Learning for Change

(MOPME EFA LOGO)

Education for All
National Plan of Action (NPA II)
2003-2015

Ministry of Primary and Mass Education
Government of Bangladesh

Foreword

Education, particularly basic education, has emerged as one of the critical agendas to influence poverty outcomes and galvanize a broad-based transformation of society. The opportunities to engage on these unfolding agendas are many and Bangladesh has been particularly pro-active in engaging on these opportunities. The adoption of the National Plan of Action (NPA-I) for Education for All that was adopted in 1995 marked a decisive step forward in meeting Bangladesh's commitment towards meeting the basic education rights of its citizens.

The outcome of such pro-active engagement is clear: net enrolment rate stood at 86.7 in 2002 for boys and girls combined and at 87.4 for girls only (BANBEIS). Achievement on gender parity too is consistent across all primary grades. The move towards gender parity within the eighty thousand odd primary schools is remarkable even within teachers: 37.9 percent of teachers in both public and private/community primary schools in 2002 were female in contrast to 2 percent at the time of independence.

It is not the case that the access goal has been won on all fronts. Specific segments of the population, particularly within the poor, ethnic groups and in remote locations, still have to struggle for access. Increasingly however, the emerging challenges pertain to the translation of access achievements into quality outcomes. The Poverty Reduction Strategy of the Government has placed the highest priority on quality goals within its basic education programmes. The adoption of this new National Plan of Action (NPA II) for EFA goals is thus very timely. As Bangladesh embarks on its remaining journey towards the MDG target date of 2015, this valuable document will provide the strategic and operational guidance to undertake the required programmes in the areas of early childhood development, quality improvements in the formal primary schools and relevant non-formal components to address issues of out-of-school children.

I congratulate the editorial team led by Dr. Hossain Zillur Rahman and all those involved in preparing a very succinct and forward-looking document. The goals set in the document are ambitious but so are the challenges to overcome. I am confident that with sincere and dedicated efforts, we will overcome these challenges and fulfil our goals.

Ayub Quadri
Advisor, Primary and Mass Education

The preparation of a follow-up to the first National Plan of Action on EFA goals (NPA I: 1995) covered a period which saw ambitious new goals being adopted at both national and global levels. Globally, the MDGs were adopted at the Millenium Summit in 2000 and nationally, the PRS – *Unlocking the Potential: National Strategy for Accelerated Poverty Reduction* – was adopted in 2005 and a sector-wide programme – PEDP I – launched on basic education in 2003. The challenge of preparing NPA II was thus a twofold one: building on the achievements of NPA I and establishing the required synergy with MDG and PRS priorities. It is a challenge which the Ministry of Primary and Mass Education has addressed with a great sense of purpose and departmental dedication.

Bangladesh has since independence placed the highest priority on the basic education of its citizens. A continuity of efforts have borne fruit in terms of significant increase in access to education, widespread social awareness on the value of basic education, and, innovations in delivery mechanisms which have earned global recognition. Indeed, the pioneering role of Bangladesh in initiating conditional cash transfers (CCT) as a new instrument to pursue social goals is by now universally recognized. The launching of the sector-wide programme Primary Education Development Programme (PEDP-II) in 2003 marked a significant scaling up of government's commitment to EFA goals. The completion of the NPA II thus is very timely in providing strategic continuity and guidance as Bangladesh embarks on the next stages in its efforts to ensure basic education for its citizens.

A stream of efforts have gone into the production of this important national document. I would like, in particular, to recognize the contribution of A. K. M. Shamsuddin, former Secretary MOPME, Shamima Ahmed, Deputy Secretary in the Ministry, and Mahbub Ahmed, former Joint Secretary, MOPME and currently Additional Secretary, Finance Division, Ministry of Finance for their guidance and unstinting efforts to take the NPA II preparation process forward. The primary draft of the document was prepared by N.I. Khan and a number of consultants. The ardous task of bringing all the perspectives and information together into a coherent final document fell to an editorial team led by Dr. Hossain Zillur Rahman, Executive Chairman, Power and Participation Research Centre, and included Khondaker Shakhawat Ali, Research Fellow, PPRC. Their contribution is sincerely acknowledged.

MOPME stands ready to take forward the strategic vision elaborated in NPA II and will pursue all relevant partnership opportunities including with NGOs, communities, civil society and development partners. We are confident that with our combined efforts, EFA goals will become a reality for Bangladesh within the stipulated time.

Musharraf Hossain Bhuiyan
Secretary, MOPME

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Acronyms

AE – Adult Education
ATEO – Assistant Thana Education Officer
BANBEIS - Bangladesh Bureau of Educational Information and Statistics
BBS – Bangladesh Bureau of Statistics
BMEB – Bangladesh Madrasha Education Board
BNFE – Bureau of Non-formal Education
BRAC – Bangladesh Academy for Rural Advancement
CBO – Community Based Organization
CCT - Conditional Cash Transfer
CE – Continuing Education
CELS – Child Education and Literacy Survey
CELSP – Continuing Education and Livelihood Skills Programme
CFE – Cash for Education
C-in-Ed – Certificate in Education
CLA – Continuous Learning Assessment
CPA - Continuous Pupil Assessment
CNEP – Comprehensive National ECCE Policy
CPE – Compulsory Primary Education
DAM – Dhaka Ahsania Mission
DFID – Department for International Development
DG - Director General
DNFE – Directorate of Non-formal Education
DPE - Directorate of Primary Education
DPEO – District Primary Education Officer
DPHE – Department of Public Health and Engineering
DPP – Development Project Proposal
DSHE - Directorate of Secondary and Higher Education
ECCD – Early Childhood Care and Development
ECCE – Early Childhood Care and Education
ECDP - Early Childhood Development Programme
ECED - Early Childhood Education and Development
EFA – Education for All
ESTEEM – School through Enhanced Education Management
FCPE - Formal free and Compulsory Primary Education
FFE –Food for Education
FSSP - Female Secondary Stipend Programme
GDP – Gross Domestic Production
GOB – Government of Bangladesh
GPS – Government Primary School
HBP – Home based Programme
ICDDRB – International Centre for Diarrhoeal Dieses Research, Bangladesh
ICDP – Integrated Community Development Project
IDEAL - Intensive District Approach to Education for All
IEC – Information, Education and Communication
IRR – Internal Rate of Return
LGED – Local Government Engineering Department
LGRDC – Local Government and Rural Development Council

MDG – Millennium Development Goals
M.Ed – Masters of Education
MEP – Mass Education Programme
MOE - Ministry of Education
MOPME – Ministry of Primary and Mass Education
MOWCA – Ministry of Women and Children Affairs
NAPE – National Academy for Primary Education
NCPE – National Committee on Primary Education
NCPME – National Council for Primary and Mass Education
NCTB – National Curriculum and Textbook Board
NFBE - Non-formal Basic Education
NEC– National Education Commission
NFE -Non-formal Education
NGOs – Non Government Organizations
NPA - National plan of Action
OSA/Y – Out of School Adolescents and Youth
PEC – Project Evaluation Committee
PRSP – Poverty Reduction Strategy Paper
PTA – Parents and Teachers Association
PEDP – Primary Education Development Programme
PLCE – Post Literacy and Continuing Education
PMED – Primary and Mass Education Division
RNGPS – Registered Non-Government Primary School
PSC – Primary School Certificate
PRSP – Poverty Reduction Strategy Paper
PTI – Primary Training Institute
ROSE – Reaching Out of School Children
SAARC – South Asian Association for Regional Cooperation
SBEP – School Based ECCE Programme
SMC – School Management Committee
SSC – Secondary School Certificate
SWAP - Sector Wide Approach
UN - United Nation
UNDP – United Nation Development Programme
UNICEF - United Nation International Children Emergency Fund
UNESCO - United Nation Education Scientific and Cultural Organization
UPE – Universal Primary Education
URC – Upazila Resource Centre
WCEFA – World Conference on Education for All
YALTP – Young Adults Literacy and Training Programme

Chapter 1

Bangladesh in the EFA Context

1. A   Historical Overview

1.1   Bangladesh is a small country with a large but hard-working and resourceful population. It shares borders with India in the west, north and east, Myanmar on the southeast and has the Bay of Bengal to the south. Ninety-eight percent of the population speaks Bangla with varying and rich dialects. The other two percent includes ethnic groups, having their own language with rich cultural heritage. Bangladesh gained its freedom through a short but intense war of liberation in 1971. The struggles for liberation began earlier with the Language Movement of 21st February, 1952 when students and people rose as one to protect the dignity of the mother tongue. UNESCO has recently proclaimed 21 February as the International Mother Language Day[1], in honour of the language movement martyrs, which is observed globally every year in recognition of the native languages of peoples of the world.

1.2   Start of formal primary education in the Bangladesh region dates back to 1854 and literacy activities at individual initiatives to 1918. At liberation in December 1971, the literacy rate in the country was only 16.8 percent. Bangladesh has since made remarkable advances in championing the causes of education and making it a serious public purpose. Historically, education had been the exclusive preserve of the elite and, mostly the male. As time passed, female education was encouraged by allowing co-education as well as by setting up some separate institutions for girls. However, progress and participation in education remained limited. It fell on the Government of Bangladesh, after independence, to lay the foundations of an extensive education system. The Constitution of the People's Republic of Bangladesh, adopted in 1972, acknowledged education as a basic right of the people and enjoined on the State to ensure the provision of universal and compulsory free primary education to all children, relating education to the needs of the society and removing illiteracy[2]. The Government nationalized and took over 36,165 primary schools in 1973 and regularized it under the Primary Education (Taking Over) Act of 1974, and declared 157,724 primary school teachers as government employees. Primary education was free and made compulsory under the Primary Education (Compulsory) Act 1990, implemented initially in 68 upazillas (sub-districts) in 1992 and extended to the rest of the country from 1993.

1.3   The first National Education Commission, headed by the eminent scientist and scholar Dr. Kudrat-i-Khuda, made substantive and forward-looking recommendations on pre-primary and primary education, among others. To emphasize the importance of primary education the government separated it from the Directorate of Public Instruction and set up the Directorate of Primary Education in 1980. The government took up two Universal Primary Education (UPE) projects in 1981 on limited scale, one with donor support and the other with government's own funds. The projects introduced some measures to strengthen field level supervision with appointment of Assistant Thana (now Upazilla) Education Officers (AUEOs), appointment of

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[1] UNESCO General Conference Resolution #12 of 1999
[2] Bangladesh Constitution, Fundamental Principles of State Policy, Part II, Clause 17

female teachers with relaxed qualifications, etc. At the same time, the government also started a massive Mass Education program to impart literacy to illiterates. Such measures led to an increase of literacy rate to 24.8 percent by 1991.

1.4   Focused initiatives taken during the decade of 1990s, following the World Conference on Education for All (EFA) held at Jomtien, Thailand have resulted in remarkable progress in basic education at both formal free and compulsory primary education (FCPE) and literacy and non-formal education (NFE). Except for Sri Lanka, Bangladesh leads all other SAARC countries in net enrolment ratio (85%). More remarkably, Bangladesh has already achieved the MDG goal of gender parity in primary and secondary education. A social mobilization approach has energized popular demand for education. Such progress has been acknowledged in the inclusion of Bangladesh in the medium human development group of countries in UNDP's HDR ranking since 2003. Notwithstanding the progress, the fact that daunting challenges remain is widely acknowledged. National development planning and successive budgets have 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.

1. B   PRSP and EFA Challenges for the Coming Decade

1.5   Bangladesh formulated an overarching national development strategy in 2005 under the title *Unlocking the Potential* with the twin goals of accelerated poverty reduction and attainment of MDGs. Popularly referred to as the PRS it weaves together various sectoral strategies into a coordinated whole so as to maximize overall social gains including accelerated poverty reduction and achievement of MDGs. Commensurate with the Dakar Framework for Action, PRSP has sought to contextualize EFA goals for Bangladesh in the coming decade. It is clear that access has been the defining pre-occupation of the past decade and a half and this has borne fruit as exemplified by enrolment and gender parity statistics and the entry of Bangladesh in UNDP's medium human development league of countries. The success has not only been on the supply side. The demand side too has been as responsive; even the poorest families have come to value education and give high priority to the basic education of their children, boys and girls alike. It is not the case that the access goal has been won on all fronts. Specific segments of the population, particularly within the poor, ethnic groups and in remote locations, still have to struggle for access. Increasingly however, research on outcome indicators is driving home the point that access achievements are not necessarily translating into commensurate quality achievements. A paradigm shift towards a pre-occupation with quality while retaining the focus on equity has thus become an urgent necessity. In a way, such a realization has already been spreading but the sense of strategic urgency remains to be galvanized. The PRSP also underscores the point that the development of the quality agenda at primary, secondary and vocational levels is not driven by top-down expert approaches alone but take its cue equally from an analytically sound reading of the ground realities of school, community and administrative environments in which they are situated.

1. C   Preparation of NPA II

1.6   Recognizing the strategic challenges of realizing EFA goals, Government of Bangladesh has adopted a programme approach and initiated the Second Primary Education Development Program (PEDP II), 2003-2009. This sector-wide programme is fully geared to attaining and improving the quality in all facets of primary education. The Government has also developed through an extensive participatory process a NFE Policy Framework to guide and ensure quality in all NFE activities. To bring all components within a common framework, Government also initiated an extensive participatory and professional process to review the achievements of the first national plan of Action (NPA I) and prepare a new EFA national plan of action or NPA II for the coming decade. An EFA Technical Committee and a representative EFA Forum provided the institutional architecture to oversee and complete the formulation of this action plan.

Box 1

The six EFA goals

We hereby collectively commit ourselves to the attainment of the following goals:

(i)   expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;

(ii) 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;

(iii) ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes;

(iv) 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;

(v) 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;

(vi) improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

Source: Dakar Framework for Action, para. 7 as adopted by the World Education Forum, Dakar, Senegal, April 2000

Chapter 2
Socio-Economic Scenario

2. A   Demographic Context

2.1   Bangladesh population has grown from 44.1 million in 1951 to 129.25 million in 2001 (BBS). The inter-census growth between 1991 and 2001 was 1.48 percent against 2.18 percent between 1981 and 1991. 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 1991 and 3.4 percent in 1996 (BBS, 1999 and BDHS, 1999-2000).

Population Projection

2.2   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 rate. 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 substantively, achievement of NRR 1 before 2010 is quite unlikely. This NPA makes the calculations and projections for basic education on an estimated population of 163 million (BBS projection is 159.7 million) in 2015.

Population Projection for basic education by Age Groups

2.3   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 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 2.1 below.

Table 2.1: Population Projection of Bangladesh for Early Childhood, Primary, Second Chance Primary/Secondary, Higher Secondary levels and adult education age groups, 2000-2015

Age Group	Base Year	Projection by Selected Years (In 000s)			
	2000	2005	2010	2015	Total population in 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	163200

Source: Projections made by -The World Bank, UNFPA, Planning Commission, BBS

2. B.   The Social Context

2.4   Though traditionally rural, Bangladesh society is undergoing extremely rapid changes. Land used to be the source both of wealth and income and of power and status in rural Bangladesh. This centrality has undergone drastic changes. Land is no longer the principal basis of power and status; neither does it serve to limit the livelihood opportunities of the poor. The subsistence orientation of production too has given way to a more complex and fluid livelihood strategy. The dramatic expansion of all-weather rural infrastructure which began from the late 1980s has also brought about a qualitatively new degree of connectedness between the rural and urban areas. Migration and remittances have emerged as dominant factors in household dynamics. However, while poverty has declined, it continues to define the lives of a significant proportion of the population. At the same time, growing inequality is a rising concern.

2.6   The role of women in economic and social activities has improved over time making a major contribution to poverty reduction. Participation of women has increased both in wage employment (2 million jobs in the RMG sector) and self-employment (women are the dominant clients of microfinance schemes). Women are providing cash contribution to household incomes and with higher cash incomes are better able to access health services. This has led to a decline in infant mortality from 161 at independence to 66 currently: the rate of decline has been most spectacular in the 1990s. Women's social mobilization and a very successful family planning programs has led to reduced fertility rates. Notwithstanding such progress, vulnerability of women remains significant and women continue to have a limited voice in political and policy arenas.

2.7   Child labour is quite a significant problem: CLS 2002-03 counted 7.4 million working children of whom 3.2 million were classified as child labour. Of the latter, 1.3 million children were found engaged in hazardous work (BBS, 2003). There are also estimates of nearly 600,000

children who live on urban streets and slums. The government runs two programs for urban working children and one for the street children.

2.8   The institutional environment has witnessed a significant diversification. NGOs from the 1980s and the private sector in the 1990s have emerged as major new social forces. Though traditionally very weak, Union Parishds (rural local governments) are gradually asserting their indispensability for the critical tasks of poverty reduction and MDG attainment. However, the overall governance continues to be marked by a number of major weaknesses. These include significant capacity deficits across government, rigid administrative orientation of public service, centralized decision-making, endemic corruption and uneasy interface of administrators and politicians.

2.9   Perhaps the most important story of the changing social context of Bangladesh, however, is one not found in statistics or in scholarly analysis. While poverty and poor governance remain dominant realities, it is also true that the people of Bangladesh, in particular its poor, have undergone something of a personality revolution. They have become more assertive, pro-active towards opportunities, clearer on life-goals. The social reality may not have lost its oppressive features but the poor men and women of rural and urban Bangladesh are new protagonists on the scene and societal outcomes are very much open. With perseverance and determination, they are forging a new ground reality of initiatives and aspirations which refuses to be content with the vagaries of an illiterate, poverty-laden fate.

2. C   The Economic Context

2.10   Despite poor initial conditions and high vulnerability to natural disasters, Bangladesh has largely overcome its food security problems and achieved a steady economic growth. Real annual GDP growth averaged 5.3% during 2000-2004 up from 4.8% in the 1990s and 3.5% in the 1980s. Latest growth figures are over the 6% mark. GDP has grown to be over 60 billion US dollars. Although income inequality has increased, the poor benefited from the growth process with a decline in rural and urban poverty. The economy has undergone significant transformation with remittances and exports, particularly from the readymade garments sector playing leading roles. Pro-poor public expenditures directed at rural infrastructures have contributed to agricultural diversification and a significant increase in non-farm activity, employment and income.

2.11   Despite considerable progress, poverty remains dauntingly high. Though estimates differ, the proportion of the population in poverty in 2000 was between 40 and 50 percent (PRS, 2005). Over the past two decades, progress in reducing human poverty proceeded faster than the progress in reducing income poverty due largely to the positive effects of substantial public investment in education and health on the one hand and the contribution of NGOs in many economic and social empowerment activities on the other.

2.12   PRS has rightly identified employment generation as one of the core strategic priorities and this has highlighted the need to significantly enhance the policy focus on improving skills at all levels of the labour market. Though Bangladesh has emerged as a major supplier of overseas migrant labour, much of these are at the lower end of the skill spectrum. An increasingly

diversified domestic economy too demands skilled hands with which the current white collar orientation of public education is at odds. An educational focus which puts priority in improving skills across the spectrum and facilitates promotion of and rapid diffusion of appropriate technology, including ICT, is likely to take the country significantly forward towards the increasingly plausible goal of graduating to a middle income status.

Chapter 3
Overview of Educational System

3. A   Educational Context

3.1.   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 (MOPME) is responsible for basic education, comprising formal free and compulsory primary and literacy and non-formal 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. More than 700 NGOs are active in non-formal education, with some of them organizing and managing formal primary schools as well. The private sector manages the English medium schools.

3. B   Formal Education Sub-system

3.2   *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 defines it as "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 extend to grade 8 level, as many countries, including India, have extended 'basic education' to grades VIII, IX and even X (as in the Philippines). Thus, formal education comprises 'an institution, hierarchically structured, and sequentially graded continuous 'ladder' of full-time education, and beginning at age 6 and continuing through 20/25 years of age'.

3.3   Bangladesh offers formal education at four levels: an informal early childhood education[3] in formal schools, primary education, secondary education (comprising junior secondary, secondary and higher secondary) and tertiary education from bachelor's onward. Madrasah or Islamic 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, 3+2+2 years). 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, and MBA.) with a bachelor's (pass) and one year with a bachelor's (honors) degree. Post-Master's education takes 2-5 years, depending on the discipline pursued. The levels of education and average age ranges of students are shown in Table 3.1 below though it should be pointed out that in reality actual time taken to complete these various stages may be quite longer due to various system deficiencies:

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[3] Government primary schools have an informal 'Baby ' class for pre-school age children who come to school with their older siblings; English medium schools have Playgroup and Nursery classes; but ECCE is not yet officially recognized as a layer of formal education.

Table 3.1: 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 - SSC) Grades IX-X (2 years course)	14-15 years
Higher Secondary Education (Higher Secondary Certificate (HSC), 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
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

3.4	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 parallel curriculum. Privately managed Nizamia/ Khariji/Qaomi madrasahs also offer primary level (Ebtedayee) education. There are also mosque-based and residential Maktabs/Hafezia/Forkania and Qiratia madrasahs, which offer childhood and 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.

3.5	Religious education streams also exist 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 candidates. The subject of Islamic studies is compulsory for Muslim students up to secondary level (BANBEIS, 1999).

### 3. C	Non-Formal Education (NFE) Sub-System

3.6	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). NPA I defined NFE as "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 needs[4] of different sub-groups of population, both young and old". UNESCO states, "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".

3.7   The NFE Policy Framework approved and instituted by the Government in 2006 defines NFE, as "Non-formal education is a purposeful and systematically organized form of learning that generally occurs outside the formal educational institutions. It is designed to meet the learning needs of educationally disadvantaged persons of different ages and backgrounds, flexible in terms of organization, time and place and may cover basic and continuing educational programs to impart basic literacy, including life skills, work skills, general culture, and facilitates lifelong learning and enhancement of earning capabilities for poverty reduction. It ensures equity in access and human resource development; it may or may not follow a "ladder" system, and may be of varying duration".

3.8   NFE sub-system in Bangladesh, as elsewhere, cover four types of non-formal learning by age ranges as shown in tabular form below:

Table 3.2: The areas covered by Non-Formal Education in Bangladesh

ECCE (Age group 3-5 years)	NFBE (6-14 years)	Adult Literacy (15 + years, generally 15-45 years)	CE and life-long learning opportunities
It can be provided at both Family and Community levels. Introduces children to pre-school education and deals with their health, nutritional and personal, motor and mental development needs	It provides a safety net and a second chance to un-enrolled and dropout children of primary school and adolescents (age-group 6/7-10 and 11-14 years)	Provides NFE covering literacy, numeracy, life skills for Youth and Adults (age-group 15-45), consisting of three levels: I. Basic level II. Middle level III Self-learning level, And special work skills training for 15-24 age group	Types of Continuing Education* - Post-Literacy Program - Vocational Education/Livelihood skills Training Program - Equivalency Program - Quality of Life Promotion Program - Individual Interest Promotion Program, - Future-Oriented program

Source: UNESCO PROAP, 1992; *Only PL and Skills Training under CE programs are available now in Bangladesh

3.9   NFE provides an alternative channel, a second chance to dropout and un-enrolled primary school-age children, adolescents to go to mainstream; and adults who missed formal education, to acquire basic literacy and life and employable skills to improve their social and economic conditions. Both the government and NGOs organize and manage NFE programs for different age groups as indicated above and discussed in details in Chapter XI. The Government (MOPME) has developed through wide consultations an NFE Policy Framework to guide and help coordination of NFE programs in the country; and has published it in the official gazette in February 2006.

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[4] One NPA II workshop suggested to add *'and livelihood skills'* after the word 'needs'.

3. D   Educational Planning and Finance

3.10   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 MOPME. The Departments (Executing Agencies) prepare and submit the Development Project Proposal (DPP) to the Ministries. Ministries, after necessary scrutiny, send it to the Planning Commission analysis the project from the sectoral point of view and place it before the Planning Evaluation Committee (PEC) of the relevant Division of the Planning Commission, which through a meeting recommends the project for approval. The Executive Committee for National Economic Council (ECNEC) approves the project if its cost exceeds Tk. 250 million, while the minister for Finance and Planning gives approval if the cost is up to that amount. After the approval, the concerned Department under the Ministry goes for implementation of the project.

3.11   Financing of education is mainly a government responsibility in Bangladesh. However, private sector bears a considerable share 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/institution premises and materials for the non-government schools and colleges.

3.12   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 from external aid, loans and grants, which account for less than 30% of the government development expenditure on basic education. Table 3.3 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 3.3: *Percent Share of Education in Budget allocations 1990-1991 to 2002-2003*

(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*	37,389.7	18.06	165830.0*	21`376.8	12.89
2002-2003	239,720.0	38,020.0	15.86	196,630.0	29,080.0	14.79

Sources: BANBEIS, 2002; * = Revised Budget

3.13   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).

3. D   Overview of the Present Status of Primary Education

3.14   There were 78,363 Primary level institutions of 11 categories in the country in 2002. The enrolment was 17,561,827 pupils with 315,055 teachers. Amongst the students 49.7% are girls and 50.3% are boys signifying gender parity. The nationwide breakup of institutions, students and teachers may be seen in the Table 3.4 below:

Table 3.4*: Teachers and Students in Different Types of Primary level Institutions (2002)*

Type of Primary Level Institution	Number of Institutions	Number of Teachers	Number of Students	
			Total	Girls
Government Primary School (GPS)	37,671	157,236	10,669,819	5,340,275
Experimental School attached to PTI	53	251	10,711	4,276
Registered Non-Government Primary School (RNGPS)	19,428	76,758	4,137,090	2,054,259
Community School (COM)	3,225	9,759	560,673	281,680
Satellite School (SAT)	4,283	9,649	340,250	172,624
High School Attached primary Section (H/A PS)	1,576	10,490	401,925	207,319
Non-registered Non-Government Primary School (NGPS)	1,792	6,380	202,778	98,800
Kindergarten (KG)	2,477	15,150	271,426	116,283
Ebtedayee Madrasah (EM)	3,443	13,479	458,751	219,513
High Madrasah attached EM	3,574	14,806	465,977	203,192
NGO-run Full Primary school	301	1,097	42,427	21,510
Total	78,363	315,055	17,561,827	8,720,181

Source; DPE, 2002

3.15   Ministry of Primary and Mass Education (MOPME) had conducted the fourth round of *Child Education and Literacy Survey (CELS) in 2002* to assess the progress of Compulsory Primary Education (CPE) in the country and used 18 core indicators as provided in the UNESCO Technical Guidelines for EFA Assessment for the purpose[5] (see Annex 3). The findings serve to assess the progress of implementation of Compulsory Primary Education since 1992 and provide useful data for future planning. The tables prepared from the gathered data show vital information and analytical picture of primary education, including specially the cohort analysis. As the CELS 2000 provides the latest published official data collected through survey, mainly these have been consulted as reference for relevant analysis for NPA II.

3.16   The survey result shows that *only 10.32% of the children of age group 3-5 had participated in any kind of Early Childhood Development Programme and only 22.7% of the children enrolled in Grade 1 had received pre-primary education.* Depressing as these pictures are the survey reflects the desire of people to obtain primary education for their children is manifest in high apparent intake rate of 149.6% in Grade 1; the Net Intake rate in Grade 1, however, 63.6% is disappointing. Similarly, Gross Enrolment ratio is quite satisfactory 106.3%; it was 104.7% in 2003 (BANBEIS, based on DPE data, 2004) while it recorded the Net Enrolment at 85.7%. The indicator of only 58.9% of the teachers having the necessary competence to teach according to national standards is very

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[5] Previous nationwide surveys were conducted in 1995, 1997 and 1999.

poor, yet considered not to be adequately expressive of the distressingly poor quality of teaching imparted by most of them. A common experience is that even for teachers having higher educational qualifications like Bachelor's and Master's degree from universities, the quality of teaching is not satisfactory. (The prescribed qualifications for Assistant Teachers is HSC for male candidates having C-in-Ed or otherwise Bachelors degree and SSC for female candidates.) Quality of teaching in rural schools, especially in non-government schools, is even poorer compared to that of Government primary schools.

3.17   The information that is of much concern is the wastage. Children take an average of 8 years to complete primary education (it is nine years in RNGPS). CELS 2002 findings show that the overall efficiency index is a depressing 1.6. PEDP II went into operation in 2003 with its focus on improving the quality of primary education in all its spheres. It should ensure that its implementation is efficient and effective so that findings of CELS in 2007 would really be encouraging. The Efficiency Index of 2002 has to improve substantially in the shortest possible time, keeping the cost reasonable while improving management, which is also a major objective of NPA II and one of the components of PEDP II.

3.18   Improving and strengthening the conceptual and empirical basis for such key measures such as literacy rates is a long-term challenge for developing countries such as Bangladesh. While the general objective is to bring the statistical system in alignment with universal standards, an equally important concern is the substantive achievements which underlie literacy statistics. Alongside improvements in literacy, government is also concerned that such improvements translate into better life-skills, positive behavioural changes and greater productivity.

3.18   Table 3.5 and Figure 1 describe the trend in budgetary allocations on primary education since 1990-91. Figures show an upward trend in public sector expenditures on primary expenditures. Per pupil budgetary allocation has increased from Taka 583 in 1990-91 to Taka 759 in 2003-04 at 1990-91 constant prices.

Table 3.5: *Teachers and Students in Different Types of Primary level Institutions (2002)*

Year	Total Enrolment (000s)	Total Allocation as per revised budgets (1Crore Takas =10 million Takas		Expenditure as per Student enrolled (Taka)	
		Current Prices	Constant Prices !990-91	Current prices	Constant prices 1990-91
1990-91	12635	737	737	583	583
1991-92	13017	1032	940	793	722
1992-93	14067	1165	1048	828	745
1993-94	15181	1497	1305	986	860
1994-95	17280	1759	1405	1018	813
1995-96	17580	1772	1334	1008	759
1996-97	18032	1864	1367	1034	758
1997-98	18361	1931	1321	1052	719
1998-99	17262	2152	1356	1247	786
1999-2000	17668	2434	1481	1377	838
2000-01	17659	2752	1647	1564	933
2001-02	17561	2650	1553	1509	884
2002-03	18268	2955	1644	1617	900
2003-04	18577	2702	1410	1454	759

Source: DPE (Note: a) All revised budget figures are used

Figure 1
Total Government Allocation for Primary and Mass Education
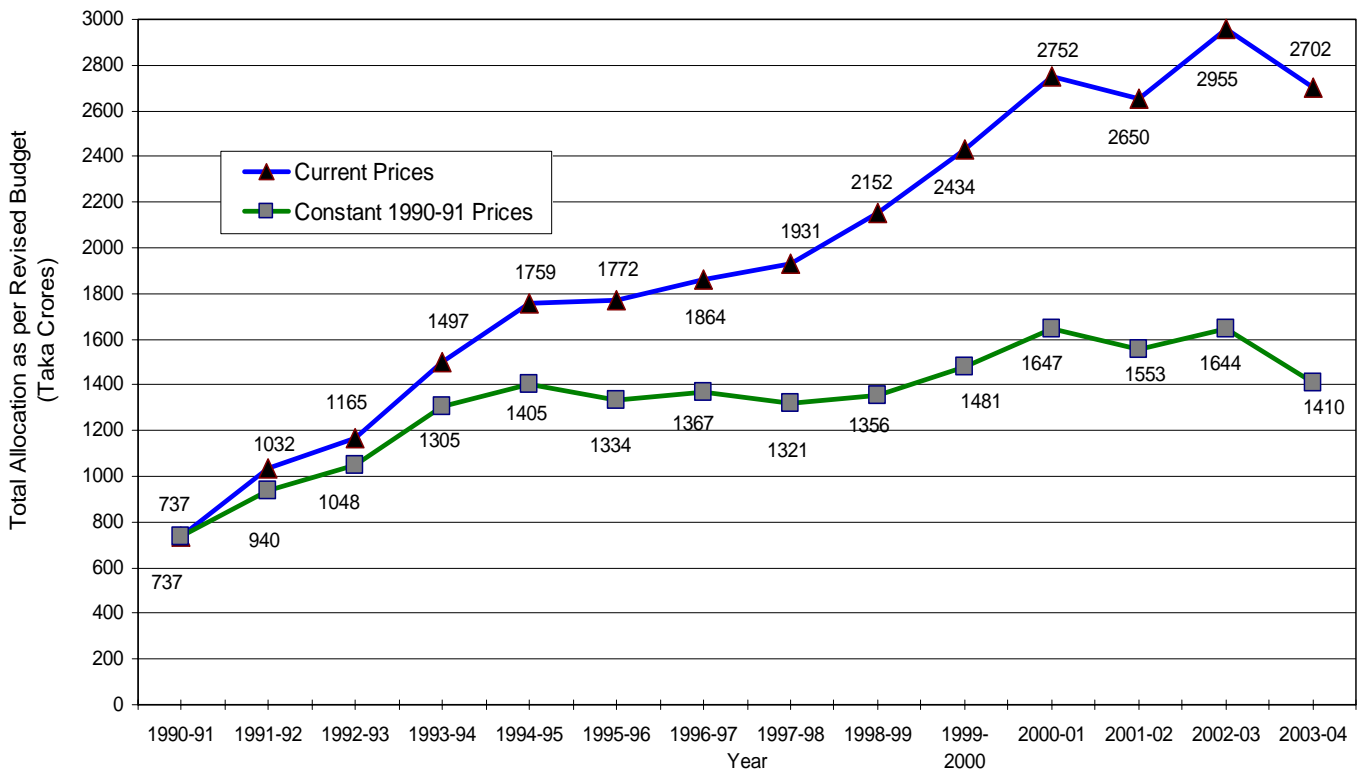
Chapter 4
Review of NPA I (1991-2000)

4. A   Launching of NPA I

4.1   The World Conference on Education for All (WCEFA) in Jomtien, Thailand in March 1990, 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. It took note of the "convergence of the increase in information and the unprecedented capacity to communicate", identified six areas of action (see Annex 2), and endorsed a Framework of Action to achieve EFA by the year 2000.

4.2   The EFA goals were quite in line with Bangladesh aspirations as it had already introduced the Universal Primary Education (UPE) program and a Mass Education Program (MEP) earlier in 1981 to enhance access to primary education and reduce illiteracy. Bangladesh prepared an **EFA: National Plan of Action** (NPA I), 1992-2000, as a follow-up of WCEFA and expression of its firm determination to improve the situation of basic education. The basic goal of NPA I was to "enhance both the quantitative and qualitative dimensions of the programmes it proposed and take up other feasible supportive programmes to attain the EFA 2000 targets" successfully. Using 1991 as the base-year and in view of limited resources, NPA I formulated a set of goals which were somewhat modest compared to those of WCEFA.

4.3   In line with EFA goals, NPA I covered five major basic education program areas: i) Early Childhood Care and Development (ECCD), ii) Universalization of Formal Primary Education (UPE), iii) Non-formal Basic Education (NFBE) for 6-14 age group – implemented in two parts, one for the out-of-school primary school age children and the other for the illiterate or dropout adolescents of 11-14 years, iv) Adult Education (AE) for 15-45 year olds and v) Continuing Education (CE) for life-long learning. A cross-cutting theme was female education and gender equity. An assessment in 2000 (PMED[6], 1999) made a detailed appraisal of NPA I achievements vis-à-vis EFA goals, based on 1998/99 data, as part of the global Assessment in UNESCO format. Table 3.1 below shows the achievements in primary and non-formal education vis-à-vis the set goals.

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[6] Primary and Mass Education Division, created in 1992 has since been renamed as the Ministry of Primary and Mass Education (MOPME) on 02 January 2003.

Table 4.1: Table showing the benchmark, EFA targets and achievements of
NPA I for 1995 and 2000 (*In percent*)

Indicators	World Declaration Standards 2000	Benchmark	Projected Targets		Achievements	
		1991	1995	2000	1995	2000
Gross Enrolment (**Total**)	120%	75.6	82.0	95.0	92.0	96.6
Boys' Enrolment	-	81.0	85.0	96.0	94.5	97.0
Girls' Enrolment	-	70.0	79.0	94.0	89.6	97.0
Dropout	-	60.0	48.0	30.0	52.0	33.0
Completion	80%	40.0	52.0	70.0	52.0	67.0
Adult Literacy	65.5%	34.6	40.0	62.0	47.3	62.0

Source: *WDEFA, 1990; DPE, 2002 and DNFE, 2000*

4.4   NPA I was implemented in two phases, Phase I covered FY 1992-93 to 1994-95 and Phase II, 1995-1996 to 1999-2000. Some incomplete NPA I projects were rescheduled to continue beyond 2000. The NPA I proposed an outlay of Tk. 191,122.6 million (US $ 4,778.0 million) for two groups of programs. 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 various program components are discussed below.

4. B   Early Childhood Care and Development (ECED)

4.5   NPA I proposed an ECED[7] 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. The intention was to keep the children occupied and initiate them to primary education, without a formal structure. The number of such children attending playgroup and nursery classes in kindergartens was very limited.

4.6   In context of prevailing vacuum and pending further experience, NPA I proposed to limit initial ECED programmes 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.

4.7   The bulk of the work was 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". Split in two phases, the program was to have covered half the 4-5 year old child population (8.40 million) by 2000. The government was also

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[7] 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.

to provide substantial support for classroom construction, teachers, implements, research, etc to feeder school programs at community level.

4.8   The only ECED program undertaken was a component of the government's Integrated Non-formal Education Programme (1991-97) for 75,000 children. The project covered only 63,000 children at its closing in 1997. Primary Education Development Programme (PEDP I, FY1998-2003) 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. It should have covered 2.4 million children, counting at 40 per school. The 2000 Assessment Report found that only 10.3 percent of the children were covered. The 'baby classes' in primary schools were not formalized; no structured curriculum was prepared or introduced and no separate teachers appointed or trained and no clear attendance record maintained.

4.9   The other proposed goals were not pursued either; private community initiative was negligible. The National Committee on Primary Education (NCPE)[8] recognized the importance of pre-school education but in view of the shortage of teachers, physical facilities and severe resource constraints, 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' continued to run as before without proper organization and formalization.

4. C   Free and Compulsory Primary education

4.10   During NPA I phase, three major programs were implemented for development of primary education. The programs were:

(a)   **The General Education Project, 1990-96**. The first major project of its kind, it was implemented at an estimated cost of Tk.11, 221.0 million or US$ 310.2 million. It covered the following activities: Increased Access - reconstruction (10,000) and construction (12,000) classrooms, Satellite Schools Pilot Programme (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 - construction of DPEO offices and district warehouses, and Studies abroad. The World Bank, Asian Development Bank and a number of bi-lateral and multi-lateral development partners provided necessary support.

(b)   '**Primary Education Development Program'** (now PEDP I), 1997-98 to 2001-2002, extended to 2002-2003 or June 2003. The estimated cost of the Programme was US$ 2,762.78 million. PEDP I was implemented through some 26 component/sub-component projects. It had 10 major components/sub-components intended to enhance access and improve quality of primary education; nine of the projects were dedicated to improving the quality. 3884 Satellite Schools were established under PEDP-1 or partially implemented, such as Satellite schools and

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

'baby classes'. Other components included Development of Primary Education through Intensive District Approach (IDEAL) project; implemented within the framework of PEDP II with support from UNICEF/AUSAID in 36 districts, and, School through Enhanced Education Management (ESTEEM); this was a technical support project, supported by DFID. Financial progress relating to development activities has been rather slow. Lack of coordination between component and sub-component projects, in scheduling and implementation of activities of different projects has adversely affected progress of implementation. It has resulted in underutilization of available funds. Its experience has led to adoption of the programme or Sector Wide Approach (SWAP) in implementation of the PEDP II.

(c)   **Food for Education** (FFE), started in 1993, and stipends have encouraged targeted families (the poorest 40 percent) to put and keep their children in primary school. Cash for Education (CFE) grant has replaced FFE from July 2002. **The Female Secondary Stipend Programme (FSSP),** started 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 favour of girls. Both of these programs have gone on to win worldwide renown as pioneering a new form of incentive programme – conditional cash transfers (CCTs) with explicit social goals.

4.11   The three projects have made significant contribution to development of primary education in the country. Physical 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.

4.12   Matrix on access and equity in primary education, NPA I goals and achievements are described below in Table 4.2.

Table 4.2: NPA I Goals and Achievement Matrix for access and equity

Sl. #	NPA I proposals	Achievements by 2000
1	Add 143,400 new classrooms, 25,000 satellite schools of 2 rooms each) and provide water and sanitation facilities in all schools by 2000; introduce single shift schools	Government has reconstructed a total of 31,011 schools, repaired 14,570; community schools 3,061; reconstruction and repair of 7,884 and 863 RNGPS respectively, schools in cyclone-prone areas double as storm shelters; more than 90% still on double shift, 87,000 new classrooms needed to convert them to single shift
2	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"	As some posts are filled, others fall vacant, which tend to remain between 5-8,000; female teachers made up 33.9%, up from 21% in 1991 (37% in 2001), 39.2% in 2003
3	Supply textbooks and stationery free of cost as well as educational aids in schools	Textbooks are provided free, but only limited stationery and educational aids

Sl. #	NPA I proposals	Achievements by 2000
4	Improve/make curricula more science-based, related to life; improve quality of textbooks, and provide interesting supplementary reading materials to school libraries	A new competency-based curriculum introduced from 1992 thru' 1996, a revised one is being introduced from 2003; textbook quality needs further improvement; supplementary reading materials provided are inadequate
5	Use existing PTIs to organize intensive crash teacher training programs, set up new PTIs with modern facilities and open them to private sector teachers	Only one PTI was added; some equipments added but not properly used; RNGPS teachers now admitted in government PTIs, resulting in double shift
6	Revise curriculum of teachers' training, PTI instructors' and ATEOs[9] and organize immediately one-month training courses for 2000 ATEOs to improve in-service cluster training of teachers	A new curriculum from 2003; PTI instructors' one in the making; ATEOS (now AUEOs) given training in phases; no visible improvement in in-service sub-cluster training of teachers.
7	Modify Ebtedayee Madrasah curriculum to bring it closer to primary school one;	The matter awaits firm decision
8	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/others	The project is on; already constructed 143 URCs, others are at different stages of construction and planning (in 2003)
9	Encourage NGOs and CBOs to establish satellite schools for Grades I and II with government support for rental and teachers salary	Only 3,884 satellite schools were established, with rental support and teachers' salary (a lump sum) from government; NGO/CBO part not fully pursued
10	Strengthen 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	DPE: a Divisional set-up established and offices constructed at Divisional, District and Upazilla, including warehouses at district levels; decentralization has not been effected; monitoring, supervision and support functions yet to improve; NAPE capacity strengthened, but no appreciable impact
11	Improve the role and function of SMCs and PTAs for improved performance, accountability of teachers, and increased interest of guardians for regular attendance of children in school.	SMC functions clearly described, members provided training, which has brought some improvement; PTAs are not fully functional; teachers' accountability not established; guardians' interest in regular attendance needs further strengthening.

Source: *Estimates of PEDP II Project Preparation Team, Oct 2002*

4. D   On-going projects

Primary Education Development Programme II (PEDP II)

4.13   GEP and PEDP-I helped build the foundation for expansion and improvement of primary education and its monitoring and evaluation. Besides donor support, Government's own contribution to the education sector in general and primary and mass education sub-sector in particular, has also been very substantial, over 70 percent. Though the country provided highest allocation for education, particularly primary education, the available funds proved inadequate to meet the needs of quality improvement as major share of expenditure went to salaries and allowances. The elements of quality improvement/Assurance will require additional funds to procure and supply improved teaching-learning materials, general science and ICT education and supplementary reading materials, and for more effective life skills programme.

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

4.14   Keeping DFA/MDG goals in view, a new sector-wide program under the nomenclature Second Primary Education Development Programme (PEDP-II) was launched in 2003, as part of the NPA II under preparation; it will run through FY 2009. The major goals of this programme are:

- Quality improvement through organizational development and capacity building;

- Quality improvement in schools and classrooms through adoption of a child-centred approach;

- Quality improvement through infrastructure development;

- Improving and supporting equitable access to quality schooling; and

- Efficient implementation, management and monitoring including decentralization and greater community involvement.

4.15   The estimated cost of PEDP-II, which is scheduled to be executed during 2003-2009, is about Tk.49.33 billion and development partners are expected to provide about US $ 639 million.

4.16   Other on-going projects which will also contribute positively towards achieving NPA II goals include the following :

- Reaching Out of School Children Project (ROSC); this project promotes primary education through a non-formal community-managed approach with a target of 500,000 children, 2004 - 2009; it is supported by the World Bank grant ($51 million) and SDC grant of $5.96 million; GOB share is equivalent of $6.06m

- Reconstruction and Renovation of GPS Project;

- RNGPS Project Phase II (construction/renovation of classrooms/schools);

- Expansion of Cub Scouting in GPS;

- IDB assisted GPS Construction Project II;

- School Feeding Programme, currently running on a pilot basis with support and coordination by WFP, will be expanded as proposed in the PRS.

4.17   These projects were developed for limited objectives as part of a continuing process, while the NPA II was being developed following the Dakar World Education Forum and adoption of the Dakar Framework for Action: Meeting our Commitments. To maintain the tempo and to ensure the required improvements, many other parallel activities up to 2009 not covered under PEDP-II as well as beyond 2009 will have to be taken up to meet the EFA and MDG goals.

Chapter 5
Outlining NPA II 2003-2015

5. A Vision of Basic and Primary Education by 2015

5.1   The basic goal of NPA II is to establish a knowledge-based and technologically-oriented competent society to ensure that every school-age child has access to primary level institutions that provide all necessary facilities, continue in school to receive and achieve quality education, and provide opportunities to pre-school children, young persons and adults to meet their learning needs in a competitive world, both in the formal and non-formal sub-sectors of basic education without any discrimination.

5.2   It is envisaged that through successful execution of NPA II, the educational scenario by 2015 will encompass the following:

(i)   An informed, knowledge-based and learning society for all has taken 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 programmes 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 all ethnic groups, 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 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;

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

(vii)   Gender equality in basic and primary 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 and primary 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 in line with PRSP and MDG targets 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 programmes 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 websites;

(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 (UDHR, CEDAW and CRC); participating in local level planning, organizing and managing as well as ensuring quality of basic and primary 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.

5. B   Issues and Challenges in achieving the Vision

5.3   The pursuit of NPA II towards achieving the above vision requires careful consideration and effective engagement on the following priority issues:

o   The manifold efforts through NPA I have propelled Bangladesh into the medium human development league of countries as per UNDP's ranking. Though access challenges remain, the priority task for the NPA II period is to bring the multiple issues of quality at the centre of the policy vision;

o   While the quality agenda will be an evolving one, immediate priorities are a threefold one: i) significantly reducing the drop-out rates of both boys and girls so that enrolment achievements translate into comparable completion rates, ii) introducing

an effective and scaled-up programme of Early Childhood Care and Education (ECCE) using community approaches where meaningful, and iii) improving teaching quality through better recruitment, incentives and training on the one hand and effective performance monitoring on the other;

o Notwithstanding access gains, specific sub-groups remain at a disadvantage. An inclusive policy has to be pursued to take care of the physically and/or mentally challenged, ethnically disadvantaged, geographically, socially or economically hard to reach children in cooperation with the NGOs and CBOs where relevant;

o Appropriate school infrastructure with availability of school within the reach of each and every child throughout the country while school environment and contact hours would have to be sufficiently improved and standardized;

o Child-friendly pedagogic approaches with emphasis on life-skills, awareness of social environments and appreciation of global knowledge resources have to be prioritized in the development of curriculum and textbooks;

o A key challenge will be to identify and implement incremental and realistic steps to improve school governance on a sustainable basis with more effective community participation and meaningful oversight by sector administration;

o Parallel to improving school governance, realistic strategies to improve sector governance is a priority with particular focus on i) meaningful decentralization in relevant areas of decision-making, ii) R&D on improving the system of primary education, and, iii) capacity development of the Upazila Resource Centres (URCs);

o Beyond sector governance per se, there is also a critical challenge of ensuring inter-ministerial coordination and cooperation as basic education covers a diverse range of needs including health, nutrition, water and sanitation, recreation and culture. A priority task for MOPME is to ensure improved linkages with and coordination of activities of relevant ministries for the benefit of participants of basic education programmes, schools and learning centres;

o A comprehensive strategy has to be developed to address the teaching of English as a second language more seriously, including the challenge of preparing teachers for English teaching;

o A school meal programme for primary schools carry potential benefits for both educational and nutritional aspects of MDGs. Developing an effective programme based on nutritionally-relevant meal content, cost-effectiveness, decentralized supply chains and a management strategy, which avoids vesting responsibilities on teachers will be a key PRSP-relevant challenge for the sector;

o Ensuring sustainability of learning skills of both non-continuing primary school leavers and graduates of various non-formal streams is a key EFA priority. Given the

overarching challenge of poverty reduction, the necessary focus here has to be on developing and implementing a comprehensive policy vision on skill education utilizing public sector, private sector and NGO expertise to enable a significantly scaled-up exploitation of global and local livelihood opportunities;

o The current state of educational statistics is a critical drawback on efforts to strengthen sector planning and coordination. Investing policy priority on improved statistics is a key challenge. Two immediate priorities here are i) establishment of comprehensive benchmarks through a professionally credible and competent process of data collection, and, ii) developing a system of regular updating of management-relevant core statistics; and

o Achievement of NPA II goals, in particular the goals of quality education, will require substantial resources. While the responsibility of the public sector to mobilize the required resources domestically and internationally is pre-eminent here, opportunities for public-private partnership have to be pursued wherever meaningful. The responsibility of the international community as mandated in DFA and MDG 8 also needs to be kept sharply in focus here. It must, however, be borne in mind that not all entry points for reform are resource-intensive. The importance of innovations and procedural reforms are additional considerations to be highlighted here.

5. C   Guiding Principles

5.4   Following are the guiding principles for programme formulation under NPA II:

- Formulation and implementation of all policies relating to basic education - covering primary[10] 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, MDG, UN Decade of Literacy and other international instruments to which Bangladesh is a signatory. National Education Policy will be reviewed and updated as necessary;

- 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;

- Bangladesh has already made substantial progress on gender parity goals in education. NPA II will continue relevant affirmative actions in this regard not only with regard to girl students but also other disadvantaged children and female teachers;

- Making available textbooks and other relevant education materials and aids free of cost to all children enrolled in primary school, whether government or non-

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[10] The lower or junior secondary (grades 6 – 8) is under the Ministry of Education

government as it is the responsibility of the State/Government to ensure free and compulsory primary education to all children, without discrimination;

- NPA II will emphasize a convergence of services and community through bringing together relevant services at the primary schools/community learning centres and transforming these as outreach points for community awareness on health, nutrition, water and sanitation, and environmental sustainability;

- 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 to avoid any underhand interference). Wherever possible half-yearly and annual school examination will also be introduced;

- 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 programmes to ensure comparable standard of quality of education across the board and transferability from non-formal to formal and between streams to enable those who want to join the mainstream and continue further education or switch from one stream to another to pursue a chosen career path;

- Ensuring adequate budget allocation for basic education 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;

- Aligning NPA II to other key national strategies in particular the PRSP;

- Ensure that no corporal punishment, abuses, maltreatment or offensive language is used in dealing with children in schools or learners under NFE;

- Emphasize meaningful community participation including that of parents/guardians, local communities, local governments, civil society, NGOs, in all aspects of planning, implementation, monitoring and assessment of basic education programmes and projects. Appropriate opportunities need to be developed for children to be active participants in all relevant aspects of school activities and management;

- Emphasize transparency and accountability in all matters relating to financial management, personnel policy, supervision, programme development, and procurement of goods and services pertaining to formal and non-formal basic education; and

- Make use of relevant lessons from earlier initiatives, including NPA I towards achievement of NPA II goals.

5.5   MOPME has formed a committee comprising representatives of all relevant Ministries and NGOs to develop a policy Framework for pre-primary education. This committee has already drafted a Policy Framework.

5. D   Targets

5.5   A summary of NPA II targets to achieve EFA is given in Table 5.1 below:

Table 5.1
Summary of Targets of EFA NPA II, 2001-2015

(In Percent)

Indicators	Benchmark 2000	Targets for the Selected Years		
		2005	2010	2015
ECCE (both formal & non-formal):				
Formal ECCE (Primary School Attached)	22	(# 1.0 m)	(# 1.0 m)	(# 1.0 m)
Non-Formal ECCE (Family and Community-based)	-	15	20	15
Primary Education				
Gross Enrolment Rate (**Total**)	96.5	103	108	110
Gross Enrolment Rate (Boys)	96.0	102	107	110
Gross Enrolment Rate (Girls)	97.0	104	107	110
Net Enrolment Rate (**Total**)	80	83	92	95
Net Enrolment Rate (Boys)	82	87	91	95
Net Enrolment Rate (Girls)	85	89	93	95
Dropout Rate	33	25	14	05
Completion Rate	67	75	86	95
Quality Achievement in Pry. Education	05	30	65	90
Non-Formal Education				
NFBE – Access/Coverage	11	19	48	33
Adult Literacy Rate (15-24 Age Group)	66	73	82	95
Adult Literacy Rate (25-45 Age Group)	56	70	78	90

6. A Early Childhood and Care Education (ECCE)

6. A.1 Current Situation

6.1   In keeping with EFA goals, GOB recognizes the need for and importance of early childhood care and pre-school education for children in the age range of 3-5 years to ensure the wellbeing of children, their physical and mental development and effective participation in primary education. The DFA EFA goal for ECCE[11] is *'expanding and improving early childhood care and education, especially for most vulnerable and disadvantaged children'*. Studies have confirmed that children completing pre-school education do better in Grade 1. National Education Commission (2003) has recommended it and PRSP (2005) shows it in its policy matrix, indicating goals, activities and responsibilities of concerned agencies, GOB and others. However, developing a system and operational framework for providing ECCE service to target child population remains a big challenge.

6.2   Spontaneous and informal "Baby Classes" have existed in government primary schools for pre-school age children (<6 years), who accompanied their older siblings to school. During the 1990s, nearly one million children attended these classes in Government Primary Schools (GPS); and a similar number attended kindergartens, madrasahs, ethnic neighbourhood centres and other government and non-government institutions for children. By a circular in 1994, the government (PMED) encouraged primary schools to organize "baby classes" but made no provision for a fulltime teacher or regular curriculum. The "baby class" served more as an "activity for familiarizing children with schooling" but "not oriented toward 'child development'" (PMED, 1999). The Integrated Non-Formal Education Programme (INFEP), 1991-97, under PMED had a component on ECD; a curriculum and learning materials were developed and 63,000 children benefited from this programme.

6.3   The National Committee on Primary Education (NCPE)[12] recognized the importance of pre-school education but in view of shortage of teachers and physical facilities in schools and severe resource constraints, it proposed instead to treat the first six months of Grade I of primary school as preparatory education, thereby obviating the need for separate pre-school program or baby class. That would leave out the children of the hardcore poor who do not enrol in primary schools. PRSP proposes to organize pre-school programme for at least six months. However, the 'baby classes' continue to exist in many schools but without proper organization and formalization. There have also been several NGO initiatives to develop pre-school programmes, utilizing community approaches.

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[11] DFA (2000) uses the term Early Childhood Care and Education (ECCE), covering programs for 3-5 year old children; this is also the term used by UNESCO, with a slight variation as Early Childhood Care and (Initial) Education. EFA Framework for Action, endorsed by WCEFA (1990) used the expression "early childhood care and developmental (ECCD) activities"; UNICEF and World Bank use the term Early Childhood Development (ECD), OECD uses the term Early Childhood Education and Care (ECEC). Other terms used interchangeably are ECE, ECED and ECCED. Since this NPA is prepared in the EFA context, it uses the term, ECCE.

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

6.4   Though NPA I proposed to formalize the 'baby class', among others its major thrust was on family- and community-based ECCE programmes. The proposals did not materialize. The PEDP I (1998-2003) proposed to establish 'baby classes' in 60,000 schools (GPS and RNGPS) to give it a substantive base but no clear information is available about its implementation. . PEDP II (2003-2009) has proposed a similar programme but the government opted to go for a study first to assess the situation before embarking on any formalized 'baby classes' or ECCE activities in primary education sector.

6.5   However, considering the value of pre-school education in preparing children of poor families for primary schools, to minimize dropout and repetition rates, particularly at grade 1, MOPME has recently authorized two NGOs – BRAC and Save the Children USA - to organize pre-primary classes in GPS and RNGPS. BRAC started first and has organized 20,000 one-year school preparedness 'baby classes' in GPSs by the end of 2006, on the premises or in the vicinity/catchments of the school, on condition that the mother school would enrol the passing children (33 per centre) in Grade 1. A model of pre-school education has emerged through this partnership between the Government and NGO, giving the government the option of cost sharing and support in early childhood education. BRAC has plans for more 'baby classes'.

6.6   The other NGO, Save the Children USA, authorized to set up pre-school activities in RNGPS, has organized 2,000 units so far, including home- and community-based centres in school catchment areas, linked to designated mother schools. Plan Bangladesh, another NGO, is working in this area independently with family- and community-based programmes, through and in collaboration with other NGOs – such as BRAC, Dhaka Ahsania Mission (DAM), Grameen Shikkha, etc. It assisted the national ECD project implemented by Bangladesh Shishu Academy (BSA), a field organization of the Ministry of Women and Children Affairs (MOWCA). The BSA centres carry the name Shishu Bikash Kendra; some other NGOs also use this name.

6.7   UNICEF supports the BSA project. UNICEF also supports the pre-school programme of the Integrated Community Development Project (ICDP) of the government in the three hill districts; the pre-school centres are known as 'Para Centres" (neighbourhood centres) for initiating the ethnic children into education. Plan Bangladesh provided technical assistance to UNICEF as well as the government on ECD project. UNICEF has helped establish an ECD network of BSAF and NGOs involved in ECD.

6.8   To sum up, there are three types of ECCE programs currently in operation though their overall scope remain limited:

(i)   Organized school-based pre-primary education program ('baby class'); NGOs, authorized by the government, establish and manage this programme in government and registered non-government primary schools; private schools also provide pre-school education through play groups in kindergartens, etc.;

(ii)   Informal 'baby classes' in GPSs; and

(iii)   Limited home- and community-based ECD programmes established and managed independently by NGOs.

6.9   GOB approach to ECCE so far has been based on the following considerations:

o   Appreciate the role of NGOs and private organizations engaged in ECCE programmes;

o   Encourage and authorize select NGOs to establish pre-school classes in government, and registered non-government primary schools (supported by the government);

o   Allow other NGOs wishing to establish and manage such programmes to do so;

o   Encourage community-based ECD/ECCE centres, established and managed independently by NGOs;

o   To establish an ECCE unit to provide oversight and coordinate the activities of NGOs and other organisations, to extend technical assistance in development of teaching, learning, training and play materials for the programme, and ensure enrolment and continuing in primary education; and

o   The government recognizes that early childhood programmes should meet not only educational but also such needs as health, nutrition, water, sanitation, etc., particularly of the children of hardcore poor families, for full development of their "cognitive, emotional, social and physical potential" (UNICEF, 2001).

6. A.2 Issues and Challenges in Scaling up ECCE

6.10   Establishing a comprehensive program for achieving the DFA goals for ECCE entails a number of issues and challenges:

(i)   A comprehensive policy vision on ECCE remains to be developed. The priority focus so far has been on universal primary education (UPE) but there is an increasing realization that achievement of quality goals in UPE will require a much more vigorous engagement with ECCE. The strategic challenge is to build on the lessons learnt from ECCE experience thus far and develop a cost-effective route to scaling up;

(ii)   Priority target group for ECCE coverage will be 3-5 year old children of poor families including other disadvantaged groups such as disabled, isolated communities, and communities suffering social exclusion;

(iii)   GOB has rightly focused on a partnership strategy for its engagement on ECCE utilizing relevant NGO expertise. Role of other potential actors, namely local governments and CBOs, will also require to be explored;

(iv)   Scaling up ECCE will require not only a focus on its academic aspects but also on the 'care' aspects since the goal is not only to initiate the child into a schooling

process but his/her holistic growth as a personality (see Figure 2). Finding an effective programmatic balance between departmental roles and community/family roles will be a key challenge;

(v)   Scaling up ECCE coverage will require major efforts at developing support facilities to provide training, community facilitation, curriculum guidelines for field-level implementers;

Figure 2: The Child's Care and Development Needs
(Source: UNESCO, 2001)
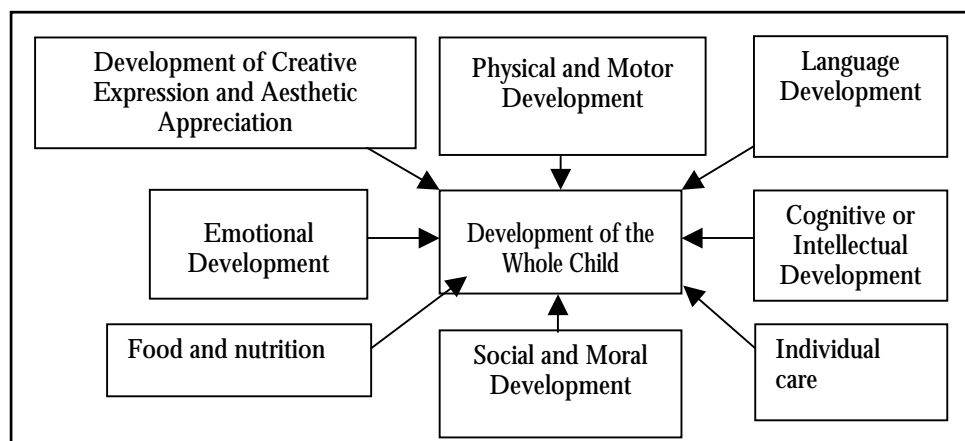
6. A.3 Program Strategy

6.11   Program tasks on ECCE within NPA II will include but not necessarily be limited to the following:

a) **Development of a National ECCE Policy:** The government (MOPME), in consultation with relevant Ministries, NGOs, and all other stakeholders, will develop a comprehensive National ECCE Policy (CNEP) indicating contents, modalities of organization and operation, coordination, monitoring and evaluation, as well as an institutional strategy to implement the policy;

b) **Types of programs:** NPA II envisages three types of programmes to address ECCE:

- School-based ECCE program (SBEP) for pre-primary education,
- Community-based ECCE program (CBEP), centres located within primary school catchments with arrangements for transfer of pre-school completers to the linked mother school; and other activities for total development of children; and
- Home-based program (HBP)as may be necessary and convenient for the target children;

c) **Integrated approach to ECCE:** the program will follow an integrated strategy that combines health, nutrition, sanitation and education activities in the centres;

community-based ECCE centres will receive support from all concerned ministries and other agencies, such as health care, sanitation facilities, National Nutrition Program, etc. MOPME will facilitate coordination of these activities;

d) ***Two-track implementation approach:*** The program will run on both formal and non-formal tracks with some variations:

- SBEP will run as a constituent part of all formal government, community and non-government primary schools, including those for the ethnic minorities and disabled children, madrasahs and similar institutions. Primary schools will re-designate existing 'baby class' as 'pre-primary' or 'preparatory' class and generally focus on 5-year old children since taking the 3-4 year old children will over-extend the schools' capacity and purpose;

- SBEP children will be covered by the school feeding program;

- CBEP will organize Community ECCE Centres (CEC) and Home-based program (HBP) under NFE sub-sector for 3-5 year old children of hardcore poor families, provide care and developmental services covering health, nutrition and socialization, and gradually initiate the children to education; conduct the school preparatory course for the 5-year olds and arrange to enrol them in Grade I of primary schools on completion;

- CBEP will organize a school feeding type of program for the children;

- CBEP will help organize community level Day-care facilities (including pre-three children as well) for working mothers, in cooperation with employers, relevant government ministries (MOWCA, MOHFW, Local Government Division of LGRDC), civil society, NGOs and CBOs, Parents groups, etc;

e) ***Separate classroom in primary schools:*** the long-term objective will be for the formal school to add an appropriately designed classroom with adequate space, fully equipped with play and learning materials, and a trained teacher/guide; SBEP class will normally take around 30 children, if there are more children it will divide children into sizeable groups;

f) ***Training of parents and caregivers:*** the community ECCE centres will be additionally utilized to provide training to parents and other caregivers to enrich their understanding and practice of care-giving, at family, school and community levels;

g) ***Core curriculum and learning materials:*** the national program will develop, in cooperation and consultation with NCTB, NGOs, academic organizations and individual experts a set of core learning contents and reasonably priced materials and equipments that could be used and adapted by different agencies and centres to suit the needs of children under their care;

h) ***Training of teachers, facilitators and supervisors:*** national capacities in the government and non-government sectors will be fostered to undertake training programs for teachers, facilitators and supervisors so that programme implementation benefits from adequately qualified personnel;

i) ***Programme innovation:*** A focus on innovations will be a central part of the strategy to scale up ECCE. Developing good models which can be replicated by local NGOs, CBOs, and community groups will be a major programme focus. Several NGOs have already developed innovative models and these and others will be actively encouraged;

j) ***Utilization of Information, Education and Communication (IEC):*** The program will develop and implement an advocacy, social mobilization and communication program through the mass media and other modes to convey the messages of ECCE to the parents in rural, remote, tribal and slum areas. It will also raise awareness among UPs and municipal bodies to initiate both SBE and CBE programmes. A comprehensive IEC program for ECCE will be designed and implemented to achieve the programme objectives.

6. A.4 Implementation Strategy

6.16   DPE will oversee implementation of the school-based ECCE programme (SBEP). Implementation will be through NGOs who will be encouraged to organize an ECCE section attached to primary schools or in its vicinity and on completion enrol the children in Grade I of the mother school or the nearest primary school.   DPE will exercise its oversight function through the establishment of a small ECCE Coordinating Unit and through the introduction of an ECCE section in its EMIS to keep track of children enrolled, transferred to grade1, progress in school and included in the school feeding program. EMIS data will be used to assess the progress and working of the SBEP.

6.17   BNFE will implement the 'family and community-based' part of ECCE or CBEP/HBP through NGOs and Community-Based Organizations (CBOs), and other community groups dealing with the vulnerable and disadvantaged children. To this purpose, it will establish an ECCE Unit. It will coordinate with DPE for transfer and enrolment of CBEP/HBP graduates to grade 1 in primary schools. MOPME will facilitate coordination with other ministries on nutrition, health and other aspects of the program.

6.18   Non-government centres like 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. Such programs will have to be especially designed to meet the challenge, developmental and educational needs of children with different types of handicaps.

6. A.5 Estimates of ECCE Target population

6.19   The estimated target population for Early Childhood Care and Education by base year 2000 and NPA II phases is shown in Table **6.1** below:

Table 6.1: ECCE Target Population Estimated for NPA II

Age Group	Benchmark 2000	Growth Projection and Targets by Selected Years (in 000s)		
		2005	2010	2015
Boys 3-5 years	5191	5614	5477	5950
Girls 3-5 years	5002	5408	5276	5732
Total 3-5 year olds	10193	11022	10753	11682
5-year olds	2912	3179	3150	3293
Boys	1477	1613	1600	1674
Girls	1435	1566	1550	1619

6.20   As already stated, a two-track approach will be pursued with school-based ECCE programme (SBEP) focused only on 5 year olds, and, community based ECCE programs (CBEP) focused on 3-5 year old children of poor families (40 percent of the population in this cohort). The 'baby classes' in primary schools will be formalized by phases as 30% by 2005, 50% by 2010 and 80% by 2015[13]. Fifty percent of the 5-year old children will go to formal primary schools and the non-formal stream will cover the other 50% by phases at 30%, 50%, and 80% respectively as in the formal. The implementation approach will be to make a robust beginning on the above targets and gradually expand coverage through NGO assistance. Distribution for the two sub-streams the projections between formal and non-formal sub-sectors is shown in Table 6.2 below:

Table 6.2: Distribution of Projected ECCE Target Population by Sub-Sectors, Primary Schools taking only the 5-year Old Children

Sub-sector	Benchmark	Program coverage and distribution by phases (in 000s)[14]			
	2000	2005	2010	2015	Total
Total 3-5 year population	10,193				
SBEP	-	1,000	1,000	1,317	3,317
CBEP	-	1,019	1,868	1,245	4,132
Total	**7,449**	**2,019**	**2,868**	**2,562**	**7,449**

6. B   Universal Primary Education (UPE)

6. B.1 UPE as a Core National Commitment

6.21.   The DFA goal for Primary Education is "*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*". The goal has been restated as an MDG (MDG 2: achieve universal primary education). The Constitution of Bangladesh (1972), UPE programmes

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[13] The 'baby classes' already organized by BRAC may be formalized immediately.
[14] This programme will begin from FY 2008 and the figures will be adjusted accordingly

of 1980-81, and, the Primary Education (Compulsory) Act, 1990 had already captured the essence of the above commitments underscoring the home-grown nature of UPE commitment by Bangladesh. The country nationalized the primary schools in 1973 under the Primary Schools (Taking Over) Act, 1974 and re-designated them as Government Primary Schools (GPS); the teachers of the schools were made government employees. Later on, the government gave registration to a large number of other community-managed primary schools, and named them as Registered Non-Government Primary Schools (RNGPS).

6. B.2 Current Situation

6.22.   There are three types of primary level institutions. Firstly, Government owns and manages the GPSs with support of a local School Management Committee (SMC) and Parent-Teachers Association, PTA. Secondly, local communities manage the RNGPS, satellite and community schools with salary support from government (ranging from 80 to 95 percent). Thirdly, the community manages the non-registered non-government primary schools on their own including ebtedayee madrasahs. The kindergartens and similar private schools operate on their own, without support or supervision from the government.

6.23   Government bears all operational cost of GPSs and provides 100% salary support for the teachers of RNGPS, besides the cost of infrastructure development and training of teachers in PTIs. Government also bears all costs of the experimental primary schools attached to the Primary (Teacher) Training Institutes, and support to community schools and satellite schools, which have since been discontinued. Altogether, the Government bears the cost of running **57,152** (of the 78,363) **or 72.9%** of all institutions that provide primary level education in the country (re Table 3.4).

6.24   The Directorate of Primary Education (DPE) under MOPME was created in 1981 to implement GOB commitment on UPE. It has grown into one of the biggest government agencies with administrative oversight over the entire formal primary education sector. An important weakness has been the skewed nature of resource use: over 96 percent of budgetary provisions for primary education goes to pay the salaries of the nationwide network of officers, staff, teachers and RNGPS leaving little resources for system development and quality improvement. DPE also suffers from a lack of decentralization and GOB is currently reviewing options for improving operational efficiency of the agency.

6.25   While Bangladesh has made significant progress on its UPE commitments as evident in gross enrolment rates and gender parity, drop-out rates remain significantly high indicating low completion rates. More worryingly, available evidence suggests major weaknesses in classroom achievement indicators and a growing quality divide between rural and urban schools. Specific sub-groups of the poor also suffer from a lack of access to school facilities. Thus, notwithstanding its impressive achievements, significant challenges remain for Bangladesh on meeting many of the substantive indicators of UPE. The overriding challenge is to ensure quality improvements in the formal primary schools where the bulk of the children are.

6. B.3 Program Priorities

6.26   In the light of current weaknesses and problems as identified earlier, the following program priorities are proposed for NPA II by 2015:

Accommodation and Access

- Enhance classroom space to an average of 50 sq.m School accommodation to 350 sp.m: total rooms may be linked with the approximate number of children to be served.; for a total of 9 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;

- Ensure a reliable database on all school-age children in the country; eliminate double and multiple enrolment and discrepancy in GER, NER and wastage parameters on all primary level institutions ;

- Bring schooling facilities within easily accessible range closer to home, well-resourced satellite schools (only where essential) and community schools will be established and supported in partnership with NGOs/CBOs;

- Ensure 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 alternative arrangements made for the purpose;

- MOPME taking responsibility for managing and/or ensuring adequate coordination between and among all government and non-government agencies in matters of primary level institutions, including ebtedayee madrasahs.

Attendance, Retention and Completion of Cycle

o   Expedite increase in school accommodation to ensure elimination of shift system by phases, latest by 2010;

o   Reduce the class size to 46 by 2009 and to 40 by 2015; flexible class structure to allow organizing and reorganizing it for different subjects and activities;

o   Ensure time-on-task and increasing the class hour to a minimum of 35 minutes for Grades I-II and 45 minutes for Grades III-V, ensuring actual class transaction time of 30 and 40 minutes respectively with five minutes for transition and roll call; ensuring timely attendance by both teachers and pupils;

o   Improve the school and classroom environment by using child-friendly and participatory approach, making the learning a joyful experience, involving children in school improvement and maintenance activities through group projects;

o Consolidate achievements on gender equity by continuing stipend program for girls; explore options for providing some incentives to Grade II graduates of satellite/feeder schools to enrol in Grade III of primary schools;

o Develop and implement a phased school feeding program based on nutritionally-relevant meal content, cost-effectiveness, decentralized supply chains and a management strategy which avoids vesting responsibilities on teachers;

o Ensure that children complete the class and homework so as to enable them to pass the quarterly and annual tests, and complete the primary cycle in five years.

Quality in Primary Level Education

▪ Review and improve the curriculum introduced in 2003 to suit the needs of a knowledge-based society operating within a global environment; introduce other interesting reading materials that help develop reading habits and add to the knowledge base;

▪ Establish and equip libraries in schools with computers and adequate supplementary reading materials to help develop reading habits and use of ICT so that the creative potential of each child can be stimulated;

▪ Review ebtedayee madrasah curriculum to bring it in closer conformity with primary education curriculum so as to widen the opportunity horizon of madrasah pupils and enable them to move on to secondary education;

▪ Review 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 board to ensure a basic minimum level of achievement by the pupils in the country;

▪ As and when additional resources are available provide textbooks free of cost to all children in all primary institutions where NCTB curriculum is used; expand provision of other relevant accessories such as workbooks, scales, compass, pencils, etc; policy on re-use of books will continue with improvements in paper quality and binding;

▪ Promote a career path for teachers and review the option for forming a *Primary Education Cadre* to infuse primary education management with direct primary school experience; improve salary package for teachers and provide opportunities for advanced training so as to attract and retain quality teachers;

▪ Strengthen the sub-cluster training and re-orient them from administrative and personnel-related issues towards issues of improving teacher performance and the classroom and school management system; apply the same principle in URC-based training;

- Initiate program to significantly upgrade PTI performance with particular attention to library and infrastructural facilities, recruitment of quality instructors with experience of teaching in primary education, abolishing the shift system, developing and adhering to an annual calendar, and introducing three-month refresher courses for teachers once every three years;

- Transform NAPE into a high-quality professional organization with a professional and well-trained faculty having primary school teaching experience in place of current system of deputation and high turnover; introduce B.Ed (Primary), M. Ed (Primary) course as early as feasible and encourage basic research in primary education;

- Introduce a paradigm shift from current practice of perfunctory administrative inspection mode to academic supervision by the AUEOs so as to improve classroom performance and strengthen professionalism of teachers;

- URC's have to be adequately equipped in all respects to function truly as resource centres for contributing to the training process of all including skill development of AUEOs in mentoring and acting as role model conductors.

Teacher Recruitment and Training

o While qualification of teachers should be raised to a minimum of Bachelor's degree by 2008, all new recruitments should aim at attracting persons with an additional B. Ed in primary education; allow existing teachers to upgrade their basic qualification (by arrangement with Open University); ensure Head Teachers (HT) have a B. A, B. Ed by 2008 and M. Ed in primary education by 2010; enhance the status and remuneration package of HTs and other teachers to attract people with right qualification and aptitude;

o Fill up all existing vacancies of teachers and subsequently create necessary posts and make continuous recruitment to bring up the teacher/student ratio to 1:40 by 2015; make advance plans for quick replacement of retiring teachers through timely recruitment, training and placement of new recruits; recruit all new teachers from among female candidates with newly fixed qualification until 60% quota of female teachers is filled, preferably by 2008. Both district and Upazilla quotas may be used in recruitment of female teachers, keeping in view the convenience of their residential accommodation;

o Teachers without training would not be placed in classroom. Where posts would have to be filled on emergency basis, the new recruits will be put through a two-week orientation course before being assigned to conduct classes. The course will include pedagogy, classroom norms and art of transactions, how to facilitate class and deal with children in a child-friendly participatory format. It will also include how to prepare lesson plans and use it in facilitating the class; how to conduct CPA and CLA and assess homework. This would be followed up with two days' training in sub-

cluster training every month. They would be sent to PTIs for C-in-Ed course within the first year of recruitment;

o   Review and revise teachers' training curriculum (in anticipation and in light of the 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; the inspection mode of supervision will be discarded;

o   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;

o   Make optimum use of existing PTIs and if required, examine necessity of expanding and strengthening 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;

o   Introduce new recruitment rules to fill the posts of PTI Instructors with university graduates (M. A in Primary Education) or Master's 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 2008 after due training; allow no untrained new recruit to conduct classes;

o   Strengthen institutional capacity of NAPE, in particular 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;

Assessment and Achievements of Learners

o   Use both *Continuous Pupil Assessment (CPA)* (Grades I-II) and *Continuous Learning Assessment (CLA)* for (Grades III-V) and encourage quarterly and annual Report Cards as evidence of performance of children;

o   Promote school-based remedial classes for weaker pupils and mainstream lessons learnt from existing good practices on addressing supplementary teaching needs of pupils;

o Introduce public examination[15] at the end of Grade V for all completers and offer Primary School Certificate (PSC) to successful candidates.

Governance, Management and Accountability

- Strengthen MOPME on its policy development, strategic management, coordination, and data-base management functions;

- Improve the operational efficiency of DPE through a meaningful decentralization strategy. Developing such a decentralization strategy and piloting implementation of the same within the time-frame of PEDP II (2009) and prior to launch of next phase of PEDP to realize MDG and EFA goals by 2015 will be a key priority;

- Improve the activity management system under the Sector Wide Approach (SWAP), as proposed in PEDP II, by aligning across projects similar activities such as training within an annual work plan for implementation;

- Undertake realistic steps to make SMCs more functional towards improving school performance;

- Strengthen supervision and monitoring of school performance through re-vitalizing the traditional priority put on inspection functions and by developing and integrating an effective MIS;

- Develop and implement a specific plan to improve the production and dissemination of educational statistics; in particular, undertake a fresh composite survey in collaboration with BBS, NGOs and research organizations to establish comprehensive benchmarks and school mapping and a systematic plan on updating at relevant intervals.

6. C   Non-Formal Education (NFE)

6. C.1 National Policy on Non-Formal Education

6.27   Non-formal education has had a rich and varied history in Bangladesh. Drawing on the relevant lessons from these long-standing engagements by GOB and NGOs, GOB promulgated a national policy on non-formal education in February, 2006. The PRSP (GOB, 2005) too has recognized the importance of non-formal education towards achieving MDG and poverty reduction goals. The national policy underscores the important role NFE can play in meeting the learning needs of educationally disadvantaged persons, in particular, disabled, children living in remote locations, engaged in hazardous jobs, socially disadvantaged persons, marginalized groups such as working children and children on the street. NFE is conceptualized as a purposeful and systematically organized form of learning outside the formal system with flexibility in organization, timing and venue to suit the circumstances of its clientele. With a long

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[15] It has partially began in 2006 on a pilot basis

team view NFE is to be an integral part of education system, toward establishing a learning society where all will participate and take benefit from centennial growth of knowledge and skills will the advancement of science and technology at national as will as global level. To take forward the NFE national policy, MOPME has established a Bureau of Non-Formal Education, a successor to the Directorate of Non-Formal Education, which was phased out in 2003.

6. C.2 NFE Clientele

6.27   The following clientele have been identified for NFE programs:

- 3-5 year old children of poor families

- Primary school drop-outs and non-enrolled of dropped out (16-25)

- Never-enrolled or dropped out (16-24) adolescents and young adults (25)

- Children living in remote locations, engaged in hazardous and suffering social exclusion

- Illiterate and non-Illiterate adults.

- Adolescents, youth and adults already engaged in the world of work and need constant upgrading of knowledge and skills for advancement of the quality of performance in the changing national and global contexts.

6. C.3 Program Focus and Project Priorities

6.28   NFE program focus will include:

- o Early childhood care and education (ECCE)
- o   Basic education for out of school children.
- o   Basic education of adolescents and adults.
- o Continuing education programs for life-long learning.
- o Training in vocational, entrepreneurship and employment related skills.
- o Quality learning through the programmes in the above must be ensured in order the leasers get tangible benefits.

6.29   Project priorities on NFE during NPA II period will include the following:

- Early Childhood Care and Education (ECCE)[16] program for children aged 3-5 years of hardcore poor families, covering 40% of the age group, the ones below the poverty line;

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[16] NFE part of ECCE program will cover only the children of hardcore poor families (40% of the age-group total)

- Non-Formal Basic Education (NFBE-1)[17] program will cover the 6/8-10 year old un-enrolled, primary school dropouts, child labour, street children and other disadvantaged children, covering 50% of the group total; gradually up scaling to cover 100 percent.

- Non-Formal Basic Education (NFBE-2)[18], the 11-14 year old un-enrolled, primary school dropouts, child labour, street children and other disadvantaged children, covering 50% of the total; up scaling and integrating with training for improving the life situation.

- Continuing Education and Livelihood Skills Program (CELSP)[19] for Out-of-School Adolescents and Youth (OSA/Y), a pilot project for 12-19 age group population; linked to enterprises engaged in production and employment generation.

- Young Adults' Literacy and Training Program (YALTP), planning for 50% of the 15-24 year old population;

- Adult Education Program (AEP): covering 25% of the 25-45 age group, with priority to 25-35 age group; the on-going PLCE projects serving DNFE graduates will continue as planned but include primary school dropouts[20]; This will be designed with area specific consideration for linking education with development activities that will indicates the prospect for the learners to take benefit from.

- Post Literacy and Continuing Education (PLCE), planning for 30% of the remaining age group population; and take up new CE program for promoting a learning society.

6. C.4 Implementation Strategy

6.30   The broad implementation strategy of the NFE component in NPA II includes the following:

i) It is envisaged that NGOs and CBOs will play the primary role in implementing NFE programs while MOPME through its agency BNFE will exercise the oversight functions including policy development and policy guidance, target-setting, standard-setting and quality control, monitoring, coordination with UPE targets, and, capacity development.

ii) At the field level community-based networks of learning will be developed for creating opportunities for life-long learning through intending opportunities for effective skill training and continuing education.

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[17] NFBE will provide a safety net for those who would otherwise miss education and grow into illiterate adults
[18] NFBE will provide a safety net for those who would otherwise miss education and grow into illiterate adults
[19] CELSP for OSA/Y will be a pilot program, 70% girls, to be refined and integrated in the third phase of NPA II.
9 The on-going PLCE program will continue as planned and serve the past TLM neo-literates, if available; if not, will take in older primary school dropouts and provide/ create opportunities for life-long learning through CLCs established;

ii) A specific responsibility of BNFE will be to develop and maintain a database on all aspects of NFE activities in its MIS utilizing statistics from both public and NGO sectors and ensuring collection of new statistics to cover critical gaps, if any. The database will have to be updated regularly and necessary access ensured for all interested stakeholders; an MIS unit in the MOPME would be fed from both the formal and non-formal sub-sectors to facilitate supervision, monitoring, and speedy policy and strategy decisions;

iii) BNFE will pro-actively develop further the present GO-NGO partnership into a participatory partnership in planning, implementation, monitoring and evaluation of NFE programs; promote NGO/CBO capacities to achieve quality in NFE program formulation and implementation;

iv) Developing need-based curriculum and program packages suitable for different cycle of NFE programme and continuous updating of the curriculum contents and program delivery mechanism.

v) Estimated of equivalent framework between non-formal and formal education programs based on pilot schemes and implement ting of lesson from pilot phase.

vi) MOPME coordinates and monitors all NFE activities in the government, NGO and private sectors through the smaller arm of the National Primary and Mass Education Council by establishing a National Advisory Council including representations from policy makers, professions, NGOs and other stakeholders to carry out the work on a quarterly or half-yearly basis to ensure achievement of NFE EFA goals set in this Plan quality assurance as envisaged and resolve all inter-agency problems;

vii) Strengthen the professional capacity of BNFE, and other NFE providing institutions ensure appropriate qualification at recruitment and provide adequate training to staff to give them professional proficiency and a career path. Design and implement with the support of other relevant authorities equivalency programme to promote NFE as an educational system to grade the learner's education.

viii) Development of a national testing system of support standardized learner assessment procedure and instatements suitable for assessing target competitions which are devise in nature and delivered in different flexible mode of delivery.

ix) Organize and establish linkages with other relevant programs (skills training, micro-finance, employment outfits, etc) and organizations to assist NFE program participants to put their new-found learning, job skills and knowledge to work towards poverty reduction, income generation/augmentation. Involve local level people's institutions for supervising and monitoring the work of learning centre.

6. C.5 L/NFE Coverage Targets

6.31   Table 6.3 below gives an estimate of NFE program targets by age ranges and by Phases of NPA II:

Table 6.3: Selected NFE Targets by selected programs and NPA II Phases[21]

			(in 000s)
Programme Coverage by Age Groups	Benchmark	Clientele Targets of NPA II Phases*		
	2000/2001	2005	2010	2015
ECCE: 3-5 (hardcore 40% of total)	4132	1019	1868	1245
NFBE: 6/8-10 (50% of dropouts/ un-enrolled of 2001 base +)	6120	1545	2721	1854
NFBE: 11-14 (2001 base)	6031	1535	2600	1896
OSA/Y: 12-19 (pilot project)[22]	168	18	30	120
Young adults: 15-24 (50% of the illiterate group)[23]	5369	1431	2339	1599
Adults: 25-45 (25% of the illiterate group)	2701	810	1081	810
PLCE targets, no addition[24]; 30% of the remaining 11.602 m	3481	1044	1392	1044
Total[25]	**28001**	**7402**	**12031**	**8568**

* As the TLM project was closed down and DNFE phased out in 2003 the new BNFE, established in 2005, will take up programmes from FY 2008, covering 7.22 million persons by 2010 and 8.57 million between 2010 and 2015 or a total of 15.79 million educationally disadvantaged persons by 2015.

Notes on NFE program target calculation and coverage:

(a)   The Plan uses the 2000/2001 relevant population figure as the benchmark, and the projected growth figure at the terminal year of the three phases as the benchmark target population for the next Plan;

(b)   NPA II covers an average of 25% of the benchmark figure of 2001 by 2005, about 45% of the number in 2005 between 2005 and 2010 and 30% of the 2010 figure between 2010 and 2015. PLCE project 1 has been staggered to 2007 and will possibly meet its target of 1.6 million by then; PLCE 3 is on-going and will meet its target of 0.162 million; PLCE II start has been delayed to 2006 and expected to be completed in 2011. Originally planned to serve the TLM neo-literates the selection criteria has been changed to include primary school dropouts. NPA II proposes to cover up to 30% of TLM participants (records show 15.234 million) or an equivalent number of primary school dropouts.

(c)   The Plan proposes that NFE ECCE program cover 40% ($\pm$ the children of hardcore poor families, 4.077 million in 2001) of the baseline figure of 10.377 million 3-5 year-old children; (FCPE sub-sector will take the 5-year olds of the remaining 60% in its 'baby classes' or pre-primary classes), 50% of the illiterate persons of 15-45 age group (DFA goal), illiterate children of 6/8-10 and 11-14 age groups, and TLM neo-literates as resources permit;

(d)   CELSP for 12-19 years age group: 48,000 adolescents are covered for an experimental program for four years (18,000 in the first phase and 30,000 in the second), mostly girls. It will cover 120,000 OSA/Ys as an integral part of NFE program in Phase III.

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[21] With the closure of TLM project and DNFE in 2003 only two PLCE were in operation until FY 2007. Thus NFE will cover only the targeted clientele (20.5 million) for the phases 2010 and 2015.

[22] The actual benchmark figure for this group was 25.205 million in 2001.

[23] It counts only 50% of the illiterate among 15-24 age groups.

[24] Of the 15.222 million 3.622 million will have been served by 2007/8 by the three PLCE projects; the target numbers include the 3.622 million

[25] The proposed programs will cover 38.424 million, 85.18% of the benchmark population, by 2015.

Chapter 7
NPA II Implementation Challenges

7. A   Coordination and Strategic Planning

7.1   The key challenge for NPA II is to contextualize EFA and MDG targets into a realistic road-map of approach, targets and responsibilities. The shift from a projects approach to a program or sector-wide approach (PEDP II) with an emphasis on quality has transformed coordination within government, between government and development partners (DPs) and amongst DPs into a strategic challenge. Unless the coordination and strategic planning challenges of a paradigm shift from access to quality are adequately addressed, the benefits of a shift to a program approach may not materialize. It is also important that a flexible, lesson-learning approach be adopted in program review and adjustment.

7.2   A particular challenge lies in the fact that while MOPME is responsible for implementing NPA II, critical agencies such as National Curriculum and Textbook Board (NCTB), Bangladesh Bureau of Educational Information and Statistics (BANBEIS), Bangladesh Madrasah Education Board (BMEB) are outside its administrative control. Globally, UNESCO deals with all EFA matters but the National UNESCO Commission has no direct linkage with MOPME. This anomaly calls for review and early resolution. Ministries with which enhanced coordination will be critical include Women and Children Affairs, Education, Health and Family Welfare, Social Welfare, Local Government and Rural Development (LGED/DPHE/Union Parishads), and, Finance and Planning.

7.3   With the adoption of the *National Strategy for Accelerated Poverty Reduction* (PRS, 2005) there is also a challenge of aligning NPA II activities with the implementation of the broader MDG-based PRS goals. The multi-stakeholder sectoral monitoring committee established within MOPME under the monitoring framework on PRS implementation can be utilized to pursue the goals of such alignment.

7.4   There is also a need for coordination between NGO programmes, mostly under the NFE canopy, targeted at never-enrolled and dropout children, out-of-school adolescents, illiterate youth and adults and parallel programmes within the public sector. Outputs of NGO programmes is not reflected in the official data thus leaving a dent in the actual progress achieved in education. Strengthening the professional capacity of the public sector to provide policy guidance for NGO programmes so as to better achieve EFA and MDG goals is also a priority.

7. B   Mobilizing Resources

7.5   The complex and multi-dimensional targets of achieving EFA within NPA II requires substantial resources. GOB has been consistently giving high priority since the initiation of NPA I to educational commitments in the allocation of its budgetary resources (around 70 percent of the program budget in the General Education Project of early 1990s and of PEDP I of late 1990s). However, the scale of resource requirements for the ambitious goals of NPA II implies the need for donor assistance over and beyond GOB resources. Development Partners have

been particularly supportive of Bangladesh's commitment to and achievement on EFA goals and have been generous in extending resources to support well-planned interventions in the light of their commitments made at the Dakar World Education Forum. The need for such support remains imperative for the whole period of NPA II and the case for such support has been further strengthened by the Paris Declaration on Aid Effectiveness through harmonization. The challenge for GOB is to formulate the claims for such resources through credible indicators of progress on existing programs and compelling new plans, which address gaps in existing program focus vis-à-vis the broad NPA II vision.

7.6   However, neither GOB resources nor donor assistance will suffice to meet the resource requirements of all aspects of NPA II goals. There is thus a core issue of intensifying social mobilization for sustained community involvement and ownership on many of the NPA II goals, in particular in the NFE sub-sector. Inspiration can be drawn from innumerable examples where communities have provided space for community learning centers or their construction, mats, benches, blackboards, lanterns, wall charts and time of local community leaders, in organizing and managing the centers.

7. C   System Reorganization

7.7   GOB has adopted a determined but realistic approach in strengthening systemic capacities towards achieving EFA goals. The focus has been both on introducing incremental measures with critical results potential and on systemic reorganization where relevant. GOB has brought about procedural reforms that have resulted in faster flow of information. It has also built 14200 new class-rooms and recruited 14200 new teachers to meet the goal of putting 1 teacher in each classroom. School Management Committees are being strengthened and empowered with responsibilities of overseeing the classroom construction and other associated activities. A groundbreaking initiative has been the decision to introduce terminal examination or assessment at the end of grade V in December 2006 to ensure that children going for secondary education are fully prepared for it.

7.8   With regard to administrative reorganization, GOB has established the Bureau of Non-Formal Education (BNFE) with a new organizational orientation of professional management and partnership development in place of the Directorate of Non-Formal Education (DNFE) that was abolished in 2003. Government is also seriously reviewing the option of creating a special cadre or sub-cadre for Primary and Mass Education System as well as developing a separate group of women teachers with special training and skill for Early Childhood Care and Education (ECCE). A critical challenge will be to develop a training and recruitment strategy to address the enhanced focus on the teaching of English.

7. D   Partnership Development

7.9   Both the World Conference on EFA at Jomtein and the Dakar Framework have rightly emphasized the importance of governments working with a variety of partners to achieve the challenging goals of EFA. NGOs have played an important role in Bangladesh in extending access through NFE methods targeted to poor children. NPA II envisages newer challenges of partnership development. Two critical areas in the NFE sub-sector where the role of partners such as NGOs, CBOs and local governments will be critical are i) scaling up ECCE, and, ii)

extending access to 'missing poor' i.e. children in remote locations and facing social exclusion. However, with the paradigm shift from issues of access to issues of quality, new programmatic roles may also be opening up for appropriately prepared NGOs and professional groups in the critical areas of i) innovative teacher training, ii) capacity building of URCs, and, iii) analytical data-bases. Other relevant areas may also become evident in the course of NPA II implementation.

7. E   Data-Base and Use of Statistics

7.10   The importance of quality and credible statistics for program formulation and performance and outcome monitoring can hardly be over-emphasized. There are three dimensions pertaining to the question of statistics which are of relevance here: i) collection of data, ii) organization of the data into analytical information, and iii) utilization of the information for management, monitoring and program development. An MIS facility already exists for the formal primary education sub-sector but not for the NFE sub-sector. Critically, however, there has been inadequate policy emphasis on the importance of quality statistics and its effective utilization. An important challenge for NPA II will be to put in place a comprehensive policy vision and a commensurate institutional strategy to address the three dimensions of statistics mentioned earlier.

7. F   Considerations on Programme Costing

7.11.   GOB currently allocates in excess of Taka 3,000 crores (around half a billion US dollars) annually on primary and mass education sector. Realizing all of the goals of NPA II is likely to require an increase of at least 50 percent over this current outlay. For the period 2003-2015, this would tentatively imply a financing requirement of around 8 billion US dollars. Since 2003, GOB with support from DPs has been implementing PEDP-II, a multi-component program with a time horizon mid-way into the NPA II framework (i.e. 2009). An extended costing and financing exercise incorporating both agreed commitments since 2003 and requirements beyond 2009 to 2015 as well as new requirements on identified gaps such as on skill education for primary school-leavers is a policy priority.

7.12   An operationally important consideration will be the relative sub-sectoral allocation between the formal primary education sector (UPE component) and the non-formal education sector (ECCE and NFE components). Given the fact that the emerging challenge is one of quality and the greatest area of concern on quality achievements is in the formal primary schools, it is the UPE component which will require the greater share of resources. The relevant allocation ratio between the formal primary education sector (UPE and part of ECCE component) and the non-formal education sector (part of ECCE and NFE components) could be worked out on the basis of clientele population. This comes to 18 million school-age children vs nearly 24 million out-of school children, illiterate adolescents and young adults. Since primary school children engage in longer term study compared to shorter duration NFE courses for out-of-school population, it is suggested that budgetary provision for basic education be enhanced by about 50 percent over present level and the enhanced amounts be allocated in the order of UPE:: ECCE/NFE 7: 3. However, detailed programming and costing exercise may change this later to some extent. A tentative budget estimate is given in the next chapter.

Chapter 8
Budget and Resource Projections

8.A   Introduction

8.1   National Plan of Action (NPA II, 2003-2015) for EFA is a pro-poor plan and fits fully into the framework of the PRS document of GOB (*Unlocking the Potential*: National Strategy for Accelerated Poverty Reduction, 2005).   PRS, 2005 is designed to achieve the Millennium Development Goals (MDGs)[26] and identifies Quality Education (particularly in primary, secondary and vocational levels with strong emphasis on girls' education) as one of its 8-point strategic agenda. It emphasizes the critical importance of education and learning for empowering people with knowledge and skills as key elements of human development and poverty reduction. Commensurate with PRS framework and EFA priorities, National Plan of Action (NPA II, 2003-2015) gives pre-eminence to improving the quality of education, gender equity for both girls and boys, making education accessible, inclusive and provided for all. NPA II has set targets on enrolment, dropout, completion, and literacy rate for achievement of EFA goals by 2015. It proposes programmes for specific groups covering pre-school, and school age children, adolescents, young adults, adults, literacy and NFE leading to lifelong learning. It emphasizes the high value of livelihood skills as part of literacy and NFE to make the learning meaningful and ensure learners have access to wage or self-employment and micro-finance as needed to improve the quality of their lives.

8.B   Overview on Objectives and Targets

8.2   The objectives of NPA II are to:

• 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 channels, with emphasis on family and community-based programs;

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

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

• Increase adult literacy rate (among persons of 15 to 45 years of age) from 62% in 2000 to 90% by 2015 (reducing adult illiteracy by half, MDG), especially for women, through equitable access to quality basic and continuing education for all youth and adults;

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[26] United Nations, A/RES/55/2, 2000, United Nations Millennium Declaration, N. Y.

• Sustain and enhance the present gender-parity in primary and improve 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;

• 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; and

• 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 comparable standard of quality of education across the board and transferability from non-formal to formal and between streams to enable those who want to join the mainstream and continue further education or switch from one stream to another to pursue a chosen career path.

8.3   To achieve the above objectives, the following targets have been set for NPA II (2003-2015) as already described in Table 5.1. It should be noted that current prognosis make some of these targets quite ambitious. Nevertheless, the targets have been so set to emphasize the urgency of the task and the need to make greater efforts.

Table 5.1
Summary of EFA Targets, NPA II, 2003-2015

Indicator	Benchmark 2000	Targets for Selected Milestones		
		2005	2010	2015
ECCE				
Formal ECCE (Primary school attached)	22%	1 million	1 million	1 million
Non-formal ECCE (family & community-based) (% of extreme poor children)	n.a.	15%	20%	15%
Universal Primary Education				
Gross Enrolment Rate (total)	96.5	103	108	110
Gross Enrolment Rate (boys)	96.0	102	107	110
Gross Enrolment Rate (girls)	97.0	104	107	110
Net Enrolment Rate (total)	80	83	92	95
Net Enrolment Rate (boys)	82	87	91	95
Net Enrolment Rate (girls)	85	89	93	95
Drop-out Rate	33	25	14	5
Completion Rate	67	75	86	95
Non-formal Education				
NFBE – Access/Coverage	11	19	48	33
Adult Literacy Rate (15-24 age group)	66	73	82	95
Adult Literacy Rate (15-45 age group)	62	70	78	90

8.C   Cost of Meeting Target

8.4   To meet the above EFA and MDG targets, detailed cost estimates for UPE component and summary indicative cost for NFE component have been prepared. Table 8.1 first provides an overview of total cost estimate for meeting all targets over the NPA II period. Annex Table 1 provides detailed cost estimates for the Universal Primary Education

Component. Annex Table 2 provides indicative cost estimates for broad activities under NFE component.

Table 8.1

Total Cost Estimates for NPA II for both Universal Primary Education and Literacy and Non-Formal Education (2003-2015)

Phases	Formal Primary Education		Non-Formal Education	
	Revenue	*Development*	*Revenue*	*Development*
	Thousand Takas			
Phase 1 (2003-04)	212.12	64,202,737.66	47.77	804266.0
Phase 2 (2005-10)	746.15	158,360,927.99	168.06	133,436,605.0
Phase 3 (2010-15)	1,201.66	180,968,580.42	270.63	91,969,299.0
Total	2,159.93	403,532,246.07	486.46	226,210,177.0
In US $ ($1= 62)	34.837	6,508,584	7.846	588,476
Totals	Tk. 403,534,406.00		Tk. 226,210,663. 46	
	US $ 6,543,416		US $ 3,648,559	
Grand Total	BDT 62,975 crore USD 10.1 billion			

Note: These estimates should be considered as tentative, to be firmed up at the time of preparation of the specific program proposals and periodic revisions of the existing and future program components. The exact scope and target numbers may change according to the prevailing circumstances, policy modifications of the government as well as outcome of negotiations with the DPs. A very important factor under the continued economic liberalization policy of the government and effect of globalization, market conditions may constantly change affecting unit costs.

Estimated total cost for NPA II to meet all EFA targets over the twelve years 2003-2015 covering both formal and non-formal systems thus comes to Taka 62,975 crores or US $10.1 billion (in 2004 exchange rate). Substantial requirement of external assistance will be required to fulfil these cost targets.

8.D   Target Achievement Through Existing Projects and Additional Resource Requirements till 2015

8.5   Table 8.2 describes the existing portfolio of projects which address EFA targets under NPA II both in formal and non-formal components. Existing project portfolio thus cover an investment total of US Dollars 2.357 billion of which 1.481 billion is GOB investment and 0.876 billion is support from Development Partners.

8.6   Given that total resource requirements for meeting NPA II targets for the twelve year period 2003-1015 is tentatively estimated at US Dollars 10.1 billion and existing projects cover 2.357 billion of this requirements, this would indicate additional resource requirements for meeting all targets up to the terminal year of 2015 to be in the tentative region of US Dollars 7.743 billion. A substantial part of this will have to come from external assistance.

Table 8.2
Overview of Existing Education Projects in Bangladesh:
DP contribution and Areas of Support, GOB and NGO Share of Costs

Type of Education	Development Partners	Implementing Agency	Investment (USD) million		
			Total cost	GOB/NGO	DPs
A. Early Childhood Care and Education					
1. Early Learning for Development Project	UNICEF	MOWCA and other Ministries	14.14	0.085	13.285
2. Inclusive education and Early Childhood Care and Education (ECCE)	UNESCO	NGOs	0.098	-	0.098
Total			**14.238**	**0.085**	**13.383**
B. Primary education					
1. Primary Education Development Program (PEDP II)	ADB, AusAID, CIDA, DFID, EC, JICA, Netherlands, NORAD, SDC, SIDA, UNICEF, WB	MOPME/DPE	852	213	639
2. Reaching Out-of-School Children (ROSC) Project	IDA, SDC	MOPME/DPE	63.02	6.06	56.96
3. School Feeding Programme	AusAID, Saudi Arabia US AID, WFP	MOPME/DPE	30.0	3.0	27.0
4. Quality Improvement of Teacher Training in Science & Mathematics	JICA	MOPME/DPE	6.8	-	6.8
5. School Nutrition Programme	-	MOPME: Under preparation	-	-	-
6. Primary Education Stipend Project (July 2002-June 2008)	-	MOPME	534.24	534.24.	-
7. Construction of Govt. Primary School (Second Phase, July 2003 - June 2007	IDB	MOPME	9.97	n.a.	n.a.
8. Flood Affected Primary School Rehabilitation Project July 2005-June 2007	IDA	MOPME	48.25	n.a.	n.a.
9. Establishment of Primary Teacher's Training Institute (PTI) at Panchagar District HQ (July 20005- June 2011)	-	MOPME	1.32	1.32	-
10. Government Primary Schools Reconstruction and Renovation Project (2nd Phase) July 2006-June 2011	-	MOPME	190.62	190.62	-
11. Registered Non-Govt. Primary School Development Project, 3rd Phase, July 2006-June 2011	-	MOPME	131.31	131.31	-
Total			**1867.53**	n.a.	n.a.
C. Literacy/NFE/PLCE					
1. Basic Education for Hard- to- Reach Urban Working Children, Phase 2	SIDA, UNICEF, CIDA	MOPME/BNFE	41.75	1.28	40.47
2. Post-Literacy and Continuing Education for Human Development (PLCE HD 1)	IDA, SDC	MOPME/BNFE	66.62	11.0	IDA: 48.62 SDC: 7

Type of Education	Development Partners	Implementing Agency	Investment (USD) million		
			Total cost	GOB/NGO	DPs
3. Post-Literacy and Continuing Education for Human Development (PLCE HD II) Project	ADB, DFID, SDC & beneficiary contribution	MOPME/BNFE	87.0	14.28	72.88
4. Post-Literacy and Continuing Education for Human Development Project III (PLCE III)	IDB	MOPME/BNFE	2.68	-	
Total			**198.05**	**26.56**	**168.97**
D. Direct support to NGOs (General (assorted activities)					
1. BRAC Education Programme (BEP)	CIDA, DFID, Netherlands, Norway, NOVIB	BRAC	133.0	-	133.0
2. Education for Indigenous Children	Norway	BRAC	15.0	-	15.0
3. Underprivileged Children's Educational Programme (UCEP), Phase V	DANIDA, DFID, Norway, SDC	UCEP	9.8	-	9.8
4. SUCCEED (Early 19. Learning for School Success Programme)	US AID	Save the Children USA	12.0	-	12.0
5. Early Childhood Development and Primary Education	USAID	Save the Children USA	0.38	-	0.38
6. Basic School System and Adolescent Girls' Programme	SDC, SIDA	Centre for Mass Education in Science	3.8	-	3.8
7. Quality Education for All	SDC, SIDA	CAMPE (NGO apex body)	3.8	-	3.8
8. Life skills and Education for Adolescent Development	CIDA	USC Canada	4.0	-	4.0
9. Sesame Street Bangladesh	US AID	Nayantara Productions	6.3	-	6.3
10. Basic Education	SC USA	FIVDB	0.5	-	0.5
11. CHT Children Opportunity For Learning Enhanced-2	US AID	CARE & five local NGOs in CHT	0.591	-	0.591
12. Basic education opportunities for disadvantaged children	US AID	SC USA & FIVDB	0.752	-	0.752
13.Child Friendly Learning Community Leading to Improved Quality Education	US AID	PLAN International and Dhaka Ahsania Mission	0.891	-	0.891
14 Eliminating the Worst Forms of Child Labour in Bangladesh: TBP	DFID, Norway USAID	ILO with UNICEF and ADB	2.5	-	2.5
15. Active Learning Core Project	DFID	FIVDB	2.11	-	2.11
16. The People schools – Gonopathsala, including CHT	EC	One World Action/ Gonoshasthaya Kendro	1.5	-	1.5
17. Tribal Children Education Programme	EC	TearFund (UK)/ Koinonia	1.0	-	1.0
18. Expanding Inclusiveness and Government Cooperation (EIG)	Royal Norwegian Embassy	BRAC	16.0	-	16.0
19. Integrated programme in 3 Dhaka slums.	EC	Terre des Hommes (Italy)/ARBAN	1.0	-	1.0
20. Literacy Initiative for Empowerment (LIFE)	UNESCO	BNFE, BBS, NGOs	1.15	-	1.15
21. Basic School System	SDC-SIDA	Centre for Mass Education in Science (CMES)	2.28	-	2,28
22. Mitigation of HIV/AIDS Crisis in Asia through Education	UNESCO	Ministry of Education, NGOs	0.15	-	0.15

Type of Education	Development Partners	Implementing Agency	Investment (USD) million		
			Total cost	GOB/NGO	DPs
23. Participating Learning and Empowerment of Advices through Sustainable Education (PLEASE)	SDC	ASHRAI	1.1	-	1.1
24. Democratizing Culture and Human Development (Mobile Library)	Royal Norwegian Embassy	World Literature Centre (Biswo Shahitto Kenrdo)	2.002	-	2.002
25. Mobile Library Vans Support- Expansion of Mobile Library	Royal Norwegian Embassy	World Literature Centre (Biswo Shahitto Kenrdo)	2.2	-	2.2
26. Australian Development Scholarships (ADS)	AusAID	Australian Universities	4.4 (Annual)		4.4 (Annual)
Total Grant Total (A+B+C+D)					

Source: ELCG inventory Matrix, 2006, Progress of Implementation of RADP 2006-2007, Ministry of Primary and Mass Education

Note: Taka figures were converted on the rate $1=Tk.62

Annex Table 1
Development Cost Estimates for Universal Primary Education
(Tk '000)

Sl #	Program Activities	Targets/Items	Unit costs in Tk.	NPA II Phases and cost projections (Tk. 000s)			Total Tk. (in 000s)
				1	**2**	**3**	
				1 (2003-2005)	**2** (2005-2010)	**3** (2010-2015)	
1	Improving database and capacity of EMIS/GIS	IT equipment, consumables for MIS and website for MOPME; DPE (MIS/GIS), Field offices, hardware, software, training, data management, expertise, etc	-	261,157.68	652,892.50	718,181.75	1,632,231.93
2	Physical facilities in schools • Base: $\pm$ 312,000 classrooms in 2003 (avg. size 400 sft = 37.16m^2) • Needs: 50m^2 per classroom, 350m^2 per school, and 274,000 new classrooms, standardization, expansion, maintenance, furniture	New classrooms 50m^2 x 274,000	296,017.2/room	17,717,400.0	33,871,500.0	37,258,650.0	88,847,550.0
		Maintenance, repair, furniture/3yrs –25,000 schools/year	-	1,500,000.0	3,750,000.0	9,375,000.0	14,625,000.0
		`Water, sanitation, maintenance, supplies	12,000/school /year	1,872,000.0	4,680,000.0	5,148,000.0	11,700,000.0
		Newly designed furniture for Grades 1& 2, in 20,000 school/year	60,000/school	1,200,000.0	6,000,000.0	6,600,000.0	13,800,000.0
		Improving physical environment – review, survey, renovation, upgrading, additional teachers, etc	-	478,705.64	1,316,440.51	1,316,440.51	3,111,586.66
3.	Attendance, Retention and Completion of	Stipend program for pupils of marginal families – 5.7 million children/year	Average 110.00	1,254,000.0	3,135,000.0	3,135,000.0	7,524,000.0

Sl #	Program Activities	Targets/Items	Unit costs in Tk.	NPA II Phases and cost projections (Tk. 000s)			Total Tk. (in 000s)
				1	**2**	**3**	
				1 (2003-2005)	**2** (2005-2010)	**3** (2010-2015)	
	Cycle • Stipend estimate covers both one- and two-child families • Baby Class/ECCE • Health Care including periodic health checks	1 set school dress for girls of very poor families, 1.0 million/year	200/child/year	400,000.0	1,000,000.0	3,135,000.0	4,535,000.0
		Support for Baby Classes/ECCE, 25,000/yr – materials, equipment, etc	900/class/year	900,000.0	4,500,000.0	4,500,000.0	9,900,000.0
		Health care, referral, assessment, etc	Avg.100/child/year	3,775,544.8	9,443,862.0	10,388,248.0	23,607,654.8
		Innovative activities, meeting special needs of children, culture in curriculum and school, support for physically or otherwise challenged children, etc	Lump sum Average: Tk. 270.39m/yr	540,780.0	1,351,950.0	1,487,145.0	3,379,875.0
	School feeding program through NGOs/CBOs	200,000 children of very poor families (1.11% of 18m)	@.8/Child/200 days/year= Tk. 320m	640,000.0	1,600,000.0	1,760,000.0	4,000,000.0
4.	Quality and Quality Assurance • Review, improve and restructure curricula	Strengthen NCTB Primary Curriculum Wing: capacity building – consultations, training, staff and institutional development, logistics, curriculum, guides, assessment, impact studies, etc	127,949.74/year, adjustments to be for initial and recurring expenses	255,899.48	639,748.7.0	703,723.57	1,599,371.75

Sl #	Program Activities	Targets/Items	Unit costs in Tk.	NPA II Phases and cost projections (Tk. 000s)			Total Tk. (in 000s)
				1	2	3	
				1 (2003-2005)	2 (2005-2010)	3 (2010-2015)	
	• Textbooks- Improve quality, content and make attractive design, replace every two years or supply 50% every year	Textbooks - (every alternate years), improved design/content, text and teachers' guides, curriculum guides, supplementary teaching/learning and reading materials, distribution, storage	Textbooks 9m/ year, others as needed for 78,000 schools, cupboard in classrooms (160k), text and teachers' guides (345, 000 teachers) about 15000 new/year. Tk. 1,585,404.0/yr	3,170,808.0	7,927,020.0	8,719,722.0	19,817,550.0
		School libraries – books, other materials and ICT equipment and consumables, initially two computer sets, needed furniture, repair/maintenance, by phases	210,000/school/y ear 5000 in P1, 40k in P2, and 33k in P3	1,050,000.0	5,250,000.0	5,775,000.0	12,075,000
4.1	Assessment and achievement of learners	Printing of combined Report and Health Cards (18.1 million), charges for remedial classes, organization and management of public examination for primary school completers (0.5 million)/year	Cards- 18.1mx5, Remedial class – 50 hrs/school x 250/hr x75000 schools/yr, Public examination – 500,000 children x Tk. 300/year	2,211,200.0	5,528,000.0	6,080,800.0	13,820,000.0

Sl #	Program Activities	Targets/Items	Unit costs in Tk.	NPA II Phases and cost projections (Tk. 000s)			Total Tk. (in 000s)
				1	**2**	**3**	
				1 (2003-2005)	**2** (2005-2010)	**3** (2010-2015)	
4.2	Teacher and teaching	Review status and method of recruitment, raise base qualification, enhance remuneration package for higher qualification related to performance (20% teachers), excellence awards, 1000 teachers a year, one time and recurring costs	1,823,850.0/year	3,647,700.0	9,119,250.0	10,031,175.0	22,798,125.0
		Fill all vacant posts, take substitute teachers for absentee or vacant posts (5% of total or 16,000)/year, stipend for teacher trainees – 10,000 first year, 15,000/yr thereafter, school-based small research, performance reports, etc.	1,932,933.6/year	3,865,867.2	9,664,668.0	10,631,134.8	24,161,670

Sl #	Program Activities	Targets/Items	Unit costs in Tk.	NPA II Phases and cost projections (Tk. 000s)			Total Tk. (in 000s)
				1	**2**	**3**	
				1 (2003-2005)	**2** (2005-2010)	**3** (2010-2015)	
4.3	Training of Teachers: PTIs	Improvement of physical and professional quality of PTIs for quality teacher training: 1,500 additional Instructors by P2, training of untrained GPS and RNGPS teachers, 4 new PTIs, expansion and renovation of existing PTIs, standardizing facilities/furnishings in experimental schools, enhance facilities in Upazilla Model schools and 481 existing primary schools to model Schools with addition of all required facilities, improve facilities, book stocks, ICT and reproduction facilities peripherals and consumables and trained librarians in 57 PTIs, training cost of teacher trainees, etc.	586,871.52/year	1,173,743.03	3,227,793.34	3,550,572.67	7,952,109.04
4.4	Training of Teachers: In-service training for professional development trough URCs; Sub-cluster training by AUEOs	Refresher training for professional development and mastery of the class subjects	649,638.0/year	1,299,276.0	3,248,190.0	3,573,009.0	8,120,475.0
4.5		The current practice will be modified for focused training to improve quality of education	256,033.8/year	512,067.6	1,280,169.0	1,408,185.9	3,200,422.5
4.6	New Head Teachers: Initial	8,000 HTs /year for 10 days	760x10x 8,000= 60,800.0/year	121,600.0	304,000.0	334,400.0	760,000.0

Sl #	Program Activities	Targets/Items	Unit costs in Tk.	NPA II Phases and cost projections (Tk. 000s)			Total Tk. (in 000s)
				1	**2**	**3**	
				1 (2003-2005)	**2** (2005-2010)	**3** (2010-2015)	
4.6	training for professional development HTs: In-service training for professional development	78,000 HTs x6 days/year	760x6x 78,000= 355,680.0/year	711,360.0	1,778,400.0	1,956,240.0	4,446,000.0

Sl #	Program Activities	Targets/Items	Unit costs in Tk.	NPA II Phases and cost projections (Tk. 000s)			Total Tk. (in 000s)
				1	**2**	**3**	
				1 (2003-2005)	**2** (2005-2010)	**3** (2010-2015)	
4.7	NAPE: enhance capacity and quality for providing improved academic and technical support for quality primary education	Review and analysis of present capacity, renovation and expansion of physical facilities and classrooms and logistics, hostel and staff residences, developing campus grounds for outdoor and extra-and co-curricular activities, develop Dhaka campus for extra courses, develop and implement B. Ed/ M. Ed (Primary) courses to upgrade qualifications of teachers', supervisors, and trainers, make regular review of PTI courses, performance and impact, extend necessary guidance to URCs, intensive training of teachers and refresher courses for HTs, professional development of NAPE – training of all faculty members and recruit only properly qualified new members, ex-country training, build a well-stocked library, enhance research capacity and develop workshops and short/regular course materials for PTIs, HTs, AUEOs and URC Instructors, teacher registration, ICT equipments and consumables, and logistics	96,164.26/year	192,328.53	480,821.33	528,903.52	1,202,053.38

Sl #	Program Activities	Targets/Items	Unit costs in Tk.	NPA II Phases and cost projections (Tk. 000s)			Total Tk. (in 000s)
				1	**2**	**3**	
				1 (2003-2005)	**2** (2005-2010)	**3** (2010-2015)	
4.8	URCs: for in-service teacher training	Undertaking and construction of remaining 338 URCs, review of activities and resources, developing necessary plans and guidelines, needed resources for training programs, computer packages for training ICT, ensure only properly qualified persons are recruited as Instructors	Tk. 501,936.61/year	1,003,879.23	2,760,651.51	2,509,683.05	6,274,213.79
5	Agreed minimum quality between FCPE and ebtedayee and others	Review and modify, as necessary, the curriculum, textbooks, organization and delivery methods of ebtedayee madrasah and others to ensure equivalent quality of education as in mainstream primary schools to protect the best interest of the child in terms of CRC; develop, curriculum, textbook materials, design, print, & distribution	Lump sum initially 12,000.0, subsequently 10,000.0/year	12,000.0	50,000.0	55,000.0	117,000.0
6	Community Awareness and Support	Media campaign for parents/ community participation and support for local school schools, review and develop approaches to building community supported schools, construction of new/renovation of existing non-GPS, school support funds for small supplies, minor repairs, meeting small needs of poor children, etc	1,202,505.41/year	2,405,010.83	6,012,527.07	6,613,779.78	15,031,317.68

Sl #	Program Activities	Targets/Items	Unit costs in Tk.	NPA II Phases and cost projections (Tk. 000s)			Total Tk. (in 000s)
				1	**2**	**3**	
				1 (2003-2005)	**2** (2005-2010)	**3** (2010-2015)	
7	Strengthening Primary Education Management: Enhance capacity of MOPME and DPE to ensure equitable provision of quality primary education	Review and analysis of MOPME and DPE organizational/functional structure to identify capacity-building needs, renovate and enhance DPE office facilities and furnishings, logistical needs, needed personnel and ICT units for Monitoring Division, professional development, institutionalizing and needed staff for Finance Unit of DPE,	37,685.88/year (on average)	75,371.76	188,429.4	207,272.34	471,073.5
7.1	Enhance capacity of field offices of DPE at Divisional, district and Upazilla levels	Professional capacity at district level – specialists (4 each in 16 large and 3 each in other 48 districts), fully equipped offices with logistics in all districts, professional training at home and abroad, consulting expertise, new URCs – staff, office package, ICT training, logistics; Upazilla offices – Accountants, consumables, travels; training of AUEOs, TOTs, office capacity building	1,216,516.06/year	2,433,032,.12	6,082,580.3	6,690,838.33	15,206,450.75

Sl #	Program Activities	Targets/Items	Unit costs in Tk.	NPA II Phases and cost projections (Tk. 000s)			Total Tk. (in 000s)
				1	**2**	**3**	
				1 (2003-2005)	**2** (2005-2010)	**3** (2010-2015)	
8	Local Level Management	Review role of HTs and SMCs – identify ways of cooperation and improving school management, training of SMC members on a continuous basis in a way that every member attends training once every two years	91,482.0/ year	182,964.0	457,410.0	503,151.0	1,143,525.0
9	Management and Monitoring of PEDP II, 2003-2009, originally prepared as a 5-year program to go through 2008 has been extended to 2009	PEDP II, which forms the primary education component of this NPA II, has already been prepared, shared with development partners and some agreement arrived at; the Program also provides its management mechanism. It provides personnel, office equipment, and logistics for the Program Coordination Unit PCU) and Component Implementation Units (CIU) and support for the DPE archive and Storage Unit, including personnel and IT and reproduction equipment, another project will follow after 2009	146,764.92/year	293,529.84	733,824.6	807,207.06	1,834,561.5

Sl #	Program Activities	Targets/Items	Unit costs in Tk.	NPA II Phases and cost projections (Tk. 000s)			Total Tk. (in 000s)
				1	**2**	**3**	
				1 (2003-2005)	**2** (2005-2010)	**3** (2010-2015)	
9.1	External monitoring and Evaluation of PEDP II, and a similar project for 2010-2015	PEDP II has made provision for setting up an External Monitoring Unit complete with international and national experts, necessary office staff, office equipment, logistics, and a National Assessment Program as well as surveys and other research activities	214,780.06/year	429,560.12	1,073,900.3	1,181,290.33	2,684,750.75
	Total		-	55,586,786	137,109,029	156,682,754	349,378,568
10	Various types of studies and Action Research	To conduct studies and action research on different aspects of pre-primary and primary education for improving quality and assessing impact of measures taken, change in attitude and functional role of teachers, HTs and hierarchy of supervisors	Five percent (5%) of the total program cost	2,779,339	6,855,451	7,834,138	17,468,928
			-	58,366,125	143,964,480	164,516,891	366,847,496
11.	Contingency	10% of all estimated cost above, stipend fund excluded	-	5,836,613	14,396,448	16,451,689	36,684,750
	Grand Total		-	**64,202,738**	**158,360,928**	**180,968,580**	**403,532,246**
	Total cost in US dollars	**$1 = Tk. 62**	-	**1,035,528**	**2,554,209**	**2,918,848**	**6,508,585**

Annex Table 2
Provisional Cost Estimates for Non-Formal Education

(Tk. ' 000)

Programs	NPA II Phases and Cost Projections			Total
	2005	2010	2015	
ECCE	-	18,455,186.0	12,300,164.0	34,857,381.0
NF Basic Education: 6-10	-	28,890,898.0	19,685,309.0	55,137,977.0
NF Basic Education: 11-14	-	26,969,085.0	20,131,254.0	52,315,778.0
NFBE skills Training	-	13,739,151.0	9,159,434.0	24,425,157.0
OSA/Y	-	838,966.0	2,796,552.0	3,747,380.0
Adult Literacy (Basic edn.)	-	8,090,368.0	5,394,688.0	13,485,056.0
Adult Skills Training	-	27,602,066.0	15,334,481.0	46,616,822.0
Continuing Education	-	2,279,216.0	2,647,068.0	5,881,966.0
Extended/New PLCE	804266.0	4,343,040.0	2,895,360.0	9,651,200.0
NFE Resource Center	-	33,000.0	25,000.0	73,000.0
Total of above	804266.0	131,240,976.0	90,369,310.0	246,191,717.0
Study, Research, M& E 10% of rows above		2,195,629.0	1,599,989.0	6,253,761.0
Grand Total	**804266.0**	**133,436,605.0**	**91,969,299.0**	**252,445,477.0**
Total in US$ (1 = Tk. 62)	**0.0**	**2,152,203.30**	**1,483,375.79**	**3,635,579.0**