

BRAC Education Programme (BEP) IV Proposal

(Draft dated August 29, 2002)

BRAC Grade V students to compete with the formal primary school students in scholarship exams.

BRAC Education Programme

In this year BEOC schools have not been opened in some areas where BEP had been BRAC Education Programme (BEP) since its inception in 1984 has reached far beyond its original Non-Formal Primary Education (NFPE) boundaries. Within BEOC schools where the conceived and launched by indigenous students in village. Gradually these facilities have been moulded into formalized day care centres in the hill districts of Rangamati, Bandarban, Primary and Kishoreganj by opening Education (PRIME), Brit-pur, Gents, and schools, Continuing Education and Post primary Basic Education.

In March 2003, CIDA confirmed funding of CAD \$ 4 million, which has provided indigenous children with access to 700 Primary schools in NFPE and 125 secondary schools through Post primary interventions. Along with a new curriculum, these schools are provided with sanitary facilities to promote good hygiene habits. The six additional, new staff from indigenous background have been recruited, and a Capacity Development Unit (CDU), Education Development Unit (EDU), adolescent development program (ADP) and pre-primary unit. Administration, monitoring, communication, equity in education and MIS are supportive units. In addition, Continuing Education and Post-primary Basic Education have been merged and renamed as Post Primary Basic and Continuing Education (PACE). This program is operating separately under its own program head.

BRAC SCHOOLS

The BRAC Education Programme (BEP) runs 34,000 non-formal primary schools.

There are 14,289 (56.7 % females) indigenous students studying in 928 of these schools,

either 100% of the students are of indigenous backgrounds, or there is a mix of

indigenous and mainstream Bengali children. There are 421 ethnic minority teachers in

these schools of which 94.5% are females. Of the 40 regions covered by BEP, 10 schools

are girls' and to progress them through grades I-IV over a three year period with

indigenous children. Additionally, there are currently 250 Kishori Kendros with 6350

adolescents of ethnic minority backgrounds attending them.

The children of BRAC schools are from poor families living in difficulties, unenrolled and/or

drop out at early stage from formal schools due to many reasons. Most of the children are the

first generation to attend BRAC schools. For the last few years BRAC schools started

Work done so far in Education for Indigenous Children (EIC) Initiative

is given to improved and extend education facilities for ethnic minorities and children with disabilities

Capacity Development of Staff and Teachers

The program has extended to provide full primary education of a five year curriculum in four

years. Workshop with Bangladesh Primary Education is also a part of teacher's training. Among the teachers

98% are female and the training is of 114 days, and 10% are the Basic teacher Secondary School

Examination for the first time. The teacher receives a 114-day training from the BEP, which

includes 10 days of subject teaching with monthly charges of 15 subject based trainings and

the NFPE for the first time. Graduates III, follow BRAC curriculum on the basis of NCTB

competency based syllabus (Supplementary material in English and Bengali) and Grades IV and V,

the Assessment System (QAS), Regional Sector Specialists (RSS) and a group of teachers'

guidance for language BEP. In 2002, there were 19,095 NEPE schools in operation of which

19,424 were in the rural areas.

In the year 2003 there were 1,288 urban schools in Dhaka, Chittagong, Khulna, Rajshahi and

Sylhet. The total current enrolment of nearly 1.1 million children in BEP included 14,289

ethnic minority students of all ethnic and folk groups for Spring Kishori Kendro in the schools is

512,538. The year 2003 has been a successful one for the graduates enrolling in formal schooling has continued to

to be slightly higher than that of male graduates (94.7% of girls in 2002 compared to 93.9% of boys AMR, 2002).

Basic Education for Older Children (BEOC)

BEOC (or Kishor Kishori – KK) schools were established in 1987 to cater for the children aged 11-14 years who previously had no access to education. The ratio of girls to boys was 70:30. The BEOC school design is similar to the NFPE but it differs in that it offers basic education in 3 years. There are 9,330 BEOC schools in operation. Of them 9243 schools are in rural areas. Total number of graduates progressing to the secondary school is 251,534.

Quality Improvement Process of BEP

There are 40 Quality Assurance Specialists across Bangladesh. The role of Quality Assurance Specialists includes ensuring the pedagogical performance of the staff and teachers, monitoring the learning achievements of the children and liaising with EDU in an effort to bridge the information gap between the head office core group and the field. The Quality Assurance Specialist's (QAS's) post was specifically designed to ensure the Quality of the pedagogic aspects of the programme. 40 QASs (formerly called QMs) were developed in Phase III. QASs were given a combination of pedagogic and management training, and they are a vital link in linking the field with the Head Office Education Development Unit. They were directly involved with the Master Trainer (MT) and Batch Trainer (BT) developing process. At the same time, the negotiated dialogue often leads to innovative solutions or changes that they bring back with them to the field.

Master Trainers (MTs) are selected from the ranks of Programme Organisers. Experienced and new staff who demonstrate skills in a specific subject were provided special training to enhance their skills as Master Trainers. MTs were made responsible for providing assistance related to subject teaching in Math, English and Studies to the teachers and other staff at the local level. Those who are natural communicators, are articulate and well accepted by teachers are selected as MTs.

Batch Trainers (BTs) are created from teachers who demonstrate a clear understanding of a subject, can identify the strengths and weaknesses of pupils and are good communicators. These individuals are made responsible for developing average teachers through refresher training sessions. Batch Trainers are responsible for working with about 15-20 teachers in their own batch and implementing new techniques and ideas in their own schools.

Major achievement in 2003

- The number of schools operating as of December 2003 is 34,000. Among which the total number stands at 20,695, 9,330 and 3,975 in NFPE, BEOC and ESP respectively.
- The number of graduates progressing to Secondary schools stands at 512,538, 251,534 in NFPE and BEOC schools respectively.
- In the past, BRAC students were not permitted to participate in scholarship exams. This provision was strictly confined to the formal primary students at the end of Grade V. The government of Bangladesh has recently approved regulations to allow

BRAC BEP IV (2004-2009) PROPOSAL OUTLINE

LIST OF ACRONYMS

EXECUTIVE SUMMARY:

- Summary of LFA
- Brief description of six components
- Summary of Budget

CHAPTER ONE: Poverty and Education in Bangladesh

- Poverty in Bangladesh
- Poverty and Education
- Achievements and Challenges in the Education Sector

CHAPTER TWO: BRAC as an Organisation

CHAPTER THREE: Development of BEP

CHAPTER FOUR: Phase IV:

- The Role of NGOs in the National Education System
- Sustainability
- Cross-cutting Issues & Themes
- Target Beneficiaries
- Component 1: Non-Formal Primary Schools
- Component 2: Secondary Schools
- Component 3: Partnership with GOB
- Component 4: Adolescent Development Programme
- Component 5: Continuing Education & Information Technology Services
- Component 6: Programme Support and Management
- LFA [DRAFT ONLY]
- Budget [NOT COMPLETED]

BIBLIOGRAPHY

ANNEXES [NOT COMPLETED]

LIST OF ACRONYMS

ADC	Adolescent Development Centre
ADP	Adolescent Development Programme
AHT	Assistant Head Teacher
AIDS	Acquired Immuno Deficiency Syndrome
AKF	Aga Khan Foundation
AL	Adolescent Leader
AM	Adolescent Monitor
AMR	Annual Monitoring Review
APON	Adolescent Peer Organised Network
AUEO	Assistant Upazila Education Officer
BDP	BRAC Development Programme
BEP	BRAC Education Programme
BT	Batch Trainer
CAMPE	Campaign for Popular Education
CDU	Capacity Development Unit
CE	Continuing Education
CIDA	Canadian International Development Agency
CLC	Community Learning Centre
CPEP	Compulsory Primary Education Project
CSO	Civil Society Organisation
DGIS	Directorate General International Cooperation (Royal Netherlands Embassy)
DNFE	Directorate of Non-Formal Education
DP	Donor Partner
DPE	Directorate of Primary Education
EC	European Commission
ECCE	Early Childhood Care and Education
EFA	Education for All
ELTIP	English Language Teacher Improvement Project
ESP	Education Support Programme
ESTEEM	Effective Schools through Enhanced Education Management
FSSP	Female Secondary Education Stipend Programme
GDP	Gross Domestic Product
GNP	Gross National Product
GOB	Government of Bangladesh
GPS	Government Primary School
GPU	GOB Partnership Unit
HKI	Helen Keller International
HSC	Higher Secondary Certificate
HT	Head Teacher
IDEAL	Intensive District Approach to Education for All
IoE	Institute of Education
IT	Information Technology
KfW	German Development Bank
KK	Kishor-Kishori (Basic Education for Older Children)
KS	Kishori Supervisor
KS-PP	Kishori Supervisor - Pre-Primary
LFA	Logframe Analysis
MIS	Management Information System
MT	Master Trainer
NCTB	National Curriculum and Textbook Board
NEP	National Education Policy
NFE	Non-Formal Education
NFPE	Non-Formal Primary Education
NGO	Non Governmental Organisation

NOVIB	Netherlands Organisation for International Development Cooperation
NPA	National Plan of Action
PE	Peer Educator
PMED	Primary and Mass Education Division
PO	Programme Organiser
PP	Pre-primary
PRIME	Primary Initiatives in Mainstreaming Education
PROMOTE	Programme for Motivation, Training and Employment of Female Teachers
PS	Pathagar Supervisor
PSPMP	Primary School Performance Monitoring Project
PTI	Primary Training Institute
QM	Quality Manager
RC	Reading Centre
RED	Research and Evaluation Division
RM	Regional Manager
RT	Resource Teacher
RTI	Reproductive Tract Infection
SAT	Standardised Achievement Test
SMC	School Management Committee
SS	Secondary School
SSC	Secondary School Certificate
STD	Sexually Transmitted Disease
TiC	Team-in-Charge
TTC	Teacher Training College
UEO	Upazila Education Officer
UL	Union Library
URC	Upazila Resource Centre

EXECUTIVE SUMMARY

Goal: The goal of BRAC's Education Programme (BEP) in Phase IV is to ultimately contribute to the "reduction of poverty" in Bangladesh. As outlined in Chapter One of this Proposal, there is an accepted correlation between education and poverty reduction. The achievement of this goal is based on the assumption that the Government of Bangladesh (GOB) and other NGOs, with the support of international donors, will continue to undertake poverty-reduction development programmes in all sectors.

Purpose: The purpose of BEP IV has been defined as "acquisition and use of quality primary and secondary education by Bangladeshi students increased". This takes into account the fact that BEP, through the five major components of Phase IV, will be working towards:

- Providing access to 34,000 non-formal primary schools with an increasing standard of quality;
- Providing access to 5,000 pre-primary schools and 43 community schools;
- Collaborating with the GOB in enhancing the quality of education in the formal primary school sector;
- Providing ~~with~~ adolescent girls with life, leadership and professional skills;
- Providing a wide range of continuing education services through 1350 Community Learning Centres; and
- Enhancing the quality of education in 500 existing non-government secondary schools.

By providing increased access to education and developing the capacity of educational institutions, both non-formal and formal, primary and secondary, BEP hopes that its target beneficiaries will increase their acquisition (as measured by student achievement) and use (as measured by continued education and decrease in early marriage of adolescent girls, and increased desire for knowledge among users of continuing education services) of this education.

Outputs: BEP has identified six outputs in Phase IV, which all of its activities will result in. These are:

Component 1 - Non-Formal Primary Schools: "Continuing access to cost-effective, quality primary education for poor children, prioritising girl, ethnic minority and ultrapoor children, is ensured."

Component 2 - Partnership with GOB: "The delivery of quality primary education by the formal system is facilitated."

Component 3 - Adolescent Development Programme: "The life, leadership and professional skills of adolescent girls are developed."

Component 4 - Continuing Education & IT Services: "Rural communities have increased access to a range of quality, financially sustainable continuing education services."

Component 5 - Secondary Schools: "Non-government secondary schools are better managed and have improved capacity to deliver quality education."

Component 6 - Programme Support & Management: "The programme is effectively supported and managed."

The goal, purpose, and outputs, with corresponding indicators, are set out in detail in the Logframe Analysis (LFA) attached in Annex 2 of this Proposal.

Summary of Changes from Phase III: In Phase IV, BEP will see continued growth and diversification. The focus, of course, will remain on the 34,000 non-formal primary schools and on increasing the quality of education within these schools; however, the issue of quality education will be explored in other contexts as well, including the formal primary sector and the non-government secondary sector. In addition, BEP will also explore the issue of how education can be used to bring about positive societal change through its adolescent development and continuing education programmes, and through the introduction of 'values education' in all its programming. In terms of target groups, BEP will continue to focus on poor children, prioritising girls and children from ethnic minority backgrounds. However, the support that these children receive will not be limited to the classroom; there is an increasing recognition on the part of BEP that, in order for sustained changes to take place in their lives, the children will need support beyond primary school. As they grow into adolescence, access to life skills, to quality secondary education, to new technologies, and to professional and leadership skills will give them a better chance at an improved quality of life.

In summary, changes in the programme from Phase III include:

- BEOC/KK schools targeted to older children will deliver the full primary cycle (classes I-V) in four years (expanded from a three-year cycle covering a condensed class I-V curriculum);
- With the assumption that formal permission will be granted by the GOB, BEP will commence teacher and supervisory staff training in the formal primary sector;
- The pre-primary school pilot will be mainstreamed in an effort to reduce the number of dropouts in formal primary schools;
- The Adolescent Development Programme will be given increased emphasis (and hence, have its own output);
- The secondary school pilot, focusing on teacher and supervisory staff training at the secondary school level, will be mainstreamed through the development of 'model' schools;
- The continuing education services provided within many Union Libraries will be increased to include information technology;
- Programme support services, including MIS, research, monitoring, communications, and capacity development, will be improved;
- New initiatives on NFP school teacher certification, on working with the GOB in one or two upazilas for 100% primary school enrolment, on 'inclusive' education in the Formal Laboratory Schools, and on

providing women with professional skills and opportunities to participate in the workforce, will be developed and piloted.

Summary of Budget:

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CHAPTER ONE: POVERTY AND EDUCATION IN BANGLADESH

Poverty in Bangladesh

In the last two decades, Bangladesh has made marked progress in the fight against poverty. Life expectancy at birth increased from 49 in 1980 to 61 in 2000; in the same period, the infant mortality rate decreased from 132 to 60 and the total fertility rate was cut in half from 6.1 to 3.1; 53% percent of the population has access to improved sanitation facilities in 2000, compared with only 37% in 1980 (World Bank 2002). However, the statistics are not all good. Despite the decrease in the fertility rate, the population increased by 17.75 million in 2001 from 1991, bringing the total to 131 million (World Bank 2002). The gross national per capita income was only US\$370 in 2000 (World Bank 2002), weighed down by the size of the population and comparable in rank to the poor African nation of Benin. In terms of the Human Development Index, which assesses a country based on four basic indicators including adult literacy, life expectancy at birth, combined primary, secondary and tertiary gross enrolment, and per capita GDP, Bangladesh ranked 132nd out of 162 countries (UNDP 2001). Almost 50% of the population still lives below the poverty line and nearly 34% of the population is classified as hardcore poor (PMED 2002); 55% of children under five are malnourished and the maternal mortality ratio is the highest in South Asia (World Bank 2002). Clearly, these statistics demonstrate that, as far as poverty reduction is concerned, there is much progress yet to be made.

Poverty and Education

The direct link between education and poverty reduction is a well-documented and accepted one. Studies in Bangladesh show that the income of a woman with secondary education is seven times higher than that of an illiterate woman. In Asia, fertility rates have been shown to be dramatically lower for women with seven or more years of schooling than for women with no education (3.8 versus 5.8) (Haq 1998). The World Bank states, "Education is a powerful instrument for reducing poverty and inequality, improving health and social well-being, and laying the basis for sustained economic growth. It is essential for building democratic societies and dynamic, globally competitive economies." (World Bank 2002, p.8)

Achievements & Challenges in the Education Sector

In 1990, in recognition of the fact that education is a necessary stepping stone towards social and economic progress, the Government of Bangladesh (GOB) passed legislation to make primary education free and compulsory for all children. Since then, Bangladesh has made good progress in increasing enrolment rates, literacy rates, and the participation of girls in education. Much of this progress can be attributed to "a series of affirmative actions taken by the State, the private sector and NGOs. Notable among these are:

- Free and compulsory education for all children.
- Free education for girls up to Class VIII (and recently raised up to Class X).
- Stipends for girls at secondary level.
- Food-for-education for children from poorer families (Food recently substituted by cash).

- Creation of space for the private sector (with financial support) and NGOs to function.
- Proliferation of NGO-run non-formal schools for children deprived of formal schooling due to gender, poverty or other reasons." (CAMPE 2001, p.2)

However, despite the gains of the last decade, recent studies (CAMPE 2000 & 2001) indicate that the quality of education within the country remains poor, an assessment the GOB has accepted in the recently published second National Plan of Action (2002-2015) (NPA II) (PMED 2002, p.34).

In an effort to set this Proposal within the wider context of the national education scene, a brief overview of the achievements and challenges in the primary education sector is given outlined below:

- Budgetary Allocation for Education: The budgetary allocation for education increased marginally from 11.13% in 1991 to 15.03% in 2000, as did the expenditure on education as a percent of GDP (from 1.79% in 1990 to 2.8% in 2000) (PMED 2002). The percentage of the GDP allocated for Primary and Mass Education in 2000-2001 was 1.34%. As a percentage of the GNP, the share allotted to education was 3.6% in 2000, the lowest in the region and one of the lowest in the world (PMED 2002). In comparison, Malaysia, India and Thailand invest 11%, 13% and 16% respectively. In fact, the current allocation is barely enough to cover teachers' salaries; according to a recent Education Watch study (CAMPE 2001), government primary schools spent 94.6% of their recurrent costs on salaries, leaving little over 5% to be spent on stationary, teaching aids, etc. (In comparison, non-formal primary schools spent only 51.1% on teacher salaries.) Considering that teachers' salaries are far from exorbitant, these figures do not bode well for continued improvements in the education sector. Fortunately, the NPA II calls for an increase in the per capita cost per learner per year from taka 730 to taka 1,200 in primary schools in the first phase (2002-2005), followed by a taka 100 increase in each of the second (2005-2010) and third (2010-2015) phases. In the non-formal sector, the NPA II proposes an increase to taka 900 per learner (with no increase by phase since it is expected that the number of target beneficiaries in the non-formal sector will decrease following an improvement in the formal sector).
- Literacy: In 1985, the literacy rate of the population aged 7 years and up was estimated to be 26% (GOB Census 1981); it increased to 32.4% in 1991 (GOB Census 1991), and the GOB now claims a figure of 65% in 2001 (PMED 2002). However, there has been some debate regarding the veracity of this figure; recent Education Watch (CAMPE 2001) findings put the figure at 37%. The Bangladesh Demographic and Health Survey 2000 (BDHS) collected data on the proportion of people with no schooling and those who never completed primary school. If these groups of people were looked upon as being illiterate, then the literacy rate would stand at 42.3%. Clearly, more research needs to be conducted in order to establish the true rate. In terms of gender and rural/urban differences, the Education Watch survey found 33.3% of females over the age of 7 to be literate, compared to 40.6% of males, and over 55% of the urban population to be literate, compared to only 33.4% of the rural

population. The findings for adult literacy (population aged 15 years and up) were similar, with a national rate of 41.6%, 35.8% for females and 47.3% for males, and 62.3% for the urban population versus 37.5% for the rural population. An encouraging statistic found by the study was that, at 64.2%, the highest age specific literacy rate was among youth 15-19 years old, indicating "the impact of increased enrolment in schools in the decade of the 1990s" (CAMPE 2001, p.49). In addition, for the age groups 5-9, 10-14 and 15-19, the literacy rates were higher among females than males.

- Access:

- Enrolment Rates: According to the NPA II, the gross enrolment rate in the primary level has increased from 75.6% in 1991 to 96.6% in 2000, with a male to female ratio of approximately 51:49. Recent Education Watch findings report this ratio to be 108, with no significant difference in the male to female ratio (CAMPE 2001). The net enrolment rate as reported by Education Watch was 79.8%, again with no difference in the male to female ratio. The study also found that net enrolment correlated directly with the food security status of the household and with parental education. For example, the net enrolment rate among children in households with a self-declared food security status of "Always in Deficit" was 65.4%, whereas in households with a status of "Surplus" the rate was 89.0%. This trend is verified by the Asian Development Bank, which estimates that approximately 70% of poor households send their children to primary school, compared to 40% of very poor households. (PMED 2002) The rate among children whose mothers had no education was 72.9%, compared to a rate of 90.1% for children whose mothers had a Class I - V education and 95.2% for children whose mothers had a Class VI or higher education. It was also observed that the children of ethnic minorities were less likely to enrol in schools than those of majority Bengalis (70.7% compared to 80%).

The net enrolment rate in Education Watch indicates that 20.2% of children aged 6-10 years were not enrolled in any school at the time of the survey. Of these children, only 2.4% had dropped out before reaching the age of 10; the rest had never enrolled in any school. Further analysis indicated that these children came from disadvantaged sections of population, with nearly 88% from rural areas. A PEDP II draft document states that in 2001, enrolment in primary school was expected to be 19.2 million, but the actual total enrolled was 17.7 million. This would indicate that at least 2.5 million children were not enrolled in primary school in 2001. PEDP II planners admit that the formal primary school system does not capture all children: "In other words, there are still millions of children in the primary school age group (6-10 years) who are not part of the formal primary school sector. Some may enrol late, but others may never enrol. The problem of ensuring access for all children is not yet fully solved." (PEDP 2002, p.3)

- Affordability:** As mentioned previously, primary education in Bangladesh is theoretically free and, therefore, should be accessible to all regardless of economic status. However, the reality is much different. A recent Education Watch survey on private expenditure for schooling (CAMPE 2001) found that 90% of parents incurred some costs for sending their children to school. These costs ranged from tuition and examination fees, to private tutoring, buying books, supplementary texts and stationery, school function subscription fees, and transportation costs (see Table 1.1 below). For nearly all headings, the costs increased steadily according to grade level, with Class I students spending an average of 509 taka over nine months and Class V students spending 1,100 taka. Although no gender differences were found, there was a significant difference between urban and rural costs, with urban students spending over four times what rural students spent. There was also a significant difference in spending among the various school types, with the average spending being 736 taka over nine months. Secondary attached school students spent the most over the nine month period (5,711 taka); madrasa students spent 823 taka, government students 614 taka, private school students 484 taka and non-formal school students 290 taka. As expected, findings also indicated that economically well-off households spent more than economically disadvantaged households.

If the average State spending for primary schooling per child per year is 730 taka (PMED 2002), then these findings indicate that parents are contributing an almost equal amount as the GOB towards their children's schooling.

Table 1.1: Percentage of total private expenditure by heading

ITEM	%
Admission/re-admission & monthly tuition fees	9.4
Buying/collecting textbooks & supplementary books	6.1
Stationery	36.0
School dress	5.0
Examination & other fees	4.1
Transport	4.9
Private tutoring	25.4
Other	9.1
TOTAL	100.0

Source: Education Watch Private Expenditure for Education Survey (2000), CAMPE 2001, p.38.

- Geographic Access:** "Distance between school and home is a critical factor in determining whether or not children, especially girls, attend school" (The World Bank, quoted in PMED 2002, p.74). Current national policy states that there should be a primary school within a radius of every two kilometres in rural areas. In order to fill the geographic gaps, the GOB uses a three-pronged approach, including: a) establishing extensions of government primary schools ('satellite schools') for grades I and

II in unserved areas; b) encouraging and providing government support for local people to establish community schools; and c) providing support for NGOs to establish and manage full primary schools in unserved areas. However, by most accounts, these measures are inadequate to make up the access gap.

- Attendance: Although there has been a significant improvement in enrolment rates in the country over the past decade, these rates do not give an accurate picture of how many children actually attend school on a regular basis. It has been theorised that enrolment rates have been exaggerated in many instances because schools receive subsidies (for teachers' salaries, for example) according to the number of students enrolled. Attendance rates give a much more accurate reflection of how many enrolled students actually attend school. Current attendance rates (adjusted for dropouts) have been placed at somewhere between 61% (CAMPE 2001) to 70% (PMED 2002). The non-adjusted attendance rate varied between 46.1% for madrassas to 87.5% in non-formal schools; slight differences were found between males and females (57.1% versus 59.7%) and between urban and rural schools (64.3% versus 56.5%) (CAMPE 2001). However, there have also been some problems with the attendance rates reported by schools. Various government incentives, including the Food-for-Education Program and stipends, require 85% attendance; in addition, if a student is absent for more than two days, teachers are required to visit the student's home to check the reason for the child's absence. Thus, schools often misreport the attendance rate in order to remain eligible for the government incentives and to eliminate the need for teachers visiting absent students' homes (PMED 2002).
- Other Indicators:
 - Dropout/Completion Rates: The primary cycle completion rate was 65% in 2000 (PMED 2002), although a sample study carried out by Education Watch (CAMPE 2001) puts the rate at 75.7%. This would mean that between 35.0 - 24.3% of students drop out before completing their primary education. Completion rates were highest among non-formal schools (82.6%) and lowest among madrassa schools (63.4%). (CAMPE 2001)
 - Repetition Rate: According to GOB statistics, the repetition rate decreased from 23.4% in 1991 to 6.5% in 1998 (PMED 2002). However, the Education Watch study puts the rate at 39.9%, with the lowest rate in non-formal schools (17%) and the highest rate in madrassas (46.8%).
 - Survival Rate: The GOB puts the survival rate to Class V at 70.3% for 1998 (PMED 2002); the Education Watch survey found a rate of 80.6% for 2000 (CAMPE 2001), with the highest rate for non-formal schools (88.3%).
 - Co-efficient of Efficiency: The GOB estimated the CoE to be 75.7% in 1998 (PMED 2002); the Education Watch survey calculated a similar rate of 76.3% for 2000, with non-formal schools coming out as most efficient (87.2% compared to a government school rate of 77.1%) (CAMPE 2001).
 - Years Needed for Completion: The Class V completion rate has been estimated at 8.7 years by the World Bank (PMED 2002) to 6.6 years by the Education Watch survey (CAMPE 2001).

Table 1.2: Various educational indicators according to school type (1999-2000)

INDICATOR	GOVERNMENT	PRIVATE	MADRASSA	NON-FORMAL
Completion rate	76.1	73.0	63.4	82.6
Dropout rate	23.9	27.0	36.6	17.4
Repetition rate	37.5	45.6	46.8	17.0
Survival rate	80.8	78.3	70.0	88.3
Co-efficient of efficiency	77.1	73.6	67.6	87.2
Year for completion	6.5	6.8	7.4	5.7

Source: Education Watch School Survey (2000), CAMPE 2001, p.23.

- Student-Teacher Ratio: According to the GOB, the actual student-teacher ratio in government primary schools is 1:68.46 (PMED 2002); other findings put the ratio at 1:70 (CAMPE 2001). In 2000, of the 167,116 sanctioned teaching posts in government primary schools, almost 8,900 posts lay vacant (PMED 2002). Even filled posts do not guarantee that teachers will be at school and on task; teacher absence, lateness, early departure, idling, etc. eat into quality time spent with students.
- Ratio of Female Teachers: The male to female teacher ratio in primary schools in 2000 was 66:34 (PMED 2002). Current GOB policy states that 60% of vacant posts should be filled by females; however, although female teachers are comparatively better qualified than their male counterparts, they are often more difficult to recruit because they have a harder time living away from home to fill posts in the areas where they are needed (PMED 2002). Education Watch findings show that there were two times as many female teachers in urban schools than in rural schools, and that non-formal schools had the highest percentage of female teachers (93% as compared to 47.8% in government schools) (CAMPE 2001).
- Physical Facilities: According to GOB estimates, water and sanitation facilities remain inadequate in 40% of schools (PMED 2002). Standard classrooms in government schools are constructed to accommodate 60 students on average. The NPA II states, "There is still overcrowding in the classroom in primary schools, some classes have double the number of children on roll than the assigned classroom can take. It leads to absenteeism and dropout and thus adversely affects the quality of education and achievement of children" (PMED 2002, p.74). Interestingly enough, an Education Watch study found that the number of students who actually attended class corresponded closely with the number of students who could be accommodated with ease in the classroom (CAMPE 2001).
- Quality of Education:
 - Teacher Qualification/Training: GOB policy states that the basic academic qualification needed by a primary school teacher is a Higher Secondary Certificate (HSC) for males and a Secondary

School Certificate (SSC) for females; however, many formal school teachers have a better than SSC/HSC education (PMED 2002). Formal school primary teachers receive their professional training, a one-year Certificate-in-Education (C-in-Ed) at one of the 54 Primary Training Institutes (PTIs) in the country. However, due to shortages in places, about 58,000 teachers are currently in-service without this training (PMED 2002). Of the quality of teacher training, the National Education Policy (MOE 2000) put forth by the GOB states, "The present training system in our country is very conventional, incomplete, certificate-based, theory-oriented, inadequate in terms of practical teaching, dependent on rote learning and based on the old examination system. For this reason, the desired result is not being achieved." (p.59) In fact, the training institutes themselves have been criticised for setting a bad example for teachers (PMED 2002). Non-formal primary school teachers, on the other hand, usually receive a two-week intensive orientation followed by monthly one-day refresher training and regular classroom supervision. In comparing the outcome of the two systems on classroom performance, an Education Watch study states, "The analysis of classroom observations does show a degree of 'interactive' behaviour by trained teachers in government primary schools, but also shows a higher level of interactivity in the non-formal classrooms. More importantly, teacher behaviour in the latter apparently is translated into better learning outcome, as tested in the survey; whereas, teacher training and classroom practices in formal primary schools are not making as much of a difference in learning outcome." (CAMPE 2000, p.50)

- **Student Achievement:** Although Bangladesh has made good progress in enrolling students in school, the quality of education and the student outcomes remain very poor. One study of student achievement after completing Class IV found that the "overall achievement of the pupils was very low. Performances in the core subjects like English, Bangla and mathematics were deplorable" (NCTB/DPE/UNICEF as quoted in PMED 2002, p.89). Another study of Class V completers found a mean achievement of 33% (with a standard deviation of 10%) (PSPMP in PMED 2002, p. 89). An Education Watch study on the quality of education in Bangladesh found that only 1.6% of students achieved all 27 of the terminal competencies tested, with non-formal students outperforming their government school counterparts (6% versus 1%). The difference in performance between males and females was insignificant (1.8% versus 1.5%). The NPA II summarises the situation: "High progress in access and gender equity has not been matched by quality, which being poor affects adversely the entire education system of the country from secondary to tertiary and technical education, in particular, and thus the very future of children, both in and out of school" (p.91).

CHAPTER TWO: BRAC AS AN ORGANIZATION

BRAC, a non-governmental development organisation, was set up in 1972 after the Liberation War by Mr. Fazle Hasan Abed. It was initially established as a relief organisation, to assist refugees returning to Bangladesh from India after the war. Once the immediate task of relief and rehabilitation was over, BRAC turned its focus to the long-term issue of poverty alleviation and empowerment of the poor, especially women, in the rural areas of Bangladesh.

From its modest beginnings in 1972, BRAC is now a multifaceted organisation working in all 64 districts of Bangladesh. It has been characterised as a learning institution, learning from experience and through a responsive and inductive process. Adjusting its strategy to prevailing circumstances, it does not pursue any rigid development model.

BRAC diagnoses poverty in real human terms, as faced on a daily basis by its stakeholders, especially women. Women manage poverty at the household level and are better resource managers than their male counterparts; therefore, no attempts at socio-economic development can be successful without involving women in the process. Prospects of a 'quiet revolution' have been recognised in the economic role of women in the world of poverty. Women in Bangladesh, facing social, cultural, technological and structural constraints, have still been able to organise as contributors, not only to their families' well-being, but also to national production and development by increasing their access to economic and social resources with the assistance of BRAC.

BRAC believes that poverty is a complex syndrome and to be overcome, it must be met with a holistic approach and innovative interventions on a large scale. Today, BRAC promotes income generation for the poor, mostly landless rural people of Bangladesh through microcredit, health, education and training programmes. (BRAC 2000)

Organisational Societal Vision

"A just, educated, healthy and democratic Bangladesh free from hunger, poverty, and environmental degradation as well as all forms of exploitation based on sex, religion and ethnic background." (BRAC 2001b, p.12)

Mission Statement

"BRAC works with people, many of whom still live in poverty, illiteracy, disease and other handicaps, especially the hardcore poor, women and children. With multifaceted development interventions, BRAC strives to bring about changes in the quality of life of these people. BRAC firmly believes and is actively involved in promoting human rights and dignity through building poor people's, especially women's, social, economic, political and human capacity. BRAC is committed to making its programmes socially, financially and environmentally sustainable using new methods and improved technologies. As part of its support to programme participants and its financial sustainability, BRAC is also involved in various income-generating enterprises.

Although the emphasis of BRAC's work is at the individual and community levels, the sustenance of work of the organisation depends on a pro-poor, pro-women and pro-children policy environment and on supportive infrastructure. To achieve that, BRAC will continue its efforts to bring about changes in the macro level policy environment.

The fulfilment of BRAC's mission requires the services of competent professionals committed to the goals and values of the organisation. BRAC thus believes in promotion and development of programmes of excellence that will produce leaders and managers with competence and commitment.

Given that development is a complex process requiring a strong dedication to learning, sharing of knowledge and being responsive to the needs of the poor, children, adolescents and women, BRAC places a strong emphasis on overall development of its programme participants and their organisations at all levels. BRAC thus engages itself in the process of capacity development of its staff and programme participants.

In order to achieve its goals, wherever necessary, BRAC welcomes partnerships with the community, like-minded organisations, governmental institutions, the private sector and development partners both at home and abroad." (BRAC 2001b, p.12)

Goals

BRAC has defined its main goals as:

- Alleviation of poverty;
- Empowerment of the poor;
- Empowerment of women; and
- Contribution to national and international pro-poor advocacy.

Shared Organisational Values

BRAC is a value-driven organisation. It strongly believes that values are the foundation on which an organisation is based and describe what the organisation stands for. Values establish moral and ethical priorities, which serve to guide all organisational activities. The organisational principles, standards and qualities are also reflected through its practising values. BRAC has identified the following organisational values and places equal importance on all of them:

- Concern for people
- Human dignity
- People's capacity
- Gender relations
- Fairness, honesty and integrity
- Discipline
- Creativity and innovation
- Participation
- Accountability
- Cost-consciousness
- Teamwork
- Openness

- Sharing information
- Transparency
- Professionalism
- High-quality products and services
- Concern for the environment

Target Stakeholders

BRAC's main target group has been identified as "...households that own less than 0.50 decimals of land, own no implement of production, and in which the principal worker has had to sell at least 100 days of labour over the past year in order to subsist".¹ (BRAC 2001b, p.5)

Development Programmes

BRAC undertakes a number of development programmes to meet its organisational goals. Among these are:

BRAC Development Programme (BDP): BRAC's rural development programme works with and for the disadvantaged rural population of Bangladesh, especially women. The ultimate goal of BDP is to contribute towards a just and equitable society, in which the poor and disadvantaged can, by joining together in their own organisations, attain a high degree of self-reliance in managing their own affairs to achieve sustainable improvements in their livelihoods. One of the major achievements of BDP has been its ability to scale up to reach a very large poor population. It has an amazingly wide range of interventions, including institution-building, legal awareness and assistance, micro-finance, skill training, enterprise development, and health interventions.

Health, Nutrition and Population Programme: Since the beginning of BRAC, health intervention has been an integral aspect of the organisation. The current Health, Nutrition and Population Programme is striving to achieve sustained health and nutritional impact on communities, providing critical service in health, nutrition and disease control, training and mobilising women through health activities as well as assisting in the implementation of national programmes through replication of experiences and models from BRAC.

BRAC Education Programme: In 1985, BRAC began its Non-Formal Primary Education Programme for children of landless families with little or no access to the formal system. The BRAC Education Programme forms one of BRAC's major social development interventions and works directly towards the empowerment of children (particularly girls) from the poorest families.

Support Services

BRAC's institutional structure is supported by internal programmes to help sustain and facilitate its core interventions. These support services enhance the efficiency of the organisation.

¹ Through its "Challenging the Frontiers of Poverty Reduction" project, BRAC also has developed specific criteria for defining the 'ultrapoor'.

Research and Evaluation Division: BRAC's Research and Evaluation Division (RED) was established in 1975 as an independent unit within BRAC to provide research support to BRAC's development programmes. Over time, RED has grown to become the largest NGO-based research organisation in Bangladesh. The findings of BRAC research help achieve programme objectives by improving and/or modifying the programme strategies and identifying new programmatic issues. Others also find BRAC's research useful for academic purposes and policy issues both at home and abroad.

BRAC Training Division: Since the inception of BRAC, training has been considered as one of the most important strategies to build the capacity of the organisation. A well-known feature of BRAC training is its participatory nature, which is learner-centred, problem-focused and need-oriented. The courses are continuously upgraded to meet the changing and emerging needs of the programmes. The training staff has extensive field experience and is trained in participatory facilitation skills. At present, there are 14 Training and Resource Centres (TARCs) and 2 BRAC Centres for Development Management (BCDMs) in the country that operate year-round training courses for BRAC staff and programme participants.

Internal Audits and Accounts Department: The Internal Audit department undertakes routine internal audits to maintain organisational transparency and accountability according to audit guidelines and practices. This department is responsible for detecting and preventing errors and fraud, if any, in the day-to-day financial as well as non-financial transactions of the organisation and reporting to management. The accounts department prepares budgets for different projects, as well as monthly project-wise receipt and expenditure statements.

Human Resources Department: The Human Resources Department is responsible for updating and implementing BRAC's human resource development plan in addition to recruitment, hiring senior staff, orientation and performance appraisals.

CHAPTER THREE: THE DEVELOPMENT OF BRAC'S EDUCATION PROGRAMME (BEP)**The Basic NFPE and KK School Model**

BRAC's Non-Formal Primary Education (NFPE) model was started in 1985 as a three-year programme for poor children aged 8 to 10 who had never enrolled in any school or who had dropped out of formal school. The 22 original schools covered a curriculum equivalent to Classes I-III in the formal school. In 1988, the Basic Education for Older Children (BEOC) or Kishor-Kishori (KK) school model was developed to cater to poor children aged 11 to 14 who had dropped out of or never attended school. These schools covered a condensed version of Classes I-V in three years, under the assumption that older children would be able to grasp the material more quickly than younger children. In both cases, the schools were opened to cater primarily to girls (70%) as girls in rural villages were often kept out of school for various reasons (e.g., male teachers, school too far from home, education too costly an investment for girl children, etc.).

The schools are opened based on an extensive survey process that takes into consideration community demand, availability of eligible students and qualified teachers, and proximity to a cluster of villages (so that the schools can be easily monitored by a nearby team office and teachers do not have to travel long distances to attend refresher courses). If the village meets all the selection criteria, students are enrolled (after rigorous cross-checking with the local government school to ensure that the students are not enrolled in the formal system and obtaining a 'No Objection Certificate' from the government school) and a teacher is hired. The community and the local landowners help to choose a school site. Most schools are one-roomed bamboo or mud-wall structures with thatch or tin roofs and with a minimum floor space of 360 square feet.

The classes consist of between 30-33 students and one teacher. The teacher is usually a married lady from the village with a minimum of Class IX education. Once the school is opened, the same teacher will teach the students for the full three-year cycle¹. When the three-year cycle is finished, the survey process is undertaken again. If there are enough children available in the village, the school is re-opened for a second cycle, using the same teacher. Otherwise, the school is not re-opened. Instead, another school will be opened in another village. In this way, BRAC ensures that schools are in operation only where they are needed, and that the total number of schools in operation remains steady.

The teacher is given a 12-day basic training course prior to the school opening, followed by monthly refresher training and need-based subject training. In this way, the capacity of teachers is slowly developed throughout their service period. Teachers are also given supplementary learning materials and teachers' guides to help them, and their feedback is used to constantly improve the materials and curriculum.

The curriculum encourages a learner-friendly and participatory approach, and is relevant to rural life. Class hours are flexible;

¹ The cycle was extended to four years for NFPE schools in Phase III to accommodate classes IV and V, and will be similarly extended to four years for KK schools in Phase IV.

classes are held for two-and-a-half to three hours each day, six days a week, 270 days a year. Class hours are decided upon in agreement between teachers and parents, making allowances for seasonal work. The progress of students is monitored continuously by the teacher and by weekly and monthly assessments. There are no formal examinations² or long vacations. Taking into account that the students have chores to do at their homes and that most students' parents have little or no education, very little homework is assigned; that which is assigned can be easily done by the student without parental assistance.

Parental and community involvement is critical to the good functioning of the schools. Each school has a School Management Committee (SMC) made up of three parents, a community leader and the teacher; the SMC is responsible for ensuring the smooth running of the school. The SMC and the other parents help maintain the school and ensure the children's regular attendance. Parents' meetings are held once a month in each school to encourage guardians to take an interest in their children's education. The children's progress, attendance, cleanliness and hygiene, the responsibility of parents toward their children, and any school problems requiring parental attention are discussed. The BRAC Programme Organiser (PO) facilitates the meeting.

The schools are closely monitored and supervised by BEP field staff. The field management structure is linear in nature, with staff given appropriate training on how to monitor schools and, at the same time, provide pedagogic support to teachers and learners in order to ensure quality at the school level.

Parents are charged a token fee of 5 taka per month in NFPE schools (with an exemption for 20% of the poorest children), while KK schools are free. The children are provided with all the necessary materials, including copybooks, textbooks, slates, and pencils.

Developments in Phase I

Major developments in Phase I of NFPE (January 1993 - March 1996) included:

- A rapid expansion in the number of schools from 15,000 to 34,000.
- The beginning of quality improvements in the curriculum and materials, especially with regard to making the teaching-learning process more child-friendly and participatory.
- The inception of the continuing education programme with 30 Union Libraries and 2,481 ongoing school libraries (the precursors to what are now Reading Centres).

Developments in Phase II

Major developments in Phase II of NFPE (1996 - 1999) included:

- The continuation of 34,000 schools in operation.
- Quality improvements in:
 - Quality Management:
 - A major review and development of quality assurance systems initiated and implemented through adjusted duties, additional

² Although these will be introduced in Phase IV to better gauge student achievement and to prepare the students for continuation in the formal system.

positions (including Quality Managers, Master Trainers, Batch Trainers and Resource Teachers) and extensive training at central and field levels.

- Curriculum & Materials Development:
 - An experimental interactive radio instruction programme developed.
 - A new language teaching scheme piloted.
 - A new curriculum and associated teacher and student materials in social studies and mathematics, and revision in all other subjects.
 - Development and trial of a series of Standardised Achievement Tests (SATs) for Bengali, social studies, maths and English.
- 1,000 pilots schools expanded to Classes IV & V (with accompanying curriculum and materials development and teacher training).
- Expansion of Union Libraries (400) and Reading Centres (6,151).
- Opening of 10 BRAC Formal Schools.
- Handover of 34 non-functioning Community Schools by the GOB.
- Pilot of pre-primary schools.

Developments in Phase III (to August 2002)

The third Phase of BRAC's NFPE programme began in June 1999 and will end in May 2004. In many ways, this Phase has been filled with challenges and opportunities for learning, and has been characterised by immense growth, change and diversification. Major developments to date in Phase III include:

- The continuation of 34,000 schools in operation³.
- Expansion of NFPE schools to Classes IV & V.
- The decentralisation and institutionalisation of quality management to field level in order to better support teachers in the classroom.
- Continued revision and development of curriculum and materials, especially to ensure GOB competencies covered in Classes IV & V.
- Special focus on ethnic minorities.
- Inception of the Adolescent Peer Organised Network (APON) to teach life, leadership and livelihood skills to adolescent girls through the Reading Centres.
- Expansion of Union Libraries to 650, and ongoing Reading Centres to 6,500.
- Restructuring of the management and operation of Reading Centres (taken over by adolescent development programme, with adolescent supervisors and librarians).
- IT and mobile libraries piloted in continuing education.
- 11 Formal Laboratory schools in operation, piloting 'inclusive approach' to education.
- 43 Community Schools in operation.
- Expansion of pre-primary schools to 1,834.
- Development of the new Primary Initiatives in Mainstreaming Education (PRIME) initiative to collaborate with the GOB in the formal primary system.
- Piloting of a secondary school quality improvement initiative.

³ Except for an 18-month period between January 2000 and June 2001, when an unexpected funding shortfall postponed the reopening of 3,000 schools.

- Development of an in-house research team.
- Restructuring of part of the management of BEP through the establishment of 8 units at head office.

These developments have been covered in more detail within Chapter Four of this Proposal.

CHAPTER FOUR: BEP PHASE IV

The Role of NGOs in the National Education System

"Studies such as those of Education Watch suggest that, even under an optimistic scenario, at least 5 to 6 million children of primary age, who are not expected to be enrolled in school will join the pool of illiterate adults in the next five years, and that a similar number will drop out early before acquiring sustainable basic skills. This indicates that, while GOB has the clear mandate in terms of educational policy, guidelines, standards, rules and regulations and generally protecting the public interest, the need for complementary NGO provisions will persist for some time to come. Alongside that provision, however, conscious efforts should be made to identify and explore the reasons underlying those elements of educational approaches by BRAC that are successful and, where appropriate, mainstreaming them into the formal education system. Increasingly, some DPs consider that supporting non-formal primary education provision can only be justified if it is also strengthening the national education system by providing a complementary system to the GOB formal schools. This disposition should be responded to in the design of NFPE IV." (Douse et al. 2002, p.51)

The goal of non-formal education (NFE), according to the GOB, is to complement and supplement the formal education system in order to cover the gaps to meet EFA goals. (PMED 2002) NFE can be defined according to its target clientele of "the pre-school [children], the un-enrolled and dropouts of primary school, [and] children and adolescents (3-5, 6-10 and 11-14 years of age) and adults (15-45 years) who have missed schooling". (PMED 2002, p.106) According to GOB estimates, this target group was comprised of a total of 61.28 million people in 2000-2001, of which 44.19 million fall under the GOB's NPA II NFE target population.¹ To date, the GOB claims that 21.23 million children and adults have been covered under various NFE projects run by the GOB (17.23 million) and NGOs (4 million).

While the GOB recognises in the NPA II that NGOs have played and will continue to play a crucial role in the NFE system, to date, there has been no effort to establish a cohesive system where the GOB and NGOs can collaborate as true partners. Rather, the strategy in the past has been for the GOB either to use NGOs as sub-contractors (and therefore allow them little or no leeway for innovation or creativity in implementation) or to leave them to their own devices (and therefore provide no financial support and ignore their achievements and successes).

While the policy vacuum has in the past given BRAC the freedom to experiment and develop a successful model of NFPE with its accompanying curriculum, materials, training and supervisory structure, it also prevents the successful approaches developed by BRAC and other NGOs from being mainstreamed into GOB-run NFE projects and into the formal system. There are no formal channels through which information can be shared, nor are there direct forums where NGOs can have influence or

¹ Of the total, only 50% of the pre-school group and 50% of illiterate adults have been targeted under NFE in NPA II.

input into policy decisions. Individual NGO agreements for collaboration with the GOB, as evidenced by BRAC's experience with the PRIME project in Phase III, can take a long time to reach; in some cases, suspicion, distrust, lack of understanding of the work of NGOs and fear of losing authority among high-level GOB officials can hinder collaborative efforts.

The GOB, however, recognises that this policy vacuum has created problems, including a lack of standard curriculum and materials, a gap in information about numbers of the target population covered by various programmes, and the lack of "an agreed standard of quality and equivalence vis-à-vis the formal and non-formal schools". (PMED 2002, p.110) To remedy this situation, some of the goals outlined for the NFE sector in NPA II include:

- "...develop a nationally agreed core set of standards and indicators of quality in both the government and NGO and other NFE programs vis-à-vis FPE;
- Review all existing NFE curricula and text materials and update them to meet the requirements of the time and introduce some symmetry and a common standard among various versions and thus permit transferability of participants from one agency program to another and also to the formal system;
- Develop a system of ensuring involvement, participation, coordination and sharing of responsibility between the government, NGOs and other in planning, managing and funding of NFE programs;
- Develop a reliable national database on NFE target population by appropriate age ranges, in collaboration with FPE, BBS and NGOs to facilitate planning, cooperation and coordination of NFE programs between government and NGO programs and the formal and non-formal subsystems;..." (PMED 2002, p.116)

If these goals are achieved through dialogue and sharing of information, ideas and best practices, rather than imposed by the GOB, then the landscape of primary education in Bangladesh will be significantly changed in the next decade, and BRAC, along with other NGOs, can have an important role to play in strengthening the national system of education in the country.

Sustainability of BRAC's Education Programme (BEP)

The responsibility for providing universal primary education in Bangladesh ultimately rests with the GOB. Bangladesh has enshrined the right to education in its constitution and has agreed to "adopt effective measures for...establishing universal system of education and extending free and compulsory education to all children...and removing illiteracy." (Fundamental Principles of State Policy, Part II, Clause 17 in PMED 2002, p.21) It is also a signatory to the Dakar Framework for Action (DFA) on ensuring Education For All (EFA) by 2015. In the drive to meet the EFA targets, the GOB has stated that "the government, NGOs, civil society, the community and other stakeholders share the responsibility and [must] work in conjunction to achieve the national goals". (PMED 2002, p.24) However, the GOB has earmarked no funds to

help NGOs to support the GOB's work² (nor, in fact, has it developed a system for working with NGOs in the primary education sector). Therefore, NGOs such as BRAC must either be dependent on charging user fees for services, or on paying for programming out of their own funds, or on external donor funding. Unfortunately, considering the target groups for BRAC's education programme and the fact that BRAC is planning on focusing its services on poorer and more disadvantaged populations in Phase IV, it cannot ask the parents to pay user fees (although it encourages paying a token fee where parents can afford it in order to engender feelings of ownership in the education process). Therefore, BRAC must rely on the former two options. Considering the scope of BRAC's education programming, it is also not possible in Phase IV for BRAC to fund the entire project from its own funds (although BRAC is hoping that this will eventually be the case, perhaps in ten years' time). With the reality of donors increasingly wanting to fund development projects through bilateral initiatives with the GOB, NGOs, many of which are efficient, capable and making a real difference in the education sector, are increasingly being left without funding sources. This, in essence, penalises those who do good work. In order to encourage the good work of NGOs, and in order to encourage a more integrated approach to education sector development, donors should advocate the government to earmark a defined portion of bilateral funds for specific NGOs for use on traceable expenses such as teachers' salaries, textbooks, school materials, etc. However, since this situation is not yet a reality, BRAC is taking the approach of asking for external funding and, at the same time, contributing a substantial amount of its own funds³ (_____ takas) for the purpose. This amount represents a _____% increase in BRAC's contribution to its education programme over Phase III.

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Kainy de

Cross-Cutting Themes & Issues

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Gender Perspectives: Gender equity has been a inherent in BRAC's education programming since its inception; promoting education for rural girls was the main reason why the non-formal schools were originally established. In the intervening 17 years, BEP's commitment to gender equity has been clear. The following discussion, originally published in the NFPE Phase III Proposal, remains valid as BEP prepares to head into Phase IV:

"Research in many parts of the world over the last two decades has consistently shown that if girls are educated then they are more likely to have wider opportunities, more likely to develop self confidence and be less bound by tradition, more likely to exercise their own rights and their judgements, more likely to use modern health and family planning services, more likely to share in decision-making in the home and the community, more likely to send their daughters to school, and more likely to have children who grow up healthy and well nourished.' (The Asian Enigma, V. Ramalingaswami et al., 1996)

Institutions such as BRAC provide opportunities for girls, hoping that in the years ahead there will be educated women in every village. This is the easier challenge. The more difficult challenge is related to

² Except for instances where NGOs act as sub-contractors for the GOB.

³ Profits from its income-generating enterprises.

the complex issue of accepting women as educated persons in society. It is with this challenge that BRAC has been working at different levels of Bangladeshi society. The organisation has developed strategies for individual communities so that they are constantly faced with challenges that to some extent threaten dominant ideologies and conservative value systems related to gender bias. While the organisation develops policies for girls and women at the micro level it considers it equally important to scale up its activities at a national level so that these can influence national policies. It is the same logic. The mindset of policy planners has to be challenged through substantial evidence of success in the villages. Working at all levels for gender equity through education is what makes BRAC's education model unique.

How does gender fit into the school model?

[Seventeen] years ago, prior to BRAC's intervention in education, extensive research was carried out regarding the major reasons behind parents' reluctance to send their daughters to school. The distance to schools and the involvement of male teachers were identified as major reasons behind their reluctance. This assisted BRAC in designing a school model that would encourage parents to educate their daughters. At the same time however, the organisation considered it necessary to have a specific target for enrolling girls, as opposed to leaving that option to parents who might continue to favour boys.

Since restricted mobility is a major problem for girls, the school is established near their homes. Therefore distance is never a problem for BRAC students. Apart from the fact that parents and their daughters are relatively more comfortable with women teachers, there were other reasons to recruit women. For example, experience indicates that women teachers tend to be more sensitive to the needs of children. Therefore, as a matter of policy at least 80% of the teachers must now be women⁴. Emphasis is given on the practicality of coming to school. Parents will let their daughters go to schools when class hours are short and flexible. Another important issue on the practicality side is that although the school hours are shorter, the contact hours between teacher and students have to be sufficient to cover the basic education curricula. The programme encourages women to attend the monthly parent meeting to discuss their child's performance. To date these meetings show a very high (80%) attendance of mothers.

'In BRAC, mothers constitute the largest, if not the exclusive, proportion of guardians who come to parents meetings. These meetings take place in the afternoon, a time when the mothers enjoy greater physical mobility. The evaluation team observed two parents meetings. In both of them the mothers mostly listened to the PO handling the meeting, but when the Team addressed questions for them, there was a quick and widespread response. If rural women are supposed to be shy with outsiders, these were not.' (Boeren et al. 1995)

Finally, effort was made to design the curriculum in a manner that would not portray men and women in stereotypical roles, and one that would be particularly sensitive towards girls. For example, in social

⁴ In Phase III, the policy has been to always encourage the hiring of women teachers; only in exceptional cases (e.g., ethnic minority areas, or cases where it is impossible to find a woman teacher) are men hired. As of June 2002, 97% of teachers were female.

studies, issues such as equal share of food are discussed. The writers have developed exercises for attitudinal changes towards women. One particular exercise asks children to list the number of chores that mothers do, and then to compare it with that of the other members of the family. This will enable students to comprehend the workload of women and to value their work. The writers have not decided to include life stories of successful Bangladeshi women so that children can learn from the struggle of women with achievements in such a restricted society. The health primer for adolescents discusses issues such as, what to do about harassment in a culture like Bangladesh; the physical changes girls go through during adolescence; how social taboos regarding menstruation affect their diet; how women can be involved in major decisions in the family; what facilities and services are available for them in the village.

'Within its curriculum material and textbooks, NFPE reportedly became conscious, some time in 1987, of the need for balanced representation of sex roles... Today there is a greater consciousness not only in having a more balanced representation of men and women in illustrations and references but making sure that the main characters are female.' (Boeren et al, 1995)

How does gender fit in at the community level?

There are a few issues where the strategies for the school overlap with that of the community. The selection of women teachers is one. Although there are NGOs that recruit teachers with a Secondary School Certificate (SSC), BRAC had to relax this condition as women with such a qualification were hard to find. BRAC therefore took up the challenge of experimenting with women teachers who had studied at least up to grade IX, but who had no prior experience. The experiment indicated that the quality of teaching could be substantially increased through intensive training at regular intervals. Programme planners realised that by and large the country's education system is so weak that the weaknesses of the system have to be minimised through training. Also the teacher had to be a member of the community so that s/he would be accessible and acceptable to parents and students.

The idea of the woman teacher has been a revolution in Bangladeshi communities; firstly because it has done away with the stereotypical role of the male teacher or 'master'. And secondly because housewives-turned-teachers now have status in society, which they did not in the past. These teachers have also been role models to thousands of students...

'The married women teachers of BRAC are also making social changes in their own right. They report being easily recognised in their community and having people talk to them eagerly... Several of the teachers interviewed reported to have control over their income... the preference of girls for becoming teachers was observed in the earlier grades as well as in the final grades of the BRAC schools and with the younger as well as older students.' (Boeren et al, 1995)

All BRAC's 34,000 schools are managed by first-line managers in the villages. Although there are many managers who are men, women are particularly encouraged to apply... Known as Programme Organisers, these field staff have to supervise schools on bicycles or motorcycles. Experience indicates that it is difficult for women staff to ride

motorcycles in villages where BRAC is operating for the first time. However, in areas where BRAC is relatively well known, the task for women staff is much easier. Although Bangladeshi villages are still conservative and insensitive towards women, one interesting feature is that the dominant ideology persisting in individual communities is constantly challenged through such strategies.

'The women staff are defying norms regarding women's seclusion and women's limited physical space. The young women on bicycles (the PAs) and on motorcycles (the POs and Team in Charge) going through the small city streets and through the narrow banks cutting the fields and country side are a powerful message of new roles for women... The Goetz and Gupta study (1995) offers a quote that captures women's resistance: *I use the motorcycle. People make bad comments. They say that our country will be spoiled by women... But on the motorbike, I cannot hear the comments because of the speed, the sound, the helmet.*' (Boeren et al., 1995)" (BRAC 1998, p.p.36-40)

Affirmative Action: In keeping with a BRAC-wide policy, BEP will continue to practise affirmative action in favour of women in all of its hiring practices, from teachers, field staff, and project staff to management staff. In addition, BEP will try to promote women as soon as possible after hiring into supervisory positions; BEP feels that it is not good enough to have a large percentage of female staff if all the supervisors are men. As of August 2002, 97% of non-formal primary teachers were women; this number will remain steady in Phase IV. In Phase IV, BEP also intends to increase the percentage of female field staff from 22% to 40%; the target for female project staff for the non-formal primary school component is 100%. (One of the two Programme Coordinators of BEP is female, and 5 of the 8 current unit heads are female.) In the Continuing Education Programme, BRAC intends that 25-30% of the field staff and a proportionate number of the management staff will be women in Phase IV. *

Safe Working Environment: BEP also considers the safety and comfort of its female staff in working in a predominantly male culture of paramount importance. To this end, guidelines have been formulated for all staff (See Annex ____); these guidelines are discussed and reinforced in all training courses. In instances of physical assault or harassment, appropriate measures are taken as soon as possible.

Adolescent Programmes: BEP's adolescent development programme is aimed at empowering adolescent girls and changing traditional rural perceptions of the value of girls. By equipping adolescent girls with life, leadership and professional skills, BRAC hopes to have a significant impact not only on their individual futures, but also on the rural Bangladeshi society at large. BEP is also exploring opportunities to provide these girls with part-time employment opportunities within BRAC to help them pay for their continued education. (See Component 3 for more details.)

Ethnic Minority⁵ Issues: Studies conducted by BRAC have shown that ethnic minorities in Bangladesh remain marginalised because of popular misconceptions about their culture and mores. In an attempt to begin bridging the gap in understanding between the mainstream Bengali

⁵ 'Ethnic minority' refers to all non-Bengali ethnic groups, including ^{all} tribal and indigenous ^{groups of} peoples.

culture and these ethnic minority communities, in Phase III, an Ethnic Minority Team was formed at BEP's head office. The team was responsible for raising awareness among all staff, both at head office and in the field, of ethnic minority issues; it was also responsible for lobbying and training staff to reflect these issues in the development of all materials and curricula. The team was originally formed to meet the special needs of schools that contained large populations of ethnic minority children (e.g., by teaching teachers how to cope with students whose first language is not Bengali, how to include ethnic minority culture in the classroom, etc.). However, the mandate of the team was transformed as BEP realised that it was necessary not only to address ethnic minority issues within ethnic minority schools, but within all schools so that all children could appreciate and value these unique cultures and heritages.

There are currently over 7,600 (2002 figure) children from ethnic minority backgrounds enrolled in 519 BRAC schools, and there is a notable ethnic minority presence in 15 of the 32 regions where BEP operates. The groups exist primarily in four ethnic clusters in Mymensingh, Srimongal, Rajshahi and Joypurhat. Most of the groups have their own mother tongue but also learn Bangla as a means of communication with the majority population. As all BRAC schools are Bangla medium, the ethnic minority students are receiving their education in Bangla. However, BEP promotes local culture in the classroom by encouraging minority students to perform their dances, acting, songs and other things unique to their culture. In addition, BRAC encourages women of minority backgrounds to become teachers in BRAC schools particularly in these areas, and encourages hiring ethnic minority field staff in these areas as well. At times, this policy requires relaxing hiring qualifications and providing additional training.

In order to integrate ethnic culture into the curriculum and to promote children's interest in reading, BEP, ~~with sponsorship from UNESCO~~ is developing materials that portray ethnic minority culture and history through storybooks. Books on women's issues within ethnic societies have been completed and books on successful people from an ethnic background are being developed. The minority children themselves are writing some books through workshops facilitated by BRAC. These books will be used in schools, adolescent reading centres and union libraries in all regions where BEP operates. In Phase III, BEP will be opening 400 reading centres for ethnic minority girls.

By the end of Phase III, BEP hopes that 'ethnic minority equity' will have been internalised in the consciousness of BEP in the same way that gender equity has been internalised. In Phase IV, BEP will ensure that its non-formal primary schools are operating in 50% of areas with 1500 or more ethnic minority households; 10% of union libraries will be located in areas with a high density of ethnic minority settlements by the end of Phase IV.

Disabled Children: The NPA II estimates that there are "more than a million primary school-age children with assorted disabilities and disadvantages, but without access to basic education". (PMED 2002, p.27) Unfortunately, BRAC's non-formal primary schools are not in a position to accommodate large numbers of disabled children, primarily because the teachers are not trained to cater to their special needs.

BEP's policy to date has been to accept children with limited physical disabilities (not blind, deaf or mute) on a case by case basis, and BEP does not keep separate statistics on these children. In Phase III, BEP has worked in collaboration with Helen Keller International to experiment with inclusive education in five of its eleven Formal Laboratory Schools. In Phase IV, BEP plans to expand this pilot project into all eleven schools and to admit a larger number of disabled children in the schools (See 'New Initiatives' under Component 6.).

Values Education: [TO BE COMPLETED]

See in Lishette

Target Beneficiaries:

The direct beneficiaries from BEP Phase IV will be:

- 1.1 million children eligible to enroll in non-formal primary schools (60-65% girls);
- 34,000 non-formal primary school teachers;
- _____ formal primary school teachers;
- _____ formal primary school SMC members and local level GOB officers;
- 150,000 pre-primary school children (55-60% girls);
- _____ community school children;
- _____ community school teachers;
- 250,000 adolescent girls;
- 50,000 adolescent boys;
- 607,500 (1350 centres x 450 average membership per centre) members of Community Learning Centres;
- 7,000 non-government secondary school teachers; and
- 2,500 non-government secondary school head teachers, assistant head teachers and SMC members.

Indirect beneficiaries will include:

- Students of trained formal primary school teachers/supervisory staff;
- Students of trained non-government secondary school teachers/supervisory staff;
- Families of non-formal and formal primary school children, of secondary school students, of community school children, of pre-primary school children, and of trained adolescents.
- Communities where the Community Learning Centres are located.

COMPONENT 1: NON-FORMAL PRIMARY SCHOOLS

Proposed Outcome: "Continuing access to cost-effective, quality primary education for poor children, prioritising girl, ethnic minority and ultrapoor children, is ensured."

Achievements & Lessons Learned in PHASE III (as of August 2002):School Operation:

Table 4.1.1: Phase III Achievements of NFPE & BEOC Schools

	NFPE	BEOC	TOTAL
Ratio of Girls	65.64%	68.8%	65.8%
Number of Ongoing Schools	27085	8940	34,000 (excluding exp)
Total Number of Children Enrolled in Phase III	728,450	249,553	1,087,253 (including exp)
Dropout Rate	6.7%	6.4%	6.5%
Total Number of Children Graduated in Phase III			
% of Graduates Enrolling in Formal Schools in Phase III			
Cost per Child per Year			

Source: BEP MIS

Number of Ongoing Schools: BEP began Phase III with 34,000 ongoing schools. However, in 2000, the programme experienced a funding shortfall as a result of anticipated funding from the German donor KfW not materialising and as a result of the devaluation of the taka against the US dollar. This necessitated reducing the number of schools to 31,000 at one point by postponing the re-opening of selected schools⁶. The reduction had a significant impact on the morale of BEP staff, especially those teachers who were left unemployed and field staff who had to be redeployed to BDP. In 2001, the EC and CIDA agreed to provide additional funding to cover the shortfall, and the programme resumed the operation of 34,000 schools. The lesson learned from this crisis is that the funding process needs to begin earlier in order to ensure that all funding is guaranteed by the time the project is ready to begin; for this reason, BRAC has developed a draft proposal 18 months in advance of the start of Phase IV, as recommended by the donor partners.

Dropout Rate: [NEED YEAR-WISE DROPOUT RATE FOR BOTH NFPE AND BEOC SCHOOLS]

MIS Handling *Since the one prepared for Monitoring*

⁶ No schools were shut down in mid-cycle. Instead, selected schools that had completed their cycles were not re-opened. This minimised the impact of the shortfall on the students.

Mission

Graduates Progressing to Formal Schools: In Phase III, the percentage of graduating students progressing to formal schools has gradually increased, from 90.1% in 1999 to 94.3% in 2002. The percentage of female graduates enrolling in formal schooling has continued to be slightly higher than that of male graduates (94.7% of girls in 2002 compared to 93.9% of boys). (Douse et al., 2002) The 2002 Annual Monitoring Review (AMR) noted that "secondary school heads and teachers all expressed satisfaction regarding the attitudes of the BRAC graduates admitted into the formal schools, also noting their 'good handwriting...better attitude to learning...knowledge of the basics...'" (Douse et al. 2002, p.11)

Quality/Field Management:

One of the major goals of Phase III has been to increase the quality of the programme, specifically through the decentralisation of the management structure. The thinking behind this move was that if quality could be managed at the field level, the system would be more efficient and more responsive to the needs of teachers and learners. The task of decentralisation has been a long, hard one, involving the creation of new posts within the field management structure and the development of a pedagogic support system at the field level.

One of the most crucial tasks of decentralisation was in developing the post of Quality Manager (QM). The QM post was specifically designed to ensure the quality of the pedagogic aspects of the programme, leaving the administrative tasks to the existing post of Regional Manager (RM). 40 QMs were developed in Phase III; most were former Team-in-Charges (TiCs) with prior experience in BEP schools. QMs were given a combination of pedagogic and management training, and they are vital in linking the field with head office. For two days every month, they are brought into head office for meetings to discuss quality issues that have arisen at the field level, bringing the concerns and ideas of teachers and field staff to the head office. At the same time, discussions with each other and head office staff often lead to innovative solutions or changes, which they bring back with them to the field. This process of 'negotiated dialogue' among curriculum developers, research staff, schools and field staff was hard-won, but has now become an ingrained part of the system.

As the QMs were developed, they were also slowly promoted to RM posts⁷, bringing with them their training and understanding of pedagogical issues. In this way, the entire field line management structure has now been oriented towards supporting quality initiatives.

In addition to the QMs, the TiCs and POs were also given pedagogic and subject-based training so that they would be better able to support the teacher in the classroom. Outstanding teachers were developed into Resource Teachers (RTs) and Batch Trainers (BTs) so that they could support and help their fellow teachers. POs, RTs and teachers who showed special aptitude were developed into subject-based Master Trainers (MTs) and BTs.

Once these field staff were developed, the teacher training process was also devolved to the field, with MTs being responsible for conducting subject-based teacher training and BTs responsible for conducting the

⁷ Existing RMs were taken up in other BEP initiatives such as PRIME.

monthly refresher teacher training. The result has been that the head office staff are now able to concentrate on their own tasks of developing and revising quality curriculum, materials, and training modules, and on the other components of the BEP programme (e.g., ADP, GOB Partnership, etc.), without being responsible for micro-managing 34,000 schools from Dhaka.

The decentralisation process has involved a lot of 'learning by doing' and shared decision-making, and the consensus among BEP staff is that it has been successful. In many ways, the smooth transition to Classes IV & V in Phase III has been a testament to the efficiency and responsiveness of the system to the needs of the teachers and the learners, especially with regard to curriculum and materials development and teacher training.

✓ Curriculum and Materials Development:

The major challenge within Phase III was in developing the curriculum and materials for classes IV & V. Considering the reason for moving into classes IV & V (i.e., preparing graduates to continue their education in formal schools), BEP made the conscious decision to use government textbooks in these classes. In classes I - III, BEP used a curriculum and textbooks developed in-house, which meant that there was no pressure to keep in line with GOB competencies or textbooks. However, using government textbooks, which were extremely difficult for both teachers and students to understand, necessitated developing teachers' guides and student workbooks in all subjects and ensuring that all GOB competencies were covered within the curriculum. Furthermore, it also meant developing effective subject-based training modules for field staff and teachers. The fact that this was a new area of work meant that constant feedback was needed from the field to ensure that the materials met the requirements of teachers and students. Curriculum and materials for classes I to III also had to be revised to ensure that they laid the foundations well for the new classes. Many of the same head office staff who were responsible for the decentralisation process were also responsible for this task; hence, the first two and a half years of Phase III were a time of hard work and new challenges for the staff. By the time Phase III is finished, the curriculum and materials, including workbooks and teachers' guides, for classes IV and V in all subjects will have been completed.

PHASE IV STRATEGY:

Standard of Education in BRAC Schools

In part because of its origins as a provider of basic non-formal education, especially for girls, BRAC has formed a unique vision of what type of education it wants to offer to its students. Quality, of course, is key. However, for BRAC, quality encompasses more than student achievement of competencies. BRAC is realistic enough to know that it can never compete with Dhaka-based private schools whose students are consistently the best achievers in the country. What BRAC is striving hard to provide its students with are schools where teachers attend class regularly; where classrooms are able to accommodate them comfortably; where costs are kept to a minimum; where co-curricular and co-educational activities are encouraged; where girls are valued and empowered; where parents and communities are actively

encouraged to take an interest in their children's education; and where students can receive a primary education which will stand them in good stead to continue their education in the formal system.

In Phase IV, BRAC will continue striving to meet this standard.

Non-Formal Primary Schools in Operation

In Phase IV, BRAC proposes to continue operating three main types of non-formal primary schools, as outlined below:

- a) **NFPE Schools:** NFPE schools will cater to the target population of children who are between 8 - 10 years old. These schools will provide full primary schooling from Class I - V in a four-year cycle. No major changes in the running of NFPE schools from Phase III are anticipated. Children will continue to use BRAC textbooks in Classes I - III and government textbooks supplemented by workbooks developed by BEP for Classes IV -V (except for mathematics; see discussion under 'Curriculum and Material Development' below).
- b) **Kishor-Kishori (KK) Schools⁸:** KK schools will cater to the target population of children who are between 11 - 14 years old. In Phase III, these schools provided older children with a basic, condensed Class I - V education in a three-year cycle. In Phase IV, BEP proposes to extend KK schools to Class IV and V in a four-year cycle, same as the NFPE schools. Full primary KK schools will use the same curriculum and books as the NFPE schools.

Justification for Expansion of KK Schools: There has been a keen demand from students and parents for BEP to expand KK schools to full primary coverage. The number of KK graduates who go on to enrol in formal school is similar to that of NFPE graduates (81% versus 94%). Whereas NFPE graduates can now enrol directly in Class VI, KK students normally get admission into any of Class III, IV or V of formal schools. Unfortunately, like NFPE graduates prior to Phase III, many KK graduates have trouble adjusting to the formal system and drop out before they complete their primary education. The major reason behind the expansion, therefore, is to give older children a chance to successfully complete their primary education in BRAC schools, and to prepare them to pursue post-primary education in the formal system. The 2002 AMR also recommended "that taking all BRAC schools to Grade V is the best option and that this should be implemented as soon as feasible". (p.12)

BEP anticipates that the KK expansion will, in most ways, mirror the NFPE expansion that took place in Phase III. BEP expects that it will face the same types of challenges (e.g., finding capable teachers and training them, adapting to government textbooks and competencies, making a difficult curriculum understandable for teachers and children, etc.), but is confident that, by learning from its experiences in Phase III, it can overcome these challenges. Work in developing teacher training, curriculum and

⁸ These schools are also known as Basic Education for Older Children or BEOC schools. Most field staff and the community, however, know them by the Bangla name; therefore, KK schools is the name BEP prefers to use.

materials for Class IV and V has already been done in Phase III for NFPE schools, and implementation strategies have already been tested and refined.

For KK schools in Phase IV, BEP foresees that some of the older students, who would have started school at the age of 14, may not want to continue for the full four-year cycle. Therefore, the number of students in the KK schools in the fourth year may drop to 24-25 instead of the 30 that all KK schools start off with.

Table 4.1.2: Key Figures for NFPE & KK Schools in Phase IV

	NFPE	KK
Age of Children	8-10	11-14
School Cycle	4-year	4-year
Classes Covered	I - (9 months) II - (9 months) III - (10 months) IV - (10 months) V - (10 months)	I - (9 months) II - (9 months) III - (10 months) IV - (10 months) V - (10 months)
Class Size	33	30 (but expected to be lower in the 4 th year)
Ratio of Girls	60-65%	60-65%
Number of Ongoing Schools in Phase IV		
Total Number of Children to be Enrolled in Phase IV		
Total Number of Children expected to Graduate in Phase IV		
Number of Children to be Enrolled in Any Given Year of Phase IV		
Anticipated Cost per Child per Year		

- c) ESP Schools: The Education Support Programme will continue to work with partner NGOs to run three-year NFPE schools and one-year pre-primary schools. (ESP and its proposed programme for Phase IV is covered separately at the end of this Component.) The curriculum and materials used in ESP will be the same as that used in NFPE schools.

Support Services for Non-Formal Primary Schools

- a) Operational Logistics: Services under this heading mainly concern school operations, including openings and closings. They include conducting the initial household surveys to see whether the necessary conditions exist in a village for opening a BEP school; finding adequate school facilities; hiring a qualified teacher from the village; ensuring the timely supply of materials and textbooks; keeping adequate records on enrolment, attendance, dropouts, and



graduates; forming school management committees; liaising with formal primary schools to avoid double enrolment; etc.

- b) Quality/Field Management: With the decentralisation initiative that took place in Phase III, much of the responsibility of ensuring quality will rest at the field level in Phase IV. Services under this heading will include monitoring schools, teachers and field staff to ensure that quality standards are being met and are constantly being improved. This will require continued feedback from the field to head office and vice versa in order to understand the needs for quality improvement in teacher training, curriculum and materials development, and school management. Phase IV will concentrate on:

- Merging the RM and QM posts so that there is only one manager in charge of both administrative and quality assurance tasks;
- Changing the field management structure to divide regions into smaller units so that they can be easily handled by one manager;
- X • Appointing one PO in each office as a 'junior quality advisor';
- Focusing on developing BTs to an acceptable standard through additional subject-based training and supplementary material;
- Implementing a new teacher supervision style that is based on the concept of 'supportive supervision', featuring lots of feedback, demonstration and shared problem solving;
- Implementing a new teacher and school grading system piloted in Phase III; and
- Appointing female supervisors and professionals whenever possible.

- c) Teacher and Staff Training: In Phase IV, BEP will continue to provide basic training to new teachers, followed by monthly refresher courses and subject-based trainings. In addition, BTs and MTs will continue to receive pedagogic and subject-based training, and field staff such as POs and TICs will receive basic staff training and operational management training. Field staff will also participate in Gender Quality Action Learning (GQAL) courses as well as team building and values and culture training. New courses will also be developed as necessary. The responsibility for coordinating these services will be in the hands of the new, enhanced Capacity Development Unit (see Component 6 for details).
- d) Curriculum and Materials Development: Although Phase III will have seen the completion of the curriculum, supplementary materials and textbooks up to Class V, BEP will continue to revise and improve these as a necessary precursor to improving the quality of education in BEP schools. Major efforts in Phase IV will be concentrated on:

- Reviewing APON materials on issues such as reproductive health, acid attacks, rape, etc., and seeing how they can be fitted into Classes IV & V;
- Reviewing curriculum and materials from Classes I - V to make them more inclusive of religious and ethnic minorities and physically and mentally handicapped persons;
- Including values education in the BRAC curriculum across all classes and subjects;
- Developing and piloting an initiative to improve English language teaching;
- Making teachers and field staff more aware of the basic competencies and how they relate to the lessons so that they have a better understanding of what students should be learning and of how to assess this learning; and
- Practising formal testing with the students so that they are familiar with the process and have the skills to cope.

Also, it is anticipated that the GOB will be instituting some changes in the primary textbooks developed by the NCTB (PMED 2002); in an effort to give its students the best chance of continuing their education successfully in the formal system, BEP will ensure that its curriculum and materials are in line with GOB requirements. BEP will also need to make a decision regarding the issue of maths primers in Classes IV & V. The GOB primers are extremely difficult for both teachers and students to understand; they do not outline the necessary steps for developing an understanding of concepts, nor do they provide practice questions covering a range of difficulty. Therefore, in Phase III, BEP developed its own concept-based primers and is using those. Studies are ongoing regarding whether or not these primers are more effective than the GOB ones and, based on the outcome of these studies, BEP will make a decision on whether to use GOB and BEP primers together in Phase IV, or whether to use GOB primers with the BEP primers as a supplement.

"BRAC's achievements in providing basic education of comparatively good quality to children who would otherwise have no access to education at all, and the need for continued quality development, including updating of the NFPE curricula and textbooks...make continued investments in human and material resources development indispensable. This warrants continued emphasis in future NFPE programmes and offers partnership opportunities to donors who have adopted support to quality basic education as one of their priorities." (Douse et al. 2002, p.18)

Number of Schools in Phase IV

In Phase IV, BRAC proposes keeping the number of ongoing schools at 34,000 (20,500 NFPE + 8,500 KK + 5,000 ESP). The reasons behind this decision include:

- Amount of available funds: The NPA II estimates that, in 2000, there were 19.01 million children between the ages of 6-14 who had either dropped out of or never enrolled in school (and were therefore eligible for non-formal primary education). (PMED 2002)

With a 35% dropout rate in formal primary schools, over six million more children will be added to the eligibility ranks every year. Considering that, over the five years of Phase III, BRAC's 34,000 non-formal primary schools will enrol 2.1 million children, the number of BRAC schools needed to meet the needs of educating 19.01 million children over the next phase would be more than nine million. The need is clearly enormous. However, donor funds are limited. Thus, the scale of the programme has been kept almost the same as Phase III, with a budget of approximately _____ million taka or US\$_____ million in Phase IV (compared to a budget of approximately 5,660.95 million taka or US\$97.6 million in Phase III). BRAC has always based the number of schools on the amount of funds available; if BRAC is unable to get the required amount of funding for Phase IV, the number of NFP schools in operation will be proportionately reduced.)

- Balancing needs: Certainly, it would make things much simpler if BRAC concentrated only on running NFP schools and nothing else. However, the needs of the country are great, and BRAC feels that it has developed certain capacities and gained experience that can also be used in other education-related sectors such as pre-primary schools, secondary schools, continuing education and adolescent development programmes. (The rationale for BRAC's involvement in all of these areas is separately articulated for each Component of this proposal.) In many ways, BRAC has a certain competitive advantage over the Government because it is smaller and less bureaucratic and can therefore develop, pilot and implement programmes much faster and more efficiently.) However, in all cases, BRAC's ultimate aim is to support the national system of education, whether it is by helping to reduce dropout rates in the formal primary school system, or by increasing retention and quality in secondary schools, or by helping graduates to retain their literacy and numeracy skills, or by encouraging adolescent girls to continue their education and develop leadership skills. It should also be noted that the bulk of funding for Phase IV (75% [MAYBE MORE IF TEACHER TRAINING AND MATERIALS DEVELOPMENT AND PRE-PRIMARY SCHOOLS ARE INCLUDED HERE?]) will be used for the main purpose of running non-formal primary schools (Component 1).
- Long-term strategy: BRAC's long-term goal is to help the GOB provide quality education; the GOB has stated in the NPA II that NGOs like BRAC have an important part to play in the quest for EFA. If, eventually, the goal is for the formal system to provide education for all children, then BRAC has to gradually plan for increasing its role as a supporter of the formal system⁹. Through the pre-primary programme, BRAC will be giving children an opportunity to successfully complete their primary education in formal schools; through the teacher training component of the PRIME and secondary school initiative, BRAC will be helping the GOB to better the quality of education it provides to the nation's students; through adolescent programmes, BRAC will be helping to cultivate a society where women's participation is valued and encouraged; through the continuing education programme, BRAC will be helping to foster a 'learning society' where literacy and education is valued, and a 'technological society' where IT skills can help rural societies keep pace with the outside world. BRAC considers

⁹ Yet, at the same time, it will need to continue providing non-formal primary education as a stop-gap measure until the GOB can fulfil its obligation to provide education for all.

that these all are important contributions towards advancing the socio-economic status of this country, and ~~hopes that donor partners will feel the same~~. To show its commitment to these goals, BRAC will be contributing ~~20~~ taka (approximately US\$11 million) towards Phase IV funding.

Fairy da

20 crore

Target Areas

In an effort to cater to the needs of BEP's target beneficiaries, BEP will, as much as possible, expand into poorer, more remote areas of the country (e.g., Chittagong Hill Tracts, Chittagong, Sylhet) and into those areas where there is a shortage of formal primary schools and where literacy rates are lower than average (e.g., the north-eastern part of the country). At no time will BEP expand into any areas where BRAC programmes do not already exist¹⁰. At the same time, BEP will slowly pull out of those areas where there is no longer a need for non-formal schools to exist, because there are enough formal primary schools to ensure access for all children (e.g., some thanas in Manikganj, parts of Khulna and Barisal). In these areas, BRAC will encourage communities to send their children to GOB schools, in many instances by opening pre-primary schools in the GOB schools. Considering that BRAC has a limited number of schools it can open, it only makes sense that these schools should be opened where the need is greatest, and where the GOB primary school infrastructure is not as well developed. In addition, BRAC's rural development programme (BDP), through its Challenging the Frontiers of Poverty Reduction (CFPR) project, has identified areas with a large population of ultra-poor households; BDP has shared this information with BEP, and BEP will make a particular effort to open schools in these areas. At the same time, BEP will try to cover more fully those unserved pockets of settlements within regions where it already works. Because BEP schools are located on a cluster basis (i.e., potential schools must be within 8-10 kilometres of a Team Office so that staff can easily reach the school for monitoring and supervision), not all areas of a region can be covered equally. BEP RMs are already working on trying to identify areas where the demand for NFP schools is not sufficient to warrant a Team Office; in these cases, the TO will be gradually closed down and re-opened in a previously unserved part of the same or another region. In this way, the number of Team Offices will remain more or less steady.

north-west

INCLUDE MAPS

Ratio of Girls to Boys

In Phase III, the ratio of girls to boys was lowered from 70:30 to a range between 70:30 and 60:40¹¹ as BEP had already enrolled a large proportion of girls in areas where BEP schools had been running for two or more cycles. In Phase IV, BEP proposes to keep the national ratio at 60:40. This ratio is a reflection of the current national situation, where the GOB is actively promoting the enrolment of girls in primary schools (and hence there are fewer un-enrolled girls eligible for non-formal schooling), and where the enrolment rate for girls and boys is almost equal (49:51). However, within BEP's working areas, there will be a difference in the ratios between the newer areas of operation, where there will be more girls eligible to enroll in BEP

¹⁰ As of August 2002, BEP was working in 380 of the 460 upazilas covered by BRAC.

¹¹ See NFPE III revised LFA, Output 1, OVI 1.

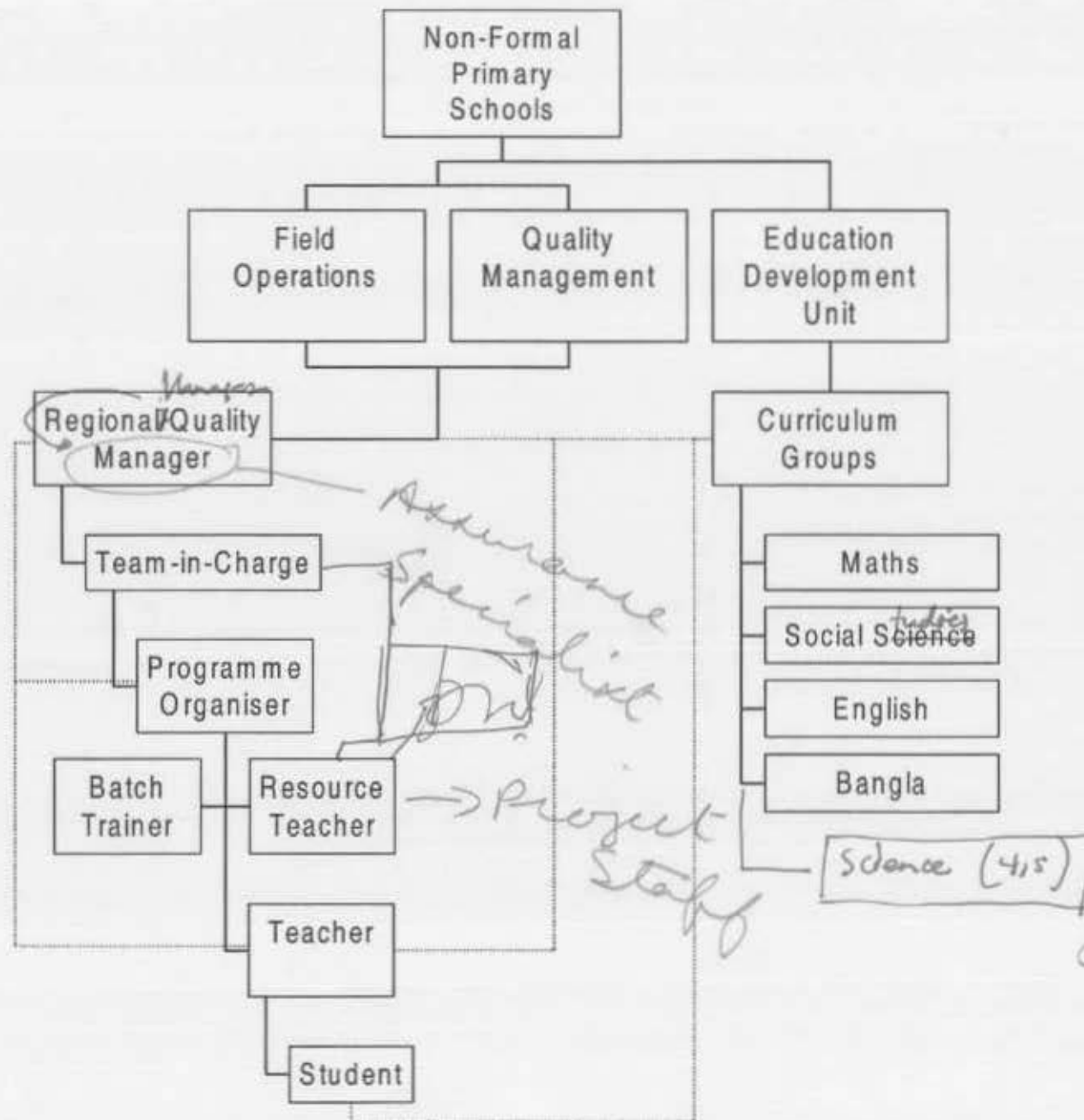
schools, and older areas of operation, where fewer girls may be available due to the completion of two or more cycles. In all instances, BEP will do its utmost to ensure that the maximum number of girls are enrolled in all of its schools, and that the ratio in individual schools does not fall below 50:50.

Fee Structure in Non-Formal Primary Schools

In Phase IV, BRAC will continue to charge NFPE school students a token fee of 5 taka per month. This token fee is more for psychological reasons than for cost-recovery reasons¹². It allows parents to show their commitment towards education for their children, and also entitles parents to be vocal about demanding quality education and to have a say in the decision-making processes of the school. In Phase III, approximately 20% of students are exempt from paying this fee on the grounds of extreme poverty. In Phase IV, however, due to BEP's policy to target poorer, more remote communities, the fee exemption rate will be more flexible and be decided upon locally, based on the ability of communities to pay. In some instances, BEP anticipates that the fees will have to be waived altogether. Allowance for an average 30% exemption rate has been kept in the budget. The KK schools will continue to be free.

¹² The 5 taka monthly fee paid by students comes nowhere near the amount needed to pay for all the textbooks, workbooks, copybooks, pencils and slates that BRAC provides the children. Note that in GOB schools, students must provide their own materials.

NON-FORMAL PRIMARY SCHOOLS ORGANOGRAM



EDUCATION SUPPORT PROGRAMME (ESP)

BRAC's ESP is an independent unit set up specifically to form partnerships for non-formal primary education with small NGOs working in Bangladesh and to develop their technical, conceptual and human skills to replicate BRAC's NFPE (three-year cycle) model successfully. Many of these small partner NGOs are able to reach segments of BRAC's target population that BEP schools cannot reach, often due to geographical remoteness and/or difficult working conditions (e.g., Chittagong Hill Tracts and coastal chars). For example, in Phase III, ESP catered to twice the number of non-Muslim students as other BEP schools (Nath 2000) and worked in 48 upazilas in which BRAC was not operational (BEP MIS). In order to avoid duplication with the BEP programme, no partner NGO is selected and no schools opened without a recommendation from the corresponding BEP office. In addition, partner NGOs pay part of their own administrative costs¹³, which makes ESP schools more cost-effective than BEP schools; the estimated cost per child per year in ESP schools is 695 takas or approximately US\$11.98 (2002 figure), compared with US\$19 for BEP schools. Partner NGOs are carefully chosen, based on a number of selection criteria, including formal make-up (registered, secular, law-abiding), financial probity, location of work, reputation, honesty, commitment, etc. They are also carefully monitored through monthly visits by ESP POs, written reports and financial statements. In terms of student achievements, in an Achievement of Basic Competencies (ABC) test administered by RED in 1999, ESP students outperformed their NFPE and BEOC counterparts (76.8% vs. 67.8% and 68.0% respectively) (Nath 2000). ESP's current course completion rate is 99% (2002), and 98.8% (2002) of ESP graduates go on to enrol in formal schools.

Lessons Learned in Phase III

- **Partner NGOs Dropped:** Since its inception in 1991, 14.4% of total partner NGOs have been dropped from the programme (this figure does not include the 39 NGOs whose schools were not re-opened due to funding shortages in 1999/2000). The major reasons for these failures have been:
 - Lack of adherence to BRAC methodology;
 - Lack of ability in school supervision/PO overload;
 - Lack of internal stability on NGO boards;
 - Lack of ability in project management and supervision; and
 - Lack of reliability in financial management.

To an extent, these dropouts were expected at the beginning of the programme since, despite stringent selection criteria, partner NGOs are autonomous bodies and it is not within BRAC's ability to control their internal management nor to perfectly predict their reliability. In the future, ESP will continue to apply the selection criteria to the best of its ability in order to ensure that donor funds are spent wisely and that ESP children are provided with the best quality of education possible.

- **PO Dropout:** Since 1992, ESP has been providing a 2,000 taka monthly subsidy to partner NGOs for PO salaries; however, due to inflation,

¹³ BRAC ESP pays 5% of the school operation cost as overhead cost for the NGO.

the real value of this subsidy has gone down and, as a result, the rate of PO dropout has increased over the years. The situation results in wastage (new POs have to be trained) and in a loss of morale and motivation on the part of the POs. Unfortunately, since the majority of partner NGOs are small, they are unable to contribute towards augmenting PO salaries. Thus, ESP has decided that, in Phase IV, the amount of PO salary subsidy will be increased to 2,500 taka a month, with the provision of a yearly increment of 100 taka.

Phase IV Strategy

In keeping with the overall goals and objectives of BRAC's education programme for Phase IV, ESP proposes to:

- a) Develop partner NGOs' skills to replicate BRAC's full-primary (Class I-V) NFPE and KK models and thereby support national efforts towards Education For All: In Phase IV, ESP will continue to finance and provide training to partner NGOs to replicate the three-year NFPE school model.
- b) Reduce dropouts in government primary schools by preparing children for primary schooling through pre-primary schools: In keeping with BRAC's objective of supporting and strengthening the national system of education, ESP will work with partner NGOs to establish pre-primary schools. These schools will help prepare children for formal schooling in an effort to reduce dropout rates in the formal system. Where possible, graduates of ESP pre-primary schools will be encouraged to enrol in the formal system; however, since many areas where ESP works are remote, there may not always be a formal school in the vicinity for children to attend.
- c) Specifically target disadvantaged segments of the population, especially those in remote areas and ethnic minorities: As mentioned earlier, many ESP schools are located in remote areas where the formal school system has not yet reached and/or where it is not efficient for BEP to set up schools. In Phase IV, ESP proposes to expand the number of schools in these areas (e.g. Chittagong Hill Tracts and Coastal Chars) and to give priority to partner NGOs who work in these areas.
- d) Promote education for girls: As in the current Phase, ESP will continue to ensure a minimum 70:30 ratio of girls to boys¹⁴.
- e) Maintain close linkages with BEP to share lessons and materials: As ESP uses the same materials as those used (and developed) by BEP programmes, it is important for the two programmes to maintain close linkages. There is already the sharing of information at field level, as ESP POs are often posted in the same offices as BEP POs; the POs work and live together. On a higher level, informal meetings between the Program Co-ordinators of BEP and ESP often take place to discuss issues of mutual concern and share ideas and lessons.

¹⁴ The girl:boy ratio in ESP remains higher than in other BEP schools due to the lower number of schools run by ESP partner NGOs; the number of ESP schools in Phase III was approximately 2,500 out of a total of 34,000.

Table 4.1.3: Key Figures for ESP Schools in Phases III and IV

	Phase III (to August 2002)	Phase IV
Number of NFPE schools	3,975 (3-year cycle)	6,000 (3-year cycle)
Number of pre-primary schools	0	1,500
Number of partner NGOs	513	650-700
Ratio of girls:boys	70:30 minimum	70:30 minimum
Percentage of female teachers	99	99
Total Number of children enrolled in Phase	167,100	360,000 (NFPE only)
Total Number of children graduated in Phase	2000 - 17,836 2001 - 30,293 2002 - 28,179 TOTAL: 76,308	Approximately 236,700 (NFPE only)
Total Number of children enrolled in any given year of Phase	1999 - 76,650 2000 - 73,350 2001 - 75,150 2002 - 89,250	
Number of schools in Chittagong Hill Tracts	165	265-365

Monitoring & Evaluation

In addition, as required by the LFA, ESP schools will be required to undergo the same monitoring and evaluation procedures as BEP schools (i.e., standardised assessment of teacher performance and standardised assessment of student achievement).

Staff Requirements (See ESP Organogram on following page.)

In consideration of the fact that ESP will be expanding its programme considerably in Phase IV, it will be necessary to hire new staff to cope with the workload. New staff requirements will be as follows:

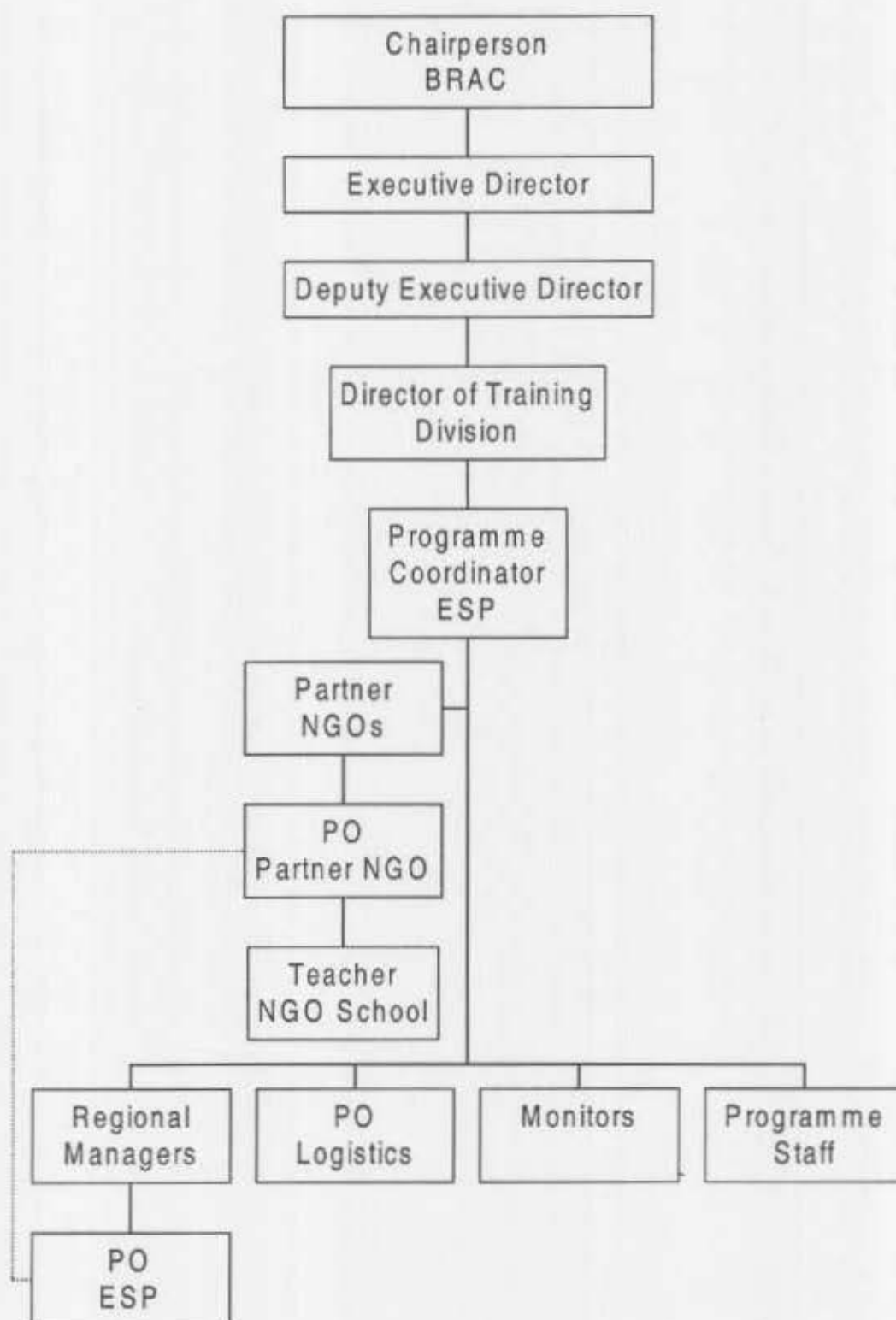
Table 4.1.4: Projected ESP Staff Requirements in Phase IV

	Phase III	Phase IV
Program Organisers	33	65-70
Monitors	0	6
Regional Managers	3	6
Statistician	0	1
Communications	0	1
Logistics	0	1
Program Coordinator	1	1

In addition to the new staffing requirements, ESP would like to provide further staff development training to its staff (10% of ESP/NGO staff should be sent for training, short courses and exposure visits) and introduce a 10-12 day accounting and management training to POs and NGO heads.

Figure ____ ?

ESP ORGANOGRAM



COMPONENT 2: PARTNERSHIP WITH THE GOB

Proposed Outcome: "The delivery of quality primary education by the formal system is facilitated."

The GOB Partnership Unit (GPU) of BEP was established in 2001, and arose out of a condition set up by the European Commission (EC) for additional funding to BEP¹⁵. Originally, although the Phase III LFA goal was formulated as "to strengthen the national education system" and its accompanying indicator as "number of joint initiatives with government and other partners increased by 2002", it was not clear how the four outputs were going to achieve this goal, and there was no concrete plan within the Phase III Proposal on what kind of joint initiatives would be undertaken with the GOB. In 2000, when expected funding from the German donor KfW did not materialise, the EC agreed to donate additional funds to cover part of the shortfall, under the condition that BRAC come up with a plan to collaborate with the GOB in the context of the formal primary school system. BEP came up with a proposal to fulfil the condition¹⁶, and this plan was eventually incorporated into the Phase III LFA as the fifth output.¹⁷ The plan consisted of a new initiative called Primary Initiatives in Mainstreaming Education or PRIME (described in detail below). However, BEP soon realised that its pilot pre-primary initiative (described in detail below) could also be an effective means of collaborating with the formal system, as could the community schools (described in detail below) that had been handed over to BRAC by the GOB. In 2001, the three initiatives were therefore consolidated under the newly formed GPU.

Community Schools

Background in Phase III: Community schools were established by the GOB under the General Education Project between 1990 and 1996 in rural areas where the density of population was very high, but where literacy rates were very low and where, for geographic reasons, many children (especially girls) were unable to attend other schools. Under this programme, local residents in each community where these schools were to be built were to form a School Management Committee (SMC), provide land for the school building, and make a deposit of 10,000 taka to the GOB. In return, the GOB bore the cost of constructing the school, providing furniture and items such as textbooks, blackboards, etc. as well as the teachers' salaries. Once the schools (3,263 of them) were built, the GOB made the SMCs responsible for handling administrative issues, maintaining discipline, ensuring security, hiring a local teacher from the community, and supervising the quality of education in the schools.

After a survey done in 1998 revealed that 194 community schools had become dysfunctional, the GOB decided to hand them over to various

¹⁵ Collaboration with the Government as an output was not part of the original Phase III LFA.

¹⁶ See BRAC's *Proposal to the European Commission for Additional Funding for BRAC NFPE Phase III Programme, June 2001-May 2004*, BRAC, 2001.

¹⁷ The purpose and goal statements of the Phase III LFA were also revised in February 2002 to reflect reality and be more logically consistent; however, unfortunately but understandably, for internal policy reasons, the DPs were only able to accept changes at the output and activity levels.

NGOs. Using their own funds, the NGOs were to make the schools functional within two years and, in return, the GOB agreed to consider providing free textbooks and paying the teachers' salaries.

Seeing the opportunity to show the GOB how non-formal methods could be successfully used in a formal setting, BRAC agreed to take over 73 community schools under this arrangement in 1999; of these, only 43 were handed over by the GOB.

The process of making these community schools functional was a challenging one for BEP. Initially, because some of the schools were located in areas where BEP did not operate and because some local community members had a vested interest in maintaining the status quo, BRAC was greeted with distrust, suspicion and anger by the communities. Using its experience in social mobilisation, BRAC was able to convince parents, community and SMC members to undertake the necessary reforms. The most crucial step in the reform process was getting communities to hire new, better qualified and motivated teachers. One of the main reasons for the failure of the schools to function originally was that teachers were often hired on the basis of nepotism rather than ability. Once new teachers were hired and trained in BRAC methodology, the community mobilised and trained to administer and manage the school, and a BRAC supervisory structure put into place, the schools began to improve. BRAC also mobilised the community to undertake some badly needed repairs to the schools and the approach roads. Of all the NGOs who were handed dysfunctional community schools by the GOB, BRAC has been the only one who has been successful thus far in making the schools functional once more.

As of August 2002, the 43 community schools are functioning well, with classes ranging from pre-primary to Class V¹⁸. The schools use the GOB curricula and textbooks (which are now being provided free by the GOB), with supplementary materials being provided by BRAC. BRAC field staff supervise the schools and provide ongoing support to the teachers; where there is no BEP office, a separate programme organiser (PO) has been hired and trained to supervise the school. All community school teachers are given the same complement of training as BEP's non-formal school teachers.

Currently, the cost of education per child per year in a community school is approximately ~~¥500 takas (about US\$11)~~, lower than in BEP NFPE schools because BRAC does not have to pay for rent of the school premise nor for the cost of textbooks. In addition, the students are charged fees. In Phase III, BEP plans to undertake a survey of socio-economic conditions within the communities to identify an appropriate fee structure for the schools.

Of the 43 schools, 27 of them are currently providing Class V. Some of these Class V students will be taking the Class V scholarship examinations in 2002; in addition, all Class V students will take final exams¹⁹ in December 2002. BRAC feels that the results will be a crucial test of the success of the schools, and of the quality of education

¹⁸ Some schools do not have sufficient enrolment of learners to provide Class V; in other schools, the highest class cohort has not yet reached Class V.

¹⁹ This test will be developed by BRAC, and will be on par with the end of primary cycle exams administered to Class V students in formal primary schools.

they provide. BEP will regard success as having been achieved if over 80% of the Class V students get an average of 40% or higher in all subjects. Once the schools begin to see the completion of one full primary cycle, as will happen in 2002, BEP will get a better sense of what adjustments need to be made on the input side in order to get a better student achievement rate.

Phase IV Strategy: BRAC has applied to the GOB to pay teachers' salaries for the community schools, as promised at the outset. As of August 2002, this request has not been granted. At the same time, the GOB has asked BRAC to take over an additional 1,000 community schools. If the GOB agrees to provide free textbooks and pay the teachers' salaries for all of the community schools, BRAC will agree to take over the additional 1,000 schools. In the event that the subvention for teachers' salaries does not materialise, BRAC will not agree to take over the additional 1,000 schools; however, BRAC will continue to run the current 43 schools in Phase IV. Having originally taken on the responsibility and invested in the schools, BRAC feels that it cannot abandon them at this stage. It should also be noted that the community schools have, to a large extent, taken over the role envisaged for the eleven BRAC Formal Schools (i.e., as an arena in which non-formal methods can be applied to formal schools), and many of the methodologies used in making them functional (e.g., community mobilisation, adequate teacher training, provision of supplementary materials, use of GOB textbook and curricula, adequate supervision) will be applied to the PRIME project.

Pre-Primary Schools

Background in Phase III: BRAC's pre-primary (PP) schools began in 1997 as a pilot project with 40 schools. The aim of the pre-primary classes is to prepare young children to enter into class I of the formal system by sparking an interest in learning and by developing the social, cognitive, language and motor skills of the students. The school cycle is one-year in duration, with each class consisting of 28-30 learners (at least 60% girls). The classes were originally held in one the village's BRAC NFPE schoolhouses. The children come to school five days a week for two hours, making more efficient use of the school building each day.

The school employs two adolescent girls from the village as teachers. Both must have graduated from BRAC schools and have further education to at least Class VII. The average age of the girls is 14. In addition to getting the opportunity to shoulder some responsibility by handing a class of five-year olds, the honorarium given to the girls helps to contribute towards their own continued education expenses.

The teachers receive three days of training prior to commencing their duties, in addition to a guidebook that includes detailed instructions of the activities the teacher is expected to carry out (e.g., the lesson distribution plan, which method to use, what materials to use, etc.). A one-day monthly refresher course focusing on the challenges faced in the classroom and how to overcome them is also provided.

The curriculum includes teaching students how to read and write the Bengali alphabet and the numbers. They also learn to read and write a

few easy words, and to count through games in small groups. In addition, they are taught about cleanliness, healthy and unhealthy environments, fresh air and safe drinking water. Their vocabulary is extended to include the seven days of the week, twelve months of the year and a wide variety of other things including birds, fruits, animals and flowers. These are taught through the use of a picture book. The teachers are also given some interesting storybooks to share with the class. Nursery rhymes are learned, and all learning is practised and reinforced through 40 different types of games. Games are played both inside and outside of the class, and physical exercise is part of the daily routine.

In 1999, the number of PP schools shot up to 1,837 and, due to community demand, 951 of these continued into 2000. In 2001, 1,434 schools were in operation. At this time, studies indicated that many of the graduates of the PP schools were not enrolling in government primary schools (GPSs) because the location of the GPSs were often too far away from the children's homes; whereas the PP school had been within close walking distance to their homes, the government schools were too far away for very young children to reach by themselves. As a result, BRAC changed the PP location policy, trying to locate as many of the schools as possible within close walking distance of the government schools. With the advent of PRIME, BRAC realised that the PP schools could be an excellent way of reducing the number of dropouts in the GPSs in Classes I and II and, at the same time, of building closer relations with formal system stakeholders at the local level. As a result, as many PP schools as possible are now being located within the GPSs or within the catchment areas of GPSs. In addition, formal agreements are being reached with the GPSs to ensure that PP graduates will be admitted into Class I of the GPSs; parents of students have been told that PP graduate children will not be admitted to any BRAC schools if there is a GPS within walking distance of the child's home. Head teachers of the GPSs are also being given orientation on the approaches and methodologies used by the PP schools. As of August 2002, 1,273 schools were in operation, with 814 of them located within PRIME upazilas, and 1,000 slated to open in September 2002²⁰.

Some of the major achievements and lessons learned in Phase III include:

- Simple and Low-Cost: One of the major aims of developing the PP school model was that it should be simple and low-cost, allowing it to be easily replicable. BEP staff studied other models in different countries, as well as approaches to early childhood education, many of which were theoretically complex and costly; however, by adapting some of the activity-based approaches and keeping learning materials simple, it was soon realised that quality pre-primary education did not necessarily have to be costly and complicated. The current PP program costs approximately US\$14 per child per year.
- Adolescent Teachers: Again, one of the reasons for keeping the model simple was so that it could be taught easily by para-professional teachers without requiring intense training

²⁰ These numbers do not include the pre-primary schools that are being funded by DGIS outside of the NFPE III Project.

courses. The adolescent girls whom BRAC has hired as part-time teachers have been doing a good job; at the same time, the jobs help the girls to become responsible, gain valuable professional experience, and earn money towards their high school education.

- Adolescent Supervisors: Originally, the PP schools were supervised by POs from the BEP team offices. It was found that, because their main responsibilities were the NFPE and KK schools, they often did not have the time to adequately monitor the PP schools. In keeping with its policy to provide part-time employment opportunities to adolescent girls where possible, BEP created the role of Kishori Supervisor-Pre-Primary (KS-PP). The main job of the KS-PP is to monitor two PP schools everyday; each KS-PP is responsible for monitoring a total of six schools. Although the KS-PPs have proved themselves to be extremely capable, one problem has been that the girls can only monitor one PP school properly in one day; the second school often gets short shrift due to shortage of time because the girls also need to attend school. BEP is in the process of trying to find a workable solution to this problem. Another lesson learned is that, of the KS-PPs, the ones who are BRAC graduates are more conscientious, probably because they are comparatively poorer and need to keep their jobs, and also because of the 'loyalty factor' to BRAC.
- Enthusiastic Parents: Throughout the pilot process, parents have been remarkably enthusiastic about the PP schools. Demand for the schools has been high, as has satisfaction with the results; in fact, the level of demand has been surprising. (given that students are charged 2000 taka per year as material costs and 10 taka per month to cover the honorarium for the teachers.) The lesson learned here has been that even poor parents are willing to pay for their children's education if they perceive that the quality of that education is worth the expenditure. change

Phase IV Strategy: The GOB has recognised the importance of early childhood care and education (ECCE) programming: "The early years of a child are crucial for the proper development of intelligence, personality and social behaviour. Therefore, attention to the health needs of the child, and appropriate social development and educational environment is of critical importance. This is particularly true for children of poor parents and those disadvantaged by disability, ethnic and minority background. Pre-school and early childhood education help establish links between home and community and formal schooling. Majority of children in Bangladesh are the first generation learners. The home and family environment of illiterate and poor parents is inadequate, in most cases, to help children prepare physically and mentally to start formal education." (PMED 2002, p.57)

Hence, the NPA II states as one of its objectives: "Institute a well organized and coordinated program of early childhood care and education for the most vulnerable and disadvantaged children, using both formal and non-formal approaches, with emphasis on family and community-based programs". (PMED 2002, p.54)

The GOB estimates that there were 11.52 million 3-5 year old children in the country in 2000 and, of these, only 1.86 million were attending some form of ECCE programme. (PMED 2002) Because an estimated 50% of the population lives below the poverty line, the GOB has targeted 50% of the ECCE target population to be served by the non-formal system, and 50% to be served by the formal system. In the formal sector, classrooms—fully equipped and with trained teachers—are to be added to GPSs. The GOB has pledged to "encourage NGOs, Civil Society Organizations (CSOs) and other community level organizations to establish feeder/satellite schools for Grades 1 and 2, including pre-school education (ECCE), and provide accommodation or support for rental and teacher's salary". (PMED 2002, p.100) In the non-formal sector, NGOs will have a vital role to play in providing ECCE programs. ECCE units will be established in both the Directorate of Primary Education (DPE) and the Directorate of Non-Formal Education (DNFE).

Clearly, this indicates that ECCE programming is a priority for the GOB, and that BRAC can play an important role in complementing the GOB's efforts through its pre-primary schools, especially since it will take some time for GOB classrooms to be built, for a curriculum and materials to be developed, for teachers to be trained, etc.

In Phase IV, BEP looks upon the PP schools as an important means of collaboration with the GOB. The tangible dividends to the formal system in the form of reduced dropouts in Classes I and III and better prepared children (with good attendance habits and a firm foundation of knowledge) will, hopefully, spur the stakeholders in the formal system to become more receptive to adapting and adopting other BRAC approaches. In addition, it is hoped that the success of the programme with parents and communities will create a grassroots demand for quality pre-primary schooling from the GOB. If these two things happen, BRAC hopes that the GOB will be open to adopting BRAC's simple, low-cost model in other parts of the country, and perhaps also to paying for building rent and teachers' salaries. The PP schools will also be a strategic means through which to enter legitimately into the government schools themselves and develop good working relationships with teachers, head teachers and school management committees, as well as with school supervisors. In following the PP school cohort through their primary schooling in the formal system, BEP hopes that it will be able to work with formal primary school stakeholders at the school and thana level in developing new and innovative approaches to increasing the quality of education in the formal system.

In Phase IV, BRAC plans to expand the number of pre-primary schools to 5,000 ongoing schools of one-year duration. As with the NFPE/KK schools, PP schools will close after one year and either be re-opened in the same community if there is a sufficient number of students to warrant it, or be opened in a new community. As indicated earlier, as many schools as possible will be located either within the GPSs themselves, or within the catchment area of a GPS. Strategically, BRAC will try to locate the PP schools in areas where BEP has been operating for a long time and where there is a good network of GPSs. These are areas where many students who fit into the non-formal criteria have already been served by two or three cycles of NFPE/KK schools; thus, the concentration in Phase IV will be in getting new cohorts of children prepared for school and feed them straight into the GPSs, thereby eliminating the need for NFPE/KK schools. Because new cycles

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of NFPE/KK schools will not be opened in these areas, there is the likelihood that the NFPE/KK teacher will be therefore be unemployed; however, in these cases, if the teacher wishes to continue her employment with BEP, she will be hired as the PP school teacher. In all other cases, BEP will continue to hire adolescent girls as teachers and supervisory staff on a part-time basis. Parents will be charged a nominal token fee to encourage them to feel a sense of ownership in their children's education.

In keeping with BEP's overall drive for increasing the quality of education, BEP has plans to pilot a redesigned curriculum for the PP schools, making it more child-friendly, and revised texts for the students. In order for this to occur, staff at head office will have to receive more training on child development and curriculum development. The redesigned curriculum will also mean that the teachers will need to receive additional training.

PRIMARY INITIATIVES IN MAINSTREAMING EDUCATION (PRIME)

NGOs and other private institutions in Bangladesh are providing basic primary education to 8.5% of the total children of school age through the non-formal system (CAMPE 2000)²¹; the remaining 91.5% should be enrolled in the formal system. If Bangladesh is to meet its Education for All targets, if all of the children of the country are to receive the quality education they are entitled to, then it is imperative that the quality of education in formal education system be improved.

BRAC has over 17 years of experience in successfully providing non-formal primary education in Bangladesh. Over these years, it has learned lessons and developed methods that it wishes to share with the formal education sector. BRAC sincerely believes that the experiences, efforts and strengths of both the formal and non-formal sector will need to be drawn upon and shared in order to bring quality education to the children of Bangladesh.

However, having worked collaboratively in other initiatives with the Government of Bangladesh, BRAC also realises that there are real challenges to be faced in undertaking this new initiative. There is the realisation that the pace of change will necessarily be slow, that plans will often be thwarted or will have to be changed, that there may be times when, no matter how hard BRAC works, targets will not be met. However, BRAC also realises from experience that the most challenging times lead to the most growth and learning.

This cautious optimism has been reflected in the way in which this new initiative has been incorporated into the revised NFPE III LFA. The output for this new component has been suggested as "Formal primary school stakeholders (local and national) are aware of BRAC's experiences and considering them in their policies and programs". Although BRAC's long-term objective for this initiative may be more ambitious, this was what the PRIME Team felt from its initial survey could be achieved within the remaining two years of Phase III.

²¹ Out of this 8.5%, BRAC is covering 6.5% of children through its NFPE and KK schools.

In the year in which this initiative was first taken up by NFPE, it has become obvious that PRIME will have to work at two different levels in order to achieve its goals. One is at the local community and school level, and the other is at the central government level. PRIME feels that both levels must be addressed in tandem in order for sustainable change to take place in the formal system.

At the local level, PRIME staff are confident that BRAC's experience can make a real difference in the communities' attitude towards primary education, and in the delivery and management of quality education in the formal schools. Extensive discussions with the relevant stakeholders have suggested that people are willing to accept BRAC's interventions. However, in order to engender change within the schools themselves and within the system as a whole, it is necessary for BRAC to obtain official permission from the central government to work with teachers, headmasters, thana education officers, etc. This requires extensive advocacy at the central government level, where change and forward-movement can often occur at a snail's pace. For these reasons, the indicators devised for the outputs in the revised LFA are relatively modest:

- At the local level, a sample 15-25% of formal primary school stakeholders covered by the PRIME initiative are using BRAC methods to improve the formal primary school system by 2004; and
- At the national level, stakeholders have expressed interest/willingness in making two policy and/or program changes to improve the formal primary school system by 2004.

ACHIEVEMENTS AND CHALLENGES IN PHASE III:

The first year of PRIME has been one of surveying the educational landscape in the formal system, of setting up the infrastructure needed to undertake planned activities, and of relationship building with various stakeholders, as well as of planning for the future. Specifically, BRAC has:

- Formed the PRIME Team in BRAC Head Office to conceptualise and guide the new initiative. This Team includes staff with extensive experience in various areas of expertise, including field operations, training, and research and evaluation. It also includes an advisor, Mrs. Kaneez Fatima, the former Director of BEP.
- Deployed 30 PRIME Upazila Managers (all with 7-10 years of field experience in BEP) in July 2001 to establish relationships with various stakeholders in the formal primary education system, to study the existing formal primary education system, and to assess demands and expectations through informal discussions with stakeholders in 54 Upazilas.
- Consulted with and maintained communication with other projects working in the government primary system, including IDEAL, ESTEEM, and CPEP.

Having completed this initial series of surveys and consultations, the process of selecting the areas in which PRIME would begin working was undertaken. It was decided to select 30 of the initial 54 upazilas

surveyed, and then to select 1 union within each of these 30 upazilas (each union contains an average of about 12 formal primary schools). The union proper was excluded because it was found that the schools in these unions are usually better than in the other unions. A combination of selection criteria for choosing the 30 unions were used, including:

- Low literacy rates, specifically low female literacy rates;
- Stakeholder interest/demand;
- Number of poor households; and
- Minimum overlap with other projects, especially ESTEEM and CPEP.

In addition, an extensive survey of all households with children from 0-14 years old was undertaken. This survey obtained information not only on the children, but also on the financial situation of the parents. The information was instrumental in the selection of geographical areas in which PRIME would work; it is also hoped that the information will be useful in the future, for example, in helping the formal system to identify dropout children, as well as in forming a baseline survey from which improvements can be measured.

Once the 30 unions in 30 upazilas were chosen, PRIME offices were hired and an average of 2-3 programme organisers in each union were hired and given orientation training. Thus, the basic infrastructure for starting PRIME's work was in place. In mid-2002, due to community demand, BRAC extended the number of unions from 1 per upazila to 3 per upazila.

Anticipating that permission will be granted by the GOB to work inside schools, the GPU has begun collecting materials already developed for BEP's NFP schools for Class IV and V using the GOB curriculum and textbooks, and for the community schools in Classes I - III using GOB curriculum and textbooks. The GPU has recently begun to test these materials in selected GPSs.

In Phase III, BRAC has also focused on building relationships with stakeholders at various levels:

1. Relationship Building at the Grassroots Level:

Target Audience: Parents, teachers, headmasters, upazila education officers (UEOs), assistant upazila education officers (AUEOs), school management committees, other stakeholders.

Objective: To create a demand to improve the quality of education at the grassroots level. The prevalent notion at the grassroots, especially among parents, is that schools are a government responsibility. They are owned by the government and the government will take care of the quality of the education their children receive. Parents rarely take an interest or a part in their children's education; usually, there is no relationship between the home and the school. The message that BRAC will try to get across is that schools are community property and a community responsibility. Parents must be responsible for ensuring that their children attend regularly and undertake their studies diligently. Parents should also be responsible for ensuring that teachers fulfil their

responsibilities. Once parents believe and understand this concept, they can demand quality education for their children. At the same time, BRAC will try to motivate other stakeholders to perform their duties and responsibilities. Already, preliminary discussions indicate that many teachers, headmasters, AUEOs and UEOs want to improve and are willing to accept help in order to do so.

What Has Been Done So Far:

- BRAC staff have held unofficial discussions with the target stakeholders at the community and school level to try and gauge the level of interest in improving the formal education system. These stakeholders have been extremely positive in wanting to improve and in working with BRAC because they are aware of the good performance of BRAC schools in their own communities. Teachers have been very forthcoming in outlining the problems that they face. Although stakeholders seem to be willing to accept BRAC interventions, they expressed some concern that accepting this intervention would be easier if BRAC obtained permission from official government education authorities before commencing their activities at the school level.
- In 2002, BRAC began organising different forums such as parents' meetings, mothers' forums, SMC meetings, etc. as part of its social mobilisation activities. Parents have already been made aware that they must ensure the provision of all educational materials for their children, and are starting to be aware of the importance of regular attendance. All tubewells in PRIME upazila primary schools have been tested for arsenic, fields have been cleaned up and boundary walls repaired. In some schools where there was a shortage of teachers, BRAC mobilised the community to raise funds to hire local teachers and to improve some of the school facilities. In addition, BRAC has used the GOB's recent Plantation Drive to plant 11,000 trees in 361 schools in an effort to build community relations. In GPSs where pre-primary schools have been opened, the head teacher has been given orientation training in BRAC approaches and methodologies. Recently, the GOB dissolved all SMCs in the primary schools, and BRAC has been trying to motivate conscientious community members to join the new SMCs. BRAC staff have also been invited to help some schools to make their annual plans and to give their opinions on selection committees for student stipends.

2. Relationship Building with Local Government Authorities:

Target Audience: UP Chairmen, district commissioners, etc.

Objective: To obtain permission to work in the formal system at the local level; to create political will at the local level to improve the formal education system.

What Has Been Done So Far:

- BRAC staff have been meeting informally with local government stakeholders, trying to gain their trust and build a good relationship which can be built upon further in the future.

- BRAC staff have met with every DC in every PRIME Upazila; more than 90% of them were positive about working with BRAC in improving the formal primary education system.
- In some areas, local authorities have visited BRAC schools to see first-hand the type of work that BRAC does and have been positive.

3. Relationship Building with the Central Government Authorities:

Target Audience: Secretary, PMED; Director General of Primary Education; Director General of NFE; etc.

Objective: To obtain official permission to work on quality improvement in the formal system; to encourage the central government to recognise the fact that the non-formal education sector has lessons to offer in quality improvement that can be applied on a large scale.

What Has Been Done So Far:

- A letter was sent to the Secretary, PMED from the Executive Director of BRAC, Mr. Mueyed Chowdhury, outlining BRAC's extensive experience in non-formal primary education and the collaborations it has already worked on successfully with the government. This letter asked the government to collaborate with BRAC in new initiatives to improve formal primary schools in Bangladesh.
- In response to BRAC's letter, the Secretary, PMED asked BRAC to prepare a more detailed concept paper outlining the type of work it wished to do with the government.
- BRAC prepared and submitted the requested concept paper. In response, the Secretary, PMED and other high level GOB officials visited some BRAC education programmes.
- Following the field visit, the government asked for a formal meeting with high-level BRAC officials to take place in March 2002. At this meeting, a twelve member committee was formed with included three people from BRAC and nine people from PMED. The committee's mandate was to submit a report within six weeks on BRAC programming and make a recommendation. The committee thus far has concentrated on the pre-primary school initiative, and submitted a favourable report.
- In June 2002, the Joint Secretary, PMED stated at a meeting that, although the committee's report was favourable, a formal decision on behalf of the GOB would have to be made at a higher level. BRAC is still awaiting a response from the PMED.
- It is anticipated that, within the life of Phase III, the government will give BRAC permission to work in the formal system; however, what shape this collaboration will take remains to be seen.

Following the extensive discussions undertaken with stakeholders and the slower-than-expected process of dialogue with the central government authority, it became clear that PRIME would have to plan its interventions based on two prospective scenarios: one where official

permission to work in the formal system would be granted by the government and one where permission would not be granted.

If permission is not granted, PRIME will aim to work outside the school by:

- Mobilizing parents and local community informally to increase attendance, reduce dropouts, improve the physical facilities of the schools and demand a better quality of education for their children;
- Establishing pre-primary classes within the catchment areas of selected primary schools to reduce dropouts in the first year of formal schooling; and
- Following up the PP school cohort of children through their formal primary schooling in the GPSs.

If permission is granted, PRIME will aim to work outside the school by undertaking those activities outlined above, and to work inside the school by:

- Providing need-based training on content and pedagogy to government primary school teachers;
- Sharing experiences and best practices with supervisory staff (head teachers, AUEOs, UEOs) and government officials at the field level;
- Continuing to dialogue with and establish good linkages and working relationships with GOB at all levels (local, district and national); and
- Increasing the functionality of Upazila Resource Centres (URCs) once an adequate structure is in place.

With the exception of the pre-primary intervention, the combination of activities in the various unions will be based on local needs and capacities.

PHASE IV STRATEGY:

"NFPE IV should continue to provide Grade I through V primary education to children of disadvantaged background through its Non Formal Schools (and through ESP), while taking all feasible action to enhance the quality and to maximise the coverage of Government Primary Schools." (Douse et al. 2002, p.52)

PRIME's Phase IV strategy is based on the key assumption that the GOB will have granted BRAC official permission to work in the formal system by the end of Phase III, and that it will support the work of local stakeholders at the school level through appropriate measures at the policy level²². One must keep in mind that collaboration implies equal interest and willingness to work on the part of both BRAC and the GOB; this means that one party by itself cannot be responsible for accomplishing the gargantuan task at hand.

The Phase IV strategy is also based on the learning that change happens faster at the local level than at the central level. Thus, the bulk of activities in Phase IV will be focused on the school and local level.

²² These measures have been outlined in the PEDP II documents.

In Phase IV, with permission, PRIME will begin working on the following broad categories:

- Teacher Training: BRAC will provide training to GPS teachers on both subject and pedagogy. To date, teachers have identified maths and English as subjects that are very difficult to teach. BRAC will use the supplementary materials and training techniques that it has already developed in the community schools (classes I-V) and the NFPE schools (classes IV-V) on government curriculum and textbooks.
- Workshops with HTs, AUEOs and UEOs: The supervisory structure in the formal system has been identified as one of its main weaknesses. Even if teachers are adequately trained, the supervisory structure is not geared to support them in their teaching. "Conceptually," says the NPA II, "an academic supervisor's basic responsibility is to 'motivate and help class teachers to improve their professional qualities' and thus professionalism. The supervisors must have full knowledge of the supervision skills, positive teaching-learning strategies, good practices in classroom management, and the subjects taught in the classes. The supervisor is expected to be a facilitator and a guide. Despite training at NAPE and under different projects of the DPE the AUEOs still seem to follow the inspection mode of supervision, which entails policing and faultfinding..." HTs are expected to provide leadership within the school, but one study found that 92% of HTs "simply follow the tradition, they have no dreams or plans for improving the condition of the school" (PSPMP 2001 in PMED 2002, p.88) Although much of this negligent attitude can be attributed to individuals, much of it can also be attributed to working within a system that does not provide support or opportunity or motivation. Certainly, the formal system is very different from the current BRAC supervisory structure; thus, BRAC does not have the intention to impose 'how things should be done' on the formal system. Rather, BRAC hopes that through dialogue, discussion and sharing of local level information (e.g., findings of local level surveys), ideas and best practices, new ways of improving supervision that take into account the distinctive characteristics of the formal system can be found.
- Continued Dialogue: BRAC plans to continue building good working relations with the GOB at local, district and national levels, and will seize every opportunity to contribute to strengthening the national system of education in the country.
- Continued Community Mobilisation: BRAC will continue to keep up its campaign to encourage communities to become more responsible for ensuring quality education, as well as for demanding it from the government.
- Follow-Up of PP Children: As indicated earlier, the GPU feels that following up the first few cohorts of PP children into their primary schooling will help BEP to enter into the GPSS and get a better feel for how the GPS system functions. In this way, BEP will be better able to adapt and refine its non-formal approaches for the formal system, and to gear its interventions to suit the needs of the formal system.

- URCs: The Upazila Resource Centres were set up by the GOB to provide pedagogic materials and equipment to teachers and to be used as sub-cluster in-service training centres. To date, only 95 URCs have been constructed, and the GOB itself recognises that "the quality of in-service education needs an in-depth review for improvement and effectiveness". (PMED 2002, p.85) In theory, these URCs would be a good base from which to conduct PRIME's interventions for teachers, head teachers and local GOB supervisory officers (Assistant Upazila Education Officer, Upazila Education Officer, etc.). However, field level surveys have indicated that, thus far, the construction of the URCs has been slow, and the process of making them functional (with adequate staff fulfilling their responsibilities) even slower. Many of the URCs are located in 'model' schools, where they take up one or two classrooms, leaving the school itself short of classroom space; thus, the GOB may also need to rethink its URC location strategy. Considering all of these factors, it is difficult for BRAC to predict when or even if an adequate URC structure will be in place; consequently, PRIME's activities with regard to the URCs are being put on hold until the URC structure is in place.

* In addition to working on the above in the 30 districts (90 upazilas) already selected, in Phase IV, BRAC plans to expand the PRIME programme to the other 24 districts originally surveyed at the start of PRIME. *

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COMPONENT 3: ADOLESCENT DEVELOPMENT PROGRAMME

Proposed Outcome: "The life, leadership and professional skills of adolescent girls are developed."

Background in Phase III²³

The Adolescent Development Programme (ADP) arose out of BRAC's Kishor-Kishori (KK) school model. Originally, many of the adolescent girls who finished their three-year basic education in the KK schools did not continue their schooling and, in an effort to help them retain their literacy, numeracy and life skills, the Continuing Education programme opened Reading Centres (RCs) for the girls. These centres not only contained reading materials, they also became a safe place where the girls could socialise, play indoor games, sing, dance, gossip—all activities that were frowned upon in their homes.

Traditionally, rural adolescent girls are often confined to the home and their mobility restricted, as it is considered that they will lose their 'purity' if they go outside of the homestead. Early marriage and pregnancy are common and are often the reason why girls do not continue their education. Figures from UNESCO reveal that about 63% of girls aged 15-19 are married, compared to only 3.7% of boys in the same age group. Data from 1996-1997 indicate that 31% of teenage women (aged 15-19) in Bangladesh were already mothers, while 5% were pregnant with their first child. (UNESCO 1998-2001) In a study conducted by RED in 1999 comparing BRAC KK graduates to illiterate adolescents, results indicated that, although KK education had allowed the adolescents to improve their economic status, it had virtually no impact on changing social patterns such as early marriage and dowry practice. (Hossain & Kalam 1999) In terms of health, studies show that approximately half of the married adolescent girls aged 15-19 are undernourished, and the maternal mortality rate among adolescent girls under 18 is three to four times higher than among older women. (UNESCO 1998-2001) Two-thirds of all reported STDs occur among persons under 25 years of age and the incidence tends to be higher among women aged 15-19 than men of the same age group. A Population Council study found that "about 60% of adolescents gave no or incorrect response with regards to RTI symptoms, 50% could not identify a single STD symptom and 64% gave no answer for failed to identify an AIDS symptom. More than 50% of adolescents could not identify the mode of transmission of STDs." (UNESCO 1998-2001)

Given these and many other factors, BRAC felt that giving the girls a respite from their daily lives through the RCs was not enough; it was imperative also for them to be further educated and given knowledge that would empower them economically and socially, help them to make informed choices, and develop their leadership potential. Thus, in Phase III, the Adolescent Peer Organised Network (APON) was conceived.

APON for Girls (APON-G): The first APON initiative entailed a steep learning curve and yielded many exciting discoveries. APON-G was conceived as an extended lifeskills course that would teach the adolescent girls the facts about many issues that are taboo in

²³ This component was not included in the original Proposal and LFA for Phase III. It began as a 'New Initiative' in Phase III and will be expanded in Phase IV as an independent component.

traditional Bangladeshi society: reproductive health, women's legal rights, dowry, oral divorce, inheritance law, sexually transmitted diseases, family planning, children's health, nutrition, physical harassment, acid attacks, conflict resolution in the home, etc. The course material, consisting of twenty books on a range of topics, and the curriculum for the five-and-a-half month course was developed in-house. Originally, it was thought that the course would be taught by the NPPE/KK teachers; however, sample studies indicated that the adolescents themselves were more interested in the topics and could retain the knowledge better than the teachers. This led to the novel idea of developing some of the brighter, more capable girls into 'peer educators', responsible for teaching the course materials to her peers and facilitating discussions. In addition, outstanding peer educators would be developed into 'adolescent leaders'.

Unfortunately, before the courses could take place, another hurdle had to be overcome: the resistance of some community members who did not want their adolescent daughters exposed to such controversial topics, especially if they were still unmarried. This resistance often made it necessary for BRAC field staff to go door-to-door, trying to convince mothers, fathers, grandmothers, mothers-in-law, etc. that the information would help rather than harm the girls. Parents' meetings, as well as BRAC's reputation in the villages, helped to demystify the course and convince most parents and guardians.

Aside from raising the girls' knowledge of important topics, the courses have boosted the confidence of many of the girls and made them more vocal in favour of women's empowerment (see the case study on Mala Khatun on page —). As well, one of the key achievements of the programme has been to change the girls' (and the communities') perceptions about early marriage; the courses have raised awareness among them that early marriage and pregnancy is neither desirable socially nor is it healthy. *

In addition to developing the girls' leadership skills and their life skills, BEP also felt that it was necessary for the girls to have some measure of economic independence, especially if it would help contribute towards the expenses for their continued education. Thus, the third dimension of livelihood training was added to APON-G. Surveys indicated that many girls wanted to be involved in non-traditional income-generating activities; BRAC therefore instituted livelihood training on journalism, photography and data entry, in addition to the traditional poultry rearing. Some of the girls trained in photography were given loans to purchase their own camera and set up their own business. Although follow-up studies indicate that some of the girls have been successful, either in running their own small business or in getting a job (for example, data entry jobs in RDP offices), BEP has found it a hard task to try and get all of the girls employment. One of the reasons is that many employers are reluctant to hire part-time workers, but the girls need to continue their studies; another reason is that, although the girls may have the necessary skills training (e.g., in data entry), it is difficult for them to get a job without the proper educational qualifications (i.e., HSC). Thus, the livelihood component of the programme has become a slower process; BEP will now use the strategy of finding guaranteed employment first, then training the girls to fill a specific need.

One very positive outcome has been that, with the expansion of the pre-primary and APON programmes, BEP has been able to hire many of the adolescent girls to work as part-time BRAC staff. With the advent of APON-G, it was found that a new field management structure was needed for adequate monitoring and supervision of the course to take place; thus, the jobs of 'Kishori Supervisor' (KS) and 'Adolescent Monitor' (AM) were invented. In the RCs, BEP encouraged adolescent girls to become librarians rather than adding to the responsibility of the NFPE/KK teachers; the RCs also needed supervising and monitoring. Thus, the posts of 'Adolescent Librarian' (AL) and 'Pathagar Supervisor'²⁴ (PS) were created. *In addition, as the pre-primary schools were going to be mainstreamed, it was decided that two adolescent girls in each classroom would be responsible for 'teaching' the children. The pre-primary schools also needed monitoring and supervising, so 'Kishori Supervisors Pre-Primary' (KS-PP) were trained. All of these positions--except the PS position--were specifically designed to be part-time so the girls could continue their studies, and remuneration is based on the girls' educational qualifications, with below SSC girls receiving 500 takas per month, SSC-passed girls receiving 600 takas per month, and HSC-passed girls receiving 1200 takas per month. BEP has also instituted a Delayed Marriage Scheme for KSs to encourage them to appear for their SSC exams before getting married. The Scheme grants 700 takas to the girls for their SSC exam fees, provided that they do not get married before the age of 18; the Scheme is only available to those girls who have their parents' consent to enrol. Thus far, none of the girls has broken their promise not to get married before the age of 18.*

ADP feels that the main achievement of the livelihood programme, aside from teaching the girls about independence and giving them the ability to pay for their continued education, has been changing the attitudes of the community towards adolescent girls. Instead of being seen as a burden to be hidden away in the house and a drain on the family's resources, they are now starting to be valued as competent, knowledgeable individuals who are capable of adding to the family's resources.

TABLE ____: Adolescent Girls Livelihood Training (to July 2002)

Training Type	Number of Girls Trained	Number of Girls Provided with Employment
Photography Training	128	96
Journalism Training	90	90
Computer Training	81	59
Poultry Training	90	52
Singer Sewing Training	22	22
Peer Educator	5,374	5,374
Adolescent Leader	344	344
Adolescent Monitor	79	79
Kishori Supervisor	856	856
Adolescent Librarian	4,753	4,753

²⁴ Unlike the other positions mentioned here, the PS position is full-time, and only HSC graduates are eligible for hiring. This decision was made consciously, as it allows BRAC graduate girls who finish their education to get a job, and it also acts as a career stepping stone for those girls interested in joining BRAC later as POs.

Please mention that from PP ADP took the idea of having 2 PP in each session

Check with project report

Progress Report

Pathagar Supervisor	156	156
Pre-Primary Teacher	2,542	2,542
Kishori Supervisor - Pre-Primary	182	182
TOTAL	14,697	14,605 (99%)

APON for Boys (APON-B): With the success of APON-G, BEP felt that it was important that boys also be given lifeskills courses to sensitize them on health and social issues; without the awareness and support of adolescent males, who will be the husbands and fathers of the future, the idea of women's empowerment and equality will never be fully accepted into society. Thus, APON-B was developed. APON-B uses the same structure and concept as APON-G, with peer education being the method of training. The course deals with many of the same issues as APON-G, including early marriage, dowry, acid throwing, HIV/AIDS, abuse, reproductive health, drug addiction, etc. Since boys mature later than girls, it was decided after field testing that the course would only be offered to BRAC graduate boys in Classes IX and X through the local high school (not at the RCs). BEP has no plans to extend the scope of APON-B to leadership or livelihood training, as it feels that males in Bangladeshi society do not need this type of support. As of July 2002, APON-B was being piloted in six regions.

APON for Married Adolescents (APON-MA): This new initiative of ADP is still at the very early stage of development. It is being developed to cater to adolescents who have been married off by their parents, but still need access to the types of information and awareness-raising presented in APON-G and APON-B. Additionally, there are components on issues such as communicating with your spouse, spousal abuse, dealing with in-laws, etc. Both spouses are required to come to the course, but the experience so far is that the boys come expecting that they will receive some kind of income-generating training and lose interest once they realize that they are mistaken. Field staff drag them back to the courses and, after a few lively discussions, they become interested in the content of the course.

Case Study: Mala Stops the Wedding

Mala Khatun, a BRAC graduate, attended the APON for Girls course during its first session. She lives with her family in a typical Bangladeshi village in Gazipur. Her father is a fisherman with four children, her mother a housewife. Before attending the APON course, Mala had dropped out of Class VIII. After attending the training, she had herself readmitted to school and is continuing her studies.

Mala has an uncle who has three daughters, but who, like most rural Bangladeshis, wants a son. Also very typically, he believed that it was his wife's fault that she could not bear him a son. One day, he decided that he would marry for the second time. His wife was very unhappy with this decision, but she had no power to stop him. Mala and her friends from the local Reading Centre decided to intervene on her aunt's behalf. They told her uncle that he should not marry again without his wife's permission, and that it is not the mother who is the

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deciding factor in a child's sex, but the father. The uncle did not listen, but the girls were persistent. Finally, they took out their APON course material and showed him the 'proof' in writing. Once he saw the printed materials, he relented and refrained from getting married again.

Phase IV Strategy

In Phase IV, the Adolescent Development Programme (ADP) proposes to continue striving towards its goals of:

- Empowering adolescent girls and developing their confidence and leadership skills;
- Giving adolescent girls the lifeskills to become responsible members of their families, their communities and their country;
- Changing traditional rural perceptions of the capabilities and value of girls;
- Providing adolescent girls with a network of peer support; and
- Encouraging adolescent girls to continue their education.

In an effort to do this, the successful components of ADP in Phase III, including APON for Girls, APON for Boys, ~~APON for Married Adolescents~~, and the Delayed Marriage Scheme will be continued and expanded in Phase IV. ^d Ideally, ADP would like to see all adolescent girls, not just a chosen few from each Reading Centre, receiving the leadership training currently provided to ALs; this post-APON leadership training would include a mechanism for the girls to practice their leadership skills, perhaps through a mentoring program for younger girls. ADP will also set up a Parent's Forum for parents and guardians of APON girls in an effort to help them understand some of the issues that the girls will be learning about; not only will this Forum help to allay some of their fears about the course, it will also make the girls' lives easier if the parents understand why, for example, early marriage is not desirable, or what to do if a girl is raped. ^{change} Additionally, BEP would like to develop ~~independent study groups and peer support groups within the RCs, where the girls can help each other with their studies and act as a network of support for each other emotionally.~~ In terms of livelihood training, this component will be scaled down to 'professional training', which will mostly involve training girls to do part-time jobs within BEP or other programmes within BRAC; if opportunities evolve for guaranteed employment with other organisations, ADP may provide training to the girls so they can take advantage of the opportunity.

Table ____: Number of Beneficiaries of AD Programmes in Phase IV
(Not including RC members or part-time ADP staff)

	Number of Adolescent Girl Beneficiaries	Number of Adolescent Boy Beneficiaries
APON for Girls	250,000	-
APON for Boys	-	50,000
APON for Married Adolescents	5,000	5,000
Delayed Marriage Scheme	2,200	

Professional Training	4,500	
Post-APON Leadership Training	140,625	
TOTAL:		

In addition, Phase IV will see a drastic rethinking of the Reading Centre (RC) concept. Originally, RCs were opened in a village after the close of a KK school so that the adolescent girls could continue practising their literacy skills and, at the same time, have a safe, non-threatening social meeting place outside of their homes. Since the RC facility was actually the BEP schoolhouse in the village, the RCs would only be open one afternoon a week when the BEP school was not in session; once the school closed after three years, the RC would necessarily also have to close, despite community protests. *After the start of the APON programme, RCs also became the site of APON training, and their running was given over to ADP from Continuing Education. — clarify
Considering the gradual change in the function of the RCs, and considering the demand from the community, ADP proposes the following changes in the RC concept for Phase IV:

- RCs should be renamed Adolescent Development Centres (ADCs) to better reflect their multiple functions and purpose; *only*
- ADCs should be housed in their own rented premises, not in the BEP schoolhouse so that they can be open for more hours per week and can be used for ADP trainings;
- ADCs should be opened where surveys indicate there is a demand among adolescent girls, not only where a KK school has closed;
- The capacity of ADC management committees (AMCs), consisting of adolescent girls and adult women in the community, should be significantly strengthened; and
- ADCs should run for as long as the community wishes instead of automatically closing down after three years, provided that the community can come up with a plan for financial sustainability after the initial three-year period²⁵.

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BRAC has declined the 2002 AMR's suggestion of incorporating activities for adolescent girls currently taking place in RCs within an expanded UL for two very important reasons:

- As previously mentioned, adolescent girls are often restricted in their mobility and cannot always travel to the UL, which may be distant from their villages. ADC's have the advantage of being village-based rather than Union-based and, therefore, are more easily accessible to females.
- Whereas ULs cater to all members of the community, ADC's will cater specifically to females. This policy is based on the belief that girls and women in rural Bangladeshi society need a place of their own, one that feels safe and non-threatening. The UL, even if has dedicated days or hours of operation for females, cannot fulfil this mandate, as it is deliberately located centrally (e.g., in a secondary school or a market area).

²⁵ BEP thinks that, if the community feels that the ADCs serve a useful purpose, they will try to find a way of sustaining the centres, perhaps recovering the operating costs of the centres through minimal user fees. In this sense, the management committee will be crucial to the survival of the ADC after BRAC pulls out, not only in running the centre, but also in mobilising the community to support the funding for the centre.

* Add new thoughts about
AL

Table ____: Number of Proposed Ongoing ADCs in Phase IV by Year

Year of Phase IV	Number of Ongoing ADCs
Year 1	8,000
Year 2	8,500
Year 3	9,000
Year 4	9,500
Year 5	10,000

As the AD programmes expand to target more beneficiaries, the ADP field management structure will also continue to be expanded and refined, and will continue to serve as a source of part-time employment for BRAC graduates.

Table ____: Number of Part-Time Adolescent Girls to be Employed by ADP in Phase IV by Position

Position	Number to be Employed
Regional Programme Officer	(RSS) 40
Pathagar Supervisor <i>Project staff</i>	397
Kishori Supervisor	1667
Adolescent Leader	20,000
Adolescent Monitor	397
Peer Educator	50,000

Regional Sector Specialist

ADP organo

COMPONENT 4: CONTINUING EDUCATION & INFORMATION TECHNOLOGY

Proposed Outcome: "Rural communities have increased access to a range of quality, financially sustainable continuing education services."

Background on BEP's Continuing Education (CE) Program

The CE program was introduced in 1995 as a measure to help BRAC graduates retain the literacy skills learned in the NFPE schools and to promote the idea of a "learning society" within rural communities. In order to meet these objectives, the two major interventions undertaken by the CEP in Phase III were Reading Centres (RCs), now taken over by the Adolescent Development Program²⁶, and the Union Libraries (Gonokendro Pathagar).

The major characteristics of Union Libraries (ULs) are as follows:

- They are located at the union level.
- Communities where the UL is located provide at least one room (400-500 square feet) free of cost.
- Communities form local committees, formed of 10 community members and 1 BRAC staff member, to organise and run the library (e.g., find a library room, mobilise subscribers, make decisions about activities in the library, etc.). Once the library is established, the committee meets formally once a month.
- Communities mobilise 200-300 subscribers to raise a minimum of 30,000 taka (approximately US\$500) before the library is opened. Over the next two years, communities must mobilise 200-300 additional subscribers in order to bring the total amount raised to 50,000 taka.
- BRAC provides a matching grant of 50,000 taka, 1,000 books and the necessary furniture. BRAC also provides the supervisory and capacity development infrastructure necessary for a period of two to three years in order to teach communities how to manage the library.
- The 100,000 taka mobilised by the community and granted by BRAC is then converted to a Trust. The communities register the Trust with the government and the interest from this money is used to pay the recurring expenses of the library, including the salary of the librarian. Thereafter, the library should be self-sustaining and managed by the community.
- The librarian is usually a local person (preferably a woman), and receives training from BRAC to learn how to operate the library.
- The library is usually open 4-6 hours per day, 6 days a week; however, the hours and days of operation are set by the committee and determined also by the amount of funds available.
- Members of the library and students are eligible to borrow one book at a time for one week.

Aside from providing reading materials such as books, newspapers and magazines, the ULs also perform several other important functions:

²⁶ Reading Centres are discussed in detail under the Adolescent Development Program portion of this Proposal.

- Hosting Community Events: Most libraries host educational, socio-cultural and sports activities in an effort to bring the community together. These include the celebrations of important days such as Mother Language Day, Independence Day, birthdays of famous people, etc.; social service functions such as blood donations and eye camps; cultural events such as music nights and drama nights; and literary events such as writing competitions.
- Linking Members to Training: CEP links library members with free skills training courses (e.g., poultry and livestock rearing and treatment) offered by various Directorates of the GOB. As of June 2002, 10,162 members had benefited from these trainings.
- Accepting In-Kind Donations: Some library committees actively encourage and accept in-kind donations (e.g., of crops after harvest or book donations) in order to raise money for library activities.
- Lending Textbooks: Since many rural secondary schools students are poor and cannot afford to buy textbooks, the ULs keep sets of textbooks. Students are allowed to borrow textbooks for an entire academic year. The library charges an annual user fee to the student, usually one-third the cost of the text; in this way, the library can make up for the cost of purchasing the textbook within three years. Borrowing preference is given to ex-BRAC graduates. In 2001, 12,385 students in 375 libraries took advantage of this scheme.
- Acting as School Libraries: Since 87% of ULs are housed in secondary school premises, the libraries set aside a specific amount of time for visits by secondary school classes. These 'library periods' are worked into the daily routines of the school, thereby promoting the habit of library usage among students.
- Catering to Children: Most libraries have set aside a corner dedicated to children; these children's corners have 100 children's books, indoor games, and a blackboard to promoting drawing and art work. Librarians are encouraged to organize storytelling sessions for young children.

Achievements in Phase III

As planned, Phase III has seen a notable expansion in the number of ULs established and the number of ULs converted into Trusts.

Table ____: Number of ULs and Trusts Established in Phase III

	Phase III Targets (to March 2002)	Phase III Achievements (to June 2002)
Number of ULs	650	650
Number of Trusts	487	479
Number of Members	260,000	288,013
Percentage of Female Members	33%	44%

In addition to the planned achievements, CEP has also piloted some important new initiatives in Phase III. These include:

- Computers in the Library: In 1999, in response to community demand, CEP started a pilot program where 10 ULs were equipped with computers. The computers were initially paid for by BRAC, with the stipulation that the library committee would eventually pay back the money for the computer from income earned through computer courses. Librarians were trained how to use the computers and how to teach others to use common software packages (Microsoft Word and Excel). The librarians then offered this service to people in the community (at the going market price, with a 35% discount for women and members of the library; special packages for children for Tk.50) during the hours when the library was closed. This allowed local people to learn computer skills and the librarian to earn extra money to supplement her income (50% of course fees was used to pay BRAC back for the cost of the computer, 25% was paid to the librarian for her teaching services and 25% was put into the library fund). In 2001, UNICEF funded 10 additional computers for ULs, mainly for use by children and adolescents. The purpose of this pilot was to introduce computers as a learning tool in the areas of lifeskills and health through the use of multimedia such as CD-ROMs. By August 2002, there were 60 libraries with computers, one with an internet connection, and 322 people (29% female; mostly children, and secondary school and college students) had been given computer training. In order to help trained members retain their computer literacy skills, computer users' clubs were formed in fifteen libraries. The main lessons learned through this pilot program are that there is a great demand in rural communities for access to computer skills and training, and that, given the facilities and the training, it is possible for poor rural people—especially children—to acquire the necessary skills to broaden their economic horizons.
- Mobile Libraries: Having recognised that many members of the ULs, especially women, were unable to come to the library for various reasons, CEP established the mobile library pilot in September 2001. These libraries involve an assistant librarian (preferably a married, female BRAC graduate) employed on a part-time basis circulating between villages on a rickshaw van with a hundred books taken from the UL. The assistant librarian also carries a list of all the books available for borrowing in the UL, and arranges to pick up and drop off books at the villages on a weekly basis. The rickshaw van and the librarian are paid for by the library fund. CEP plans to conduct a study into the effectiveness of this intervention in early 2003.
- Computer-Based Library Operation: CEP would like to computerize the circulation procedure in the sixty libraries that currently have computer facilities. This will make the procedure more efficient and will allow the libraries to keep better track of materials and their usage. This initiative is at the embryonic stage, with the in-house development of easy-to-use software currently taking place. It is anticipated that the process will be finished by the end of Phase III.

Lessons Learned in Phase III

Phase III has been a period of challenge and learning for CEP, particularly in involving all groups within the community to participate in the ULs, in developing the capacity of the communities to manage the libraries so that they can be autonomous, community-administered entities, and in remaining flexible enough in budgetary terms to allow for new innovations and initiatives.

ULs are supposed to cater to all groups within the community; however, because the majority of libraries are located within secondary school premises, the majority (70%) of library users are students. CEP has been consciously targeting this population, and has been very successful in bringing a generation of poor rural students into a culture of reading. It is a great accomplishment that a child from an illiterate background can have access to a world of books and knowledge, a world that in the past was only accessible to members of the middle and upper class. In this sense, CEP has made the socio-economic gap between rich and poor somewhat narrower. However, one of the major challenges for CEP has been in widening the net of library users beyond students and encompassing other segments of the community, especially more women. In Phase III, CEP has tried to promote wider usage of the library through the introduction of mobile libraries and IT services.

Another challenge has been in the built-in goal of making ULs self-sustaining within a period of two to three years. Unfortunately, experience in Phase III has shown that this is not always possible in such a short time period. The whole notion of a community managing an institution like a library is a new one to rural Bangladesh, and the learning curve is not limited to only overseeing basic library operations. Poor rural communities have many needs, and BRAC has tried to be responsive to these needs through initiatives like the mobile libraries and computers in the library. However, each new initiative requires that policies and systems be put in place and be monitored, and that communities take the time to learn how to manage these new initiatives. In addition, as with all public institutions within Bangladesh, local politics often encroach into library management, creating conflicts that need to be soothed by BRAC with much dialogue and negotiation, often a long, drawn-out, time-consuming process. Of course, BRAC always has the option to pull out in the specified time period and leave the ULs in the hands of the community, whether they are well prepared to take over the responsibility or not. However, considering the amount of time and money invested, and considering BRAC's responsibility to the community, CEP feels that communities need to be supported for a longer period of time.

Another lesson learned within Phase III has to do with budgetary flexibility. Communities were required to come up with 50,000 taka in subscriber fees and BRAC was to give a matching 50,000 taka in order for a Trust to be formed. However, it has become clear that this monetary constraint has inhibited some poor communities, who would most benefit from having a UL, from participating in the scheme. On the other hand, there are some communities who are capable of mobilising 100,000 taka by themselves and do not need as much financial support from BRAC. Clearly, this means that CEP must find a more flexible approach towards the issue of matching grants. In addition, there was no provision in the Phase III budget for expenses such as replacing

worn out books, getting more than one copy of books that are in high demand, sending head office staff on exposure visits/training to learn about innovative schemes and ideas used in other countries (seeing as Bangladesh has a dearth of innovative community library schemes), or implementing new initiatives such as pilot projects in an effort to better meet the needs of CEP beneficiaries (one reason why the mobile library vans had to be funded by the community).

Phase IV Strategy

Objectives: For Phase IV, CEP has identified the following program goals:

- To provide rural communities with access to printed materials, new technologies and relevant information that can help bring sustainable improvements in their socio-economic status;
- To encourage a "learning society" where all members of the community, including the illiterate population, can participate; and
- To promote the retention of literacy among all community members, including BRAC graduates, by providing them access to relevant materials.

Target Groups: A More Inclusive Approach

In Phase IV, CEP will strive to make a closer link between its programs and poverty alleviation by specifically targeting and better meeting the needs of the more disadvantaged segments of the community. These segments include:

- Women: Currently, the majority (82%) of the non-student users of the library are men. Traditional restrictions against women in rural communities prohibit many of them from moving around freely, especially if they are unaccompanied by a male relative. Consequently, their ability to benefit from the libraries is hampered. If rural women are to benefit equally from what is a community institution, then steps must be taken to ensure that they are able to participate in library activities. In addition to increasing access, CEP will also endeavour to increase the range of materials and activities in the library in an effort to make them more appealing to women. Preliminary plans include increasing the number of publications written by women writers and introducing parentcraft courses, toy libraries, etc.
- Illiterate Population: CEP firmly believes that the creation of a "learning society" cannot be accomplished at the expense of the illiterate population of the country. In fact, excluding the illiterate population would mean that anywhere from 35-63% of the community would be unable to benefit from the main function of the community library, which is to provide access to knowledge and information²⁷. However, by taking advantage of new technologies, CEP will provide interventions especially designed to cater to this segment of the community.
- Ethnic Minorities: In Phase IV, CEP will make a conscious effort to open ULs in communities with large populations of ethnic minorities (e.g., Chittagong Hill Tracts, Mymensingh, Rajshahi,

²⁷ Based on the range of estimated literacy rates in the country. See discussion on 'literacy rates' in Chapter One of this Proposal for a detailed discussion.

etc.). Of the total number of new ULs to be established in Phase IV, 10% will be set up in largely ethnic minority areas.

Interventions Planned for Phase IV: In Phase IV, CEP plans to provide continuing education services through two key types of interventions:

a) Community Learning Centres: In an effort to better reflect the spirit and function of the ULs, CEP will change their name to Community Learning Centres (CLCs). At the end of Phase III, 850 CLCs will have been set up, and 75% of these will have been converted into Trusts. Although this will have been a significant accomplishment, the percentage of existing unions covered by CLCs will only be about 13.5%. With the triple aims of establishing a critical mass of CLCs, enough to have some 'trickle down' effect, of providing a wider range of continuing education services to as many rural communities as possible, and of linking the establishment of CLCs to the secondary school initiative, CEP proposes to open 500 new CLCs in Phase IV.

- Critical Mass of CLCs: As part of the strategy to create a "learning society," it is important for communities to realise the value of investing in institutions such as libraries. Unfortunately, at the current rate of expansion, BRAC would be unable to cover every union even in the next forty years. This means that many communities will have to establish these institutions on their own initiative; however, in order to motivate and mobilise these communities, it is necessary for them to hear from other communities nearby of the benefits of having a CLC, and perhaps also to see a good example and learn from it.
- Wider Range of Services: In addition to the range of services that will be offered by CLCs with IT equipment (see "b)" below), CEP also intends to extend the range of materials and activities offered in all CLCs. This will include encouraging CLCs to provide simple and easy to read materials for neo-literates, providing interesting and relevant materials collected from other NGOs and from BRAC's other programmes (e.g., APON-type lifeskills materials, health materials, information on RDP programmes), starting up toy libraries, training librarians on storytelling skills, etc. In addition, CEP will continue to collaborate with the GOB in linking eligible CLC members with free skill training offered by various government bodies, and try also to provide trained members with information on various RDP programmes (BRAC and other NGOs) that can help them to get loans.
- Links to Secondary School Initiative: In Phase IV, BRAC intends to form links with 500 non-government secondary schools in order to convert them into 'model' secondary schools (discussed as Component 5 in this Proposal); all of these model secondary schools will need library support services. In an effort to serve two purposes at once, the new CLCs to be established in Phase IV will be located in these model secondary schools; this policy will be in keeping with the current CEP policy of locating most CLCs in a local secondary school. In the event that the number of model secondary schools is less than 500, CEP will establish the

remainder of the CLCs in schools that can be linked to the secondary school initiative at a later date.

In addition to providing access to a wide range of services on-site, the CLCs will also act as 'mother libraries' to an associated network of mobile and micro libraries. The mobile libraries, as outlined previously, will endeavour to bring library materials to members who cannot come to the libraries, including women and the physically handicapped. The micro libraries, on the other hand, will widen the catchment areas of the CLCs even further, bringing library services to rural communities that are too far away from the CLCs to be reached comfortably by rickshaw vans. These micro libraries will be located in primary school premises or in someone's home; 100 books from the CLC will be housed in the micro library, the selection to be changed every few weeks. CEP will try to organise secondary school students to play an ambassadorial role by encouraging them to set up these libraries within their own villages. Pilot micro libraries will be set up within the remainder of Phase III and evaluated before mainstreaming in Phase IV.

Lastly, a monthly news bulletin will be published and distributed to all CLCs in an effort to connect the CLCs and help them to share ideas and exchange information with each other. These bulletins can act as a forum where members can have their own writing published, and can act as literacy materials that serve an important functional purpose for the libraries.

Table ____: Projected Cumulative Number of CLCs, Ethnic Minority CLCs, Mobile and Micro Libraries in Phase IV by Year

	End of Phase III	Year 1	Year 2	Year 3	Year 4	Year 5
CLCs	850	950	1050	1150	1250	1350
Mobile Libraries	60	108	156	204	252	300
Micro Libraries	?	60	120	180	240	300
Ethnic Minority CLCs	--	27	54	81	108	135

b) Information Technology (IT) Services:

"Limon, who is only seven, already knows how to draw flags, type and how to turn on and off the computer. A class 3 student, Limon has grasped the skills within the first ten days of training. Previously, he used to watch others getting trained. Through mere observation, he has attained various skills such as how to open and close files. He was giving a demonstration of what he has learnt and the researcher was astonished to see the development, especially when he was drawing the flag of Bangladesh and colouring it using MS Word Autoshape, which is often very hard even for a fully computer literate person. On asking Limon why he has chosen to get the training, he explained that obtaining the computer training would help him to get a suitable job in the future. His passionate dream

is to own a computer one day and spend his leisure time playing games." (Chowdhury 2002, p.13)

Limon is a young computer trainee at the BRAC Bhabhanipur UL and, like children the world over, seems to have grasped computer skills faster than most adults who have been exposed to them for years. He, along with the other students receiving computer training at the ULs, is a shining example of why CEP's IT initiative is so important: giving poor rural children and adolescents access to IT and equipping them with the skills to harness its benefits will give them a headstart to a brighter future. CEP firmly believes that access to IT is an effective way to narrow the gap between rich and poor, between rural and urban, between being isolated in a poor village with very little access to the outside world and being able to participate in an increasingly technological global village. The World Bank concurs: "This new technology greatly facilitates the acquisition of knowledge, offering developing countries unprecedented opportunities to enhance educational systems...and widen the range of opportunities for business and the poor." (The World Bank in Chowdhury 2002, p.9) For this reason, CEP proposes to mainstream its computer pilot project in Phase IV.

This mainstreaming process will entail not only having computers in 50% of all CLCs by the end of Phase IV, but also expanding the types of computer services available to the community in the CLCs.

Numbers of IT-CLCs: CEP proposes that 250 of the 500 CLCs to be opened in Phase IV in the model secondary schools be equipped with computers. In addition, 50% of the 850 CLCs already in operation by the end of Phase III will also be equipped with computers, bringing the total of IT-CLCs to 675 by the end of Phase IV. Since the major constraint for IT-CLCs will be the availability of electricity, all of the new 500 CLCs will be located in schools where electricity is available and load-shedding is minimal. Most of the model secondary schools will also have a telephone line; however, in most villages the telephone lines are analog, which is not conducive to having an internet connection. CEP expects that a conversion to digital telephone lines in many villages will take place within the next 3-5 years.

Services Offered in IT-CLCs: The range of IT services offered will vary by the CLC, according to the facilities available in the local area, the demands of the local people, and the capacities of the library committees. Some of these services are either currently being piloted or will be piloted before the end of Phase III. The range of IT services offered will include:

- i) Computer Training & Materials: Computer training will be the main focus of the IT facilities, with priority and discounts given to women, children and ex-BRAC graduates. Computer users' clubs will be set up to ensure that trainees are able to retain their skills and have priority access to the facilities, which will include computer books and magazines.
- ii) CD Library: Educational software, including encyclopaedias, will be available in both Bangla and English as an interactive learning tool for children and adolescents. This will be an important educational

supplement for children, especially in the acquisition of English language skills. CEP also plans to develop CD presentations on 'best practices' for various occupational groups (e.g., poultry rearers, fish farmers, livestock owners, rice growers, etc.). These simple Bangla-language CDs will allow villagers to benefit from good practices without requiring them to be able to read. CDs on health issues, gender issues and social issues will also be available to the community at large, and will be of particular interest to women who have not had exposure to such information in the past. In addition, subject-based CDs will be available for teachers to show them how to teach a good lesson in one particular subject; subject-based CDs will also be available for students to reinforce material that is difficult for them to understand. These CDs have the potential to revolutionise the learning process, providing children and students with interactive learning that is not readily available in the classroom, improving teaching practices, taking the place of costly tuition, and allowing non-literate members of the community to take part in the learning process. Those CDs that are not available in the market will be produced in-house by CEP.

- iii) Information Bank: CEP will develop information banks for storing and disseminating information that rural populations can benefit from, but often do not have access to. For example, many rural people need access to specialised health services that are not available in their locality. They often have to rely on dubious references by their local clinics, or on a hit-and-miss process once they reach the city. However, a database of reputable specialised health clinics would help them to quickly make an informed decision. The same applies for rural students who want to go to college or university. They often do not have the information available to them nor do they know how to find the information necessary to make an informed decision about their future. A database of colleges and universities in Bangladesh, along with requirements, fee schedules and available scholarships, would be of immense benefit to the rural students.
- iv) Online Services: Where the facilities exist, CEP will offer internet connections in the IT-CLCs. For many rural people with relatives working abroad, keeping in touch via telephone is prohibitively expensive, and the mail unreliable and slow. Email is a quick and relatively inexpensive option, one that is rarely available to them in their local area. Online facilities can be used not only to surf the internet and access e-mail, they can also be used to supply farmers with up-to-date market information. For example, a pineapple farmer is currently selling his pineapples for 1 taka in the local market; however, with up-to-date market information, he would know that pineapples are selling for 10 taka a piece in Dhaka, and for 5 taka a piece in the town twenty kilometres away. He would then be able to make an informed decision about where to market his pineapples in order to realise the best profit, without losing the better part of it to

- unscrupulous middlemen. This type of information would be collected by CEP, posted on BRAC's website and updated as required; however, due to the labour-intensity of this activity, it would be necessary that the market information for only a few, prioritised commodities be made available.
- v) Promotional Activities: IT-CLCs will have the option to participate in a number of promotional activities, including IT fairs where the local people, many of whom have never seen a computer before, can be exposed to new technologies. Several existing libraries with computer facilities have already held IT fairs; these have been amazing events that have turned into full-fledged village fair with local business people setting up stalls for every conceivable item. They have also allowed the library committees, which charge for each stall, to make sizeable profits to add to their library funds. CEP also intends to hold computer workshops in the CLCs, based on local demand. In addition, some IT-CLCs will be equipped with a multimedia projector, which will allow the CLC or other village organisations to hold information events on general topics such as health, family planning, etc. for larger audiences.

The IT intervention will require that new staff be hired, and that both librarians and field staff be trained in the use of computers. Librarians will need to be hired for all new IT-CLCs, and new IT-POs, separate from the regular CLC POs, will also need to be hired. The IT-POs will be specifically in charge of monitoring and providing support for the computer facilities. In addition, a five member IT resource team will be formed at the BEP head office, and will be responsible for developing computer training modules, developing the required software and CDs, gathering information for the databases, etc. Although some members of this team will be computer professionals, others will be staff members who are currently with CEP and who know the program well. This resource team will occasionally be augmented by interns and volunteers from various computer training institutes, including BRAC University's computer science department. Training needs will be as follows:

Staff	Type of Training
All (675) librarians in IT-CLCs	-15 days residential training on computer operation -5 days refreshers after 3-4 months
68 IT-POs (1 for every 10 IT-CLCs)	-training on computer operation -training on basic hardware maintenance and repair
All CEP Area Managers	-training on computer operation
5 Person Resource Team	-training on computer operation (for non-professionals) -exposure visits

Sustainability of CLCs: Although the development of the CLCs is structured in such a way as to promote financial sustainability within two years of their inception through the Trust system, the question of administrative and management sustainability remains somewhat problematic. As indicated above, experience has suggested that the highly political nature of rural Bangladeshi communities (and, by corollary, their institutions) necessitates that BRAC remain involved in the management of the CLCs. However, this involvement can be minimized if responsibility for the day-to-day running of the library and its activities can be transferred to its management committee. Of course, the responsibility for the activities cannot be completely transferred to the community because, as BRAC introduces new activities into the CLCs, its staff and managers must continue to be trained. Thus, in Phase IV, CEP proposes a 'phasing out' in terms of activities: by strengthening the capacity of the management committees to take over responsibility for most CLC activities, BRAC can minimize its involvement. In older CLCs, two-thirds of the activities will be taken over by the community in the first two years of Phase IV. The CEP PO will continue to remain on the management committee to mediate conflicts, to guide and advise the community, and to oversee the training and management of new activities. In practical terms, this will translate into less staff time spent on the older CLCs; CEP can therefore increase the number of CLCs in operation without increasing the number of field staff and managers required to oversee the CLCs. In Phase III, one PO is responsible for an average of 5 CLCs; in Phase IV, the average will decline to 6-7 CLCs per PO²⁸.

Management, Monitoring and Evaluation: The field management of the CLCs will be integrated with the management of the new secondary school (SS) initiative (Component 5), as all of the new CLCs will be located in BRAC intervention secondary schools. (However, there will be some CLCs, opened prior to Phase IV, that will not be located in intervention secondary schools.) Each CEP Area Manager will be responsible for between 40-50 libraries. Between 25-30% of field staff will be composed of women, with a proportionate number of women managers. 93% of librarians in CEP are already women, and CEP hopes to keep that number constant in Phase IV. Considering that the range of services offered by the CLCs will increase, the librarians will have an increased workload, which, in some CLCs, the librarian will not be able to handle. In these cases, an assistant librarian may be needed; however, most Trusts will not be able to afford paying for a second full-time person. For this reason, CEP will be experimenting in Phase III with hiring adolescent girls, preferably BRAC graduates, as part-time assistant librarians where needed; therefore, the number of adolescent assistant librarians may be expanded in Phase IV.

Because the focus of the CE and SS programmes is distinctly different from that of BEP's primary school interventions, a field operations unit for CE/SS that is separate from the other components of BEP may be necessary in Phase IV. As the SS pilot and the IT initiative are still quite new, it remains to be seen how their field management needs and structure will evolve in the last two years of Phase III.

²⁸ Based on the assumption that one PO can handle the workload of either 2-3 new CLCs or 8-10 old CLCs.

In Phase IV, CEP would also like to make provisions for hiring external consultants with expertise in rural library/community centre/IT management to evaluate and guide the programme's development. In addition, research studies should be conducted by RED to ascertain the impact of the programme on communities and individuals.

(E (map))

COMPONENT 5: SECONDARY SCHOOLS

Proposed Outcome: "Non-government secondary schools are better managed and have improved capacity to deliver quality education."

The State of Secondary Education in Bangladesh

Secondary schooling in Bangladesh covers five academic years, from Class VI to Class X, and terminates with a public examination called the Secondary School Certificate (SSC). Secondary schooling is not compulsory and, to a large extent, the GOB has conceded the responsibility for it to local communities. Of the 15,293 secondary schools in the country, only 3% are managed and financed by the GOB under the aegis of the Directorate of Secondary and Higher Secondary Education (DSHE); the rest are owned and managed by local communities, with the GOB paying 80% of the teachers' salaries and giving block grants for school construction and maintenance costs. These community-run schools, referred to as 'non-government' secondary schools, are responsible for catering to 96% of the students enrolled in secondary schools, a responsibility that many local communities have neither the expertise nor the financial resources to handle adequately.

The Secondary School sector has seen a number of positive developments in the recent past. Enrolments have increased rapidly, from 2.99 million in 1990 to 5.5 million in 1997, an increase of 84%. Girls' enrolment in particular increased from less than one million in 1990 to 2.58 million in 1997. Girls' enrolment as a percentage of the total also increased within the same period, from 33% to 47%; the rate of increase in rural areas (110%) was two and half times higher than that in urban areas (45%). (BANBEIS 1998) This phenomenon can be largely attributed to the Female Secondary Education Stipend programme (FSSP), introduced by the GOB²⁹ in 1994. In addition to waiving school tuition fees, this programme provides a monthly scholarship to each girl in classes VI to X in all rural secondary schools in the country³⁰. The number of secondary schools in the country also increased by 15% from 1990 to 1997; however, only 22 of the 1,424 new schools were opened by the GOB. (BANBEIS 1998) The number of secondary school teachers also increased, by 32% in the period between 1990 and 1997. However, as of 1997, female teachers represented only 15% of all secondary school teachers. The proportion of female teachers was higher in government schools (39% in 1997) than in non-government schools (13%); this can be explained by the better availability of female teachers in the urban and semi-urban areas where most government schools are located, and by the better service conditions that they provide. However, efforts are currently underway to increase the proportion of female teachers in non-government schools³¹.

Despite these positive developments, the secondary school sector is still confronted with some enormous challenges, including:

Access: Only 33% of the eligible population of nineteen million 11-15 year olds enrol in the secondary school system. This is much lower than the South Asian average of 43%; the corresponding figure for Sri Lanka is 75%, for Thailand 60%, and for Korea 98%. (BANBEIS 1997; Haq

²⁹ In conjunction with several development partners, including USAID, NORAD, IDA, and ADB, under various projects.

³⁰ On August 1, 2002, the programme was extended to the Higher Secondary (HSC) level covering classes XI and XII.

³¹ PROMOTE intends to recruit 3,200 female secondary school teachers from 1999-2003.

1998) Within rural Bangladesh, part of the problem is that secondary schools are thinly spread; as a result, many students, especially girls, do not enrol as they often need to travel long distances to reach the nearest secondary school. The private cost of secondary schooling is also a significant barrier for many students. The private annual expenditure for each student in secondary school is approximately 4,745 taka per year, whereas the government expenditure is only 698 taka per year in non-government schools and 2,841 taka in government schools. (Haque 1997) In a tracer study of BRAC graduates who had enrolled in and subsequently dropped out of secondary school, 42% indicated they had done so due to "economic crisis". (Khan 2002)

Teacher Education: Available statistics suggest that only one-third of non-government school teachers receive institutional training, while the corresponding figure for government schools is 73%. (BANBEIS 1997) It is not surprising, therefore, that the general quality of teachers in most non-government schools falls short of expectations. Teaching in non-government schools is not considered to be a desirable career, as most teachers are poorly paid and the service conditions are far from adequate, even as compared to primary schools. These factors contribute to the poor motivation exhibited by many teachers.

Teacher training facilities are also inadequate. There are ten public sector Teachers' Training Colleges (TTCs) in the country, which, together, have a capacity of 6,800 students per year. A current review suggest that the duration of courses (i.e., a one-year B.Ed. course) is too short and the curriculum is ill-equipped to impart new teaching techniques, make teaching interesting, and improve comprehension. The course does not provide prospective teachers with sufficient knowledge, skills and attitudes for teaching in secondary schools. (Franco et al. 1997)

Classroom and equipment conditions in the TTCs are not encouraging either. The class size often ranges from 150-350 students both for lecture and laboratory classes. The lecture is the common method of teaching and other methods such as discussion, brainstorming and problem-solving are seldom used. Instruments and equipment are inadequate and most are in a state of disrepair. With the exception of Dhaka TTC, all other TTCs are short of instructors. (Franco et al. 1997) Rough estimates would suggest that, with the existing teachers' training facilities in the country, it would take at least ten to twelve years to train all the untrained teachers in secondary schools. Institutionalised in-service training is almost non-existent. No budgets are earmarked for in-service training, and the approval process for releasing funds is time-consuming and overly bureaucratic. As a result, TTCs are reluctant to organise in-service courses.

The training for Head Teachers (HTs) is also inadequate. Only the National Academy for Educational Management (NAEM) is able to provide educational management training to HTs. In the past fifteen years, NAEM provided Educational Administration and Management (EAM) training to only 23% of the country's HTs. (Islam 1997)

Teaching-Learning Methods: Poor teacher training and poor examples set at the TTCs has given rise to poor teaching in the schools. Teaching methods are lecture oriented; group work, hands-on activities and discussion are seldom practised, even in relatively good schools. Most

schools do not have the necessary equipment (e.g., audio-visual equipment, science lab equipment) or teaching aids (e.g., maps/globe). The class size is usually 50-60 students, too large even for effective lecturing. (BANBEIS 1997) Rote memorisation is the sole method of learning.

Curriculum: The secondary school curriculum was revised in 1997; learning outcomes have been more rigorously specified and many new elements have been added. For example, the method of the English curriculum has been changed from 'translation' to 'communication'. As most non-government school teachers do not have adequate English language skills, they find the new English textbooks very difficult. The new maths curriculum includes additional topics; some topics previously introduced in the higher grades are now being introduced earlier. Concepts in textbooks are inadequately explained, examples are meagre and in some cases, lesson continuity does not exist. (Franco et al. 1997) Emphasis is given to the acquisition of knowledge rather than to comprehension. Scant attention is paid to developing and applying skills and even less is paid to analysis and synthesis. The relevance of the curriculum in terms of the 'world of work' is extremely poor if not non-existent. (Eusuf 1997) The learning process is exam oriented, theoretical and geared towards rote memorisation. (Islam 1997) One common observation that a group of HTs and subject teachers expressed in a discussion meeting with BRAC was that knowledgeable and resourceful teachers are needed to handle the new curriculum. They also expressed the view that most existing teachers need to be re-trained to adequately teach the new curriculum.

Libraries: Libraries, which play a vital role in learner development, are inaccessible to most students in secondary schools. Only 20% of secondary schools have a separate room for the library (Eusuf 1997); most schools do not have a librarian, nor do they issue books to students. Students who come from a home environment without books—that is, most rural students—suffer the most. They usually do not have access to printed materials other than textbooks; as a result, their knowledge base is limited to texts and their exposure to the rest of the world is low.

Student Evaluation: The current evaluation system is insensitive to learning. The practice of systematic, ongoing evaluation is almost non-existent, and promotions more or less automatic. Malpractice, particularly in the public examination (i.e., SSC) is rife, which diminishes the credibility of the system. According to a World Bank document, the current examinations system "tests the wrong skills" and is biased towards memorisation of factual material rather than encouraging the development of cognitive skills. (World Bank 1999) As a result, most SSC graduates do not gain the required competencies.

Wastage: Wastage is high at the secondary level. The current dropout rate is 47% and the pass rate in the SSC examination is approximately 50%. (BANBEIS 1998) Of those who pass, only 19% obtain a mark of more than 60%. Available statistics suggest that, of those who enrol in the primary system, only 8.3% manage to complete secondary school. (Haq 1998) Another study points out that, due to the internal inefficiency of the system, it takes 12.6 academic years to complete the 10 year cycle and produce a secondary school graduate. (World Bank 1996) The financial wastage is also serious. Estimates show that, for each taka

spent in primary and secondary education, another 1.32 taka is wasted; the wastage is higher in government secondary schools than in non-government secondary schools.

Why BRAC? A Rationale for Working in Secondary Schools

Over the last 17 years, BRAC has provided quality non-formal primary education to over 2 million children. Through this intervention, BRAC has increased the ability of these children to improve their socio-economic status, and has contributed to the GOB's efforts to attain Education For All. However, in realistic terms, a nation of primary-schooled adults is not the best precursor to human development and economic prosperity. This is one reason why BRAC encourages its NFPE graduates to continue their education in the secondary system; at present, nearly 91% of BRAC NFPE and KK graduates go on to enrol in secondary school, often at great cost and sacrifice to their families. However, the current system of secondary education, particularly in rural areas, seems stacked against their ultimate success, and poor quality is the culprit. Poor quality of teaching means that a significant number of students will drop out because they do not understand what is being taught; poor quality of teaching means that many students will not be able to pass their SSC examinations; poor quality of teaching means that those who do pass will probably not have the skills necessary to participate effectively in the world of work.

The reality is that the education system in Bangladesh is a two-tiered system: one for the rich and one for the poor. Rich parents, whether urban or rural, understand the importance of quality education and will pay to send their children to expensive English-medium schools in urban centres. Poor parents do not have that luxury. For their children, it is a triumph in and of itself to be able to continue their education to the secondary level; quality is not an option. The result of this state of affairs is that the rich send their English-medium schooled children abroad for further education, and few ever return to contribute to the development of their home country. On the other hand, the rural poor, even after completing their secondary education, are left without the skills necessary to participate in an increasingly competitive, globalised economy; the result is a high level of rural unemployment and poverty that is, unfortunately, giving rise to violent and criminal behaviour, especially among youth. Another consequence is that Bangladesh is increasingly facing a crisis of leadership, with a scarcity of well educated, well qualified people to lead and govern the nation into development and prosperity.

Providing quality secondary education to the rural poor, especially girls, is, therefore, a necessity. The Asian Development Bank states, "Secondary education is at a critical stage. Previously, secondary education was highly restricted and designed to prepare a few elite people for top government and private industry jobs. The growing local economy in Bangladesh and linkages with the global economy have created demand for a productive workforce that is prepared for local production and commercial markets. Further, secondary education of girls will increase their chances to obtain paid employment, higher earnings, greater agricultural productivity, improved family health, and qualification for higher education." (ADB 1999)

Unfortunately, as highlighted above, the GOB has, to a large extent, abdicated this responsibility to communities who have neither the resources nor the know-how to effectively improve their local secondary schools. Parents who have never been exposed to quality secondary schooling cannot be expected to know its face; SMC members who have never seen a well-managed school cannot know that there is something wrong with the status quo; teachers who have never been trained in good teaching methodology cannot magically know how to teach well.

Although the GOB, NGOs and DPs can be lauded for focusing their efforts on improving quality the education sector, most of their resources to date have been directed towards the primary subsector. In order to strengthen the national education system, in order to spur development in Bangladesh, in order to realise the best returns from investments made in primary schooling, BRAC feels that it is important to begin addressing the issue of quality in secondary education. Because of its size and reach across the country, because of its experience working with poor rural communities, and because of its experience developing successful models of education, BRAC feels that it has the necessary capacity to work efficiently and successfully in this field. Through its secondary school intervention, BRAC hopes to accomplish two things: to improve the quality of secondary schooling in a selected number of communities and, at the same time, to develop a model of quality secondary schooling that can function as an example for other rural communities to aspire to and emulate.

"Anywhere else in the world, the notion of a non-government body with an outstanding track record in non-formal primary education presuming or being permitted to help upgrade the general secondary educational capacity would be risible. In present-day Bangladesh it makes good sense." (Douse et al. 2002, p.41)

The Secondary School Pilot in Phase III³²

Developing A Model for Secondary Schools: In Phase III, BRAC started its involvement in secondary schools through a pilot project. Recognising that many of the problems in the secondary school system are beyond the scope of BRAC's ability and resources to ameliorate, BEP decided to concentrate on those areas where BRAC could make the most important contributions and those areas where BRAC felt it had the capacity to work. A survey of the current situation in secondary schools indicated that the GOB is taking responsibility for improving the curriculum and textbooks in the secondary system, as well as for improving the public examination system; however, the responsibility for implementing the teaching has been left to the communities. The implementation process (i.e., what happens inside the schools) is the most vital step in the cycle, and this is also where communities need the most help. It is also where BRAC felt that it could best contribute.

By studying the existing problems within secondary schools and by tapping into its experiences with non-formal primary education at both the school and community level, BEP has developed a preliminary model

³² This initiative was paid for by BRAC in Phase III.

for strengthening the capacity of secondary schools to deliver quality education. This model involves three basic elements:

- Teachers should be given the opportunity to strengthen their knowledge and teaching skills. This is based on the assumption that most existing teachers can become better teachers if given effective training.
- Clear-cut teacher recruitment policies need to be developed and rigorously followed. This will ensure that, in the future, teachers are adequately qualified and capable of performing their tasks.
- An environment that facilitates and values good teaching and learning needs to be created within schools. This will ensure that teachers get the level of support needed to use their skills to the best of their ability. It will also ensure that the physical environment of the school is conducive to good teaching and good learning.

The end result of putting the model into practice should be schools where the dropout rate is reduced because adequate teaching is taking place within the classroom (and therefore bypassing the need for students to purchase costly extra tuition), where the examination fail rate is significantly reduced, and, ultimately, where students can get a quality education that will stand them in good stead in the future.

Of course, this is a vastly simplified model of an enormously complex situation with many variables, but it sets out a preliminary framework from which BRAC can begin its work in the secondary sector.

To that end, beginning in 2001, the Secondary School (SS) pilot initiative undertook the following activities:

- Needs Assessment: BRAC conducted a field survey of over 40 schools and held workshops with stakeholders, including headmasters, SMC members, teachers and students to identify the problems in the implementation process. During this assessment, the major problems identified included:
 - Both students and teachers did not comprehend many of the topics in the newly revised curriculum;
 - Mathematics and English are the hardest to understand;
 - School management training is needed for effective supervision of schools; and
 - School facilities need improvement for effective teaching (e.g., science laboratories).
- Pilot School Selection: 22 non-government secondary schools³³ were selected to become partners in the pilot project. The criteria for selection included:
 - Located in Gazipur, Manikganj or Kawalipara districts (close to the Dhaka head office);
 - Contain a Union Library on the premises (so students can have access to supplementary reading materials); and
 - Contain a good number of NFPE and KK graduates.

³³ Only non-government secondary schools were selected because statistics show that the government schools are well equipped and the teachers well trained in comparison to non-government secondary schools.

- Materials Development & Teacher Training: Before developing teacher training materials for maths and English, BRAC consulted experts (e.g., secondary and tertiary level teachers, professors and directors) in the two fields. These 'Resource Persons' helped in both developing the materials and in facilitating some of the training sessions. In addition, core groups were formed within BRAC head office, incorporating staff who have masters degrees in the subjects. Separate training packages were developed for junior secondary (classes VI to VIII) and senior secondary (classes IX to X) because it was found that those teachers with less knowledge and experience were usually assigned to teach junior secondary, while those with more knowledge and experience were assigned to teach senior secondary. The training packages concentrated on helping teachers learn the contents of the curriculum which they themselves had trouble understanding, as well as giving them as many different methods as possible of teaching the contents to the students. The training courses were divided into two sessions with a month in between, so that teachers could begin to put some of their training into practice in the classroom. As of July 2002, maths training had begun, while English training was still in the materials development process. English training will use materials on the communicative methods of teaching developed by the experts of the English Language Teacher Improvement Project (ELTIP).
- Management Workshops: A workshop on management issues was held for Chairs and Vice-Chairs of SMCs, and another for parents and community members.
- Permission from GOB: BRAC has recently received permission from the Ministry of Education for BRAC to conduct workshops for head teachers and SMC members, and subject-based training for teachers.
- Developing Field Management Structure: In order to manage the pilot at the field level, a preliminary field management structure has been put in place. This structure follows the same basic format as the highly successful NFPE field management structure (i.e., a core group of subject-based material developers and trainers at head office and programme organisers based at the regional BEP offices to monitor and evaluate the programme at the field level).

Major challenges faced during the pilot phase of this new initiative included:

- In the past, BEP has been accustomed to running its own schools; however, with this initiative, BEP has had to learn to operate under a system that has its own administrative structure. The process of consensus-building and shared decision-making has been a very good learning experience.
- The SSP team at head office had no previous experience working in secondary schools; therefore, 'learning by doing' was the only way forward. The team drew upon its own experiences from secondary school, as well as the experiences of between 400-500 secondary school teachers, in developing intervention strategies.
- In consulting the expert 'Resource Persons', the SSP team was able to engage the experiences and good practices of some of the premier secondary schools in the country (e.g., St. Joseph's, Agrani Girls' School and College, etc.). BEP will continue to build relations

with these institutions and to encourage the sharing of best practices among these schools and the pilot schools.

Phase IV Strategy

"BRAC should continue to take steps to smooth the transition of graduates from BRAC schools into High Schools and should, with GOB cooperation, pilot various methods of helping upgrade those schools by means of, for instance, parental understanding and support, teacher upgrading, curriculum materials and the use of Teachers Assistants." (Douse et al. 2002, p.44)

By the end of Phase III, BRAC will have completed the preparatory work necessary in order to begin mainstreaming the secondary school pilot project. Mainstreaming will involve undertaking the following broad activities:

- **Developing Model Schools:** Unfortunately, it is not possible for BRAC to cover all of the non-government secondary schools within the country through this initiative; therefore, BEP will select 500 existing non-government secondary schools (15-20 schools from each of 25-30 districts) within the country to develop into 'model' schools. Each model school will not only function as an intervention school, it will also function as an example to other non-government secondary schools within the district. BRAC will encourage the 'trickle-down' effect from these model schools as much as possible.
- **Training Teachers:** BEP will provide intensive foundation courses of one to three-months duration (depending on the subject) to teachers of English, maths, chemistry, biology and physics. In addition, further in-service modular courses will be offered, concentrating on helping the teachers to understand and teach the concepts in the current secondary school textbooks.

Table ____: Numbers of Teachers to be Trained in Phase IV by Subject

Subject	Number of Teachers to be Trained
English	2,500 (5 per school)
Maths	2,500 (5 per school)
Science	2,000 (4 per school)
Total	7,000

- **Conducting Management Workshops:** Short-duration management orientations and trainings will be offered to head teachers, assistant head teachers and SMC members of the model schools.

Table ____: Number of SMC Members, HT and AHTs to be Trained in Phase IV

	Number to be Trained
SMC Members	1,500 (3 per school)
Head Teachers	500 (1 per school)
Assistant Head	500 (1 per school)

Teachers	
Total	2,500

- Developing Materials: Materials for teacher training and management workshops will be developed by a team at head office. Materials will include multimedia/video-based materials for teachers on 'best practices' for different subjects and language lab-based materials for English.
- Developing Trainers: Between 40-50 fresh university graduates (with master's degrees in the relevant subjects) will be developed as subject-trainers and materials developers.
- Undertaking Support Activities: BEP will ensure that substitute teachers are provided where needed. BEP will also, through the continuing education programme, ensure that library facilities are available in all model schools. Fifty percent of these libraries will be equipped with computer access and, where possible, internet access. In addition, depending on the need of the school, BEP will provide support for improving science and language laboratories, as well as selected equipment for classroom and co-curricular activities. Also, in keeping with BEP's theme of promoting good citizenship, all training courses will contain a component on values education.

Monitoring and Evaluation: The follow-up and classroom monitoring process for the model secondary schools will be focused on improving classroom teaching and improving learner outcome. To that end, accountability at the school level will be emphasized; formal agreements will be signed with each school, stating their responsibilities in consenting to become a 'model school'. Continuous revision of the learning materials, continuous assessments of teachers' performance in the classroom, and continuous assessments of learner achievements will be key to a successful outcome. The field management structure will require personnel who have a sound knowledge of both the subjects being monitored (at the high school level) and the pedagogy involved.

In addition, BEP feels strongly that research will be crucial in understanding what parts of the model work, what needs re-thinking and revising, and what does not work. Within the first three years of Phase IV, diligent observation and action research will need to be undertaken in order to further develop the model. Some of the research questions that will need to be answered are:

- What constitutes 'effective' teacher training?
- What are the best strategies to encourage teachers to use effective teaching methods in the classroom?
- What mechanisms can communities develop to deal with 'policy' barriers (e.g., inadequate number of teachers, inadequate number of classrooms, etc.)?
- How should inherently weak teachers be dealt with? What consequences should there be for teachers who do not fulfil their responsibilities?

- How can a compromise be reached between a teacher recruitment policy that is effective yet practicable?
- How can the professional development of teachers as a body be encouraged?

As well, major research studies undertaken by bodies such as RED can aid BEP in developing dependable programme implementation strategies for the future. Key among these is the question of how long a school should be supported before responsibility for quality education can be transferred back to the community. Another is that of measuring what level of input (i.e., training, supplementary materials, facility enhancement, community support) is needed in order to achieve a certain level of output (i.e., student achievement).

Institutionalising Learning: At the same time that the work of the secondary school initiative is taking place, BRAC will begin the work of institutionalising the learning that accrues from it. This will be accomplished through the development of an Institute of Education (IoE), which will be affiliated with (and eventually become part of) BRAC University. The rationale behind starting the IoE's work at the secondary level is the relative ease with which BRAC believes teacher training courses can be accredited at the secondary level in comparison with the primary level. The IoE will begin by developing a faculty, and by translating the effective teacher training methodologies of the secondary school initiative into accredited teacher training courses for the general public. To this end, 10% of the budget of the secondary school initiative will go towards setting up the IoE.

Involving the GOB: At this stage, all indications are that the GOB is keen to see BRAC begin its teacher training programme. BRAC has been taking advantage of this enthusiasm by inviting officials from the DSHE and the National Curriculum and Textbook Board (NCTB) to the training venues and by encouraging discussion with teachers, sharing materials, asking for feedback, etc. This effort will ensure that GOB is involved in the process from the beginning and will build a rapport with key officials so that when definitive results and approaches begin to emerge from the initiative, the GOB will perhaps be more inclined to support similar initiatives on a larger scale.

COMPONENT 6: PROGRAM SUPPORT & MANAGEMENT

Proposed Outcome: "The programme is effectively supported and managed."

BEP's programme support services in Phase IV will include Management Information Systems (MIS), Monitoring, Research, Communications, and Capacity Development. These teams will provide support services to all five project components. ** New Initiatives* has also been included in this sixth component so as to allow funding for any new initiative, regardless of which component it falls under. ** A sub group may be formed for all the new initiatives.*

Management Information System (MIS)

Background in Phase III: BEP's MIS team consists of three people at head office in Dhaka. The team is responsible for storing and updating data on BEP's programmes. At the beginning of Phase III, the MIS system was maintained exclusively for the NFPE/KK schools. Regional offices send hard copies of information on all aspects of school operations and numbers of staff, which are then keyed in (sometimes by hired data entry clerks) and cross-checked. Cross-checking takes place at both the head office and regional office level to ensure that there are no errors. The information is then used to provide monthly and quarterly reports to the Programme Coordinators. A report is also generated for the NGO Affairs Bureau of the PMED. Currently, the MIS system is being updated to include information on all the various components of BEP, including continuing education, PRIME, pre-primary schools, the adolescent development programme, etc. As of August 2002, 80% of this work had been completed. In addition, MIS staff are developing specialised software for BEP using Visual Basic in a Windows format; this will result in a relational database system that will allow users to 'mix and match' the data to come up with any kind of report they need.

Phase IV Strategy: In Phase IV, the MIS team will:

- Store and continuously update data on all components of the BEP programme in an easily accessible format for users. This will include information on all Phase IV initiatives, including the secondary school project. Due to the expanded number of initiatives, BEP will hire one additional staff member. The responsibility for data will be divided on a component basis among the MIS staff members.
- Develop a LAN system within BEP head office to enable easier access for end users. Once the new software has been developed and all data inputted into the system, BEP hopes to set up a Local Area Network (LAN) within head office. This will allow authorised end users to easily access information as needed. Training will be given to the relevant staff members in using the new system.
- Decentralise data input system to regional offices. This will be the most challenging aspect of the MIS team's work in Phase IV. It will involve expanding the MIS system to 37 regional offices and, hopefully, connecting them through the internet or digital phone networks to head office. Computers will be required in each regional office; the regional managers are already receiving computer and English training. The expansion will ensure that the data input system is decentralised (i.e., data can be input at the regional level, perhaps by adolescent girls trained in data entry),

and will make information available at the regional level, so that it can be used in decision-making processes quickly.

Monitoring

Background in Phase III: BEP's monitoring team consists of two staff members in head office and 31 field monitors. Of these, 22 are for the NFPE/KK school programme, 4 are for continuing education, and 5 are for PRIME. One head office staff member is responsible for coordinating the NFPE/KK monitors, and the other for coordinating the CE and PRIME monitors. The separate monitoring unit was originally created so that biases at the field level could be circumvented and the state of the school programme could be monitored independently. These monitors were originally reportable directly to the Programme Coordinator. * change

Each monitor is responsible for between 15-20 teams (under the team offices); s/he must cover all of her/his teams once every two months. Each monitor must monitor 40 schools per month¹⁴. Every two months, the monitors are given a different pedagogical issue to monitor. Although the overall issue is the same for all monitors, they pick indicators based on the individual schools. This often makes it very difficult to compare the information. At the time the information is collected, one person from the team office is always present with the monitor to ensure the validity of the findings. The findings are then discussed at the team office level, and a report is produced within seven days and sent to the respective regional managers and to head office. Head office then inputs all the results from all monitors into a database to get a picture of the programme as a whole. Reports are produced on a bi-monthly basis and shared with the programme coordinators, the regional and quality managers, and the various units that are involved with the issue being studied.

At the moment, 7 of the 22 monitors in the school programme are participating in a pilot project to change the monitoring process. The old method focused solely on the student achievement, without taking into consideration the reasons behind the achievements. Thus, the method was not helpful in identifying the various problems that lead to low student achievement, which in turn meant that the problems could not be solved. In an effort to make the monitoring process more helpful, new tools are being developed for the monitoring team that take into account the teaching process as well as student achievement. In addition, the process of dissemination of the findings will also be changed to involve more actors, from the student to the Programme Coordinator; it is hoped that this strategy will allow ameliorative action to be taken at various levels. If successful, the new method of monitoring will be adopted by all monitors in 2003.

Phase IV Strategy: In Phase IV, the BEP monitoring team will:

- Continue to monitor the effectiveness of the programme at the field level based on the new monitoring system; and
- Upgrade the monitoring database according to the new monitoring system.

Research

¹⁴ 10,560 (31%) schools are covered each year by the 22 monitors. Therefore, each two-month study covers a 5% sample of schools.

Kabir bhai can be taken from Progress Report)

Add more on monitoring

Background in Phase III: The BEP research team was established in 2000 and consists of three staff members located at the head office. In Phase III, the team is dealing only with research for the NFPE/KK school programme. The rationale behind setting up a research team within BEP (in addition to the BRAC-wide RED) was that BEP felt the need to conduct quick, pedagogic-based action research that would feed into the continuous cycle of quality improvement. Whereas RED conducts large, often in-depth studies that help in policy-making and impact assessment, the BEP research team focuses on conducting small, focused research studies into the effectiveness of curriculum, the teaching-learning process and the internal management system in NFPE/KK schools.

The three-member team consists of two members who have extensive experience with the programme at the field level, and one member who is new to BRAC, but has some research background. The team thus far has been working on the basis of 'learning by doing', often collaborating with RED in order to enhance their research skills. As of August 2002, the team had completed eight studies.

Major studies being undertaken in Phase III include:

- A new research-based school grading project. This project will involve the participation of field staff as well, and will serve to raise their capacity in research methodology. The research will eventually lead to producing a manual and standardised tools for grading schools, which will be mainstreamed in 2003.
- An initiative on standardising the process of project piloting. This project will deal only with the piloting of pedagogic initiatives dealing with curriculum and textbooks, and will involve coming up with a standardised way of analysing the process both qualitatively and quantitatively.

Phase IV Strategy: In Phase IV, the BEP research team will:

- Conduct timely action research on pedagogic issues to improve quality of training, teaching methods, curriculum and materials, etc. for all components of BEP. This will necessitate adding to the team in order to cover the additional workload.
- Design a pilot to standardise the mainstreaming process for new initiatives. This process will ensure that pilot projects are well designed before being implemented and can be objectively evaluated as successful before mainstreaming occurs. The process will also ensure increased accountability and an increased chance of success in mainstreaming.

Communications

Background in Phase III: As of August 2002, a dedicated communications team had not been established in BEP. The work of writing progress reports has been given to two staff members, who also have additional duties. Various staff members are at different times assigned the task of acting as a liaison for donors, mission teams, etc. *(Learn Progress Report)*

Phase IV Strategy: In keeping with *the demands from different donors* ~~suggestions by the Donor-Liaison Office~~, BEP plans to establish a communications team that will be responsible for:

- Writing effective proposals and progress reports for the Project.
- Publishing various documents on the BEP programme at regular intervals.

- Developing tools (e.g., website, videos, brochures) to communicate BEP's programmes to interested audiences.

Capacity Development Unit

Background in Phase III: As a part of an overall management restructuring that took place in late 2001, a new Capacity Development Unit (CDU) was established at head office. The responsibility of the CDU is mainly to coordinate staff development activities for all head office staff (particularly for overseas training).

Phase IV Strategy: In Phase IV, the CDU will be significantly enhanced and will have a wider role to play in coordinating training activities for all the components of BEP. This will ensure that the same messages are sent in terms of cross-cutting themes across all of BEP's training programmes. The main medium of ensuring that appropriate information and materials on issues such as gender, values, religious and ethnic minorities, disabled people, etc. is disseminated will be the 'Values and Equity in Education' group. In addition, the CDU will coordinate with all unit heads to ensure that appropriate staff development activities are undertaken at regular intervals. It will also collaborate with other NGOs in collecting materials for use by BEP so that BEP's resources are not wasted on duplicating efforts. Part of the CDU's job will also be to receive and respond to requests for support from organisations in other countries that want to replicate the NFPE model. This will not involve hiring new staff, but simply making sure that a staff member with the appropriate experience and skills is chosen to help with each individual request.

In summary, in Phase IV, the CDU will:

- Plan, develop and organise staff development activities for all head office staff.
- Provide support to all other components in the area of 'Values and Equity in Education' (e.g., issues/materials on gender, ethnic/religious minorities, disabled people, etc.).
- Collaborate with other NGOs in collecting and developing materials for use by BEP.
- Coordinate BEP support for organisations/institutions wanting to replicate the NFPE model in other countries.

New Initiatives

One of BRAC's major strengths has always been its ability to respond to the needs of the people and to solve their problems through innovative ideas and solutions. To a large extent, this ability has been the main reason for BEP's success in the previous Phases. In Phase III, successful new initiatives have included APON, the secondary school pilot project, IT in continuing education, and pre-primary schools.

In Phase IV, BEP will continue to pilot unique ways of responding to the educational needs of its target population. New undertakings that are experimental in nature and require time to be properly developed, studied, assessed and redesigned will be considered as new initiatives. Depending on their success at the pilot stage, they may or may not be scaled-up.

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Some of the major new initiatives planned for Phase IV include:

- Developing a pilot project to certify BRAC's NFPE teachers in collaboration with other institutions (e.g., BRAC University, Open University, etc.). In Phase III, BEP is experimenting with providing 600 NFPE/KK teachers (hired between 1985-1994) the opportunity to earn their SSC through distance education at Open University. BRAC is paying 75% of the cost of tuition for the two-year course, which requires teachers to attend a tutorial every Friday. Because NFPE/KK teachers are hired on a temporary basis (if the school is not re-opened, the teacher will lose her job), BRAC is encouraging these teachers to earn their SSC qualifications so that they have a better chance of getting employment after leaving BRAC. Depending on the success of this initiative, BRAC may opt to follow a similar course for certifying its teachers. At the same time, there may be scope for formally certifying BEP teachers through BRAC University's proposed Institute of Education, which is not yet in operation. In Phase IV, the CDU will explore these options and come up with a viable plan.
- Developing a model for working with the GOB for achieving 100% enrolment in one upazila. The 2002 Annual Monitoring Review recommended that "some provision for the proposed major and Upazila-wide joint GOB-BRAC action-research initiatives, aimed at enabling all children satisfactorily to complete primary education, should be included in NFPE IV" (p.54). Through its recent experiences with PRIME, BEP has learned that undertaking a joint initiative with the GOB, especially one of this magnitude, will require a long preparatory process. Also, the AMR's suggestion to aim for 100% primary completion is, in BRAC's opinion, too ambitious a venture at the outset. Instead, BRAC proposes to prepare a preliminary plan to work with the government on 100% enrolment in one upazila. In Phase IV, BRAC will strive to get the GOB's agreement to collaborate on the project; if agreement is reached, the initiative will go ahead on a pilot basis. If it is successful, there may be scope to aim for a 100% completion rate.
- Continuing to experiment with approaches to 'inclusive' education in Formal Laboratory schools, as well as to collaborate with other NGOs working in this field. In Phase III, BEP collaborated with Helen Keller International (HKI) in understanding how to cater to the learning needs of physically disabled children in five of its Formal Laboratory Schools. The teachers have been trained and currently up to three physically handicapped students have been allowed to enrol in a class. The community demand for further enrolments has been strong; however BRAC's agreement with HKI has prevented the schools from enrolling more students. Once the contract with HKI has expired, BRAC hopes to enrol more students, to collaborate with other NGOs working in this field, and to train some of the teachers in its NFPE/KK schools on working with disabled children.
- Continuing to experiment with providing women with professional skills and opportunities to participate in the workforce. Although this is not a 'new initiative' per se, BEP will continue to look for opportunities to develop new initiatives in this regard throughout Phase IV.

Programme Management

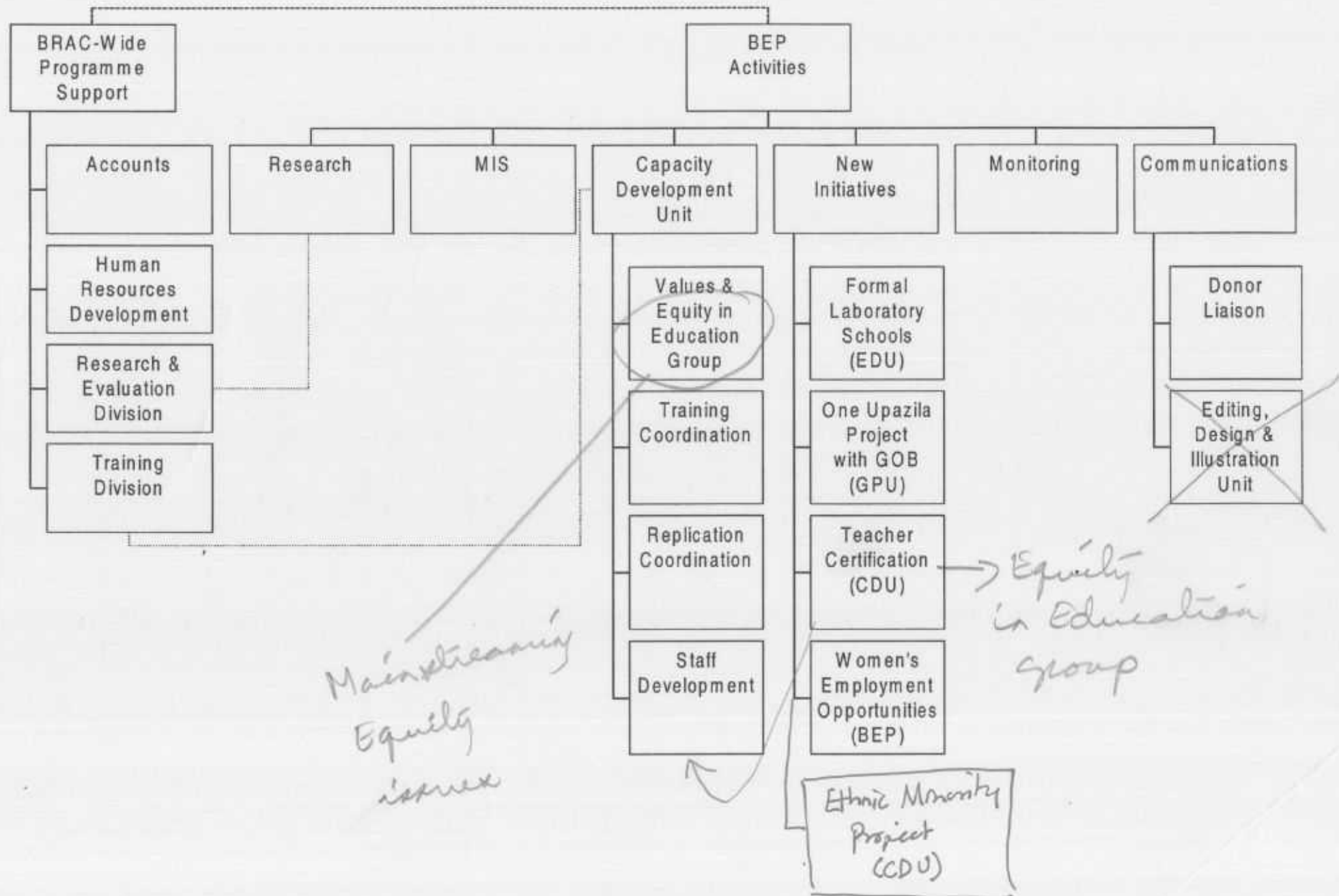
Background in Phase III: In late 2001, BEP's management structure at head office underwent a major restructuring. The staff was divided into 8 units³⁵, including the Adolescent Development Unit, the GOB Partnership Unit, the Capacity Development Unit, the Field Operations Unit, the Administration Unit, the Education Development Unit, the MIS/Monitoring/Research Unit, and the Editing, Design and Illustration Unit; each unit was assigned a unit manager who is in charge of coordinating and supervising the activities of the unit, and is reportable to the Programme Coordinator. The restructuring has been very successful and has decentralised many everyday tasks to the unit managers, leaving the Programme Coordinator free to concentrate on higher-level management tasks.

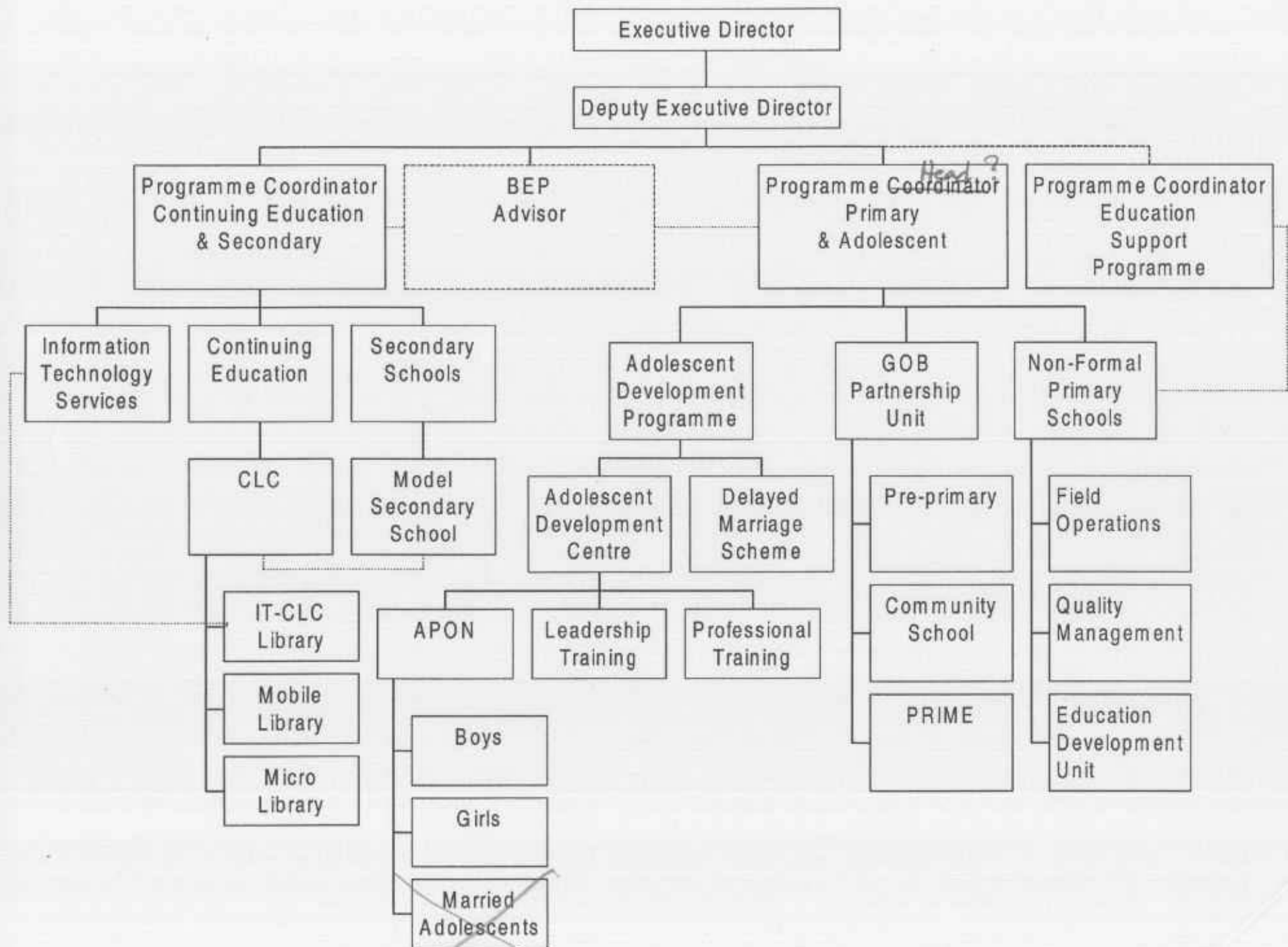
Phase IV Strategy: In Phase IV, as mentioned earlier, the CDU will be enhanced, a new Communications Unit will be added, and the Editing, Design and Illustration Unit will be subsumed under the EDU Unit. In addition, a new Pre-Primary Unit may be formed. [TALK ABOUT MANAGEMENT STRUCTURE OF CE/SS] (See Phase IV Organogram on p.____.) In Phase IV, BEP will:

- Continue to refine and adapt the management structure of BEP as necessary.

³⁵ This restructuring did not involve the continuing education staff, who are reportable to a separate programme coordinator. See Phase III Organogram on p.____ for details.

BEP IV PROGRAMME SUPPORT





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DRAFT LOGICAL FRAMEWORK ANALYSIS: BRAC BEP IV

Project Name: BRAC Education Programme (BEP) Phase IV
Period of Funding: June 2004-May 2009
Total Project Funding: Taka _____ million (approximately US\$ _____ million)
BRAC Contribution: Taka _____ million (approximately US\$ _____ million)
External Funding: Taka _____ million (approximately US\$ _____ million)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS	PRE-CONDITIONS
Goal: Poverty in Bangladesh reduced	Improvement in selected Human Development indicators: • Literacy rate • % of population living below the poverty line • <u>etc.</u>	External evaluation (e.g., HDI Report; GOB statistics); Internal evaluation (RED Impact Assessment Report; end-of-project appraisal)	Poverty-based development programmes of Government of Bangladesh and other NGOs continue. Improvement in quality of and access to education assists quality of life and equitable economic growth.	
Purpose: 1) "Acquisition and use of quality primary and secondary education by Bangladeshi	1.1 <u>BRAC Non-Formal Primary Students:</u> 1.1.1 60% of BRAC students achieve 60% of competencies in an annual competency-based test ¹ at the end of Class V, with equal achievement for	1.1.1 Annual test results		

¹ Most likely the same test used by Education Watch in its survey of educational achievement, or something similar developed by RED.

students increased.*	girls and boys. 1.2 <u>Formal Primary Students:</u> 1.2.1 Primary students in PRIME intervention areas perform better than those in non-intervention areas in Class V examinations by 2009. 1.2.2 20-30% decrease in dropouts in classes I & II government primary schools with BEP pre-primary feeder schools. 1.3 <u>Adolescents:</u> 1.3.1 Decrease of 15-20% in early marriage among adolescent girls in the intervention areas by 2009. 1.3.2 35-40% increase in adolescent girls continuing their education in intervention areas by 2009. 1.3.3 90-95% of adolescent girls trained in professional skills earning an income within three months of training. 1.3.4 Increase in practise of pro-adolescent girl behaviours among rural communities and families by 2009.	1.2.1 Annual exam results 1.2.2 Government school records; research studies 1.3.1 - 1.3.2 Impact assessment study/research studies; Mid-Term Review 1.3.3 BEP MIS 1.3.4 Focus group discussions with adolescent girls, their families and community members; Impact assessment study; research studies; Mid-Term Evaluation.		
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	1.4 <u>Continuing Education:</u> 1.4.1 Usage of materials within CLCs increased by 20-25% and borrowing by 30-40% (with females accounting for at least 50% of both) by 2009; 1.4.2 Increased usage among members of a wide range of continuing education services by 2009. 1.4.3 5% of members (50% women) looking for more learning opportunities by 2009. 1.5 <u>Non-Government Secondary Students:</u> 1.5.1 Secondary students in intervention schools will perform 20-25% better on yearly SSC exams than non-intervention schools in the same or nearby Unions by 2009. 1.5.2 Fail rate in SSC exams of intervention schools lower by 20% than non-intervention schools in same or nearby Unions by 2009. 1.5.3 Dropout rate of intervention schools reduced by 10%. 1.5.4 Improvement by 15-20% in performance of secondary students in annual year-end tests in intervention schools in relevant subjects and grades by 2009.	1.4.1 BEP MIS 1.4.2 BEP MIS 1.4.3 Sample survey of users in conjunction with RED 1.5.1 Annual SSC exam results 1.5.2 Annual SSC Exam results 1.5.3 School records 1.5.4 Baseline survey; year-end test results		
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Output 1: Non-Formal Primary Schools "Continuing access to cost-effective, quality primary education for poor children, prioritising girl, ethnic minority and ultrapoor children, is ensured."	a) <u>Access</u>: 34,000 non-formal primary schools are in operation for 1.8 million children. b) <u>Cost-Effectiveness</u>: The cost per child per year is \$US20. c) <u>Quality</u>: At least 80% of teachers deliver lessons following a standardised quality checklist (e.g., lesson plan, correct use of materials, ongoing assessment of learning, time management, etc.). d) <u>Disadvantaged</u>: 60-65% of the enrolled children will be girls; non-formal primary schools operating in 50% of areas with a high density (100% or above) of ethnic minority settlements. e) <u>Completion Rate</u>: At least 90% of enrolled students complete the primary cycle.	a) BEP MIS b) BEP MIS c) Ongoing observation of teachers by supervisory staff; evaluation of learners d) BEP MIS e) BEP MIS	The physical facilities of the school remain intact in case of recurrent natural calamities. GOB remains committed to system of non-formal primary education.	GOB approves the project. Committed funds are available on time.
Output 2: Partnership with GOB "The delivery of quality primary education by the formal system is facilitated."	<u>PRIME</u>: a) <u>Teachers</u>: At least 50% of formal primary school teachers are assessed as competent at the end of their training courses, and at least 25% of trained teachers use learned methodology appropriately in their classroom teaching. b) <u>Community/GOB supervision/management</u>: 50% of SMCs and 25% of GOB supervisory staff regularly monitor the schools'	a) End of training evaluation; ongoing observation/follow-up by BRAC supervisory staff (using standardised checklist). b) Observation of schools; evaluation by BRAC field staff;	Improvement in quality of primary education remains a national priority to the GOB.	

	performance (e.g., results, attendance, facilities, gender situation, etc.) and take steps for improvement in consultation with head teachers and teachers. <u>PRE-PRIMARY:</u> c) 5,000 pre-primary schools in operation for 150,000 students, 55-60% girls, at a cost of US\$14 per child per year. d) 80% of teachers deliver lessons following a standardised quality checklist. e) 90-95% enrolment of BEP pre-primary students into government primary schools. <u>COMMUNITY SCHOOLS:</u> f) Teachers: At least 90% of teachers deliver lessons following a standardised quality checklist (e.g., use of lesson plan, correct use of materials, ongoing assessment of learning, etc.). g) Management: 60% of SMCs regularly monitor the schools' performance (e.g., results, attendance, facilities, gender situation, etc.) and take steps for improvement in consultation	discussions with teachers and learners c) BEP MIS d) Ongoing observation of teachers by BRAC supervisory staff; evaluation of learners. e) BEP MIS; government school records; research studies f) Ongoing observation of teachers by BRAC supervisory staff; evaluation of learners g) Evaluation of SMCs by BRAC supervisory staff; observation of school; evaluation of teachers		
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	with head teachers and teachers.			
Output 3: Adolescent Development Programme "The life, leadership and professional skills of adolescent girls are developed."	a) <u>Life skills</u> : At least 60% of adolescents attain required knowledge and skills at the end of the training courses. b) <u>Leadership skills</u> : At least 75% of adolescent girls attain required knowledge and skills at the end of the training courses. c) <u>Professional skills</u> : At least 85% of adolescent girls assessed as competent in the required skills by the end of training.	a) End of training evaluation; research studies b) End of training evaluation; research studies c) End of training evaluation; research studies	The general law and order situation remains favourable for physical safety and mobility.	
Output 4: Continuing Education & IT Services "Rural communities have increased access to a range of quality, financially sustainable continuing education services."	a) <u>Access</u> : 1,350 Community Learning Centres in operation (including 500 new ones) with borrowing and reading facilities; at least 300 mobile libraries and 300 micro-libraries in operation. b) <u>Access</u> : 70% of CLCs provide special hours for students, professional groups and women. c) <u>Range of Service</u> : 50% of CLCs provide IT services (including for illiterate population). d) <u>Quality</u> : 100% of librarians follow a standardised performance checklist (e.g., welcoming, orientations according to type of user, maintaining a reader-friendly environment, storytelling, etc.)	a) BEP MIS b) BEP MIS c) BEP MIS d) Observation by supervisors; evaluation by users; RED/monitoring research studies	Electricity and telephone services are reliable in areas where IT services being offered. The general law and order situation remains favourable for physical safety and mobility.	

	e) <u>Sustainability</u> : 90% of CLCs converted into Trusts.	e) BEP MIS;		
Output 5: Secondary Schools "Non-government secondary schools are better managed and have improved capacity to deliver quality education."	a) <u>Teachers</u> : At least 60% of trained teachers deliver lessons following a standardised quality checklist (e.g., good knowledge of subject, correct use of materials and equipment, ongoing assessment of learning, etc.) after completion of basic training. b) <u>Management</u> : At least 75% of SMCs, HTs and AHTs regularly monitor the schools' performance (e.g., results, attendance, facilities, gender situation, etc.) and take steps for improvement.	a) Ongoing observation of teachers by BRAC supervisory staff; evaluation of learners b) Evaluation of SMCs, HTs and AHTs by BRAC supervisory staff; observation of school; evaluation by teachers		
Output 6: Programme Support & Management "The programme is effectively supported and managed."	a) BEP's programme strategies are reviewed and revised based on MIS information, monitoring reports, and action research findings. b) BEP achieves outputs according to specified indicators and budget within the Project period. c) The progress of and major changes in BEP IV are effectively communicated to donor partners.	a) Annual Monitoring Missions; Mid-Term Review; Management Evaluation b) External Management Evaluation c) Progress Reports; Donor comments.	Donors take the time and effort to understand the programme and to communicate questions and feedback to BEP.	

LOGFRAME ANALYSIS: BRAC BEP IV

Activity Level

NARRATIVE SUMMARY	ACTIVITIES	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION
<u>Output 1:</u> Non-Formal Primary Schools "Continuing access to cost-effective, quality primary education for disadvantaged children, especially girls, ethnic minorities and ultrapoor, is ensured."	<u>School Operations:</u> 1.1 Identify and select children based on a predefined set of criteria (e.g., rural poor, never schooled/dropped out, age 8-14, prioritise girls and ethnic minorities). 1.2 Arrange physical facilities according to defined specifications (e.g., room, boards, mats and stools). 1.3 Recruit teachers (preferably female) and supervisory staff (40% regular staff female; 100% project staff female) based on defined selection criteria. 1.4 Provide textbooks and supplementary materials, including successful elements of pilot projects. 1.5 Establish and maintain school management in collaboration with the community. 1.6 Establish and maintain linkages with other institutions/programmes (e.g., GOB, other NGOs). 1.7 Mainstream BRAC school graduates for further education in formal schools. <u>Curriculum & Materials:</u> 1.8 Continuously revise and update curriculum and materials for all		

	classes. 1.9 Ensure class IV & V curriculum and materials are in line with GOB competencies. 1.10 Introduce values education into the BRAC school curriculum. 1.11 Develop and pilot an initiative to improve English language teaching. <u>Quality Management:</u> 1.12 Ensure 'supportive' supervisory structure is in place. 1.13 Improve the school and teacher grading process. 1.14 Continue to develop the capacity of field staff to meet the needs of teachers and learners. 1.15 Increase the capacity of teachers to support the quality management process (e.g., through continued development of BTs). <u>Training:</u> 1.16 Provide need-based orientation, refresher and subject-based training to teachers on an ongoing basis. 1.17 Provide organisational and need-based training to all field staff on an ongoing basis. <u>ESP:</u> 1.18 Undertake activities 1.1 to 1.11 for ESP schools. 1.19 Provide training and support to small NGOs for effectively replicating NFPE model.		
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Output 2: Partnership with GOB "The delivery of quality primary education by the formal system is facilitated."	PRIME: 3.1 Mobilise community members (parents, SMC members, local leaders) to actively participate in the drive for quality primary education. 3.2 Provide need-based training on content and pedagogy to government primary school teachers. 3.3 Share experiences and best practices with supervisory staff (head teachers, ATEOs, TEOs) and government officials (DEOs, TNOs, etc.) at the field level. 3.4 Follow-up PP school cohorts through their primary schooling in GPSSs. 3.5 Increase the functionality of URCs when an adequate structure is in place. COMMUNITY SCHOOLS: 3.6 Continue to successfully operate community schools handed over by GOB. PRE-PRIMARY SCHOOLS: 3.7 Establish and operate pre-primary schools to prepare children to enter formal schools. 3.8 Ensure that linkages between BEP and government primary schools are institutionalised (e.g., formal agreements regarding enrolment of pre-primary graduates into nearby government primary schools).		
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	3.9 Continue to provide employment opportunities to adolescents as pre-primary teachers. 3.10 Provide need-based training pre-primary teachers. 3.11 Continuously update and revise the pre-primary curriculum to ensure quality. ALL: 3.12 Provide organisational and need-based training to field staff. 3.13 Continue to dialogue with and establish good linkages and working relationships with GOB at all levels (local, district and national).		
Output 3: Adolescent Development Programme "The life, leadership and professional skills of adolescent girls are increased."	4.1 Establish and operate Adolescent Development Centres (ADCs) for adolescent girls following defined policies, with 10% of ADCs for ethnic minority adolescent girls. 4.2 Strengthen ADC management committees to encourage community takeover after three years. 4.3 Facilitate interesting and informative activities within the ADCs (reading activities, socialisation activities, independent study groups, peer support groups, etc.) 4.4 Provide lifeskills (APON) training to adolescent girls, boys and married couples. 4.5 Provide leadership training to adolescent girls. 4.6 Provide selected needs-based		

	professional training to adolescent girls. 4.7 Undertake various schemes to encourage adolescent girls to delay early marriage and continue their education. 4.8 Ensure that values education is a part of all training curricula within ADP. 4.9 Provide organisational and need-based training to field staff. 4.10 Coordinate with other BRAC programmes to achieve synergies in the field of adolescent development, and with other agencies working for adolescents to prevent duplication and share ideas. 4.11 Raise awareness of parents and communities on issues affecting adolescent girls through workshops and forums.		
Output 4: Continuing Education & IT Services "Rural communities have increased access to a range of continuing education services."	5.1 Expand the number of CLCs (both fixed and mobile) under operation. 5.2 Provide computers with multimedia facilities in selected CLCs. 5.3 Offer computer training in selected CLCs on a cost-coverage basis, with special discounts for women and children. 5.4 Establish an information bank and a CD library in selected CLCs. 5.5 Introduce more flexible hours in consultation with school authorities. 5.6 Develop and collect a variety of reading materials to encourage		

	the reading habit among community members, especially women. 5.7 Encourage CLCs to update existing stocks of reading materials, including those written by women writers. 5.8 Promote the reading habit among different target groups, especially children/students through targeted activities (e.g., storytelling hour, reading circles, discussions with school classes, etc.). 5.9 Provide training to librarians and assistant librarians on the daily functioning of libraries, customer service, and, where applicable, computer operation. 5.10 Provide organisational and need-based (including computer) training to field staff. 5.11 Provide training to CLC Board members on managing the CLCs to prepare them for the transfer process. 5.12 Facilitate the transfer of activities in selected CLCs to the Trusts.		
Output 5: Secondary Schools *Non-government secondary schools are better managed and	2.1 Select non-government secondary schools according to specified criteria. 2.2 Enter into formal working agreement with selected schools. 2.3 Mobilise community members (parents, SMC members, local leaders) to participate in the drive for quality secondary education.		

have improved capacity to deliver quality education."	2.4 Provide/enhance facilities (e.g., library, computers, language lab) and equipment (e.g., science apparatus, sports equipment, audio-visual materials) in the schools. 2.5 Provide need-based training on subject and pedagogy to secondary teachers of maths, English, chemistry, biology and physics. 2.6 Develop and provide supplementary materials to trained teachers. 2.7 Ensure the inclusion of values education in all training and materials provided to teachers. 2.8 Provide management training to head teachers, assistant head teachers and SMC members. 2.9 Provide organisational and need-based training to field staff. 2.10 Conduct research into the effectiveness of various elements of the SS component. 2.11 Set up BRAC's Institute of Education.		
Output 6: Programme, Support & Management "The programme is effectively supported and managed."	MIS: 6.1 Store and continuously update data on all components of the BEP programme in an easily accessible format for users. 6.2 Develop a LAN system within BEP head office to enable easier access for end users. 6.3 Decentralise data input system to regional offices. Monitoring: 6.4 Independently monitor the		

	effectiveness of the programme at the field level. <u>Research:</u> 6.5 Conduct timely action research on pedagogic issues to improve quality of training, teaching methods, curriculum and materials, etc. for all components. 6.6 Design a pilot to standardise the mainstreaming process for new initiatives. <u>Communications:</u> 6.7 Write effective proposals and progress reports for the Project. 6.8 Publish various documents on the BEP programme at regular intervals. 6.9 Develop tools (e.g., website, videos, brochures) to communicate BEP's programmes to interested audiences. <u>Capacity Development Unit:</u> 6.10 Plan, develop and organise staff development activities for all head office staff. 6.11 Provide support to all other components in the area of 'Values and Equity in Education' (e.g., issues/materials on gender, ethnic/religious minorities, disabled people, etc.). 6.12 Collaborate with other NGOs in collecting and developing materials for use by BEP.		
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	6.13 Coordinate BEP support for organisations/institutions wanting to replicate the NFPE model in other countries. ↗ <u>New Initiatives:</u> 6.14 Develop a pilot project to certify BRAC's NFPE teachers in collaboration with other institutions (e.g., BRAC University, Open University, etc.). [CDU] 6.15 Develop a model for working with the GOB for achieving 100% enrolment in one upazila. [GPU] 6.16 Continue to experiment with approaches to 'inclusive' education in Formal Laboratory schools, as well as to collaborate with other NGOs working in this field. [EDU] 6.17 Continue to experiment with providing women with professional skills and opportunities to participate in the workforce. <u>Programme Management:</u> 6.18 Continue to refine and adapt the management structure of BEP as necessary.		
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