

BASIC EDUCATION FOR HUMAN DEVELOPMENT

A Programme for Expansion of Non Formal Primary Education

1993 - 1995

November 1992

BRAC

66 Mohakali C.A., Dhaka 1212, Bangladesh

Basic education is more than an end in itself. It is the foundation for lifelong learning and human development in which countries may build, systematically, further levels and types of education and training...

Whether or not expanded educational opportunities will translate into meaningful development - for an individual or for society - depends ultimately on whether people actually learn as a result of those opportunities, i.e., whether they incorporate useful knowledge, reasoning ability, skills and values...

The most urgent priority is to ensure access to, and improve the quality of, education for girls and women, and to remove every obstacle that hampers their active participation...

If the basic learning needs of all are to be met through a much broader scope of action than in the past, it will be essential to mobilize existing and new financial and human resources, public, private and voluntary.

- World Declaration on Education For All: Meeting Basic Learning Needs; Jomtien, Thailand, 9 March, 1990

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ACRONYMS AND ABBREVIATIONS

AO	Area Office
AM	Area Managers
BRAC	Bangladesh Rural Advancement Committee
CSP	Child Survival Project
ESP	Education Support Programme
FAPE	Facilitation Assistance for Primary Education
FO	Field Officer
GEP	General Education Project
IRI	Interactive Radio Instruction
MOE	Ministry of Education
NFPE	Non Formal Primary Education
ORT	Oral Rehydration Therapy
OTEP	Oral Therapy Extension Programme
PEOC	Primary Education for Older Children
PHCP	Primary Health Care Project
PO	Programme Organizer
RCP	Rural Credit Programme
RDP	Rural Development Programme
SIDA	Swedish International Development Authority
TBA	Traditional Birth Attendant
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
VO	Village Organization

CURRENCY EQUIVALENTS

Currency Unit = Bangladesh Taka (Tk)

US \$1.00 = Tk 42 (November, 1992)

BRAC FISCAL YEAR

January 1 - December 31

BASIC EDUCATION FOR HUMAN DEVELOPMENT

A Programme for Expansion of Non Formal Primary Education

1. EXECUTIVE SUMMARY

1.1 Introduction

This document describes BRAC's plans for the expansion of its Non Formal Primary Education (NFPE) Programme and contains a proposal for the opening of 35,500 non-formal primary schools between 1993-1995. It gives an overview of BRAC's NFPE plans for the balance of the decade, and will serve as a background document for the project contained herein.

1.2 The Bangladesh Background

Bangladesh ranks 115th of 131 countries in its literacy rate, with only one third of those over the age of 15 able to read or write. Of rural women, 85 per cent are illiterate, and among the poorest one third, illiteracy is probably universal.

The primary school system in Bangladesh is free and is predominantly government run. Under-funded and neglected prior to the independence of Bangladesh in 1971, the system is beset with a number of extremely serious problems. The quality of education in the majority of primary schools is severely limited. Many teachers are poorly trained and motivated. Curriculum and textbooks (when they are available) have limited relevance.

Primary enrollment is in the area of 70%, but no more than 15% of all school children pass the primary stage. The situation for girls is worse: estimates of successful female completion of primary school is about 3%. Around half of all dropouts take place in the first year of school, when the futility, cost and irrelevance of education becomes apparent to both student and parent.

Since Independence in 1971, the Government of Bangladesh has given high priority to the principle of universal primary education and adult literacy. During the period 1990-2000, compulsory primary education is being introduced with a view to full coverage by the turn of the century. This will require massive investments in teacher training and upgrading, the construction of some 20,000 new schools, and a range of new investments in curriculum development and research. Increasing donor support for the primary education sector is reflected in the US \$310 million 'General Education Project' (1991-96) supported by a number of multilateral and bilateral donors. Regardless of the success of these efforts,

however, an estimated 32 million children will either drop out or never enter primary school between 1992 and 1998.

1.3 The Impact of the Prevailing Situation

The impact of these problems on the current and future generations of Bangladesh is enormous. Under-funded, under-managed and poorly staffed, the weakness of the primary education system cripples the country's entire human resource base and seriously erodes prospects for the future. For the individual, it has been widely demonstrated that primary education has direct and positive effects in income, and agricultural productivity, as well as positive effects on child health and nutrition. The opposite is equally true.

1.4 A Solution: Non Formal Primary Education

From its initial efforts to help settle refugees after the War of Liberation in the early 1970s, BRAC has assisted large numbers of landless and powerless people to expand their political and economic involvement in society. The organization started with rural development activities and has diversified in the last decade to include major efforts in the provision of credit for employment generation, health and education. A Non Formal Primary Education Programme was started in 1985.

The main goal of the NFPE programme has been to reach the children of the poorest families with a basic, relevant education. The programme has succeeded in:

- developing innovative 3-year curricula for children of 8-10 year age group and for the 11-16 age group;
- designing, testing and introducing teaching materials based on the needs of rural children;
- successfully promoting the education of girls;
- developing modalities for community participation;
- developing a para-professional cadre of teachers.

BRAC teachers are chosen from among the most educated in a village. Preference is given to women, who at present make up about 80% of the teachers. The children come from the poorest landless families. As of November, 1992, approximately 75% of the BRAC enrollment was made up of girls. By November, 1992, over 330,000 children were enrolled in 11,000 schools.

The initial programmes have been very successful. All the schools have maintained high attendance rates, low drop-outs and good

learning competence. Over 90 percent of students graduating from NFPE schools gained admittance to Class IV in formal primary schools.

1.5 Programme Objectives

The programme aims to:

- reduce mass illiteracy and contribute to the basic education of a significant proportion of the country's children, especially those from the poorest families;
- ensure enhanced participation of women in education;
- involve communities in their own socio-economic development
- contribute towards a strengthening of the government's universal primary education programme;
- build a strong foundation for ethical values conducive to the intellectual and material integrity of society and to the general productivity of labour and management;
- enhance the multi-sectoral potential of education in other areas such as population planning, public hygiene and health;

The NFPE is not an alternative or a substitute for the education provided in government primary schools. It is intended to be complementary and supplementary, aimed at dealing with dropouts and non-starters among the country's poorest families, until such time as the primary school system can cope more effectively with the problem.

1.6 Expansion of the Non-formal Primary Education Programme

The greater expansion will be made over 9 years (1992 - 2000) increasing the number of BRAC schools from 11,000 to 100,000. As part of this expansion plan, rapid increase in the number of schools between 1993-95 is planned. This expansion will be made over three years (1993-1995), increasing the number of BRAC NFPE schools from 11,000 to a total of 50,000 at the end of that period. The total enrollment at that time will be 1,500,000 children and an estimated 4 million children-years of education will have been imparted by the end of 1995. Depending upon decisions made during 1995, an additional 6 to 9 million children-years of education will be imparted by the end of the Year 2000. The number of graduates of BRAC schools will be over 3,000,000 by the turn of the century.

Children will be drawn from the poorest landless families in a given village. In order to spread the benefits of the programme as

widely as possible, not more than one child per family will be enrolled at a given time. The current target of 70% girls in the programme will be maintained.

During 1995, a major evaluation of the programme will be undertaken in order to determine its impact, its effectiveness and efficiency, and to determine the need for its continuation, based on progress in the Government's drive towards universal primary education.

2. THE BANGLADESH BACKGROUND

2.1 Primary Education in Bangladesh

The primary school system in Bangladesh made up of approximately 50,000 schools with 190,000 teachers. Primary education, which is a five year programme, is free and is predominantly government run. Primary school teachers are generally graduates of a two year post-secondary teacher training programme.

The system, under-funded and neglected prior to the independence of Bangladesh in 1971, is beset with a number of extremely serious problems, both new and inherited.

2.2 Enrollment and Dropouts

All educational statistics must be regarded with care. Historically, data gathering and reporting have varied greatly in quality, and definitions from one reporting period to another are not always consistent.

The primary school enrollment rate has risen from 40% in 1948 to an official figure of 70% in 1990. This figure is probably overstated, including under-age children who form an unofficial 'baby class' and who are sent to school with older siblings as a form of day care. A more accurate enrollment figure is probably in the area of 50%.

Enrollment, however, gives only the broadest outline of the school situation. According to official statistics, only one in four children reaches Class V, although this figure does not include dropouts from Class V itself. In fact according to an official study undertaken in 1986, not more than 15% of all school children pass the primary stage.¹ The situation for girls is appreciably worse than it is for boys, with a significantly lower enrollment rate, and estimates of successful completion of primary school between 2% and 3%.² Around half the dropouts take place in the first year of school, when the futility, cost and irrelevance of education becomes more apparent to both student and parent.

Many of those who remain in school officially, are simply not there much of the time: attendance of enrolled students is estimated at something between 50% and 60%.³

¹ Qadir, S.A., 'School Enrollment Drives and Enrollment of Children in Class I', BIDS, UPE Project, 1986

² Gustavsson, Styrbjorn, Primary Education in Bangladesh; For Whom? University Press, Dhaka, 1990

³ Gustavsson, pg. 46-7

2.3 Factors Contributing to High Dropout Rates

The economic role of poor children in the family is an important factor in high dropout rates. By the age of 8, most rural children in poor families are active in agricultural production and food processing in the home, and are important contributors to family income, often working as servants in the homes of the more well-off. Inflexible school calendars and school days make no allowance for these factors. Illiterate parents are unable to assist their children with school work, and poor families find the cost of uniforms and the unofficial 'fees' that are often levied by teachers beyond their means. Studies have shown a high correlation between the poverty and illiteracy of parents, and the low enrollment and non-continuation of their children in school. Education breeds education. According to Gustavsson,

80% of all [rural] households have no member with a complete primary education, and extremely poor families, making up about one third of the population, hardly send any of their children to school. The better-off classes make up some 20-25% of the population. Their children constitute the minority in Class I, but in Class V they turn into the majority. The poor repeat and drop out.

The quality of education in the majority of primary schools is severely limited. The teachers themselves are a large part of the problem, many of them being poorly trained and motivated in the first place. A 1985 Ministry of Education study provides an explanation:

Improper training forces many teachers to resort to the memorization/rote learning technique of teaching, supplemented by large doses of corporal punishment. These techniques are also ways of maintaining some semblance of order in overcrowded classrooms where teacher-student ratios range as high as 1:100 in Class I. Inadequate training also limits the career development of potential teachers. This factor, coupled with inadequate compensation, has a negative impact on the attitude of teachers, many of whom take part-time jobs to supplement their incomes, often leading to frequent absences from schools.

The irrelevance of curriculum and textbooks (when they are available) has a stunting effect on creativity, self-image and enthusiasm for school children. The minimum instructional year of

¹ Gustavsson, 'Primary Education in Bangladesh: Review, Analysis and Recommendations', SIDA, Stockholm, 1991, pg. 75
² Hakansson, M., 'UPE (IDA) Project, Summative Evaluation Report'

880 hours, set as a standard by international educators, is probably under-achieved in most primary schools by at least 50%, and because of low rates of attendance, by as much as 75% in some. Those students whose parents are able to pay for additional tutors can sometimes survive the problems; the poor cannot.

A further physical problem has to do with the basic availability of schoolrooms. The estimated 85,000 classrooms available in 1987 could accommodate, 50 children each, approximately 8.5 million children on a two-shift basis, or about half the total primary school age population, effectively limiting enrollment, theoretically, to only 50%. Worse, the existing schools are not evenly distributed, with one school often serving many villages. A high correlation exists between enrollment, attendance and dropout rates and the distance a child has to walk to school. This problem is especially severe in relation to female students.

2.4 Government Plans and Programmes

Since Independence, the Government of Bangladesh has given high priority to the principle of universal primary education. The First and Second Five Year Plans (1973-78 and 1980-85) aimed to increase the number of trained teachers and to increase enrollment significantly. The Second Five Year Plan marked the beginning of the Perspective Plan (1980-2000) which aimed at Universal Primary Education (UPE) and a target of 91% of the primary school age group enrolled by the turn of the century. An additional 49,000 teachers were to be hired and 128,000 classrooms constructed. Because of a shortage of development funds, the plan had to be scaled down significantly. During the Third Five Year Plan, new financial commitments to secondary education limited the growth and improvement of the primary sector, however allocations in the Fourth Five Year Plan (1990-95) represent a significant increase in the commitment to education, and to primary education in particular.

During the plan period, compulsory primary education is being introduced in phases, with a view to full coverage by the turn of the century. This will require massive investments in teacher training and upgrading, the construction of some 20,000 new schools, and a range of new investments in curriculum development and research.

2.5 External Support for Education

External assistance to the education sector has increased in recent years, from US\$46.1 million over the period 1972-79, to US\$171.3 million during the period 1980-87. The main supporters have been the World Bank, UNICEF, SIDA, DANIDA and NORAD. The primary sector has been the particular focus of UNICEF support, with commitments

of over \$35 million between 1972 and 1988, mainly in support of Universal Primary Education through curriculum and learning materials development, and improved management and teacher skills. Smaller but important projects in adult literacy, mass education and non-formal education have been supported by these donor agencies and by a wide range of non-governmental organizations.

Increasing donor support for the primary education sector is reflected in the 'General Education Project' (1991-96) supported by the World Bank (IDA), Sweden, the Netherlands, Britain, the Asian Development Bank, UNDP, UNICEF and UNFPA. The project emphasizes the development of basic skills and the large, unmet need in Bangladesh for literacy and vocational skills. At a total cost of US\$310.2 million (of which US\$42.3 million will be provided by the Government of Bangladesh), the project aims to increase equitable access to primary and secondary schooling, to improve the quality of education at the primary and secondary levels, to strengthen the management capacity of the primary and secondary sub-sectors, and to support policy and programme reform and development.

Regardless of the success of government and donor efforts, however, an estimated 32 million children will either drop out or will never enter primary school between 1992 and 1998.

3. THE IMPACT OF THE PREVAILING SITUATION

3.1 Future Generations.

The impact of these problems on the current and future generations of Bangladesh is enormous. Under-funded, under-managed and poorly staffed, the weakness of the primary education system cripples the country's entire human resource base and seriously erodes prospects for the future. The bulk of those who proceed to higher education are poorly equipped for it, compromising the country's future stock of educated workers, planners, managers and parents. For the majority of the country's people, there is a more severe personal impact. It has been widely demonstrated that primary education has direct and positive effects in income, agricultural productivity and fertility, as well as positive effects on child health and nutrition.

A recent World Bank paper concludes that,

In considering the effects of education on economic productivity, a wide number of studies conclude that investments in primary education yield returns that are typically well above the opportunity cost of capital. One study showed that four years of education increased small-farm productivity by 7 per cent across thirteen developing countries, and by 10 per cent in countries where new agricultural techniques were being introduced. The social effects of education in developing countries are also positive. Women with more than four years of education have 30 per cent fewer children than women with no education, and their children have mortality rates only half as high... The effects of primary education on development are largely a result of the cognitive skills it imparts: literacy, numeracy and problem-solving skills.¹

The absence of an adequate primary education base results in the opposite. In Bangladesh only one third of those over the age of 15 are able to read or write. Of rural women, 85 per cent are illiterate, and among the poorest one third, illiteracy is probably universal. The impact of these limitations on life and productivity is powerful and direct. The average life expectancy of Bangladesh is only 52 years, and Bangladesh is one of only three countries worldwide where men outlive women. One in five children dies before

¹ Primary Education; A World Bank Policy Paper, World Bank, Washington, 1990, pg. 10. The 1991 World Development Report suggests that 'increasing the average amount of education of the labour force by one year raises GDP by 9 per cent. This holds for the first three years of education; that is, three years of education as compared with none raises the GDP by 27 per cent.'

the age of five, the child mortality rate exceeding that of 106 other countries. Of those who survive, 40 per cent suffer from some type of malnutrition. These problems are made more pressing by the fact that Bangladesh has a population density three times that of India. Growing pressure on the land requires both greater agricultural productivity, and increased rural employment opportunities outside the agricultural sector.

A literate, educated populace is also important to the development and maintenance of democracy, and to the institutions and attitudes that support it. People who are aware of their role in society, their responsibilities and their rights, are much more likely to exercise them than those who are not.

4. THE SOLUTION

4.1 The Non-Formal Option

From its initial efforts to help settle refugees after the War of Liberation in the early 1970s, BRAC has assisted large numbers of landless and powerless people to expand their political and economic involvement in society. The organization started with rural development activities and has diversified in the last decade to include major efforts in the provision of credit for employment generation, health and education. A Non Formal Primary Education Programme was started in 1985.

Non-formal education (NFE) has come to be seen as an important supplement to the formal education system. 'Like formal education, NFE is deliberate, planned, staffed, financially supported. Like informal education, it is functional, unrestricted as to time and place and, in general, responsive to need.'¹ For many years in Bangladesh, there have been non-governmental experiments in non-formal primary and post-primary education, and adult literacy. Some have taken place through Madrasah Islamic schools and others through programmes of NGOs such as UCEP, the Bangladesh Association of Community Education, Swarnivar, Community Learning Centres and others. Although the quality of these programmes has often been high, the impact has been restricted by limitations in size and scope. Replicability has been constrained by both cost and management factors.

The importance of Non Formal Primary Education (NFPE) has, however, been recognized and accepted by the Government of Bangladesh and by external supporters. The Fourth Five Year Plan (1990-95) calls for a 'multi-frontal attack on illiteracy by expanding non-formal primary education, strengthening the government mass literacy centres, [and] mobilizing NGOs... This is vital to ensure that not all the non-participants and dropouts of the formal primary education system have to wait to become illiterate adults before they can be inducted into literacy programmes.'² Funds have been set aside in the General Education Project (US\$7 million) to support existing NGO NFPE programmes, and to develop the capacity of others.

While these programmes will help thousands of children, the most conservative estimates of dropouts and non-starters in the 6-10 age group place the number at 11 million.³ A more realistic estimate, based on a 1992 primary age population of 16 million with a 70% enrollment and a dropout rate of 75%, would place the number at

¹ Ward, Ted, 'Non Formal Education: What Is It?', mimeo, 1988

² Government of Bangladesh, The Fourth Five Year Plan; 1990-95, Planning Commission, Dhaka, 1990

³ Gustavsson, 1990

more than 14 million. Even assuming a gradual 3% improvement in both formal enrollment and dropout rates over the next five years, much of the achievement will be offset by population increases. Between 1992 and 1998, it is estimated that some 32 million children of the 6-10 age group will never enter primary school, or will drop out early. Existing NFPE programmes, therefore, and the modest expansion that will be made possible through the General Education Programme, only scratch the surface of the problem.

In recognition of the enormous loss that such numbers will mean, to the personal development of the coming generation and to the short and longer term development of Bangladesh, BRAC proposes to complement and supplement the efforts of government and donors to achieve universal primary education by the turn of the century, through a rapid expansion of its Non Formal Primary Education Programmes. By providing a second chance for dropouts and a first chance for non-starters, the NFPE will provide an important bridge for millions of children to the formal education system.

4.2 Description of the NFPE

The Non Formal Primary Education Programme was conceived in 1984, and began in 1985. Designed for children of the 8-10 year age group who had either never been enrolled in or were dropouts of formal schools, it focussed almost exclusively on children from the poorest families. At the time, it had been a long-standing notion that the children of poor parents did not enrol in formal schools because of poverty and because of illiterate parents' apathy towards education. BRAC's findings showed that while this had some validity, there were other important variables:

- Children of poor parents do not get equal treatment from teachers;
- Children are afraid of school examinations;
- School timings often do not allow children to attend classes as they have to work in the field or at home;
- School authorities do not maintain communication with parents;
- Teachers do not follow prescribed teaching methodology;
- The school environment does not attract children;
- Teachers do not pay individual attention to children;
- Children are afraid of physical punishment in the schools;
- Illiterate parents cannot help children in doing homework;

- Weak learners, failing to get special care from teacher, simply drop out;
- Many parents are unable to afford the hidden costs and unauthorized 'fees' charged by some teachers.

The NFPE was never seen as an alternative or a substitute for the education provided in government primary schools. It was and is intended to be complementary and supplementary, aimed at dealing with dropouts and non-starters among the country's poorest families.

With these factors in mind, BRAC started its schools in 1985 on a modest scale. The main objectives of the programme were to:

- develop an innovative 3-year curriculum for the children of 8-10 year age group;
- design, test and evaluate materials based on the identified needs and interests of rural children;
- improve the quality of rural primary education;
- promote the education of girls;
- experiment with different modalities of community participation, with a view to developing community participation for future adoption on a broader scale;
- develop new materials and innovative techniques for primary teacher training;
- develop a para-professional cadre of teachers within the community

4.3 Programme Design

The initial programmes were successful, and because of a growing demand for education from the members of BRAC village organizations, the programme has expanded rapidly, with a new category of school being developed for older children.

Table 1: Expansion of NFPE Programme 1985-1992

Year	No. of schools opened	Enrollment	Age group
1985	22	676	8-10
1986	154	4,672	8-10
1987	410	12,305	8-10
1988	223	6,690	11-16
1989	1,606	48,180	both
1990	1,204	36,120	both
1991	2,890	86,700	both
1992	5,105	153,150	both

All the schools have maintained high attendance rates, low drop-outs and good learning competence. Community pressure to open more schools has continued. This is an encouraging sign both for BRAC and for national policy makers in the field of primary education. The NFPE has drawn international attention as well. At the request of the World Bank, the Institute of Education and Research of the University of Dhaka carried out an evaluation of the NFPE in 1988. The evaluation showed that:

- 96 percent of students in NFPE schools completed their studies, as opposed to only 40 percent in formal primary schools;
- average attendance rate in NFPE schools was more than 90 percent, as opposed to an official figure of 60-70 percent in formal primary schools;
- over 90 percent of all students graduating from NFPE schools gained admittance to Class IV in formal primary schools and were pursuing their studies;
- children in NFPE schools are interested in their studies and can read, write and answer questions without hesitation;
- flexible school timing in NFPE schools contributes to parents' motivation in sending their children to schools;
- NFPE catchment areas are small, with most of the children living near the school so that parents feel secure in sending their children (especially girls) for education;
- students in NFPE schools have a similar socio-economic background, so they do not feel discriminated against;
- although traditional teaching methods are used in NFPE schools, classes consist of only 30 students compared to 50 or more students in formal primary schools; teachers can therefore give more individual attention;
- a continuous evaluation system has been adopted by NFPE schools to relieve students of the fear of examination;
- Programme Organizers (POs) continually supervise the work of NFPE teachers and work with them to solve arising problems. Each PO supervises 15 to 20 teachers;

4.4 BRAC School Cycle

BRAC schools operate on a three year cycle. Schools open at such a time of the year so that graduates can go directly into the formal system without a time lag. It has been found that lags contribute to attrition. Because the older children are unlikely to enter the formal system, the timing of PEOC school openings is not as important.

Every three years a certain number of schools will complete their cycle, and will theoretically close. Depending on the need in a given village, these schools will either reopen the following season in the same village, or will be reopened elsewhere.

4.5 The Pedagogical Strategy

The Children

The children selected for BRAC schools are the children of the poorest landless families deprived of access to education because of both poverty and gender. The goal has been to enrol 70% girls. As of November, 1992, 72% of the NFPE students, and 76% of the older children in the Primary Education for Older Children (PEOC) schools were girls. By November, 1992, over 330,000 children were enrolled in 11,000 schools.

Girls are a special focus, first because education is a basic right and girls have in the past simply been ignored by the system. Secondly, it is women who are responsible for the care of children, for the health of their families, for nutrition and hygiene. And research indicates that even with a small amount of education, women are more receptive to new ideas, to family planning, to nutrition teaching, to improvements in hygiene and sanitation, to comprehension of the benefits of immunization, diarrhea controls and primary health care in general. Education draws a sense of self worth and respect from others.

Two School Models

BRAC implements two types of school. The first, called Non-Formal Primary Education (NFPE) school,¹ provides a three-year programme for children 8 to 10 years of age, who have never enrolled in school, or who have dropped out during the first year. One teacher takes the children through all three years. Classes are two and one half hours each day for the first and second years and three hours for the third.

¹ NFPE refers to the programme as a whole, as well as to the schools for the 8-10 year olds.

The second type of school has evolved from an experiment started in 1988, with a two-year programme for children 11 to 16 years old who had never been to school. Married girls are accepted in this programme, which is known as Primary Education for Older Children (PEOC), or 'Kishor-kishori'. The NFPE curriculum has been adapted for the PEOC and condensed. The older children have learned much faster than anticipated. The curriculum designers originally expected that the 11 to 16 year old children could learn in two years what the younger children learn in three. Instead, the older students have taken only one and a half years to do the full three year curriculum. A new, fourth phase of the curriculum had to be developed to keep up with the students. Low dropout rates and high attendance have equaled those in the NFPE schools. An additional year is being introduced in the PEOC schools from 1992. The third year curriculum is designed to be more functional focussing on health, nutrition and social environment.

School Timing

The timing of classes in each village is decided in meetings with parents. Classes are held six days a week for an average of 270 days each year. (Government schools are scheduled for only 220 days a year.) BRAC believes that long vacations interrupt and reduce learning. The most convenient timing for the short vacation periods is decided between the teachers and the parents to suit seasonal work or religious needs.

Student - Teachers Ratio

The student-teacher ratio is kept at thirty students to one teacher, no matter how strong the demand. Small class size allows the teacher to give each child ample time and attention.

School Building

A minimum of 320 square feet of space is required for each school. The facility is rented at minimal cost in the community. Often a landless group will construct the school and rent it to the programme for a very low fee, sufficient to pay for initial materials and repairs. So far all of the schools are typical village structures with woven bamboo or mud walls, thatch or tin roofs and earthen floors. The schools do not have their own latrines or tubewells but as much as possible are located near these necessities.

School-based learning

Children are expected to learn their lessons in the classroom. Only small amounts of homework which can be done independently are assigned. Since nearly all parents are illiterate, students can expect little or no help at home. This approach towards homework is very different from government schools where teachers assume that

much of the learning will take place outside the classroom and where large amounts of homework are assigned as a matter of course. As a result, most better off parents of government school children hire tutors (often the same teachers who teach them in school).

Teaching Methods

The formal schools stress on rote learning and exam preparation. The BRAC teaching method is intended to be learner-centered and participatory enabling the children to be active participants in learning rather than passive recipients of information. Emphasis is therefore placed on functional use of learning, rather than success in examinations. The natural inquisitiveness of the children is encouraged.

Because the BRAC classes are small, the children can participate actively. Cross discussion among the students is encouraged. Students are often brought to the board, the other children help by discussing and correcting what the student writes. The students learn concepts through activities.

The Teachers

BRAC teachers are chosen from among the more educated in a village. A person selected to be trained as a BRAC teacher must have completed nine or more years of school. Preference is given to women, who at present make up about 80% of the teachers. This is in contrast to the formal schools where over 80% of the primary teachers are men. One criterion for setting a school is the availability of an acceptable person to be trained as a teacher.

Teacher selection is done through an interview process in or near the village. Good basic literacy and numeracy, strong common sense, ability to articulate, and interest in children are the attributes desired.

Teachers are paid a small monthly stipend, currently Tk 450 per month (about \$11) the first year, Tk 475 the second year, and Tk 500 the third year. (The average annual income in Bangladesh is under \$200 per capita.) This stipend may be compared to the monthly salaries of the government teachers, which average about Tk 1,200 per month plus benefits such as pension.

Teachers are expected to set an example for attendance and punctuality. BRAC teachers are under contract, they are not tenured. Teaching is not to be seen as a sinecure for life, to be held regardless of performance. In most villages the relationship between teacher and student is close because of the small class size and because the students stay with the same teacher for all three years. Children feel more secure in the BRAC schools because

the school is close to the child's home (particularly important for girls) and is also close to the teacher's home.

There is almost no work for women in the villages so employment as a teacher gives women a small, regular, year-round income and respected status - an important by-product of the program. Most of the women teachers are between 20 and 30 years and many have children of their own. The male teachers are a bit older than the female teachers, their ages ranging between 25 and 35.

There is very little absenteeism among the teachers. Each teacher is allowed ten days of leave per year other than the holidays. Unauthorized absences result in a loss of Tk 12 per day. If a teacher is absent classes are not stopped. When a teacher is sick she tells the school committee (since she lives in the village, the members are her neighbours) and one of its members or another parent sits with the class. Sometimes the brighter third year students assist the others in review and exercises.

Teacher drop-out rate is less than 2%. Usually teachers resign only if their husbands must move away. In villages with BRAC schools BRAC maintains a waiting list of those who wish to become teachers. A replacement teacher can soon be made available if a teacher drops out.

4.6 Teacher Training

15 Day Basic Training

Teacher selected are given 15 days of training at a BRAC residential training centre. This initial 15 days of teacher training, held in BRAC residential training centers, emphasizes basic concepts of learning theory and practice teaching. Five days are spent on concepts, five days on role playing as teachers, and five days, learning how to prepare lesson plans.

Teachers are trained in groups of 20 to 25 by the programme educational specialists working together with BRAC's Training and Resource Centre (TARC) trainers. The training is participatory and learner-centered. It is designed so that the teachers experience the kind of learning that they will be facilitating in the classroom. Trainees are introduced to BRAC-produced teaching materials, books, workbooks and accompanying teaching notes. They are familiarized with the use of teaching aids such as charts, picture cards, and counting sticks. They are taught to utilize peer assistance methods; for example, to scatter the bright children so they can help others, assigning stronger students to help the weaker, and so on. They are taught never to punish a child but to use other methods of discipline. Comprehension rather than memorization is stressed. Teachers are taught the importance of class routines, and they are given a general structure to follow.

The teacher training methods now in use have been developed through trial and error. Early training materials and methods were overly sophisticated; methods and materials were changed several times until effective ones were developed. A training manual evolved from this process is now in use.

The training, stressful to those who have been out of school for many years, is offset by the support of facilitators and cooperation from peers. The training environment discourages monotony and competition by emphasizing a highly participatory interaction throughout training. Learning is reinforced by ongoing participant feedback. As a result, learners achieve a sound understanding of NFPE goals and concepts.

Content

The objective of Basic Teacher Training is to assist the participants in understanding the non-formal primary education process and to prepare them to assume their roles as classroom-learning facilitators. In brief, the training content includes:

- education and its objectives;
- formal, informal and non-formal education;
- primary education in Bangladesh, its problems and approaches to solving its problems;
- BRAC's Non-Formal Primary Education (NFPE) Programme;
- child psychology and educational psychology;
- teaching methods, aids and techniques;
- co-curricular activities;
- evaluation of students;
- teacher-parent relationships;
- lesson plan preparations;
- preparatory stage;
- Bangla;
- Arithmetic;
- social studies;

Upon completion of the fifteen day course, the new teacher should have gained the competency to:

- understand the importance of education, its objectives and its different methodologies;
- realize the importance and problems of primary education in Bangladesh, the role of non-formal primary education, its problems and solutions;
- understand elementary principles of child psychology and educational psychology and their relevance to primary education;
- apply appropriate teaching methods and techniques;
- effectively use a variety of teaching aids;
- understand the importance of co-curricular activities and how to implement them;

- maintain classroom discipline;
- evaluate the progress of the children;
- understand the vital role of the village community and parents to a successful NFPE school;
- understand the importance of the preparatory stage;
- acquire sufficient knowledge and skills to teach
 - a) Bangla
 - b) Arithmetic
 - c) social studies

Two Day Orientation

Teachers receive a 2 day orientation right before opening of a school. In this orientation they are made familiar once again with teaching methods and child's preparation for school.

Refreshers

Focused and ongoing training throughout the teacher's contract period is crucial in developing and maintaining teacher efficiency. Training also corrects the learning deficiencies common to new teachers. The Basic Teacher Training is an insufficient preparation in itself, and must be reinforced through on-site field staff monitoring and through a regular program of refresher courses.

One Day Refresher

The monthly one day teacher training days, which are run by NFPE field supervisors, focus on experiences in the classroom and problems encountered. Teachers of each year have different refresher days, i.e. first year teachers together, second year teachers together, and so on. Discussions centre around problems; the more experienced and better teachers participate in the discussions and help the weaker ones. Sometimes, in addition to the monthly training days, a good teacher from one village will visit a teacher in a neighboring village to assist her with problems.

Four Day Refresher

The four day refresher training at the end of the first year of school, which all teachers must attend, concentrates on deepening a teacher's understanding of learning concepts and on improvements in teaching methods.

Effectiveness

The question of effectiveness is one that poses a continuous challenge for BRAC. Obviously a fully-trained and effective primary school teacher, using innovative and participatory teaching methods, cannot be created in a fifteen day training period from individuals schooled in the old system themselves. For BRAC, it is a question of 'the best' being the enemy of 'the good'. There are, therefore, necessary tradeoffs, both cost-oriented and social. Training is one of the largest components in the NFPE budget, and efforts are made to keep it as low as possible. But equally important, if women are to be retained as teachers, residential training programmes must be kept as short as possible in order to allow them to return to their families and the other work that most of them do.

In BRAC's experience to date, staff visits, the monthly experience-based training days and the yearly refreshers are vital in supplementing the initial training. But probably most important in helping the teachers to perform effectively is the very structured curriculum and the nature of the learning materials which have been prepared in simple modular form, with teaching notes. Also, a strong management system is in place so that each teacher's performance is closely supervised and ways are found to help when there are problems.

4.7 Curriculum and Teaching Materials

The curriculum for the schools was initially developed with the assistance of educational specialists from Dhaka University. BRAC then developed a small core staff of its own education specialists who worked with the University specialists. The initial step in curriculum development was to gather information about the targeted learners, their families, economic conditions, perceptions, levels of cognitive development, psychological and physiological growth, needs, the formal schools, their curriculum and relationship with the community, and the reasons why they were not succeeding.

After this basic research, learning objectives, in terms of both concepts and skills, were formulated. The curriculum subjects and the activities required to achieve the objectives were then decided. Instructional materials were developed and tested extensively in the first 22 experimental village schools. Finally, when books and other materials were deemed satisfactory, they were produced by BRAC's own printing press.

The over-arching objectives of the curriculum are to help children to achieve basic literacy, numeracy and social awareness. The curriculum is divided into three subject areas: Bangla (the Bangladesh language), arithmetic, and social studies. The latter emphasizes health, including nutrition, hygiene, sanitation, safety and first aid; ecosystems, community, country, the world; and very

basic science. Weighing scales are being introduced in the schools. The rationale behind it is to make children aware of the importance of growth monitoring and to develop it into a regular habit from a very early stage.

An important part of each day (40 minutes) is spent on co-curricular activities designed to more fully develop the child. These activities include physical exercise, singing, dancing, drawing, crafts and games, and storybook reading. The students enjoy these activities, a factor which helps to assure high attendance.

The first eight weeks of the first year is a preparatory of pre-primary phase with very structured modules designed to develop the child's learning readiness. In this phase the student goes through pre-reading, pre-writing, numeracy and other exercises. It is a readiness programme to prepare the child for traditional schooling.

After the introductory eight weeks a rather structured class routine continues. The two and a half hour day is divided into 30 minutes of reading with structured reading exercises; 20 minutes of writing exercises 35 minutes of math; 25 minutes of social studies and 40 minutes of co-curricular activities. This works out to 670 hours of contact time per annum, less than is normally desirable, but probably two to three times more than in the formal system.

Each day of the week is expected to include certain pre-set activities. A class routine is prepared for each day of the week. As the teacher gains experience, the pace and emphasis can be varied to meet the needs of the particular group of children.

In the first year, students are provided with vernacular and arithmetic books and in 2nd and 3rd year, in addition to vernacular and arithmetic, social studies books are supplied. BRAC also publishes additional reading materials for children, including a monthly children's magazine, and some twenty-three specially written story books suitable for rural children. In addition, each child receives one slate and slate pencil plus 18 to 20 notebooks a year, along with pencils, erasers, and a lap board.

Activity boxes are being introduced in the schools. The students are to submit some of their class work and keep these in boxes. The objective is to motivate the students for creative writing, letter writing etc. This would also allow the teacher to assess the capability and performance of each child. Moreover, bulletin boards are also being introduced in the schools to encourage self expression of each child.

BRAC schools have no formal annual examinations such as those which are a major feature in the government schools. Progress of the students is based on continuous assessment by the teacher, utilizing weekly and monthly tests. The progress of each child is

carefully recorded. A general falling behind of a school or individual problem cases are discussed in the monthly teacher training meetings and solutions are sought.

The curriculum in BRAC schools differ from that of the government schools in several significant ways, although the major differences between the two systems are not as much in content as in teaching methods and teacher commitment. Basic reading, writing and arithmetic are similar in the first two years. In the third year the arithmetic taught in the BRAC schools is quite different from that in the formal schools, emphasizing more functional uses of mathematics, such as simple accounting, measurement and money. BRAC's social studies programme is almost totally different, focussing on health concerns and values related to cooperation, relationships with neighbours, population problems, problems of early marriage, dowry and so on.

BRAC introduces English at the latter part of the second year so children admitted in the formal school, in Class IV, do not face difficulties.

In addition to teachers' manuals, textbooks, equipment and teaching aids are provided for each school. In each year, students receive vernacular and arithmetic books, and in the second and third years, social studies books. Moreover, new materials are being developed for Bengali and Social Studies in the form of charts, card sets, picture story, flipcharts, games etc.

The texts, authored by NFPE staff, are designed to be compatible with daily lessons. The students' first book, 'Asho Pori Shishu Paat' ('Let Us Read: A Children's Lesson'), distributed to students at the end of a two-month preparatory stage, introduces them to Bangla. Designed to be completed in less than ten days, the 21-page 'Shishu Paat' contains a series of lessons to teach the children their first reading and writing skills. At this point students are given their first year Bangla text ('Asho Pori First Part') and their first year mathematics text ('Asho Gonitshikhi First Part'). A first year social studies text ('Poribesh Parichiti First Part') is designed for the teacher and not for the students since their reading skills are still in early stages.

During the second year, students are given a Level Two BRAC edition of the Bangla, arithmetic and social studies texts. A subsequent third level of the textbooks is used during year three. In addition, at the end of the second year students receive a primary English textbook ('My First Book') to learn the English alphabet, and at the beginning of the third year they receive a second level English text ('English for Today').

Continuing development of the curriculum is an important part of the overall programme, regardless of size. During the plan period all texts and teaching materials will be continuously reviewed for possible improvement.

Relevance

Much is written about 'relevant' and 'irrelevant' curricula and teaching methods in Bangladesh. As noted above, 'the best' is often the enemy of 'the good'. The BRAC curriculum and teaching aids have been developed with a great deal of professional care, with two purposes in mind. The first is to better develop the individual. This involves enhancement of the child's cognitive skills and the development of a capacity for abstraction, an ability to see the relationship between causes and effects, to solve problems, to share, to work together, to express him or herself and to experiment. The second purpose, more important in the NFPE schools than in the PEOC schools, is to equip and provide a linkage for the child into the formal education system.

As with the training of teachers, these two objectives, difficult enough with limited human and financial resources, involve tradeoffs. Somehow a child must become an independent thinker, and yet be adequately equipped to enter and survive in the formal system, with all of its limitations and problems. Some of the curriculum, therefore, must be tailored to the formal system, at a cost which BRAC does not believe is too high - to the principle of 'relevance'.

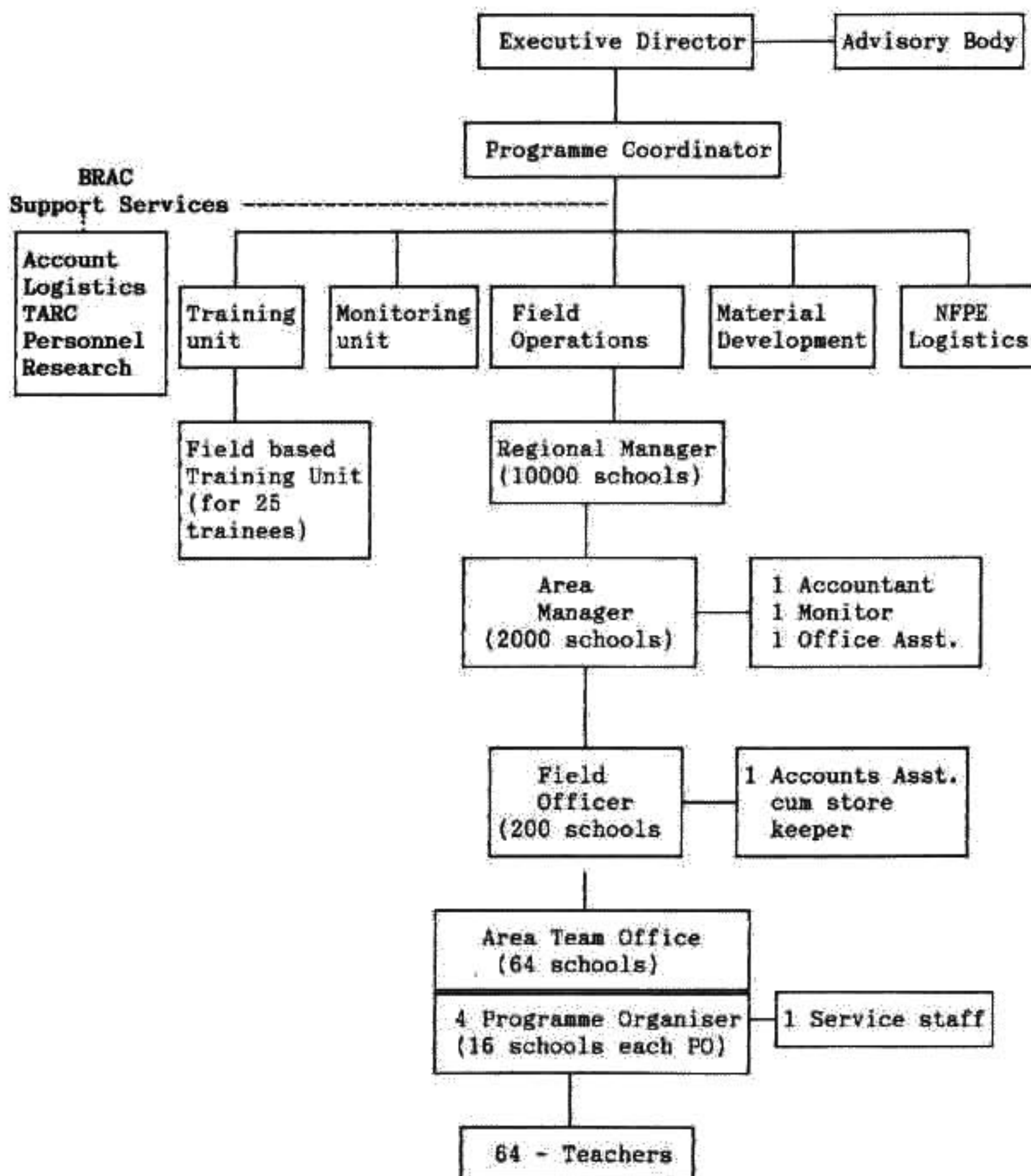
4.8 Parent and Community Participation

All evaluations of BRAC schools have reported that one of the most important factors in their success is community and parent participation. Before a school is opened in a village the parents of targeted students must want their children to go to school. They must help find or build a classroom that can be rented at minimal cost, find suitable potential teachers, and decide what hours of the day the school should be held.

Each school has a committee of four, made up of two parents, a community leader and the teacher who, along with the BRAC Programme Organizer (PO), supervise the school. Parent meetings are held monthly and on the average 80% attend, mostly mothers because the meetings are held during the day. At the meetings, parents discuss their children's progress and any school problems that may arise. Both the teachers and the supervising PO attend these meetings and the PO must make a report on every meeting to his supervisor, the Area Manager.

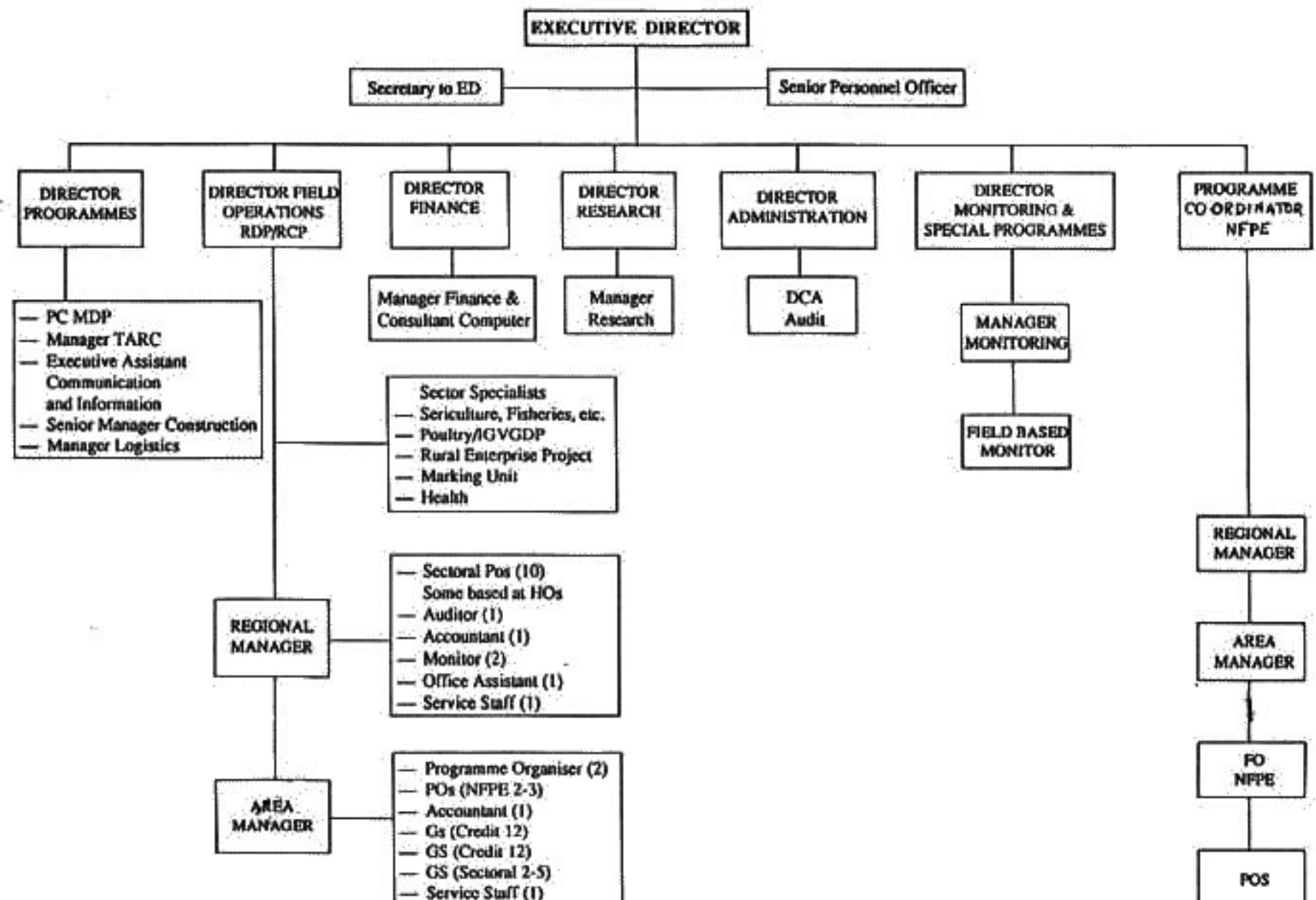
The committee and parents are responsible for cleaning, protection and maintenance of the school, for setting times for classes and vacation periods, and assuring regular attendance. The school committee or parent groups also find ways to assist the teacher with special problems.

4.9 Management and Supervision

NFPE Organogram 1993-95

Management Structure : BRAC, RDP III

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BRAC's management system for the NFPE programme has been kept simple, but it has evolved and adjusted to the growth in the number of schools. Overall responsibility lies with BRAC's Executive Director who seeks advice from an advisory body from time to time. Direct management and supervision is accomplished through a structure which includes a central office Programme Coordinator and staff. There are five supportive units namely Training, Monitoring, Field Operations, Material Development and Logistic Units.

The Programme Coordinator's job has been to develop the entire programme, from conceptualization and experimentation through implementation. She/he manages the programme, and relates to other programmes in BRAC, to external donor groups and evaluation teams.

Training and Staff Development Unit is the 'Quality Control' and training unit of the programme. An Education Specialist supervises teacher training, including training of trainers. He develops the training calendar, training modalities and materials. He also advises the Programme Coordinator, Field Operations and other units of the programme on education problems.

Field Operations is the jurisdiction of Regional Managers (RM) Field Operations who is each incharge of 10,000 schools. S/he is stationed at the Head Office/field as required and 5 Area Managers are reportable to each RM.

The Area Managers (AM) are stationed in the field. S/he are individuals with several years of experience in BRAC. All are university graduates, most with masters degrees. Their job is to oversee and develop the Field Officer, evaluate personnel performance in their regions, and manage logistics. They conduct Area office meetings as required. An Area Manager has 2000 schools under his/her jurisdiction. His office consists of 1 Accountant, 1 Monitor and 1 Office Assistant. 10 Field Officers report to 1 Area Manager.

The Field Officers (FO) are also persons with experience in other BRAC programmes or who have had at least two years of experience in the school program. He/she is charged with the responsibility of 200 schools. His team consists of about 12 to 15 Programme Organizers or 3 Area Team Offices. His/Her office is known as the upazila office and consists of 3-4 POs and 1 Accounts Assistant cum Store keeper. The upazila office will have facilities to store school supplies and stationaries.

The Field Officers job is to help choose villages and recruit teachers, develop and supervise the Programme Organizers through regular meetings, analyse the PO's weekly action plans and status reports. The FOs assist POs with the monthly teacher training sessions when needed, and generally assist them in solving problems. They visit schools and parent meetings in order to help identify problem areas and evaluate both POs and teachers.

Programme Organizers are usually young university graduates. Although many have a village background. Not all have had previous experience in BRAC or in rural development work. Their job is the first line supervision of the teachers and the schools. They receive training in effective supervision and attend the 15 day basic teacher training along with the teachers. They also attend the 8 day training-of-trainers workshops required of the teacher trainers.

The job of the POs is to supervise and assist teachers and to work with parent groups. They must visit every school in their areas as often as possible, but not less than twice monthly. They attend and report on monthly parent meetings and conduct the monthly teacher training sessions.

For each item on a checklist, the PO has guidelines about what to look for and suggestions on how to proceed. The management system includes a regular data reporting system by which data on attendance, children's progress, parent participation, and problems is collected. The information is analyzed and discussed at each level. It is then consolidated and passed to the central programme office at BRAC headquarters in Dhaka for further analysis, and as input to policy making.

A PO looks after 16 schools on an average. Three to four POs live in one Area Team Office which has about 60-70 schools within its radius. Roughly 12-15 POs are reportable to one Field Officer.

The total NFPE staff in October 1992 stood at 750.

Monitoring and Evaluation

Good monitoring is essential to the gathering of basic information on teachers, students, enrollment, attendance and learning progress.

Information provided by each school and aggregated at Area Offices allows for comparisons of achievement between different parts of the country, where agricultural practices, land holding and the employment mix of parents could be factors in enrollment, dropout and academic achievement of children.

Recently a participatory methodology has been developed. The methodology consists of 11 indicators which cover both qualitative and quantitative aspects of the input, process and output dimensions of the programme.

Qualitative Indicators

- school infrastructure (e.g. blackboard, calendar, size of the classroom, etc.);
- teaching technique and teacher (e.g. use of tools, relation with students and parents, teaching environment, etc.);
- the students (discipline, cleanliness, participation in the class);
- progress to syllabus (knowledge, skills in reading and writing);
- assessment (i.e. regular assessment of each child by the teacher);

Quantitative Indicators

- number and dates of school openings: plan and actual;
- age and gender of students; graduate, on-going; dropouts;
- number and characteristics of students continuing in government primary schools;
- school days and holidays in a month (planned, actual);
- rate of attendance.

There is one monitor in each region who collects and collates information for qualitative data. Preliminary results are discussed in the regular monthly field meetings of POs. Decisions regarding any corrective action are taken at these meetings. Details of the meetings and decisions, along with the raw data, are forwarded to the Head Office.

Regarding quantitative information, three forms have been designed, and most of the information is provided by POs, who forward it to the Head Office through their Area Managers.

Data sent to the Head Office are processed by the Monitoring Department, where schools are categorized as Very Good, Good, Satisfactory and Bad. The Monitoring Department also conducts random checks on the quality of the data, and conducts independent data collection exercises on the basis of special requirements. Reports are submitted to the Programme Coordinator and Regional Managers for discussion at their monthly meetings with Area Managers.

The central and field management staff will meet monthly to monitor the overall performance of the centres and will take necessary actions for the correction/improvement of the programme.

Infrastructural Support

BRAC's centrally located support departments facilitate the work of NFPE as they do for all other BRAC programmes.

Personnel

All recruitment of NFPE staff is handled by BRAC's Personnel Section including putting up vacancy announcement in newspapers and screening and sorting of all applications. Interviewing of applicants and selection are also done by Personnel but in conjunction with an adhoc selection committee made up of senior staff from various programmes.

TARC

BRAC's residential Training Centres or TARCs are a vital support department. TARC trainers together with NFPE field personnel conduct teacher and staff training at the training centre. Nearly 25% of TARC capacity is at present serving all of NFPE needs. 8 TARCs operate at present.

Logistics

Purchase of all necessary items and their delivery are handled by the logistics department. It plays a very important role in the implementation of NFPE programme as on-time printing/purchase, supply and delivery is crucial to the efficiency of the programme.

Accounts and Audit

This support reaches funds to the programme on time from the various sources. Through regular periodic audits this department exercises control over proper utilization of funds by each programme.

Research

Research and Evaluation Division (RED) is an integral part of the whole process of project formulation, monitoring and evaluation in the development intervention of BRAC. Research based information is used in making strategic decisions and formulating management policies.

5. PROPOSAL FOR THE OPENING OF 35,500 NON-FORMAL PRIMARY SCHOOLS 1993-1995

5.1 Project Objectives

The programme reflects the need for a wider vision and a renewed commitment to basic human education, contained in the 1990 Jomtien World Declaration: 'To serve the basic learning needs of all requires more than a recommitment to basic education as it now exists. What is needed is an "expanded vision" that surpasses present resource levels, institutional structures, curricula and conventional delivery systems, while building on the best in current practices.'

The programme aims to:

- support government efforts for universal primary education.
- reduce mass illiteracy and contribute to the basic education of a significant proportion of the country's children, especially those from the poorest families;
- ensure enhanced participation of women in education;
- involve communities in their own socio-economic development;
- contribute towards strengthening of the government's universal primary education programme;
- build a strong foundation for ethical values conducive to the intellectual and material integrity of society and to the general productivity of labour and management;
- enhance the multi-sectoral potential of education in other areas such as population planning, public hygiene and health;

5.2 Project Implementation

The programme will be implemented over three years (1993-1995).

During the years 1993, 1994 and 1995 20,000, 32,000 and 50,000 schools will be operating respectively.

Assuming that the consortium of donors funding BRAC's Rural Development Programme (RDP) will support some 14,500 NFPE school during RDP III 1993-95, this proposal proposes to open 35,500

¹ Final Report, World Conference on Education for All: Meeting Basic Learning Needs, 5-9 March, 1990, Jomtien, Thailand

nonformal primary education schools during the said period - achieving BRAC's target of 50,000 schools at the end of 1995.

A breakdown of schools operating during this project time and their phase-in schedule is given below.

School Opening Calendar

Quarters		1st year school				2nd year school				3rd year school				Total School Operating
Year	School	1	2	3	4	1	2	3	4	1	2	3	4	
1993	9000	2250	2250	2250	2250	0	0	0	0	0	0	0	0	9000
1994	10000	2500	2500	2500	2500	2250	2250	2250	2250	0	0	0	0	19000
1995	16500	4125	4125	4125	4125	2500	2500	2500	2500	2250	2250	2250	2250	35500

Under this project 9000 schools will be operating in 1993, 10000 in 1994 and 16500 in 1995. In 1994, in addition to 10000 1st year school, 9000 second year schools will be operating. In 1995 in addition to 16500 1st year schools, 10000 second year schools and 9000 third year schools will be operating. New school together with second and third year schools will make up the total of 35,500 schools proposed in this document. Schools completing their terms will be reopened and continue. These reopening schools are also included in the school number shown above.

Two third of NFPE and one third of PEOC schools will be opened from the total number of schools.

Area Selection

Areas where schools are to open will be determined by factors such as availability of facilities and teachers and support of the community. Area selection however, will also be made on the basis of projected RDP expansion areas. RDP areas or area likely to be brought under RDP over the running decade will be given preference over other areas. Support of local administrative authorities in these areas will be sought and community support rallied.

Children

Every learner in the proposed schools will be from the poorest landless families in the area selected.

These schools will be for children 8 to 10 years old as well as for 11 to 16 year old children.

The younger children, those 8 to 10 years old will attend school (NFPE) for three years. The standard of learning will be equivalent to that of class I through III in the formal primary schools and will be life-oriented.

The older children, those 11 to 16 years of age will also attend school (PEOC) for three years but will complete classes I through V during those three years. The older group of children will complete primary schooling in three years instead of five as in the regular formal schools. NFPE curricula will be followed for PEOC schools and specially written text books for classes IV and V will be introduced.

As girls are specially encouraged by the programme design, at least 70% of the learners will be girls. However, if a school is being opened in the same area for a second or a third time, then the programme design may demand flexibility in the existing girl:boy ratio.

Enrolment by Year

Year	# of NFPE school	Enrolment	# of PEOC schools	Enrolment	Total schools	Total Enrolment
1993	6000	180000	3000	90000	9000	270000
1994	6500	195000	3500	105000	10000	300000
1995	11000	330000	5500	165000	16500	495000
Total	23500	705000	12000	360000	35500	1065000

In 1993 270,000 children will be enrolled, 300,000 in 1994 and 495,000 children in 1995 taking the total enrolment to 1065,000 during the plan period.

Assuming that 4% of the children will dropout at the end of three years, atleast 259,200 children (of those enrolled in 1993) will graduate at the end of 1995. Children enrolled in 1994 and 1995 will be graduating in 1996 and 1997 respectively.

Teacher selection and training

BRAC's ambitious targets are only as attainable as its ability to select and train qualified teachers. Between 1993 and 1995, approximately 35,500 teachers will be recruited and trained.

Teacher recruitment and training

Year	1993	1994	1995	Remarks
Total teachers needed	9,000	10,000	16,500	Equal to new schools opening
Total training per month 1 year = 11 months	33	37	60	No. of batch for training 1 batch = 25 teachers

The above numbers are slightly on the higher side as some teachers are assigned two shifts. Also in the case of schools that have graduated, and will be reopened in the same area, new teachers are usually not appointed. For reopening schools, about 20% teachers are recruited. It should be noted that in 1993 10% of the schools will be reopening; in 1994 15% of the schools will be reopening and in 1995 about 20% of the schools will be reopening.

Although the numbers of teachers to be recruited and trained are large, BRAC has demonstrated that appropriate individuals are available in the villages, and it believes that the organization has the capacity to train and support them adequately.

During 1992, the PEOC programme has been changed from a two-year programme to a three year programme. Unlike the 8-10 year olds, few of the older children will go on into the formal education system. In recognition of this fact, it has been decided to make their programme more comprehensive than it has been up to now. The changes involve the development of new curricula, textbooks and teaching modules.

Training Centres

Over the next three years eight fully equipped training centres and six mini training centres will be operating, serving approximately 25-30% of NFPE requirements. In order to accommodate new trainees after 1992, existing TARC capacity will no longer suffice, and it is envisaged that residential training facilities will have to be rented out or outfitted to accommodate 25 trainees plus staff and trainers. In areas where renting is not possible, low cost training centres will be built by BRAC to accommodate remaining training needs.

It is estimated that in 1993, 13 such training centres will be needed, in 1994, 20 and in 1995, 32 training centres will be required to serve all of NFPE needs. These training centres will be located at the upazila or district levels. Each such facility will accommodate at least 25 trainees, 1-2 trainers and necessary staff.

All trainers at these training centres will be chosen from among the education programme organisers having a minimum of one year experience in the field. These trainers will be prepared and trained by the Education Training and Resource Unit and the TARC jointly. Once ready to take on the assignment as trainer, the incumbent will conduct teachers' basic training and staff workshop. This trainer will be assisted by a co-trainer. The co-trainer being another programme organiser called upon temporarily for his/her services. A panel of co-trainers is being maintained for this purpose.

Staff requirement and development

During this project period the field personnel required to implement the project is as follows:

Field Staff Requirement

Year	1993	1994	1995	Total
Total new schools this proposal	9,000	10,000	16,500	35,500
FIELD STAFF REQUIREMENT				
Regional Manager Field Operations	1	1	2	4
Area Manager	5	5	9	19
Field Officer	45	50	82	177
Programme Organizer	562	625	1,031	2,218
Programme Monitor	5	5	9	19
Accountant	5	5	9	19
Office Assistant	5	5	9	19
Accounts Assistant cum Store keeper	45	50	82	177

For the field 4 Regional Managers - Field Operations, 19 Area Managers, 177 Field Officers, 2218 Programme Organizers, 19 Monitors, 19 Accountants, 19 Office Assistants and 177 Accounts Assistant cum Store keepers will be needed.

Programme Organizer's Recruitment Calendar

Year	1st quarter	2nd quarter	3rd quarter	4th quarter	Total
1993	140	140	141	141	562
1994	156	156	156	157	625
1995	257	258	258	258	1031

Every Programm Organizer once recruited will receive the following trainings:

- A 6-days pre-service training right after recruitment.
- A 6-days inservice and 8 day teachers basic training at end of two months of service.
- An 8 day Training of trainers after 6 months of recruitments.
- A 4 day Staff development training after 9 months of recruitment.

Programme Organizers are usually groomed over a period of 6 months. Appropriate training is provided from time to time. As a result Programme Organizers are usually ready to take increased responsibility after two years on the job. Once designated as Field Officer, the staff receives management development training conducted by BRAC's Management Training Centre.

Monitoring

In order to maintain programme standards, 10% of the 35,500 schools (i.e. 3550 schools) will be intensively monitored at random by programme monitors. 19 monitors will be used specially for this purpose.

Procurement and Logistics

In addition to the new training facilities, storage facilities will be required for the timely distribution of school books and supplies. These will be accommodated at the NFPE Regional Offices. The bulk of BRAC's programme materials and supplies are procured centrally by the Logistics Department on the basis of approved requisitions. The financial limits of those authorized to make and approve requisitions can be found in Appendix 3.

5.3 Project contingency

Research

Research, seen as a valuable source of information about programme performance and impact, will be carried out periodically to assess the project. Information from such studies will help shape the changes required in the programme. At least ten short studies and two longer term education research are envisaged during the plan period.

Post literacy intervention

In the remote rural areas where printed materials are scarce and often unavailable, post literacy activities for neo-literates become an important element of the literacy programme. Post literacy materials reinforce learning and retention and help to sustain the ability to read and write.

BRAC's post literacy interventions have already begun in a pilot phase in 40 villages in Manikganj where 10 small village libraries have been established. These libraries focus on children who have graduated from BRAC schools and encourages anyone (specially women) interested to read and borrow books and become involved in library activities. Materials and publications are printed to suit reader taste and needs so that their new found literacy skills are not lost. New reading materials will be continually developed for both adolescents and adults. Printing and production of materials will be subsidized so that village communities taking care of the libraries may buy them at reasonable prices. A nominal monthly membership fee will be charged from members which would cover costs of new books and the utilities required.

To have an interesting assortment of story books and other reading materials for both young and old, a writers group, comprising of 4 or 5 writers would be formed to study and write about rural life and interests of rural people.

Audio Visual Aides

Improvement of the quality of teacher and staff development training is an on-going phenomena and this process continues to take priority in the NFPE training and 'Quality Control' unit. For enhanced quality of both training and materials produced, audio and visual supports, will be designed and used more intensively.

Newer approaches to teaching

Interactive radio teaching method for teaching Arithmetic and the English language, to the children may also be designed. Interactive radio may also cover programmes for children on family life education and other educational discussion programmes.

5.4 The Education Endowment Fund

Education is key to human development and must continue unabatedly. As BRAC's education programme becomes larger, the creation of an endowment fund has become essential. Efforts to become more sustainable and less donor dependant for education programmes has been seriously taken up. Conceived primarily to support only the NFPE programme, BRAC has already accumulated Tk.10,000,000 of BRAC money (earned from its various commercial projects) with which it is currently facilitating other NGOs to replicate the BRAC schools through the newly formed Education Support Programme (ESP).

BRAC is trying to build up the fund that it has already created but requires also the contributions of interested donors to make a sizable sum. It is estimated that a fund size as small as 5% of the total cost of this budget (about US\$ 2.3 million) would act as a major income accruing resource in facilitating the running of a great number of schools operated by other NGOs as well as BRAC.

The principal amount would be safely invested in high rated securities and only the income from this would be used. All transactions from the fund would be administered by a special committee set up for this purpose. The fund would be restricted only for use in education in Bangladesh.

5.5 Project Budget

The budget for the proposed 35,500 non-formal schools is given below. A detailed breakdown shows cost of one school and a quarterly budgeted cost of the 35,500 schools as phased in by year i.e. cost of 9,000 new or first year schools in 1993; 10,000 first year schools and 9,000 second year schools in 1994 and 16,500 first year schools, 10,000 second year schools and 9,000 third year schools in 1995.

Contingency cost of the programme is also given in section D.1 of the budget. 3% of all expenses is shown for costs which the project might incur in the process such as educational research, post literacy interventions, audio visual aids for training purposes and design and implementation of an interactive radio programme for children. As and when these project are made final, separate project proposals will be prepared and separate statement of accounts will be submitted.

An education endowment fund has also been included to be used for educational purposes in Bangladesh. 5% of the total cost of the project has been shown against this fund.

The dollar has been calculated @ Tk.42 to US\$ 1 which is likely to be the average exchange rate during the project period. The budget shows a 10% inflation adjustment every year on the Taka.

BRAC

NF355001

NONFORMAL PRIMARY EDUCATION PROGRAM

SUMMARY BUDGET

(IN THOUSAND)

	1993	1994	1995	Total	%
Teachers Cost	84,579	189,264	376,388	650,231	31
Students Books and Supplies	105,023	189,182	401,305	695,509	33
Field operations	69,152	122,648	226,715	418,515	20
HO management and support services	25,875	50,109	100,441	176,425	8
Project Contingency	8,539	16,536	33,145	58,220	3
Education Endowment Fund	14,658	28,387	56,900	99,945	5
Total	307,826	596,125	1,194,893	2,098,845	100
	Taka				
Total	US \$	7,329	14,193	28,450	49,972

Exchange Rate US \$ 1 = Taka 42.0

BRAC
NONPERMANENT PRIMARY EDUCATION PROGRAM
BUDGET
[3 years estimated cost for 30 children]

WEISS000r

	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	5th Qtr cost	6th Qtr cost	7th Qtr cost	8th Qtr cost	9th Qtr cost	10th Qtr cost	11th Qtr cost	12th Qtr cost	Total
A. TEACHERS COST													
A.1. Teachers Training (Basic Training) TARC based Tk.1000 per teacher per course	1000	0	0	0	0	0	0	0	0	0	0	0	1,000
A.2. Refresher course 4 days (Field based) Tk.160 per person per course	0	0	0	0	160	0	0	0	0	0	0	0	160
A.3. Refresher course 1 day Field based Tk.55 per person x 11 times	55	55	55	55	55	55	55	55	55	55	55	55	660
A.4. Salary of P.O. Tk.5000 per month (1/3 time spent for training and refresher)cost for 16 School	312	312	312	312	312	312	312	312	312	312	312	312	3,744
A.5. Travelling & transportation 35% of A.4	109	109	109	109	109	109	109	109	109	109	109	109	1,310
A.6. Area Team office rent Tk. 2500 per month (1/3 spent for training and refresher)cost for 16 School	39	39	39	39	39	39	39	39	39	39	39	39	468
A.7. Area Team office Utilities Tk. 800 per month (1/3 spent for training and refresher)cost for 16 School	13	13	13	13	13	13	13	13	13	13	13	13	156
A.8. Area Team office Stationeries Tk. 300 per month (1/3 spent for training and refresher)cost for 16 School	5	5	5	5	5	5	5	5	5	5	5	5	56

	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	5th Qtr cost	6th Qtr cost	7th Qtr cost	8th Qtr cost	9th Qtr cost	10th Qtr cost	11th Qtr cost	12th Qtr cost	Total
A.9. Area Team office General expenses and Maintenance Tk. 800 per month (1/3 spent for training and refreshers) cost for 64 School	13	13	13	13	13	13	13	13	13	13	13	13	156
A.10. Area Team office Service staff Tk. 1500 per month (1/3 spent for training and refreshers) cost for 64 School	23	23	23	23	23	23	23	23	23	23	23	23	288
A.11. Area Team office Furniture Tk. 4500 per Area Team (1/3 spent for training and refreshers) cost for 64 School	234	0	0	0	0	0	0	0	0	0	0	0	234
A.12. Teachers salary Tk. 450 per month per school	1554	1554	1554	1554	1554	1554	1554	1554	1554	1554	1554	1554	18,648
A.13. Teachers aids and Supplies A.13.1 Teaching Aid (once in a year)													
a. Teachers guid 25.00 (printed) parha)													
b. Social Studies part-1 20.00													
c. Math part-III 45.00													
d. Maple chart 100.00													
e. Math chart 20.00													
f. Teachers guide 20.00													
Books IV & V													
g. Social studies chart 25.00													
h. Teachers bag 80.00													
i. Year Calendar 75.00													
j. Card chart etc 100.00													

875.00													
*18% Bookling & transportation 99.00													

974.00	985	0	0	0	0	0	0	0	0	0	0	0	985
Total cost of Teacher	4923	1618	1618	1618	1618	1618	1618	1618	1618	1618	1618	1618	26,200

	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	5th Qtr cost	6th Qtr cost	7th Qtr cost	8th Qtr cost	9th Qtr cost	10th Qtr cost	11th Qtr cost	12th Qtr cost	Total
B. STUDENT BOOKS AND SUPPLIES													
B.1 Book Part (once in a cycle)													
a. Shikha path Tk. 4.00													
b. Bangla part-I Tk. 15.00													
c. Math. Part-I Tk. 15.00													

36.00													
+10% Handling & transportation 3.60													

37.00X30													
=1110.00	1110	0	0	0	0	0	0	0	0	0	0	0	1,110
B.2 Book part-II (once in a cycle)													
a. Bangla part-II 10.00													
b. Math part-II 20.00													
c. Social Studies II 11.00													
d. English 15.00													

56.00													
+10% Handling & transportation 5.60													

61.60X20													
=1232.00	0	0	0	0	1232	0	0	0	0	0	0	0	1,232
B.3 Book part-III (once in a cycle)													
a. Bangla part-III 12.00													
b. Math part-III 15.00													
c. Social Studies III 14.00													
d. English 10.00													
e. Books part IV & V 20.00													

72.00													
+10% Handling & transportation 7.20													

84.00X20													
=1680.00	0	0	0	0	0	0	0	0	2,400	0	0	0	2,400
B.4. Learners Supplies (Once in a cycle)													
a. Slate 12.00													
b. Hard Board 5.00													
c. Ruler 3.00													
d. Line drawing sheet 2.00													

22.00													
+10% Handling & transportation 2.20													

21.00X20													
=420.00	420	0	0	0	0	0	0	0	0	0	0	0	420

	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	5th Qtr cost	6th Qtr cost	7th Qtr cost	8th Qtr cost	9th Qtr cost	10th Qtr cost	11th Qtr cost	12th Qtr cost	Total
B.5. Learners Supplies													
a. Slate pencil @.10x60.00													
b. Wood pencil @1.50x60.00													
c. Exercise book @1.10x60.00													

1000 Binding &													
transportation 2.00													

19.0000													
1970.00	205	205	205	205	205	205	205	205	205	205	205	205	2,420
B.6. Reading materials													
a. Journal 3.00 each	0		0	0	0	0	100	100	100	100	100	100	640
12 per center=3.00x12													
76.36.00 for one month													
b. Story Books (once in a cycle)	0	0	0	0	0	0	600	0	0	0	0	0	600
30 booksx20.00=600													
B.7. Class room supplies													
(once in a cycle)													
a. Sign board 125.00													
b. Black board 150.00													
c. Wooden stool 120.00													
d. Trunk 200.00													
e. Clip file 20.00													
f. Folding file 20.00													
g. Floor Mat 250.00													
h. Weighing scale, Bath etc500.00													

1205.00													
1000 Binding &													
transportation 120.00													

1325.00	1522	0	0	0	0	0	0	0	0	0	0	0	1,522
B.8. Class room supplies(per year)													

12.00													
11.00													
10.00													
6. Bound exercise book													
(6.25x20)													
10.00													
e. Ball pen (7.50x12)													
10.00													

115.00													
1000 Binding &													
transportation 12.00													

127.00	127	0	0	0	127	0	0	0	127	0	0	0	381

	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	5th Qtr cost	6th Qtr cost	7th Qtr cost	8th Qtr cost	9th Qtr cost	10th Qtr cost	11th Qtr cost	12th Qtr cost	Total
B.9 School room renovation & maintenance Tk.175 per month	4200	0	0	0	0	0	0	0	2,100	0	0	0	6,300
B.10 Salary of P.O. Tk.5000 per month (1/3 time spent for student books supplies)cost for 16 School	312	312	312	312	312	312	312	312	312	312	312	312	3,744
B.11 Travelling & transportation 35% of salary	109	109	109	109	109	109	109	109	109	109	109	109	1,310
B.12. Area Team office rent Tk. 3500 per month (1/3 spent for student books & supplies)cost for 16 School	39	39	39	39	39	39	39	39	39	39	39	39	468
B.13. Area Team office Utilities Tk. 800 per month (1/3 spent for student books & supplies)cost for 16 School	13	13	13	13	13	13	13	13	13	13	13	13	156
B.14. Area Team office Stationeries Tk. 300 per month (1/3 spent for student books & supplies)cost for 16 School	5	5	5	5	5	5	5	5	5	5	5	5	56
B.15. Area Team office General expenses and Maintenance Tk. 800 per month (1/3 spent for student books & supplies)cost for 16 School	13	13	13	13	13	13	13	13	13	13	13	13	156
B.16. Area Team office Service staff Tk. 1500 per month (1/3 spent for student books & supplies)cost for 16 School	23	23	23	23	23	23	23	23	23	23	23	23	281
B.17. Area Team office Furniture Tk. 45000 Per Area Team (1/3 spent for student books & supplies)cost for 16 School	234	0	0	0	0	0	0	0	0	0	0	0	234
Total cost of Student Books & Supplies	6493	798	798	798	2755	798	1506	906	3533	906	906	906	25,297
C. FIELD OPERATIONS													
C.1 Salary of P.O. Tk.5000 per month (1/3 time spent for management & supervisors)cost for 16 School	312	312	312	312	312	312	312	312	312	312	312	312	3,744

	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	5th Qtr cost	6th Qtr cost	7th Qtr cost	8th Qtr cost	9th Qtr cost	10th Qtr cost	11th Qtr cost	12th Qtr cost	Total
C.2 Salary of Field Officer Tk.7000 per month for 200 Schools	105	105	105	105	105	105	105	105	105	105	105	105	1,260
C.3 Salary of Accounts assistant/store keeper Tk.3000 per month for 200 Schools	45	45	45	45	45	45	45	45	45	45	45	45	540
C.4 Salary of AN Tk.10000 per month for 2000 Schools	15	15	15	15	15	15	15	15	15	15	15	15	180
C.5 Salary of Monitor Tk.5000 per month for 2000 Schools	8	8	8	8	8	8	8	8	8	8	8	8	96
C.6 Salary of Accountsant (1 Nos) Tk.5000 per month for 2000 Schools	8	8	8	8	8	8	8	8	8	8	8	8	96
C.7 Travelling & transportation 5% of C.1 to C.6	172	172	172	172	172	172	172	172	172	172	172	172	2,064
C.8 Staff training & Development 7.5% of total Salary	37	37	37	37	37	37	37	37	37	37	37	37	443
C.9 Area Team office rent Tk. 2500 per month (1/3 spent for management & & supervision)cost for 64 School	39	39	39	39	39	39	39	39	39	39	39	39	468
C.10 Area Team office Utilities Tk. 800 per month (1/3 spent for management & & supervision)cost for 64 School	13	13	13	13	13	13	13	13	13	13	13	13	156
C.11 Area Team office Stationeries Tk. 300 per month (1/3 spent for management & & supervision)cost for 64 School	5	5	5	5	5	5	5	5	5	5	5	5	56
C.12 Area Team office General expenses and maintenance Tk. 800 per month (1/3 spent for management & & supervision)cost for 64 School	13	13	13	13	13	13	13	13	13	13	13	13	156

	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	5th Qtr cost	6th Qtr cost	7th Qtr cost	8th Qtr cost	9th Qtr cost	10th Qtr cost	11th Qtr cost	12th Qtr cost	Total
C.13 Area Team office Service staff Tk. 1500 per month (1/3 spent for management & & supervision)cost for 66 School	22	22	22	22	22	22	22	22	22	22	22	22	264
C.14 Area Team office Furniture Tk. 45000 (1/3 spent for management & & supervision)cost for 66 School	234	0	0	0	0	0	0	0	0	0	0	0	234
C.15 Upazilla Office Furniture Tk.8000 per office for 200 school	60	0	0	0	0	0	0	0	0	0	0	0	60
C.16 Upazilla office rent Tk.4000 per office for 200 school	60	60	60	60	60	60	60	60	60	60	60	60	720
C.17 Area Managers Office rent Tk.5000 per office for 2000 school	0	0	0	0	0	0	0	0	0	0	0	0	0
C.18 Area Managers Office utilities Tk.1000 per office for 2000 school	2	2	2	2	2	2	2	2	2	2	2	2	18
C.19 Area Managers Office stationaries & general expenses Tk.1000 per office for 2000 school	2	2	2	2	2	2	2	2	2	2	2	2	18
C.20 Area Managers Office maintenance Tk.1000 per office for 2000 school	2	2	2	2	2	2	2	2	2	2	2	2	18
C.21 Area Managers Office assistant and service staff Tk.3000 per office for 2000 school	5	5	5	5	5	5	5	5	5	5	5	5	54
C.22 Motorcycle for 20 Tk.50000 per cycle for 16 School	3,125	0	0	0	0	0	0	0	0	0	0	0	3,125
C.23 Motorcycle for 70 Tk.40000 per cycle for 100 School	300	0	0	0	0	0	0	0	0	0	0	0	300
C.24 Motorcycle for Area Manager Tk.60000 per cycle for 2000 School	30	0	0	0	0	0	0	0	0	0	0	0	30

	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	5th Qtr cost	6th Qtr cost	7th Qtr cost	8th Qtr cost	9th Qtr cost	10th Qtr cost	11th Qtr cost	12th Qtr cost	Total
C.25 Area Managers office furniture Tk.30000 per Office for 2000 School	15	0	0	0	0	0	0	0	0	0	0	0	15
C.26 Vehicles for Regional Manager Tk.1500000 Per Vehicle for 10000 Scho	150	0	0	0	0	0	0	0	0	0	0	0	150
C.27 Vehicles Operating cost Tk.8000 Per Vehicle per month	2	2	2	2	2	2	2	2	2	2	2	2	29
Total cost of Field operations	4767	872	872	872	872	872	872	872	872	872	872	872	14,361
D.1 H.O.management and support services (10% of above expenses)	1839	359	359	359	571	359	430	370	832	370	370	370	6,586
TOTAL BUDGET YAKA	20,226	2,940	3,940	3,940	6,277	3,940	4,727	4,067	9,156	4,067	4,067	4,067	72,466
Cost per Children per year in Yaka	895												
Cost per Children per year in US \$	19.17												
Teacher cost/total cost in %	36.17												
Student books & Supp./total cost in %	34.92												
Field operation /total cost in %	19.82												
HO management/total cost in %	4.09												
Parent Contribution													
Financial: Floor mat cost					250				250				
School room rental (Notional)	2,000				2,000				2,000				
Non-financial time cost	1,000				1,000				1,000				

NUMBER OF SCHOOLS 1993-1995

	1993				1994				1995			
	1st Qrt cost	2nd Qrt cost	3rd Qrt cost	4th Qrt cost	1st Qrt cost	2nd Qrt cost	3rd Qrt cost	4th Qrt cost	1st Qrt cost	2nd Qrt cost	3rd Qrt cost	4th Qrt cost
School to be opened	2250	2250	2250	2250	2500	2500	2500	2500	4125	4125	4125	4125
School to be reopened	0	0	0	0	0	0	0	0	0	0	0	0
Total	2250	2250	2250	2250	2500	2500	2500	2500	4125	4125	4125	4125
Ongoing school												
1st Year School	2250	4500	6750	9000	9250	9500	9750	10000	11625	13250	14875	16500
2nd Year School	0	0	0	0	2250	4500	6750	9000	9250	9500	9750	10000
3rd Year School	0	0	0	0	0	0	0	0	2250	4500	6750	9000
Total School in operation	2250	4500	6750	9000	11500	14000	16500	19000	23125	27250	31375	35500

NONFORMAL PRIMARY EDUCATION PROGRAM BUDGET (Quarterly budgeted cost) 1993-1995 (in thousand)

	1993				1994				1995				Total cost
	1st Qrt cost	2nd Qrt cost	3rd Qrt cost	4th Qrt cost	1st Qrt cost	2nd Qrt cost	3rd Qrt cost	4th Qrt cost	1st Qrt cost	2nd Qrt cost	3rd Qrt cost	4th Qrt cost	
Total budgeted cost in Taka	63,932	69,774	86,460	93,480	125,704	140,782	156,012	173,629	167,441	291,252	309,220	326,970	2,498,845
Total budgeted cost in US \$ (Exchange rate \$ 1 = Taka 42.00)	1,522	1,661	1,920	2,226	2,993	3,352	3,715	4,134	4,240	6,935	7,363	7,785	49,972

CONSOLIDATED BUDGETED COST (IN THOUSAND)

		Taka	US \$
Year	1993	307,826	7,329
Year	1994	596,125	14,193
Year	1995	1,194,893	28,450
TOTAL		2,498,845	49,972

NONFORMAL PRIMARY EDUCATION PROGRAM
BUDGET
(Detailed budgeted cost)
1993-1995
(in thousand)

	1993				1994				1995				Total (in thousand)
	1st Qrt cost	2nd Qrt cost	3rd Qrt cost	4th Qrt cost	1st Qrt cost	2nd Qrt cost	3rd Qrt cost	4th Qrt cost	1st Qrt cost	2nd Qrt cost	3rd Qrt cost	4th Qrt cost	
A. TEACHERS COST													
A.1. Teachers Training (Basic Training) TBDC based Tk.1800 per teacher per course	4,050	4,050	4,050	4,050	4,500	4,500	4,500	4,500	7,425	7,425	7,425	7,425	62,900
A.2. Refresher course 4 days (Field based) Tk.180 per person per course	0	0	0	0	360	360	360	360	600	600	600	600	2,060
A.3. Refresher course 1 day Field based Tk.30 per person x 11 times	124	248	371	495	620	770	900	1,015	1,272	1,439	1,726	1,953	11,061
A.4. Salary of P.O Tk.5000 per month (1/3 time spent for training and refresher)cost for 11 School	2,000	2,000	3,500	4,360	5,140	5,920	7,215	8,502	9,789	11,076	11,076	11,076	81,362
A.5. Travelling & transportation 35% of A.4	240	491	737	983	1,256	1,529	1,802	2,075	2,529	2,576	3,426	3,877	21,922
A.6. Area Team office rent Tk. 2500 per month (1/3 spent for training and refresher)cost for 64 School	80	176	264	352	440	547	645	742	903	1,064	1,226	1,387	7,842
A.7. Area Team office Utilities Tk. 100 per month (1/3 spent for training and refresher)cost for 64 School	20	56	84	112	144	175	216	258	289	361	392	444	2,509
A.8. Area Team office Stationeries Tk. 300 per month (1/3 spent for training and refresher)cost for 64 School	11	21	32	42	54	66	77	88	108	120	147	166	961

	1993				1994				1995				Total (in thousand)
	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	
A.9. Area Team office General expenses and Maintenance Tk. 800 per month (1/3 spent for training and refreshment cost for 66 School)	28	36	84	113	144	175	206	238	289	341	392	444	2,509
A.10. Area Team office Service staff Tk. 1500 per month (1/3 spent for training and refreshment cost for 66 School)	53	105	158	211	279	328	387	445	542	639	735	832	4,705
A.11. Area Team office Furniture Tk. 51000 per Area Team (1/3 spent for training and refreshment cost for 66 School)	527	527	527	527	586	586	586	586	967	967	967	967	8,320
A.12. Teachers salary Tk. 450 per month per school	3,828	6,075	9,113	12,150	15,535	18,900	22,275	25,650	31,219	36,788	42,356	47,925	271,813
A.13. Teachers aids and Supplies													
A.13.1 Teachers Aid (once in a cycle)													
a. Teachers guid 25.00 (procentaj parba)													
b. Social Studies part-I 20.00													
c. Math part-III 45.00													
d. Bangla chart 100.00													
e. Math chart 30.00													
f. Teachers guide 20.00													
Books IV & V													
g. Social studies chart 25.00													
h. Teachers bag 80.00													
i. Year Calendar 75.00													
j. Card chart etc 500.00													

9141 Handling & transportation 90.00													

905.00	2,316	2,316	2,316	2,316	2,463	2,463	2,463	2,463	4,063	4,063	4,063	4,063	24,968
Total cost of Teacher	13,316	16,820	21,225	25,419	31,530	36,326	41,629	46,932	59,792	67,701	74,331	80,950	516,892

	1993				1994				1995				Total (in thousand)
	1st Qrt cost	2nd Qrt cost	3rd Qrt cost	4th Qrt cost	1st Qrt cost	2nd Qrt cost	3rd Qrt cost	4th Qrt cost	1st Qrt cost	2nd Qrt cost	3rd Qrt cost	4th Qrt cost	
B.4. Learners Supplies (Once in a cycle)													
a. Slate 12.00													
b. Hard Board 5.00													
c. Ruler 2.00													
d. Line drawing sheet 2.00													

21.00													
+10% Handling & transportation 2.00													

23.00X30													
=690.00	1,553	1,553	1,553	1,553	1,725	1,725	1,725	1,725	2,048	2,048	2,048	2,048	24,495
B.5. Learners Supplies													
a. Slate pencil =0.10x6=0.60													
b. Wood pencil =1.50x6=7.50													
c. Exercise book =1.10x6=6.60													

17.00													
+10% Handling & transportation 2.00													

19.00X30													
=570.00	641	1,283	1,924	2,565	3,278	3,990	4,703	5,415	6,591	7,766	8,942	10,118	57,214
B.6. Binding materials													
a. Journal 3.00 each	0	0	0	0	0	0	243	486	729	972	1,212	1,512	5,104
12 per centre=3.00x12													
Tk.36.00 for one month													
b. Story Books (once in a cycle)	0	0	0	0	0	0	1,350	1,350	1,350	1,350	1,350	1,350	8,400
20 booksx20.00=400													
B.7. Class room supplies (once in a cycle)													
a. Sign board 125.00													
b. Black board 150.00													
c. Wooden stool 120.00													
d. Trash 200.00													
e. Clip file 20.00													
f. Folding file 20.00													
g. Floor Mat 250.00													
h. Weighing scale, Rack etc500.00													

1205.00													
+10% Handling & transportation 131.00													

1537.00	3,427	3,427	3,427	3,427	3,898	3,898	3,898	3,898	6,282	6,282	6,282	6,282	54,987

	1993				1994				1995				Total (in thousand)
	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	
B.16. Area Team office Service staff Tk. 1500 per month (1/3 spent for student books & supplies)cost for 64 School	51	145	150	111	370	328	387	445	542	639	735	832	1,705
B.17. Area Team office Furniture Tk. 51000 Per Area Team (1/3 spent for student books & supplies)cost for 64 School	527	527	527	527	504	504	504	504	967	967	967	967	8,328
Total cost of Student Books & Supplies	21,642	22,737	24,411	26,405	14,054	16,052	16,948	13,694	70,962	74,478	76,905	79,181	552,330
C. FIELD OPERATIONS													
C.1 Salary of P.O Tk.5000 per month (1/3 time spent for management & supervision)cost for 16 School	2,808	2,808	2,548	4,368	5,148	5,928	7,215	8,502	9,789	11,076	11,876	11,876	83,382
C.2 Salary of Field Officer Tk.7000 per month for 200 Schools	236	671	701	945	1,208	1,470	1,732	1,995	2,420	2,661	3,296	3,720	21,879
C.3 Salary of Accounts staff./store keeper Tk.1000 per month for 200 Schools	101	203	204	605	610	610	763	855	1,041	1,226	1,412	1,598	9,824
C.4 Salary of AM Tk.10000 per month for 2000 Schools	34	40	101	135	173	210	248	285	347	409	471	533	3,011
C.5 Salary of Mositer Tk.5000 per month for 1000 Schools	17	34	51	68	86	105	124	143	173	204	235	266	1,506
C.6 Salary of Accountant (1 Mos) Tk.5000 per month for 1000 Schools	17	34	51	68	86	105	124	143	173	204	235	266	1,506
C.7 Travelling & transportation 20% of C.1 to C.6	387	775	1,162	1,559	1,900	2,411	2,841	3,272	3,902	4,692	5,403	6,113	34,569
C.8 Staff training & Development 7.5% of total Salary	83	166	249	332	424	517	609	701	853	1,006	1,156	1,310	7,400
C.9 Area Team office rent Tk. 1500 per month (1/3 spent for management & & supervision)cost for 64 School	88	176	264	352	469	567	665	762	903	1,064	1,226	1,387	7,062

	1993				1994				1995				Total (in thousand)
	1st Qrt cost	2nd Qrt cost	3rd Qrt cost	4th Qrt cost	1st Qrt cost	2nd Qrt cost	3rd Qrt cost	4th Qrt cost	1st Qrt cost	2nd Qrt cost	3rd Qrt cost	4th Qrt cost	
C.10 Area Team office Utilities Tk. 800 per month (1/3 spent for management & & supervision)cost for 64 School	28	56	84	113	144	175	206	238	269	301	392	444	2,509
C.11 Area Team office Stationing Tk. 300 per month (1/3 spent for management & & supervision)cost for 64 School	11	21	32	42	54	66	77	89	100	120	147	164	961
C.12 Area Team office General expenses and maintenance Tk. 800 per month (1/3 spent for management & & supervision)cost for 64 School	28	56	84	113	144	175	206	238	269	301	392	444	2,509
C.13 Area Team office Service staff Tk. 1500 per month (1/3 spent for management & & supervision)cost for 64 School	53	105	158	211	270	328	387	445	542	629	735	832	4,795
C.14 Area Team office Furniture Tk. 52000 (1/3 spent for management & & supervision)cost for 64 School	527	527	527	527	506	506	506	506	967	967	967	967	8,320
C.15 Upazilla Office Furniture Tk.2000 per office for 200 school	90	90	90	90	100	100	100	100	155	155	155	155	1,420
C.16 Upazilla office rent Tk.4000 per office for 200 school	135	270	405	540	600	600	600	1,140	1,200	1,435	1,800	2,130	12,945
C.17 Area Managers Office rent Tk.5000 per office for 2000 school	17	34	51	68	80	105	124	143	173	204	236	266	1,500
C.18 Area Managers Office utilities Tk.1000 per office for 2000 school	3	7	10	14	17	21	25	29	35	41	47	53	301
C.19 Area Managers Office stationing & general expenses Tk.1000 per office for 2000 school	3	7	10	14	17	21	25	29	35	41	47	53	301
C.20 Area Managers Office maintenance Tk.1000 per office for 2000 school	3	7	10	14	17	21	25	29	35	41	47	53	301

		1993				1994				1995				Total (in thousand)
		1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	1st Qtr cost	2nd Qtr cost	3rd Qtr cost	4th Qtr cost	
C.21 Area Managers Office assistant and service staff Tk.1000 per office for 1990 school		10	20	20	41	52	62	74	84	104	123	141	160	993
C.22 Motorcycle for 70 Tk.50000 per cycle for 16 School		7,031	7,031	7,031	7,031	7,031	7,031	7,031	7,031	12,091	12,091	12,091	12,091	110,930
C.23 Motorcycle for 70 Tk.10000 per cycle for 200 School		675	675	675	675	750	750	750	750	1,230	1,230	1,230	1,230	10,450
C.24 Motorcycle for Area Manager Tk.60000 per cycle for 2000 School		60	60	60	60	75	75	75	75	124	124	124	124	1,065
C.25 Area Managers office furniture Tk.10000 per office for 2000 School		35	35	35	35	39	39	39	39	64	64	64	64	567
C.26 Vehicles for Regional Manager Tk.1500000 Per Vehicle for 10000 Scho		1,500	0	0	1,500	0	1,500	0	1,500	0	0	0	0	6,000
C.27 Vehicles Operating cost Tk.1000 per vehicle per month		0	0	0	16	16	24	24	32	32	32	32	32	264
Total cost of Field operations		11,997	13,752	15,787	19,334	20,940	21,623	25,004	29,194	30,167	41,755	44,056	44,357	334,561
D.1 H.O. management and support services (10% of above expenses)		1,095	5,332	6,162	7,143	8,733	9,780	10,638	12,362	16,890	18,304	19,529	20,454	144,190
E.1.Contingency Cost (1% of above)		1,412	1,760	2,024	2,357	2,802	3,227	3,577	3,908	5,574	6,970	6,445	6,814	46,333
TOTAL COST TAXES		55,393	60,410	69,010	80,925	90,940	110,808	122,795	136,462	191,364	208,402	221,266	233,959	1,590,713
Inflation adjusted cost (10% in each year)		5,535	6,041	6,982	8,093	20,777	22,270	25,787	28,699	63,362	68,981	73,239	77,441	440,187
TOTAL COST IN TAXA		60,928	66,451	76,000	89,020	119,710	134,078	148,582	165,161	254,726	277,383	294,505	311,400	1,990,900
TOTAL COST IN US \$		1,450	1,582	1,829	2,121	2,850	3,192	3,530	3,937	6,066	6,604	7,012	7,416	47,582
Education Endowment fund (5% of Total cost)	IN TAXA	3,444	3,322	3,441	4,451	5,986	6,704	7,429	8,260	12,735	13,869	14,725	15,570	99,965
Education Endowment fund (5% of Total cost)	IN US \$	72	79	91	104	143	160	177	197	303	330	351	371	2,388
TOTAL BUDGET IN TAXA		64,372	69,774	80,440	93,470	125,700	140,781	156,012	173,421	267,461	291,252	309,230	326,970	2,090,865
TOTAL BUDGET IN US \$		1,522	1,661	1,920	2,226	2,993	3,352	3,715	4,134	6,369	6,935	7,363	7,789	49,972

5.6 Other Issues

Government Programmes

As noted elsewhere, the NFPE is not an alternative or a substitute for the education provided in government primary schools. It is intended to be complementary and supplementary, aimed at dealing with dropouts and non-starters among the country's poorest families, until such time as the primary school system can cope more effectively with the problem.

BRAC is firmly committed to the government's aims and objectives regarding universal primary education, and began a programme with the Directorate of Primary Education in 1989. This programme aimed at developing a framework to strengthen the existing primary management system. The experimental programme, known as the 'Facilitation Assistance Programme on Education' (FAPE), has several objectives:

- to increase the managerial and supervisory capability of upazila level educational officials through orientation and on-the-job training programmes, and through participation in School Management Committees and Parent Teachers Associations;
- to strengthen the managerial and professional efficiency of teachers through special training and follow-up programmes;
- to increase primary school enrollment;
- to raise attendance levels;
- to reduce dropout rates;
- to increase community participation in school management.

The programme has covered 297 government schools out of 324 in three upazilas. Preliminary data from baseline surveys and subsequent surveys show modest improvements in some areas, conclusive results will not be possible until more thorough evaluation is done in 1992. Depending upon these results, and upon an assessment of their sustainability, the programme will be modified and expanded to an estimated 30 upazilas between 1992 and 1994.

Non Governmental Organizations

BRAC is not alone in working towards the goal of basic education for all. Many other NGOs have developed non-formal primary education programmes, and several have adopted and adapted the BRAC approach to their own needs. However, many of these efforts have been less successful than expected because of BRAC's inability to provide more guidance and support.

An Education Support Programme (ESP) was developed in 1991 by setting aside dedicated staff time and expertise for the training, follow-up and support of NFPE activities of other NGOs. The

programme provides staff training, teacher selection and training, supervision and management assistance, monitoring, and access to all the materials developed by BRAC.

Research

Research on basic education in Bangladesh is sadly lacking. According to Gustavsson, 'Present studies and evaluations of the UPE projects lack in comprehensiveness and precision. There is no general strategy or theory for the research.'

Recognizing the importance of such research, BRAC's Research and Evaluation Division (RED) has undertaken a number of basic studies and reviews related to NFPE in 1990 and 1991:

- A review of primary education in Bangladesh;
- Primary Education for Older Children; Changes in Perceptions and Attitudes of Learners; An exploratory Study;
- A series of case studies on primary education in the formal sector;
- A learning achievement study has been conducted. The objectives of this important study were to develop a measurable standard for basic education and life skills for children in Bangladesh; to develop realistic and consistent instruments for measuring basic education achievements in literacy, numeracy and life skills, and to assess actual achievements in terms of literacy, numeracy and life skills for the country as a whole, and for different gender and socio-economic groups.

This latter study was undertaken in conjunction with UNICEF, the Institute of Education and Research at Dhaka University, the National Curriculum and Textbook Board, World Education and the University of Syracuse.

These studies and others will provide information which will help to shape the evolution of the programme, for example, preliminary data on children who have gone from NFPE programmes into the formal education system show that most do well academically, but that the dropout rate after two years is as high as 40% in some areas. While this should not be surprising, there may be ways in which the NFPE curriculum, the teachers, the parents, or the formal system could be influenced in order to reduce this rate.

¹ Gustavsson, 1991

Further research is required in other areas as well: BRAC group members' perceptions of NFPE schools; level of community participation; longer term educational and career tracking of NFPE graduates (a ten year longitudinal study began in 1989); long term impact of education on child survival; better understanding of the training modules to identify point in the training sequence when learning is optimal and/or points when it is not; better information on the characteristics (gender, age, socio-economic background, level of education, family status) that appear to favour prospective teachers, and teacher trainers; studies on cost effectiveness.

BRAC's Research and Evaluation Division is being strengthened in order to improve its diagnostic evaluation and policy-oriented research in connection with NFPE. The total strength of the division is 103, of whom 50 are based in the field. Ten core researchers were recently hired, bringing the strength to 28. In 1991 one senior NFPE staff was sent to Queen's University in Canada to do a master's degree in educational research, and in 1992 a second individual from RED will undertake a similar degree programme in Canada.

The educational research currently being carried out in Bangladesh is inadequate, ad hoc and mostly donor-driven.¹ Recognizing these weaknesses in this vital sector, BRAC has in recent times been promoting more research in education, and has taken up a long-term plan to develop the research capacity of its Research and Evaluation Division. BRAC foresees a greater, more useful, but challenging role for RED in educational research in Bangladesh.

Apart from the National Learning Achievement Study as outlined above (and its subsequent follow-ups), BRAC plans to institute an 'education watch'² for Bangladesh. Research stations set up for the purpose in different locations will provide continuous information on educational indicators such as enrolment, dropouts, attendance of students and teachers for different genders, socio-economic and geo-political groups of the population. The information will be published on a yearly basis and will provide essential information for national educational planning. It will also generate a further agenda for educational research.

¹ Current expertise exists in the fields of economics, public health, epidemiology, statistics, sociology, anthropology and nutrition.

² Gustavsson, S., 'Research, Development and Evaluation in the Education Sector in Bangladesh', SIDA, Stockholm, 1990

This will be similar to the 'Health and Development Watch' that BRAC has recently initiated (A. Bhuiya, 'Health Watch of BRAC: A Review', Dhaka, 1991)

Evaluation

Diagnostic evaluation is an on-going part of all BRAC programmes and is the responsibility of the Research and Evaluation Division, described above.

In addition, there are periodic external reviews and assessments. A 1988 evaluation of the NFPE was conducted on behalf of the World Bank. The first 'Annual Review' conducted in November, 1990, on behalf of the donor consortium funding for the RDP and the Rural Credit Programme included a review of the NFPE. In addition, the donor consortium commissioned a specific study of the NFPE in May 1991. The NFPE will also be included in an appraisal of the Rural Development Programme in 1992. It is anticipated that the NFPE will be further scrutinized in other review and evaluation missions.

The programme is a large one, however, and donors (as well as BRAC), will require objective and rigorous evaluation. BRAC proposes, therefore, that a major external evaluation, jointly funded by donor agencies, be undertaken in 1995 by one or more international educational institutions with experience of Bangladesh. This evaluation would judge the impact, effectiveness and efficiency of the programme, and determine future directions and institutional mechanisms. The cost of donor-initiated monitoring and mid-term reviews have not been included in the budget figure; the budget will, however, cover this proposed evaluation as well as briefer ancillary studies.

Organizational Risk

The major risk in the proposed expansion is that it could weaken the organization and reduce the quality of BRAC's work in education and in other fields. This is a question BRAC has faced, both privately and publicly many times over the past twenty years when each of its health, training, rural development or credit programmes was faced with the question of 'going to scale'.

Although conscious of the possibility of weakening or diluting its work by expanding too much or too fast, BRAC feels that previous expansions - which in some cases have been much more ambitious than what is planned here - have not compromised quality. Rather the expansions have increased the organization's capacity to do more in the face of the growing needs of the country's poorest. The main factors have been the experience of almost twenty years, and the support systems that were already in place. BRAC's experience with community participation, its knowledge of the values and behaviour of village people, and its program implementation experience were essential ingredients for the expansion of any of its programmes.

But equally important has been the availability of the essential support systems that BRAC has built up over the years. Rapid scale-up would be impossible without a professional personnel office to recruit and enroll program organizers and teachers, and to keep their personnel records; an accounting department to handle the payroll and field expenses, to account for donor money¹ and help with budgets; a logistics office to handle materials distribution, transportation and purchasing; training centers with expert trainers to provide training know how and facilities for teacher and field staff training; a Research and Evaluation Division; a professional Monitoring Unit; a data processing centre to handle reporting and data analysis; a materials development unit; BRAC's own printing company to facilitate printing of school materials. In addition to these organizational supports, BRAC has a professionally staffed network of some 81 rural development centers already in place.

BRAC has had more than 15 years of experience in running rural development programs. The organization now works with more than 10,000 village organizations. Over fifteen years BRAC has provided functional literacy classes to hundreds of thousands of village adults for which thousands of teachers were trained. That program received UNESCO's NOMA prize for its outstanding contribution to adult education. More recently BRAC was awarded UNICEF's Maurice Pate honour - 1992 for its services to mothers and children.

BRAC's Training and Resource Centers have trained several hundred thousand villagers in income generation and leadership skills. BRAC health programmes have reached 12 million households. Although the planned NFPE expansion is very ambitious, scaling up is not new to BRAC.

BRAC has always operated in a learning mode. Try something, enlarge on what works, change what doesn't work, improve what needs improvement, replicate what is effective. Over the years BRAC has learned to listen to rural people and tries to help them achieve what they want; one of the things they now want is schools where their children can succeed.

There is much debate about how large an NGO should become. Traditionally NGOs have been small, working in limited areas. But today, dozens of NGOs work nationally and internationally. Although

¹ Since its inception, BRAC has prided itself on its scrupulous record-keeping and its stewardship of donor funds. Although BRAC deals with large foreign contributions, and must meet the requests and specifications of more than 20 NGO, bilateral and multilateral donor organizations as well as the regulations of the Government of Bangladesh, complaints and serious errors are extremely rare.

BRAC's annual budget is large, it is still significantly smaller than that of Oxfam, Save the Children, CARE and others.

Advocates of small-scale programmes maintain that an NGO should be kept small in order to remain efficient and effective. This will help keep it 'politically independent' and allow it to be innovative and cost-efficient. Sheldon Annis has refuted these contentions by saying that, in the face of pervasive poverty, the work of many NGOs is severely compromised:

- 'small scale' can merely mean insignificant;
- 'politically independent' can mean powerless or disconnected;
- 'low cost' can mean underfinanced or poor quality;
- 'innovative' can mean simply temporary or unsustainable.¹

Over the past twenty years, BRAC has grown quite large, but it has not sacrificed its innovative, low-cost and politically independent policies. BRAC believes that the problems of Bangladesh are so massive and multifarious that small programmes can hardly make a difference. When BRAC started in 1972, it was thought that it might be needed for two to three years, but as time passed, this view seemed increasingly premature. BRAC now feels that as long as it can do more to help and empower people who live on the edge of desperation, it must.

The Environment

The programme will have a beneficial effect on the environment. The positive and active emphasis on health, hygiene and environment in the training of teachers and in the school curricula will have a beneficial effect. Moreover, programmes within the schools are to encourage tree planting and home vegetable gardens. Although schools will not be equipped with latrines or wells, they will be located close to adequate sanitary facilities.

Gender-Related Issues

The programme will have a major positive impact on the role of women in society in Bangladesh. 82% of the BRAC teachers at present are women, as compared with 82% male in the formal primary sector. The expanded programme will maintain the same ratio. Although in the past the school enrolment target has been 70% for girls, the rate has actually been higher. Locating schools in average sized and smaller villages has improved and will continue to improve access for girls.

¹ Annis, S., 'Can Small-Scale Development Be Large-Scale Policy?' World Development 15, Supplement (1987).

By raising the level of education for significant numbers of rural women, the programme will have a major impact on the country's disastrously low literacy rate for women. It will create jobs for women as teachers, and will place women in new and positive positions as role models for young children. The inclusion of population, health and nutrition information in courses for teachers and students all have positive gender-related benefits. Gender equity considerations are built into BRAC teaching modules, textbooks, storybooks and children's magazines.

User Fees

In the current literature on the sustainability of education in poor countries, there is growing emphasis on 'user fees'. BRAC has been a pioneer in the concept of encouraging cost-recovery in some of its programmes, notably the Rural Credit Project. The idea of user fees in the NFPE has been considered very carefully, therefore but it has been decided that fees are not appropriate.

In accordance with the views of government and many international educational institutions, BRAC believes that basic education is a right. In virtually all countries, including Bangladesh, primary education is free. BRAC feels it would be wrong (as well as unmanageable) to attempt to charge user fees to parents of its target group - children, most of them girls - who have virtually never had access to mainstream education, and who come from the country's very poorest families.

This is not to suggest that BRAC does not require and encourage contributions from parents. They are required to give their time, for example, for committees and for the maintenance of the school. In many cases the school building or the building materials are provided by parents, who also contribute mats and other day-to-day materials for the school.

It should also be remembered that poor, parents, by sending their children to school, have given up some of the work time and income that would normally be generated by the child's presence at home or in the field throughout the day.

A Social Contract

BRAC has found that the belief poor people have in education as a means to their upliftment is very strong. If the education is meaningful, they will ensure that their children enrol and remain in school. BRAC believes that it can build on this commitment to education through the development of a 'social contract' with the students who attend BRAC schools. During the coming year, a plan will be developed which will encourage children to make a commitment, first to educate their own children when they are

adults, and secondly to assist a BRAC school financially, once they have become earners themselves.

Sustainability

The dictionary defines 'sustain' in several ways: to withstand; to maintain or prolong; to be supported from below; to provide or give support to - as in supplying necessities; to keep up vitality or courage; to affirm the justice or validity of an endeavour.

In purely financial terms, the NFPE programme, large or small, is not self-sustaining. The responsibility for financing and managing primary education rests normally and correctly with government. In the NFPE programme, financial sustainability will depend almost exclusively on external support. The short and medium-term costs of training, or 'sustaining' the programme are relatively simple to calculate, and the consequence of changes in funding levels will be directly reflected in the number of NFPE schools and their life-expectancy.

The NFPE programme is an investment in the longer-run. Better educated children become better educated parents. Among the poorest, this has important ramifications in employment opportunities, productivity, literacy, health, child survival, equity, the role of women, and population levels. Better educated parents seek better education for their children. New attitudes and greater demand go hand in hand with the government's investment, supported by the external donor community, in improved access to the formal system, better curricula and learning materials, more instructional time, and an enhancement of the learning capacity of children.

BRAC believes, however, that the longer-term value of the NFPE will become evident to all concerned by the time decisions on future programming directions are required in 1997. At that time, a strong case may be made for government subventions in support of NFPE teacher salaries, in much the same way as government currently supports the salaries of teachers in non-governmental primary schools.

A recent World Bank report observes that 'the low level of aid to primary education and the urgent need to spur educational progress make a compelling case for increased aid to primary education. Although in many countries investments in learning materials, teacher training, and management will - over time - result in yields from greater efficiency, start-up costs will often be considerable, and external financial support will be essential to

bridge the gap between feasible and essential outlays'.¹ The bridging analogy is appropriate. Another observer of the BRAC programme has suggested that non-formal primary education is like a Bailey Bridge, an emergency and hopefully temporary effort to span a terrible chasm, until the main reconstruction effort has been completed.

¹ Primary Education; A World Bank Policy Paper, World Bank, Washington, 1990, p. 48

BASIC EDUCATION FOR HUMAN DEVELOPMENT

Expanded BRAC Non Formal Primary Education: 1993 - 1995

LOGICAL FRAMEWORK ANALYSIS

1. Programme GOALS

- support government's effort of universal primary education;
- to reduce mass illiteracy and contribute to the basic education of a significant proportion of the country's children, especially those from the poorest families;
- to ensure enhanced participation of women in education;
- to involve communities in their own socio-economic development
- to contribute towards a strengthening of the government's universal primary education programme;
- to build a strong foundation for ethical values conducive to the intellectual and material integrity of society and to the general productivity of labour and management;
- to enhance the multi-sectoral potential of education in other areas such as population planning, public hygiene and health.

Measures of Goal Achievements

- increased numbers of functioning, effectively managed non formal primary education centres, with community management committees;
- high rate of acceptance of NFPE graduates into the formal school system;
- high rate of women as teachers (70%+);
- high rate of female enrollment (60%+);
- all students from the poorest landless families.

Means of Verification

- BRAC School Reports;
- PO, AM and RM's Reports;
- Consolidated Reports of the Monitoring Department;
- Occasional Reports of the Research and Evaluation Division;
- Occasional Donor Monitoring and Review Missions;

Assumptions

- the Government of Bangladesh and external donors remain committed to the principles of basic education and universal primary education;
- the political and economic situation in Bangladesh remain stable;
- NGO-government relations remain stable.

2. Programme Purpose

- to assist BRAC in building its capacity to organize and maintain 35,500 NFPE schools for 8-10 and 11-16 year old children between 1993-95.

Conditions That Will Indicate the Purpose Has Been Achieved

- recruitment and training of teachers has taken place;
- recruitment and training of programme organizers and Area Managers has taken place;
- textbooks and teaching aids have been printed and distributed;
- schools have been opened and are functioning;
- management, monitoring, research and evaluation services have been adjusted to meet the demands of the enlarged programme.

Means of Verification

- BRAC School Reports;
- PO, AM and RM's Reports;
- Personnel Department Records;
- Consolidated Reports of the Monitoring Department;
- Occasional Reports of the Research and Evaluation Division;
- Occasional Donor Monitoring and Review Missions;

Assumptions for Achieving Purpose

- there are no natural disasters which cause permanent damage to the programme;
- there is no major national or community objection to the programme;
- parents are willing to send their children, especially girls, to school;
- parents are willing to participate in school management committees.

3. INPUTS

a) FINANCE - Year

Budget In thousand US\$

(Including 10% inflation adjustment every year on the Taka)

1993	7,331
1994	14,199
1995	28,461
Total	49,990

b) Teachers Recruited & Trained*	1993:	9,000
	1994:	10,000
	1995:	16,500
	Total:	35,500

* Subject to schools reopening.

c) Programme Organizers Recruited and Trained,	1993:	562
	1994:	625
	1995:	1031
	Total:	2218

d) Field officers Developed and and deployed	1993:	45
	1994:	50
	1995:	82
	Total:	177

e) Area Managers developed and deployed	1993:	5
	1994:	5
	1995:	9
	Total:	19

f) Regional Manager developed and deployed	1993:	1
	1994:	1
	1995:	2
	Total:	4

Assumptions

- there is adequate funding from donors;
- BRAC has the capacity to carry out the work.

Assumptions for Providing Inputs

- BRAC continues to function as an organization, and is capable of providing the necessary services and support to the programme;
- the Government of Bangladesh continues to be supportive of BRAC and of non-formal primary education.

OUTPUTS

a) NFPE & PEOC Schools to be opened		NFPE	PEOC	
	1993	6,000	3,000	
	1994	6,500	3,500	
	1995	11,000	5,500	
	Total	23,500	12,000	= 35,500

b)	Year	Children Enrolled	Children Graduating
	1993	270,000	--
	1994	300,000	--
	1995	495,000	259,200*
	Total	1065,000	259,200

* Assuming that 4% of 270,000 enrolled in 1993 may drop out.

List of Supplies for Schools and Students

Materials	Quantity
1. Text books	1 set/student/year
2. Slate	1 /student
3. Exercise book	16/student/year (average)
4. Wooden pencil	1 /student/month
5. Hard board	1 /student
6. Black board	1 /school
7. Rack	1 /school
8. Attendance Register	2 /school/year
9. Duster	1/school/6 months
10. Chalk	5 Boxes/school/6 months
11. Pencil cutter	2/student/6 months
12. Canvas calender	1 /school/year
13. Ruler	1/student
14. Steel trunk	1 /school
15. Weighing scale	1 /school
16. Bound book	2 /6 months
17. Bag	1/teacher
18. Activity Box	8 /school
19. Court file	5/school
20. Clip file	5/school
21. Ball point pen	1/teacher/month
22. Story Books; 30 items	1 set per school
23. Monthly Journal	16/school
24. Card set, chart, maps	1 set per school
25. Slate Pencil	12/student/year

BRAC PROCUREMENT PROCEDURE

1. Programme Materials/Office Supplies:

The bulk of the programme materials and office supplies are procured centrally by the Logistics Department on the basis of approved requisitions from the concerned consuming/user departments/programmes. Financial limits of the authorities competent to raise and approve requisitions as laid down in the personnel procedure are as follows :

(a) Requisition for supplies/materials within budget

<u>Value</u>	<u>Originator</u> (Employee level)	<u>Approval of</u> <u>requisitions</u>
Upto Tk.5,000	Level-V and above	Incharge/Departmental/ location head of level-VI and above
Upto Tk.10,000	Level-VI and above	Incharge/Departmental/ location head of level-IX and above
Upto Tk.50,000	Level-VII and above	Incharge/Departmental/ location head of level-X and above
Upto Tk.100,000	Level-X and above	Programme/Project/ Supervisor of level-XII and above Departmental head
Above Tk.100,000	Heads of Programs/	Executive Director

Projects/Departments

(b) Requisition for supplies/materials not allocated in budget

Upto Tk.5,000 Level-VII and above Incharge/Departmental/
location Head of level-X
and above

Upto Tk.10,000 Level-VIII and above Incharge/Departmental/
location head of level-XI
and above

Upto Tk.20,000 Level-VIII and above Incharge/Departmental/
location head of level-
XI and above.

Above Tk.20,000 Level-IX and above Executive Director

Procurement Procedure

Programme materials/office supplies can only be purchased on the basis of approved requisitions. No purchase can made without verification of the cost of the requisitioned items from atleast 3 bonafide suppliers. Too much emphasis need not be placed on obtaining written quotations from suppliers since such a process gives rise to a tendency on the part of suppliers to quote higher prices. A better and effective approach would be to carry out on the spot survey of the commodities and prices.

If price of the materials/supplies exceed Tk.10,000, a statement incorporating particulars such as the name and address of suppliers, price quoted and other relevant matters must be submitted by the buyers for the approval of Manager Logistics. Other procedures shall be as follows:

Amount/value involved	Buyers (Officials)	Bills approval
-----	-----	-----
Unit cost upto Tk. 2,000 and total cost upto Tk. 10,000	1 official from Logistics Department and 1 official either from accounts or Audit Department	Manager Logistics
Unit cost above Tk. 2,000 and total cost over Tk.10,000	-do-	Director Programs

For the following categories of materials spot verification is not required:

- Where the item is purchased from the manufacturer or sole agent.
- There is only one manufacturer or supplier of the item.

2. Construction Materials:

Construction materials against approved constructions are purchased by the Construction Department as per guidelines laid down in the personnel procedure which is,

Table of authoritya) Capital expenditure within budget

<u>Amount/Value involved</u>	<u>Originator (Employee Level)</u>	<u>Approval</u>
Upto Tk. 10,000	Level VII or above	Incharge/Supervisor of Level X and above
Upto Tk. 10,000	-do-	Incharge/Supervisor of Level IX and above
Upto Tk. 25,000	-do-	Incharge/Supervisor of Level XII and above
Above Tk.25,000	-do-	Executive Director

(b) Capital expenditure outside budget

Capital expenditure not allocated in the budget must be approved by the Executive Director. Once approval of the Executive Director is obtained it is deemed part of the budgeted expenditure.

Procurement Procedure

Construction materials against constructions allocated in the budgets can be procured after obtaining quotations from a minimum of 3 (three) suppliers/manufacturers. There is no need to place too much emphasis on written quotations since such as process sometimes encourages suppliers to inflate prices of items quoted. A better

approach is to undertake spot verification of prices of the items. If the unit price of the item(s) to be procured is above Tk. 2,000 or total value of items exceed Tk. 10,000 the buyers shall prepare a statement showing particulars such as the name and address of the suppliers, price, etc. and shall obtain approval from the Manager Construction. If the value of the items exceed Tk. 50,000 prior approval of the Manager Construction has to be jointly obtained with that of the Chief Accountant or with either the Deputy Chief Accountant or the Chief Auditor.

Field Level Procurement

<u>Value</u>	<u>Buying of items</u>	<u>Approval of bills</u>
Unit price upto Tk. 2,000 and total value upto Tk. 10,000	Site Engineers and PO (Accounts) or PO	Incharge/Head of in level VII and above
Unit price above Tk. 2,000 and total value above Tk. 10,000	Site Engineer/ PO (Accounts) or PO	Incharge/Head in level IX and above

Head Office level procurement

Unit price upto Tk. 2,000 and total value upto Tk. 10,000	1 (one) from Construction Department + 1 (one) from either Accounts Department or Audit Department	Manager Construction
Unit price above Tk. 2,000 and total value above Tk. 10,000	-Do-	Director Administration

Spot verification of the items, prices etc. is not necessary in the following cases:

- where the procurement is made directly from the manufacturer or the sole agent (approval of brand to be procured must be given by the Manager Construction)
- where the item is dealt with by only one supplier.

THE BANGLADESH RURAL ADVANCEMENT COMMITTEE (BRAC)

Background

BRAC is a non-governmental organisation, registered under the Societies Act of 1860 and the Foreign Donations Regulation Act of 1978. Established in 1972, BRAC has two fundamental and inter-related objectives: poverty alleviation and the empowerment of its target group, the landless poor. On the basis of its experience, BRAC believes that neither objective can be reached without the other, and that it must therefore address the basic needs of the poor while building local institutions for their advancement.

BRAC has been described as a 'prototype of the learning organization, continually redefining the state of the art for NGO development programming'.¹ From its initial efforts to help settle refugees after the War of Liberation in the early 1970s, BRAC has assisted large numbers of landless and powerless people to expand their political and economic involvement in society. The organization started with rural development activities and has diversified in the last decade to include major efforts in health and education.

By any measure, BRAC is a large organization, working directly at any one time with more than a million individuals on a wide range of programmes in the fields of health, education and rural development. BRAC programmes are managed by a staff of over 4,200 workers, located in rural centres throughout the country, and supported by professional departments in the fields of finance and

¹ 'BRAC: Strategy for the 1990s', David Korten, 1989

administration, monitoring, research and evaluation, and personnel administration. BRAC's 1991-92 budget is Tk 109.5 crore, or US \$28.8 million. Of this, Tk 33 crore (US \$8.6 million) or 30% will be derived from BRAC's own income-generation projects. The balance will be provided by a wide range of non-governmental, bilateral and multilateral donor agencies. The main Rural Development and Rural Credit Projects are supported by a consortium of donor agencies which includes the Aga Khan Foundation Canada, CIDA, DANIDA, EZE, Ford Foundation, NORAD, NOVIB, ODA and SIDA.

8.2 Health

In 1980, BRAC established the Oral Therapy Extension Programme (OTEP). Teams of female workers were to go from house to house, teaching mothers how to prepare and practice oral rehydration therapy (ORT) as a treatment for diarrhea. By mid-1990, 12 million households in Bangladesh had been introduced to ORT by BRAC workers. The OTEP is considered a quantitative as well as a qualitative success: ORT is now an accepted part of the treatment of diarrhea throughout the country.

The mammoth OTEP undertaking accomplished several other things. For one, it dispelled the perception that NGOs were capable of only small, localized activities of little consequence to national development. In addition, it was responsible for increasing the size of BRAC. In the first half of the 1980s, the number of BRAC staff grew by a factor of five.

In 1986, BRAC added immunization and vitamin A distribution to the ORT training in the Child Survival Programme (CSP). A major objective of this phase of BRAC's health programming was to strengthen the capabilities of the Ministry of Health at the district, upazila and union levels, enabling them to provide health services to rural communities on a continuing basis. The Primary

Health Care Project (PHCP), launched at the same time as the CSP, became active in 6 upazilas and added health and nutrition education, growth monitoring, training of traditional birth attendants (TBA), water, sanitation and family planning to the CSP interventions. This was BRAC's first initiative with an explicit objective of strengthening the capabilities of the public sector. Because it had mixed results, it taught BRAC that more had to be done to develop the community's capabilities if effective and sustainable health programming was to become a reality. The two health projects demonstrated, however, that BRAC was capable of reaching huge populations (12 million households) in a large number of upazilas and villages in the relatively short space of four years.

BRAC's newly launched Women's Health and Development Programme will reach approximately 3 million people before 1994 with a comprehensive approach combining some of BRAC's existing programmes (PHCP, CSP, credit and non-formal primary education) with newer interventions in health and immunization.

8.3 The Rural Development Programme

BRAC's core Rural development Programme (RDP) has evolved and developed over the years. Today the approach consists of several well-established steps. When entering a village for the first time, BRAC staff conduct a survey to identify the poorest villages and households. The poorest qualify for membership in a 'landless society'. Separate men's and women's organizations are established and small contributions are made to begin individual savings accounts. Functional education courses are carried out which include social consciousness raising. Participatory group learning is designed to build a sense of group solidarity and the potential for collective action. Those with a particular interest, commitment or ability, are sent to one of the BRAC training centres for

specialized training in leadership, consciousness raising and group participation. Group activities include small income generation projects (through a credit component), working on local government officials for proper payment under Food For Work Programmes, or petitioning government for the use of under-utilized government lands.

By December 1991, nearly 400,000 landless men and women had been organized into 7500 village organizations (VOs) throughout Bangladesh. Over 7000 VOs had been federated through which they have been able to strengthen their collective efforts and obtain better access to government services and basic rights. The December 1991 loan disbursed to RDP village organizations was Tk 702 million (US\$ 18 million), with a 98% recovery rate.

8.4 Rural Banking - the Rural Credit Project (RCP)

BRAC's rural banking programme is an extension of the RDP. Its basic operational objective is to transform the core RDP into a self-financing institution to reduce long-term dependency on donor funds. The strategy calls for an RDP Area Office to 'graduate' and become a self-financing RCP branch after four years. The transition from RDP to RCP takes place when the loan portfolio is sufficiently large the interest generated will cover the on-going operating costs of the branch. By then, Village Organizations should have matured to a stage where they can continue without intensive supervision.

As of December 1991, 3,687 VOs with a combined membership of 201,118, had been converted to the Rural Credit Programme. The total loan disbursed (in addition to the RDP loans) was Tk 713 million (US\$18.2 million) with a 98% recovery rate.

8.5 Training

An integral part of every BRAC programme is training - the landless villagers in the RDP, teachers in the Non Formal Primary Education Programme, Traditional Birth Attendants and Shastha Shebikas in the health programme, and government staff in several BRAC-supported programmes. BRAC's principal training facilities consist of a network of Training and Resource Centres (TARCs). In recent years, BRAC has developed regional training capabilities with the objective of providing comprehensive coverage of assistance in selected districts and upazilas. Six TARCs are currently in operation, with two more planned. Once the network has been completed, each TARC will support roughly 5 upazilas. In future, new TARCs will be established to support additional clusters of districts and upazilas in rural priority areas. A total of 20 TARCs are expected to be in operation by the turn of the century. It is anticipated that each TARC will become self-financing, charging costs to other BRAC divisions and to non-BRAC clients. In 1990, BRAC established a Management Development Programme in which government staff are trained in order to strengthen their management capabilities.

Rural Crafts

To generate employment and income of the rural poor and to promote traditional arts and crafts, BRAC provides support to more than 20,000 rural artisans. Its chain of 'Aarong' shops now expanded to six different locations in the country serve as marketing outlets for the products. In the 1990s, Aarong shops are expected to expand further to one in each of the 64 districts in Bangladesh.