Education for All: National Plan of Action II
2003 – 2015

(FOURTH DRAFT)

Ministry of Primary and Mass Education
Government of the People's Republic of Bangladesh

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Abbreviations

ABS	Advanced Basic Schools
ADB	Asian Development Bank
ADP	Annual Development Plan
AGP	Adolescent Girls Program
AUEO	Assistant Upazila Education Officer
BANBEIS	Bangladesh Bureau of Educational Information and Statistics
BAU	Bangladesh Agriculture University
BBS	Bangladesh Bureau of Statistics
BBS	Bangladesh Bureau of Statistics
BDHS	Bangladesh Demographic and Health Survey
BESR	Bangladesh Education Sector Review (by World Bank)
BFS	Bangladesh Fertility Survey
BHDR	Bangladesh Human Development Report
BIDS	Bangladesh Institute of Development Studies
BINP	Bangladesh Integrated Nutrition Program/Project
BLS	Bangladesh Literacy Society
BMEB	Bangladesh Madrasah Education Board
BNA	Bangladesh National University
BOU	Bangladesh Open University
BRAC	Bangladesh Rural Advancement Committee
BS	Basic School
BSHSE	Board of Secondary and Higher Secondary Education
BSS	Basic School System (of CMES)
BTEB	Bangladesh Technical Education Board
BUET	Bangladesh University of Engineering and Technology
CAMPE	Campaign for Popular Education
CBA	Center-Based Approach
CBN	Cost of Basic Needs
CBO	Community-Based Organization
CBR	Crude Birth Rate
CD	Customs Duty
CDC	Children in Difficult Circumstances
CDR	Crude Death Rate
CE	Continuing Education
CEDAW	UN Convention on Elimination of All Forms of Discrimination Against Women
CLC	Community Learning Center
CMC	Center Management Committee
CMES	Center for Mass Education in Science
CNS	Child Nutrition Survey
CPE	Compulsory Primary Education
CPEIMU	Compulsory Primary Education Implementation and Monitoring Unit
CPR	Contraceptive Prevalence Rate
CPS	Contraceptive Prevalence Survey
CS	Community School
CU	Chittagong University
DAM	Dhaka Ahsania Mission
DC	District Co-ordinator
DD	Deputy Director

DEO	District Education Officer
DFA	Dakar Framework for Action
DG	Director General
DNFE	Directorate of Non-Formal Education
DPE	Directorate of Primary Education
DPEO	District Primary Education Officer
DSHE	Directorate of Secondary and Higher Education
DU	Dhaka University
ECCD	Early Childhood Care and Development
ECCE	Early Childhood Care and Education
ECCED	Early Childhood Care, Education and Development
ECE	Early Childhood Education
ECED	Early Childhood Education and Development
ECNEC	Executive Committee of the National Economic Council
EFA	Education for All
EM	Ebtedayee Madrasah
EPI	Expanded Program on Immunization
FDI	Foreign Direct Investment
FFE	Food For Education
FIVDB	Friends in Village Development in Bangladesh
FPDA	Free Primer Distribution Approach
FSSAP	Female Secondary School Assistance Program
FY	Fiscal Year
FYP	Five-Year Plan
GDP	Gross Domestic Product
GEP	General Education Project
GER	Gross Enrolment Rate
GIR	Gross Intake Rate
GIS	Geographic Information System
GNP	Gross National Product
GO	Government Organization
GOB	Government of Bangladesh
GPS	Government Primary School
HIES	Household Income and Expenditure Survey (by BBS)
HRD	Human Resource Development
HSC	Higher Secondary Certificate
ICDDR, B	International Center for Diarrhoeal Disease and Research, Bangladesh
ICE	Institute of Children's Education
ICT	Information and Communication Technology
ICT	Information and Communication Technology
IDA	International Development Association
IDEAL	Intensive District Approach to Education for All
IER	Institute of Education and Research (Dhaka University)
IFPRI	International Food Policy Research Institute (Washington)
ILO	International Labour Organization
IMED	Implementation, Monitoring and Evaluation Division (of Planning Commission)
IMR	Infant Mortality Rate
INFEP	Integrated Non-Formal Education Program
IPNE	Institute of Primary and Non-Formal Education
I-PRSP	Interim Poverty Reduction Strategy Paper

IT	Information Technology
JS	Joint Secretary
KG	Kindergarten
KSA	Knowledge, Skills and Attitude
LDC	Least Developed Country
LGED	Local Government Engineering Department
LGRDC	Ministry of Local Government, Rural Development and Cooperatives
M & E	Monitoring and Evaluation
M. Com	Master in Commerce
M. Sc.	Master in Science
MEP	Mass Education Program
MICS	Multiple Indicator Cluster Survey
MIS	Management Information System
MLSS	Member of Lower Subordinate Service
MOE	Ministry of Education
MOP	Ministry of Planning
MSS	Master in Social Science
MWTL	Multiple Ways of Teaching Learning
NANFE	National Academy for Non-Formal Education
NAPE	National Academy for Primary Education
NCPE	National Committee on Primary Education
NCTB	National Curriculum and Textbook Board
NEC	National Economic Council
NER	Net Enrolment Rate
NES	National Education Survey
NFBE	Non-Formal Basic Education
NFE	Non-Formal Education
NFPE	Non-Formal Primary Education
NGO	Non-Governmental Organization
NIPORT	National Institute of Population Research and Training
NIR	Net Intake Rate
NPA	National Plan of Action
NRR	Net Reproduction Rate
OSA	Out-of-School Adolescent
OSA/Y	Out-of-School Adolescents/Youth
OSC	Out-of-School Children
OSC/A	Out-of-School Children/Adolescents
OSP	Out-of-School Persons
OSY	Out-of-School Youth
P, M & E	Planning, Monitoring and Evaluation
PEDP	Primary Education Development Program
PLC	Post Literacy Center
PLCE	Post Literacy and Continuing Education
PMED	Primary and Mass Education Division
PRSP	Poverty Reduction Strategy Paper
PSPMP	Primary School Performance Monitoring Project
PTA	Parent Teachers Association
PTI	Primary Training Institute
PVO	Private voluntary Organization

R & D	Research and Development
RNGPS	Registered Non-Government Primary School
RTC	Rural Technology Center
SDC	Swiss Agency for Development Cooperation
SLE	Safe Learning Environment
SMC	School Management Committee
SPESP	Second Primary Education Sector Project
SSC	Secondary School Certificate
SSRC	Social Science Research Council
TFR	Total Fertility Rate
TLM	Total Literacy Movement
TTC	Teachers Training College
UCEP	Underprivileged Children's Education Program
UDHR	Universal Declaration of Human Rights
UEO	Upazila Education Officer
UN	United Nations
UNCRC	United Nations Convention on the Rights of the Child
UNESCO	United Nations Education, Scientific and Cultural Organization
UNICEF	United Nations Children Fund
UPE	Universal Primary Education
URC	Upazila Resource Center
US	United States of America
VAT	Value Added Tax
VERC	Village Education Resource Center
VTI	Vocational Training Institute
WAN	Wide Area Network
WB	The World Bank
WCEFA	World Conference on EFA (Jomtien, 1990)
WDEFA	World Declaration on EFA
WEF	World Education Forum (Dakar, 2000)

File 402 **(NPA II, Draft 4)**

Education for All: National Plan of Action II
(2003-2015)
Chapter I

1. Introduction

A. The Country Context

1.1 Bangladesh emerged as an independent nation through a short (9 months) but intense war of liberation in 1971. The seeds of freedom were sown in the Language Movement of 1952, when students and people rose as one and many of them laid down their lives on 21st February of the year to protect the dignity of the mother tongue, Bengali, and establish it as a state language. UNESCO has recently proclaimed the 21st February as the International Mother Language Day[1], in honor of the martyrs of Bangla language, which is observed globally every year in recognition of the native languages of peoples of the world.

1.2 Bangladesh is a mono-linguistic country, where nearly 98 percent of the population speaks Bangla. It is a rich language, but the large majority of people did not have the skills to read and write in their mother tongue. At liberation in December 1971 the literacy rate was only 16.8 percent, and has been quite slow to grow, taking 20 years to rise to only 24.8 percent in 1991. However, focused initiatives taken during the decade of 1990s, following the World Declaration on Education for All, have resulted in remarkable progress in basic education, both in formal primary education (PE) and non-formal education (NFE).

1.3 Bangladesh has always faced extensive poverty. The twin curse of poverty and illiteracy or low level of education, each being the cause and effect of the other, and a large population with a slowly growing economy has further exacerbated the situation. These factors have tended to reinforce one another and served as hindrances to national development and progress. Accordingly, national development planning has identified and accorded highest priority to education and literacy as a major intervention strategy, both for human resources development and poverty reduction in order to raise the quality of life of the people.

B. National Commitments and Obligations

1.4 Education is a fundamental right of every human being. Bangladesh Constitution recognized this right and enjoins on the State "to adopt effective measures for … establishing universal system of education and extending free and compulsory education to all children … and removing illiteracy[2]." The international instruments such as UDHR, UNCEDAW, UNCRC, WDEFA, and DFA[3] re-affirm and enshrine this right. Illiteracy and poverty, and absence of democratic values, institutions and norms are known to cause hindrances to participatory development and progress. The national resolve to achieving the EFA goals by ensuring quality basic education for all is reinforced by the constitutional obligation, human rights considerations, people's aspirations to build a democratic polity, empirical

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1 UNESCO General Conference Resolution #12 of 1999

2 Bangladesh Constitution, Fundamental Principles of State Policy, Part II, Clause 15

3 Universal Declaration of Human Rights (1948), UN Convention on Elimination of All Forms of Discrimination against Women (1979), UN Convention on the Rights of the Child (1990), the World Declaration on Education for All (1990) and Dakar Framework for Action (2000)

requirements of speedy national development through poverty reduction and as signatory to the above and other related international declarations and instruments.

Increasing allocation for basic education

1.5 The national commitment to basic education is reflected in increasing financial allocation and expenditure as well as enhancing the share of basic education in GDP. Education received 11.13 percent of the national budget in 1990-91; primary and mass education (PME) got 49.32 percent of it or 0.88 percent of GDP. The allocation for education was raised by 235.7 percent by 1995-96 from an absolute amount of Taka 14.94 billion to Tk. 35.92 billion, correspondingly PME allocation rose from Tk 7.37 billion to Tk. 17.78 billion (240%) the same year, 50.3 percent of education budget and a GDP share of 1.36 percent. In 2000 the figures rose to Tk.52.38 billion, 14.99 percent of total, with PME share at Tk 24.40 billion or 46.46 percent of education budget and 1.29 percent of GDP. In 2002-03 the PME share of Education budget has gone up to 55 percent (45.5 percent for primary education). Table 1.3 in Annex Tables provides the details.

C. The NPA Context

1.6 The World Conference on Education for All (WCEFA), meeting in Jomtien, Thailand in March 1990, in the backdrop of more than 100 million children having no access to primary schooling and 960 million illiterate adults in the world, adopted the World Declaration on Education for All: Meeting Basic Learning Needs, with an "expanded vision" of basic education that went beyond the conventional structure and approaches to education in light of "convergence of the increase in information and the unprecedented capacity to communicate" (WCEFA, 1990), covering five areas of action or goals (see Annex 2), to be achieved by the year 2000.

1.7 The EFA goals were quite in line with Bangladesh aspirations. The country had already introduced the Universal Primary Education (UPE) program on a limited scale and a Mass Education Program (MEP) earlier in 1981 to enhance access to primary education and spread of literacy. Following Jomtien, Bangladesh prepared its first **EFA: National Plan of Action** (NPA I) (PMED, 1995), covering the period 1991- 2000. Using 1991, as the base-year and keeping in view the limitation on resources the NPA set its own goals for primary education, non-formal basic education and adult literacy to be achieved by 2000, which were, however, somewhat modest compared to the World Declaration goals. The Table 1.7 above shows the set goals and achievements in primary education and adult literacy.

Table 1.7: NPA I Goals and Achievements

Items	Benchmark	Goals		Achievements	
	1991	1995	2000	1995	2000
GER in Primary Edn.	76	82	95	92	96.5
Completion rate in PE	40	52	70	60	67
Adult Literacy (15-45)	35	40	62	47	64

1.8 In line with EFA goals, NPA I covered five major basic education program areas, namely Early Childhood Education and Development (ECED), Universalization of (Formal) Primary Education (UPE), Non-formal Basic Education (NFBE), Adult Education (AE) and Continuing Education (CE). Running through all the five was the Female Education and Gender Equity, described in a separate chapter. The Year 2000 Assessment (PMED, 1999) made a detailed appraisal of the EFA goals and achievements of NPA I as part of the global Assessment.

1.9 The NPA I was "prepared as a follow-up of the World Conference on Education for All (1990) and expression of the firm determination of the country to make a serious effort to improve the situation" (PMED 1995, Preface) of basic education. It was prepared under a national committee assisted by a

steering committee and the draft was finalized, taking the inputs from the conclusions of the high level Task Force on Primary and Mass Education, set up by the Government in October 1992, and consultations with and recommendations from workshops and seminars at various levels. The NPA I, covering the period 1991-2000, was published in 1995.

1.10 The NPA I was prepared in the backdrop of a number of actions already initiated by the Government "towards realizing the EFA goals of universalization of access and increasing completion rates at the primary level as well as reducing adult illiteracy" (PMED 1995, Preface). The aim of the NPA I was "to enhance both their quantitative and qualitative dimensions and also take up other feasible supportive programmes to attain the EFA 2000 targets" successfully. The actions proposed in the NPA I would "be dealt with under two broad programme categories, (a) Primary Education and (b) Mass Education" (PMED, 1995, p58). The major program components under each were as follows:

(a) **Primary Education** (for children of 6-10 years of age) would include: (a) Formal Primary Education and (b) Non-Formal Basic Education

(b) **Mass Education** (for illiterate persons of 4-45 years of age) would include: (a) Early Childhood Education and Development (4-5 years), (b) Non-Formal Basic Education for the Adolescent (6-14 years), (c) Adult Education (15-45 years) and (d) Lifelong Continuing Education (All ages)".

1.11 NPA I set the following targets for achieving EFA by 2000:

Table 1.11: Table showing the benchmark and EFA targets of NPA I for 1995 and 2000

In percent

Parameters and Rates	Benchmark	Projected Targets	
	1991	1995	2000
Gross Enrolment	75.6	82.0	95.0
Boys' Enrolment	81.0	85.0	96.0
Girls' Enrolment	70.0	79.0	94.0
Dropout	60.0	48.0	30.0
Completion	40.0	52.0	70.0
Adult Literacy	34.6	40.0	62.0
All Age Literacy	24.8	38.5	55.4

1.12 NPA I was to be implemented in two phases, covering FY 1991-92 to 1994-95 (Phase I) and 1995-1996 to 1999-2000 (Phase II). It came to its end in June 2000. Some NFE projects started during NPA I have been rescheduled to continue beyond, even beyond Fifth Plan, 1997-2002.The NPA I proposed a total outlay of Tk. 191,122.6 million (US $ 4,778.0 million) for basic education. Allocation for development program was Tk. 104, 781.6 million (US$ 2, 619.5 million) and revenue, Tk. 86, 341 million (US$ 2, 158.5 m). The percent share of total allocation was: ECED – 12.2 (US $ 11.9/child/year), Primary education – 79.6 ($12.3/child/year), Non-Formal (basic) education – 3.3 ($12.5/child/year) and Adult and Continuing Education – 4.9 ($12.5/learner/year). The Plan proposed a community contribution of an equivalent of US $5.0 per learner for the Non-Formal (Basic) Education and $ 6.0 for Adult and Continuing Education.

D. Framework and process of developing the NPA II

1.12 The DFA goals and strategies, achievements of NPA I and basic education needs of the country in 2001 provided the framework for NPA II. DFA stipulated that national plans on EFA be developed by member countries by 2002. The government (PMED) started work on developing the NPA II early in 2001 in the context of the aforesaid framework by using the UNESCO guidelines on

preparation of national plans. PMED established an EFA Technical Committee (TC) comprising representatives of the government, academia, education specialists and civil society, headed by the EFA National Coordinator [Joint Secretary (Development), PMED].

1.13 The TC selected seven thematic papers in light of DFA objectives and assigned seven individual experts (from academia, practitioners, NGOs, and civil society) to write the papers. The outlines were reviewed in a workshop with participation of stakeholder representatives and finalized on the basis of recommendations of a second workshop. The outputs served as background papers to preparation of the NPA II.

1.14 A designated outstanding statistical expert and a principal writer prepared and presented the first draft of the NPA II in a workshop on 23 January 2002. PMED had also circulated it to different stakeholders and on the basis of recommendations of the workshop and comments received from interested individuals, development partners and civil society groups a second draft was prepared and circulated. A small core committee, comprising government and civil society representatives reviewed the third draft, incorporating the comments and suggestions received on the second draft. The substance of the fourth draft was presented in two regional workshops and a final National level one at Dhaka[4]. The fifth draft was prepared taking in the views and recommendations from all workshops.

1.15 The EFA Forum constituted by the government, with representatives of relevant ministries and departments of the government, civil society, NGOs, and other interested stakeholders (ref. Annex 3) reviewed the fifth draft and provided guidance on finalization of the NPA II for final approval of the Honourable Prime Minister.

E. Implementation phases of NPA II

1.16 The NPA II will be implemented in three phases: FY 2003-2005, 2006-2010, and 2011-2015, covering a total period of 12.5 years. The program features and proposals made in this Plan will be included as integral parts of the national rolling and/or five-year development plans as and when they come. The on-going programs and projects undertaken as part of EFA: NPA I and/or Fifth Five Year Plan (1997-2002) will continue until completion.

1.17 Revised and new projects will be undertaken under NPA II, as necessary, to fully achieve the EFA goals by 2015 in line with DFA and UN Millennium Development Goals (MDG). Majority of the program areas identified and project activities suggested in this Plan will be initiated in order of priority and implemented during the first and, in light of formative evaluation (in 2006), the second phase. The third phase will be devoted to consolidating the gains and achievements made and undertaking any needed residual projects or activities, to further refine the contents and program operations, based on findings of a mid-term evaluation in 2010, and set up necessary mechanisms for sustaining the gains achieved. A terminal evaluation will be made in early 2015 to assess the achievement of the NPA II goals and to identify future and set the directions.

F. Structure of the NPA II

1.18 The NPA II starts with a Foreword, a message each from he Honorable Prime Minister, who is also the Minister-in-charge of Primary and Mass Education Division (PMED), re-designated as the

[4] The field level workshops were held at Bangladesh Academy for Rural Development at Comilla on 18 December 2002, and at Rural Academy for Development at Bogra on 01 January 2003 and the national level one on 19 January 2003 at Dhaka.

Ministry of Primary and Mass Education (MPME) on 02 January 2003, and the Honorable Adviser to the PM on PME; an Executive Summary of the NPA II, covering its salient features, and the acronyms. It is then divided into 12 chapters: Chapter I provides an Introduction, covering the country and NPA context, duration and implementation phases of the NPA, preparation processes and structure of the Plan; Chapter II discusses the Socio-Economic Scenario; chapter III provides an Overview of Education; Chapter IV provides a Vision of Basic Education in 2015 and beyond and challenges facing it; Chapter V states the Guiding Principles and Overarching Strategies of NPA II and provides a Strategic Framework and targets for achieving EFA by 2015; Chapters VI – VIII makes a review of the progress of NPA I, of the prevailing situation and present the NPA II program proposals by components: ECCE, FPE and NFE, each starting with quoting the relevant DFA goal and incorporating the features of DFA goal relating to quality of education; Chapter IX gives a resume of progress in female education in light of DFA goal 5; Chapter X deals with broad Implementation Strategies, and Monitoring and Evaluation procedures; Chapter XI gives an estimate of the Programme cost and list of program activities to be undertaken; and Chapter XII deals with Financial Requirements and Financing of the NPA II.

Chapter II

2. The Socio-Economic Scenario

2.1 This chapter discusses briefly the three major dimensions of the socio-economic conditions, which are intricately related to basic education as below:

A. Demographic Perspectives

2.2 The past trends in fertility and mortality have resulted in a bulge in the proportion of people in the prime reproductive age. Although Bangladesh is expected to achieve the replacement level fertility within 10 years, the growth will continue due to population momentum. Currently 52 percent of female population is in the reproductive age. The two factors of the large size of reproductive age population and growth momentum will affect the size and structure of pre-primary (age 3-5 years), primary (6-10), secondary (11-15), Higher Secondary Education (16-17), and higher education (18-22) age population, which will continue to change as will the illiterate adult population (up to 45 years). The structural change will have direct bearing on the educational planning in Bangladesh, even within the life span of this Plan as three generations of 3-5 year old children will enter primary education and the 5-year olds of 2014 in 2015.

2.3 The Bangladesh Bureau of Statistics (BBS) is the main source of information on population size and growth. The decennial censuses of Bangladesh show that the population has grown from 44.1 million in 1951 to 129.25 million in 2001. The inter-census growth between 1991 and 2001 was 1.48 percent against 2.18 percent between 1981 and 1991 (BBS, 2001). Despite the sharply decreasing pace of growth the age structure has a built-in growth potential due to the stagnating fertility rate during 1997-2000 at 3.3 percent against 4.3 percent in 1991and 3.4 percent in 1996 (BBS, 1999 and BDHS, 1999-2000). The age-sex composition of population for 1991 and 1998 shows a notable decline in the 0-4 age group by 5 percent and 5-9 age group by 2 percent for both males and females (refer Table 2.3 in Annex 1).

Population Projection

2.4 Population projections are based on specific assumptions about future changes in birth, death, and migration rates. The most important component is the change in fertility. The series of CBR, CDR, age-specific and total fertility rates as obtained from different sources like BBS, BFS, CPS, ICCDR, B, BDHS and others show the transition stage of fertility with annual change of TFR at 0.078 points in Bangladesh. Different organizations have made population projections under different assumptions of TFR, other related parameters of population dynamics and the year of achieving NRR 1. Unless the stagnating pre-2001 TFR improves, achievement of NRR 1 before 2010 is quite unlikely. This NPA makes the calculations and projections for basic education on an estimated population of 160 million (BBS projection is 159.7 million) in 2015 (ref. Table 2.4 in Annex Tables).

Population Projection for basic education by Age Groups

2.5 For the purpose of planning of basic education, the population figures for early childhood care and education (3-5 years), primary education (6-10), “second chance” primary and NFBE (11-14), and secondary and higher secondary education (11-17) are required. For projection of enrolment the 5- year intervals of population given in 1991 census report have been converted into single year figures by using the Sprague's multipliers, commonly used in education. The information thus obtained is given in Table 2.5 in Annex 1. The population figures for basic education by actual age group for early childhood, primary, secondary, higher secondary (the secondary and higher secondary are shown as

intervals as basic education also cover illiterate adults) and adult age groups are given in Table 2.5 below:

Table 2.5: Population Projection of Bangladesh for Early Childhood, Primary, Second Chance Primary/Secondary, Higher Secondary and adult age groups, 2000-2015

(In thousands)

Age Group	Base Year	Projection by Selected Years		
	2000	2005	2010	2015
3	3173	3168	2849	3002
4-5	6183	6322	5879	6229
3-5	9356	9490	8728	9231
6-10	15685	15867	15884	15211
11-15	15822	15503	15728	15765
16-17	6364	6163	6096	6242
15-24	29683	31038	30784	30956
15-44	66066	73540	79831	84871
15+	84640	95800	106508	117106

Source: The World Bank, 1994-95

B. The Social Perspectives

2.7 Education is a major indicator of social progress. Bangladesh has made significant strides in enhancing enrolment, literacy rates and participation of girls and women, particularly in basic as well as secondary education beginning in early 1990s. The number of children enrolled in primary schools increased by 37.29 percent in 2000 over 1991; the mainstream primary schools increased by 31.5 percent during the same period (DPE, 2001). The enrollment at secondary level has increased by 155.4 percent in 2000 over that of 1990; the number of secondary level institutions by 50.4 percent in 2000 compared to 1990 (BANBEIS, 2002). Gender equity has been achieved 'close to or above parity' (World Bank, 2002) in enrolment in both the primary and secondary level education, boy: girl ratio being 50.91: 49.09 in primary (DPE, 2001) and 47.43: 52.57 in secondary level schools (BANBEIS, 2002). However, the girls' ratio tapers off from higher secondary upward. The total number of post primary education institutions was 27,058 and students enrolled, 10.656 million in 1999 (BANBEIS, 1999). However, the poor quality of education remains a problem at all levels.

2.8 The social fabric of the society is under severe strain, due to erosion of ethical and moral values as well as transitional factors. Conflict and confrontation seem to reign with no urge for compromise and cooperation, muscle power and arms taking precedence over sound reasoning and rational discourse in solving disagreements or other contentious issues. Violence and crime are increasing rapidly putting a tremendous pressure on law and order situation and the law enforcing arms of the State. Counter-violence is also increasing as manifestation of frustration and stemming the tide of patronized and unhindered violence; seeking unearned income by using direct force or threat, kidnapping and ransom, rape and killing the victims, snatching or preventing participation in tender bidding resulting in shoddy work or supplies to get easy money only to squander on wrong pursuits of pleasures; high transaction cost in business discourage entrepreneurs and raise prices for the general public (I-PRSP, 2002). Only a small number of people are engaged in these heinous activities. Respect for law, democratic norms and others' rights as well as ethical and moral values have to improve to ensure a more congenial social environment for the well-being of people and progress of the nation. Good governance and avoiding dependence on muscle power for political gain can only mitigate the situation. Quality education is of utmost importance for improving the current social milieu.

2.9 Child labour is a major problem and a source of deprivation of the child's right to education. Child Labor Survey (CLS) identified 6.3 million child laborers in 1995/96 (BBS, 1996). The number was

predicted to grow to two million in urban areas by 2000. A rapid survey found children engaged in more than 300 different types of work, 47 of them were most hazardous (ILO-UNICEF, 1997). Ten thousand child laborers, retrenched from garments industries in 1995, were put in education programs with a stipend to substitute for the lost income of children. The government runs a sizeable non-formal basic education and a smaller primary education program for the urban working children. Large number of working children living in urban streets and slums provides another dimension of the problem of education and poverty. Most of the working children are deprived of their fundamental right of access to education. CLS 2002 has just been completed and a preliminary report states that the number of child labour has increased to 10 million.

2.10 Trafficking in children and women is another major social problem. Various estimates suggest more than 400 children and women are trafficked every month to destinations in South and West Asia regions and even beyond. The Women and Children Repression (Special Provision) Act 1995, amended subsequently to make punishment stiffer, is yet to have much impact in view of a porous border. The Ministry of Women and Children Affairs oversees its implementation and runs a project to provide necessary services. A National Plan of Action (2002) against trafficking has just been launched. A number of NGOs are working in this field, some in cooperation with organizations in the destination countries for purposes of rescue. They also provide shelter to the trafficked children and women rescued from within the country and abroad. These children and women are not only deprived of education but also being pushed into a life of misery and degradation. Kidnapping of girls, on way to or from school, creates a sense of insecurity among parents, affecting enrollment and attendance, and even withdrawal of girls from school.

2.11 Reduction in repression of women is proving very slow, both in the home and world of work. More women now die from injuries sustained as a result of torture than from childbirth. To gain equal social status the women still have a long way to go. Women are entering the employment market, both in semi-skilled and frontline and mid-level professional work. Some have reached the top in the political and business world. They are also in the police force and in the armed forces. One major area has been the garments industries. With the September 11 attacks and the consequent recession, garments industries are facing difficulties with reduced orders and thus the women employees are the hardest hit due to discharge. One NGO is offering help to discharged women to prepare for and finding other wage- or self-employment. Women's success in economic or other endeavour leads to enhancement of their social freedom. Education of girls and women is the key to this success.

2.12 Employment situation remains precarious and is becoming more so with the worldwide recession. The labor force comprises 56 million persons with unemployment rate at more than 30 percent. The demand is increasing for more literate and skilled labor. It calls for more quality literacy and skills training programs. Despite the difficulties some notable progress has been made in the social field during the decade of 1990s. The Table 2.12 (see Annex 1) provides information on progress in social development indicators and some facts relevant to basic education.

C. The Economic Perspectives

2.13 During 1991-2000 the GDP has increased by 60 percent and the real per capita GDP has gone up by 36 percent (World Bank, 2002) to US$ 370 in 2000. The total GDP in 2000 was $49.9 billion (World Bank, 2001), or Taka 2,580,680 million (MOF, 2001). The growth has emanated from a 'dynamic services sector, an emerging private enterprise-led industrial sector'. In 2000, 49 percent of GDP came from services sector, 26 percent from industry and 25 percent from agriculture. Though there is significant improvement in the overall poverty situation, 49.8 percent (down from 58.8 percent in 1991-

1992) of the population still live below the poverty line, with a calorie consumption of less than 2122 kilo calorie (kcl) per day. The hardcore poor constitute 33.7 percent (down from 42.7 percent in 1991-92) of the population with a consumption rate of less than 1805 kcl (Ibid). In terms of Human Development Index (HDI) as assessed by UNDP based on income, life span, education, health status, etc Bangladesh ranked at 145 among 173 countries in 2001 (UNDP, 2002).

2.14 The economy still remains rural. The urban/rural composition ratio of population has changed from 15:85 in 1991 to 23.39:76.61 in 2001. But 63.20 percent of the labor force is still engaged in agriculture sector though contribution of agriculture to the economy has declined. The urban areas had higher growth than rural areas. The income distribution in urban areas went more to the affluent and in rural areas to the poor; the middle class in both cases got the least (BSS HIES, 2000).

2.15The above facts indicate a shift in the structure of the economy, which is also increasingly opening to the global competition. Remittances from Bangladeshi expatriates had risen to US$ 2.39 billion in 2002, against aid disbursements of $1.48 billion (GOB, I-PRSP, 2002). Readymade garments made good progress and became the lead foreign exchange earners. Establishment of Export Processing Zones has also helped the economy. Export trade has been diversified to include non-traditional items. The worldwide recession following the September 11, 2000 is already having an impact on export from Bangladesh.

2.16 Foreign Direct Investment (FDI) has increased significantly from a mere $30 million to $280m in 2000 though in absolute terms the growth is still insignificant. The country has a large gas reserve and explorations have struck significant recoverable and potential reserves. The mode of marketing and how to derive benefits from it for the people continues to be examined and debated.

2.17 Employment generation and expansion of employment market capable of using semi-skilled and skilled hands are essential if the economy is to improve and thus investment in education has to increase and be sustained as a measure of contribution to the betterment of life and living quality of people. This would also provide incentives to people to go for education and training and complete the courses with success in all streams. The most urgent need is to improve the quality of education and training to enable the graduates of education system to compete in a globalized national and international market place. Adequate investment in education, particularly basic education – the foundation of all education, is therefore an inescapable necessity.

Development Plans

2.18 The Five-Year development Plans have always given priority to poverty alleviation, human resource development through education and training and employment generation, among others. The expenditure on education as percent of GDP has increased from 1.79 in 1990 to 2.70 in 1995 and 2.80 percent in 2000 respectively. Correspondingly the share of primary and mass education has also increased (see Para 1.5).

Chapter III

3. Overview of Education

A. The present scenario of education

3.1 As stated earlier, primary and secondary level education has made much progress in enrollment, retention and gender equity as has adult literacy. Incentives provided such as Food for Education (FFE) and stipend have encouraged targeted families (the poorest 40 percent) to put and keep their children in primary school. FFE has been replaced by cash grant from July 2002. The Female Secondary Stipend Program (FSSP), starting in 1992, provides cash grant, book allowances and examination fee (for SSC) and tuition fees for all girls in secondary schools. The gender parity in secondary schools has reversed itself in favor of girls.

3.2 The overall gender parity in post-primary education is 47.6 percent girls. It is highest in general and Madrasah education, 49.4 and 40.2 percent respectively. The share of women in technical and professional education is only 23.9 and 32.5 percent respectively (BANBEIS, 1999). Unless more girls from primary go into secondary and from secondary to higher education the disparity at tertiary level may continue for a long time. The just launched scholarship program for girls in higher secondary education (2003) will greatly help.

3.3 The secondary level institutions enroll only 48 percent of children of that age group (11-15 years), about 50 percent of primary school graduates; 52 percent have no access. Some surveys indicated that the non-continuing primary school completers tend to lose their learning skills over time (DNFE, 2001). The total post-primary education enrolment, including the master's degree level, is only 10.66 million persons (BANBEIS, 1999). Of this only 0.61 percent (53,903 persons) enroll in master's level in general education, altogether 0.70 percent (including technical and other streams) or a total of 74,979 students. It may be noted that only 6.71 percent of the students (50 percent of primary graduates) starting at lower secondary reaches the degree level (BANBEIS, 1999).

3.4 The pass rate in public examinations from secondary level upwards is about 40 percent or less, except in science group, which comes to about 60 percent (BANBEIS, 2002). The majority of the examinees obtain between 33 and 40 percent marks. Teachers of primary education are recruited from among the graduates of secondary and higher secondary education. The capacity of graduates of these two levels at teaching can hardly be expected to be of required standard or their ability to absorb effectively such subjects as child psychology or pedagogy. This is one of the major reasons for poor teaching at primary level. Thus, the poor quality of education at the foundation (primary) level continues to haunt the entire education system at all higher levels.

3.5 There is no general public examination at the end of the primary cycle. Only the top 20 percent take a scholarship examination, and only about 30 percent of them make it through. Thus only about 5 percent of the primary school completers attain required competency. There is no examination in grade I and II. It cannot, therefore, be said with certainty that all children entering secondary education are of the same level or caliber. The ones coming from poor quality and rural schools are bound to lag behind others and perform poorly. The poor outputs of the education system cannot add much to the human resources development needs of the country.

B. The Education Structure and System

3.6 The education structure consists of a formal sub-system and a non-formal sub-system. Both the sub-systems also have parallel religious streams. The Ministry of Primary and Mass Education 02 is

responsible for formal primary and non-formal basic education. The Ministry of Education (MOE) is responsible for secondary and higher education; it also looks after the Madrasah (Islamic) and other formal religious streams of education. NGOs are quite active in non-formal education, with some of them organizing and managing formal primary schools as well. Some 500 NGOs also work as implementing partners of DNFE programs. The private sector manages the English medium schools.

B1. Formal Education Sub-system

3.7 *Formal education* is defined as "the institutionalized, hierarchically structured, chronologically graded education system starting from primary to post-primary levels of education" (BANBEIS, 1999). UNESCO definition refers to "education provided in the system of schools, colleges, universities and other formal educational institutions that normally constitutes a continuous 'ladder' of full-time education for children and young people, generally beginning at age six and continuing up to 20 or 25 years of age". *Formal basic education* usually comprises the primary school grades, but may include also additional grades (e.g. lower secondary schooling) that are considered 'basic'. The term is used to distinguish cases where basic education in the formal school system is considered to extend beyond primary schooling" (UNESCO, 2002). Thus formal education comprises 'an institution, hierarchically structured, and sequentially graded continuous 'ladder' of full-time education, beginning at age 6 and continuing through 20/25 years'.

3.8 Bangladesh offers formal education at four levels: early childhood education, primary education, secondary education (comprising junior secondary, secondary and higher secondary) and tertiary education. Madrasah or religious education follows the same structure. Primary education covers a cycle of five years (grades I-V), secondary education covers seven years (grades VI-XII). Bachelor's degree takes two years (pass course) and Honors' degree (3/4 years). Some of the universities have recently introduced a 4-year bachelor's honors course. It takes two years to get a Master's degree (MSS, M. Sc, M.Com) with a bachelor's (pass) and one year with a bachelor's (honors) degree. Post-Master's education takes 2-4 years, depending on the discipline pursued. The levels of education and average age ranges of students are shown in the table below:

Table 3.8: Stages of formal education and relevant average age range of students

Stages of Formal Education	Typical Age Range (approx.)
Early Childhood Education (Play group/Nursery/Non-formal)	3-5 years
Primary Level Education, Grades I-V (5 years course)	6-10 years
Junior Secondary Education Grades VI-VIII (3 years course)	11-13 years
Secondary Education (Secondary School Certificate) Grades IX-X (2 years course)	14-15 years
Higher Secondary Education (Higher Secondary Certificate), Grades XI-XII (2 years course)	16-17 years
Bachelor's Degree (General Education) (2 years Pass and Honors 3/4 years)	18-19/20 years
Masters Degree, (General Education) (1 year with Honors/2 years with bachelor's pass course)	19/20-21 years

Stages of Formal Education	Typical Age Range (approx.)
Bachelor's Degree (Professional Education – Agriculture, Engineering, Medicine) (4-5 years)	18/19-22 years
M. Phil (2 years)	23-24
Ph. D (3-4 years)	23-25/26

3.9 A parallel system of **formal religious education** (Islamic) is offered through madrasahs. Starting with Ebtedayee (equivalent to primary), it advances through Dakhil (SSC), Alim (HSC), Fazil (Bachelor's) and Kamil (Masters) level. These courses are of the same length as in the primary schools to universities and follow same curriculum, in addition to religious teachings courses. Privately managed Nizamia/Khariji/Qaomi madrasahs also offer primary level (Ebtedayee) education. In addition, there are mosque-based and residential Maktabs/Hafezia/Forkania and Qiratia madrasahs, which disseminate childhood and regular religious teachings. Bangladesh Madrasah Education Board, under the MOE, conducts public examinations from Dakhil to Kamil level courses and awards certificates to successful candidates. Recently, a private Qaomi Madrasah Board has been set up, which prepares curricula and syllabi of qaomi madrasahs, conducts examination and awards certificates and degrees.

3.10 There are also **religious education streams** for the Buddhists, Christians, and Hindus. Sanskrit and Pali Board, with the Director General of the Directorate of Secondary and Higher Education, overseeing the tols (schools for teaching Sanskrit) choupathies and colleges, which admit students with SSC to a three year course. Buddhist religious education is offered in Buddhists religious language Pali. It follows a similar three-year course as in Sanskrit. The Sanskrit tols graduates get the title "Teertha" while the Buddhist Tol graduates get the title "Bisharad". The Christian religious education is offered in bible schools and Intermediate seminaries to SSC pass students while HSC pass students are admitted in major seminaries and theological colleges. Managed by Church bodies of different denominations the theological colleges offer Bachelor and Master's degrees to successful students. The subject of Islamic studies is compulsory for Muslim students up to secondary level (BANBEIS, 1999).

3.11 *Obstructions in the system:* A child joining primary school at the age of 6 at Grade I should normally complete primary education by age 10. But in reality, it takes, on average 6 years for a child to reach grade IV (by the time he/she is already 12 years old) and up to 8.7 years to complete the 5-year cycle (by the age of 14+) (PMED, 1995 and World Bank, 2000). The same child should be able to get a Master's degree in general education or Bachelor's degree in professional education after 16-17 years of regular study, by the age of 23. Apart from repetition at more than one stage the students also face, like the traffic jam in the streets, a phenomenon, popularly known as **"sessions jam"**, particularly in the universities, which also causes interruptions in the smooth progress of academic sessions, for more than one reason, and forces the students to lose valuable years of life as one becomes 24 to 27 years old or more by the time she/he acquires a Master's degree or equivalent.

B2. Non-Formal Education (NFE) Sub-System

3.12 Non-formal education is *defined* as "any organized educational activity outside the established formal system that is intended for specific objectives and to serve an identifiable clientele" (BANBEIS, 1999). The NPA I used a somewhat more elaborate definition, which reads, with slight modification (in italics), NFE is "That form of education which consists of mostly assortment of organized and semi-organized educational activities operating outside the regular structure and routines of formal system, aimed at serving a great variety of learning *and livelihood skills* (italics added on recommendation of a workshop on NPA II 1st draft) needs of different sub-groups of population, both young and old". By UNESCO definition, "Non-formal education may take place both within and outside educational

institutions, and may cater to persons of all ages. Depending on country contexts, it may cover educational programmes to impart adult literacy, basic education for out-of-school children, life-skills, work-skills, and general culture. Non-formal education programmes do not necessarily follow the 'ladder' system, may have varying duration, and may or may not confer certification of the learning achieved" (Please see Glossary).

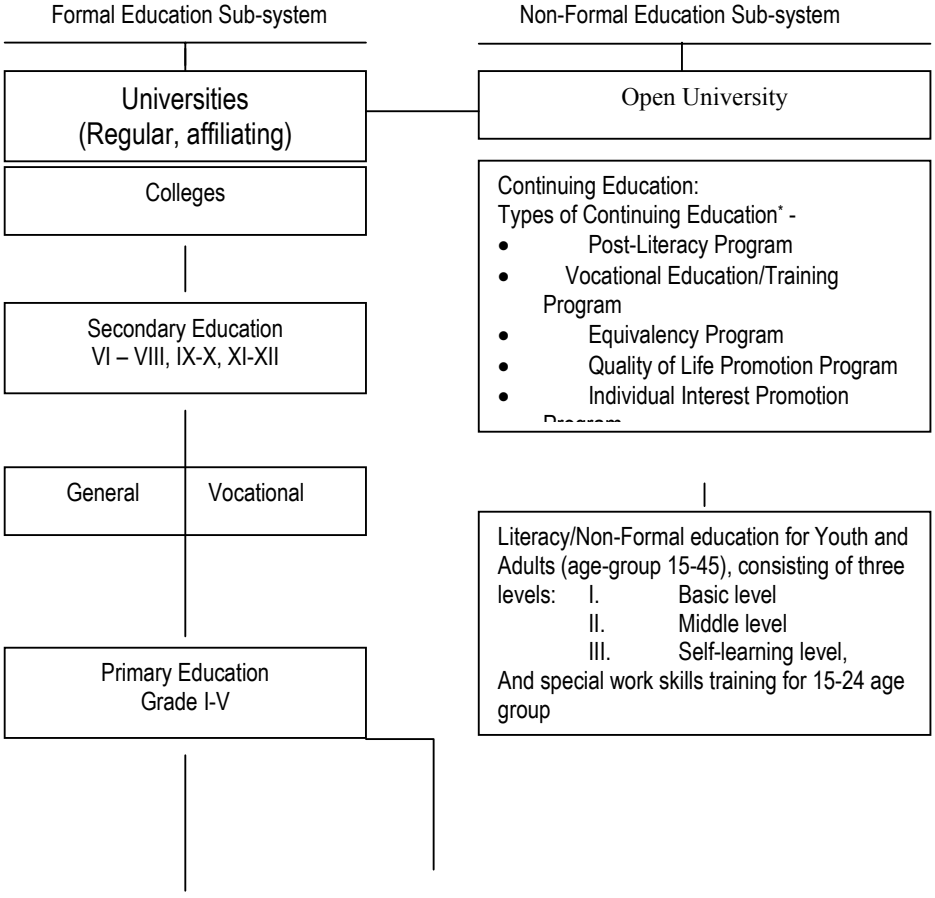
3.13 As figure 3.15 below shows, the *NFE sub-system* in Bangladesh, as elsewhere, comprises four types of non-formal learning by age groups, namely (a) family and community-based early childhood care and education for pre-school children (age-group 3-5 years), (b) Non-Formal basic education for the un-enrolled and dropout (from early grades of primary school) children and adolescents (age-group 6-10 and 11-14 years), (c) Literacy/NFE for youth and adults (age-group 15-45 years), with special work skills training for 15-24 age group and (d) post-literacy and continuing education/life-long learning opportunities.

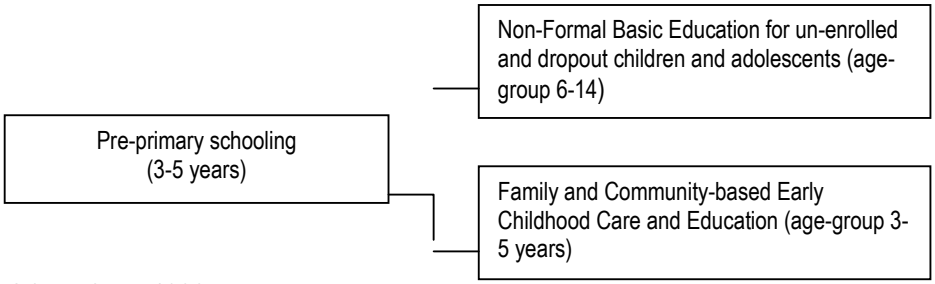
3.14 NFE provides an alternative channel, a second chance to dropout and un-enrolled primary school-age children, adolescents; and adults who missed formal education, to acquire basic literacy and life and employable skills to improve their social and economic conditions. The government and NGOs organize and manage NFE programs for different groups as indicated above and discussed in details in Chapter VIII. A large number of NGOs also work as implementing partners of the government NFE program.

Formal and Non-formal subsystems

3.15 The figure 3.15 below shows a configuration of the formal and non-formal education sub-systems. The certificates and degrees offered by the Open University carry equal values as those offered by the regular Universities and Education Boards.

Figure 3.15
Education System in Bangladesh





Source: UNESCO PROAP, 1992

*Only PL and Vocational Training programs are available now

C. Educational Planning for Human and Human Resources Development

3.16 The productivity approach and GNP, as measures of development, are considered to have led more to poverty, inequality, injustice, corruption, and adverse law and order situation instead of improving people's condition. It led to realization of a greater need for human development and concurrently human resources development. "People are the real wealth of a nation. The basic objective of development is to create an enabling environment for people to enjoy long, healthy and creative lives…. Human development is a process of enlarging people's choices" (UNDP, HDR 1990). It established the centrality of human factor as an end and means of development.

3.17 Human resource development is the formation of human capabilities such as knowledge, skills and health, which are direct reward of education. Human development is the use people make of their capabilities for productive, creative, cultural, social and political activities directed towards progressive improvement of the people. Human development also encompasses critical issues of gender in development. The human development paradigm has four major components: *productivity, equity, sustainability and empowerment*. The HDR 1995 (UNDP, 1995) gives a fuller description of the concept and measurement issues of the four components of HD.

Education: The Key to Human and Human Resources Development

3.18 Education is regarded as the critical means to human and human resources development (H/HRD). Empirical research findings clearly reveal that *human development and education are highly and positively correlated*. There is no alternative to education and training for development of human capabilities as well as making full use of such capabilities. "The concept of human development … reinforces the belief that people should participate in the development process and benefit from it" (UNDP, 1995).

3.19 The "human capital" or the body of knowledge and skills the population possesses and their effective use can enhance productivity. Therefore, investment in human capital relates to expenditures by a country/society on education and training, improvement of health and nutrition, development research, etc, which lead to productivity-growth (mainly through higher labor-productivity) and increase in quality of population.

3.20 Enhancing productivity and development entails use of technologies, often imported. It calls for development of human capital to use such technologies effectively or comparable homegrown new technologies. The current low level of technology-oriented education urgently requires improvement in the system to develop or adapt such skills locally. A judicious mix of resource-allocation (both developmental and recurrent) is necessary for development of appropriate human capital in a globalized competitive situation. Bangladesh thus needs to give high priorities to both primary and secondary levels of education.

3.21 Quality Universal Primary Education (UPE) has high positive externalities; without good quality secondary education the primary education sub-sector cannot get good, trainable and motivated teachers. The two sub-sectors are highly interdependent and complimentary in their roles. Poor quality primary education results in poor quality secondary education, which in turn, creates obstacles in improving the quality of primary education and fail to produce the front-line technical hands and paraprofessionals needed for other sectors of economy and social development. The poor quality education at the foundation (primary/basic) level adversely affects the quality of education at all levels.

3.22 Expenditure on education needs be treated as investment. The pace of economic development has high correlation with levels of investment in education. Investment in human development has much higher rate of return and dividend in the long run than investment in capital and physical infrastructure. Recent research in developing countries (Ahmed, 1996) reveals that return of investment in primary education is 17.3%— 32%, in secondary education: 15.6-32% and in higher education 13.9-34.5%.

Educational Planning Process and Structure

3.23 This NPA focuses on education-related aspects of HRD. The Planning Commission, an organ of the Ministry of Planning (MOP), is centrally located and is responsible for planning and monitoring implementation of Annual, Five-year and Perspective development plans of the country. It formulates policies for implementation of the Plans, monitors performance and progress and evaluation of Plan implementation on a continuous basis through IMED. The Education Wing of the Planning Commission prepares the education sector plan.

3.24 This Planning machinery is the central coordinating unit and relates to the highest policy making body of the country, the Cabinet. The link between the Cabinet and the Planning Commission is the National Economic Council (NEC). The NEC is conceived as a Standing Committee of the Cabinet for deliberation and decision-making on the allocation of economic resources and on all related major policy issues. The Prime Minister presides over NEC, while the Finance and Planning Minister heads the Executive Committee of National Economic Council (ECNEC). The Ministry of Education (MOE) and Ministry of Primary and Mass Education (MPME) assist the Education Wing of the Planning Commission in preparing their respective development plans.

3.25 The sub-sectoral plans for Primary and basic education, Secondary and Tertiary (First Degree and above) are drawn up by the specific line divisions with the help of the related directorates of the MOE and the MPME. The Planning Cells of respective ministries prepare the programs and other proposals for submission to Planning Commission. On inclusion of proposals in the Five-Year and Annual Development Plans the ministries prepare and submit project concept paper, which are reviewed by the Project Evaluation Committee (PEC) of the relevant Division of the Planning Commission. Depending on the cost of the projects they go to ECNEC or NEC for approval. Once the proposal is cleared the concerned ministry prepares the Project Proposal (PP), clears it through its own PEC and goes for implementation. Education being in the social sector, its projects do not require economic or Internal Rate of Return (IRR) analysis. Figure 3.24 in Annex figures shows the location of planning units in the MPME and attached departments as well as the organizational structure of basic education in the country.

3.26 Educational plans form a part of the multi-sectoral national development plans. As part of strategy for poverty reduction manpower planning should ideally become a part of the educational planning. The Fourth Plan (1990-1995) emphasized the expanded role of government in manpower

development and sought to involve the community in sharing responsibility for organizing proper education and training for the disadvantaged. The Plan also emphasized seeking and creating employment opportunities within and outside the country. The manpower sector objectives of the Fifth Five-year Plan included creating employment opportunities, developing skills, setting higher priority for self-employment, and developing an informal sector as a source of employment. The current thinking and policy emphasize relating education to poverty reduction, employment and particular attention to improving the situation of the disadvantaged.

Financing of Educational Plans

3.27 Financing of education is mainly a government responsibility in Bangladesh. But private sector bears a considerable portion of the total cost for education, particularly at the secondary and tertiary levels, covering part of the salary support, the whole of allowances of teachers and other employees, land for school premises and materials for the non-government schools and colleges.

3.28 Government funds both the recurrent and development expenditures on education through revenue and development allocations in the national budget. The sources of recurrent allocations are the revenue earnings of the government, drawn from internal revenue sources. Considerable amount of development allocations come form external aid, loans and grants, which account for less than 20% of the government development expenditure on basic education. The table 3.28 below shows the trends in allocation of funds for education under both the revenue and development budgets for selected years from 1990-1991 to 2001-2002:

Table 3.28

Percent Share of Education in the
Total Revenue and Development Budget allocations 1990-1991 to 2001-2002

(Taka in millions)

Budget type	Revenue Budget			Development Budget		
	All Sectors	Education	% of all sectors	All Sectors	Education	% of all sectors
1990-91	73102.4*	11820.1	16.17	61210.0*	3124.1	5.10
1994-95	103000.0*	20077.3	19.49	111500.0*	15185.3	13.62
1999-2000	184440.0*	32567.2	17.76	165000.0*	19818.9	12.01
2001-2002	207061.8*	37389.7	18.06	165830.0*	21`376.8	12.89

Sources: BANBEIS, 2002; * = Revised Budget

3.29 The primary and mass education sub-sector has received highest share of revenue budget (ranging between 45.46%- 40.29% during the period 1990-91 to 1999-2000) allocation closely followed by secondary (ranging between 36.8%- 47.6% during the same period). Allocation of funds for development followed the similar trends. Primary sub-sectors' share accounted for 63.59% in 1990-91, which gradually came down to 56.68% in 1999-2000. The secondary and tertiary sub-sectors accounted for 36.41% in 1990-91, which gradually rose to a high of 43.32% in 1999-2000 (BANBEIS, 2002).

Chapter IV

4. Vision and Challenges of Basic Education

A. Vision of Basic Education in 2015 and Beyond

4.1 Education is the key to improving the life and quality of living of people. Illiteracy and lack or inadequacy of education goes hand in hand with poverty, one reinforcing the other, both as causes and effects. Bangladesh is a victim of both extensive poverty and illiteracy and low level of education. The struggle to overcome these two demons of national problems continues. However, some remarkable progress has been made in the education field, through measures initiated to improve and enhance the scope of education, particularly basic education and removal of illiteracy.

4.2 Children and young persons of today are the citizens, leaders and producers of tomorrow. Without education and adequate literacy skills their chances of coming out of the poverty trap to a better life are dim indeed. They have the inherent right to opportunities to quality education to be able to participate effectively in the highly competitive world that is unfolding with the new century. The nation is fully committed to bring all primary school-age children into school, give them quality education, bring the dropouts and the older un-enrolled children to school for a second chance and use the non-formal strategy to provide basic education and literacy skills to illiterate post school-age children, young persons and adults, who missed educational opportunities.

4.3 Some of the EFA goals, like gross enrollment in primary education and adult literacy as set in the EFA NPA I, have already been achieved by 2000. There are other goals, most importantly that of quality education, to be achieved and all sustained, by 2015 in light of DFA. The experiences gained, lessons learned, infrastructure built so far, awareness created, and successes achieved during the intervening years between Jomtien and Dakar give the confidence and courage to think more positively about providing quality basic education to all children, young persons and adults to be able to function effectively in this competitive new century.

4.4 It is envisaged that having made all necessary efforts and investments as listed in this Plan the scenario in 2015 and beyond will encompass the following:

(i) An informed, knowledge-based and learning society for all is in process of taking firm roots – facilities are available for enhancing learning and gaining appropriate employable and life skills through formal, non-formal and informal education mechanisms;

(ii) All pre-school children, 3-5 years of age, are attending ECCE programs of some kind and have access to programs of health, nutrition, social, physical and intellectual development, and being initiated into formal education;

(iii) All primary school-age children (6-10 years), boys and girls, including ethnic minorities, disadvantaged and disabled, are enrolled and successfully completing the primary cycle and achieving quality education;

(iv) Adequate scope exists for primary level graduates to go on to secondary education and beyond; children can plan and pursue their career path and switch from one stream of education to another of their choice at any level;

(v) All residual illiterate and semi-literate young persons and adults have access to learning opportunities – basic education, adult literacy, post-literacy and continuing education, including skills development for gainful wage or self-employment;

(vi) All primary level institutions, formal and non-formal, offer standardized and quality basic education, providing a strong foundation which prepares children and others to face challenges in higher education, training and broader life with confidence and success; equivalence between formal and non-formal basic education and between different streams within each firmly established at all levels;

(vii) Gender equality in basic education, for teachers as well as learners, is a normal phenomenon, both in the institutions and homes of children as well as the broader society;

(viii) All children enrolled in basic education level institutions have access to health, nutrition, water and sanitation, cultural, social development and similar other services and activities, which ensure a healthy learning and living environment for better life; are involved in school management and decision-making processes; and they are all aware of the dangers of and ways of dealing with HIV/AIDS, arsenic contamination and such others;

(ix) Poverty is substantially reduced (at least by 50% of 2000 level, refer MDG) through and as a result of quality basic education and selective skills development training, in conjunction with and measures taken for eradication of poverty in other sectors of development, both public and private, particularly NGOs;

(x) The government, NGOs, broader civil society, the community and other stakeholders share the responsibility and work in conjunction to achieve the EFA national goals and also share and exchange information on their respective programs through MIS and GIS systems established in the government and non-government sectors via computer-based wide area network (WAN); and the database are updated at given intervals and freely and easily accessible to all through website;

(xi) There is transparency and accountability in program development, organization and management, financial transactions, and in activities of managers, supervisors and teachers as well as the SMC members and all others involved, both in the government and non-government education sectors; and

(xii) Community cohesion and democratic practices and norms are visible features of all institutions in the society, both at the local and national levels, people enjoying the fundamental human rights and participating in local level planning, organizing and managing as well as ensuring quality of basic education and training and other development efforts of the government, NGOs, private sector and the civil society providing a minimum acceptable level of quality of life for all.

B. Challenges to Basic Education –NPA II formulation and implementation

Large target population

4.5 The sheer size of the target clientele of basic education is in itself a big challenge. The gross estimate of 3-5 year-old children was 11.52 million[5] in 1999(BBS-UNICEF, 2000), while the net estimate put the number at 9.36 million. Only 2.6 million children (22.6 percent of the gross estimate) were enrolled in pre-school program in 1999, leaving out 8.92 million children. Of the 18.11 million primary school age children 17.66 had enrolled, yielding a gross enrollment ratio (GER) of 97.5% in 2001 (DPE, 2002). Net enrolment ratio (NER) was calculated at 81 percent in 2000 (PMED, 1999); it was estimated to be 86.57 percent in 2001 (BANBEIS, 2002). The net un-enrolled (2.80 million) and the dropouts (6.18 million, at 33 percent) left 5.83 million children out of primary schools. Getting these left out children into the system is a big challenge.

4.6 The non-formal basic education target population, dropouts and un-enrolled (6-14 years), were estimated at 12.83 million for 2000 (PMED, 1999). The uncovered adult literacy target population (15-45 years) was 36.09 million in 2000. Thus the target groups of NFE make up 48.92 million children, adolescents and adults. The primary school dropouts of 2001 raised the number to 54.75 million. Besides 7.61 million adult neo-literates await enrollment under PLCE type program. Again the number is large and thus a big challenge for NFE programs in the context of EFA.

4.7 Getting all the school-age children to formal educational institutions, ensuring their attendance and continuation until completion of the cycle and adequate quality of education offered; providing NF basic education to out-of-school children and young adults, adult literacy and post-literacy and continuing education (including appropriate skills training) to the illiterate, dropout and neo-literates prove a daunting challenge, particularly in view of the size of target population and limitation on resources – financial, human, institutional and organizational.

Knowledge-based and Technology-oriented society

4.8 At this dawn of the 21st century the globalized flow of information and unprecedented rapid expansion and reach of information and communication technology (ICT) across national borders via the Internet and satellite communication poses a great challenge for Bangladesh to ensure a beneficial transition and transformation. "The effects of globalization, impact of fast developing and rapidly changing information and communication technology, and developments in the fields of commerce, professions, services will make the (new) society a highly competitive one, for organizations and individuals alike" (The Economist, November 2001). Knowledge will be the basic ingredient and key resource of the new society. Knowledge workers will be dominant, be they professionals or in other occupations and technologies. Bangladesh will have to meet this challenge through careful planning for human resource development with adequate measures.

4.9 The children and young persons of today will be the adults, workers and leaders of tomorrow. It is imperative that they receive forward looking and quality education at the foundation level to develop necessary capabilities to be able to acquire further appropriate education to compete, both in the rapidly expanding national and wider global market place. The challenge here will be the appropriate knowledge, science and technology-oriented basic education curriculum, both in the formal and non-formal sub-sectors. The primary education curriculum, introduced in 1992-96, is under revision, which must ensure upgrading and reorientation of contents to meet the new challenge. Ensuring quality education will be another major challenge – quality and appropriateness of learning content, quality of delivery, quality retention of delivered knowledge, quality of use and application of the acquired

[5] The Report on Census of 2001, once published, should provide the actual/updated number.

knowledge and an overall quality social and occupational/professional behavior will call for serious and sustained attention, monitoring and evaluation of the implementation process of education plans.

Role and relationship of education and technology to development

4.10 "Education is [the] key to sustaining growth and reducing poverty" (Wolfensohn, 2000). The background to the World Conference on Education for All, Jomtien 1990 recognized the pre-eminent role of education, particularly basic education, the very foundation of human resource development, in fulfilling the development goals and ensuring social and economic progress and prosperity. It further recognized that lack of education results in economic stagnation, poverty, disparity, poor health and low nutritional problems, environmental degradation, rapid population growth and a lot of other problems, which inhibit progress of social and economic development (WCEFA, 1990).

4.11 The challenge is to relate to and make education an integral part of the broader societal goals and development approaches, particularly poverty reduction and other concomitant problems. As enjoined by the national constitution appropriate measures are needed to tune and gear the education system and ensure equitable access to quality and technology-oriented basic education to all (particularly the children, and young persons) to meet the needs of the unfolding future/next society.

Equitable preparation of all children

4.12 A differential system of access and consequently difference in quality of education continues to persist. The quality of basic education offered in different types of basic education institutions varies widely. This situation has to improve. The access to not only the basic educational institutions but also equitable and comparable quality of education has to be ensured for all children, regardless of their social and economic status. Improved curriculum is essential but its quality delivery is equally important. To enable the children to function effectively in real life and new types of work environment the classroom lessons have to be enriched with practical lessons in organizing and managing lesson-related school-based projects, getting children to work in teams, engage in negotiations, develop leadership skills, learn to think clearly and relate the acquired knowledge to life situations and beyond.

4.13 The children will have to be adequately prepared with life-, science- and technology-oriented education, through participatory and democratic approaches, to be productive and functioning effectively, both as participants and beneficiaries of development.

Human Resources Development (HRD)

4.14 The Five-Year development plans of the country have recognized and consistently emphasized the importance of education as the key component of HRD. The basic education constitutes the foundation of all future education and its importance and quality in HRD can hardly be overemphasized. Appropriate measures will be needed to provide a good grounding at the foundation level to ensure development of quality and productive human resources to meet the growing and diverse needs of the society. Teaching resources, particularly producing and deploying quality and effective teachers, or improving the teachers' performance and providing the appropriate learning environment with child-friendly and participatory approaches to learning and school management will be a major challenge in ensuring quality basic education.

Expanded opportunities

4.15 Sustainability of learning skills, both for the non-continuing primary school leavers and the graduates of the non-formal stream, is highly important for the country to maintain the enhancing literacy and education levels, and the persons themselves for improving their own life and living conditions. Continuing education is assuming greater importance globally, both for the graduates of

higher education to keep abreast of rapidly enriching knowledge base, particularly different professions and technologies, and for the non-formal graduates to obtain latest information about their occupational fields and retain their interest in sharpening their learning skills, further learning and applying the new-found knowledge to practical situations for social and economic advancement, and broadening their own mental horizon.

4.16 To retain the interest of clientele of non-formal education and literacy as well as post literacy and continuing education program experience suggests that the target groups, particularly adolescents and adults, coming as they do from the poorer strata of society need support, including appropriate skills training for enhancing their employability and opportunities to engage in gainful activities. To retain and enhance the literacy skills of neo-literates as well as the non-continuing primary school graduates it will be necessary to create and provide opportunities for learning new occupational skills, upgrading primary and intermediate skills to enhance their employability and ability to undertake and manage self-enterprises, in phases and through linkages to other relevant government agencies, NGOs and private sector.

Some program operation-related challenges:

4.17 Centralization of authority holds up appropriate and timely action at the field level, causing delays and waste of resources as well as creating clogs in the system and programs, primary schools or non-formal education, at the actual operational level, hurting the interest of children and learners in the long run. The urgent need is decentralization and devolution of management and financial authority to operational level for effective field management. Another challenge is ensuring adequate performance, monitoring and accountability of teachers, supervisors and SMC members as well as the supervision of supervisors at different levels of the hierarchy. An urgent need is to inject and infuse primary education management with persons having direct experience of classroom teaching and school management at different levels of DPE administration, training and supervision. The same applies to DNFE management.

4.18 Community ownership and participation in the operation and management of schools or learning centers are essential if the school or the center are to provide a congenial learning environment, ensure access and completion of relevant study cycle and deliver quality education. The SMC/CMC should have more women and be elected by the community rather than be selected by the authorities. This will give the community a say in the school and learning center affairs and make the SMC/CMC accountable to the community and the children and learners.

Inclusive education

4.19 The existing programs for education of disabled - physically and mentally, hearing and vision-challenged persons, socially disadvantaged, and ethnic or other minorities are extremely limited in scope, and run by government agencies other than PMED, and some NGOs. "... Schools should accommodate all children regardless of their physical, intellectual, emotional, social, linguistic or other conditions" (UNESCO, 1994, Article 3). “Regular schools with this inclusive orientation are the most effective means of combating discriminatory attitudes, creating welcoming communities, building an inclusive society and achieving education for all; moreover, they provide an effective education to the majority of children and improve the efficiency and ultimately the cost-effectiveness of the entire education system" (UNESCO, 1994, Article 2,).

5.20 There are more than a million primary school-age children with assorted disabilities and disadvantages, but without access to basic education. A need thus exist for effective education of these children. A constant demand of the NGOs has been mainstreaming the disabled children into the

education system. There are 113 NGOs, which, organized under the National Forum of Organizations Working with the Disabled (NFOWD), are working with disabled persons but they have only limited education programs. Introducing an inclusive education approach will be beneficial for the children, the institutions, the families and the society at large. Viable ways and means would have to be found to initiate inclusive education in consultation and cooperation with concerned ministries (such as Ministries of Social Welfare, Local Government Division of LGRDC and Women and Children Affairs) and NGOs with adequate preparation.

Chapter V

5. Guiding Principles and Over-arching Strategies

A. Guiding Principles

5A.1 Formulation and implementation of all policies relating to basic education - covering primary and non-formal education - will be guided by the Constitutional provision of ensuring free and compulsory education to all children and removal of adult illiteracy, and UDHR, UNCRC, UNCEDAW, WDEFA, DFA and other international instruments to which Bangladesh is a signatory. National Education Policy will be reviewed and updated once every three years;

5A.2 Ensuring availability of all necessary facilities for comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children of 3-5 years;

5A.3 Ensuring equal opportunity for all school age children (6-10 years) to have free access to an agreed minimum quality of education, regardless of the stream followed (mainstream primary schools, Madrasah, others) or by management (government, non-government, private, local government) of the institution attended;

5A.4 Making available textbooks and other relevant education materials and aids free of cost to all primary school age children, regardless of what type of institutions they attend, instead of keeping them limited to only the Government Primary Schools and other schools supported by the government (Registered non-government primary schools, Community Schools and Satellite schools) as it is the responsibility of the State/Government to ensure free and compulsory primary education to all children, without discrimination;

5A.5 Introducing a public examination at the end of Grade V of primary school to ensure a basic minimum level of competence for the children graduating and entering secondary school and also to give them a certificate of accomplishment (the examinations can be set nationally, conducted locally and assessed regionally);

5A.6 Ensuring adequate allocation for basic education (beginning with 4% of GDP from 2003-2004, and raising it to at least 8% by 2015) to cover the cost of required physical facilities, secure environment, books and educational accessories to guarantee minimum agreed quality in light of vision and goals of this Plan and DFA on EFA;

5A.7 Relating education to poverty reduction strategy – reducing poverty by 50% of the current level by 2015 (UN Millennium Decade Goal), to enable children to pursue education that would help reduce their poverty as they grow up; and skills development opportunities and access to micro- finance for neo-literate adolescents, young and older adults to enable them to engage in gainful activities to move out of the morass of poverty;

5A.8 Ensuring necessary facilities, a congenial environment and law and order situation, risk-free movement of children – both boys and girls to and from school, opportunities for participation in creative activities conducive to development of talents and latent potentials, and pursuit of life-long learning leading to establishment of a “learning society”;

5A.9 Ensuring that no corporal punishment (CRC, Article 28) or verbal punishment or offensive language is used in dealing with children in schools or learners under NFE;

5A.10 Making Non-Formal Education broad-based to serve all relevant segments of population that are not or cannot be served by the formal education system; and ensuring close cooperation between government, NGOs and broader civil society to share responsibility in program development and management to attain DFA/NPA II goals; and

5A.11 Ensuring involvement and participation of all stakeholders – parents/guardians, local community, civil society, NGOs, others - in the planning and managing of implementation, monitoring and assessment of basic education programs and projects; involving local government units at all tiers for the same purpose in their respective jurisdictions.

B. Overarching Strategies

5B.1 *GO-NGO-Private sector collaboration and coordination:* Given the very large size of the target population of basic education, and limited organizational and financial resources, the achievement of EFA goals can be accelerated only through ensuring close collaboration, effective coordination and development/use of all human, organizational, and financial resources of the government, civil society, NGOs, private sector, local communities, local government and development partners;

5B.2 *Inter-ministerial coordination and cooperation:* Basic education covers a diverse range of population, from age 3-45 years. To perform well in their educational pursuits they need access to other services such as health, nutrition, water and sanitation, recreational and cultural programs as well as social, psychological and other individual needs-oriented support, which cut across several ministries/departments and sectors of development. MPME will ensure linkages with and coordination of activities of relevant ministries for the benefit of participants of basic education programs, schools and learning centers, through direct contacts and under the auspices of the National Council for Primary and Mass Education (NCPME) as well as the National EFA Forum;

5B.3 *Convergence of services and community outreach:* Besides linkages and coordination between government departments/different types of organizations for better programming and resource utilization, this NPA will emphasize bringing together the relevant services at the primary schools and non-formal learning as well as continuing education centers, providing access to children and learners as well as serving as outreach points to bring the health and nutrition, water and sanitation services with emphasis on changing hygienic behavior; preservation and promotion of environment in the surrounding community, thereby making the school or learning center a community resource and a conduit or an associate for effective delivery of different social development services;

6B.4 *Community empowerment and participation:* For achievement of EFA goals community participation and ownership of and support to activities is essential to ensure sustainability of programs and their outcomes; effective measures will be instituted to ensure and enhance community empowerment through communication, awareness generation, alliance building and promotion of people's participation in community-based institutions and clientele mapping, local level planning and resource mobilization/coordination, program implementation, monitoring and evaluation;

5B.5 *Decentralization:* Central control and directions from national level inhibit initiative and committed work, beside causing delays, at different tiers of governance and management of programs. Priority will go to devolution of authority to concerned officials of government and non-government organizations to handle administrative, program management and monitoring, financial and organizational responsibilities at Divisional, district, Upazila and other appropriate levels of respective organizations; planning proposals from district level officials, in areas characterized by disparities and special needs, particularly tribal and isolated areas, will be encouraged and incorporated in annual plans to accelerate achievement of EFA goals;

5B.6 *Gender inequity and disparity reduction:* Affirmative discrimination in favor of girl students/learners (or boys where necessary) and women teachers (actual and potential) will have special priority focus of this NPA in all activities in both the formal and non-formal sub-sectors of basic education until equity is fully achieved (the target is 2010);

5B.7 *Sustainability:* While giving importance to the need for infrastructure development as part of the Annual Development and Five-Year Plans due care will be taken to improve and expand the existing institutions to meet the assessed needs and make enhanced and equitable allocation of resources for achieving all EFA goals within the Plan period;

5B.8 *Poverty reduction:* Poverty hinders enrolment, attendance, retention, completion and quality achievement in education. High priority will go to programs of reducing/alleviating the burden of poverty of basic education clientele, particularly in the primary and NFBE sub-sectors, skills training programs of adult education (Focus: young adults) and Continuing education; planning for basic education will be linked to and integrated with manpower development and poverty reduction strategies (PRSP) of the country;

5B.9 *Teachers:* To improve the quality of education the teachers' role and performance are of critical importance and at the core of both primary and non-formal education; the Plan will thus give priority to enhance the status, morale and professionalism of teachers (following DFA strategy);

5B.10 *Ensuring Quality:* While maintaining current trends (up to 2000) in access and enrolment the Plan will give high priority to improving attendance, retention and particularly the content and delivery of contents for overall improved quality of basic education, both in the formal and non-formal sub-sectors;

5B.11 *Special programs:* Include contents in the curriculum to create awareness and generate actions to combat the HIV/AIDS pandemic as well as arsenic contamination and remedies as a matter of urgency;

5B.12 *Inclusive education*: Ensure access and enrolment of children with disabilities of physical/mental, social and ethnic nature to normal schools and provide/create necessary facilities, including special equipments; development and introduction of modules on inclusive education in training programs at NAPE, PTIs, Upazila Resource Centers and sub-cluster training, and ensuring each PTI has one such Instructor and each school, one such trained teacher; it would be done in cooperation with experienced NGOs and other concerned ministries;

5B.13 *DFA EFA Strategies:* EFA strategies as listed in the DFA are incorporated in the above strategies but they will all the same be kept in view as a source of guidance in the process of NPA implementation, particularly in preparing, providing necessary resources, outsourcing and managing programs and projects; and coordination with NGOs and civil society;

5B.14 *Transparency and Accountability:* In all matters relating to management of formal and non-formal basic education transparency and accountability will be of prime concern in all dealings, managerial, recruitment/transfer and promotion, enrollment and attendance (of both learners and teachers), classroom transaction, assessment of learning achievements, and supervision from national to local school level, and procurement of services and goods;

5B.15 *Children's participation and representation*: Children and participants of all basic education components – primary school, ebtedayee madrasah, NFE learning centers - will be represented on the SMC and CMC and be involved in the management of all affairs of the school and learning centers and in relating to the surrounding community for undertaking practical learning projects, and in the organization and delivery of various services (health, sanitation, etc).

C. NPA Goal, Objectives, Targets and Strategic Framework

5C.1. In re-affirming the vision of EFA as stated in the World Declaration made at Jomtien and while adopting the Dakar Framework for Action, *Education For All: Meeting our Collective Commitments* the World Education Forum re-stated the vision in the following words:

> "All children, young people and adults have the human right to benefit from an education that will meet their basic learning needs in the best and fullest sense of the term, an education that includes learning to know, to do, to live together and to be. It is an education geared to tapping each individual's talents and potential, and developing learners' personalities, so that they can improve their lives and transform their societies".

5C.2 In light of the vision, the goals and strategies set in the DFA (See Annex 4), the state of basic education in Bangladesh in 2000/2001, the lessons learned from the implementation of the first EFA: NPA I and needs of the country the main goal, objectives and targets of this NPA II are stated below:

(i) NPA II Goal

5C.3 To establish a knowledge-based and technologically-oriented learning society by enhancing and sustaining access, retention and provision of quality basic education to meet the learning needs of all children, young persons and adults in a competitive world, both in the formal and non-formal sub-sectors of basic education without any discrimination.

(ii) Objectives of the NPA II

5C.4 The objectives of NPA II are to:

(i) 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;

(ii) Bring all primary school-age children, particularly girls, the disabled, those in difficult circumstances and belonging to ethnic minorities, and enable them to complete primary education (already free and compulsory) of good quality;

(iii) Establish programs of appropriate learning and life-skills to meet the learning needs of all young people and adults, and ensure their access, participation and successful completion of relevant courses;

(iv) Increase adult literacy rate (among persons of 15 to 45 years of age) from 56 percent (I-PRSP) in 2000 to 80 percent by 2015 (reducing adult illiteracy by half, following MDG), especially for women, through equitable access to quality basic and continuing education for all adults;

(v) Sustain and enhance the present near gender-parity in primary and above parity for girls in secondary education to achieve gender equity in education by 2005 and gender equality in 2015 by ensuring full and equal access of boys and girls to and achievement in basic education of good quality;

(vi) Improve the quality and excellence of basic education in all respects and ensure achievement of recognized and measurable learning outcomes by all, especially in literacy, numeracy and essential life skills;

(vii) Institute an agreed core of equivalence between formal and non-formal basic education sub-sectors and between/among different streams of formal sub-sector and between public and NGO and private programs to ensure standard quality of education across the board and transferability from non-formal to formal and between streams to enable those who want to join the main stream and continue further education or switch from one to another stream.

(iii) NPA II Targets

5C.5 A summary of the EFA NPA II targets is given in the table below. The EFA targets achieved by 2000 are shown as benchmark for this Plan (see table 1.2):

Table 5C.5 Summary of targets of EFA NPA II, 2003-2015 for primary education and NFE

(In Percent)

Indicators	Benchmark 2000	Targets for the selected years		
		2005	2010	2015
Primary education				
Gross Enrolment rate (**Total**)	96.5	103	107	105
Gross Enrolment rate (Boys)	96.0	102	107	105
Gross Enrolment rate (Girls)	97.0	104	107	105
Net Enrolment rate (**Total)**	81	83	92	95
Net Enrolment rate (Boys)	82	87	91	95
Net Enrolment rate (Girls)	85	89	93	95
Dropout rate	35	25	21	10
Completion rate	65	75	85	95
Quality achievement in Pry. Education	05	30	65	90
ECCE (both through formal & NFE**)**				
Primary attached Pre-school Class	22	15	20	15

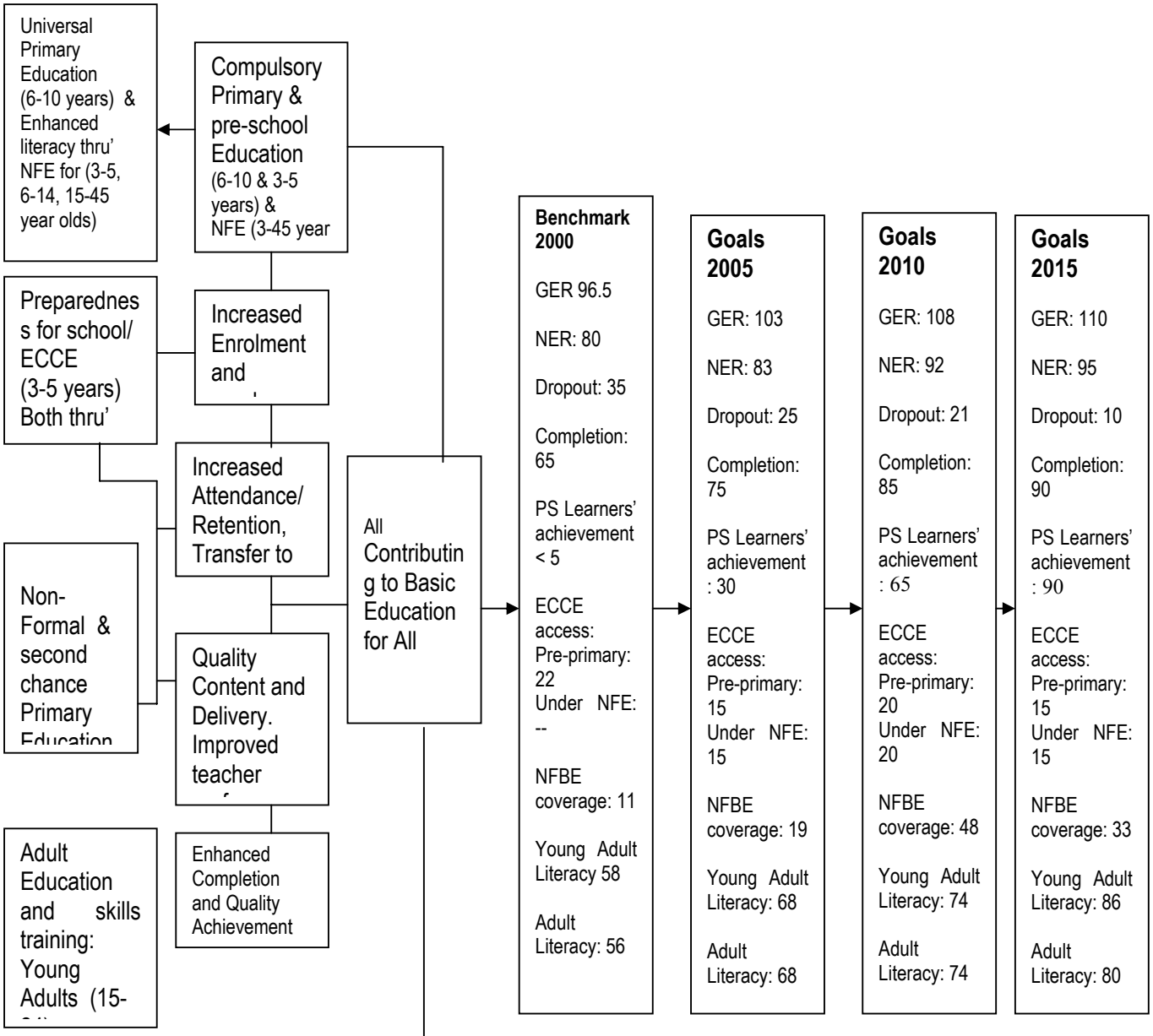
Indicators	Benchmark 2000	Targets for the selected years		
		2005	2010	2015
NFE	-	15	20	15
Non-Formal Education				
NFBE – Access/Coverage	11	19	48	33
Adult Literacy Rate (15-24 age group)	66	73	82	90
Adult Literacy Rate (15-45 age group)	56	68	75	80
All-Age Literacy Rate	53	62	70	81

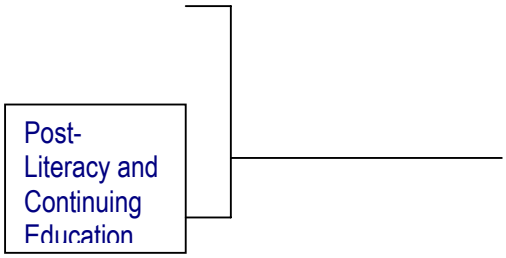
Source: PMED for 1991, 95 and 2000. The targets are set in light of DFA goals, MDG, I-PRSP (B'desh) and population growth projections.

(iv) **NPA II Strategic Framework**

5C.6 The chart below shows the strategic framework with indicators, targets and timeframe for achieving the same:

Figure 5C.6
Strategic Framework for EFA Targets, 2000-2015
(All figures are in percent)




Post-
Literacy and
Continuing
Education

Chapter VI

6. Early Childhood Care and Education (ECCE)

6.1 The DFA goal for ECCE is "expanding and improving early childhood care and education, especially for the most vulnerable and disadvantaged children" (Goal 1). ECCE covers the children of 3-5 years' age and the goal emphasizes the meeting of care and educational needs of children, particularly those on the social and economic margin of the society.

A. Situation Review

6.2 NPA I proposed an ECED[6] program, covering the 4-5 years old children. No structured ECED activities existed earlier for pre-school age (< 6 years) children except "Baby Classes" in a good number of primary schools for 4-5 year old children who accompanied their older siblings to school. An assigned teacher managed the class and tried to initiate the children to primary education, without a formal structure. The number of such children attending playgroup and nursery classes in kindergartens was very limited.

6.3 In context of prevailing vacuum and pending further experience, NPA I proposed to limit initial ECED programs to (a) restructuring and redirecting the existing pre-school educational facilities, (b) formalizing the 'baby classes' in primary schools by phases, (c) promoting and supporting wider non-formal, family and community-based initiatives, and (d) developing the concept and suitable curriculum, educational toys and learning materials; special teacher training arrangements, advocacy, parental education on physical and nutritional needs of children and undertaking research and pilot projects.

6.4 The "bulk of the work of childhood care and development" was expected to "take place in the families and within the communities, through private initiatives" with "government support to non-government and community initiatives and material supports where feasible". The NPA I proposed to formalize the 'baby classes' in two phases, covering 30 percent of the primary schools by 1995 and 50 percent, by 2000. This would have covered 2.34 million of 4 -5 age group children by 1995 and 4.20 million by 2000 (of a total of 8.40 million). The government was also to have provided substantial support for classroom construction, teachers, implements, research, etc to feeder school programs at community level.

6.4 The Integrated Non-formal Education Program (1991-97) of the government had the only ECED program component with a target of 75,000 4-5 year old children. The project covered 63,000 children by 1997 (DNFE, 2000). Primary Education Development Program (PEDP I, FY1997-2003) proposed to establish 'baby classes' in 60,000 schools (GPS and RNGPS) and allocated funds for one million books, display and play equipments per year. Though no target figure was given, it would have covered 2.4 million children, counting at 40 per school. The 'baby class' was, however, treated more as an "activity for familiarizing children with schooling" but "not oriented toward 'child development'. The 'baby classes' in primary schools were not formalized, no structured curriculum was prepared or introduced

[6] The terms ECCD, ECE, ECED and ECCED are often used interchangeably while referring to the concept and activities meant for care and development of pre-school age children: the World Declaration on EFA (1990) refers to "early childhood care and initial education" (Article 5); the EFA Framework for Action, endorsed by WCEFA (1990) speaks of "early childhood care and developmental (ECCD) activities", covering 4-5 year old children. NPA I used the terms ECED and ECCED interchangeably. DFA (2000) uses the term Early Childhood Care and Education (ECCE), covering programs for 3-5 year old children.

and no separate teachers appointed or trained; and no clear record has been maintained about the number of children attending.

6.5 The other proposed goals were not pursued either; private community initiative was negligible. The National Committee on Primary Education (NCPE)[7] recognized the importance of pre-school education but felt that in view of the shortage of teachers and physical facilities in schools and severe resource constraints such a program was not feasible; it proposed instead to treat the first six months of Grade I of primary schools as preparatory education, thereby obviating the need for separate pre-school program or baby class. However, the 'baby classes' continue to run as before and, therefore, need proper organization and formalization.

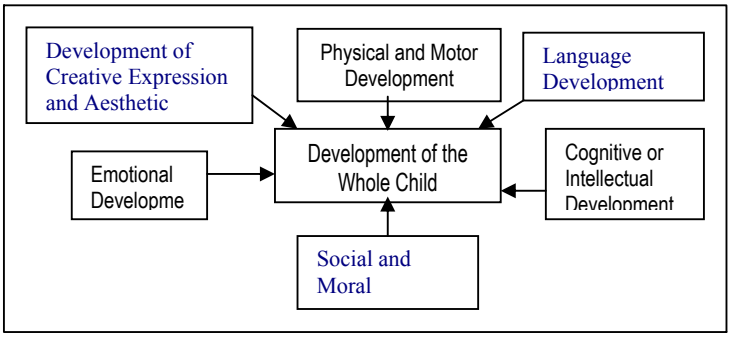
6.6 A sample survey estimated the 3-5 year age group children at 11.52 million (BBS-UNICEF, 1999), with a gross enrolment of 2.6 million children in pre-school education and a gender parity index of 1.1. The net estimated figure was 9.356 million children in 2000. Information gathered in 2001 shows a total of 1.864 million 4-5 year old children benefited from different ECED programs: 1.05 million in 'baby class' in 42,000 GPS and RNGPS, 484,000 in kindergartens, 242,000 in madrasahs, 46,875 in 'Para' (neighborhood) centers for ethnic minorities in Chittagong Hill Tracts and Rajshahi, 33,800 in non-government institutions, and 7,500 in orphanages, Day Care Centers and pre-school centers run under the Ministries of Social Welfare and Women and Children Affairs. Of the 4.54 million new entrants in primary Grade I in 1999 52 percent had attended pre-school program. It is claimed that ECED/'baby class' children do better in primary schools. A PMED circular in 1999 encouraged GPSs to organize and continue the 'baby classes' but made no provision for appointment of teachers, or a structured curriculum. However, NCTB has recently developed a new Primer for 'baby classes' in primary schools (to replace the 1981 version).

B. Rationale for ECCE program

6.7 The existing ECCE programs are focused basically on pre-school education or literacy. The 'care' element in such programs is negligible. Childcare includes food/nutrition, health care, affection, interaction and stimulation, a sense of security provided through consistency and predictability of behavior of the caregiver and play, allowing exploration and discovery. Child development indicates gradual acquisition of behaviors, from simple to complex, in terms of moving, feeling, thinking, and relating to others, which occurs continually in interaction. When it comes to development, every child is unique. Normally, the child spends the first two years of life with parents and the family, expanding to the pre-school during the next 3-5 years and from 6+ years at home, school and the community. The child's brain develops fully by age two and needs stimulation through appropriate interaction and experience for all round development. The early childhood care and education cuts across a number development fields such as nutrition, health, education, social services, women and children affairs, poverty alleviation, etc. No one field can fully meet all early childhood needs of children. The figure 6.7 below shows the care and development needs of the child to grow into an integrated whole person:

[7] PMED: Report of the National Committee on Primary Education, 1997

Figure 6.7
The Child's Development Needs



Source: UNESCO, 2001c

6.8 **Issues and concerns:** The existing socio-economic and cultural context of the country presents a number of issues and concerns that impact negatively upon the goal of Education for All. The vicious cycle of poverty and illiteracy adversely affects the children of ECCE and primary age group, especially the vulnerable and disadvantaged families, meaning the illiterate and poor, mostly rural but also includes urban slum dwellers, children with special needs (with different types of disabilities), children in difficult circumstances (street children and such others) and of ethnic minority. The issues are:

- The children of illiterate poor enter primary school without any academic preparation required for receiving education and thus tend to lag behind;

- Due to poverty of their parents, the children often remain hungry, suffer from acute malnutrition, fall sick frequently and hence become inattentive, resulting in poor performance at school, as they get no help from their illiterate parents at home;

- The disadvantaged children generally have low achievement rate and lose interest in academic activities of schools, leading to failures and dropout; and

- As they become adults with low literacy level they are unable to get better-paid jobs. As a result, their poor income cannot afford good food, good education, and medical treatment for their children. The vicious cycle continues, poverty of the parents is visited upon the children, particularly the girls, religious minority, ethnic minority groups and children with different types of disabilities.

6.9 **Possible impact of interventions:** Research evidence suggests that early intervention programs of care and education have long-term positive impact such as:

- **Economic benefits:** investment in child development improves school performance and ultimately helps increased production. ECCE helps reduce school dropout and repetition rates and thereby ensures cost savings through improved efficiency of primary schooling. It also has an impact on health care costs and increasing parental productivity;

- **Effectiveness of programs:** The effectiveness of other programs, such as, health, nutrition, education and women's programs can be improved through their working together with child

development programs which modifies the goals of all programs into more relevant, meaningful and result-oriented;

- **Consensus and solidarity:** Children provide a focus for social and political actions that build consensus and solidarity within communities. In fact, less debate happens on children's issues.

- **Moral and social values:** Desirable moral and social values can be better preserved through their cultivation beginning with the young children as they would learn to practice and pass such values to their progeny;

- **Social justice:** School preparedness program for disadvantaged children can provide them a "fair start" or “head start” to positively change the effects of inequalities arising from poverty and gender, disability, religion or ethnic identity. Studies from many cultures show that girls’ participating in ECCE programs are more likely to continue their education for longer periods, gradually changing expectations from their parents’ and their own perspectives; and

- **Needs of changing societies:** The increasing survival rate of vulnerable children, changing family structures: from joint family to single family, single parent family, urban-rural migration, increasing number of women joining labour force, etc. require increased attention to early childhood care and development initiatives.

- Besides, a high quality ECCE program that really builds children’s self-esteem, curiosity, and love of learning will have greater impact beyond the pre-school years and indeed, throughout their lives – resulting in outcomes like less crime, less divorce, and high income among participants, compared to their peers who did not participate in such program.

6.10 Fifty percent of the people live below the poverty level; children of these families suffer various problems of malnutrition, diseases, and lack of a conducive family environment for learning, which is likely to affect their learning capability unless necessary interventions are made before they enroll in school, if at all, as otherwise their whole life will be at risk, apart from being deprived of their fundamental right to quality education. The government will, therefore, review the situation and take a policy decision to make ECCE an integral part of both the formal Primary Education and Non-formal Education.

C. Program proposals

6.11 The need for pre-school education/ECCE is well recognized, both at national and international levels. PEDP I (1997-2003) made allocation for books and toys for ‘baby classes’ in primary schools, so has the draft PEDP II (2003-2008). The challenge is to give ‘baby classes’ a formal structure, develop an appropriate curriculum, appoint a trained teacher for the ECCE class, develop and include a module in the C-in-Ed course and sub-cluster training, provide adequate and properly designed physical facilities in school, involve the community in the organization and operation of the program (SMC is already involved), and implement the program in phases to gain experience and overcome the resource constraints.

6.12 In view of their experience the primary schools should be able to take the 5-year old children and manage a formalized ‘baby class’. To take in the 3-4 year old children will over-extend their capacity and purpose. The ECCE program will, therefore, be implemented in two tracks: in the form of

the 'baby' or pre-school class in primary schools for 5-year old children and the 'family and community'-based program under the non-formal sub-stream for 3-5 year olds of marginal families.

6.13 The ECCE program will cover all 3-5 year old children under both the formal and non-formal education sub-streams in phases. In the formal education sub-sector it will run as an integral part of all government, community, satellite and non-government primary schools. It will also encourage and promote expansion of programs of Shishu Academy pre-schools, schools for ethnic minorities and disabled children, government children homes and Mosque-based Maktab and Forkania madrasahs to bring them under the cover of ECCE. In the non-formal sub-sector the families living below the poverty line will be empowered through training of parents and caregivers and programs organized at community level such as Daycare centers for children of working mothers and others in cooperation with the owners of employing enterprises, relevant ministries and civil society organizations and NGOs.

6.14 Centers like Shishu Bikash Kendra of Shishu Hospital, Kalyani Schools (of Bangladesh Protibondi Foundation), and other schools for children with hearing, vision, speech, physical disabilities and low cognitive abilities may experiment with the ECCE program, especially tailored for children with different types of disabilities to overcome their deficiencies and meet their developmental and education needs as well as universal needs of young children, i.e., survival, love and affection, security and participation.

6.15 The programs in both the formal and non-formal sub-sectors will have to link up with health, nutrition, water and sanitation and poverty reduction programs of the government and NGOs, as well as engage in socialization and initiation to education. The target population for both the programs, with projection is shown in the table 6.15.1 below. It adds a 5% for growth and 5% for disadvantaged children to be covered by the two programs. The distribution by formal and non-formal sub-sectors is shown in Table 6.15.2 (the figures are in millions):

Table 6.15.1: **Total ECCE program target population by benchmark and Projection by phases of the NPA II**

Age group	Benchmark 2000	Growth Projection and Targets by Selected Years (in 000s)		
		2005	2010	2015
3-5 years	9356	9490	8728	9231
Added 10%	-	10439	9601	10154

Table 6.15.2**: Distribution of projected ECCE target population by sub-sectors**

Sub-sector	**Benchmark**	**Program Projection and distribution by selected years (in 000s)**			
	2000	**2005**	**2010**	**2015**	**Total**
	10,292				
Formal Primary Education	**-**	**1566**	**1920**	**1523**	**5009**
Non-Formal Education	**-**	**1566**	**1920**	**1523**	**5009**
Total	10,292	3132	3840	3046	10018

D. Strategies and Indicators

6.16 The strategies will include (a) attending to the needs of children through childcare centers, with health, nutrition and other services brought to the center or providing access to

such services, (b) educating parents and other caregivers to enrich their understanding and practice of care-giving, both at family and community levels, (c) fostering community development activities designed to enhance the environment of the young child in cooperation and coordination with the Ministries of Women and Children Affairs, Social Welfare, Local Government, others; NGOs and private sector. NGOs, particularly in the NFE sub-sector will be the cooperating agencies. The formal school will add an appropriately designed classroom with adequate space, fully equipped with play and learning materials, and a trained teacher. The NFE part will organize ECCE centers in various forms, equip them with necessary materials, a Facilitator, and possibly one or two professionals of other relevant disciplines, such as child psychology.

6.17 The indicators will include the rate of transfer and enrollment in formal schools after completion of ECCE, performance in formal schools and continuing beyond primary level schools or institutions (determined through tracer studies).

E. Governance – Organization and Management of Implementation

6.18 DPE will implement the pre-school program and DNFE, with the experience of working with NGOs, will implement the 'family and community-based' part through NGOs and Community-Based Organizations (CBOS), dealing basically with the vulnerable and the disadvantaged children. Thus, both DPE and DNFE will each establish an ECCE unit and maintain liaison with Children units in other Ministries/Departments, particularly those of Women and Children Affairs, Social Welfare and Local Government and Rural Development and NGOs and carry out all relevant activities from conceptualization, planning, implementation, monitoring, supervision, coordination and evaluation. DPE and DNFE will coordinate the transfer and enrollment of the 5-year olds from NFE stream in primary schools. MPME will facilitate coordination with other ministries for nutrition, health and other aspects of the program.

F. Complementary activities for all stakeholders: Social Mobilization and Advocacy

6.19 This has to be pursued vigorously to create awareness about the importance and benefits of ECCE at all levels, in the government, private and NGO sectors as well as the broader civil society, both for support and mobilizing resources.

G. Program Activities

6.20 To implement ECCE in both the formal and non-formal sub-sectors the following activities will be carried out:

(a) The formal primary education sub-sector:

(i) Give formal recognition to the 'baby class' as the 'pre-primary class' as an additional class in all primary schools by phases, taking only the 5-year old children (depending on number of children available for enrollment, generally 40 per class or less);

(ii) Establish an ECCE unit or cell in DPE to develop and manage the program, and coordinate/liaise with other Ministries/Departments of the government, civil society/ NGOs and other relevant/concerned stakeholders as appropriate;

(iii) Develop appropriate and use curriculum/syllabus and learning materials for 5-year old children, covering one academic year, preparatory to enrollment in Grade I of primary school;

(iv) Develop/select learning toy and play materials appropriate for 5-year old children and ensure adequate supply of the same in light of number of schools selected and children enrolled by phases and individual years;

(v) Develop and implement an ECCE module for training of teachers at PTIs and train one Instructor in each PTI to conduct/facilitate training of teachers, including parenting training of parents;

(vi) Develop and use an ECCE module in sub-cluster training at school regions and/or URCs for the ECCE teachers;

(vii) Involve SMC and local community in the planning and managing of the pre-school class and parenting training program, and identification and procurement of relevant learning and play materials;

(viii) Assign one teacher in each project school for managing/facilitating the pre-primary class, maintaining contact with parents and involving them in the planning and managing of programs and conducting parenting training of parents once every week or as convenient for the parents for empowering them;

(ix) Ensure access of pre-primary class children to nutrition, health (screening of health, eyesight, arm circumference, etc and remedial action if warranted) and other services for all-round development of children; and

(x) Take all appropriate measures to ensure retention and transition of children to primary Grade I.

(b) The non-formal education sub-sector:

(i) Make ECCE a component of the NFE program, covering the 3-5 year old children of marginal families and other disadvantaged children;

(ii) Establish an ECCE unit or cell in DNFE to develop and manage the program, and coordinate/liaise with other Ministries/Departments of the government, civil society/ NGOs and all relevant/concerned stakeholders as appropriate;

(iii) Develop appropriate curriculum/syllabus and learning materials for 3-5 year old children, covering a three-year program, gradually preparing and leading to enrollment of the children in Grade I of primary schools at the end of the course; children reaching age 5 may also be selectively transferred to pre-school classes of primary schools, if seats are available;

(iv) Develop/select learning toy and play materials appropriate for 3-5 year old children in a graded manner and ensure adequate supply of the same in light of number of ECCE centers planned and established by phases and annual plans;

(v) Coordinate with the civil society, the community through utilizing the services of NGOs in establishing programs both at the family and community levels

- Through home visits and counseling the parents of ECCE age group children;
- Establishing ECCE centers at community level which could carry the names such as ECCE center, Daycare Centers or Child Care Centers, and provide ECCE services for children and parenting training and help the parents in other organizational matters;
- Devising appropriate management system for engagement of institutions in ECCE programs;

(vi) The implementing NGOs, with the support of DNFE, will arrange with relevant Departments of Government to bring services to the centers such as nutrition (courtesy of Bangladesh Integrated Nutrition Project – BINP), health checks and other support services or ensure access of children to such services, both in the government and NGO sectors;

(vii) The Facilitators for the centers should be females and selected carefully having adequate qualification, aptitude for working with children and inspiring them, where necessary the implementing NGOs can appoint competent professionals, such as child psychologists and others depending on the needs and types of programs;

(viii) DNFE would also work with and provide necessary support to NGOs working with or managing centers/institutions for children with special needs, in difficult circumstances and of ethnic origin; where the need exists but no agency works to deal with such needs DNFE will promote/encourage formation of appropriate agencies for the purpose; and

(ix) Encourage industrial establishments, particularly where large number of women is employed, to establish and contribute towards establishing suitable day care facilities for the children of working mothers.

(c) Common activities for both sub-sectors

(i)Coordinate action in developing a database, through the common household survey (in cooperation with BBS) proposed in the primary education chapter, on 3-5 year old children and update it every year/or once every three years

(ii) Develop necessary materials for creating awareness and promoting advocacy about the need and benefits of ECCE; use these materials and other methods jointly or in close coordination between DPE and DNFE as well as the NGOs, broader civil society for raising awareness and support for ECCE;

(iii) Arrange effective monitoring and supervision of the programs in both tracks by the respective Directorate in conjunction with the local Center Committee to be established;

(iv) Make periodical assessment of the performance of the ECCE children in primary level institutions;

(v) Promote appropriate changes in the educational systems at kindergartens, maktabs, feeder schools, orphanages, etc. to make them more relevant to the needs of children in context of Bangladesh society;

(vi) Conduct studies, research, undertake experimental and pilot projects, continuing evaluation of ongoing programs for making the programs more effective through improved management;

(vii) Expand the role and function of Shishu Academy to provide meaningful support to ECCE programs and its own program;

(viii) Mobilize community support and encourage NGOs and other civil society organizations to undertake ECCE programs.

Chapter VII

7. Formal Primary Education

7.1 The DFA goal for primary education is intended to "ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality" (Goal 2). The emphasis is on complete access as well as good quality of education.

II. Situation Review

Access and Equity in FPE

Types and number of primary level institutions

7.2 Primary education is already free and compulsory under the Primary Education (Compulsory) Act, 1990, effective, experimentally from 1992 (68 Upazillas) and fully from 1993 (the whole country). Primary level education is offered in three broad types of institutions, namely mainstream primary schools (secular, vernacular medium), religious streams (Islamic and others), and private English medium schools. The number of these institutions rose from 50,184 in 1991 to 78,126 in 2001[8], including government primary schools (GPS) 37,671, nationalized in 1973. The non-government registered primary schools came to 19,428 and there were the new Community schools, 3,268 and Satellite schools - only 4,095 were established in place of 25,000 proposed in the NPA I and NGO Full primary schools 170. There are 11 individual types of primary level institutions in all; details of institutions and number of children enrolled by types in 2001, are given in Table 7.2 in Annex Tables (Annex 1).

7.3 The mainstream primary schools constitute 87.72 percent of all primary level institutions and take in 93.39 percent of the pupils. The government primary schools (GPS) constitute 49.05 percent of all institutions and enroll 61.31 percent of all pupils. The English medium schools make up 2.98 percent of institutions and take only a minuscule 1.95 percent of children. Madrasahs amount to 9.30 percent of the institutions and take only 4.64 percent of the pupils. The government provides up to 90 percent of teachers' salary, textbooks, and funds for construction of school buildings of registered non-government and full NGO primary schools and recently opened training facilities for the teachers of RNGPS at government Primary Training Institutes. Other institutions, established and managed privately, raise their own funds from various sources.

7.4 On analysis of the progress of UPE and its needs in light of EFA goals, constraints and opportunities, NPA I stated its objective as "Universalization of Primary Education while increasing enrolment, especially increasing girls' attendance and completion". It identified the major constraints as "Inadequacies of necessary facilities, weakness in management, poverty of parents and weakness in demand for education". Using 1991 status as the benchmark, NPA I proposed to (a) increase gross enrolment of children, aged 6-10 years, in primary schools from 75.6 to 95 percent, (b) increase in completion rate of

Table 7.4: EFA Goals for and Achievements in Primary Education

Items	Benchmark 1991	Goals		Achievements		
		1995	2000	1995	2000	2001
GER	75.6	82	95	95	96.6	97.5
Completion	40	52	70	52	67	67
Dropout	60	48	30	39	33	33

[8] Since the NPA implementation begins in 2003 the figures used are for 2001, the latest available, unless otherwise indicated.

primary schooling from 40 to 70 percent and (c) reduce dropout rate from 60 to 30 percent by 2000 (see Table 7.4 above for goals and achievements)[9].

7.5 To achieve the stated EFA goals the NPA I proposed to:

- Add 143,400 new classrooms (50m^2 each), 25,000 satellite schools (2 rooms each) and provide water and sanitation facilities in all schools by 2000;
- Fill all vacant posts (5,650) and recruit new teachers (145,679) to bring down the teacher-student ratio to 1:50 and "60 percent of the new teachers to be females";
- Supply textbooks and stationery free of cost as well as educational aids in schools;
- Improve and make curricula more science-based and related to life, improve quality of textbooks, and provide interesting supplementary reading materials to school libraries;
- Use existing PTIs to organize intensive crash training program of teachers, setting up new PTIs with modern facilities and opening them to private sector teachers;
- Revise curriculum of teachers' training, PTI instructors' and ATEOs[10] and organize immediately one-month training courses for 2000 ATEOs to improve in-service cluster training of teachers;
- Modify Ebtedayee Madrasah curriculum to bring it closer to primary school one;
- Establish 490 (Thana/Upazilla) Resource Centres with staff and facilities for continuous monitoring of the quality of teaching in primary schools and conducting refresher courses for ATEOs and others;
- Encourage NGOs and CBOs to establish satellite schools for Grades I and II with government support for rental and teachers salary;
- Strengthen the DPE and its offices at district and Thana levels, introduce a Divisional set-up to facilitate decentralization of management to improve monitoring, supervision and support functions; strengthen institutional capacity of NAPE; and
- Improve the role and function of SMCs and PTAs for improved performance, accountability of teachers, increased interest of guardians for regular attendance of children in school.

Physical facilities

7.6 Primary level institutions had an average of 2.94 classrooms per school in 1987 (129,880 classrooms in all). The situation had improved by 1999, the rural primary schools had an average of 3.5 rooms and urban schools, 5.5 rooms; 53% of schools had tolerably acceptable accommodation compared to 42.8% in 1990. Currently, the classrooms (5.49mx7.92m=43.48m^2) are constructed to accommodate 60 students, 0.725 m^2 per student, much less than standard size (a minimum of 8 m^2). All schools do not have equal number of classrooms or equal sizes of classrooms. Some 47% schools have less than the minimum space and all schools less than standard accommodation. Between 1990 and 2000 the government has reconstructed a total of 31,011 schools and repaired 14,570 to ensure minimum facilities and also to double as storm shelters in cyclone-prone areas. However, funds for minor repairs remain extremely limited and such work cannot be undertaken as and when required. More than 60 percent of the primary schools have water and toilet facilities though inadequate, the gap of about 40 percent is still quite high. *But the most important thing is to keep the toilets clean and*

[9] The Year 2000 Assessment makes a thorough review of NPA I goals and achievements, which was submitted as Country Report at the World Education Forum in Dakar in April 2000. NPA II will show the achievements by 2000 but use the 2001 figures as the benchmark for the period 2003-2015.

[10] Assistant Thana Education Officers have since been re-designated as Assistant Upazilla Education Officers (AUEO).

usable. Meeting the gap demands urgent action but equally important, even more so, is the adequate provision for and quality of maintenance.

7.7 Despite NPA I proposal for single shift 90 percent of the GPS still continue to run on two shifts. The government support to establishment of satellite schools (for grades I & II) in un-served areas, community schools by local people and NGOs to establish and manage full-fledged primary schools have not produced adequate response. On the other hand, the government had to close down 39 GPS in some areas in 2000 and 2001 for lack of adequate number of pupils. The density of schools has been reduced to one school in every 2 km^2 from one in 3.2 km^2. Distance between school and home "is a critical factor in determining whether or not children, especially girls, attend school" (Lockheed, et al, 1991). Nearly 60 percent of primary schools, mostly in rural areas, have some kind of playgrounds, but most are in poor care. All schools need some play space. The low-cost and inadequate furniture is proving to be a problem in crowded classrooms.

Enrolment

Primary school-age population

7.8 Primary level education spreads over a cycle of five years and comprises five grades, I-V. The primary school-age population (6-10 years) was projected to rise from 17.02 million in 1991 (BBS, 1991) to 19.70 million in 2000. Actually, it rose to 18.3 million in 2000 due to decreasing trend in overall population growth rate. BBS is the source of all data and projections on population, based on decennial census; and updated through different types of surveys between censuses. DPE gathers data on primary school-age children every year from government primary school *catchment* areas and uses them in relation to school age population and enrollment. The Compulsory Primary Education Implementation and Monitoring Unit (CPEIMU) also gather similar data through Child Education Survey. The figures from different sources do not often agree and thus calls for a coordinated reliable database.

Gross Enrolment Ratio (GER)

7.9 The GER rose from 75.6 percent in 1991 to 96.6 percent (target 95 percent) by 2000. A slower population growth rate (1.4 million less school age children than projected), and a number of pro-active measures taken by the government have induced higher enrolment and retention resulting in overachievement of GER. Some of the factors that promoted increased enrollment and retention were:

- Implementation of the Primary Education (Compulsory) Act, 1990 in two stages, experimentally from 1992 in 68 Upazillas and extending to the whole country (40 Upazillas) from 1993;
- Introduction of Food for Education (FFE) Program in 1993 and stipend program from 2000 for children of the economically lower 40 percent families; FFE has been converted to cash grant;
- Establishment of Satellite schools, Community schools and support to NGOs for organizing and managing primary schools;
- Supply of textbooks (500 million, 1992-2000) to students free of cost;
- Phase-wise development of infrastructure;
- Increasing water supply and toilet facilities, particularly for girls;
- Introduction of revised curriculum (1992-1996);
- Enhancing supervision and monitoring;
- Continuous in-service training of teachers and other personnel;

- Introduction of innovative methods in teaching-learning, monitoring, training, community relations and involvement (though impact has been less than desired);
- Intensive social mobilization; and
- Home visit by teachers, mothers' rally, student brigades and courtyard meetings.

Gender equity

7.10 Table 7.2 in Annex Tables shows a remarkable progressive increase in girls' enrolment, bringing it to gender-equity at primary level at 51.10 boys: 48.90 girls in 2000 (51:49 in 2001), the sex ratio being 103.8 males: 100 females in the population in 2001 (BBS, 2001). It is stated to have reached parity in primary and above parity in secondary education by end 2001 (World Bank, 2002). The boy: girl ratio in 1990 was only 55: 45 in primary education.

Other Disparities

7.11 Poverty is a major factor that alone prevents at least 10% of the primary age-group children from entering school. They are the children of very poor families. Their parents cannot afford the direct costs of uniforms, learning materials, transport costs; subscription charged by the schools and, more prominently, the opportunity costs of school attendance. It is contended that while 'about 70 percent of the children of poor families attend primary school' 'only about 40 percent of the children of very poor households enroll in school' (BBS, 2000).

7.12 Poverty not only affects enrolment, it is also an obstacle to attendance, completion and achievement of children enrolled and overall quality of primary education. Poverty is directly related to malnutrition, poor health and motivation for learning. The successful immunization program (EPI) and the nutrition program (BINP) serve the pre-school children but there is virtually no focused health program for the primary school or school age children. Fifty percent of the population (62.741 million) live below the poverty line (per capita consumption of 2122 kilo calories per day), 33.7 percent (42 million) are the hard-core poor (<1805 Kcl/day). Apart from incentives provided (stipends) *some assistance to families of very poor parents to enhance their earning capabilities through linkages with NGOs and private sector for skills training and micro finance facility will certainly help improve the economic and health status of children for better achievement in education.*

7.13 ***Inclusive education***: Children with special needs (disabilities- mental, physical, hearing, vision and others), of ethnic/tribal minorities and those living in isolated areas have little access to general primary level institutions. Different estimates suggest some 10 percent of the children belong to this group. The NPA I recognized the need but felt that that "normal primary schools" could not provide both "education and expensive arrangements required for treatment of the disability" and proposed that Ministry of Social Welfare should provide this service through the specialized institutions under normal Allocation of Business. It felt that "NGO activities also needed intensification and support". Department of Social Services runs a number of activities for Special Education and Employment Rehabilitation program for children and persons with disabilities. 113 NGOs are involved in activities for the disabled and organized into the National Forum of Organizations Working with the Disabled (NFOWD), but the scope of their services remains very limited.

7.14 The Salamanca Declaration and Salamanca Framework for Action (UNESCO, 1994) emphasize inclusive education, "…Schools should accommodate all children regardless of their physical, intellectual, emotional, social, linguistic or other conditions". 'Inclusive education' is a transverse issue, which cuts across all education initiatives for early childhood

education to adult literacy as well as teacher training and even cultural and social development (UNESCO, 1994). The organizations of disabled persons have for long been demanding access to normal schools for children with various impairments. It has now been made a part of the EFA process and needs urgent attention.

7.15 There are schools, though limited, for ethnic and tribal children but as they live in remote areas and dispersed over large rough undulating terrains attendance in school poses a major problem since it involves trekking long distances. NFE learning centers are trying to bring education closer to these children in their own habitat. It calls for some ingenious approaches to bring the tribal children as well as others living in isolated areas into the fold of formal education.

Net Enrolment Ratio (NER)

7.16 No data is organized or maintained for NER, it is often deduced by statistical interpolations. DPE Annual Reports provide information on GER only. In 1999 the NER for boys was estimated to be only 76.9 percent against GER of 108.4 percent and that of girls, 79.7 percent against GER of 110.3 percent. NER was estimated to be 80 percent for 2000. It means that 20 percent of the school-entry age (3.10 million 6-year old) children did not enter school. Most other sources insist that NER is actually more close to 76 percent than 80 percent in 2001. The projected figure of 6-10 school-age children was only 15.5 million in 2000. The matter needs in-depth review and appropriate action.

7.17 By Progothir Pathey calculation the net intake rate (NIR) of 6-year old children at grade I was only 32.6 percent while by EFA Assessment it was 64.6 percent, with a gender parity index of 0.9 for GIR (125.7) and 1.0 for NIR in 1998. Thus by PP 1999 calculation more than two-thirds and by EFA Assessment reckoning (quoting an independent DPE survey of 1999) more than one-third of 6-year old children did not have access to primary education. The increasing trend in girls' enrolment and achievement of gender equity is encouraging but reduction in the ratio of boys' enrolment poses a point of concern. Both UNESCO (2002) and World Bank (2002) share this concern in general and advocate corrective action.

Database on school-age children and primary level institutions

7.18 Enrollment data remain somewhat confused and often get compromised. The reasons are: (a) absence of birth registration; an experimental project started in Chittagong region has been extended to Rajshahi region, and a new law is in the offing with plans to cover the whole country, (b) data on school-age children comes from more than one source and they often do not match; (c) the enrollment data in the government and non-government as well as formal and non-formal schools/sub-sectors are not collated; (d) double or multiple enrollment (involving GPS, non-government schools and NGO NFE learning centers) inflates the figure on GER, NER, completion rates and shows reduced dropout rates; and (e) different sources of information and results of different types of sample surveys add to the confusion. *This situation calls for urgent corrective and coordinated action*. Number of different types of institutions also increase or decrease over time and needs regular tracking and entering in the database and GIS.

7.19 Directorate of Primary Education (DPE) has established an Education Management Information System (EMIS) and plans to upgrade it; a Geographical Information System (GIS) is also in place. A mapping exercise has been carried out to ascertain the location and

lack of schools and distribution of school-age children. Once the data is processed it should help better planning and decision-making on location sites and equitable distribution of new schools, satellite schools, community schools and obtaining NGO cooperation to establish schools in areas with higher concentration of school-age children and absence or distance of existing schools to facilitate access, attendance, retention, completion, quality and achievement

Attendance, dropout, repetition, completion, etc.

7.20 A major NPA I concern was the large wastage due to high rates of dropouts and repetition. It computed the rates for outputs, dropouts, repeats, survival rate, coefficient of efficiency (input/output ratio), average study time, pupil-year wasted for 1991, and made projections for 1995 and 2000 as EFA goals. Though access and equity goals have been achieved, wastage still remains high. Attendance still hovers around 60 percent. It undermines the increase in enrolment and affects the incentive programs (FFEP, stipends), which require 85 percent attendance and 40 percent marks in annual examination, but proved difficult to ensure full compliance. Double or multiple enrolments, space constraints and late attendance of pupils and irregular presence of teachers also affect the attendance rate.

7.21 The NPA I targeted to raise the completion rate from 40 to 70 percent by 2000; it rose to 67 percent in 2000 and remained there in 2001. The completion rate is not matched by achievement, which remains far below the desired level (see next section) and a major source of concern. The target for dropout rate was 48 and 30 percent respectively by 1995 and 2000 against 60 percent in 1991. It declined to 39 percent in 1994 and 33 percent in 2000 but remained static through 2001 (DPE, 2002). It was about 43 percent in Ebtedayee Madrasah. The repetition rate declined from benchmark 23.4 percent (girls 24.2 pc) in 1991 to 6.5 (girls 6.2) percent by 1998 (PMED, 1999). The survival rate was targeted to rise from the base of 45.2 (girls 47.4) percent in 1991to 56.5 (girls 58.3) percent by 1995 and 72.6 (girls 73.9) percent by 2000. It rose to 67.3 percent in 1994 and reached the 2000 target by 2001.

7.22 The coefficient of efficiency (input/output ratio)[11] rose from the benchmark of 54.9 (girls 56.0) percent to 76.8 percent in 1994 and fell slightly to 75.7 (girls 76.9) percent by 2000, with a parity index of 1.0 (PMED, 1999). NPA I targeted to reduce the number of years needed to complete primary grade V from the 1991 benchmark of an average of 9.1 (girls 8.9) years to 7.6 (girls same) and 6.3 (girls same) percent respectively by 1995 and 2000. But it took about six years for most pupils to reach grade IV and 8.7 years to complete grade V. Some later survey findings put it at 6.6 years (CAMPE, 2001).

Quality of Education at Primary Level

7.23 NPA I discussed a number of areas that relate to improving the quality of education and indicated the goals and actions to achieve them. The areas included: content and quality of education (relevance of curriculum), gender equity, instructional materials, teacher-student ratio, contact hours, school calendar, school environment and physical facilities, teacher training and motivation, management and accountability, and community participation and NGO involvement.

7.24 The country has made notable progress in gross enrolment; exceeding the NPA I target, gender equity (already at par), improvement in retention and completion in formal primary education during the 1990s. However, the school attendance has not improved and the quality of education and

[11] This measure of internal efficiency is obtained by dividing the ideal number of pupil-year required by a pupil cohort to complete the cycle of primary level of education by the total number of pupil years spent.

achievement of children remain far below the desired level. A new competency-based curriculum prepared and tested by NCTB was introduced from 1992 beginning with Grade I and sequentially to Grade V by 1996.

Defining Quality

7.25 There is no absolute clear **definition of quality**. Quality is the cumulative result of a number of aspects and features of education. Quality has often been used synonymously with effectiveness, efficiency and equity (Adams, 1993). A global consensus around the basic dimensions of quality include the following, which will also serve as elements of the working definition of quality in primary education in NPA II unless modified:

(i) Healthy and well-nourished learners, supported in learning by their families and communities;

(ii) Healthy, safe, protective and gender-sensitive environments, providing adequate resources and facilities;

(iii) Relevant curricula and materials, which provide (appropriate) content for acquisition of basic skills, especially in literacy, numeracy and life skills, and knowledge in such areas as gender, health, nutrition, HIV/AIDS prevention, arsenic contamination and prevention, and peace;

(iv) Well-qualified and professionally trained teachers using child-centered teaching approaches in well-managed classroom and schools and skillful assessment to facilitate learning and reduce disparities;

(v) Outcomes that encompass knowledge, skills and attitudes and are linked to national goals for education such as establishing a learning society and positive participation in societal tasks and national development; and

(vi) Efficient management of schools, community resources and relations.

7.26 Currently the quality is adjudged as mastery of the 53 terminal competencies of the curriculum, termed as Essential Learning Continua (ELC), at the end of completion of primary schooling cycle. Children have to achieve subject competencies in each of the 11 subjects[12] taught, by the end of primary cycle. The subject competencies are further sub-divided into class-wise competencies to be attained at the end of each grade, I to V. These competencies start in simpler form in the beginning and gradually expand, both horizontally and vertically, from known to unknown, from easier to difficult ones as the child progresses from lower to higher classes. The textbooks or source materials for transaction of the curriculum were developed in the context of the identified terminal, subject and class competencies.

7.27 However, NPA I considered the new curriculum "overly theoretical and also overloaded". It proposed to make the "contents and their presentation more effective for development of the mind of children, rousing their curiosity to ask questions and learn more, develop reasoning power, instill in their minds a sense of values and ability to differentiate between good and bad and promote creativity". It wanted introduction of more science topics, in logical sequence, relating to everyday life, beneficial practical works and increasing co-curricular activities. It suggested improving the quality of textbooks.

[12] Actually eight subjects; the subject of religion has four different strands for children of different faiths – namely Buddhism, Christianity, Hinduism and Islam. Depending n the child's religion one has to take one of the religious subjects and 7 other subjects making a total of eight.

7.28 *Learning outcomes* or competencies generally fall into three major domains, namely *cognitive*, *psychomotor* and *affective* (Bloom, et al, 1956). *Cognitive domain* covers the area of knowledge and thinking, *psychomotor domain* includes physical activities, habit formation, skills development and performance in real life, while *affective domain* is concerned with belief, faith, outlook, attitude, interest, etc. The 53 terminal competencies do fall into these three categories, but some of them contain elements of more than one domain. Only 27 of the competencies (by some other estimate 39 at Grade IV level) are amenable to objective paper and pencil test, the others fall into the affective or subjective type and not objectively assessable. The 53 competencies focus basically on 'development of lower *cognitive* skills; the higher order skills of critical thinking and problem solving are not fully covered. Nearly half the competencies being of the subjective nature, and there being no regular public examination at the end of primary cycle for all primary pupils, comparison of learners' achievement is not possible within and between schools' or across the nation.

Assessment and Achievements of Learners

7.29 Continuous Pupil Assessment: ***ELC-based curriculum made a major departure from traditional approach by introducing the Continuous Pupil Assessment (CPA) for Grades I and II in 1992/93, with no annual examination for promotion to next class, intended to encourage access, retention and ensure quality of education. The teacher is to assess and record children's performance on a continuous basis and take remedial measures in time to help the weaker students to catch up. A recent study (UNESCO, 2001b) found that CPA is not fully used, many teachers have no training in conducting CPA, all teachers do not have CPA materials, they are reluctant to use CPA and prefer the traditional written or oral test method.***

7.30. ***Tests in grades 3-5:*** Children in grades 3-5 are tested through quarterly/annual examinations and homework as continuous learning assessment (CLA) process to check the progress and achievement of learners. Thirty-three percent mark at quarterly/annual tests is good enough to pass. Various studies have found that children's attainment of the 53 competencies is very poor indeed. One study on assessment of achievement of grade 4 completers found "overall achievement of the pupils was very low. Performances in the core subjects like English, Bangla, and Mathematics were deplorable" (NCTB/DPE/UNICEF, 2000). Overall score was only 45 percent. Scores in Bangla and English were the worst, 30.36 and 24.38 percent respectively. The performance in science and social science was better because of multiple choices for answer. But language subjects require thinking and writing and that makes things difficult for children. In the end the weakness in languages will certainly restrict children's ability to think, comprehend and communicate or express. The teachers do not properly assess the homework submitted by pupils and recorded instances suggest that many teachers see the homework during class periods and there are others who just sign, without even looking at the homework done, let alone checking for quality. There are no remedial classes or measures taken by teachers for poor performers.

7.31 Another assessment found the mean achievement of grade V students of 150 schools was only 33 percent, with a standard deviation (SD) of 10 percent, in mathematics only 18 percent (SD 9%). Subject-wise performance was no better, only 18 percent (SD 9%) in mathematics (PSPMP, 2000). Findings of another study are still worse, where achievement was only 1.6 percent in the 27 objectively assessable of the 53 competencies. Subject-wise the highest score was only 36.5 in Bangla (!) and

English 9.4 (some 34 percent children did not answer any question). These findings reflect the very poor quality of primary education and consequent poor achievement of children. The teachers are stated to have preferences for the subjects, Bangla and mathematics. Intriguingly, the results of examinations do not reflect any effect of teachers' preferences in the test scores of the pupils. Their preferences do not seem to be based on mastery of knowledge of these subjects but for the ease of handling them in classes without preparation or using teaching aids.

Primary Scholarship Examination (PSE)

7.32 It is no better in primary scholarship examination. Every GPS is required to send the top 20 percent of the pupils completing grade 5 for this examination. While giving opportunity to children to demonstrate their achievement it serves as a tool to assess the quality of schools. The table above shows that only an average of 13.18 percent children took the examination and only 31.7 percent of them passed the scholarship examination in three successive years (1999-2001). It means that only 4.18 percent of all Grade V completers attained overall competency. It gives a clear picture of the very poor quality of primary education.

Years	Children enrolled In Grades I-V	Pupils in Grade V	Pupils appeared In PSE	Passed (rate %)
1999	17,621,731	2,770,735	335,745	106,365 (31.7)
2000	17,667,985	2,774,250	370,372	97,543 (26.3)
2001	17,659,220	2,698,273	380,814	140,870 (37.0)
Average	17,649,645	2,747,753	362,310 (13.18)	114,926 (31.7)
Source: DPE, 2001/2002 Annual Reports, Figures in brackets are percents				

Public Examination

7.33 In absence of a national level final public examination at the end of primary cycle there is no nationally established standard to be achieved by children to be eligible to enter secondary education from different streams or types of schools, with widely varying achievement and quality. Naturally, their performance at secondary level is a mixed bag, usually poor. Many of them will come back to primary schools as teachers as long as the present qualifications of recruitment continue. The cycle of poor quality will repeat. *It is necessary to introduce a public examination for children completing Grade V and offer a Primary School Certificate (PSC) to the successful candidates.* It will give them something to possess and signify their level of performance at primary level and help the secondary school teachers to identify their shortcomings and take remedial measures.

7.34 The above matters deserve an in-depth review for appropriate action. The need is not only to ensure full use of CPA, an improved version albeit, in grades 1 and 2 but also to extend it to or introduce Continuous Learning Assessment (CLA) in classes 3-5 for better quality assurance and achievement in primary education. The matter of introducing a final public examination in primary education, with nationally set questions and locally administered examination and assessment deserves serious consideration. This will ensure better quality students in secondary and tertiary education and ultimately better quality teachers for primary education.

NCTB initiatives

7.35 NCTB, in cooperation with PMED, has recently set up a new Primary Wing with the appointment of a Member (Primary). A recent NCTB review of the competencies has concluded that the primary curriculum needs revision for improvement. It called for re-examination of terminal and class-wise competencies, focused particularly on development of higher order critical thinking and problem-solving skills. It also suggested inclusion of additional competencies in the psychomotor and affective domains. NCTB has already completed revising the curriculum for Grades 1 and 2 and introduced improved new teaching-learning materials. Meanwhile, it has taken measures to ensure gender neutrality, and positive images of girls and women in the textbooks. It has further recognized the need for and taken steps to develop skills to audit and rectify/ensure appropriate gender representation in the learning materials. *In light of the vision and challenges (Chapter V) of this NPA II the whole primary curriculum and transaction materials will have to be further reviewed to ensure appropriate technology-oriented quality education in the context of DFA and the requirements of the new century*.

Teaching and Learning materials

7.36 The textbooks, teachers' guides, training guides for teachers at PTIs do cover the 53 competencies, but not evenly or adequately and the quality of reflection of the curriculum competencies in the materials vary from being excellent to less than satisfactory. As mentioned above, the contents of learning materials need to better reflect the curriculum. Poor delivery of contents and transactions in the classroom serve as the major constraints to quality education and children's achievement. Delays in the delivery of textbooks also serve as impediments to children's achievement. While the re-use of textbooks policy help reduce cost the quality of paper, binding and durability of books need careful attention and appropriate action to make them attractive and more durable.

7.37 Until 2002, textbooks were provided free of cost, but only to the pupils of GPS, RNGPS, Community and Satellite schools, which are directly managed or supported by the government. It has now been decided to provide free textbooks to children of all NGO NFBE program from 2003, data is being gathered for the purpose. Other equivalent institutions should also qualify to receive free textbooks for their children. As the constitution clearly enjoins on the State "to adopt effective measures for … extending free and compulsory education to all children …" the responsibility devolves on the government to ensure full access of all children to education and thus supply the textbooks and other learning materials, free of cost, to children in all primary level institutions regardless of their registration and other operational status and ensure that the children receive quality education.

(vii) Teacher Training and Motivation

Qualifications and Training of teachers

7.38 Teachers are at the core of education, at any level. Their commitment and quality of performance can make the big difference in attendance, retention and achievement of children as well as the overall quality of primary education. But the teachers' minimum qualifications still remain the same, Higher Secondary Certificate (HSC) for males and just a Secondary School Certificate (SSC) for females. However, there are more candidates and teachers with higher qualification, but they get no special credit for it. In absence of prospects in primary education the good ones tend to leave as soon as they can find a good opening elsewhere. The teachers in GPS are better qualified than those in RNGPS. About 97 percent of GPS teachers have obtained C-in-Ed against 32 percent of RNGPS; only 20 percent of Ebtedayee Madrasah and 15 percent of KG school teachers have received some training (CAMPE, 2001).

7.39 Primary school teachers receive their professional training, Certificate-in-Education (C-in-Ed), in one of the 53 government Primary Training Institutes (PTI) and a private one. The one-year in-service course for the C-in-Ed has replaced the earlier system of a 10-month pre-service training. Teachers, recruited without prior training in teaching, start to teach before they go to PTIs and tend to develop their own style of teaching, which the PTIs often find difficult to remould. A consensus emerged from different recent workshops that untrained teachers should not be allowed to teach in class. The best approach is to re-introduce the pre-service training and a second option is to send the new recruits directly to PTI before they start working at their post.

Sub-cluster training for updating

7.40 Sub-cluster training is conducted for small groups of teachers from neighboring schools, once every two months for one day. AUEOs, recruited from the open market with no experience at primary school teaching, conduct the sub-cluster. The Upazilla Resource Centres (URC), originally planned to provide materials and tools in support of teaching learning, are also used as in-service training centers with URC instructors conducting the training. Ninety-five URCs have been established so far, five in their own buildings and others housed in model schools; 230 others are in process of construction; each Upazilla will have one URC as proposed in NPA I. The C-in-Ed and sub-cluster training does not seem to have much of an impact; they need an in-depth review for improvement and effectiveness of teachers' performance.

Teaching practices

7.41 Teachers still tend to dominate the classroom environment, with information flowing from the teacher. Classroom management and transaction remain poor, resulting in chaotic classroom situation as the teachers come without preparation, try to conduct class without a lesson plan, are unable to attract the attention of children or keep them joyfully occupied, spend idle time in the class or remain absent. Though the training manuals encourage teachers to use such methods as discussion, observation, question-answer sessions, demonstration/experiment and role-play, only about half the teachers engage in facilitating and promoting interactive transaction in the class, involving teachers and pupils in two-way information exchange, such as two-way question and answer, demonstration, use of chalkboard, group work, and recreational activities (CAMPE, 2001). Use of teaching aids is minimal as they are not available for lack of funds or just not used, even if available. Reportedly, the teachers still use corporal punishment, which is contrary to Article 28 (2) of the UN Convention on the Rights of the Child (CRC), which Bangladesh has ratified.

7.42 Introduction of the Multiple Ways of Teaching and Learning (MWTL) approach under the Intensive District Approach to EFA (IDEAL) project and the short-term training provided under this project to some 50,000 teachers is considered to be having a positive impact on ways the teachers' are adopting child-centered and participatory approaches towards improving the quality of teaching and learning process. It calls for an in-depth assessment.

Status and career path of teachers

7.43 Primary school teachers have no career path. They remain on the same job at the same level for long years together. A survey of 119 teachers of GPS (69) and RNGPS (50) found that the average age of teachers was 40.77 years with female teachers being comparatively younger (being late entrants in service) at 36.96 years. The average length of teaching experience was 17.26 years, with GPS teachers leading, at 18.62 years (NCTB/DPE/UNICEF, 2000). The teachers with this length of experience see no ladder to rise in career, and thus no possibility of improving the life and living conditions of their families and children. The situation of RNGPS teachers is worse than the GPS ones. It is still worse in case of others. Absence of appropriate and adequate incentives could be among the

reasons for poor performance of teachers, which affects attendance, completion of cycle, achievement of children and overall quality of primary education.

7.44 DFA Strategy # ix is intended to "Enhance the status, morale and professionalism of teachers". Salary and teachers' place in the office hierarchy determine their status, which is currently equivalent to an Office Assistant, just above the peon/gardener/sweeper (MLSS). The Head Teacher ranks below the Assistant Librarian or Upper Division Assistant of DPE. Serving at the same level and scale of salary for 20 years or more with no prospect for advancement it is bound to affect one's morale, self-confidence and esteem. Teachers have to raise their families and educate their children. Professionalism comes from training, exposure to new ideas and updating of knowledge, and ability and opportunity to innovate and do things (teaching and associated activities) effectively, with due recognition and appreciation by the authorities. Low morale can adversely affect professionalism or growth of it, impacting badly on the performance of teachers and ultimately the quality of education and achievement of children.

7.45 The official recruitment policy of low level (HSC/SSC) qualifications, known to be of poor quality, hinders promotion and ability to absorb and internalize the training contents at PTI and sub-cluster training sessions, both of which are also considered to be of poor quality. The teachers need a career path for greater motivation, which can come from only higher and quality base qualification such as a bachelor's degree at entry and opportunity for advanced training after PTI. The NPA workshops have recommended to raise the basic qualification of teachers to Bachelors' degree.

7.46 Teaching at primary level and moulding the plastic minds of young children in the right manner with appropriate values is a much more difficult task than teaching at secondary or tertiary levels. The teachers have to develop expertise in pedagogy, child psychology and have mastery of different subjects. Their present qualification is a barrier to improving their performance. Raising the basic qualification to a bachelor's degree will also enable the government to establish a primary teacher cadre and bring primary school level experience into the training, supervision and management levels of primary education to give it a professional base and a viable structure. *This matter will receive serious consideration for the sake of improved performance of teachers and higher quality of education for children*

Female teachers

7.47 The government policy is to raise the male-female ratio of teachers to 40: 60. The ratio was 66:34 in 2000 and 62.4: 37.6 in government primary schools in 2001(DPE, 2002), an increase from 81:19 in 1990 (BANBEIS, 1992). Two later sample surveys found the ratio to have risen close to 60:40 (CAMPE, 2001) and 58:42 (PSPMP, 2001). Comparatively, female teachers are better qualified. Originally it was assumed that since female teachers were recruited on a relaxed qualification of SSC they would need more intense training. That requirement has ceased. However, they have other difficulties such as finding appropriate accommodation in rural areas, if posted or transferred away from home area. Other problems include that of security, cost factors – running a separate establishment away from home at low salary, living away from the family and care of children. The policy of recruiting female teachers with SSC may now be revised and raised to Bachelor's degree. *The recruitment net may also be widened from upazillas to districts.*

Teacher student ratio

7.48 The teachers are always in short supply. The NPA I estimated total teacher strength of 374,420 in 2,000 at a ratio of teacher 1: 50 pupils. There were actually 309,341 teachers in 2000 (320,694 in 2001). Of the 167,120 sanctioned posts in GPS in June 2001 (4.43 per school) only 162,090 were in place (4.30 per school), with 5,030 (8,900 in 2000) posts lying vacant (DPE, 2002). The 19,428 RNGPS

had 77,233 teachers (3.97 per school). The overall teacher/student ratio is 1:55 (1:57 in 2000), while in the GPS the actual ratio was 1:66.81 and 1: 64.8 against the sanctioned posts. Kindergartens have the lowest T/S ratio at 1:25, followed by ebtedayee madrasah at 1:28. Absence, 'irregular' presence'[13], late arrival, early departure of teachers and spending idle time in class or school by teachers make the teacher student ratio much worse, even on a daily basis. Low attendance of students further reduces T/S ratio (PSPMP, 2001). Consequently, the teacher student transaction in class is reduced, remains uncertain and adversely impacts on learning and learning achievements of pupils. The double shift system is assumed to bring the ratio to 1:29 but it does not seem to improve the situation as it reduces the contact hours. *The difficulty in filling the vacant posts with female candidates is a major factor in posts going vacant and calls for an urgent review and solution through pro-active action.*

Contact hours

7.49 Contact hours for Grades I and II were raised from 444 hours in 1991 to 595 hours and for Grades III-V from 732 to 863 hours per year by 2000. Grades I and II classes run for a block of 2.5 hours in the morning with class duration of 30 minutes, followed by a block of 4.25 hours for grade III and upwards with class period of 35 minutes, six days a week. There is no transition time between classes. Apart from the teachers remaining absent for reasons stated above, factors such as rains, floods, gales, festivities, sports, illnesses and other events cause interruptions in school hours, which are also reduced due to late start and early ending of school, absence and late attendance of teachers as well as pupils (PSPMP, 2001). Poorly managed time-on-task, the class period spent on different activities, by teachers further reduces contact hours. Some reports say that effective contact time does not exceed 15 minutes of the 35-minute period. The Table 7.26 in Annex Tables gives a comparative picture of primary cycle, average class hours and class hour per cycle in some countries of the region. Bangladesh has the lowest class hours. The NPA I suggestion to delegate the power of setting school calendar with the change of seasons to SMC to encourage attendance still awaits implementation.

(viii) Primary Training Institutes (PTI)

7.50 The 54 PTIs can take about 6500 trainees per year. With the addition of RNGPS teachers PTIs run two shifts with an overlap, one for the GPS teachers in the morning (06.30 to 13.30 hours) and the other for the RNGPS teachers in the afternoon (12.00 to 17.15 hours). Opening the doors for RNGPS teachers fulfill the NPA I proposition. However, some 58,000 teachers (it was 65,000 in 1993) are yet to receive their training in C-in-Ed. On average 90 percent of the trainees successfully complete the course, with one-third qualifying in the first grade and two-thirds in the second. Whether they all achieve the desired level of proficiency is another matter. A new C-in-Ed curriculum/syllabus has been developed recently (2001) comprising four modules, starting implementation from 2002; some experts consider the modules as theory-biased (up to 80 %) and the textbooks developed lack indicators of quality assurances. It was doomed to failure even before it got started.

7.51 Despite the shift system the classes in PTIs are very large, (on average 90 trainees per instructor), and some classes have as many as 140 trainees. The classes run for 40-45 minutes. The crowded classes with short duration do not permit Instructors to give individual attention to teacher-

[13] 'Irregular' presence means teachers are present on the roll, but work elsewhere on periodical and specific tasks of other government departments, at the cost of education of children or other school responsibilities. In the end, the children are the losers for assigning teachers to extraneous work.

trainees or engage in quality transaction. The class load becomes particularly heavy, an average of 17 classes per week with some Instructors taking as many as 48 classes, as nearly some 35 percent posts of Instructors (total 624, the same number in 1991) remain vacant. Questions have been raised about the quality of PTI training as did NPA I. PTIs also run short courses for specific DPE project staff, thus adding to the crowded schedule and also deterioration of quality. Besides, they have to attend courses and workshops under different projects of DPE (PEDP) for capacity building, some of them occurring on the same day, adding to the constraint on their time and product quality. There is no or little coordination in scheduling training courses under different projects of DPE. *There is an urgent need to have an annual work plan for all training activities at PTIs under different projects of DPE, apart from the regular C-in-Ed course activities.*

7.52 The PTI Instructors are recruited from the open market with minimum of Bachelor's degree (about 55 percent have M. Ed/M. A. in Education) in various subjects, and receive training in phases at the National Academy for Primary Education (NAPE). They have no direct exposure to primary education, let alone teaching experience or practice at the school level. They are left to acquire the training and facilitation skills "on the job" on their own, without any induction procedures. By the time they go to NAPE they have developed their own individual styles, like the teachers in primary schools, and may find it difficult to retune them at the NAPE. The syllabus developed for PTI training in 1989-90 in light of the competency-based curriculum did not work to the desired level. As recommended for the teachers, *PTI Instructors should also not be allowed to conduct classes without prior training at NAPE. PTI doors should also be opened to Head Teachers of primary schools, with required qualification, good record of performance and experience, to join as Instructors and Superintendents; it can start with a 30 percent quota and be expanded gradually.*

7.53 Things have not changed from the early days of NPA I. The number of teachers has increased in schools and RNGPS teachers are attending C-in-ED course but the number of Instructors has not increased in PTIs, or the facilities such as physical infrastructure, hard and software for conducting the courses, library facilities – some do not have adequate/required books, generally no trained librarian; Instructors or teacher trainees make little use of the libraries; no or very limited space for trainees to engage in sports or other outdoor activities. *PTIs must have these essential facilities if they are to become effective.*

(ix) National Academy for Primary Education (NAPE)

7.54 NAPE is the apex organization for training in primary education. Its responsibilities include: (a) providing C-in-Ed training to primary teachers through PTIs, (b) organizing updated courses for PTI staff, and (c) conducting primary school scholarship examination. A number of steps have been taken to build the capacity and improve the functioning of the NAPE. *It requires further review for strengthening its research capability, improved oversight of and better support to PTIs, and improvement in its own training activities.*

7.55 NAPE has some inherent problems that prevent if from working at its best. It has not been professionalized. Staff members are deputed relatively for short terms as they belong to education cadre service and consequently there is high turnover. The location (outskirt of Mymensingh) is a discouraging factor, it isolates NAPE from the main centers of policy and decision-making; some deputed officers may consider it as a dumping ground and at any rate they view it as a temporary assignment. The staff members who receive higher training abroad generally leave at the end of their term, an average of three years. The staff member and his/her newly acquired training are both lost to the NAPE and the benefit that could accrue to its clientele.

7.56 With the raising of teachers' basic qualification to Bachelor's degree the primary school Head Teachers' qualification should be raised to at least B.A, B. Ed (Primary). *NAPE should be upgraded and organized as a professional Institution and in addition to present responsibilities should also offer courses in Bachelor of Education in primary education. The teachers of primary schools with bachelor's degree now and when their qualification is raised to bachelor's degree should also join this course.*

(x) Academic Supervision (AS)

7.57 Academic Supervision of teachers is the most critical input to ensure better management, teaching and learning processes in school for improving the quality of education. AUEOs are the frontline supervisors charged with the responsibility of AS. NPA I recognized the importance of their inspection function to help the teachers to improve their performance. Recruited from the market the Upazilla Education Officers (UEO) and AUEOs, have no experience of primary education management and training or teaching. They receive two months' initial training at NAPE, basically theoretical and learn the details of their work on the job. Select AUEOs also receive training as "Master/Key trainers", both at home and abroad.

7.58 The assigned responsibility of AUEOs is to assist the:

- School Management Committee (SMC), in preparing their annual plan (local level planning) and monitoring the implementation of the plan;
- Head Teachers, in the improvement of management of school resources and quality of teaching and learning in the school; and
- Teachers, by providing training in sub-cluster/URC to update and enhance their professional knowledge and support on improvement of teaching practices and processes.

7.59 Conceptually, an academic supervisor's basic responsibility is to "motivate and help class-teachers to improve their professional qualities" and thus grow professionalism. The supervisor is expected to be a facilitator and a guide. Despite training at NAPE and under different projects of DPE the AUEOs still seem to follow the inspection mode of supervision, which entails policing and faultfinding. For AS, supervisors must have full knowledge of supervision skills, positive teaching-learning strategies, good practices in classroom management, and the subjects taught in the classes. The AUEOs have not demonstrated mastery of such knowledge and skills or an urge to apply such skills in their work. While on visit they spend about two hours in a GPS and 1.6 hours in RNGPS (PSPMP, 2001) and much of it in filling forms, which carry the title "Primary School Inspection Form". And make them oblivious of their basic responsibility for AS. They visit the GPS more than the RNGPS; the unregistered NGPS and other types of schools are not included in their portfolio. *While gathering of information about the school operation is important the supervisors must not allow it to cloud their basic function of enabling the teachers to improve their professional capabilities. The Inspection Form should also be given an appropriate name. AUEOs also need to make enhanced efforts to fully activate the SMCs and keep them energized.*

7.60 The lady AUEOs do not feel comfortable to travel by motorcycle, given to the AUEO to facilitate her/his movement for improved supervision, while their counterparts in NGOs do it freely. It impacts on the frequency of their visit and affects the work of proper supervision. The maintenance cost provided for upkeep of motorcycle is considered inadequate and serves as a constraint to their use by all AUEOs. They tend to visit the schools nearby or with easy access than those in remote areas with bad communications.

7.61 Ideally, the **Head Teacher** (HT) should provide the regular academic supervision to teachers individually and through some periodic collective review mechanism. With the AUEOs assigned to do the job, including supervision of the HT, the supervisory role of the HT is reduced or made non-existent. As head of the institution HT is expected to provide leadership. A study found 92 percent of HTs "simply follow the tradition, they have no dreams or plans for improving the condition of the school" (PSPMP, 2001). Another study shows that leadership of HT and close involvement and active participation of SMC, PTA and the community can make the school very successful in all respects (DPE, 1991). How the AUEOs conduct their visit calls for a close review of the supervisory activities at the school level, reinforcing the process and developing agreed measures for further improvement in classroom management and transaction, and overall management of the school. *The matter will be reviewed for a paradigm shift in favor of effective academic supervision, due leadership role of HT, including development of performance indicators for appraisal of work of the teachers and supervisors.*

(xi) Governance and Accountability

7.62 Management of primary education remains centralized. A large majority "of the incumbents lacks the professional ability needed to perform their jobs efficiently and meaningfully" (NPA I, p 26). A number of measures have been taken since to enhance the capability of DPE at headquarters, district and Upazilla levels. A new tier has been introduced at the Divisions. A Division of Policy and Operations has been established in DPE. A Senior Officers' Management Development Team (composed of experienced retired senior officers of the government) has been set up to develop strategies for improving the management processes. The Monitoring & Evaluation Division is being strengthened and EMIS, further consolidated. The nucleus of a Documentation Centre has been established. Training has been provided to AUEOs (for AS), Head Teachers and SMC members (for school management); and materials are being developed for training of DPEOs and UEOs.

7.63 Committees set up at different levels of administrative structure do not yet function at the desired level of efficiency. School Management Committees (SMC) are working well in many places in local level planning for improving the operational aspects of the school; but in most cases participation of members remains limited to attending meetings only (PSPMP, 2001). The accountability of the GPS teachers, being state employees, remains limited to the DPE; SMC and the community have no say in their performance. Decentralization of DPE, devolving authority to division, district and upazilla offices and empowering the SMCs can have positive impact on improving the management and quality of primary education. Some of these proposals were included in the NPA I but do not seem to have made much progress

7.64 Transparency and accountability are of critical importance, if quality of management, of enrolment, of recording attendance (particularly for the incentive programs), data gathering and management, of textbooks distribution, of financial and management transactions, of children's achievement and overall quality of primary education are to improve. *Much needs to be done in this area to improve the image of primary education management and trust in its ability to deliver quality education.*

(xii) Community Participation and NGO Involvement

7.65 NPA I felt that to make primary education universal there are many matters, which the government departments alone could not deal with adequately or efficiently. Community and civil society support and involvement are also essential for meaningful local level planning and management, and building up an attractive and efficient primary education delivery system. NGOs could complement the government efforts by carrying out motivational works, multi-sectoral grassroots

development activities including education and other components like health, nutrition, family planning, environment improvement, etc. as integrated components reinforcing one another, carrying out specific programs in literacy, skill development and income generation for poverty reduction, mostly through non-formal channels.

7.66 NGOs have been involved in reviving some of the moribund community schools, otherwise not much in the promotion of primary education. They are involved in a big way in the government's NFE program. In light of their pro-active role and appreciable success in non-formal education and in community development activities, assisting the marginal population NGOs could and are willing to play a positive and effective role in primary education to improve its quality. *A bigger role for NGOs and civil society in primary education is in order.*

(xiii) Primary Education Development Projects

7.67 During the life of NPA I three major projects were implemented for development of primary education. The projects were:

i. **The General Education Project, 1990-95**. This was the first major project of its kind. The project cost was Tk.11, 221.0 million. It was implemented in two parts: one was the 'Development of Primary Education in Dhaka, Rajshahi and Khulna Divisions'; the estimated cost was US$ 310.0 million. Led by the World Bank a consortium of development partners supported the project. It covered a number of activities under different sub-projects, which included: Increased Access - reconstruction (10,000) and construction (12,000) of classrooms, construction of DPEO offices and district warehouses; Satellite Schools Pilot Program (200 units) with training of teachers; Improved Quality - Training of teachers, cluster training program, upgrading facilities at PTIs and salary support; curriculum and textbook development, dissemination training and introduction of revised curriculum; Institutional Development, and Studies.

ii. The second part was the 'Development of Primary Education in Chittagong Division'. Asian Development Bank supported this project with a loan of US$71.509 million and Technical Assistance of $ 0.4 million. The project supported similar activities, as in the other, within Chittagong Division.

iii. '**Primary Education Development Program'** (now PEDP I), 1997-98 to 2001-2002, extended to 2002-2003 or June 2003. The estimated cost of the Program was US$ 2,762.78. PEDP I was implemented through some 26 component/sub-component projects. It has 10 major components/sub-components intended to enhance access and improve quality of primary education. A number of planned activities remained unimplemented or partially implemented, such as Satellite schools and baby classes. Financial progress relating to development activities has lagged behind by nearly 50 percent. Lack of coordination between component and sub-component projects, in scheduling and implementation of activities of different projects has had an adverse impact on progress of implementation. Nearly US$ 200 million of the $ 750 million committed by the development partners are likely to remain unspent by June 2003.

7.68 The three projects have made significant contribution to development of primary education in the country. Facilities have improved to an appreciable extent and access

enhanced, gender equity achieved, training provided to teachers and others, cluster/sub-cluster training instituted, and capacities of supporting institutions have increased. The investments have enhanced access, expanded facilities and produced a large number of trained teachers but the quality of primary education has failed to improve. This NPA II is dedicated to sustain and build on the progress of and lessons learned from NPA I, improve the quality of primary education and learning achievement of pupils.

7.69 PEDP II (2003-2008) has already been prepared, with an estimated cost of US$ 2,340 million. Its emphasis is on improving the quality of all aspects of primary education, from program management to training to school management to learners' achievements.

B. Lessons Learned

7.70 ***Access and equity*****:** Targeted social mobilization and advocacy, energizing the community, enhancing physical facilities at schools, provision of free textbooks, supportive measures like FFE and stipend programs to allay the burden of poverty and improved management system can accelerate access/enrollment and gender equity. A reliable database, with dependable methodology at data collection and entry points, is essential for a clear picture of school-age population, GER and NER. Data collation and a central database of children in schools under different streams, including those pursuing basic education under the non-formal system is necessary for a total national picture. Dropouts and transfers between formal and non-formal systems require proper recording and reporting to avoid duplication and ensure reliability of data. Inadequate space and facilities in school hinders access, equity, attendance, achievement and quality

7.71 ***Attendance, retention and completion of primary cycle:*** Enrollment alone is no guarantee for attendance; GER has exceeded EFA 2000 target of 95% but attendance still remains low at the 1991 level at around 60%, incentive programs and shift system notwithstanding. Both school environment and family-related factors influence attendance, retention and dropouts. Dropout rate has stagnated at 33% for 2 years (2000-2001) with no convincing reason. Children take, on average, 6.6 to 8.7 years to complete the primary cycle; completion rate varies between 67% and 75%, indicative of discrepancy in data or variable performance in different parts of the country or affected sample. Proper recording and data collation are equally important here. Completion of cycle alone is no indicator of successful attainment of primary education competencies.

7.72 ***Quality and quality assurance***: Despite increased enrollment, reduced dropout and enhanced completion rate quality of primary education has deteriorated and achievement of grade 5 completers remains pathetically low. While overall achievement of children vis-à-vis the 53 competencies has been recorded at as low as 1.6%, achievement rate in different subjects from Bangla to Science varies between 9 to 45 % only. The passing rate in primary scholarship examination is only about 31%. It suggests that all the investment in the training of teachers and their trainers as well as the supervisors has not produced the desired result. Training of personnel at various levels or segments of primary education does not make the trainees effective in performance. The basic qualification of teachers, their ability to absorb the training contents and translate them into effective delivery of curriculum content and class management are as important as their job satisfaction and career prospects.

7.73 The quality assurance or enabling factors such as effective leadership at the school level, adequately qualified/trained and fully functioning teachers, adequate physical facilities, availability of textbooks in time and other necessary reading materials in the school, necessary teaching aids, a well-maintained and clean and secure environment, reasonable

teacher/student ratio, adequate contact hours, punctual attendance of teachers and pupils, proper academic supervision, community participation in the planning and management of school affairs, etc need careful review and coming together. The elements are there but not in the required proportion and thus not functioning adequately and coherently to produce the quality, which remains quite elusive, yet. High progress in access and gender equity has not been matched by quality, which being very poor at the foundation level (primary education) 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 and the country itself. Poverty and malnutrition still remain major factors affecting children's participation and performance.

7.74 ***Governance and Management*** of primary level education and institutions remain fragmented. MPME/DPE responsibilities cover only the GPS, RNGPS, community and satellite schools and those of NGOs that it supports directly. Non-registered PS, other NGO PS, ebtedayee madrasah and other types of primary level madrasahs and English medium schools are managed by their respective organizations under different auspices. Accordingly facilities differ, both in quantity and quality. Inadequate though they are, the GPS have by far the best physical facilities, 97% trained teachers, full assurance of free textbooks, structured supervision and an extensive national and field management organization with facilities. Though sponsored/supported by the government the community and satellite schools have much less facilities and much lower salary for the teachers.

7.75 RNGPS comes next, but far below the GPS level, because of government support to construction of physical facilities, teachers' salary, free textbooks, government supervision (AUEO visits) and training of their teachers at PTIs. Non-registered schools get hardly any support; ebtedayee madrasahs, though get much community support and own more endowments, have different style of management, emphasizing austerity. They have limited access to government facilities. English medium schools are well equipped and managed but also expensive.

7.76 It would thus appear that:

- All school-age children do not have access to schools of same or parallel quality in terms of facilities, inputs and management; at least 20 percent have no access at all;
- The present differential arrangement under different streams interferes with the child's right to equal opportunity for quality primary education;
- Because of discrimination in access to primary education institutions the future of a significant number of children runs into jeopardy;
- The State/government have the mandate to ensure equitable opportunity for all children and thus it devolves on the government to ensure access of children to same or an agreed minimum kind of facilities and quality of education;
- The government also has the responsibility to initiate, coordinate and ensure equitable standard and quality of education in all primary level institutions run by the NGOs, civil society, local community, etc. through an effective coordination mechanism (NCPME and EFA Forum, for example), both at national and local levels (SMC, PTA, CPE Committees).

C. Program Proposals

7.77 The NPA II makes the following broad proposals to ensure full and equitable access and standardized quality of primary level education:

(a) Accommodation and Access

(i) Enhancing classroom space to an average of $50m^{2;}$ enlarge school accommodation to $350m^2$ for a total of 7 rooms to provide room for ECCE class, library and other facilities including space for initial placement of two computers per school, adjacent to the library;
(ii) Ensuring a reliable database on all school age children in the country; eliminate double and multiple enrolment and discrepancy in GER, NER and wastage parameters; and on all primary level institutions;
(iii) Ensuring inclusive approach and access of all school age children, regardless of their location, ethnic, disability, poverty and such other conditions to primary level institutions or alternate arrangements made for the purpose;
(iv) MPME taking responsibility for managing and/or ensuring adequate coordination between and among all government and non-government agencies in matters of primary level institutions.

(b) Attendance, retention and completion of cycle

(i) Expediting increase in school accommodation to ensure elimination of shift system by phases, latest by 2010;
(ii) Reducing the class size to 45 by 2008 and 40 by 2010 and teacher/student ratio to 1:45/40; giving individual attention to children; flexible class structure to allow organizing and reorganizing it for different subjects;
(iii) Ensuring time-on-task and eliminating wasteful time in the class; raising the class hour to 35 minutes for Grades I-II and 40 minutes for Grades III-V, ensuring actual class transaction time of 30 and 35 minutes respectively with five minutes for transition and roll call; ensuring attendance in time for both the teachers and the pupils;
(iv) Improving the school environment and security, classroom transaction by using child-friendly and participatory approach, making the learning a joyful experience, involving children in school improvement and maintenance activities through group projects;
(v) Ensuring gender equity, showing respect for children's opinion, involving them in school management through representation on SMC;
(vi) Ensuring children complete the class and homework to enable them to pass the quarterly and annual tests, and complete the primary cycle in five years.

(c) Quality in primary level education

(i) Designing and re-designing the curriculum to suit the needs of the knowledge-based and technology-oriented globalizing society of the 21st century; redesigning Ebtedayee Madrasah curriculum to bring it closer to primary education curriculum to widen the opportunity horizon of Madrasah pupils and enable them to switch to regular primary education or enroll directly in secondary education on completion of ebtedayee;

(ii) Reviewing the terminal, subject and grade competencies, modifying and updating them as necessary; making them amenable to objective assessment and developing appropriate and adequate indicators to be applied across the country to ensure a basic minimum level of achievement by the pupils;

(iii) Designing and redesigning the textbooks and their contents in line with the needs of the unfolding technology oriented new century; making the textbooks attractive so that the

pupils feel proud to carry them; introducing other interesting reading materials that attracts, help develop reading habits and add to the knowledge base;

(iv) Ensuring adequate provision of necessary teaching aids and their appropriate use in all schools;

(v) Providing textbooks and all education accessories such as workbooks, etc free of cost to all children studying in primary schools or equivalent institutions where NCTB curriculum is used;

(vi) Enhancing the teachers' basic qualification to Bachelor's degree, and that of the Head teachers to Bachelor's plus B. Ed (Primary) degree; providing them pre-service training in C-in-Ed; giving the teachers a career path and forming a Primary Education cadre to infuse primary education management with direct primary school experience; giving them opportunity for advanced training; enhancing and giving equitable salary to all primary level teachers of vernacular medium;

(vii) Strengthening the sub-cluster training and making them oriented to improving the teachers' performance and the classroom and school management system, instead of wasting time on personal matters of administrative nature; applying the same principle in URC-based training;

(viii) Improving and enlarging the physical infrastructure in PTIs including adequate space for outdoor activities; providing all necessary facilities, such as hard and software for training purposes, a well-stocked library with pleasant sitting and computer and reproduction facilities with a regular librarian; recruiting only qualified Instructors [B. Ed (Primary)] with experience in primary education, inducting primary school Head Teachers with required qualification and performance record as Instructors and Superintendents initially on a 30 percent quota basis; recruiting more Instructors, abolishing the shift system, introducing and strictly observing an annual calendar; introducing three-month refresher courses for teachers once every three years;

(ix) Strengthening the NAPE, raising it to a professional organization with regular fully qualified, well-trained and primary experienced staff members; no deputation or high turnover; enabling it to take up basic research in primary education, apart from its current responsibilities; offering B. Ed (Primary) course for current Head Teachers without such or similar degree and also direct enrolment on a quota basis until all the HTs have received their B. Ed degrees; introducing M. Ed(Primary) course in course of time;

(x) Ensuring a paradigm shift from the currently practiced Inspection mode to Academic Supervision by the AUEOs, geared to capacity building of teachers and enhancing their professionalism.

(d) Assessment and Achievements of Learners

(i) Using both CPA (grades I-II) and CLA for (grades III-V), introducing Report Card system and providing quarterly and annual assessment as evidence of performance of children;
(ii) Identifying the weak pupils and organizing remedial classes;
(iii) Introducing public examination at the end of grade V for all completers and offering Primary School Certificate (PSC) to successful candidates.

(e) Governance, Management and Accountability

(i) Strengthening the MPME for policy and strategy management, coordination with other Ministries; for establishing and managing a central database with LAN/WAN to DPE/DNFE/NGOs for effective oversight of both government and non-government programs, and generate reports on national situation, not just the government programs;

(ii) Further strengthening the DPE with necessary facilities but not making it a top heavy structure with too many senior people around but not building up a second line of command and keeping the field bases weak;

(iii) Improving the project management system by aligning and re-aligning similar activities, such as training that can be put in an annual work plan for implementation, instead of each project going about its own work in isolation; developing a collective system of oversight of project implementation and reporting;

(iv) Infusing the DPE management and supervision structure with operating experience in primary education from the field;

(v) Devolving management and financial authority down the line from the Division to the school and SMC, each with their respective sphere of freedom of operation;

(vi) Empowering and restructuring SMC by raising female membership to 4/5 out of 11 and constituting it through election rather than selection as is done now; ensuring attendance and participation of all members in every meeting and maintaining process records of meetings; giving them funds for minor school repair and improvement of school environment; giving them direct or shared authority (with AUEO/HT) of oversight of teachers' attendance and performance, ensuring that teachers are not victimized by powerful SMC members;

(vii) Ensuring transparency and accountability from headquarters down to school and SMC levels in matters of management, financial and management transactions; textbooks printing, transportation, storage and distribution; data gathering and management, enrolment, recording attendance (particularly for the incentive programs), children's tests and achievement; performance of staff members at all levels down to teachers in schools and also the SMC members.

D. Program Activities

(i) Major Constraints:

7.78 In implementing and managing the program the following constraints or challenges will have to be reviewed and resolved to enhance the efficacy of the program:

- Inadequate needed physical facilities (classrooms, teachers' room, libraries, separate and well-maintained toilet facilities and water supply for boys and girls, play grounds);
- Inadequacy of safe, secure and healthy school environment;
- Inconvenient/distant school location;
- High enrollment with poor attendance, and much wastage;
- Reduced but stagnated dropout rate;
- Poor teaching and inappropriate delivery method of curriculum content;
- Poor class management and curriculum transaction;
- Very low achievement by pupils and very poor quality of education overall;

- Poor internal efficiency and management of schools, lack of professional supervision; and
- Poverty of parents, coupled with above factors, hindering attendance and achievement of children;
- Centralized management and poor supervision.

(ii) **Activities by Major Program Components**

7.79 Activities to be undertaken by major program components of formal primary education are described below:

(a) Access and Equity

Survey and Mapping

i. A fresh composite survey and mapping of schools and children (3-10 years, 3-5 years for ECCE and, 6-10 years for primary) in conjunction/cooperation with BBS, DNFE and NGOs to ascertain (a) the exact number of ECCE target and primary school age children, (b) actual number of primary level institutions (all types of primary schools, all ebtedayee madrasah, other madrasahs/institutions with school age children enrolled, with physical facilities and number of children enrolled by gender, (c) identify the underserved and un-served (inadequate number of schools or no schools) areas, (d) identify the areas with high density of school age children and corresponding number of existing schooling facilities with capacity, (e) ascertain the number of primary school-age children, and adolescents (11-14 years) never enrolled or dropped out of school, (f) number of school-age children and adolescents with various types of disabilities, and others in difficult circumstances and of ethnic minority; (g) identify the number and location of non-formal education learning centers of both the government and NGOs, showing proximity to formal primary level institutions and (h) ECCE institutions formal and non- formal and by management. Conduct such surveys once every three years instead of doing it every year;

Physical Facilities

ii. Provide all primary level schools/institutions with five classrooms each with an average of 0.80m^2 per child, with a properly equipped library room, a teachers' room, an equipped office room for the head teacher and some storage facilities (8 rooms in all);

iii. Based on the survey findings the number of additional schools, classrooms, other rooms, location of new schools or satellite schools in under-/un-served areas, renovation and upgrading of rooms/schools, other physical facilities like toilets, play grounds, etc will be worked out and construction/renovation plans taken up and completed by 2008, to the extent resources permit; otherwise the work will continue through 2010; actual location of additional classrooms/schools and other facilities will be determined through local level school mapping and planning, in light of the national survey outcome.

iv. All required physical facilities will be standardized and construction, renovation and upgrading carried out accordingly, definitely by 2010, during the 7th FFY plan (2007-2012)[14]. Efforts will be made to add a hall room to schools during the 8th Plan (2012-2017);

[14] As the number of school age children stabilizes by 2010/2015 the requirement of additional classrooms/schools will not be much high since the construction work undertaken under the PEDP would meet much of the additional demand. Upgrading and standardization of physical facilities, with required additional rooms, will be the focus of major thrust.

v. Make adequate provision and take up timely repair, renovation and keeping the facilities in good order and operation, with contingencies to repair/reconstruct damage and destruction due to natural or other disasters.

vi. The system of staggering or shift system will be discontinued after 2007 to raise contact hours for better achievement of children and standard quality of primary education;

vii. Supply a standard set of furniture, fittings and appropriate equipments to all schools with due attention to meet the needs of science and technology-based education;

viii. Sinking, repair and rehabilitation of tube wells and installing and ensuring adequate sanitation and water supply facilities in all schools, separately for boys and girls, on the basis of school mapping;

ix. Satellite schools will be gradually expanded in locations, where number of school-age children so warrants and the mother school is unable to accommodate more children; where necessary upgrade satellite schools to full primary school.

(b) Attendance, Retention and Completion of Cycle

Incentives for students

x. Continue scholarship program for girls in rural areas to prosecute further studies beyond Grade V and also examine if similar programs for boys of hardcore poor families can be introduced soon (Ministry of Education); provide some incentives to Grade II graduates of satellite/feeder schools to enroll in Grade III of primary schools to continue their education; school location and their satellites will be organized and reorganized, in cooperation with NGOs, CSOs and others, in a way that would bring the schools closer to home and have improved physical accessibility by 2005;

xi. Selectively provide one set of school dress per year for the girls of families in difficulties;

xii. Examine feasibility of establishing a school nutrition program for supply of free/subsidized Tiffin, and promoting school/community level programs for growing/processing ingredients for such Tiffin and food security for the poorer families by linkage to organizations with skills training and employment generation programs.

(c) Quality and Quality assurance

Primary school curriculum and textbooks

xiii. Review, improve and restructure the curricula introduced from 1992 to orient and tune them to the knowledge-based and technology-oriented society of the new century and its demand for occupationally and professionally skilled people; design curricula as would promote real learning and critical thinking and not just rote learning or copying, gaining knowledge and making use of it in real life and not just passing the examination;

xiv. Improve the quality and content of textbooks in line with the new curricula that would stimulate the urge to learn and reason, to be analytical and creative, to be questioning and searching for solutions rather than looking for ready made answers; introduce topics like HIV/AIDS; arsenic contamination and remedy;

xv. Supply textbooks free of cost to all children in all primary schools (as a matter of right of every child), regardless of their management (government, private, etc) and also take-up program for targeted (the poorer 40% of children) supply of free stationery, pencils, workbooks, drawing books, etc. However, parents of such children can be encouraged to participate and give time (Uganda model[15]) in the maintenance and upkeep of the school, its surrounding environment and facilities on their own time; re-use of books policy will continue, with improvements in paper quality and binding;

xvi. Take up program of establishing and equipping school libraries with adequate sets of textbooks of each grade and other books for supplementary reading in areas of children's interest such as stories in original or abridged form, pictorials, maps and map making equipments, educative cartoons and drawing materials, magazines, etc. Putting up at least two computers (in a phased manner) in the library would attract and be of much interest to children; this would stimulate their curiosity and initiative to engage in learning Information and Communication Technology (ICT) and be creative;

xvii. Provide educational aids like wall charts, globes, models, etc. as well as audiovisual equipment to schools, on a phased basis. Repair and maintain the AV consoles earlier supplied to schools on selected basis, the program may be extended gradually to other schools;

xviii. The curricula, textbooks, delivery methods and approaches, organization of classrooms and schools and supporting/supplementary materials and training activities will all have one goal – to improve the quality of education and high quality products of the primary education system. Academic supervision, monitoring, periodical evaluation, action research and associated activities will be improved, introduced and promising results replicated.

Assessment and Achievements of Learners

xix. Ensure using both CPA (for grades I-II) and CLA (for grades III-V), introducing Report Card system and providing quarterly and annual assessment as evidence of performance of children;

xx. Introduce remedial classes in all schools for identified weak pupils to help them make necessary progress;

xxi. Introduce public examination at the end of grade V for all completers and offer Primary School Certificate (PSC) to successful candidates.

Teacher recruitment and training

xxii. Raise the qualification of teachers to a minimum of bachelor's degree and by 2005 recruit all teachers only from among those with a minimum of bachelor's degree or B. Ed in primary education; give opportunity to existing teachers to upgrade their basic qualification; initially the Head Teachers would have to have a B. A, B. Ed and Master's degree in primary education by 2010; enhance the status of teachers and HTs to give them better status and attract people with right qualification and aptitude and give them enhanced remuneration package, commensurate with the qualification and quality of work required of them; the enhanced basic qualification and remuneration package should help set up a primary education cadre, thereby

[15] Parents provide labour or cost of labour for construction and maintenance of school buildings and facilities

opening a carrier path for primary teachers which should serve as a motivating factor for higher commitment to their work and profession;

xxiii. Fill up all existing vacancies of teachers (5,030 in 2001) and subsequently create necessary posts and make continuous recruitment to bring up the teacher/student ratio to 1:40 by 2007, ensure quick replacement of retiring teachers with recruitment and training in good time leaving no vacuum, and recruit all new teachers from among female candidates with newly fixed qualification until 60% quota of female teachers is filled, preferably by 2007. Both district and Upazilla quotas may be used in recruitment of female teachers, keeping in view the convenience of their residential accommodation;

xxiv. Review and revise teachers' training curriculum (in anticipation and in light of proposed new school curriculum) and that of training of AUEOs and Instructors of PTIs, and organize short-term (one-month) training courses for AUEOs in batches and refresher courses at NAPE for improving their skills in academic supervision and providing effective in-service sub-cluster training to teachers;

xxv. Make an assessment of the training needs of the present female recruits and others who received no training at all, besides identifying the needs of retraining, supplementary training and specialized training; organize necessary training courses accordingly;

xxvi. Make optimum use of existing PTIs and if required, examine necessity of expanding the existing ones or setting up new PTIs to raise the capacity to handle 10,000 trainees a year, fully equipped with modern facilities and well-stocked libraries where normal training courses as well as specialized training of trainers can be conducted, teachers' training facilities being made available for both government and private sector schools; if necessary, organize a crash program of training of untrained teachers through trained and well-known effective teachers;

xxvii. Introduce new recruitment rules to fill the posts of PTI Instructors with university graduates (Master's degree) with primary education as a major subject or major in primary education and, if necessary, arrange with universities to establish similar courses as has been done by the Universities of Dhaka and Rajshahi; increase the number of PTI Instructors' posts to 1000 by 2010 and fill all vacant posts by 2005 after due training; allow no untrained new recruit to conduct classes;

xxviii. Strengthen institutional capacity of NAPE, particularly to conduct research, innovate new methods and materials, improve the quality of training of Instructors of PTIs, provide support and services to field level officers for primary education management, especially to Upazilla Education Officers and the Upazilla Resource Centres; raise the status of NAPE to enable it to organize and conduct B. Ed and M. Ed courses in primary education from 2005; leave no posts of trainers vacant and ensure all incumbents stay in posts for at least 4 years and all staff receiving foreign training serve at least for two years on return.

Delivery methods

xxix. The traditional approach of teaching has to yield to new approaches such as restructuring the class, the class size highlighting the span of attention, participatory and child-centered approach, learning by doing, working in teams with gender sensitivity, developing skills of negotiation and working in democratic as well as child rights context as is being done in the schools so far covered by the IDEAL project, where some other experiments are also going on, such as Safe Learning Environment project .

(d) Strengthening primary school management

xxx. Strengthen/consolidate the Directorate of Primary Education and its field offices at Division, District and Upazilla levels bearing in mind the needs for decentralized systems of management while improving monitoring, academic supervision and support functions;

xxxi. Provide a decentralized system of school management to increase community participation and supervision in particular, and restructure the Upazilla Implementation and Co-ordination Committee, Union Implementation and Co-ordination Committee and the Ward Implementation and Co-ordination Committee connected to parallel levels of DPE field offices;

xxxii. Extend further the Upazila Resource Centre (URC) program with needed staff and facilities to:

a. Monitor continuously the quality of teaching in primary schools within the Upazila,

b. Provide refresher courses and specialized training to AUEOs and others at the Upazila level,

c. Maintain books, journals, equipment, etc. related to education technology, communication skills, social development and motivational works,

d. Provide adequate institutional and financial resources to the URCs for making in-service cluster training program more effective, taking assistance of NAPE and/or PTI as necessary;

e. Carry out continuous monitoring of education management at the Upazila level and participate in operational research.

xxxiii. Establish District Resource Centres for providing support to effective social mobilization for promoting primary education as well as non-formal education for the adolescents and the adults;

Local level management and participation

xxxiv. Organize, reorganize and empower the SMCs making them truly representative of the community through an elective system and PTAs, representing only the parents and teachers respectively, to improve their role and function with a view to ensuring improved performance and accountability of teachers, increasing guardians' interest in school management and spread of education as also commitment for sending all school age children to school, and allowing them to attend school regularly to complete the cycle; give oversight authority to SMCs over the performance of teachers but ensure adequate protection so that no teacher is victimized by powerful SMC members;

xxxv. 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 teachers' salary; involve the broader civil society in the overall operation and management of the schools;

xxxvi. Based on outcome of consultations with the community and parents by the SMC and PTA, introduce flexibility in school calendar, school hours and vacations to suit the local needs for given periods of the year, maintaining the given contact hours;

(e) Social mobilization

xxxvii. Continue and expand a vigorous nationwide campaign on social mobilization for faster and effective expansion of universalization and enhanced quality of primary education program;

xxxviii. Establish and maintain a system of rewarding local level organizations, institutions, and individuals for noteworthy contributions and innovative works for the cause of EFA;

(f) Agreed minimum quality in formal primary education

xxxix. Review and modify, as necessary, the curriculum and text materials of ebtedayee madrasah and similar other streams to ensure equivalent quality of education in mainstream primary schools in terms of curriculum, textbooks, organization and delivery methods to ensure fully the children attain the quality education and thereby protecting the best interest of the child in the context of CRC;

xl. MPME should take responsibility to oversee and coordinate the work of all primary level institutions.

Chapter VIII

8. Non-Formal Education (NFE)

8.1 DFA goal for NFE states (a) "ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programs" (Goal 3), and (b) "achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults" (Goal 4). Goal 3 seeks to ensure meeting appropriate learning and life-skills needs of young people and adults and Goal 4, reducing adult illiteracy by 50 percent, especially among women, and access to basic and continuing education for all adults.

A. Situation Review

8.2 Poverty, gender discrimination and limited educational facilities served as main obstacles to peoples' access to education. In 1991, 59% of the population lived below the poverty line and 65.4% were illiterate. With a low literacy rate of <25 percent, 75.6% GER and 60% dropout rate in primary schools added up to a large clientele for NFE. In light of WCEFA goals but limited resources the government launched the broadly designed Integrated Non-Formal Education Program (INFEP) in 1991. It replaced the Mass Education Program (MEP) started in 1980, but progressed haltingly. INFEP coverage was limited in numbers, but it had all the NFE components, ECCD, NFBE, AL and CE and thus laid down the structure of NFE programs in the country.

8.3 NGOs also took up programs spontaneously towards filling the gap in meeting the learning needs of out-of-school children and adolescents (aged 6-10 and 11-14/6 years) and illiterate adults (15-45). BRAC started the first Non-Formal Primary Education (NFBE) program with 22 schools for the un-enrolled and primary school dropout children of landless families in 1985. Two years later it started the Primary (now Basic) Education for Older Children (BEOC) for 11-16 year olds, a two-year cycle program. The two programs caught on and many large and local NGOs had joined and took up programs of ECED, NFBE and adult literacy/education and CE programs. The major focus was on the un-enrolled and dropout children at primary level, with limited initiatives for pre-school children and a sizeable program for adults. Programs for the working and street children were added later on, both in the formal and non-formal sub-sectors. Nearly 500 NGOs are now engaged in organizing and managing NFE programs of their own and as implementing partners of the enlarged government program.

8.4 This chapter will cover all the sub-components of NFE: NFBE, Adult Literacy and Continuing Education. The two Post Literacy and Continuing Education for Human Development projects will be discussed as part of CE. ECCE has been dealt separately in chapter VI, since DFA lists a separate goal for it and it also forms part of both FPE and NFE sub-systems.

8.5 NPA I covered NFBE, AL and CE as sub-components of Non-Formal Education (NFE). Its definition of NFE covered "different sub-groups of population, both young and old". It felt that NFE could serve as parallel mode of meeting the EFA goals and complement the formal education as the NGO experiences showed. It proposed to (a) utilize the services of NGOs and community based organizations (CBO) for all types of NFE program, both for generating demand at community level and providing services for meeting the educational needs of people, and (b) establish a suitable government organization "to handle the tasks of planning, guiding and supporting non-formal education". The

Directorate of Non-Formal Education was established in 1995. The system of utilizing the services of NGOs in implementing the government's NFE project started earlier in 1988 with the METSLO[16] project and continued by INFEP as it is done by DNFE.

(i) Access and Equity

8.6 Though equity has been achieved in primary and secondary schools the older girls and women still constitute the large majority among the illiterates. DNFE sought at least 50% female participation in its programs but made a score of 57%; NGOs insist on 70% and often achieve or exceed the target. Thus, there is predominance of female participation in NFE programs. The poor and the areas without or with distant formal schools get priority in selection. NFE covers some ethnic minorities but not the disabled yet. Access is free in NFE, with all materials provided. DNFE learning centers enroll 30 participants each and NGOs, 33 (from 30 originally) per center.

(ii) Physical Facilities and Environment in Learning Centers

8.7 The NFE learning centers are one-room structures, often makeshift or hired or offered by the community, with one class of 30/33 learners sitting on mats on the floor, usually in a U-shaped form and the teacher operating from the open-end. Set in the neighborhoods, rather than in isolated places, the center provides a closer contact with the immediate community around and necessary support. The classroom is generally kept clean. Drinking water and toilet facilities are available, often in cooperation with the neighbors or participants can go to their own homes nearby. The learning center has one teacher takes only one batch of 30/33 learners who continue through grades until completion. Thus, it keeps out other illiterate children or adults until the current batch completes its course. The NFE centers give importance to extra/co-curricular activities like music, dancing, recitation, story telling, acting, etc to make the lessons joyful. NGOs started the practice. The government programs have also introduced similar activities in their centers, and even in some GPS.

(iii) Database on NFE and Basic Education Population

8.8 NFE program data of the government and NGOs are not collated and therefore, there is no one single reliable national database on current and potential target population of NFE/basic education or on-going activities or actual coverage. Both the DNFE (its implementing partners) and NGOs make pre-project baseline survey in the selected project areas before initiating planned project activities but data are often not shared to their mutual benefit.

8.9 DPE, CPEIMU, BBS-UNICEF (for MICS), DNFE and NGOs make periodical or need-based regular or baseline surveys of their clientele, nationwide or in selected project areas. But there is still no composite database on the target population of all basic education components or their current or potential beneficiaries. The number of children in difficult circumstances, the disabled, and the ethnic minorities is not fully represented in these survey findings. The NFE target population is worked out from baseline surveys of DNFE and NGOs. In absence of a national database, desegregated by clientele/target population and gender, it is not possible to know clearly (a) the exact number NFE target population, disaggregated by age groups, gender, and urban/rural location; (b) the number actually enrolled in the government and NGO programs, in view of the frequent dropouts and replacements, (c) number actually completed different grades and competencies gained, indicated by tests at end-of-course, and those that moved to the next higher grades and of completers of the level of

[16] Mass Education Through Small Local Organizations, project launched by the government in 1988 and later on merged with MEP.

education offered, (d) number actually transferred to GPS or others, (e) number of transferred NFE graduates who completed primary cycle of education, (f) the number that has gone on to enroll in high schools (would need tracer studies), and (g) learners enrolled in AL/TLM programs by age groups such as 11-14, 15-24 and 25-45, their completion rates and participation in skills training programs by gender and how many have actually found self- or wage employment, if at all.

8.10 DNFE has its own MIS and maintains data about its own projects. It does not collect, receive (except for its own projects) or maintain national information base about NGO NFE programs. NGOs with large education programs have their own MIS or database about their own respective programs. CAMPE published a Directory of NGOs with education programs in 1993, but has not updated it since. It has recently established the structure of an MIS of its own. DPE has both an MIS and a GIS. The data infrastructure is in place, both in the formal and Non-Formal sub-sectors. They have to be properly oriented and collated to provide a total national picture of the state of basic education at any given point of time. A joint survey by BBS, DPE, CPEIMU, DNFE and NGOs would minimize cost but produce a richer and reliable database for the entire basic education system and serve as a basic tool for planning and implementation of all basic education programs to attain the EFA DFA goals.

(iv) Attendance, Completion, etc

8.11 NFE learning centers use alternative modus operandi, flexibility and innovative application, both in the organization and timing of class hours to suit the convenience of learners and delivery of curriculum contents. Attendance and completion rate is high, both above 90%, with about 4% dropout in DNFE programs. It has, however, been confirmed by more than one source that the dropouts of DNFE learning centers are replaced quickly to maintain the number at 30, particularly for purposes of pro-rata allocation of funds. NGO programs claim over 90% attendance and 95-98% completion rates. NFBE learning centers run up to grade III and on completion the children are encouraged to enroll in formal primary schools. But as the primary schools got overfilled, due to social mobilization, incentives and other measures, they have run out of space, teachers and other facilities, thus the scope for lateral entry of NFE children into GPS have shrunk. Some NGOs (such as BRAC) continue part of their program through grade IV and V and use NCTB curricula and materials for these two grades; enabling children to complete their primary education without having to transfer to increasingly crowded GPS. The AL/TLM participants complete their course and go out; their dropout and success rates and what they do afterwards remain somewhat unclear.

(v) Quality and Quality Assurance

The teachers - qualification and training

8.12 Teachers are the core ingredients of quality in education. The basic qualification required of NFE teachers is 9/10 years of education, females of local area preferred. There are also teachers with higher qualification in NFE. They attend a foundation course for 15 days and a refresher course for a day once every month. Every year, the teachers receive training in the subjects to be taught in the next higher grade as the children/learners move up. DNFE has a cascading system where Master Trainers train supervisors, who in turn train the teachers for rural areas. In urban areas Master trainers train the supervisors and teachers brought together in the same class. It uses the training facilities of 21 PTIs and local training facilities of some NGOs. A survey has found that 85% of the NFE teachers are trained (CAMPE, 2002). TLM teachers and supervisors are trained through makeshift arrangements by local administration. Apart from big NGOs conducting their own teacher-training program some NGOs and CAMPE organize training courses for teachers and personnel of other NGO NFE programs at cost.

Both DNFE and NGOs consider the present basic qualification and training of teachers as adequate for the teachers to facilitate the lessons.

Teaching practices and supervision

8.13 Teachers are oriented to use the facilitating mode and learner-centered participatory approach in conducting the classes. Because of the limited basic qualification (generally of poor quality, both at primary and secondary levels), short training focused on the syllabus and teaching learning materials, and low pay result in wide variation in practices and quality of teaching in general. There are also variations between the government and NGO programs.

8.14 DNFE has supervisors and Monitoring Associates for oversight of DNFE NFE projects and their performance. NGOs have their Program Organizer, and a host of other designations for the same level of positions and doing the same supervision job. Quality of supervision varies, among organizations. Supervisors cannot provide professional support in pedagogical aspects, as they have no such training. Thus the quality of supervision also varies. All DNFE implementing partners are not of the same level of development or operational efficiency, hence the variation in quality of performance and learners' achievement in learning centers managed by different implementing partners. NGOs claim a better performance in supervision; their supervisors are better qualified and paid.

Curriculum and Teaching learning materials:

8.15 DNFE and big NGOs use their own respective syllabus, complete with primers, teachers' training programs and relevant guides. The core of most of these curricula is basically that of the National Curriculum and Textbook Board (NCTB) for primary education, except the KGs, which follow/use a variety of foreign curriculum/text books. Some NGO programs use NCTB materials as supplementary reading materials, alongside their own materials for the main course (BRAC, 1999). They also use NCTB curricula and materials in the newly introduced grades IV and V in the hope that it would enable the children to sit for the primary scholarship examinations, which still awaits approval. The NFE primers are garnished with additional features and the learning centers provide other abridged reading materials and magazines for neo-literates, published by some NGOs and CAMPE. DNFE implementing partners use DNFE materials for its programs. Smaller NGOs use curriculum/syllabus of big NGOs like BRAC, DAM, FIVDB, etc.

Equivalence:

8.16 The curricula/syllabus and teaching learning materials of NFE have not been standardized. Respective DNFE and large NGOs materials provide a number of versions and variations. There was no national level coordination or synthesization of materials developed or NFE programs run by various agencies. Since no recognized authority has validated the different versions of NFE syllabus and materials the question of their quality and comparability remains unresolved. Hence it deters establishing an acceptable equivalence in the level of competency achieved by learners of DNFE and different NGOs programs and with formal primary education. It is the same between NFBE for children, adolescents and adult literacy. Their respective values in the marketplace remain uncertain and makes the NFE sub-sector vulnerable in achieving its objectives.

8.17 Different studies have raised questions about the efficacy and sustainability of learning skills gained from participation in basic literacy courses of Total Literacy Movement program of DNFE. The questions relate to "the quality of pedagogy, learning materials, degree of participation, and method of assessing and reporting learning achievement in TLM" (PMED, 2001b). It is a time-bound campaign mode program, intended to provide basic literacy skills to participants on a large-scale in a short time at the least cost. The ability of a wide range of participants, aged 11–45 years, to absorb and internalize

the learning skills from the same lessons provided under TLM is bound to vary, so would the level and extent of their absorption and sustainability. *The matter requires a thorough and in-depth review for appropriate action*.

8.18 In Bangladesh, NFE has been viewed more as a temporary measure, with the idea of preparing and transferring children to formal schools to give them a second chance to get into the mainstream primary education. These ideas have worked well initially but as the enrolment increased in primary schools lateral transfers have become difficult. In the rush of meeting the EFA 2000 access/enrolment targets the number has taken precedence over quality in both the FPE and NFE sub-systems. In the process, the participants, the ultimate beneficiaries of the programs, have become the actual losers. The programs with very low achievement cannot help participants prosper in life. But without an agreed standard of quality an equivalence vis-à-vis the formal and non-formal schools cannot be established. *The matter deserves a critical assessment for policy and strategy decisions.*

Gender audit

8.19 The teaching learning materials developed earlier focused more on attainment of literacy skills. Gender equity concepts included in the materials, from Chetona (from late 1980s) onwards, have either proved difficult to convey clearly or inadequate in coverage of all aspects. The matter requires an urgent in-depth review for improvement in all NFE materials.

(vi) Learners' Achievements

8.20 Internal assessments of DNFE programs found the learners' achievement in different subjects at over 90%. But outside assessments found that achievement score of learners in different subjects did not exceed 35% (equivalent of third division), which interestingly corresponds closely to the achievement scores in the FPE. The scores also vary between programs and between learners of different age groups, as does between government and NGO and among NGO programs. On average the participants get to achieve only the lowest level of competency and what percentage of them do so is not very clear. This is an indication of the need for increasing internal efficiency, classroom transaction, better supervision and an overall improvement in the functioning of NFE programs, both in the public and private sectors. Adequate measures for internal testing and third party assessment of participants' at terminal point should be instituted in the context of a national assessment system.

(vii) Monitoring and Evaluation

8.21 District Coordinators (DCOs) and Monitoring Associates of DNFE Monitoring Unit supervise the work of implementing partner NGOs. Weak monitoring and evaluation have not provided timely feedback for appropriate remedial measures for improved management of the NFE program (PMED, 2001b). Some of the identified weaknesses are listed below:

- Monitoring data do not indicate the number of NFE participants actually completing the course and achieving acceptable level of competency;
- Monitoring has not been geared to assessing the impact of literacy for learners of different socio-economic background and age group;
- Growth of literacy rate is calculated on the basis of enrolment and attendance in basic literacy program, basically TLM approach; it was estimated to have reached 65% by mid-2001. The level of functional and sustainable learning skills gained, at basic level, by those counted as literate remain to be assessed;

- Implementing NGOs report a low dropout rate (less than 4%) and very high pass rate, above 90%. It is known that dropouts are quickly replaced to maintain the number of 30 participants per center; it is therefore difficult to ascertain the actual dropout, completion and competency status, regular processing of data provided by the Monitoring Associates could help improve the situation somewhat.

8.22 Evaluations are carried out generally through selected third party as part of the project activities. Periodical sample internal evaluation of specific aspects of projects, particularly between scheduled evaluations at formative, mid-term and terminal points, would be useful. The important thing would be to take immediate corrective measures in light of evaluation findings.

(viii) Governance and Accountability

8.23 A committee structure exists for guiding, coordinating, oversight and supporting NFE programs of DNFE. The Honourable Prime Minister chairs the National Council for Primary and Mass Education (NCPME). It had met once only by 2000, as has the Project Coordination Committee, headed by the Secretary, PMED. There are committees at the district, upazila, union, block (for TLM) and the Center Management Committees (CMC). Frequency of meetings, active participation of members and effectiveness of the committees are dependent mostly on the initiative and leadership of the Deputy Commissioner in case of TLM and the partner NGOs, in case of CBA components. The members of committees at operational level are selected and the quality of members determines their active participation in meetings and programs.

8.24 DNFE has developed into a well-structured government institution from the project set-up of INFEP and with its recent transfer to the revenue budget it has now got a permanent institutional base. In view of the present large un-served NFE clientele and the dropout phenomenon in the FPE is likely to remain for sometime to come the NFE program will need to continue. So will the DNFE. It has been in a flux of growth, from a small organization and program to a big department and projects covering millions of participants across the whole country. Its share of the sectoral ADP allocation has increased threefold from 3.2% in 1992 to 9.4% in 2000.

8.25 In view of the changing size and nature of programs (from small CBA programs to TLM and PLCE projects involving large scale organization and management of assorted organizations, groups of people, participants of a wide age range and large budgets) *DNFE need both management and professional development*. DNFE has become permanent but its managerial staff remains mostly temporary. The high turnover, due to posting and transfer from cadre services, militates against institutionalization and raising of its professional competence. It also needs to establish firmly a system of transparency and accountability in all its dealings with implementing NGOs and others.

8.26 As already indicated, all NGOs selected as implementing partners of DNFE do not have the same level of organizational and management efficiency. The majority of them has no local presence and thus limited contacts with the community, which affect their ability to organize and energize the community for participation in the NFE program. *Consequently, their performance varies, which calls for setting standards, improved professional supervision and building capacity of implementing NGOs to match the requirements of programs and improvement in quality.*

8.27 There is no coordination between DNFE and independent NGO programs, or among the NGOs themselves, or even between the DNFE projects, let alone between FPE and NFE programs and entities. Overlaps and unofficial inter-transfer between programs do occur, thereby affecting the

enrolment, dropout and completion rates of both government and NGO programs. An improved and reliable national database and a GO-NGO clearinghouse, perhaps through a sub-committee of NCPME will greatly help.

(ix) Role and Participation of Community

8.28 NFE is basically an outreach program. DNFE recognizes and emphasizes the need for effective and meaningful participation of the community for (a) building a conducive learning environment, (b) mobilizing local resources needed for the program, (c) meeting the felt needs and expectations of the community, (d) establishing accountability of persons involved through a participatory monitoring system, and (e) developing a sense of community ownership of the program. To ensure and enhance community participation DNFE has included the following activities in its projects: (a) conducting a baseline survey at the community level by deploying local educated youth and school teachers, (b) selection of location of learning center by the community, venue often donated by the community, (c) recruitment of teachers and supervisors from the community, and (d) establishing a Center Management Community (CMC) consisting of local elites, guardians of learners and NGO workers.

8.29 Despite all the appropriate measures instituted as enumerated above the community participation has not reached the desired level. The CMCs have not proved to be any better than their counterparts in FPE, the SMC. However much one tried, the notion has reportedly persisted that the DNFE learning center is a government, and not a community activity. The degree of community and committee participation has adjusted accordingly. The same goes for TLM activities. *The strategy on community participation needs a thorough review for improvement.* NGOs have closer affinity with the community when it comes to their own programs

(x) Sustainability

8.30 With the transfer to revenue budget DNFE has achieved its organizational sustainability. Some of the large NGOs engaged in NFE have attained a long-term standing through diversification of their programs, particularly commercial ventures that provide income to support NFE and other program activities of the organization as well as contributing to reduction of poverty of their clientele. Learners joining the basic literacy courses expect that literacy skills gained would bring them some benefit, in reducing their poverty. But all the implementing NGOs cannot meet such expectations, as the non-PLCE programs have no skills component. The learners may relapse into illiteracy if no immediate follow-up program is instituted.

8.31 It is often argued that DNFE's role is to provide literacy skills to the illiterates and not engage in skill development or income generating activities or micro finance for the learners. In its view there are other entities to deal with these matters. The neo-literates must have opportunity to use the newfound learning skills in matters that affect their life and living. For the success and sustainability of the NFE program it is necessary to work in conjunction with those other entities to address the development and poverty reduction issues that affect the quality of life of the learners and hinders access and retention of their children in primary schools.

(xi) Building Partnership

8.32 The government has been working in cooperation and collaboration with NGOs from the beginning of NFE program. DNFE has worked with 418 NGOs, as implementing partners of all its projects. This GO-NGO cooperation has also been extended to the formal primary education sub-sector. The objective is to involve the civil society, particularly NGOs, in creating community awareness,

in the development, operation, management and monitoring of all basic education programs to bring education to every child and illiterate person and leave out none from its reach.

B. DNFE Program Achievements

8.33 DNFE uses three approaches to implementing its programs. One is the center-based approach (CBA), generally implemented through NGOs. Each center enrolls 30 learners, children or adults, and a number of centers are allocated to selected NGOs to organize and operate, with funds from DNFE. Second, a campaign-based approach or the Total Literacy Movement (TLM) is used for implementation of adult literacy (11-45 year old persons) program. This program is implemented through the district administration and CBOs; NGOs are not involved in this program. Under the third approach, primer distribution approach (PDA), primers and guidebooks are given free to select NGOs to organize and operate programs of their own in un-served areas.

8.34 INFEP (1991-92 to 1996-97) was designed to meet the learning needs of different age groups of people of 4-45 years. It had four major subcomponents: ECCD, NFBE, AL and CE. INFEP had developed the teaching/learning materials for ECCD and NFBE. It continued to use the adult literacy materials, Chetona primers 1-2-3, developed earlier under the MEP, as does DNFE to this day.

B1 Non-Formal Basic Education (NFBE)

8.35 NPA I proposed an NFBE[17] program for 'the dropout and never-enrolled children and adolescents of 6-14 years' age', the objective was to 'provide a good quality basic education through low-cost alternative channels to those who were deprived of opportunities for formal schooling and also offer a second chance to the school dropouts'. It was to cover 11.95 million of the target group by 1995 and 12.19 million (95 percent of estimated total) by 2000. The estimated cost was Tk.6, 250 million at US$ 12.50 per learner per year. The community was to contribute an amount of $ 5.0 per learner.

8.36 Only two of the DNFE projects addressed the learning needs of 6-14 age group. INFEP (separately for 6-10 and 11-14 age groups) and NFE project – 3 (for the hard-to-reach urban working children of 8-14 years) had a total target of 802,500, which is 6.58 percent of the NPA I target. Implemented through NGOs, the actual achievement by August 2001 was 585,750, 4.80 percent of the NPA I target (73 percent of project targets). The two projects offered a two-year course, designed to provide primary school grade III level proficiency and encouraged the children to transfer to mainstream primary schools.

8.37 Apart from implementing DNFE projects 306 NGOs organized a total of 38,288 NFBE learning centers and enrolled 1,342,362 learners (848,985 females) (PMED, 1999a). It has been a significant contribution. By then BRAC alone organized 34,000 centers and enrolled 1.2 million children. However, more than 9.0 million 6-14 year old un-enrolled and dropout children were left out as no NFBE program covered them.

B2. Adult Literacy

8.38 The government started an adult literacy program in 1980, in the name of Mass Education Program (MEP). It had a halting

Table 8.38: Estimated adult population and proposed AL targets

Years	Adult Population (In millions)		NPA I target
	15+	15-45	
1991	61.6	47.6	
2000	78.0	59.8	25.0

[17] NPA I used the term NFE to cover the "organized and semi-organized educational activities operating outside the regular structure and routines of (the) formal system" and also the programs for the "dropout and un-enrolled children and adolescents of 6-14 years". NPA II uses the term NFBE covering the program for out-of-school children of 6-14 age group to make it distinct from FPE and other components of NFE.

progress in the 1980s and was merged into INFEP in 1991-92. NPA I projections saw the 15+ adult population rise from 61.6 million in 1991 to 75.6 million in 2000. The adult literacy rate was 34.6 percent or 21.3 million literate adults in 1991. NPA I proposed to raise the adult literacy rate to 62 percent and number of literate adults to 46.9 million by 2000 through an AL[18] program for 15-45 age group. It would have meant covering an additional 25.6 million adults, of the 59.8 million 15-45 year olds, leaving 28.7 million 15+ adults illiterate. NPA I objective was to "Provide illiterate adults opportunities for developing reading, writing and understanding the contents and also developing need-based functional/vocational skills as well as creating opportunities for them to continue to learn, with special focus on women's learning". The estimated and NPA I target populations are shown in Table 8.38 above. NPA I estimated the total package cost at Tk.9, 351 million, including an amount of Tk. 1,100 million for CE at US$ 12.50 per learner. The community was to contribute an additional amount of $ 6.0 per learner per year for AL/CE.

8.39 DNFE took up four new projects in 1995 and 1996; three for adults, age group 11-45 years and one for the urban hard-to-reach working children of 8-14 years. The children's project is implemented in the six divisional cities. Details about the projects, including the approaches used, are given in Table 8.39 at right.

Table 8.39 DNFE Projects, targets and approaches used

Project Name	Age group	Target Pop.	Approaches used
NFE Project-1	15-24	3.135	CBA, TLM, PDA
NFE Project-2	11-45	8.179	CBA, TLM, PDA
NFE Project-3	8-14	0.351	CBA
NFE Project-4	11-45	22.889	TLM
Total	-	34.554	-

8.40 Table 8.40 at right shows the DNFE project targets and achievements (138.08 and 59.45 percent of NPA I targets) by 2001. It achieved a success rate of 43.05 percent of project targets by November 2001. The project achievements show that 39.08 million of the projected 75.6 million adults remained illiterate. However, the primary school completers and adults covered by NGO literacy program, if added together, should have reduced the number of illiterate adults to about 33 million, which yields an adult illiteracy rate of 44%. Different sources give out different rates of adult literacy, varying from 42 to 64 percent. BSS HIES survey of 2000 gives a figure of 56 percent in 2000, also quoted in I-PRSP. The situation calls for a thorough review for an agreed definition, basis and procedure for coverage and calculation of progress in adult literacy.

Table 8.40: Adult Education targets and achievements

Project	Target (in millions)	Achievement by 11/2001	
		Number	Percent
INFEP	1.14	2.02	177.19
NFE Project-1	3.14	2.47	78.66
NFE Project-2	8.18	1.96	23.96
NFE Project-4	22.89	8.77	38.31
Total	35.35	15.22	43.05

8.41 The total achievement of all the DNFE projects, including INFEP, came to 17.226 million persons, against a target of 36.224 million or a success rate of 47.55 percent of the total target, covering all age groups, from 4-45 years. NFE Project-1 has been completed. The life of NFE Projects 2 and 4 have been extended to 2002 and 2004 respectively to enable achievement of their targets.

8.42 The above discussion provides information on public sector AL program only, using all three approaches, including those implemented under CBA through NGOs. A number of NGOs, such as BRAC, DAM, FIVDB, Proshika have their own independent AL programs. Inclusion of NGO coverage, which is not yet reflected in the national statistics, would have given a more realistic picture.

B3 Continuing Education

[18] The terms Adult Education and Adult Literacy have been used interchangeably in the NPA I text.

8.43 As the adults, having followed a short course of literacy, were likely relapse into illiteracy NPA I proposed a Continuing Education Program (CEP) as a follow-up action. It would not only prevent loss of literacy skills gained but also sharpen and deepen the knowledge of life skills of participant adults to help improve their income and quality of life. It was viewed as an essential component of adult education program.

8.44 The only CE program established in the public sector was the Gram Shikka Milon Kendra[19], a total of 935 centers, under INFEP. With the closing of INFEP the centers were funded through a UNESCO project and subsequently maintained under the NFE project –2. The centers provide reading materials, magazines and some indoor sports equipment. They also organize some skills training programs.

8.45 Some NGOs have also set up CE programs. BRAC runs such centers as Reading Centers, Reading Circles, Union Libraries or GonoKendra Pathagars (People's Center Libraries). BRAC CEP "aims to stimulate interest in acquiring information and encountering new ideas in order to create an environment that is conducive to a 'learning society'". The Reading Centers also provide training in entrepreneurial skills. The Centers' book collection includes drama, fiction, novels and others covering such subjects as food and nutrition, environment, common diseases, childcare, hygiene, first aid, reproductive health, family planning and legal rights. They also provide equipment for indoor games. The Union Libraries, established with community contribution and sharing responsibility in management, also serve as community centers.

8.46 DAM CEP seeks to provide "scope for reinforcing the acquired literacy skills of participants" of its AL program. CEP establishes community learning centers or Ganokendras (People's Centers). Established with community support the ownership and management responsibility of the centers are transferred to the community in course of time. They provide learning as well as different types of skills training program. The NGO CEPs engage in innovations and make significant contribution to CE in the country.

8.47 The government and NGOs have established CE centers in their respective program areas. The question of coordination of the location and equitable distribution of such centers to make them accessible to more people and spread the benefit widely deserves urgent attention and careful consideration.

B4 Post Literacy and Continuing Education (PLCE) Program

8.48 DNFE started a one-year pilot project in April 2000 to develop a model for a new Post Literacy and Continuing Education for Human Development program. Implemented under NFE project–2 23 NGOs worked in 92 centers with 1800 participants. The project provided post literacy for 3 months, skills training for six months and the last three months for action research. A separate study was also made of the skills training facilities available and capacity of skills training institutions in one of the Divisions of the country. The study developed a strategy paper on PLCE implementation, a Divisional Manual and formats for data gathering on skill training needs, market study, etc in 2000-2001.

8.49 DNFE has launched two PLCE projects, based on findings of the pilot project. The objectives of PLCE-I project are 'consolidation of literacy followed by application of literacy skills in skill training for income generation'. The 5-year project, implanted in 230 Upazilas from January 2001, will cover 1.6 million neo-literates at a cost of US$ 71.7 million ($44.81 per learner), with support from the World Bank

[19] Continuing Education Center-cum-Rural Library

and Swiss Agency for Development Cooperation (SDC). A similar project, PLCE-II, will cover 1.6 million neo-literates in 210 Upazilas in for six years from 2002 at a cost of US$ 100.0 million ($62.50/learner), supported by ADB and DFID. Its objectives are 'increased literacy leading to higher income generating capacity'. Both projects will direct their activities to (a) promoting an efficient system of continuing education, (b) enhancing the planning, delivery and supervisory capacity of agencies involved in CE, and (c) implementing sustainable community-based and employment-oriented CE programs. The projects will serve successive groups of neo-literates, graduates of DNFE's TLM programs for nine months: 3-months for post literacy and 6-months for skills training. The projects will be implemented through selected NGOs and other service providers. A technical team in each Division will provide support to DNFE Upazilla Program Officers, who give assistance to implementing agencies.

8.50 The two PLCE projects will serve a total of 3.2 million of the 15.22 million adult neo-literates, graduates of DNFE projects. That will leave out 12.02 million adult neo-literates; a large number of them had completed the AL course, TLM or CBA, a number of years back and may even have lost the gained learning skills by now. They may have to start all over again. Many of them will have to wait for long before they can join a PLCE program and thus stand the risk of losing their present level of learning skills. The matter calls for a serious review of all possible options for the benefit of the neo-literates and the remaining adult illiterates, particularly those of the 15-24 age group, as they are more in need of new skills for wage or self-employment to get a better start in life.

C. A Brief Review of Effects of Change in NFE Strategy

8.51 As INFEP was approaching completion it was decided to concentrate on AL to accelerate the literacy rate by reducing adult illiteracy. The influencing factors were (a) to move the country from having one of the lowest literacy rates in the world and (b) available limited resources were inadequate to offer a broader range of NFE (PMED, 2001b). The focus of program was narrowed down to basic literacy skills, rather than meeting the wider learning needs (re Glossary) or as indicated in the NPA I. TLM or campaign-based approach was chosen as the vehicle to impart basic literacy to illiterate persons of 11-45 years of age, in disregard of the fact that children of 11-14 years should have gone for a second chance to mainstream primary education. The government announced the target of achieving full literacy by 2006 and eradicate illiteracy by districts and declare them ''illiteracy free" as the TLM progressed. DNFE has so far (in 7 years) declared six (of the 64) districts as illiteracy-free, ignoring the presence of un-enrolled and early dropout school-age children and post-45 adults in the country, most likely illiterate, numbering 18.57 million in 2000.

8.52 NFE Project –4, entirely financed by the government, uses only the TLM approach to cover an ambitious target of 22.89 million 11-45 year old illiterate persons at a cost of Tk. 6,829.96 million (US$ 185.10 million) by 2000. TLM was considered an effective way to energize the communities through a campaign mode and enable large target groups to achieve basic literacy skills quickly and to be cost-effective (Tk. 313.10 per learner). It follows a 9-month course, "the first six-months for basic literacy … delivered through teacher/facilitators to equal number of male and female learners. The next 3 months is used as a consolidation phase" (DNFE, 2000) or post literacy. Planned for implementation in 448 Upazillas of 62 districts it covered only 17 districts by 2000 and was about to go into operation in 41 new districts. The project life has been extended to December 2004.The program is implemented through the district administration under the leadership of Deputy Commissioners and various local organizations and CBOs, other than NGOs. Between April 1997 and November 2001 (the original terminal year of the project was 2000) it has covered only 8.77 million learners or 38.30 percent of its total target.

8.53 The change in strategy has resulted in shrinkage of the operational base of DNFE. NFE Project –3, though large in its own sphere, is quite small in view of its potential clientele and the total targets of the other DNFE projects taken together, which are now focused on illiterate adults, including the post-primary school age adolescents, be it the TLM or PLCE projects. Most of the programs that generally come under the NFE umbrella (refer figure 3.12) are not in the DNFE basket any more. A list of such excluded programs is also provided in the NFE workshop background paper (DNFE, 2001a). The marginal ECCE group, the primary school left out and post primary age NFBE and second chance group and other NFE activities that promote skills training and income-earning and life-long learning opportunities for developing a "learning society" have to be attended to. The relevant programs under each may be implemented through NGOs and other service providers or in conjunction and coordination with other agencies, public and private, but there has to be a national policy, strategy and a composite program that should fall squarely under the canopy of PMED and its field arm DNFE to develop, guide and monitor such a national program in its implementation.

8.54 The whole AL program in general and TLM, in particular, had actually run counter to what was advocated in the NPA I. The programs went for the easier literacy programs, designed to impart basic literacy skills quickly, which per se are not likely to have a lasting impact. The programs must relate to and have a poverty reduction strategy and provide scope for using the learning skills in day-to-day affairs. That would call for ensuring improved quality of learning skills as well as demand-driven and need-based occupational skills training program as part of AL, be it CBA or TLM. TLM claims to have a poverty alleviation feature in that it would create temporary employment opportunity (at Tk. 500 per month) for some 4.3 million rural educated youth, deployed as teachers or facilitators in its learning centers. But it does not say what concrete benefits would accrue to the participating learners.

8.55 If the AL, and TLM as part of it, had a one-year program, divided into six months for literacy and numeracy training and another six months for skills training it would have obviated the need for a follow-up PLCE program. The present AL/TLM and PLCE together would take 18 months what could have been accomplished in 12 months. Under such a scenario the AL/TLM graduates would have retained their learning skills, found gainful work of some kind, be it in primary/secondary produce, service or small enterprise, and have improved their socio-economic condition, even if only by a small margin. It appears in hindsight that instead of being cost-effective TLM is turning out to be quite cost-intensive. Now after participation in TLM and years of waiting the condition of most learners still remains uncertain, be it in retaining their literacy skills or finding any gainful work.

8.56 Questions have been raised about the advisability of lumping together children of 11-14 with adults; efficacy of using the same learning materials for the disparate groups – both chronologically and mentally at different stages of growth, understanding and absorption capability; possible difficulties in interpersonal communication and social status consciousness between old and the young and adolescents; campaign mode of organization and delivery of contents and sustainability of delivered contents or desirable acquisition of learning skills and possibility of their gainful use. The extent of acquisition and retention of learning contents and skills and their impact on the life and living conditions of the participants call for an in-depth assessment. The background paper and the proceedings of the three workshops organized by PMED/DNFE in November 2001 on NFE called for an evaluation of both the CBA and TLM programs. A Task Force is also at work in DNFE, developing a statement on a Vision and a Policy Framework for NFE.

D. Lessons Learnt

8.57 Some of the lessons that emerge from the experience of implementing and observing different types of NFE projects for more than a decade are listed below:

(i) NFE programs have grown spontaneously, both in the public and NGO sectors, to meet the learning needs of a vast number of un-enrolled and dropout children and adolescents and illiterate adults. Without coordination of programs or standardization of materials used and an acceptable minimum level of quality agreed it is difficult to get a composite picture of the state of NFE or its outcome;

(ii) Lack of a reliable database on the number, learning needs and achievements of diverse groups of present and potential NFE clientele hinders setting national goals and effective programming for achieving the same through distribution and sharing of resources and responsibilities by the government, NGOs and broader civil society;

(iii) As the mandated authority the government has to take the initiative to ensure coverage of all possible NFE clientele through developing a broad national program framework, through consultation and agreement with NGOs and other stakeholders, and apportion responsibilities between/among government, NGOs and others, including civil society, to take up projects to contribute to attainment of overall NFE goals and national development objectives. Effective coordination at operational level and sharing of experiences will help avoid duplication of efforts and ensure optimum utilization of scarce human, organizational and financial resources;

(iv) GO-NGO cooperation in NFE is reflected in the implementation partnership of NFE projects; both sides realize the need for further strengthening this relationship but are also aware that there is need for understanding or agreement on modalities of building and managing such relationship;

(v) NGOs do not feel happy about being treated as contractors, which limits their freedom of organizing and managing the allotted number of centers; they would like to be involved in the planning of projects and other preparatory activities while they also need to improve their performance to bring it to a minimum acceptable standard;

(vi) A literacy program per se may not attract and sustain the interest or acquired skills of the learners unless it relates directly to reduction of their poverty or individual fulfillment and socio-economic development; it calls for an integrated and comprehensive approach to literacy and continuing education;

(vii) The participants of literacy programs may relapse into illiteracy if the acquired basic learning skills are not consolidated through opportunities for further learning and use of the skills in daily life or occupational needs;

(viii) Quality norms, embodying acceptable learning outcomes, must be established and applied across the board, both for DNFE and NGO programs. This will entail: proper selection, training, retraining and updating the knowledge base of teachers and supervisors; standardizing and periodical review and improvement of teaching-learning materials; effective

monitoring and feedback to maintain agreed quality level and performance standards to ensure an acceptable level of learning achievements by the learners;

(ix) Establish effective regular monitoring and periodical evaluation systems with clearly defined indicators and baseline data to achieve the literacy outcome; use MIS data to assess the progress. Third party involvement is necessary in monitoring and evaluation to provide credible estimates of quality indicators including actual enrolment, dropout and replacements, pass rates and achievement of core competencies by NFE learners; and undertake systematic impact studies;

(x) Center Management Committees (CMC) should represent their respective communities, rather than be selected at random, particularly from among elites and have more women members, and learners should also be represented. The members need training and support to assume greater responsibilities in the planning, organization, management and monitoring of the learning centers;

(xi) Devolution of authority in the management of the government NFE program down the line is a necessity to ensure effective organization, management and supervision of project activities, particularly at the community level; and coordination at different tiers of administration and local government units; the NGOs have varying arrangements, which need a review for improvement and standardization;

(xii) NFE provided a free playfield and the enterprising actors have pursued their own goals and strategies and overall the country has achieved remarkable results, in numbers. A small number of organizations achieved better results than others but the overall quality has remained at a low level. The gains made need consolidation and thus a policy framework and a broader national goal for providing appropriate direction for future NFE activities is urgently needed; and

(xiii) To ensure effective planning, implementation, managing and monitoring of NFE activities the government needs to assist NGOs to build their capacity to undertake and implement effective NFE activities, with a certain level of minimum agreed standard.

E. Program proposals and organization

8.58 As indicated above NFE program needs to expand its scope to meet the learning needs of diverse groups that are not covered by the formal primary education system. The mandated responsibility of addressing the unmet learning needs of relevant groups of people lies with the government. PMED/DNFE being the government agency for NFE it has to assume this responsibility. Increasing the literacy rate is as important as is getting the un-enrolled and dropout children and adolescents into NFBE and on to the main stream of education as well as initiating the pre-school children of very poor families to organized education. These groups come under the UNCRC and it is obligatory on the *part of the* nation to give them appropriate access to education. Equally important is *providing education/basic literacy and gainful earning skills to adolescents and young adults and functional literacy to adults in light of UDHR.*

(1) Objectives of NFE sub-sector

8.59 The objectives of the NFE sub-sector of this Plan are to:

(i) Develop an expanded vision and policy framework for NFE with the goal of promoting learning communities and learning society, fully tuned to the knowledge-based and technologically-oriented 21st century;

(ii) Develop and equip DNFE as the lead public agency for the NFE sub-system along the lines of DPE in the formal sub-sector; complete with development of professional skills and a career path for the functionaries;

(iii) Expand the scope of NFE program to include children and adolescents - the un-enrolled and dropouts of primary schools (6-10 and 11-14 years of age), adults (15-45) and 3-5 year old children of the hardcore poor families;

(iv) Ensure quality education in all programs of NFE; 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;

(v) 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;

(vi) Develop a system of ensuring involvement, participation, coordination and sharing of responsibility between the government, NGOs and civil society in planning, managing and funding of NFE programs;

(vii) 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;

(viii) Assist select NGOs to build their capacity to manage NFE programs effectively to ensure quality in organization of project activities, delivery of content, supervision, and learners' achievement;

(ix) Organize and establish linkages with other relevant programs (skills training, micro-finance, employment outfits, etc) and organizations to assist the NFE program participants to put their new-found learning and job skills and knowledge to work towards poverty reduction, income generation/augmentation, and realization of other development objectives of the country;

(x) Institute measures to establish the foundation of and provide opportunities for a learning society.

(2) Program organization

8.60 The DNFE projects are now organized for the 8-14 years old working children, (15-24 young adults already completed), and 11-45 years age group under the TLM. PLCE project beneficiaries/participants would come from among the TLM graduates. The new structure of program and activities organized separately for the target groups by age-ranges will be as follows:

(i) ECCE - children of 3-5 years of hardcore poor families;
(ii) Non-Formal Basic Education (NFBE) for 6-10 and 11-14 year old un-enrolled and dropouts of primary schools;
(iii) CE for Livelihood Skills for Out-of-School Adolescents/Youth of 12-19 years' age (new, pilot project)
(iv) Adult literacy:
   a. Young Adults - 15-24 years' age with skills training
   b. Adults – aged 25-45 years, with training in selective skills
(v) Replace the present system of TLM-type basic literacy program of 9-months followed by PLCE program of another 9-months (making a total of 18 months) for the same target group with the following for AL:

- Introduction of a 15-month course, part of it used for providing basic/functional literacy and another part for training in market-driven skills for the 15-24 age group; and

- Providing a one-year course in functional literacy (including information on and how to enhance occupational skills) for the 25-45 year old adults and skills training and/or training for refining and upgrading of skills for selected groups from among them.

(v) Persons in these various age ranges having disabilities and being in difficult circumstances and of ethnic minorities but with learning and skill needs, as appropriate, that can be met under NFE dispensation will also be given due coverage.

Notes:

(a) The program for the young adults (15 months) will comprise both basic/functional education and skills training, and basic literacy program for adults (one year) with emphasis on functional literacy and skills training on a selective basis.

(b) This arrangement will minimize the loss of basic literacy skills due to time lag occurring between the completion of TLM course and placement in PLCE program. It will also obviate the need for organizing present type of PLCE program for the groups that have already been covered under TLM basic literacy program; it will prevent loss of gained literacy skills, improve the quality of AL and be cost-effective as it cuts down the course duration by 3- 6 months (TLM+PLCE). It will allow for immediate transfer of participants to the world of work, equipped with market-driven skills for wage- or self-employment and thereby accelerate reduction of poverty.

(c) The program for the OSA/Y (12-19 years) will be an experimental one, covering 48,000 participants, mostly girls, in four years, to be refined and replicated in the second and integrated in the third phase of the Plan.

(d) The Post Literacy and Continuing Education program will serve the neo-literates of the past TLM program and provide/create opportunities for life-long learning. The two current PLCE projects will continue with all their features as planned.

(e) Continue or take new PLCE program for the remaining TLM neo-literates and for other groups with such needs on selective basis, subject to needs assessment and extent of availability of resources, and

(f) Extend the scope of Continuing Education program for the other types of activities, beside the post-literacy and skills training, as shown in Figure 3.12; and specifically undertake and promote activities that would widen the scope for the growth of a sustainable learning society.

(3) NFE program targets (2003-2015)

8.60 The table 2.5.1 in Chapter II provides the information on age range and projection of population that will provide the NFE clientele. Table 8.60 below gives an estimate of the

NFE program target population to be covered by projected age ranges by given years (Phases of NPA II):

Table 8.60: NFE Program targets by selected years (in thousands				
Program Coverage by Age Groups	Benchmark	Clientele Targets by NPA II Phases		
	2000	2005	2010	2015
ECCE: 3-5 (50% of total for NFE)	4678	1170	2105	1403
NFBE: 6-10 (2000 base + 6.18 m PS dropouts of 2001)	12870	2575	6000	4295
NFBE: 11-14 (2000 base)	6140	1228	2600	2312
OSA/Y: 12-19 (Experimental group) [20]	48	18	30	0
Young adults: 15-24 (50%)[21]	5197	1559	2339	1299
Adults: 25-45 (50% of the total)	10804	3241	4862	2701
PLCE targets, no addition	15222	3805	6805	4567
Total	**54959**	**13596**	**24741**	**16577**
Add 10% to include CDC and others	5496	1360	2474	1658
Grand Total	**60455**	**14956**	**27215**	**18235**

Notes on NFE program target calculation and coverage:

- The Plan raises the total benchmark figure of 2000/2001 by a net 5%, except the PLCE group, to cover the children in difficult circumstances, the disabled and of ethnic minorities; all NFE clientele will be counted against this new benchmark;

- The Plan covers an average of 25% of the benchmark figure by 2005, about 45% between 2005 and 2010 and the remaining 30% between 2010 and 2015; in case of PLCE the coverage is 25%, which includes the 3.2 million neo-literates covered by the two PLCE projects by 2005, 45% by 2010 and 30% by 2015;

- The Plan covers 50% (4.7 m) of the total of 9.4 million 3-5 year-old children (50% goes to FPE sub-sector), 50% of the illiterate persons of the 15-45 age group, 6-10 and 11-14 age groups in full, and TLM neo-literates in full but with no enhancement of the base figure.

- 12-19 years age group: only 48,000 adolescents and youth are covered for an experimental program for four years (18,000 in the first phase and 30,000 in the second), mostly girls. Replication of the program in full or part and its integration into the mainstream NFE will be decided on appraisal as the Plan progresses into the second phase.

(4) Major Constraints

8.61 The obstacles that hamper effective operation of NFE programs:

- Absence of a policy framework and a clear vision for NFE;
- Large programs are in operation, running independently, both in the government and NGO sectors, but rather disjointed, with little or no coordination yet between the government and NGOs' own programs, both at national and operational levels;
- Limited appreciation of the potentials of private and non-government initiatives;
- Absence of policy guidelines for capturing NGO potentials within the overall perspective of NFE program, except deployment of NGOs as implementing partners of Government NFE program;
- An urge to push up literacy rates at low cost without much regard for quality;
- Inadequate appreciation of the need for quality and equivalence with parallel level of formal primary education; and even within NFE;

[20] The actual benchmark figure for this group is 25.205 million, which is not shown in the table as only a pilot project is proposed for a small number of 48,000 adolescents as shown.

[21] 50% of the total illiterate, the same for adults.

- Weak monitoring and evaluation of DNFE projects, and limited external assessments; the findings of studies do not readily get their way into improving the operation of projects;
- Inadequate resource allocation and mobilization or availability of local resources;
- CMCs are not fully active or functional; and
- High turnover of managerial staff of DNFE, and limited scope for its professionalization.

(5) Strategies

8.62 The following strategies, if implemented, should facilitate efficacious operation of NFE program:

(i) DNFE takes the responsibility, as the principal government agency for NFE, of guiding, monitoring, coordinating and synthesizing the outcome of programs of all NFE activities, both government and non-government entities, against the set national targets;

(ii) DNFE MIS maintains a database on all potential and actual NFE clientele and all government, NGO and other programs in the country; CAMPE separately maintains a database on NGO programs in its MIS, regularly updated and the two MIS are connected by LAN/WAN and accessible to all interested parties to ensure transparency and availability of latest status information; an MIS unit in the MPME would be fed from both the formal and non-formal sub-sectors to facilitate supervision, monitoring, and speedy policy and strategy decisions;

(iii) DNFE further develops the present GO-NGO partnership into a participatory partnership in planning, implementation, monitoring and evaluation of NFE programs; ensures avoidance of overlapping and duplication while promoting close cooperation and coordination at the community/center level;

(iv) DNFE encourages local organization, CBOs, CSOs and NGOs with local branches to undertake, sponsor or implement needed projects/activities to meet the learning and/or skills training needs of NFE target beneficiaries in the area and cooperate in building the management capacity of such agencies;

(v) DNFE initiates programs/projects in areas, which are not adequately served or requires quick expansion to meet the existing and expanding needs; otherwise it encourages and enters into partnership with NGOs to implement needed projects while DNFE provides technical assistance, professional supervision and ensures effective coordination to meet the needs and achieve the set national goals;

(vi) MPME Coordinates and monitors all NFE activities in the government, NGO and private sectors through the forum of the National Primary and Mass Education Council by establishing a joint and smaller arm of the Council to carry out the work on a quarterly or half-yearly basis to ensure achievement of NFE goals set in this Plan; and resolve all inter-agency problems;

(vii) Strengthen the professional capacity of DNFE, ensure appropriate qualification at recruitment and provide adequate training to give them a career path; and devolve authority to Divisional and district levels;

(viii) Ensure CMCs represent the community and give them training to function effectively.

(6) Indicators

8.63 Success and effective implementation of the program will depend on the timely completion of set tasks and achievement of listed goals. The goals will be in the areas of access, rate of attendance and completion of courses, percent of learners achieving the competency or mastering the contents of lessons, transfer to the mainstream primary education in case of school-age children or skills pursuits in case of others, extent of use of learning and employment-related skills, and maintaining interest in further learning. Detailed indicators will be provided in the projects under each component/sub-component of NFE program through a review and, where necessary, revision of the monitoring and evaluation formats recently developed.

8.64 Goal-directed regular monitoring and effective supervision should help accomplish the tasks and achieve both the process and project goals. Periodical evaluation and impact studies should guide the work of the projects and the program to ensure quality.

(7) Major Activities (common for all sub-components):

8.65 The NPA II proposes the following major activities while the associated and supporting activities will be worked out in preparing the projects and in course of their implementation:

(i) As proposed in the FPE sub-sector, participate in the national survey in cooperation with BBS, FPE and NGOs and develop a database on the NFE clientele, current and potential, and establish an interface with the FPE and apex NGO organization in education to provide up-to-date information on the NFE situation;

(ii) Build on partnership cooperation with NGOs for implementation of NFE programs; NGOs may also be encouraged to share cost of NFE programs, as part of the government-sponsored program or on their own in light of agreed targets as part of this NPA;

(iii) Besides continuing and expanding work with NGOs, encourage community level activities for maintaining and undertaking additional literacy programs, providing/building community learning centers, maintenance cost (in cash or kind), honoraria for teachers, ensuring participation of illiterate persons of different age groups in the relevant program;

(iv) Provide training facilities, monitoring and evaluation services and other technical assistance to NGOs and community level efforts;

(v) Review and develop, in cooperation with NGOs and other stakeholders, a framework and guideline for curricula and syllabus for use in NFE programs with core materials conforming to NCTB primary level curricula to ensure equivalence between primary education and comparable non-formal education;

(vi) Develop and establish a common system of assessment of competency in NFE, both in government and NGO programs, parallel to that of primary level education to ensure equivalent quality and transfer and lateral entry between the systems;

(vii) Take all necessary measures to ensure quality of education in all streams, in the non-formal as in the formal sub-sector;

(viii) Encourage innovation in non-formal education within the context of the agreed curricula as stated above for increasing learning center attractiveness, effective communication and delivery;

(ix) Ensure continued and expanded involvement of local government, the private sector, and large development projects in the public sector to incorporate literacy programs for workers in their projects;

(x) Support and coordinate with relevant ministries and NGOs/CBOs/CSOs to undertake community-based effective NFE programs for the relevant groups of disabled persons – such as the vision, hearing and physically challenged persons, ethnic minorities and children in difficult circumstances.

F. Program packages

(1) ECCE program sub-component

8.66 This NFE program will cover the 3-5 year old children of marginal families, preference going to the hardcore poor. The program will cover up to 50% of the total target group or 5.64 million children in 12.5 years. The program will provide care and pre-school education; care will include health, nutrition and socialization aspects and education will include play and games. ECCE program will be conducted both at family and community levels. Services of NGOs will be utilized to organize and conduct the programs.

Coverage: (in 000s):

8.67 This NFE component will cover a total of 4.935 million children (50% of total + 5% to cover CDC and others), aged 3-5 years over a period of 12.5 years. The projection is shown in the table below:

Table 8.67 (1): Projection of NFE ECCE program coverage by selected years (NPA II phases)

(In thousands)

ECCE target population	Benchmark	Program coverage projection by NPA II Phases		
	2002	2005	2010	2015
Total	4678	1170	2105	1403
Male	2376	594	1069	713
Female	2302	575	1036	691

Package Cost: At Tk. 1200.00 per child per year in phase 1, and raised by Tk. 100 each in phase 2 and 3 respectively. It also provides 25% for meeting the overheads covering implementation agency costs and additional programs for health, nutrition, etc. The calculation is: # children (in 000s) x cost/year x # years per phase as given in Table 8.67 (2) below:

Table 8.67 (2): Cost of NFE ECCE program (children in millions)				**Total**
Phases →	1 (2003-2005)	2 (2006-2010)	3 (2010-2015)	
Cost Calculation →	1170x1200x2.5	2105x1300x5	1403x1400x5	
Cost (Tk in million)	3,510	13,682	9,821	27,013
Overheads @ 25%	877	3,420	2,455	6,752
Cost escalation @ 25%	1,097	4,275	3,079	8,451
Total	**5,484**	**21,377**	**15,355**	**42,216**
Average per year	2,193	4,275	3,071	-

(2) NFBE program (sub-component)

8.68 This component will cover children in the age ranges of 6-10 and 11-14 years, the un- enrolled and/or dropouts from early grades of primary schools. The prime objective in case of the 6-10 group is to get them back into the primary school and enable completion of primary education. In case of 11-14 age group it will offer them a second chance to prepare and enter/re-enter the mainstream primary education and or prepare for entering the world of work, better equipped with skills training.

8.69 The course contents of the two groups will be designed to meet their specific needs. The DNFE syllabus and materials designed earlier for these two groups (under INFEP) as well as of some successful NGOs will be reviewed, updated and upgraded to meet the needs of the times; and condensed to the extent possible, on average 9-months for a one year course in primary schools as the learning centers under these projects will not follow the primary school holiday schedule. The participants will take 27 months to complete Grade III level education. The projects for these groups will use CBA approach in their implementation in cooperation with NGOs. Depending on aptitudes 25% of the 11-14 age group (priority to 13-14 year olds) will be placed for market-oriented skills training, concurrently and/or immediately following the completion of education course. This part will cover an average of 6 months, depending on the type of skills selected for training.

Coverage:

8.70 This component will cover a total of 19.96 million children, 12.87 million of 6-10 years (2000 base of 6.69 + 6.18 m primary school dropouts of 2001) and 6.14 million of 11-14 years' age. The total is enhanced by 10 percent to cover children in difficult circumstances, other disadvantaged children including ethnics. The skills training sub-component will cover 1.535 million (25%) of the 11-14 year old children by 2015. The distribution/projection is given in the table below:

Table 8.70 (1): Projection of NFBE clientele to be covered by selected years
(Figures are in 000s)

Target groups	Benchmark 2000/2001	Program Targets by selected years		
		2005	2010	2015
NFBE: 6-10	12870	3218	5791	3861
NFBE: 11-14	6140	1535	2763	1842
Add 10% for CDC, others	1901	475	856	570
Total	20911	5228	9410	6273

Package cost: At Tk.1200.00 per child per year for the education sub-component increased by Tk. 100 per child per year in phase II and III respectively, with 20 percent overhead cost added to cover implementing agency costs, and cost escalation provision of 25%. This part will be the same for both groups, while the 11-14 group will follow selected skills training program for an average of 6 months, simultaneously or in sequence at Tk. 1200 per child (Tk. 200/month) in phase I and raised by Tk.100 per child per training period in subsequent two phases The calculation is: # children x cost/year x # years, the cost estimates are given in Tables 8.70 (2) and 8.70 (3) below:

Table 8.70 (2): Cost of NFBE component for 6-10 children (# in 000s)				**Total**
Phases →	**1** (2003-2005)	**2** (2006-2010)	**3** (2010-2015)	
Cost Calculation	3218x1200x2.5	5791x1300x5	3861x1400x5	
Cost (Tk in million) →	7,382	28,955	21,235	57,572
Overheads @ 20%	1,476	5,791	4,247	11,514
Cost escalation @ 25%	2,214	8,686	6,370	17,270
Total	**11,072**	**43,432**	**31,852**	**86,356**
Average per year	4,429	8,686	6,370	-

Table 8.70 (3): Cost of NFBE component for 11-14 children (# in 000s)				**Total**
Phases →	1 (2003-2005)	2 (2006-2010)	3 (2010-2015)	
Cost Calculation				
Cost (Tk in million)	4,605	17,959	12,894	35,458
Overheads @ 20%	921	3,592	2,579	7,092
Cost escalation @ 25%	1,381	5,388	3,868	10,637
Total	**6,907**	**26,939**	**19,341**	**53,187**
Average per year	2,763	5,388	3,868	-

Table 8.70 (4): Cost of NFBE Skills training for 11-14 age group				**Total**
Phases	1 (2003-2005)	2 (2006-2010)	3 (2010-2015)	
Cost Calculation →	460x1200x2.5	829x1300x5	553x1400x5	
Cost (Tk in million)	1,380	5,388	3,871	10,639
Overheads @ 20%	276	1,078	774	2,128
Cost escalation @ 25%	414	1,616	1,161	3,191
Total	**2,070**	**8,082**	**5,806**	**15,958**
Average per year	828	1,616	1,161	-

(3) Continuing Education with Livelihood Skills for Out-of-School Adolescents and Youth (OSA/Y), aged 12-19 years

Background

8.71 This is a new pilot program. Despite remarkable progress in basic and primary education, there is a large group of adolescents and youth (age range 12-19 years) who never enrolled, or had dropped out and are out of school. Poverty compels them to look for ways to contribute to family income and thus keeps them out of school. They need second chance education and equitable access to appropriate learning, life and immediately usable livelihood skills program.

8.72 The current programs do not specifically address this particular need except for the fact that some of the TLM neo-literates may benefit from DNFE PLCE projects. The existing inadequate vocational education facilities provide very limited opportunities, so does the NGO sector. However, there are some specific examples within NGO efforts, which have gained significant success and developed a few models, though very limited in scope. NGOs like BRAC, CMES and UCEP provide the examples. These models can provide a starting point to develop further viable options and strategies to enable the OSA/Y to develop into skilled hands, leading to human resource development, employment and poverty reduction.

Program proposal

8.73 It is proposed to develop a pilot program with an action research component as a prelude to a separate integrated education and skills training program for the OSA/Y. Combined with income-earning skills practice it will offset the opportunity-cost of education by leading to wage- or self-employment activities. An integral part of the action program would be the empowerment of girls through imparting viable employable skills, thereby freeing them from discriminating social pressures.

8.74 The project will need careful organization, close supervision, detailed process recording, drawing reliable conclusions and development of transferable models. The project may be assigned to one or more NGOs having strong management, research base, experience on the ground, and capable of working in partnership with the community, relevant enterprises and academic institutions like the Institute of Appropriate Technology of BUET.

Three Phases of the program

8.75 In the first phase (2002-2005) the project activities will include a needs-assessment survey (six months), a study of the relevant existing models in the country (six months), and initiating the learning training centers. The Pilot Project will be implemented in 20 Upazilas with five Centres for Further Education (CFE) or Basic Education and Training Centers (BETC) in each (a name is to be selected). The Centers will select/enroll 30 learners per year, provide essential general education and some core technology training. The detailed training and practices in particular trades will be entrusted to carefully selected local partners - workshops, businesses, farms, etc. where the learners will work and learn as interns earning an income; while the Center will ensure the academic standard of training and provide necessary counseling and supervision. The Action Research will refine the answers to the various questions about strategy including that of cost and sustainability, based on experience as the piloting progresses.

8.76 The second phase (2006-2010) will start to replicate the refined program activities throughout the country in a phased manner, and will adapt itself to the changing technology, market demand and the socio-economic scenario of the time. The third phase (2010-2015) will be more interactive with the mainstream, may become more of a specialized part of the mainstream while also profoundly influencing the modalities of life-oriented education.

Target groups

8.77 The Plan will run through the end of 2015. This scheme of continuing education with livelihood skills for youth will meet the learning needs of the following target groups:

- Dropouts of the mainstream education, late primary and early secondary
- Adolescents with aptitude for learning and doing practical things, not so much in following a rigid academic course
- The OSA/Y who have to support themselves and their families and need to quickly enhance their ability to do so in an educated and skills savvy way
- The OSA/Y who have been working for a living and have to continue working while learning and improving their capabilities.

Monitoring and Evaluation

8.78 Monitoring of the project will be carried out according to the monitoring system and formats to be prepared. A formative evaluation will be done at the end of Phase I and a mid-term evaluation at the end of Phase II and the final evaluation during the last two months of the project.

Coverage:

8.79 The pilot project runs for four years as an experiment and action research program. Each unit (of five centers) will enroll (30 children x 4 groups x 5 centers) 600 children x 20 units = 12000 children per year x 4 years = 48,000 children in total.

The cost of the Pilot Project (OSA/Y)

8.80 Thus the following will be the approximate costs for the pilot project at the implementers' level:

Learning centers and Unit office costs:	**Taka**
Annual Cost for One Unit (5 CFE/BETC + 1 Unit Office)(4,000,000)	
Annual Cost for 20 Units (in 20 Upazillas) x 4,000,000=	80,000,000
Annual Cost for Central Support Services & Research:	20,000,000
Annual Cost for the Pilot Project at the Implementing Agency level:	100,000,000
Total cost for a Four Year Pilot Project:	**400,000,000**
Cost escalation @ 25%	100,000,000

Note: Average cost per head per year: Tk.8, 333.00 all found.

Table 8.80: Distribution of program participants by selected years

Target groups	Programmed (total) 2002	Program projection coverage by selected years		
		2005	2010	2015
12-19 year olds	48,000	18,000	30,000	-

8.81 This will take care of the model development by the various implementing agencies including curriculum and materials development. While abiding by the basic philosophy and the policies of the project, there will be freedom and latitude for each implementing agency to develop and try out its own approaches through action research, so that a set of appropriate models come out at the end of the pilot project.

(4) Adult Literacy

Objectives:

8.82 Provide opportunities to illiterate adults to:

- Develop learning and numeracy skills (to read, write, understand and communicate their thoughts and ideas effectively in clear terms and understandable language and maintain simple accounts);
- Develop need-based functional/vocational skills [market-driven (based on market research) vocational skills for all young adults of 15-24 years and selectively for the 25-45 year old persons]; and
- Continue to learn, maintain their interest in sharpening their learning skills and engage in life-long learning.

The program will as usual give high priority to women's learning needs and follow the format given in Figure 3.12.

Target Group: Illiterate adult persons in age groups of 15-24 and 25-45 years

8.83 As part of a 1994-95 global projection the adult population (15+) was estimated to rise to 84.64 million in 2000 (Table 8.83 in Annex tables) while NPA I projected it to reach 129.13 million. The adjusted population in 2001 was 129.25 million as given out in the preliminary report of the Census Commission for 2001 census. Subject to minor variations in age grouping the NPA I projection of 75.6 million 15+ adult population may be taken as a working figure until the full census report is released by the BBS.

Coverage

8.84 By DFA and MDG goal adult illiteracy is to be reduced by 50% by 2015. This component of NFE will cover the illiterate adults between the ages of 15-45 years. The benchmark and program coverage projection by years is given in the table below:

Table 8.84: Coverage of Adult Education program and projection by Benchmark and selected years (in thousands)

Target groups (residue illiterate adults)	Benchmark 2000	Program targets by selected years		
		2005	2010	2015
Young adults: 15-24 (50% of the total)	5197	1559	2339	1299
Adults: 25-45 (50% of the total)	10803	3241	4862	2701
Total	16000	4800	7200	4000

Major Constraints

8.85 The total target group in this component is 32 million (15-45 year old) adults, who remain illiterate. By DFA and MDG requirements 50% of this group is to be made literate by 2015. Divided into two groups of 15-24 year old young adults and 25-45 year old adults and giving them learning as well as gainful employment skills in demand will involve market survey, establishing linkages with training facilities, employment outfits and micro finance outlets for sustainability and gainful use of skills by the participants. Organization and management of the programs will require much more professional skills than organizing just simple basic literacy program.

EFA goals for Adult Literacy

8.86 EFA goals for adult education are set at 50% of the remaining illiterate adults (32 million) in light of the DFA goal. The projection is shown in the table below:

Table 8.96: EFA Goals in Adult Education for 2005, 2010, and 2015

(In percent)

Item	Gender	Benchmark	Program Goals by Selected Years		
		2000	2005	2010	2015
Adult Literacy Rate (15+)	M	70	76	81	90
	F	56	64	75	90
	Total	64	70	78	90
Adult Education (15-24)	M	73	79	87	95
	F	58	66	79	95
	Total	66	73	82	95

Source: PMED, 1999 and projection by DFA goal.

(**Note:** Figures will change once the Census data 2001 becomes available).

Package Cost

8.87 The project involves functional literacy and skills training program for some 16.001 million persons. The young adults of 15-24 years will follow both literacy and skills training program while the adults of 25-45 will follow mainly functional literacy courses but select number (up to 25%) of this group will also follow skills training or occupational skills upgrading courses. The program will run for 15 months for the 15-24 and for one year for the 25-45 age group.

(a) Young adults, age group 15-24 years @ Tk. 1800 per person covering both literacy/functional education and skills training for 15 months, 9-months for literacy (@ Tk.100/month) and 6-months for skills training (@ Tk.150/month), enhanced by Tk.100 per head per year in second and third phases, some of the training may run concurrently, with overheads and cost escalation as shown in the table below:

Table 8.87 (a): Cost of Education and skills training for young adults				**Total**
Phases	1 (2003-2005)	2 (2006-2010)	3 (2010-2015)	
Cost Calculation	1389x1800x2.5	2500x1900x5	1667x2000x5	
Cost (Tk in million)	6,250	23,750	16,670	46,670
Overheads @ 20%	1,250	4,750	3,334	9,334
Cost escalation @ 25%	1,875	7,125	5,001	14,001
Total	**9,375**	**35,625**	**25,005**	**70,005**
Average per year	3,750	7,125	5,001	-

(b) Adults, age group 25-45 years for functional education and skills training for select groups @ Tk. 1200 per person per year in Phase 1, increased by Tk. 100 per person per year in Phases 2 and 3 as shown in Table 8.87 (b) below:

Table 8.87 (b): Education and skills training for adults				**Total**
Phases →	1 (2003-2005)	2 (2006-2010)	3 (2010-2015)	
Cost Calculation →	2082x1200x2.5	3748x1300x5	2498x1400x5	
Cost (Tk in million)	6,246	24,362	17,486	48,094
Overheads @ 20%	1,249	4,872	3,497	9,618
Cost escalation @ 25%	1,874	7,308	5,246	14,053
Total	**9,369**	**36,542**	**26,229**	**72,140**
Average per year	3,748	7,308	5,246	-

(c) Skills training sub-component for adults, 25-45 age group, up to 25% of the group total at Tk. 450 per person per year in Phase 1 and Tk. 550 and 650 in Phases 2 and 3 respectively as shown in Table 8.87 (c) below:

Table 8.87 (c): Skills training for selected adults				**Total**
Phases →	**1** (2003-2005)	**2** (2006-2010)	**3** (2010-2015)	
Cost Calculation →	443x1200x2.5	1036x1300x5	532x1400x5	
Cost (Tk. in million)	911	3,341	2,194	6,446
Overheads @ 20%	182	668	439	1,289
Cost escalation @ 25%	273	1,002	658	1,933
Total	**1,366**	**5,011**	**3,291**	**9,668**
Average per year	546	1,002	658	-

Grand total for the three sub-components of adult literacy: (a) Tk. 70,005 + (b) Tk. 72,140 + (c) Tk.9, 668 = Tk. 151,813 million.

Major Program Activities:

8.88 The major activities of AL sub-component will comprise the following:

(i) Review and improve/restructure the curriculum for adult literacy/education to highlight functional literacy and not just basic literacy in consultation with all stakeholders;

(ii) Develop a model curriculum for adult literacy, covering basic literacy, numeracy and essential functional knowledge about occupations, life skills, HIV/AIDS, arsenic contamination, population control measures, human rights and other relevant matters;

(iii) Continue the mobilization efforts, involvement of NGOs, CBOs, and CSOs, local government and local administration in organization and operation of the program as well as its continuation and replication; involvement of the participants in this process will be of utmost importance;

(iv) Conduct an illiteracy mapping survey to identify the clusters of illiterate population for intensive work and organization of program (as part of the database survey),

(v) Establish/organize at least one literacy center in each village as the program progresses to make such centers within easy reach, with provision for multiple use for post-literacy, continuing education, to promote the learning society and other community activities including a reading center, with full cooperation, and support of the community, local government and others for sustainability;

(vi) The government will provide and share salary support calculated on the basis of the number of adults to participate in the program at 30 learners per center; the mechanism for sharing the center for women and men learners as well as the young adults would be worked out by the Center Management Committee (CMC);

(vii) The National Academy for Non-Formal Education (NANFE) will be suitably staffed to conduct surveys, data collection, research, monitoring, evaluation, up-dating syllabus for non-formal adult education and impart training for trainers, supervisors, teachers, DNFE and NGO personnel;

(viii) NCTB, NAPE, NANFE and training units should work together to review and develop suitable curriculum and course contents for imparting knowledge and skills in specialized fields of interest to the adult learners of different categories;

(ix) Develop and distribute specially prepared extension materials for propagating functional knowledge in agriculture, horticulture, fisheries, livestock (cattle and goat raising), poultry, etc. written in simple languages depicted with suitable pictures and illustrations (coordinate relevant Ministries/Departments for production of materials in their respective fields);

(x) Institute suitable monitoring and evaluation system for the nationwide adult education activities and provide appropriate incentive and rewards for successful and innovative works in the field of adult education as well as for achieving outstanding results.

(5) Continuing Education (CE)

8.89 Continuing Education comes in seven distinct forms (refer Figure 3.12, Chapter III). They cover: (a) Post-Literacy, (b) Vocational Education/Training (skills), (c) Equivalency, (d) Quality of Life Promotion, (e) Individual Interest Promotion, and (f) Future Oriented program. Programs (a) and skills training part of (b) are in operation. In course of time it would be necessary to take up the other programs.

8.90 The Gono Shiksha Milon Kendra (GSMK) Program of DNFE will be continued and expanded in number and with additional activities. The centers being established under the PLCE projects will also work and continue as CE centers once the two projects are completed or repeated. Similarly, NGOs will be encouraged to continue and expand their programs such as Gonokendras, Gonopathagars, and different types of libraries. The proposed NFE sub-committee under the NCPME will coordinate the location, operation and activities of the CE component to ensure equitable access for all.

8.91 The core activities will include reading, meeting, information and newsgathering, access to ICT via computer and electronic media, literary and cultural activities, gathering and maintaining information about the local area. Training in vocational and occupational skills, life skills, Participatory Rural Appraisal (PRA), health and nutrition, HIV/AIDS and arsenic, livestock and poultry rearing, fishery, etc. will be organized as needed. Other activities will be developed under different programs listed in Para 8.99.

8.92 A total of 12,000 centers will be established during the Plan period, including upgrading of the present GSMKs and those to be established under PLCE projects. A total of 1,500 centers will be established and/or upgraded during Phase I, 8000 (6500 new+1500 on-going) during Phase II and 12,000 (4000 new+ 8,000 on-going) during Phase III. The cost will be Tk. 350,000 per center per year, all found. The cost estimate is shown in table 8.92 below:

Table 8.92: Cost by number of CE Centers and phases (Tk. in million)				**Total**
Phases →	**1** (2003-2005)	**2** (2006-2010)	**3** (2011-2015)	
Cost by phases	1,312	14,000	21,000	36,312
Cost Escalation, 25%	328	3,500	5,250	9,078
Total	**1,640**	**17,500**	**26,250**	**45,390**
Average per year	656	3,500	5,250	-

8.93 Major activities of the CE Centers will include the following:

8.94 The total estimated cost of the five components of the NFE sub-sector is given in the Table 8.94 below:

Table 8.94: Cost of NFE sub-sector programs (Tk. in million)

Cost of Programs by phases & components				Total
Programs	NPA II Phases			
	1 (2003-2005)	**2** (2006-2010)	**3** (2010-2015)	
ECCE	5,484	21,377	15,355	42,216
NFBE	20,049	78,453	56,999	155,501
OSA/Y	300	100	0	400
A L	9,723	35,005	23,337	68,065
CE	1,312	14,000	21,000	36,312
Cost escalation 25%	7,047	27,539	21,260	55,846
Total	**43,915**	**176,474**	**137,951**	**358,340**

Chapter IX

9. Female education – progress in gender equity and equality

9.1 DFA goal 5 is focused on "Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality".

A. Situation review

9.2 Traditionally, women were behind in education, which had kept them behind in all other spheres of life. Added to the limited access to education there were other social, economic and cultural factors, which had adversely affected their status and position in the family and the society. The girl children enrolled in primary schools in 1991 were only 45 percent of the total (only 40 percent in 1985). At the college and university level it was far less at only 17.1 (31.92 in 1999) percent. Limited access to education meant limited opportunities in life, employment, business enterprises and participation in social development. No or low-level of education meant employment in hazardous work with low pay, low recognition and often exploitation.

9.3 With the recent introduction (slowly from mid-1970s) and ever widening scope of micro-credit, provided directly to women for engaging in self-employment and self-managed small enterprises by NGOs and NGO-like micro-finance organizations as well as some government programs have opened the doors of opportunity to women to come out of the unrecognized drudgery of cloistered homes. Then came the export-oriented garments industry employing mostly women. Active antipoverty government programs, organizing women (DSS, BRDB, DWA) in groups for social and economic development activities and still more extensive NGO programs for NFE and development with particular preference given to women (70% of beneficiaries), opened the way for their emergence and participation in social and economic activities outside the home.

9.4 Following the International Year of Women, 1975 the government established a Women's Affairs Unit in 1976, subsequently raised it to the Ministry of Women Affairs and expanded it to the Ministry of Women and Children Affairs in 1994. The government fixed a 15 percent quota for recruitment of women in government service in late 1970s. The growing private enterprises also started to recruit women at lower and mid-level. Then came the CRC in 1989 and, following in its heels, WCEFA in 1990, both emphasizing the education of girls and women. The government and NGO efforts and concrete measures to enhance access in both formal and non-formal education, with intensive social mobilization program started in 1992, have tremendously increased enrollment of girls, which is now at par with the boys in primary schools while the girls have overtaken the boys in secondary schools raising their enrolment rate from 47 to 53 percent, thanks to the Female Secondary Scholarship Program (FSSP) outside the metropolitan cities, promoting both enrollment and retention as well as completion of secondary education by girl students, thereby enhancing the number of Secondary School Certificate holders. The girls' scholarship program has now been extended to higher secondary level from 2002. NFE programs take 50-70 percent girls and women. Incidentally, the girls have proved to be better performers and achievers at all tiers of education.

9.5 Despite the gains made by girls in primary and secondary education they are still behind in overall post-primary education. The table at right shows the girls' enrolment situation (Source: BANBEIS, 1999).

Type of Education	Percent of girls enrolled
General education	49.4
Madrasah Education	40.2
Technical education	23.9
Professional Education	32.5
Overall	**47.6**

Being almost at par with boys in general education gives them an edge in overall ratio, but they remain far behind in technical and professional education.

Achievement in basic education for females

9.6 EFA NPA I emphasized access in primary education, particularly that of girls. A number of proactive actions taken by the government have resulted in notable progress in closing the gender gap at the primary education level and enhancing overall enrolment. The measures included enhanced physical facilities such as additional classrooms, installing separate latrines for girls, setting up satellite and promoting community schools; fixing a quota of recruiting 60 percent females for posts of primary school teachers (the ratio has increased from 21.1 percent in 1991 to 37.6 percent in 2001), supply of free textbooks, some necessary materials (stationary, pencils), Food for Education program (1993, since converted to stipend program in 2002) for children of poor families, covering 40 percent of the pupils. The measures have contributed to the increase in girls' enrollment, retention and completion of primary education. FSSP has also served as an attraction for girls to complete primary and move on to secondary education.

9.7 The boy: girl ratio in gross enrollment rose from 81:70 in 1991 (60:40 in 1985) to 97:98 in 2001. The sex ratio has declined from 106 males to 100 females in 1991 to 103.8 males to 100 females in 2001 (BBS, 2001). It works out to 50.95 males to 49.05 females, also indicating equity achievement in primary school enrolment. The table 8.6 in Annex tables depicts the progress during the 1990s in closing the gender gap at primary level of education. National Curriculum and Textbook Board has introduced gender audit in primary curriculum and materials. Since women constitute the majority in NFE the need for gender audit in NFE materials is also recognized and calls for standardization in and between the government and NGO materials.

9.8 While the gender gap is closing in education overall, and women's participation in social and economic activities outside the home in increasing the mind set of people in general seem to take more time in catching up. It calls for conscious and enlarged efforts in social mobilization and community relations for awareness generation about gender equality and its benefits.

B. NPA II Proposals

9.9 It is recognized that female literacy and education can serve as an engine for socio-economic transformation and advancement in the 21st century. Women have already entered the armed forces, police service and other production and service sectors. Number of women is increasing in active politics, both at national and local levels. There are already some high level women entrepreneurs and the micro-credit receivers are proving to be efficient managers of small and medium enterprises, particularly in rural areas. It is therefore proposed to:

(i) Ensure and sustain gender equity in access to primary and other basic education components by 2005 and gender equality in education management by 2015 in line with the DFA goal; secondary education is also widening the scope;

(ii) Ensure access/enrollment and retention of all girls, including the physically, mentally and socially challenged, the ethnic minorities and others, both in the mainstream primary education and where necessary, in appropriate institutions;

(iii) Provide adequate, separate and well-maintained toilet facilities for girls in all educational institutions and literacy centers;

(iv) Continue to provide incentives to girls to enroll and attend school and women to join other basic education programs until equity is achieved fully and sustained;

(v) Ensure fully the quality of education and other associated services; and

(vi) Improve law and order situation, in cooperation with the relevant authorities of the government and community organizations, to provide a sense of security among parents/guardians to send the girls to school and also to female teachers serving in schools away from home, including provision of hostels for primary school teachers at strategic locations.

Chapter X

(Draft 4)

10. Implementation strategies, and Monitoring and Evaluation procedures

A. Implementation strategies

10.1 The Hon'ble Prime Minister had launched the Social Mobilization for Basic Education program way back in April 1992. Through a decade it has resulted in greater awareness about the value of education and increased enrolment in primary level schools, exceeding the set target by 2000. It has also energized and produced an extensive NFE sub-sector. Though both the supply (enhancing infra-structural and other facilities) and demand (higher rate of enrolment in formal and participation in NF education) side have made remarkable progress extensive poverty, opportunity cost of education (for marginal population) and poor quality of education serve as dampers for children to continue in school and NFE learning centers for others. Despite incentives, 20 per cent school-age children remained out of school and 33 per cent enrolled children dropped out in 2001. In a still predominantly informal economy quite much of economic activities do not require much of reading, writing or educational cultivation from the bulk of labor force engaged in it. Generation of demand for Formal Primary and Non-formal Basic Education proved easier but sustaining and further enhancing it may prove a more formidable challenge unless participation in education can show some immediate benefit for the people below the poverty line, particularly the hard-core poor.

10.2 Two of the DFA strategies (i and iii) speak of "national and international political commitment" and "engagement and participation of civil society in formulation, implementation and monitoring of strategies for educational development" to achieve the DFA EFA goals. There is national commitment from provision made in the constitution and political commitment as stated in party manifestoes, policy and proactive supportive measures taken as well as increasing allocation for basic education made by the government. NGOs, as more active part of the civil society, are extensively involved in basic education activities, somewhat limited in formal but quite extensively in NF education. Continued political leadership, closer and greater participation of the broader civil society - particularly the broad-based committees at different tiers of basic education, improved performance of education management structure, and transparency and accountability of all action relating to procurement, recruitment and holding of examinations or conducting assessments at all levels of management and operation of basic education are imperative if the goals of EFA are to be achieved.

10.3 Education is both the cause and effect of development. Since basic education covers diverse groups in a wide range of age structure and includes both formal and non-formal modes of delivery it promotes human resources development and measures that lead to poverty reduction. As it serves pre-school and school age children, adolescents, youth and adults the needs, and the manner and modalities of delivery vary widely. The needs of children cut across all sectors of development, as do the varying needs of other assorted groups. The needs of un-enrolled or dropout adolescents and illiterate young adults require attention to their learning and employable skills needs that would help them earn a living; the same applies to adults in a slightly different way such as refining or enhancing occupational skills.

10.4 The educational activities also need community support and participation if they are to succeed in achieving the EFA goals. The cooperation and coordination of activities of government developmental agencies, civil society, NGOs and the local community are of critical importance to meet the needs of education program participants and create an environment that assures effective

functioning and quality of education programs. MPME will thus pursue the following strategies, in addition to the overarching strategies suggested in chapter V, in implementation of this Plan, as below:

Social mobilization and Community relations

10.5 Social mobilization and advocacy programs will be conducted both at national, regional and local community levels to sustain and further enhance the awareness already created about the value of education and emphasize the need for community participation in local level planning, harnessing local resources (human, financial and in kind) and providing support to ensuring enrollment, retention and completion of primary education by all school age children, registering of 3-5 year old children in ECCE program and participation of illiterate or near illiterate persons in NFE programs.

Engagement and participation of civil society

10.6 To gain support and contribution for the various initiatives in basic education there would be need for continuous consultation with all the stakeholders and the broader civil society, including the NGOs in general and implementation partners, in particular. Participation of civil society in education committees from national to local levels, particularly the School and Center Management Committees, and involvement in implementation and monitoring of basic education programs will give them and the local communities a sense of ownership, ensure efficient management, better teaching learning practices and improved quality of education. Sharing and eliciting information and ideas in workshops, sharing evaluation reports, findings of various studies and publications at local to national levels will help create a supportive environment that will facilitate attainment of NPA II goals, both in quantitative and qualitative terms, leading to improvement of the entire education scenario of the country and development of a learning society.

10.7 The chairmen of School Management Committees are already being given training for efficient management of committee functions, as do the (Learning) Center Management Committee members of NFE program. Gender ratio of these committees will be improved with inclusion of more women and committees reconstituted, preferably through election. Training of all committee members will continue and training materials refined once every two years.

10.8 Participation and involvement of leading civil society members in the expanded meetings of the National Council of Primary and Mass Education, EFA Forum and an extended EFA Network, and other specially organized gatherings, meetings, and workshops will provide opportunities for exchange of ideas and views on the policies and strategies of basic education programs and provide feedback for improvement in the operation of the same. Separate meetings can also be organized with development partners to keep them informed and obtain their views, apart from what comes from assessment and appraisal missions.

Inter-Ministerial and Inter-Agency coordination

10.9 The government ministries and agencies to be directly involved are: Ministry of Women and Children Affairs, of Education, Health and Family Welfare, Social Welfare, Local Government and Rural Development especially for LGED and Public Health/water and environmental sanitation, Planning, Finance, and others. Involved Departments or Directorates will include: DPE, DNFE, Social Services, Women Affairs, Shishu Academy, DPHE, BRDB, etc. Coordination with individual ministries/ departments and also through joint committees at different levels will be ensured to provide access to services for the school children and participants of NFE learning centers, directly or through outreach services, such as health, nutrition, water and sanitation. LGED helps in school construction; help of others will be needed for organization of people at local community level, providing micro-finance to poor parents of school children or participants of learning centers.

Coordination between Government and NGOs

10.10 It will involve MPME/DPE and MPME/DNFE on one side and education NGOs' apex organization CAMPE, individual NGOs and implementing partner NGOs on the other. It is particularly necessary to ensure avoidance of overlapping and duplication in program organization and operation at the ground level. It is also necessary to ensure optimum use of scarce resources – financial, human, spatial, and physical facilities. It would further ensure achievement of national goals set in this Plan and monitoring of the process of attainment.

At International level

10.11 It will involve UNESCO, as it will be monitoring the progress of implementation of national EFA Plans in the DFA context. It will involve other UN agencies like UNDP and UNICEF as they engage in program support directly. The Asian Development Bank and the World Bank will be involved in supporting various projects, both in the formal and non-formal sector. A good number of bilateral organizations are involved in the basic education programs. Their continued support will be needed in dealing with the critical aspects of the programs. They all have made commitments at Dakar to continue to support basic education programs at national levels. The MPME and the government would make every effort to benefit from these commitments through consultations and negotiations.

Decentralization of management and financial authority

10.12 To ensure efficient organization and management of programs/projects and activities at ground level management and financial authority will be devolved to Division, District and Upazilla levels in appropriate manner. Funds will be transferred to designated levels at the beginning of the fiscal year either in bulk or pro-rata quarterly installments, sufficiently in advance so that no hitch arises in disbursements and operation of programs/activities. The concerned officials will be responsible for efficient management and disbursement of funds in time, any laxity or failure will invite disciplinary action. The relevant officials and staff will be given appropriate training, which will be repeated at given intervals for updating. Appropriate systems will be developed to ensure transparency and accountability at all levels in all matters.

Effective supervision

10.13 The present School Inspection form will be appropriately renamed to emphasize academic supervision of schools and teaching staff. AUEOs will supervise all government and non-government primary schools within their respective jurisdictions, each taking a load of 20 schools and making at least one visit to each school every month. They will engage in academic supervision, focusing on teaching learning approaches and practices to ensure improved performance of teachers in delivery of curriculum contents, identifying and assisting teachers in improving their weaker aspects. The Head Teacher will be responsible for internal supervision through review of teachers' work in weekly meetings. S/he will share the outcomes of these meetings with AUEO and devise joint strategies for helping the teachers to improve their performance and reduce class-hour wastages. UEOs and DPEOs will make their scheduled visits as is done now but will improve the content of their visit to ensure improved quality of education. The DCOs will, in addition to their own work, establish and maintain contacts with NGOs, other than DNFE implementing partners, operating education programs within their jurisdictions and receive and report overall status of NFE program in the district.

Improving the performance of teachers

10.14 Teachers are at the core of both formal and non-formal education. If their performance improves there would be fewer dropouts and repeaters and improved quality in primary education and learners of NFE programs will better retain their learning skills, long after they complete the course. A

total review will be made of the teachers' performance, the training materials and methodology, their educational background and attitude/aptitudes, performance of their trainers to identify the sources of their poor performances, both systemic and personal and other possible factors and take appropriate measures to improve the quality of their work and of primary and non-formal education.

B. Monitoring (NPA II, and programs and projects)

10.15 Monitoring will be conducted at three broad levels:

- Monitoring the progress of NPA II
- Monitoring the progress of implementation of programs by sub-sectors, and
- Monitoring progress of implementation of various projects under the sub-sector programs

Monitoring the progress of NPA II

10.16 Apart from the IMED and Planning Commission system of monitoring, MPME will monitor the progress of implementation of the NPA II on a yearly basis and by phases of the NPA by 2005, 2010 and 2015. The mechanism would be to check progress against set targets in the ADP, Rolling Plans and Five-Year Plans when reintroduced, in addition to the ADP review meetings, fortnightly and monthly reports that have to be submitted on progress of projects. The Plan targets are shown by phases and they will be broken down into annual targets. A tracking system will be developed to assess progress not only in terms of achieving physical and financial targets but also of the process of implementation, quality as well as impact aspects.

Monitoring the implementation of programs

10.17 This will also be done by MPME, based on monthly reports from the Directorates and other units or sub-units, as it may deem necessary. The reports will be provided by the DPE, DNFE and CPEIMU in hard and soft copies to the central MIS at MPME, which can also access the information stored in the MIS database of the respective Directorates via LAN/WAN. The progress of NGO programs will be entered into CAMPE MIS database and periodical reports will be sent to DNFE and MPME in hard and electronic copies.

Monitoring the implementation of projects

10.18 This will be the most critical part of monitoring. Projects often get stalled, and in the rush to fulfill the physical and financial targets quality of implementation and outcome becomes the victim. Timely preparation of work plans and strict adherence to schedules, release of funds, organization and completion of tasks are of critical importance. In fact, this is the heart of the monitoring process.

10.19 In the FPE sub-sector Primary School Performance Monitoring Project (PSPMP) has developed and tested formats for monitoring school performance. It should provide a good start to monitoring different aspects of functioning of projects for primary education and achievement of set goals. DNFE has developed a Monitoring, Evaluation and Reporting (MER) system, which is ready for testing and adoption. It has designed formats for monitoring of NFE project activities at seven levels and four formats for PLCE; it should provide quality data and also enable tracking of progress and performance at different levels to ensure timely implementation of projects and expected outcome. The existing formats will be reviewed at the beginning and once every two years for updating and obtaining needed information for decision-making in cases where improvements are needed or revisions warranted to overcome the weaknesses.

10.20 It would be necessary to ensure transparency in dealings, gathering and recording of data as they occur and making entry into the MIS database in time. Proper monitoring of the government and

NGO programs will be equally important to get a picture of status of progress of achieving national goals at any given point of time. The monitoring systems will remain under constant review for updating and ensuring their effectiveness in providing data on quality aspects beside the usual physical and financial progress.

B. Evaluation

10.21 Three evaluations will be carried out during the lifetime of the NPA II. These will be a

- Formative evaluation (2005)
- Mid-term evaluation (2010)
- Terminal evaluation (2015)

Formative evaluation

10.22 A formative evaluation will be conducted in the first part of 2005 to assess the progress of the first phase of the NPA II and draw lessons from the operation of the Plan up to June 2005, which would also serve as the basis for making adjustments in the programs and projects for the second phase of the Plan towards achieving its goals. It will also assess the efficacy of the monitoring/reporting forms in gathering data for assessing the design and operational components to help making decisions on alternative modes to enhance the strengths and reduce the weaknesses of the programs/projects and ensure achievement of Plan goals.

10.23 The evaluation will be carried out by sub-sectors and by sub-components within each. The findings will be shared with stakeholders, including the civil society, and synthesized into a summary national report for wider dissemination. Individual reports will be made available to interested parties.

Mid-term evaluation

10.24 A mid-term review and assessment will be made of the progress of implementation of the Plan and an in-depth evaluation in the first half of 2010 of the processes, achievement of targets, quality of the outcomes and the impact made by the Plan on the overall scenario of basic education and in the life of the participants, reflecting the changes in their life styles and participation by the civil society. The findings and the lessons learned will be used in preparing and making adjustments in the programs and projects for the third and final phase of the Plan. The evaluation will be carried out by sub-sectors and sub-components. The findings will be shared with all stakeholders, disseminated widely as part of the social mobilization and advocacy program.

Terminal evaluation

10.25 The end of Plan evaluation will be conducted during the period covering the part of last quarter of 2014 and the first quarter of 2015. This will be an in-depth assessment of the processes of implementation, participation by the civil society, local community and administration, beneficiaries and their families, status of management capability to carry forward the basic education programs effectively beyond the Plan. The findings and the lessons learned will be used to set the future course to sustain the achievements and make further improvements on them. If the findings so warrant a short-term Plan will be prepared and taken up to ensure all goals are achieved by 2019.

Chapter XI

11. Financial Requirements and Financing of the Plan

Present Financing arrangements

11.1 The government has given high priority to primary education and gradually increased support to non-formal education, in terms of enlarged projects and increased allocation from own sources. The formal primary education program covers a total of around 17.6 million children every year. In view of large class size and relatively low salary of teachers the recurring cost was Taka 780.49 and development cost Tk. 635.70 in 2001 or a total of Tk. 1416.19 per child per year (children enrolled were 17,659,220). It is, however, claimed that nearly 97% of the primary school budget goes to meet the teachers' salary, leaving little for other items, including teaching aids. In view of the priority given by the government, education receives the highest allocation in the national budget and primary and non-formal education gets around 50% of the entire education budget.

11.2 The government meets the entire recurring cost and about 40% of the development cost, which covers improvement of physical facilities, training, curriculum and teaching learning materials, developing database facilities like MIS, part of management, human resource development, etc. Bi-lateral and multi-lateral development partners support (loan/grant) major part of the expenses on development. The table below shows the share of government and development partners in the implementation of the Primary Education Development Program (PEDP I), 1997-2002:

Table 11.2.1: Sharing program cost by the government and development partners

US$ million

Budget head	Program cost	GOB	Donors	Total
Revenue	1,514.25	1,514.25	0	1,514.25
Development	1,248.53	496.53	752.00	1,248.53
Total	2,762.78	2,010.78	752.00	2,762.78
Percent	100	72.22	27.78	100

11.3 The table above shows that the government and development partners shared the overall cost of PEDP I at a ratio of 72.22: 27.78. The development partners' share of the development budget was, however, 60.23% with government share at 39.77%. About $200.0 million of the development partners' committed share remained unspent. The table 11.2.2 in annex tables would show the ratio of external assistance (loan/grants) over the decade of 1990s, and the first two years of the new century, with some fluctuations, which averaged at a total of 18.75%. It is hoped that the development partners would increase their share of support, in light of their commitment at Dakar, to enable Bangladesh to achieve the NPA II goals set in the context of Dakar Framework for Action.

Allocations proposed for NPA II

11.4 As mentioned above the salary of the teachers, low as it is and their number much less than required, consumes almost the entire recurring budget of primary education. The cost per child in primary education is the lowest in the region and so is the share of education in GNP at 3.6% (2.28% of GDP, I-PRSP 2002) in 2000, which was 11% in Malaysia, 13% in India and 16% in Thailand (World Bank, 1999).

11.5 Teachers are at the core of primary education or education at any level or form for that matter. The indicators of primary education have improved remarkably in enrollment, retention and completion but not so in attendance and remains the worst in quality. This Plan is dedicated to improving the quality of primary as well as non-formal education. To improve the quality of basic education the priority attention has to go to improving the professional capability and performance of teachers,

their supervisors, training, and teaching learning materials, apart from improvement in physical facilities and school environment and internal efficiency. This Plan, therefore, proposes to increase the per capita cost to pay for increase the number of teachers to bring down the teacher student ratio to 1:40 by 2010, enhance their pay package and provide necessary the Tk. 1,200 per learner per year in primary schools in the first phase (2002-2005) and raises it by Tk. 100 each during the second (2005-2010) and third phases (2010-2015) respectively of the Plan. In the NF sector it proposes Tk. 900 per learner and no increase by phases since it is expected that total target beneficiaries in this sub-sector will go down as the situation in primary sub-sector improves. Allocation proposed for equipments will also include ICT equipments for schools, initially starting on a selective basis and expanding gradually to meet the growing needs. The total estimated cost of the NPA II is given in the two tables below:

Table 11.5.1: Cost of the Plan by sub-sector and program components (need-based):

Taka in millions

Sub-sector and components	Implementation Cost by Programs and Phases				
	2003-2005	2005-2010	2010-2015	20% Cost escalation	**Total**
ECCE	7,046	19,200	16,752	8,600	55,468*
Formal primary education					
Revenue	42,838	101,549	121,837	67,833	334,057
FPE civil works	10,750	21,500	21,500	10,750	64,500
FPE HRD	3,000	7,560	7,560	3,624	21,744
FPE study, evaluation, etc	3,485	7,686	7,681	3,770	22,622
FPE equipments, books	5,900	11,800	11,800	5,900	35,400
FPE curriculum, materials	17,900	35,800	35,800	17,900	107,400
Sub-total	83,873	185,895	206,178	109,777	585,723
NFE NFBE	15,398	46,197	30,793	9,239	101,627
NFBE skills training	1,227	4,245	5736	2242	13,450
OSA/Y	300	100	0	40	440
Young adults	4, 688	18, 062	12, 378	7,025	42,154
Adults	4,872	14,617	9,742	2,923	32,154
Adults Skills training	350	1569	1289	642	3,850
PLCE (lump sum)	2,565	4,617	4,078	2,252	13,512
NFPE HRD	250	450	400	220	1320
NFE study, evaluation, etc	150	45O	450	210	1,260
NFE equipments, books	250	500	500	250	1,500
NFE curriculum, materials	2,760	4,415	3,725	2,180	13,080
Sub-total	32,810	95,222	69091	39,425	236,548
Total in Taka	**116,683**	**281,117**	**275,269**	**149,202**	**822,271**
Total in US$	**1,945**	**4,685**	**4,588**	**2,487**	**13,705**

* Includes 15% overhead for the NFE sub-sector part, Tk. 3,870 million

Table 11.5.2: Cost of the Plan by sub-sector and program components (Low side):

Sub-sector and components	Implementation Cost by Programs and Phases (Taka Millions)				
	2003-2005	2005-2010	2010-2015	10% Cost escalation	**Total**
Formal primary education	63, 605	116, 018	135, 751	31,537	346,911
FPE attached ECCE	3,807	11,421	7,330	2,256	24,814
FPE civil works	400	400	400	120	1,320
FPE HRD	100	200	150	45	495
FPE study, evaluation, etc	100	200	150	45	495
FPE equipments, books	250	350	200	80	880
FPE curriculum, materials	3,840	3,360	2,400	960	10,560
Sub-total	72,102	131,949	146,381	35,043	385,475
NFE NFBE	15,398	46,197	30,793	9,239	101,627
NFBE skills training	1,227	2,209	1,472	493	5,399
OSA/Y	300	100	0	40	440
Young adults	4, 688	14, 062	9, 378	2,813	30,941
Adults	4,872	14,617	9,742	2,923	32,154
Adults Skills training	234	969	647	185	2,035
PLCE (lump sum)	2,565	4,617	3,078	1,026	11,286
NFBE HRD	60	150	100	31	341
NFE study, evaluation, etc	100	200	150	45	495
NFE equipments, books	100	200	100	40	440
NFE curriculum, materials	2,760	2,415	1,725	690	7,590
Sub-total	32,304	85,736	57,185	17,525	192,748
Total in Taka	**104,406**	**217,685**	**203,566**	**52,555**	**578,223**
Total in US$	**1,740**	**3,628**	**3,393**	**876**	**9,637**

11.6 Financing of the Plan

As shown in Table 10.1.1 above the government has borne the major share of (72.22%) the cost of developing primary education in the last five years as it did in the early 1990s under the General Education Project (GEP). It has done the same in NFE. However, the development partners has participated and supported developments in the critical areas of both FPE and NFE. They have made commitments at Dakar, in adopting the Millennium Development Goals and Monterrey Consensus to support national programs of primary and basic education. While the government will make every effort to meet the financial requirements of the Plan from and by mobilizing its own sources, as is evident from the highest allocation it makes for education in the annual budgets, cooperation of both bi-lateral and multi-lateral development partners in critical areas will certainly be appreciated.

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