Targets)	Attainment,96-99	Budget/Actual
Revised/New Learning Materials Developed	2.1 Experimental interactive radio programme developed 2.2 New materials in full use by July 1997 (ELT: IRI), July 1999 (Social Studies) and December 1997 (Mathematics) 2.3 Revised teacher training materials in full use by December 1998 2.4 These new/revised materials designed to promote active learning	Ongoing New and revised teaching/learning materials and associated teacher training materials developed	Total Phase II Budget, Output 2 Tk 32,733,379 Total Phase II Expenditure, Output 2 Tk 28,483,210 <i>Source: BRAC Audited Accounts</i>
Activities for Output 2 2.1 Experimental interactive radio instructional programme developed 2.2 New Social Studies Curriculum developed 2.3 Mathematics curriculum revised 2.4 New language scheme piloted 2.5 NFPE training programme reviewed 2.6 AV materials developed	Verifiable Indicators for Output 2 Activities 240 audio lessons and 2 workbooks in use in 1,000 second year schools by July 1997 One social studies workbook cum primer used in each of grade I, II, III by end-1999 One mathematics workbook and teachers' guide for each of grade I, II, III by end-1997 10 schools using the CLE [Concentrated Language Encounter] method of language teaching from 1996 Changes incorporated annually based upon revised curriculum Curriculum revisions evaluated by end-1998 Videos supporting teacher and staff training in use by end 1997	Continuing review and development required Developed and produced as plan Developed and produced as plan Trial in 20 schools; modifications to all general programs Revised training methods and support materials Now in use	

ANNEX D/6 Output 2 Activities, con	Verifiable Indicators for Output 2 Activities, continued	Attainment, 96-99	
2.7 Standardized Achievement Tests Developed	From end 1996, sample pupils completing Grade III tested on battery of four SATs [Bengali, Social Studies, Mathematics, Maths, English at end of 3 year cycle]	60% + of pupils in 407 NFPE schools attained at least min standardized learning outcomes, 4 subjects, Dec, 98	
Output 3	Verifiable Indicators (Targets)		Budget/Actual
Continuing Education Program Developed	3.1 300 Union based libraries, 4,000 (2,000 carried forward) school libraries and 2,000 Reading Circles by March 1999 3.2 230,000 Library members (at least 400 members in each Union library; at least 25 members in each School library and 5 in a Reading Circle) by March 1999 3.3 At least 150 books borrowed monthly by Union library members and at least 120 books borrowed by School library members annually	400 Union; 6151 School (including Reading Circles), with total 379,050 members, May 99 Monthly Borrowing: Union: 200 School: 40	Total Phase II Budget, Output 3 Tk 112,755,494 Total Phase II Expenditure, Output 3 Tk 128,201,344 Source: BRAC Audited Accounts
Activities for Output 3	Verifiable Indicators for Output 3 Activities		
3.1 Demand for libraries assessed	Preliminary surveys conducted and feasibility of school libraries assessed in BEOC school	Completed prior to setup	
3.2 Space for library identified	Formal/private schools and public office premises selected for Union libraries	Selected	
3.3 Staff recruited	One PO recruited and trained to oversee at least 5 Union libraries	Appointed	
3.4 Library activities planned	Annual/semi-annual activity plan prepared by each Union library (at least 6 month old) Training covering range of relevant skills imparted at school libraries	Plans prepared Training provided	
3.5 Books and supplies procured	Over 1,000 books in place at Union libraries, 60 books for school based libraries and 30 for each Reading Circle	Libraries stocked (schools: 125 bks)	

ANNEX D/7 Output 4	Verifiable Indicators (Targets)	Attainment, 96-99	Budget/Actual
BRAC/NFPE Institutional Capacity Strengthened	4.1 Job descriptions and performance of personnel reviewed at least once annually 4.2 NFPE structural/communication arrangements reviewed at least annually with NFPE 4.3 Effective Resource Teacher system operating by mid-1998 4.4 LFA-based NFPE planning, implementation, monitoring and evaluation explored 4.5 NFPE Resource Centre operation by mid-1998 4.6 By 1998/9, all Team, Area and Regional personnel have successfully completed relevant training 4.7 By 1998/9 all teachers have successfully completed relevant training	Reviewed annually in September Procedures for ongoing review in place 192 RTs 1999 Structures to decentralize quality assurance in place Fully operational Completed to plan: <i>ongoing</i> Completed beyond original Phase II plans: <i>ongoing</i>	Total Phase II Budget, Output 4 Tk 419,632,496 Total Phase II Expenditure, Output 4 Tk 426,480,371 Source: BRAC Audited Accounts
Activities for Output 4 4.1 Training needs assessed and overseas training planned and implemented	Verifiable Indicators for Output 4 Activities Job descriptions available for professional personnel NFPE requirements and individual's "training gaps" incorporated in training plans At least one NFPE professional trained annually in specialized areas	Available, regularly reviewed, training needs addressed 1x 10 month UK 14x4 months UK 22x10days av. internatl study tours nat: 2x10 m B Ed	

ANNEX D/8 Activities for Output 4con 4.2 NFPE internal review of organization /management 4.3 Consultants identified, contracted 4.4 Resource Centre planned, books and materials selected and purchased. Centre opened 4.5 In-house staff training planned, implemented, evaluated	Structural/communication arrangements reviewed at least annually within NFPE More than 75% of Consultants' TORs satisfactorily completed Orders for books placed with publishers/agents by end-1996 NFPE professionals using Centre on average at least 2 hours weekly during 1998 Appropriate courses held during 1999 to cover all Team, Area, Regional personnel	Procedures for ongoing review in place 101.5 pers month international consultants, Phase II, completed satisfactorily Resource Centre developed with BRAC central library with adequate range general and specialist educn publications Total provision internal staff training Phase II: 116,508 person days, inc: (Pre-service orient PO/PA In-service Op management TOT DMC Res Techr Trng, Gender Devel	
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ANNEX D/9 Activities for Output 4con 4.6 Teacher development training is planned, implemented, evaluated	Verifiable Indicators for Output 4 Activities, <i>continued</i> Sufficient and suitable training activities held to produce more than 500 Resource teachers by end 1998 Sufficient courses held by March 1999 to cover all teachers	Attainment, 96-99 Phase II: total 2.3 million person days of teacher basic training and development, including refreshers, special subject training:	
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Schools in operation

Year	Types of school	On-going schools		Learners in on-going schools	
		Planned	Actual	Planned	Actual
Phase I As of March '96	NFPE	12200	12200	399237	400940 (68.0%)
	BEOC	4763	4763	147653	150127 (76.3%)
	ESP (NFPE)	2037	2037	61110	61110 (70.0%)
	Total	19000	19000	608000	612177 (70.2%)
Phase-II April '96-March '97	NFPE	24799	24799	805316	816457 (66.2%)
	BEOC	6654	6654	206274	203396 (73.4%)
	ESP (NFPE)	2547	2547	76410	76410 (74.3%)
	Total	34000	*34000	1088000	1096263 (68.1%)
Phase II April '97-March '98	NFPE	22906	22906	746636	754210 (64.9%)
	BEOC	8544	8544	264864	259758 (67.9%)
	ESP (NFPE)	2550	2550	76500	76500 (74.1%)
	Total	34000	34000	1088000	1090468 (66.3%)
Phase II April '98-May '99	NFPE	22322	22322	728532	735604 (64.1%)
	BEOC	9128	9128	282968	277223 (68.0%)
	ESP (NFPE)	2550	2550	76500	76500 (74.0%)
	Total	34000	34000	1088000	1089327 (65.8%)

* 15,000 schools so far funded by the Rural Development Programme (RDP) has been transferred to NFPE in April, '96.

Course completing schools, graduates & admission into formal schools

Year	Types of School	Course Completing schools		Graduates			Admission into formal schools	
		Planned	Actual	Planned	Actual		Female	Total
					Female	Total		
Phase II April '96-March '97	NFPE	9,390	9,390	272,674	195,225 (92.2%)	288,448 (93.2%)	182,102 (93.3%)	268,496 (93.1%)
	BEOC	2,462	2,462	68,689	50,131 (86.9%)	70,569 (87.4%)	40,642 (81.1%)	57,512 (81.5%)
	ESP (NFPE)	85	85	2,423	1,785 (99.9%)	2,543 (99.7%)	1,731 (97.0%)	2,456 (96.6%)
	Total	11,937	11,937	343,786	247,141 (91.1%)	361,560 (92.1%)	224,475 (90.8%)	328,464 (90.8%)
Phase II April '97-March '98	NFPE	8,325	8,325	241,679	164,488 (92.3%)	256,137 (93.4%)	156,810 (95.3%)	244,124 (95.3%)
	BEOC	1,792	1,792	49,997	39,022 (84.3%)	47,410 (85.5%)	34,300 (87.9%)	41,685 (87.9%)
	ESP (NFPE)	1,022	1,022	29,127	22,223 (99.9%)	30,616 (99.9%)	21,199 (95.4%)	30,078 (98.2%)
	Total	11,139	11,139	320,803	225,733 (91.5%)	334,163 (92.7%)	212,309 (94.1%)	315,887 (94.5%)
Phase II April '98-May '99	NFPE	*7,814	7,729	224,836	150,684 (92.1%)	237,533 (93.6%)	142,302 (94.4%)	223,810 (94.2%)
	BEOC	2,180	2,180	60,822	40,256 (87.8%)	58,880 (90.0%)	34,419 (85.5%)	50,684 (86.1%)
	ESP (NFPE)	930	930	26,505	20,342 (99.9%)	27,879 (99.9%)	20,045 (98.5%)	27,458 (98.5%)
	Total	10,924	10,839	312,163	211,282 (91.9%)	324,292 (93.4%)	196,766 (93.1%)	301,952 (93.1%)
Total Phase II April '96-May '99	NFPE	* 25,529	25,444	739,189	510,397 (92.2%)	782,118 (93.4%)	481,214 (94.3%)	736,430 (94.2%)
	BEOC	6,434	6,434	179,508	129,409 (86.4%)	176,859 (87.7%)	109,361 (84.5%)	149,881 (84.7%)
	ESP (NFPE)	2,037	2,037	58,055	44,350 (99.9%)	61,038 (99.9%)	42,975 (96.9%)	59,992 (98.3%)
	Total	34,000	33,915	976,752	684,156 (91.5%)	1,020,015 (92.7%)	633,550 (92.6%)	946,303 (92.8%)

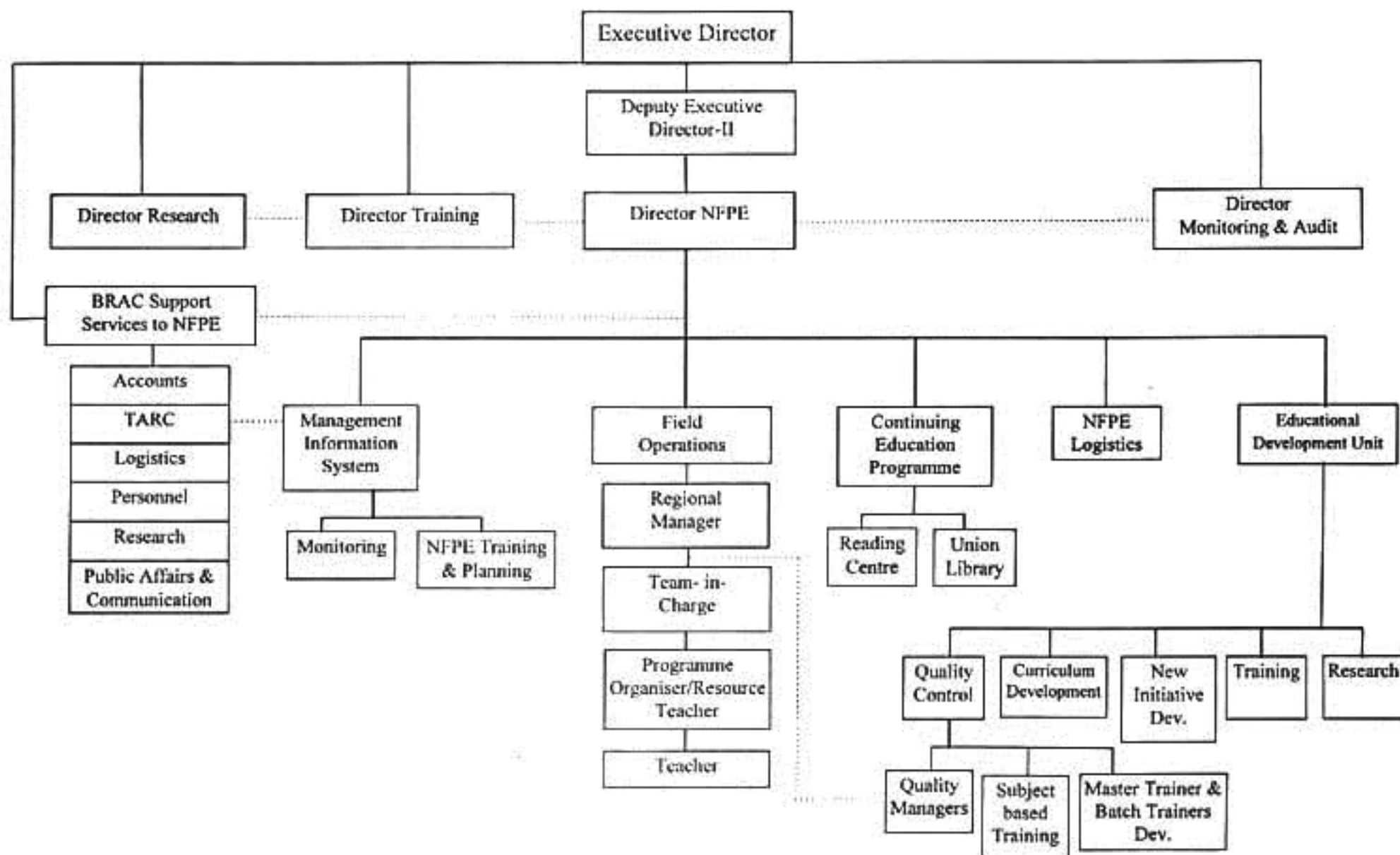
* Due to admission problems in the formal schools in Dhaka city, course duration of 85 NFPE schools in Urban area of Dhaka city has been extended for another year and these schools will continue to complete grades IV & V in the year 2000.

NFPE PHASE II EVALUATION REPORT

ANNEX E

**NFPE ORGANOGRAM
JULY 1999**

BRAC's Education Programme (NFPE Phase-III Organogram)

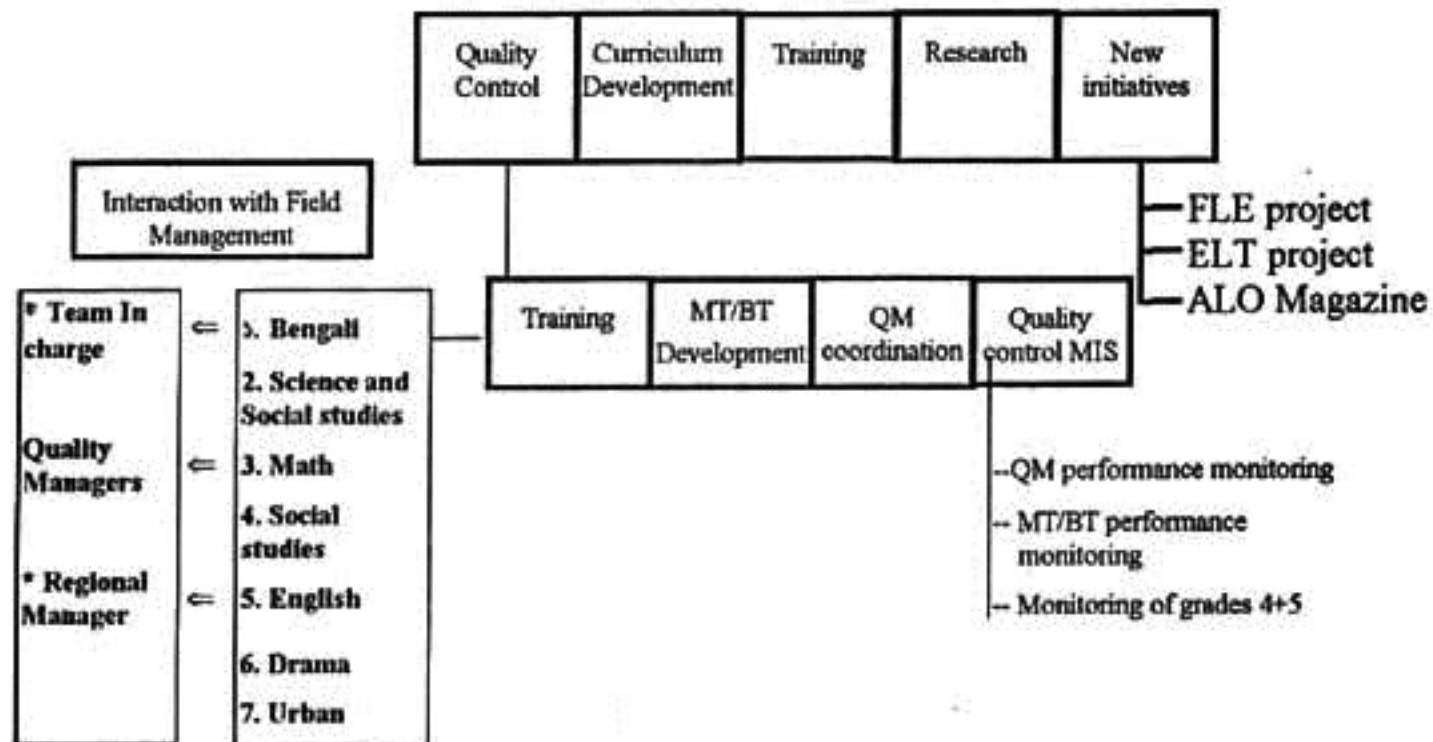


NFPE PHASE II EVALUATION REPORT

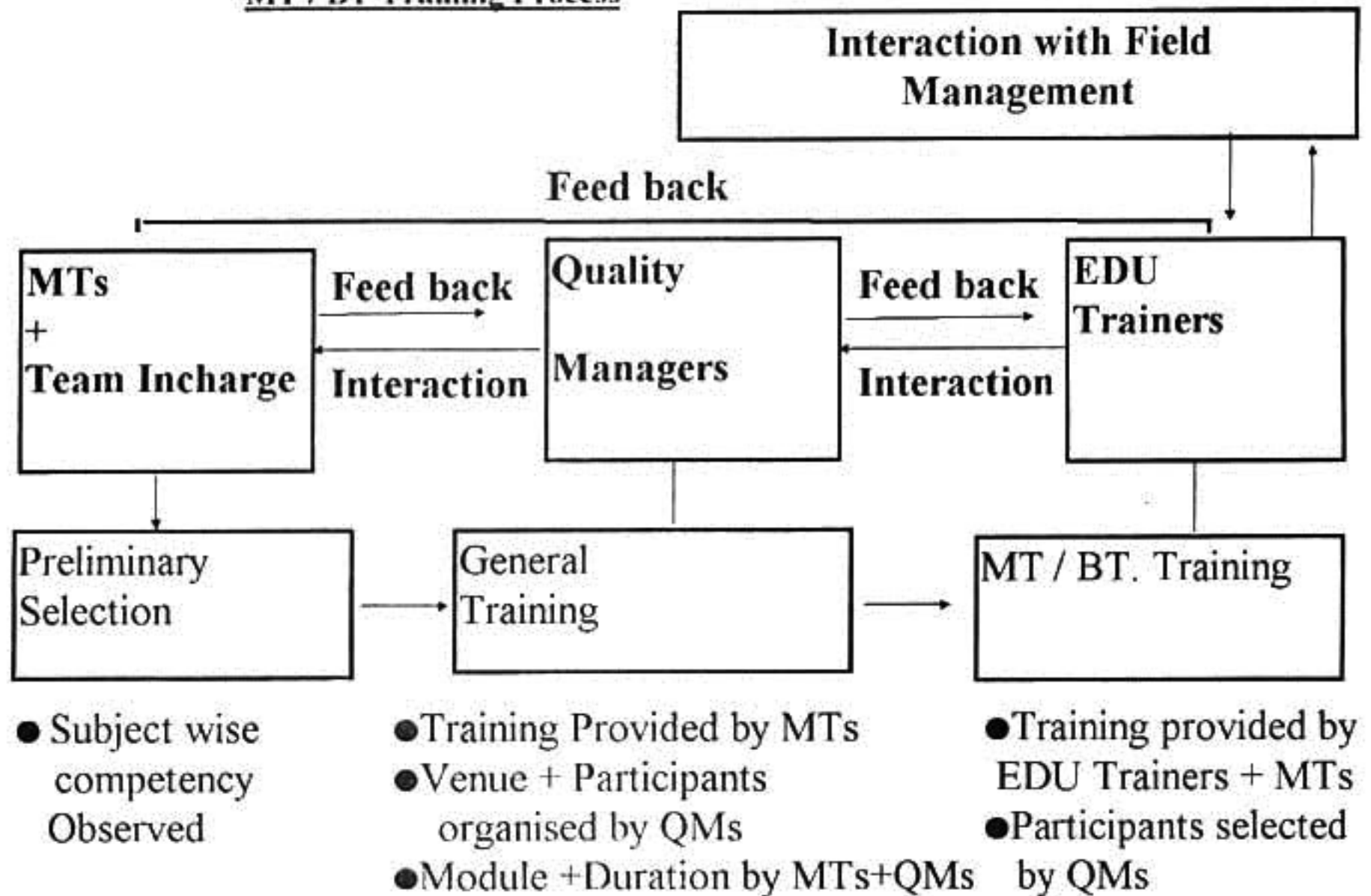
ANNEX F

DETAILS OF QUALITY MANAGEMENT SYSTEM

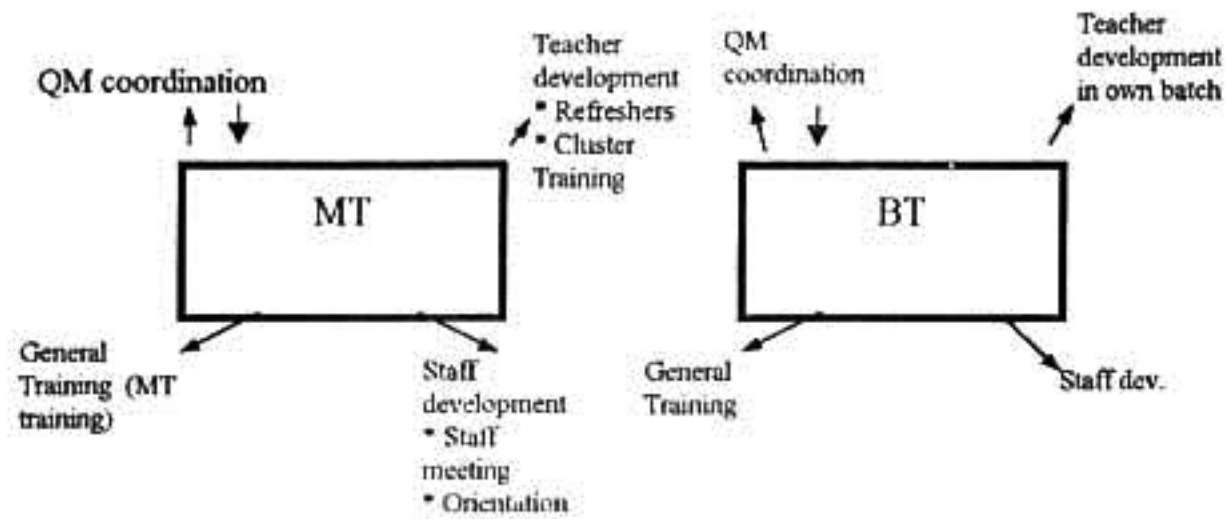
Education Development Unit

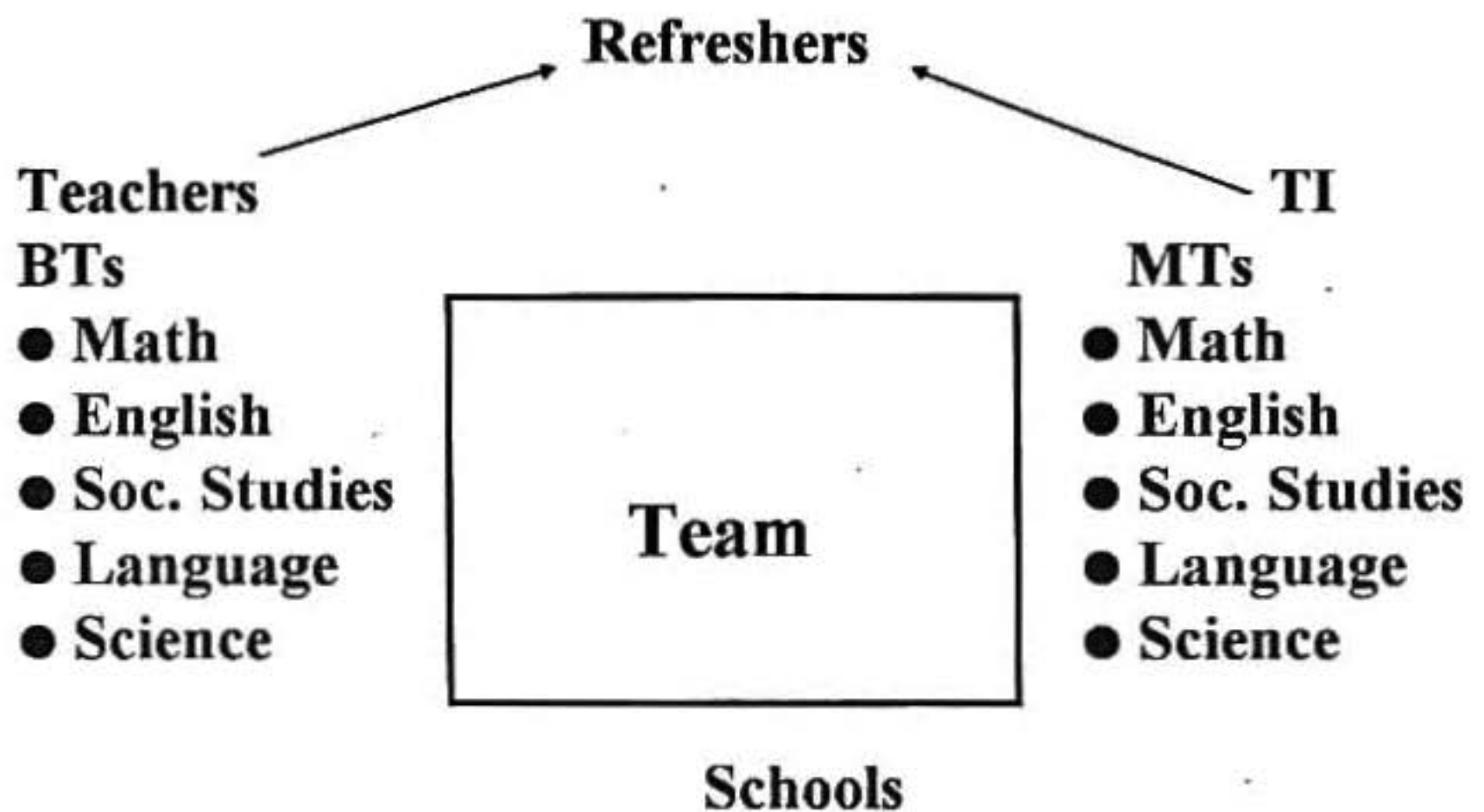


MT / BT Training Process

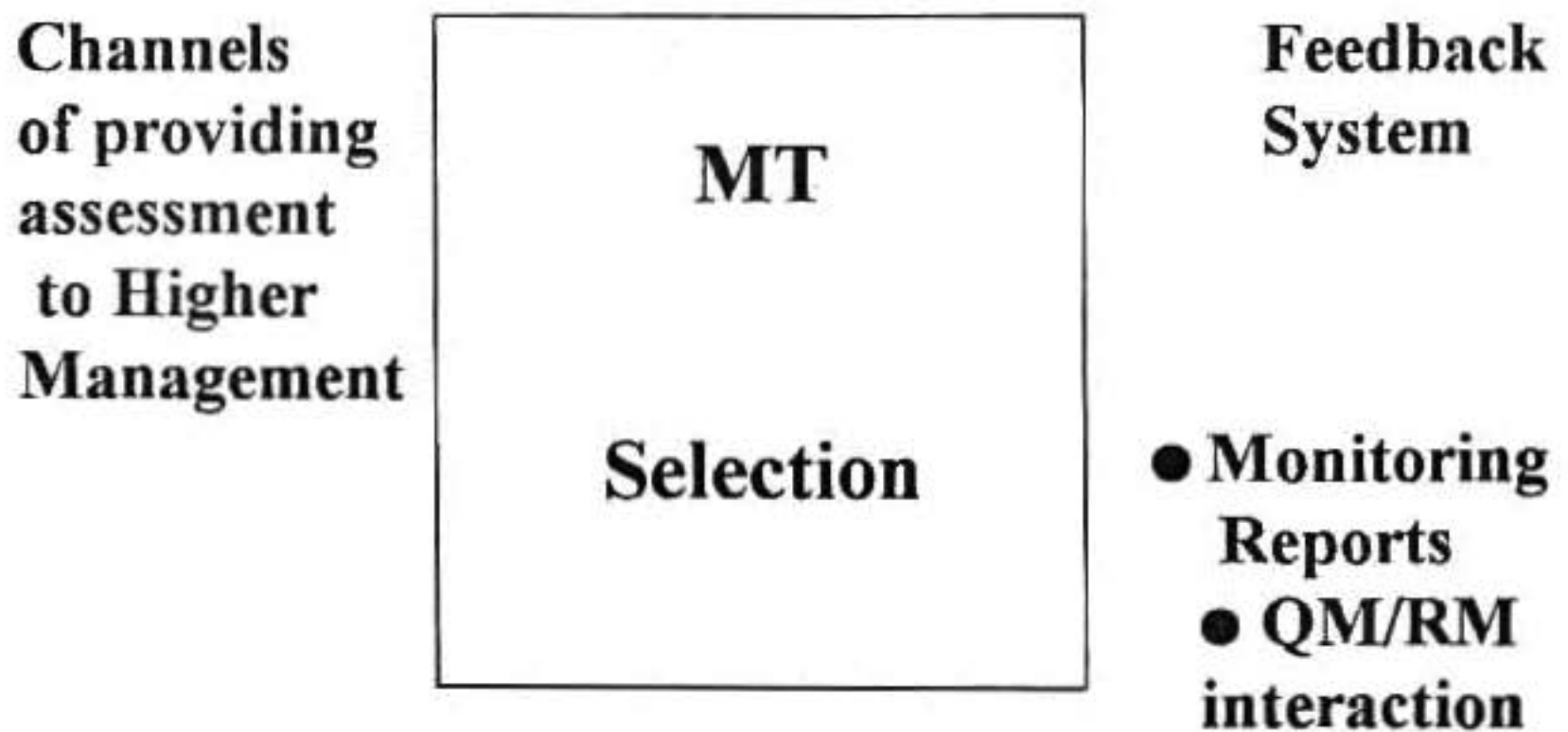


Responsibilities of MTs/BTs





MT Development Process



6 Months Trial Period

- Proposing for making TIs
- Proposing for Promotion

<u>Refreshers</u>
● Accountability
● Identifying problems
● Model demo Practices
● Discussing new ideas

- Direct Follow up
- Feedback from training sessions

4--6 Months

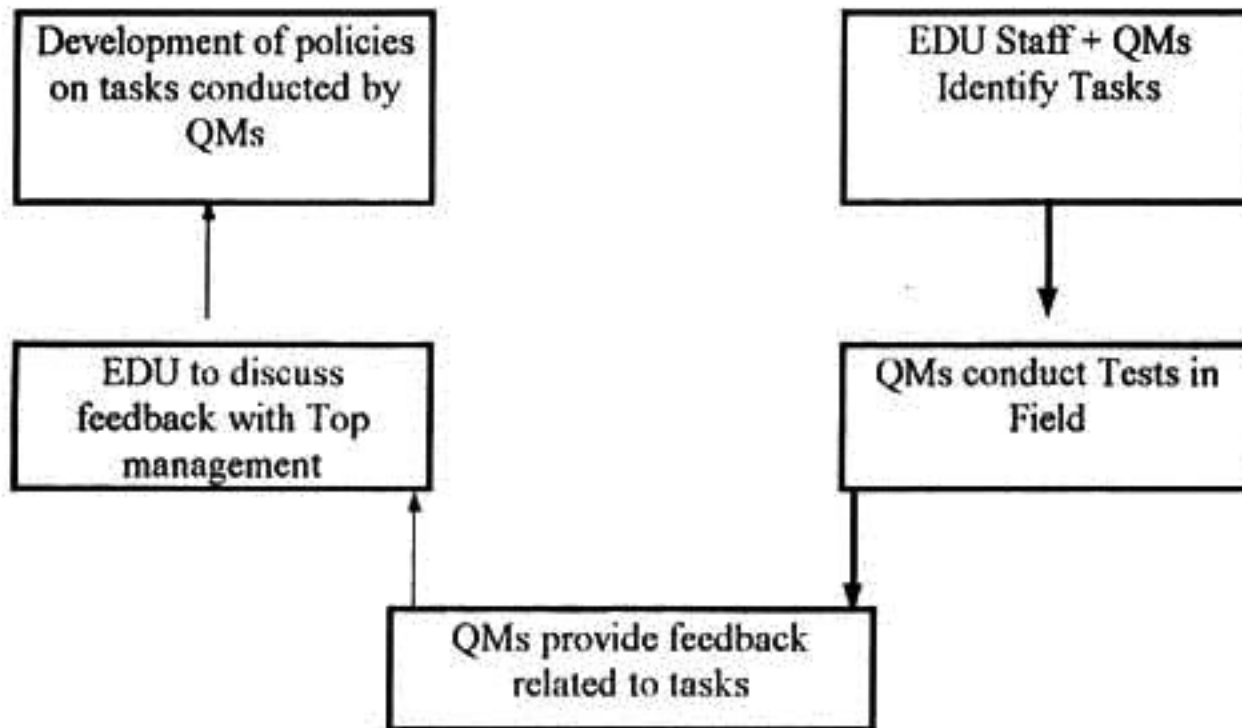
- Proposing for making AMs
- Selecting QMs

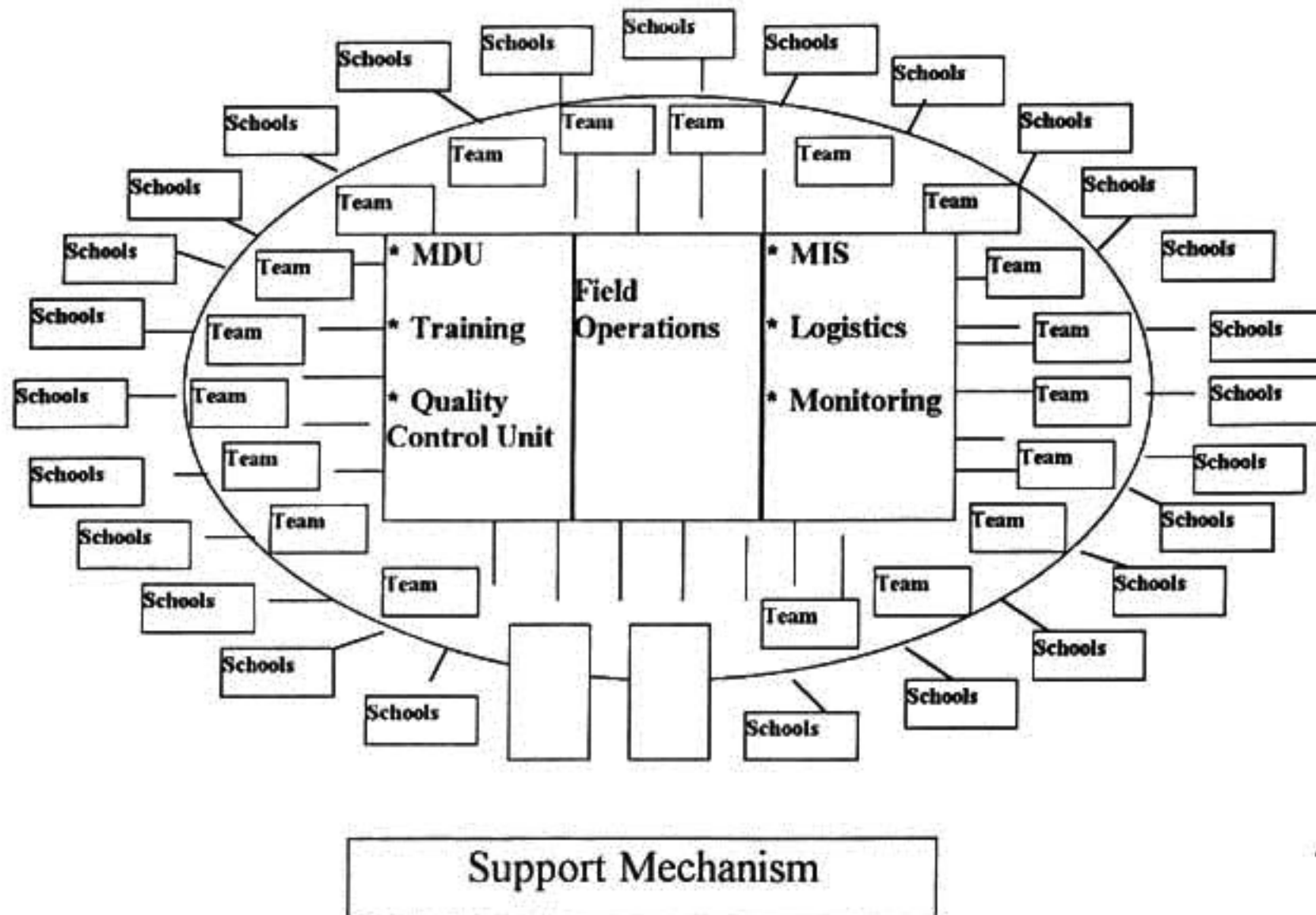
<u>Refreshers</u>
● Accountability
● Discussing problems + solutions
● Model demo practices
● New Ideas

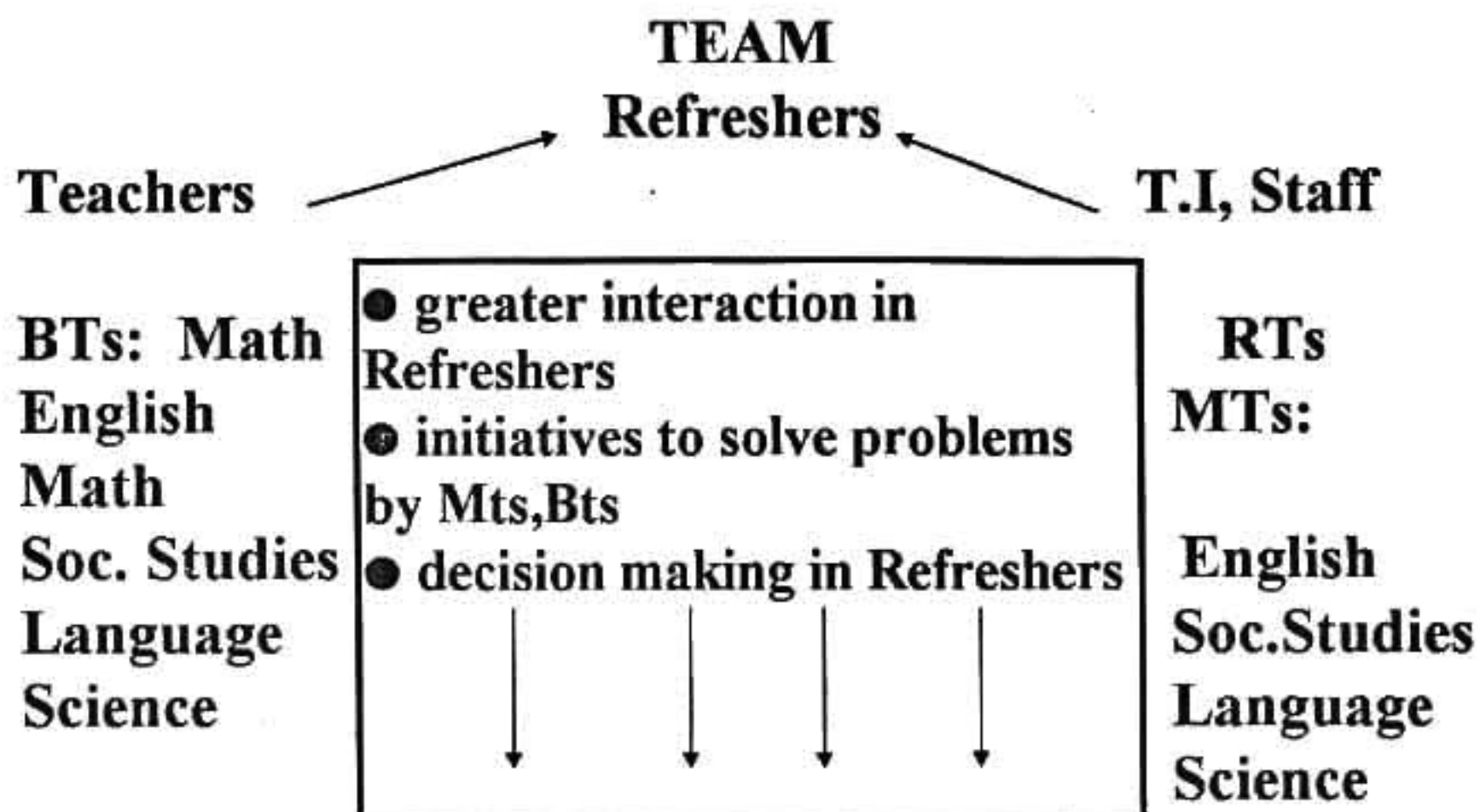
Responsibilities of QMs

- **Team analysis**
- **MT / BT Mgmt**
- **TI as facilitator**
- **Disseminating
New ideas +
practices**
- **Strengthening
Linkage with TI, RMs**
- **Evaluating Refreshers**
- **Maintaining
regular contact
with Schools**
- **Strengthening
Linkage with Best Teachers**
- **Developing
MTs + BTs**

QM Developments Process



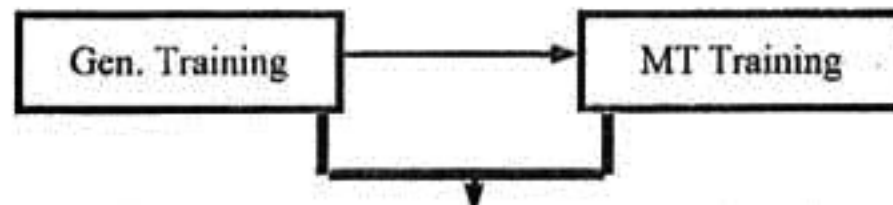




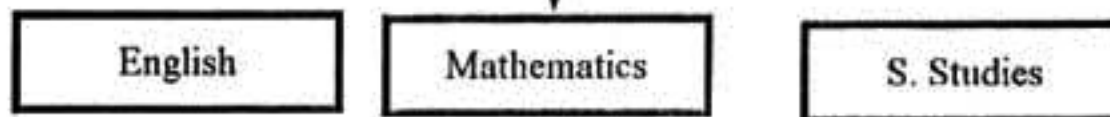
TRAINING

Developing guide as an aid to the teachers

- Whom to train?
- ⇒ AEM/TARC trining (Not a good idea)
- ⇒ Deciding on the TI (Who should be a good communicator)
↓
- ⇒ Because not everyone can make good communicators
- ⇒ Deciding on the TIs.
- ⇒ So starts grading and screening
- ⇒ Comes the training pattern



Came the idea of developing one MT for each subject in each team.



- Deciding on developing MTs from all levels
- The idea of TT (Team trainers)

In the beginning tg. was quite imposed, which was needed to establish a new trend.

↓
The idea of Quality Managers evolved (To supervise pedagogy) + staff screening.

From 1999 onwards experimental Training of Teachers started. (BT)

- ⇒ In the meantime, Refreshers was arranged for MTs. to keep the standard + share new ideas & feedback.
- ⇒ Feedback from QM & MT & observations by MDU made them (The English group) realize that the trainer should give participants more flexibility
- ◆ At the same time realizing that MT training needs more than 3 days.
- ◆ **Two types of Teachers were sent for BT tg:-**
 - QM sending one batch with training
 - AEM sending two batches without training. But somehow the second lot did better
 - Deciding on having Teachers Training of 5 days (without any prev.Tg.)
- ⇒ Math giving training to existing MTs on govt. book 4
- ⇒ Result/Monitoring Reports showing improvement in speaking but weak in writing/spelling.
 - Deciding on giving importance to spelling & writing and to develop a workbook.
 - Asked QM/MTs to develop their own suitable techniques to improve spelling and writing skills.
 - Reported to have effective results after that.
 - From March '99 Gen. Tg. to be held at the field level, MT Tg at the H/O.

The Education Background of Master & Batch Trainers:-

The list of our **Master Trainers'** (trainers from the staff) education background reads as follows :-

ENGLISH

- Approximately 50% having finished their Masters
- Approximately 40% having finished their bachelors
- Approximately 10% having finished higher secondary

(It is also to be noted that, those who have done their masters have done them in the fields of Science, commerce, Social science & Arts.)

MATH

- Approximately 20% having finished their Masters
- Approximately 60% having finished their bachelors
- Approximately 20% having finished higher secondary

SOCIAL STUDIES

- Approximately 20% having finished their Masters
- Approximately 60% having finished their bachelors
- Approximately 20% having finished higher secondary

In the case of our **Batch Trainers** (trainers from the teachers) the background is mainly having completed education up to the grade X or a little above than that. But we do have teachers who have completed their H.S.C or sometimes Graduation. Some of our urban teachers even have finished their Masters.

NFPE PHASE II EVALUATION REPORT

ANNEX G

LIST OF INSTRUCTIONAL MATERIALS PRODUCED IN PHASE II

NFPE, BRAC
List of materials Developed by MDU

This is a list of materials that have been developed by the Materials Development Unit (MDU) of NFPE. The NFPE started its journey back in 1985, and since then its MDU has been involved in developing materials for its schools. These materials have been developed keeping in mind the fact that these materials should include all the government competencies, but at the same time should be easier than the government methods, so that the children as well as the teachers find the method easy to understand & teach.

Pre-Primary School

Teachers Guide 1999

Shankhar Mela 1999

NFPE Model:

Bangla :

<u>Preparatory Phase</u> 1. Preparatory Phase 1985 2. Picture and Word Card 1985 3. Line Drawing Sheet 1985 4. Shishu path 1985 5. Alphabet Chart and Card 1997	<u>Class 1</u> Text book : Esho pari (1 st part) 1985 Story Book : Sana ponar gappo 1988 Lej kata sheyal 1992 Eshoper galpo 1993 Nakal raja 1993 Pakhir Shathi Phuler Shathi 1993
<u>Class 2</u> Text book : Esho Pari (2 nd part) 1986 Story book : Kujo bury shat pari 1994 Ora dui bondhu 1994 Dashur gari 1994 Kushum Kali 1994 Shat rang -a aka 1994	<u>Class 3</u> Text book : Esho pari (3 rd part) 1987 Story book : Chutir diney dupurey 1994 Shonali din 1994 Nijhum boner shada hati 1995 Jadur tuli 1995 Tiner shepai 1995
<u>Class 4</u> Teachers Guide on Govt. Text Book 1998	<u>Class 5</u> The Bagla team is working on "Teacher's Guide on Govt. Text Book 5"

Mathematics :

<u>Class 1</u> These two books below existed till 1993 Esho Gonit Shikhi as a Text book 1985 Esho Gonit Shikhi Text and Work book 1992 From 1994 onwards the books listed below replaced the previous ones. Gonit Shikhi (Teacher's Guide) 1994 Gonit Shikhi (Work Book) 1994 Number Card 1994 Number Chart 1985	<u>Class 2</u> These book below existed till 1995 Esho Gonit Shikhi as a Text book 1986 From 1996 onwards the books listed below replaced the previous ones Gonit Shikhi (Teacher's Guide) 1996 Gonit Shikhi (Work Book) 1996 Number Card 1994
<u>Class 3</u> Gonit Shikhi (Teacher's Guide) 1998 Gonit Shikhi (Work Book) 1998 Number Card 1994	<u>Class 4</u> Gonit Shikhi (Teacher's Guide) 1999 Gonit Shikhi (Work Book) 1999 Number Card 1994
<u>Class 5</u> Gonit Shikhi (Teacher's Guide) Gonit Shikhi (Work Book) (The Math team is working on them)	Refresher's Guide for Master Trainer 1998

Social Studies

<u>Class 1</u> Poribesh Porichiti (Teacher's guide) 1985 Poribesh Porichiti (Teacher's guide) 1996 Poribesh Porichiti (Work book) 1996 Story book: 1996 1. Lal Murgi 2. Parichay 3. Dui bon 4. Choto Chele Belal 5. Shantir Ghar 6. Tushir Amm gass 7. Prethebir shabcheye baro pitha 8. Dadima O Ami Poster/Chart: developed in 1996 1) My Family 2) My House	<u>Class 2</u> Poribesh Porichiti (Teachers guide) 1997 Poribesh Porichiti (Work book) 1997
<u>Class 3</u> Poribesh Porichiti (Teachers guide) 1998 Poribesh Porichiti (Work book) 1998	<u>Class 4</u> <u>Social Scince:</u> Poribesh Porichiti Shamaj and Bingan Teacher's guide on Govt. Text book 1998
<u>Class 5</u> <u>Social Scince:</u> Poribesh Porichiti Shamaj and Bingan The Social Studies team is working on the Teacher's guide on Govt. Text book	Health book for BEOC "Amader Shasthyo" developed in 1993

English

<u>Class 2</u> Primary English Practice Book (Work book)1998 Primary English Practice Book (Teacher's guide) 1999	<u>Class 3</u> English For Today Teacher's guide on Govt. Text book 1997 The English team is planning to do a workbook on Book three (govt)
<u>Class 4</u> English For Today Teacher's guide on Govt. Text book 1999 English For Today Work Book on Govt. Text book 1999	<u>Class 5</u> The team is planning to develop a teachers' guide on Book five (govt) and a work book to go with it, for the children

Chandina Learning Improvement Project (CLIP)

Bangla

<u>Class 1</u> Text book : 1997 Amar Bhasha Supplementary Materiel: 1997 Amar Bhasha Teachers Guide Alphabets Charts Alphabets Flanel Cards Wheel charts (picture and Work, Alphabets) Pulling Charts (picture and Work, Alphabets) Verbs Card	<u>Class 2</u> Lesson plan Guide 1997
<u>Class 3</u> Teacher's Guide on Govt. Text Book 1997	<u>Class 4</u> Teacher's Guide on Govt. Text Book 1998
<u>Class 5</u> The CLIP Bangla team is working on the Teacher's Guide on Govt. Text Book	

Mathematics

<u>Class 1</u> Previous Book Path porichalona nirdeshika (Lesson plan guide) 1997 Supplementary Materials: 1997 Number Rhymes Card Tables Chart Wheel Chart Pulling Chart Abacus Dice Shapes	<u>Class 2</u> Srejoni Gonith (Creative Math) 1999 Supplementary Materials: 1997 Tables Chart Wheel Chart Pulling Chart Abacus Shapes
<u>Class 3</u> Teachers Guide on Govt. Text book 1998	<u>Class 4</u> Teachers Guide on Govt. Text book 1998
<u>Class 5</u> The CLIP math team is working on the Teachers Guide on Govt. Text book	

Social Studies

<u>Class 1</u> Previous Book Nana Katha Nana kaj 1997	<u>Class 2</u> Poribesher kotha o kaj (Work Book) 1998 Poribesher kotha o kaj 1998 (Teachers Guide) Nanan Desher Pakhi 1998 Nanan Desher Pashu 1998
<u>Class 3</u> Teachers Guide on Govt. Text book 1998	<u>Class 4</u> Teachers Guide on Govt. Text book 1999
<u>Class 5</u> The CLIP Social Studies team is working on the Teachers Guide on Govt. Text book	

English

<u>Class 2</u> Primary English Practice Book Work Book 1998 Primary English Practice Book Teachers Guide 1999 Alphabets Chart 1998 Alphabets Cards 1998	<u>Class 3</u> Teachers Guide (Hand out) on Govt Text Book 1998
<u>Class 4</u> Teachers Guide (Hand out) on Govt Text Book 1998	<u>Class 5</u> The CLIP English team is working on the Teachers' Guide (Hand out) on Govt Text Book

NFPE PHASE II EVALUATION REPORT

ANNEX H

NFPE STAFF TRAINING AND DEVELOPMENT, PHASE II

Dated : 30.06.99

Number of NFPE staff attending training : April 1996 – May 1999

Type of staff training	Participant	Duration (days)	No. of staff			
			April '96 to March '97	April '97 to March '98	April '98 to May '99	April '96 to May '99
Pre-service orientation	PO/PA	3	26	383	260	669
Basic training	PO/PA	15	312	575	257	1,144
In service training	PO/PA	12	383	345	--	728
Operational management course (OMC-1)	PO/PA	14	398	669	415	1,482
Training of trainers (TOT)	PO/PA	12	255	661	--	916
Operational management course (OMC-2)	TIC	14	--	166	42	208
Development management course DMC	Manager	12	100	--	--	100
Development training	Resource Teachers	15	--	50	--	50
Maths and English coaching	RM, AEM, TIC	6	--	1271	--	1,271
GQAL	All staff	1	6	2,458	3,680	6,144
Staff special training	TIC/PO/PA /RT	6	--	--	6,055	6,055
Team building	TIC/PO/PA /RT	4	--	--	266	266
BRAC culture & values	All staff	3	--	--	269	269
Gender and sustainable development	Higher Management	4	--	--	8	8

Dated : 30.06.99

Number of teachers attending training and refresher courses : April 1996--May 1999

Type of training/ refreshers	April '96 to March '97	April '97 to March '98	April '98 to May '99	Total (April '96-- May '99)
15 days teachers basic training	9,824	5,708	8,160	23,692
3 days orientation (Before schools open)	12,689	8,602	14,453	35,744
2 days refreshers after preparatory phase	5,202	11,884	21,158	38,244
2 days refreshers for introducing social studies and environmental science (Book-1)	6,530	11,972	15,649	34,151
6 days refreshers at the begining of class II	15,091	14,301	11,139	40,531
6 days refreshers at the begining of class III	13,488	10,725	13,054	37,267
15 day maths development training	22	4,067	5,816	9,905
6 days refreshers 4th phase BEOC teachers	1,495	2,026	2,669	6,190
6 days refreshers 5th phase BEOC teachers	3,889	1,298	2,193	7,380
6 days refreshers 5th phase NFPE teachers	--	--	1,000	1,000
1 day monthly refreshers	302,983	307,686	374,602	98,5271

NFPE PHASE II EVALUATION REPORT

ANNEX I

SUMMARY OF STUDENT LEARNING ATTAINMENTS, PHASE II

Percentage of students received passing scores (40% and above) in different school students by their type of school (1997)

Subject	NFPE Students		BEOC Students	
	Boys	Girls	Boys	Girls
Bengali	89.81	88.07	86.62	87.09
Social Science	72.27	70.76	76.94	79.76
Mathematics	86.31	83.59	92.09	89.58
English	49.58	47.82	63.88	69.68

Sample : Learners of 400 NFPE schools and 100 BEOC schools.

Percentage of students received passing scores (40% and above) in different school students by their type of school (1998)

Subject	NFPE Students		BEOC Students	
	Boys	Girls	Boys	Girls
Bengali	90.20	89.16	82.81	82.60
Social Science	72.43	69.97	54.72	57.30
Mathematics	75.38	68.70	69.33	65.21
English	63.94	61.91	42.25	45.79

Sample : Learners of 407 NFPE schools and 93 BEOC schools.

NFPE PHASE II EVALUATION REPORT

ANNEX J

REPORTS, TEAM FIELD VISITS

REPORT ON OBSERVED MEETING OF REGIONAL AND QUALITY MANAGERS

The process of refining the role of the Quality Manager provides a good example of how actively involved field staff are in policy related decision making. The evaluation team observed a meeting of Regional Managers and Quality Managers who, based on their own experience, sought to identify their separate spheres of managerial responsibilities and areas of joint responsibility. The meeting was facilitated by EDU staff who were also actively involved in the discussion. Throughout the session the participants focused on the practical implementation of the NFPE programme. A number of key issues emerged. Among these were:

- ❖ the need to further clarify the roles of both managers in order to minimise overlap and avoid potential conflicts between RMs and QMs;
- ❖ the increase in the numbers of unsuccessful candidates undertaking the Master Training course in Head Office;
- ❖ the apparent discrepancy between who is perceived to be a potentially appropriate Master Trainer at Head Office level and at local level;
- ❖ the shortage of Master Trainer candidates who can be effectively trained using the current 5 day MT training programme;
- ❖ the role the QM can play in improving the quality of local training.

REPORT ON GROUP BASED INTERVIEWS WITH BATCH TRAINERS

The evaluation team met with two groups of NFPE "Batch Trainers" - 27 Maths trainers and 26 English language trainers. Each of the groups were asked to identify the three most important attributes of each of the following

1. A BRAC teacher
2. A Primary School teacher
3. A Batch Trainer

They discussed their response in small groups of 4 to 6 people and reported their findings to the large group.

The findings in relation to a BRAC teacher and a Primary School teacher were largely similar and can be categorised under the following headings:

Time-keeping	Relationship with learners and parents	Competence in conducting the lessons
Start school on time Complete each lesson on time Finish school on time	Be loving, respectful and patient with learners Be like a 'mother' to the children Pay attention to each one of the children Get to know the parents	Follow the lesson plan Be animated when teaching Maintain discipline Keep the classroom neat

The groups indicated that all teachers need to pay attention to these issues. They also indicated that differences in practice between BRAC schools and primary schools was due to factors such as:

- ❖ the on-going training received by BRAC teachers
- ❖ the regular inspection of BRAC schools which fostered accountability on the part of BRAC teachers.

The responses of the small groups with regard to the attributes of a Batch Trainer can be categorised under the following headings:

Training Competence	Relationship with Participants	Personal Attributes
Be able to demonstrate a lesson Be able to conceptualise the topic	Pay attention to each participant Listen patiently to questions Explain clearly	Common sense Self confidence

The group of 27 Maths teachers were also asked to identify the difficulties teachers were likely to

encounter in teaching Maths to grade IV and V. They listed the following:

Subject Matter

Interest, Multiplication, Division, Profit and Loss, Measurement

Time Constraints

Covering the syllabus in the time available

Competence

Fear of Maths

Lack of Basic Skills in maths and in teaching maths

Support

Need Training

Need good teacher guides

Learner related issues

Parents have to pay for some materials in grades IV and V

Every child may not have the materials needed

REPORT ON FIELD VISIT TO PABNA (28th - 30th August 1999)

Primary Schools Visited

Kismat Protap Pur Primary School (Grade 3 about to shift to Grade 4)

Purboteartola-Momotaj Begom Primary School (Grade 1, Teacher had participated in the Grade IV and V Pilot Schools Project)

During both visits the teacher took time to respond to questions regarding her experience of teaching grades IV and V (in the case of the latter) and her expectations of doing so (in the case of the former).

The teacher who is about to begin Grade IV indicated that she was confident that her training had prepared her adequately and that her refresher training and contact with her MT would give her the support she will need to deal with difficulties as they arise.

The teacher who had completed Grades IV and V said she had encountered difficulties with Narrative Maths, Fractions, Geometry and English generally. The length of time allocated to complete the courses was, she felt, too short. Nevertheless, now that she has experienced teaching these new Grades and that the time allocated to Maths and English has been extended, she has gained confidence in her capacity to teach up to grade V and she looks forward to taking her current cohort of Grade 1s right through to Grade V. From her responses to questions regarding the current whereabouts of the learners who completed the pilot programme, it was evident that she maintains close contact with those who live in the vicinity of her home.

Pabna TARC

1. Training Observed

Teacher Training for Grade IV (15 day training)

Adult Educators (8 day training)

2. Group Based Data Collection

Teachers Training for Grade 4 Maths

Participants in the training were asked to form groups of 4 based on the length of their teaching experience with BRAC. Each group discussed the differences they perceived between working at grades 1 to 3 and grades 4 to 5. A group of 4 TARC trainers who were present formed a separate group and addressed similar questions. Their response were largely similar to those of the teachers. During the feedback the teachers indicated the extent to which they agreed with the comments of the trainers. The feedback for both the teacher small groups and the TARC trainers can be summarised as follows:

Differences

- ❖ more subjects to cover
- ❖ subjects more difficult, especially Maths and English
- ❖ school day will be longer
- ❖ more likely that students who complete grades 4 and 5 will retain the knowledge they gain
- ❖ literacy rate will be higher

They were also asked to anticipate the kinds of difficulties they thought they were likely to encounter. They listed the following:

Difficulties

- ❖ Maths and English
- ❖ essay and letter writing in Bangla and English
- ❖ geometry
- ❖ narrative Maths
- ❖ completing the work in the time allocated
- ❖ being competent in all subjects

When asked to name their 'best' subject the majority of the teachers selected Bangla, followed by Social Studies. One student named English.

3. Group Interview with Pabna TARC Trainers

A group of 8 TARC Trainers (including those who deliver Maths training to teachers) were asked to comment on the capacity of the teachers to teach Grades IV and V, the impact of the NFPE programme on the general well-being and status of girls in the community, and the quality of the NFPE programme.

Capacity of Teachers

The trainers indicated that they had no serious reservations regarding the overall capacity of the teachers to teach Maths at the higher grades. A very small number of teachers had difficulties but the overwhelming majority were extremely capable. They based their observations on the very high marks obtained by the teachers in their end of training examination.

Impact of NFPE on Gender roles

With regard to the impact of NFPE on gender roles in the community the trainers felt that the participation of girls in NFPE and their retention in the educational system had an impact on parents perception of the value of educating girls and on their ability to benefit from schooling. They also pointed to spin off impacts such as the health and hygiene messages that children learned about in school and then passed on to their mothers, because of their numeracy skills fathers tended to ask their daughters to help keep their accounts in order. In addition the trainers noted that in the past only the boys assisted in building schools but the policy has now changed and the girls are now equally involved. It was believed that this helped reinforce the perception of girls as equal partners.

Quality of the NFPE programme

On the question of quality the trainers pointed out that the educational qualifications of those joining BRAC as teachers has risen so that more recent intakes include high numbers of academically able teachers. This has a

positive impact on the learning that goes on in the training provided to teachers and is in turn evident in the quality of the teaching in the schools. The trainers also pointed out that over the years BRAC's reputation has become firmly established as a provider of high quality basic education which is evident in the desire within communities to have access to a BRAC school.

4. Inspection of training materials and viewing of training videos

The videos were of a very high quality and very well structured for use as training aids. The presentation format was such that it guided the user on how best to utilise the video in a training situation.

5. Attended a Cultural Entertainment event put on by those attending training courses in the TARC

REPORT ON VISIT TO CHATMOHOR TEAM OFFICE (Pabna Region)

1. Informal interviews

Team in Charge and other team members.

2. Training observed

Teachers Grade IV Maths.

3. Formal interview

Three teachers who completed Grade V with their last cohort of students came into the office and responded to questions pertaining to their experience of participating in the pilot project.

They indicated that they had no major problems. Any difficulties that arose were resolved with the support of staff and at refresher training when they shared experiences with other teachers doing the same work. The individual educational background of each of the teachers varied but appeared to have little or no bearing on their current level of confidence in their ability. As in the case of the teacher spoken to earlier who had also participated in the pilot, all three were aware of the whereabouts of their ex pupils who completed Grade V recently.

4. Visit to a Secondary School where 47 ex BRAC pupils from the pilot programme are now enrolled in Grade VI

Two separate meetings were held with the Chair of the School Board and the Maths teacher who teaches Grade VI and 14 ex BRAC pupils. The 47 former BRAC pupils come from two separate BRAC schools. The Maths teacher reported that overall these students compared well with others from government or private primary schools. They were generally strong in Maths, except for narrative Maths, and had good handwriting. They were a little weak in English grammar and letter writing. Five or six of the initial intake were not regular attendees at school.

The teacher was unsure if they had dropped out or would continue.

The children responded to questions regarding the differences they experienced in their new school and how they were getting on generally. Their main comments focused on the arrangement of the classroom and the fact that they now wear uniform. Four of the fourteen said they now get tuition in either Maths or English. Those who had sat examinations since starting Grade VI gave their results. They covered a wide range from very good - to weak.

REPORT ON VISIT TO PABNA REGIONAL OFFICE

Formal group based data collection was conducted with 2 Batch Trainers (Maths) and 7 Master Trainers (3 Maths, 3 English and 1 Social Studies). They divided into two groups one for MTs and BTs involved with Maths and the other for the English and Social Studies MTs. Each group were asked to define their role, identify and prioritise the difficulties that teachers face in Grades IV and V, and lastly to identify the main sources they draw on to resolve the teachers' problems. Their responses are summarised below.

Role of MT

Staff development

Introducing and disseminating new teaching methods

Demonstrating good teaching practice

Conducting refresher training

Providing workshops for weak trainers

Visit schools to

ensure standards are maintained

offer support to the teacher

check level of student learning

Devising structured step by step teaching plans for specific items that pose problems

Role of BT

Focus on the specific Batch to which one belongs

Ensure one's own school is a model for others to observe

(When asked to comment on how teachers perceived the MTs the BTs indicated that they are seen as both supervisors and supports.)

Problems (General)

Lack of support material

Need more training for all staff involved with NFPE at any level

Specific Problems

Problems in Maths	Problems in English
Profit and Loss	Pronunciations
Interest	Constructing sentences
Compound fractions	Grammar
Measurement (lack of materials)	No specific time allocated to teacher training in English (as happens for Maths)

The Social Studies MT indicated that there are no major problems related to this subject. The current level of support, training etc., appears to be adequate.

Source of Ideas

Colleagues and wider staff body

Head Office EDU

The field visit also included an informal Visit to a Pre School run by two BEOC graduates and the Pabna Team Office

Meeting with Group of Batch Trainers

Sunday 25 July 1999

Group 26 English Language Batch Trainers

Were asked to identify the three most important attributes of the following:

- 1 A BRAC teacher
- 2 A Primary School Teacher
- 3 A BRAC Batch Trainer
- 4 How to Identify the Needs of English Teachers for Assistance

Questions discussed the issues in small groups (each of about 6-7) and then reported their views to the group as a whole.

The Most Important Attributes of a BRAC Teacher

Responses virtually identical with those for Maths teachers, plus the word 'Dedication'. Also mention by two groups of 'knowing rules and regulations' which turned out to be a translation of the cluster of delivery factors: following instructions; applying methods as in training etc. (No specific mention of 'keeping the classroom neat'.)

The Most Important Attributes of a Primary School Teacher

This was apparently taken to mean the *differences* from BRAC teachers, hence:

- (a) Higher qualifications
- (b) More experience
- (c) More time
- (d) More secure job

But also:

Should have parent meetings

Should make sure children attend

The Most Important Attributes of a BRAC Batch Trainer

Responses again virtually identical with those for Maths teachers with the strong addition (from each group) of good subject knowledge and education qualifications

How to Identify the Needs of English Teachers for Assistance

Three groups of overlapping factors emerged:

(a) *Processes*

- Find out where problem is
- Discuss with teachers
- Question and answer sessions with teachers
- Show easy ways of presenting lessons

(b) *Personal*

- Good relationship with teachers
- Listen with patience
- Discover individual problems

(c) *Information and Review*

- Check lesson plans
- Check regularity of evaluation
- Check presentation
- Talk to other staff etc
- Visit other schools

VISITS
URBAN SCHOOLS, DHAKA
Thursday 29 July 1999

Background Discussions with Managers and Staff

BRAC is currently involved in almost 1,000 urban schools. The first of these were established in 1992 to provide access to basic education for slum settlement children who live outside areas where formal schools exist, or whose way of life precludes them from entry to normal patterns of formal schooling.

The major types of such schools currently (July 1999) provided or assisted through BRAC are:

- 9-month 'baby class' schools (50 schools)
- 800 NFPE schools across all grade levels
- 90 special schools for garment factory children (with ILO support)
- six experimental schools for domestic servant children
- 105 schools for 'hard to reach' children, ages 8 -13—UNICEF supported Government schools for working children in Dhaka, Chittagong, Rajshahi (beggars, printing and book binding, garments, domestic, garbage gatherers, tempo boys)

Problems and Issues

The experience of urban school provision has showed a set of recurring and largely, interconnected problems:

- Problems of physical provision: appropriate school rooms of suitable size and with more or less appropriate facilities are difficult to locate, are substantially more expensive than in rural areas, are subject to landlord pressures, and frequently subject to attack, looting and stand-over pressure. In general, premises on the fringes of the slum areas are now sought, but this increases the cost pressures. Teachers claimed that many classrooms were excessively hot because of the number of children and the small size of the room
- Teacher problems: more opportunities for alternative employment, at higher pay, are present in urban areas; there is greater housing mobility for young married women than in rural areas; the attraction of the teaching job in the slum setting is of itself less attractive than rural

teaching, and many other available city jobs, and travel and security are frequently seen as problems given the location of the schools. As a result there is far higher teacher dropout than in rural areas, with about 25 percent of teachers resigning within 3 months of appointment.

There would appear to be a need for the employment of additional teachers as emergencies for urban schools

- Student attendance patterns: tend to be less predictable, more varied and less reliable than in rural areas because of higher employment, unstable living conditions (settlement areas are frequently broken up by developers or government, and occupants scattered); families return to rural areas for harvest or festivals etc, and often do not return. Urban patterns of child employment further frequently make it difficult for children to attend punctually, or at the same time each day. Further, problems of attendance are often largely impossible to follow up with parents (and/or employers) in urban areas

Both supervisors and teachers expressed the view that consideration should be given to more flexible class scheduling to reduce the effects of child employment. Flexible patterns may also help to reduce student dropout as they get older

- Teaching and learning problems: The various places of origin of an average class create dialect and language mixes within classrooms and, the family backgrounds and child work experience create differences in relative maturity, and exacerbate individual differences. These problems are further compounded by unstable attendance and unavoidable lack of punctuality.

Such difficulties are likely to increase with continuing extension of NFPE to the higher-grade levels, particularly as girls enter marriage age and the age of acceptable external employment.

The teachers expressed the view that the current available time (3 hours) was inadequate to cover the syllabuses. They suggested that this should be extended to 4 hours per day in Grades II and III and to 5 hours per day in Grades IV and V

- Student health problems: contagious diseases, lack of nutrition and hunger of many children, especially young girls, are allegedly frequent problems. Teachers claimed that children lacking rice for three or four days at a time was not an uncommon experience

To a significant extent many of the problems regularly experienced in urban provision show the lack of applicability of the traditional BRAC rural models and approaches for urban NFE. The strength of village location, through structured, community involvement and pride; access to family, close monitoring and supervision and follow up procedures, relative status of teaching in a BRAC schools, are either lacking, or by the nature of the setting, unworkable in urban areas. Supervisors pointed out that the traditional parent involvement, meeting and contact in rural areas did not work in the urban setting.

School Visits

Schools, Locations and Characteristics

Four separate NFPE schools were visited: Grades V, IV, II and I in the East Jurain and Novinburg areas of Dhaka. The schools were on the fringes of 'slum' settlements and were servicing children with virtually no access to formal education provision

Physical provision was adequate and generally apparently secure, although far from ideal. All rooms were in permanent brick and concrete structures, but access was difficult, and three of the four rooms were dark, dismal and damp, despite efforts to make them attractive classrooms. All were tidy and as clean as possible in the circumstances.

Teaching and Learning

All schools exhibited a caring approach, both between teacher and students, and between students, systematic teaching, and a positive and enjoyable learning atmosphere. Three positive factors emerged across the sample as a group:

A positive approach to learning was being pursued by the teachers and was succeeding at each of the levels observed. The children were responsive, were participating in the lessons and were clearly enjoying them. Attendance rates in all classes were close to 100 percent.

- Real learning was continuing to take place at the senior classes. An English lesson at Grade V was observed at length, and informal 'testing' of the children pursued at its conclusion. The children had mastered the stipulated vocabulary, could name or identify objects from sight or from written or spoken English; could answer simple questions from written and spoken English both verbally and in writing (including from an unknown native speaker and an unfamiliar accent). Transposition and extension beyond what had been formally taught appeared to be taking place, including the development of original responses in basic English phrases and simple sentences
- Wider socialization and learning appeared to be taking place across the age ranges observed in personal cleanliness and hygiene, responsiveness, application to task, communication skills, group skills and cooperation etc. (although the evidence was clearly extremely limited);.

However, the extension of NFPE to senior class levels appears to raise some specific challenges:

- The progress to Grades IV and V in the NFPE setting appears to make the individual learning differences between children far more obvious. The limited field observation showed, too, that such differences will be both positive and negative: some children were finding it more difficult to cope: others are able to and want to tackle more than the formal lesson supplies. BRAC teachers will need additional knowledge, teaching skills and support to deal with these differences. Such differences will probably occur most markedly in Maths and English although this was not evident from the limited observation on this occasion.
- The visits made it evident that some pupils in Grade V are in fact young adults—particularly a small number of young women in the Grade V school observed. This will further exacerbate the learning differences that will inevitably occur. It may also raise possible relationship, attitudinal and 'discipline' implications, as well as the issue of the adequacy of the physical space available for young adults in the present classroom provision.