



Technical Assistance Report

Project Number: 39297
Capacity Development Technical Assistance (CDTA)
December 2008

People's Republic of Bangladesh: Capacity Development for Madrasah Education

CURRENCY EQUIVALENTS

(as of 6 November 2008)

Currency Unit	–	taka (Tk)
Tk1.00	=	\$0.0145
\$1.00	=	Tk68.6399

ABBREVIATIONS

ADB	–	Asian Development Bank
BANBEIS	–	Bangladesh Bureau of Educational Information and Statistics
BMEB	–	Bangladesh Madrasah Education Board
DSHE	–	Directorate of Secondary and Higher Education
MOE	–	Ministry of Education
MoPME	–	Ministry of Primary and Mass Education
NCTB	–	National Curriculum and Textbook Board
SESDP	–	Secondary Education Sector Development Project
TA	–	technical assistance
TQI	–	Teaching Quality Improvement in Secondary Education Project

TECHNICAL ASSISTANCE CLASSIFICATION

Type	–	Capacity development technical assistance (CDTA)
Targeting Classification	–	Targeted intervention
Sector	–	Education
Subsector	–	Education sector development
Themes	–	Inclusive social development, capacity development
Subthemes	–	Human development, institutional development, organizational development

NOTE

In this report, "\$" refers to US dollars.

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I. INTRODUCTION

1. Over the last few decades, the Asian Development Bank (ADB) has provided broad-based assistance to the Government of Bangladesh to develop the country's education sector, covering primary, secondary, nonformal, and vocational education as well as skills training programs. At the request of the Government, a technical assistance (TA) to support the capacity development of madrasah¹ education is included in ADB's country strategy and program for 2006–2010;² was confirmed during the Country Programming Mission, 23 April–11 May 2008; and is included in ADB's 2008 TA program for Bangladesh.³ Accordingly, a TA Fact-Finding Mission fielded on 13–27 July 2008 reached an understanding with the Government on the rationale, scope, outcomes and outputs, methodology, implementation arrangements and timeframe, cost and financing plan, and terms of reference for the TA project, Capacity Development for Madrasah Education. The design and monitoring framework is in Appendix 1.

II. ISSUES

2. **Education Sector.** The school education system consists of: (i) early childhood education (ages 3–5) in formal schools, (ii) 5 years of primary education (grades 1–5), (iii) 3 years of lower secondary education (grades 6–8), (iv) 2 years of secondary education (grades 9–10), and (v) 2 years of higher secondary education (grades 11–12). Nonformal education programs do not necessarily follow the structured system, may have varying duration, and may or may not confer certification. Two streams of madrasahs cover the primary and secondary levels—the *Aliyah* and *Qoumi/Kharzi*. The Madrasah Education Ordinance of 1978 provided the legal and institutional framework for regulating Aliyah madrasahs through establishment of the Bangladesh Madrasah Education Board (BMEB). These madrasahs have been recognized as a parallel formal education system under the overall supervision of the Ministry of Education (MOE) through BMEB. Aliyah madrasahs are privately initiated and operated by managing committees approved by BMEB. Their structure follows the same grade levels as Bangladesh's formal education system: (i) *ibtedaye* (primary level, grades 1–5), (ii) *dakhil* (junior secondary level, grades 6–8 and secondary level, grades 9–10), (iii) *alim* (higher secondary, grades 11–12), (iv) *fazil* (Bachelor's degree level, grades 13–14), and (v) *kamil* (master's level, grade 15–16). The *fazil* and *kamil* levels are affiliated with the Islamic University in Kushtia. Quomi madrasahs are private institutions, having developed outside the government regulatory framework (Appendix 4 shows various types of madrasahs in Bangladesh).

3. There are structural issues related to the madrasah education subsector. Although the Ministry of Primary and Mass Education (MoPME) is responsible for formal and nonformal primary education in Bangladesh, it is not responsible for overseeing the primary level of madrasah education. Instead, MOE is responsible for secondary, higher, technical, and vocational education, as well as for all madrasah education, including *ibtedaye*. Therefore, the institutional framework to enforce government regulation is lacking for kindergartens and nonregistered and nongovernment schools—as well as *ibtedaye* and Quomi madrasahs. Moreover, the National Curriculum and Textbook Board (NCTB), under MOE, responsible for curriculum and textbooks for both primary and secondary education, is not responsible for madrasah curriculum development. Given this structure, the Government's policy for madrasah education, and the inter- and intra-ministerial coordination mechanism for providing effective and equitable education for all, must be reviewed.

¹ *Madrasah* is the Arabic word of any type of school, secular or religious. In Bangladesh, it connotes a religious Islamic school or university.

² ADB. 2005. *Country Strategy and Program (2006–2010): Bangladesh*. Manila.

³ The TA first appeared in the business opportunities section of ADB's website on 21 August 2008.

4. **Government Priority and Policy.** The Government aims to modernize and mainstream madrasah education as an expressed policy objective. This is reflected in the Government's Poverty Reduction Strategy Paper,⁴ as madrasahs mainly serve the country's poor and rural children and lag behind formal general education in teaching and learning quality. The Poverty Reduction Strategy Paper provides strategic directions for all sectors to maximize overall social gains, including accelerated poverty reduction and achievement of Millennium Development Goals. The country has also committed to the Education For All Principles, contextualized these goals for Bangladesh, and undertaken various measures to improve access to primary and secondary education. The Government has also committed to bringing all Qoumi madrasahs and boards under a regulatory framework and has initiated dialogues with their leadership since 2005.

5. **Access and Equity.** Bangladesh has made considerable progress in improving access to formal primary education and nonformal education. It achieved primary education gross and net enrollment rates of 98.8% and 91.0%, respectively, in 2007, and the Millennium Development Goal of gender parity in primary and secondary education has also been achieved. However, there are no precise data on the number of madrasahs and their enrollment. According to the Bangladesh Bureau of Educational Information and Statistics (BANBEIS), in 2005, the total number of dakhil to kamil madrasahs was 9,214, with 3,453,221 students attending (52% female).⁵ In 2006, the number of ibtedaye madrasahs attached to dakhil madrasahs was 9,169, with 2,900,000 ibtedaye students and 1,600,000 dakhil students.⁶ About 10% of Bangladesh's secondary school population (ages 11–15 for grades 6–10) was enrolled in madrasahs in 2005.

6. The dropout rate is 76% for both genders, with 82% for females, and is very high at the dakhil level. The internal efficiency rate was only 29% in 2005 for grade 6–10 madrasah students. The completion rate at the dakhil level is estimated at 23.8% for both sexes and only 17.9% for females. Two indicators for assessing external efficiency are (i) the relative acceptability of madrasah graduates for admission to higher education in competitive subject areas, and (ii) gainful employment. However, these data are not available. Qoumi madrasah graduates are trained mainly to fill religious positions in mosques, while Aliyah madrasah graduates have to compete for market jobs.

7. **Education Management Information System.** Most research studies up to 2007 indicate that the available madrasah data do not provide complete coverage. Qoumi madrasah data are not collected regularly by any government agency. Although BANBEIS publishes detailed data on registered madrasahs, including ibtedaye madrasahs attached to dakhil madrasahs, and very basic data on independent ibtedaye madrasahs, primary education data published by MoPME do not include any ibtedaye madrasah data. Therefore, there is a need to streamline the data collection and dissemination system under one institution, preferably BANBEIS, to ensure consistency and accuracy and to provide a holistic picture of Bangladesh's education sector.

8. **Madrasah Curriculum.** Aliyah madrasahs expound religious education with the BMEB-adapted national curriculum. Certificates granted by BMEB after completing dakhil public examinations are recognized by the Government as equivalent to secondary school certificates. In addition, certificates granted after completing alim are equivalent to higher secondary certificates. Students who complete the dakhil and alim levels can be admitted to the general formal education

⁴ Planning Commission, Government of the People's Republic of Bangladesh. 2005. *Unlocking the Potential: National Strategy for Accelerated Poverty Reduction*. Dhaka.

⁵ BANBEIS. 2006. *Bangladesh Educational Statistics 2006*. Dhaka (pages 46 and 48).

⁶ Unpublished document by BMEB. No gender segregated data are available in this document, though BMEB has all the data by gender. According to BANBEIS, the number of dakhil madrasahs was only 6,685, of which 1,017 or 15% were female madrasahs. The total students in dakhil madrasahs were 2,236,025, with 52% female students. There were a total of 1,678,172 students enrolled in ibtedaye madrasahs, with 48% being female.

stream, but there are no data on how many enroll in general formal education. Some Qoumi madrasahs follow the national curriculum, at least at the primary level. To be recognized by religious community, good quality Qoumi madrasahs register themselves with *Befaql Madarisil Arabia Bangladesh*⁷ or other similar religious education boards, and follow the curricula approved by those boards. However, the competency skills of madrasah graduates are generally perceived to be much lower than those of formal education students due to poorer quality teaching and learning processes and inputs.

9. **Teacher Training.** Most Aliyah madrasah teachers are not well-trained. According to a BANBEIS survey,⁸ they possess lower qualifications than their general formal schoolteacher counterparts. About 25.00% of madrasah teachers have higher secondary certificates or lesser qualifications, and 26.50% have undergraduate degrees. In the general formal education system, 72.50% of teachers have higher secondary certificates, and 71.92% have undergraduate degrees. Further, training opportunities for madrasah teachers are rare. The Bangladesh Madrasah Teachers Training Institute conducts about 3 weeks of short training courses with its limited capacity, and only about 10%–14% of madrasah teachers receive this training.⁹ Madrasah students' performance in comparison with that of general formal education students, quality inputs that madrasahs receive in relation to those of general formal education, madrasahs' contributions within the general education system, and improvements needed to strengthen madrasah students' learning outcomes must be assessed.

10. **Limited Capacity of BMEB.** BMEB has severe organizational and human capacity constraints, affecting its management of the madrasah subsector. At the operational level, BMEB is responsible for designing curricula, holding examinations, registering madrasahs, contracting out textbook production, and distributing textbooks. BMEB has a small number of staff in its nine zonal offices under an Assistant Inspector, to administer madrasah registration and Board examination matters. Moreover, huge staff shortages are impacting BMEB's day-to-day activities regarding Aliyah madrasah oversight.

11. **Financing Madrasah Education.** Aliyah madrasahs generate funds from various sources; about 15.5% from student fees, 2.0% from property income, 5.0% from public donations, and 78.0% from the Government's salary support. However, ibtedaye sections of dakhil madrasahs only receive Tk500 subvention whereas general formal education teachers receive Tk3500. Since salary subvention is dependent on the qualifications, most madrasah teachers do not qualify for similar subventions as their mainstream counterparts. Madrasah superintendents do not receive the same salaries as head teachers within the formal education system scale because they often do not have bachelor of science in education degrees. Quomi madrasahs generate revenue through donations from individuals and local and international Islamic organizations; some have their own trusts, foundations, and other income-generating resources. Others, such as *Iqra Bangladesh*, are dependent on students' fees and donations by the community. Often, after paying teachers' salaries, funds are not available for non-salary quality inputs such as teaching aids and library books. Furthermore, madrasahs usually have poor bookkeeping and fund management skills and require skills for efficiency and transparency in managing funds.

12. **External Aid to Madrasah Education.** There were no targeted interventions by external aid agencies to modernize or mainstream madrasahs in Bangladesh. Further, no comprehensive assessment of the madrasah subsector has been undertaken; some minor studies have been

⁷ Madrasah Board for some Quomi madrasahs.

⁸ BANBEIS. 2006. *Post-Primary Education Survey 2005*. Dhaka (final report).

⁹ Bano, Masooda. 2007. *Allowing for Diversity: State–Madrasa Relations in Bangladesh*. International Development Department, Oxford University. Study sponsored by the Department for International Development of the United Kingdom. Available: <http://www.eldis.org/assets/Docs/36589.html>

funded by external funding agencies. There is an assumption that some Qoumi madrasahs receive external funds from the Middle East, but no data are available on the size, providers, or means of provision. Although ADB has funded several projects and programs in the education sector, none have been designed to address access and quality issues in the madrasah subsector comprehensively. Moreover, the subsector's issues have never been addressed holistically, from a subsector assessment to building the capacity of BMEB and other related agencies.

III. THE TECHNICAL ASSISTANCE

A. Impact and Outcome

13. The impact of the TA project will be modernization and mainstreaming of madrasahs at primary and secondary levels leading to improved learning outcomes. The outcomes of the TA project will be a strengthened BMEB and agencies responsible for madrasah education with increased human, organizational, and institutional capacity. The expected outputs of the TA project will be: (i) a comprehensive analysis of the madrasah subsector, (ii) strategies and a road map for developing the madrasah subsector, and (iii) proposals for investments in priority areas for modernizing and mainstreaming the madrasah subsector.

B. Methodology and Key Activities

14. The TA project will be implemented in two phases over a period of 18 months, tentatively from April 2009 to September 2010. The first phase will involve: (i) desk reviews and analysis of available published and unpublished documents on government policy and the madrasah system, including analysis of gaps and needs; (ii) a sample survey and qualitative study to assess status of the madrasah subsector compared with the general formal education system; and (iii) consultations with various stakeholders through workshops. The issues related to the management capacity of BMEB and other associated institutions will be assessed during this phase. The output of this phase will be a comprehensive sector study for the entire madrasah subsector. During the same phase, an action plan for institutional and organizational capacity development for BMEB and other associated institutions, such as BANBEIS, NCTB, and Quomi madrasah boards, will be developed and implemented as appropriate. During phase 2, based on the identified gaps and priorities and sector study recommendations, the TA project will assist the Government in developing a medium- to long-term participatory policy and strategic plan for the madrasah subsector. The output of the TA project at this stage will include: (i) an agreed process for policy reform for the madrasah subsector; (ii) a madrasah subsector road map; (iii) a comprehensive madrasah mapping study and complete database installed in the Government's computer systems; and (iv) an agreed financial planning, management, and monitoring framework for reforming the madrasah subsector with detailed budgeting, funding options, and prioritized activities.

C. Cost and Financing

15. The total cost of the TA is estimated at \$1,180,000 equivalent. ADB will provide \$1,000,000 financed on a grant basis by ADB's TA funding program. ADB will finance national and international consulting services, production of reports, required equipment, car rental, international and local travel, workshops, studies, field surveys, a comprehensive madrasah mapping study and database, and administrative support services. The Government will contribute \$180,000 equivalent in kind as counterpart financing. The detailed cost estimates and financing plan are in Appendix 2.

D. Implementation Arrangements

16. MOE will be the Executing Agency for the TA, and BMEB will be the Implementation Agency. The Directorate of Secondary and Higher Education (DSHE) will be involved with BMEB in the implementation of the TA as required. A TA management unit will be established at BMEB for execution of day-to-day activities. This unit will be headed by a project director, with experience in policy reform and planning as well as madrasah subsector issues, and will be appointed by the Government to oversee day-to-day operations. A TA steering committee will be established under the chairmanship of the MOE secretary with representatives from the Bangladesh Technical Education Board, BMEB, DSHE, Economic Relations Division, Implementation Monitoring and Evaluation Division, Ministry of Religious Affairs, Ministry of Women and Children Affairs, MOE Planning Wing, MoPME, and Planning Commission of Bangladesh to provide overall guidance to the TA team. At least two members will be women. It is proposed that the MOE Planning Wing be the overall coordinator of the TA steering committee, and other members may be co-opted as appropriate. It is also proposed that representatives from development partners join the TA steering committee meetings as observers. The Government will appoint focal points from BANBEIS, BMEB, DSHE, MOE, MoPME, and NCTB to work directly with the TA team as appropriate. The focal points will also attend the TA steering committee meetings as needed.

17. An international consulting firm, in association with national consultants, will be engaged in accordance with ADB's *Guidelines on the Use of Consultants* (2007, as amended from time to time). The selection and engagement of the international consulting firm will be done through quality- and cost-based selection using a simplified technical proposal. Disbursements will be made in accordance with ADB's *Technical Assistance Disbursement Handbook*.¹⁰ An advanced payment facility amounting to \$55,000 will be established for the Executing Agency in accordance with the ADB's *Technical Assistance Disbursement Handbook* for the expenses of workshops, meetings, resource persons, equipment, and administrative expenses. The TA will provide a total of 64 person-months consulting services (19 international and 45 national person-months). The outline terms of reference for consultants is in Appendix 3. All TA-financed goods will be procured in line with ADB's *Procurement Guidelines* (2007, as amended from time to time).¹¹

IV. THE PRESIDENT'S DECISION

18. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance not exceeding the equivalent of \$1,000,000 on a grant basis to the Government of Bangladesh for Capacity Development for Madrasah Education, and hereby reports this action to the Board.

¹⁰ ADB. 2008. *Technical Assistance Disbursement Handbook*. Manila.

¹¹ For local procurement, the Public Procurement Act of Bangladesh acceptable to ADB will be followed.

DESIGN AND MONITORING FRAMEWORK

Design Summary	Performance Targets and/or Indicators	Data Sources and/or Reporting Mechanisms	Assumptions and Risks
<p>Impact Modernization and mainstreaming of madrasah education at primary and secondary levels in Bangladesh, leading to improved learning outcomes</p>	<p>Graduates from primary and secondary madrasahs have the same learning outcomes as graduates from general formal education.</p> <p>Millennium Development Goals and Education for All goals are achieved</p>	<p>Integrated database and agreed set of performance indicators</p> <p>Published annual statistics</p> <p>Assessment reports on Millennium Development Goals and Education for All achievements</p>	<p>Assumption The Government is committed to modernizing and mainstreaming madrasah subsector.</p>
<p>Outcome Strengthened Bangladesh Madrasah Education Board and related agencies responsible for madrasah education with increased human, organizational, and institutional capacity</p>	<p>All staff trained as identified by capacity development needs assessments</p> <p>Better systems and processes are in place</p> <p>Human resources development needs are addressed</p>	<p>Technical assistance report</p> <p>Independent evaluation report</p>	<p>Assumption The Government will appoint necessary staff required for smooth operation of Bangladesh Madrasah Education Board.</p>
<p>Outputs</p> <ol style="list-style-type: none"> 1. A comprehensive analysis of the madrasah subsector in Bangladesh 2. Strategies and a road map for developing the madrasah subsector 3. Proposals for investments in priority areas for modernizing and mainstreaming the madrasah subsector 	<p>A comprehensive sector study</p> <p>A comprehensive road map for madrasahs with updated data</p> <p>A long-term strategic and cost plan</p> <p>Agreed investment proposals</p>	<p>Midterm and final technical assistance reports</p>	<p>Assumption Addressing education quality and efficiency issues remains a government priority.</p> <p>Risk Some stakeholders may reject the reform initiatives.</p>
<p>Activities with Milestones</p> <ol style="list-style-type: none"> 1. Inception report: within 1 month of consultant fielding 2. Workshops 3. An action plan for capacity development within 3 months 4. Study tours, seminars, and training continuous during the technical assistance 5. Survey research and qualitative study within 7 months 6. A midterm report, including a draft sector study, within 8 months 7. A road map within 12 months 8. Prioritized investment program within 14 months 9. Draft final report within 17 months 10. Final report within 18 months 			<p>Inputs ADB: \$1,000,000 Government: \$180,000 (in-kind)</p>

COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Total Cost
A. Asian Development Bank Financing^a	
1. Consultants	
a. Remuneration and Per Diem	
i. International Consultants	400.0
ii. National Consultants	135.0
b. International and Local Travel	35.0
c. Reports and Communications	5.0
d. Editing and Printing	15.0
2. Equipment ^b	10.0
3. Car Rental	15.0
4. Workshops, Meetings, and Resource Persons ^c	35.0
5. Surveys, Research, Data Collections, and Comprehensive Madrasah Mapping	120.0
6. Study Visits to Regional Countries, Local-Level Capacity Building, and Training	150.0
7. Miscellaneous Administration and Support Costs	5.0
8. Representative for Contract Negotiations	5.0
9. Contingencies	70.0
Subtotal (A)	1,000.0
B. Government Financing	
1. Office Accommodation and Transport	100.0
2. Remuneration and Per Diem of Counterpart Staff	70.0
3. Others	10.0
Subtotal (B)	180.0
Total	1,180.0

^a Financed by the Asian Development Bank's technical assistance funding program.

^b Equipment includes four computers, two printers, one fax machine and scanner, and related furniture. Equipment will be transferred to the Ministry of Education on completion of the technical assistance project.

^c This includes four workshops.

Source: Asian Development Bank estimates.

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

A. Introduction

1. The technical assistance (TA) project, Capacity Development for Madrasah Education, will be implemented in two phases over a period of 18 months, tentatively from April 2009 to September 2010. The TA project will provide a total of 64 person-months of consulting services (19 international and 45 national person-months). The first phase will involve: (i) desk reviews and analysis of available published and unpublished documents on government policy and Bangladesh's madrasah system, including analysis of gaps and needs; (ii) a sample survey and qualitative study to assess status of the madrasah subsector compared to the general formal education system; and (iii) consultations with various stakeholders through workshops. The sample survey will involve data collection and appraisal of madrasah facilities, curricula, and teaching-learning resources; internal and external efficiency, including dropout and completion rates; and quality inputs, such as textbooks, number of trained teachers, learning materials, infrastructure, and transition to competitive subjects at higher education levels and employability. The study will also assess the issues related to the management capacity of Bangladesh Madrasah Education Board (BMEB) and other associated institutions. The output of this phase will be a comprehensive study for the entire madrasah subsector. During the first phase, an action plan for institutional and organization capacity development for BMEB and associated institutions will also be developed and implemented. Capacity development activities will involve participation in seminars and workshops; short training programs in strategy formulation; policy reform and planning; study tours to regional countries, such as Indonesia and Malaysia, where madrasah education has been modernized and mainstreamed; and assistance in the establishment of better systems and processes for madrasah subsector development.

2. During phase 2, based on the identified gaps and priorities and subsector study recommendations, the TA project will assist the Government in developing a medium- to long-term participatory policy and strategic plan for the madrasah subsector. The output of the TA at this stage will include: (i) an agreed process for policy reform for the madrasah subsector; (ii) a madrasah education road map; and (iii) an agreed financial planning, management, and monitoring system for reforming the madrasahs with detailed budgeting, funding options, and prioritized activities. The road map will incorporate lessons learned from recent interventions in the education sector, especially in the primary and secondary subsectors, and will firm up the reform framework of the Government for the next 10 years for the madrasah subsector in connection with the proposed Primary Education Sector Development Program, the proposed basic education framework, and the Secondary Education Development Plan.¹ Based on the road map, the TA will also develop some investment programs for the madrasah subsector that can be funded by the Government and development partners.

3. An international consulting firm in association with national consultants will be engaged in accordance with the *Guidelines on the Use of Consultants* (2007, as amended from time to time) of the Asian Development Bank (ADB). The selection and engagement of the international consulting firm will be done through quality- and cost-based selection using a simplified technical proposal. The consultants should be highly knowledgeable in sociocultural and economic context of Bangladesh including awareness about sensitivities related to the madrasah subsector. Consultants' working background in madrasah development will be

¹ People's Republic of Bangladesh. 2006. *Secondary Education Sector Development Plan 2008–2013*. Dhaka (prepared with financial assistance of ADB and technical support of the British Council and Associates for Development Services).

helpful. The consultants will organize an inception workshop in the first month with all stakeholders to confirm approaches and methodologies to be used, discuss the issues to be addressed, and ensure close coordination among stakeholders throughout TA implementation. ADB and the Government will be furnished electronic files of the discussion and working papers. The TA team will submit: (i) an inception report within 1 month of TA commencement, (ii) an action plan for capacity development within 3 months, (iii) a midterm report including a draft sector study within 8 months, (iv) a road map within 12 months, (v) a prioritized investment program within 14 months, and (vi) the draft final report within 17 months and final report within 18 months.

4. It should be noted that, under the ADB-financed Secondary Education Sector Development Project (SESDP),² BMEB's needs in administering, managing, and monitoring madrasah education toward modernization and quality improvement will be assessed, and recommendations toward a more effective organization and function will be developed. A sector study of *dakhil* (secondary level) and *alim* (higher secondary level) madrasah education will be conducted. A capacity strengthening plan for BMEB and associated institutions will be developed. A regional study tour to learn about modernized madrasah education systems will be provided to relevant madrasah education-related officials and stakeholders. Another ADB-supported Teaching Quality Improvement Secondary Project (TQI)³ has a provision for providing at least a 3-month teacher training certificate course, leading to a bachelor of science in education degree with further training of 9 months, for madrasah teachers. Therefore, the TA team will need strong coordination with the SESDP and TQI TA teams to draft the comprehensive sector study and institutional and organizational capacity development plan to ensure that SESDP, TQIP, and this TA project's activities are complementary. The terms of reference of the consultants may be revised, whenever necessary, to ensure maximum utilization of the TA and to avoid duplication with the provisions of the existing program and projects.

B. Terms of Reference for Consultants

5. **Education Policy, Strategy, Planning and System Development Specialists (Team Leader and Deputy Team Leader)** (1 international, 10 person-months; 1 national, 12 person-months). These consultants are responsible for the timely preparation and dissemination of all reports and outputs. They will:

- (i) review the status of the madrasah subsector by analyzing available statistics and documents;
- (ii) review government education legislation and regulations;
- (iii) examine the enrollment, dropout, repetition, transition, and achievement rates of madrasah versus general formal education students and underlying factors that discourage enrollment, encourage dropping out, and prevent achieving quality education at all levels;
- (iv) recommend solutions and strategies to overcome these problems;
- (v) review the Government's education policy and strategies for primary, secondary, postsecondary, and madrasah education, including pre- and in-service teacher training, textbooks, and curriculum, as well as vocational and skills development programs with inputs from team members;
- (vi) suggest policy options for improving the quality of madrasah education;

² ADB. 2007. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to the People's Republic of Bangladesh for the Secondary Education Sector Development Project*. Manila.

³ ADB. 2004. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to the People's Republic of Bangladesh for the Teaching Quality Improvement in Secondary Education Project*. Manila.

- (vii) in collaboration with the education management information system, madrasah mapping study, and research specialist and other TA team members, design detailed terms of reference for a sample survey and qualitative study encompassing all types of madrasahs to assess the status of the subsector as compared to the general formal education system, including education facilities, curricula, teaching-learning resources, internal and external efficiency, dropout and completion rates, and quality inputs;
- (viii) supervise the conduct of the survey and study ensuring professional quality;
- (ix) analyze the primary field data from the survey and secondary data in the context of national secondary data;
- (x) based on sector assessment,
 - (a) develop policy frameworks, in the context of proposed Primary Education Sector Development Program, proposed basic education framework and Secondary Education Development Plan,
 - (b) develop a medium to long-term road map, and
 - (c) outline future investment proposals; and
- (xi) maintain close liaison with the TA management unit, TA steering committee, TA coordinator, and BMEB.

The team leader, with the help of team members and an editor, will finalize the draft sector study for publication.

6. Institutional and Organizational Capacity Development Specialists (1 international, 3 person-months; 1 national, 4 person-months). The consultants will assess the issues of management capacity of BMEB and associated institutions; identify human resources development, management, and administration needs; and develop and implement an action plan for improvement of administration systems and processes. They will:

- (i) assess the roles and responsibilities of different levels of education organizations for effective delivery of quality madrasah education;
- (ii) assess the capacity and skills mix of staff at different levels and their training needs;
- (iii) prepare an action plan for implementation of capacity development activities including seminars, workshops, short training programs in strategy formulation, policy reform and planning, and study tours; and
- (iv) contribute to the sector study, road map, and investment proposal as required by the team leader.

7. Curriculum and Teacher Development Specialists (1 international, 3 person-months; 1 national, 6 person-months). The consultants will:

- (i) review and assess madrasah curriculum, textbooks, and learning material development; teacher training; and the assessment and examination system in the context of general education system;
- (ii) examine content and pedagogical approaches;
- (iii) review the delivery modalities used in madrasah education, and make detailed proposals to improve the effectiveness of teaching methodologies;
- (iv) review provisions for school inspections and assessment of teaching staff, and develop proposals to improve monitoring systems to highlight issues relating to teacher training and improvements in student learning outcomes;
- (v) establish baseline indicators to monitor student achievement scores for future monitoring of students' academic outcomes;

- (vi) assess the need for changes in the content and methodology of in-service training, identify priority areas for attention relating to pedagogical and technical competency, and propose a detailed time schedule to upgrade madrasah teachers;
- (vii) examine the pay and conditions of teachers, and, with government and teachers' representatives, recommend medium- and long-term changes to address any shortcomings or imbalances;
- (viii) consider what nonfinancial or other inducements might promote madrasah teacher retention and motivation;
- (ix) review documents on teacher training and accreditation, including one on demand and supply for madrasah education;
- (x) review the process of teacher recruitment and appointment and the provision for preservice teacher training, and recommend improvements to make the system more efficient;
- (xi) examine the capacity and reform needs of the Madrasah Teacher Training Institute;
- (xii) as a part of sample survey, assess the percentage of Qoumi madrasahs teaching original, improvised, or adapted general education curricula up to the elementary level in addition to their religious curricula;
- (xiii) explore the possibilities (e.g., through dialogues with Qoumi madrasah boards or leaders) of introducing some general education and scientific subjects into their curricula (without stepping into their religious curricula), and prepare a step-by-step modernization and educational quality improvement program in Qoumi madrasahs through teacher training and provision of learning materials for those willing to teach core general education subjects; and
- (xiv) contribute to a chapter of the final report on pedagogical improvement, based on the team's analysis and lessons from other countries.

8. Education Management Information System and Monitoring and Evaluation Specialist (1 international, 3 person-months). The consultant will:

- (i) propose reforms of the educational management information system focusing on policy analysis, annual planning and programming, system monitoring, and making data accessible for analysis and assessment;
- (ii) assist in devising a feasible system of networking, links, and online sharing of madrasah data among Bangladesh Bureau of Educational Information and Statistics (BANBEIS), Directorate of Secondary and Higher Education (DSHE), Ministry of Education, and Ministry of Mass and Primary Education's (MoPME) education management information system and BMEB;
- (iii) develop a framework and design of a transparent and accountable monitoring and evaluation system for the TA project and the proposed investment programs for the madrasah subsector's development, with performance indicators, working mechanisms, and modalities for taking corrective measures;
- (iv) prepare design of an information technology-based monitoring and evaluation system aimed at effective monitoring and evaluation of performance against established targets, and prepare guidelines for using the system; and
- (v) conduct capacity development training workshops for the local counterparts in monitoring and evaluation.

9. Education Management Information System, Madrasah Mapping Study, and Research Specialist (1 national, 10 person-months). A comprehensive madrasah mapping study will be carried out under the TA project. It is likely that BANBEIS will be invited to submit a

cost proposal for ADB's consideration. The proposal will be negotiated, and, subject to meeting the requirements of ADB, BANBEIS will be commissioned to carry out and complete the study within the first 6 months of TA implementation. Indicative terms of reference for this mapping study is in Supplementary Appendix A. Under the supervision of the international team leader, this consultant will provide technical guidance and support to the commissioned study from commencement to completion and ensure that the study team carries out the study according to the agreed terms of reference. The consultant will also work closely with the education management information system and monitoring and evaluation specialist. The consultant will continuously monitor the progress of the study team, consult the team leader on any problem or bottleneck encountered by the team, and attempt to find solutions. The consultant will also maintain regular contacts with all related agencies including BANBEIS, BMEB, DSHE, MOE, and MoPME. Within the TA, the consultant will act as quality control manager for data collection, analysis, storage, and retrieval system.

10. **Education Finance and Cost Specialist** (1 national, 6 person-months). The consultant will:

- (i) assess the madrasah subsector in the context of overall education expenditure, especially on capital expenditure;
- (ii) review current sources and uses of funds (capital, recurrent, and non-salary recurrent), and identify funding requirements for developing the madrasah subsector;
- (iii) undertake a needs assessment of children from low-income families to determine factors associated with school participation and nonparticipation, analyze issues pertaining to constraints faced by schools serving poor communities, identify programs to target such groups to remove different forms of disparities, and provide recommendations to monitor the impact of such provisions;
- (iv) prioritize and specify strategic actions;
- (v) operationalize the Government's strategic direction, and provide a medium- to long-term financing framework that iterates the policy direction for madrasah education in the context of the overall basic education framework; and
- (vi) any other tasks within the scope of the TA as required by the Government and ADB.

11. **Educational Physical Facilities and Learning Resources Development Specialist** (1 national, 4 person-months). The consultant will:

- (i) review policies of Directorate of Primary Education, boards of intermediate and secondary education, DSHE, and BMEB on minimum standards and requirements of physical facilities and other teaching-learning resources for granting registration or recognition to primary and secondary schools and madrasahs;
- (ii) based on available data and sample visits, estimate and compare the average minimum physical facilities in schools and madrasahs (in terms of space per pupil, number of classrooms per class section, science laboratories, computer laboratories, libraries, and associated inputs);
- (iii) on the basis of available information, prepare a short data collection instrument and questionnaire to be included in the sample survey under the subsector study;
- (iv) prepare an assessment report on the state of facilities and learning resources in madrasahs on basis of the collected data, and make feasible recommendations on achieving minimum standards with cost estimates, priorities, and phasing; and

- (v) prepare a cost-effective design (with priorities) for updating madrasah facilities in order to achieve minimum standards in the most cost-effective manner, with phasing.

12. **Education and Social Development/Gender Analysis Expert** (1 national, 3 person-months). The education and social development/gender analysis specialist will:

- (i) carry out the poverty and social analysis of the family backgrounds of madrasah pupils as a part of the sample survey under the subsector study;
- (ii) identify constraints against equity in access and relevance of madrasah education to females and disadvantaged pupils in remote and underserved areas where general schools are not accessible;
- (iii) conduct gender analysis of madrasahs' enrollment and gender sensitivity of curricula and school environments and facilities;
- (iv) prepare a gender strategy, including recommendations on how madrasahs can sustain female enrollment, increase the female teachers' ratio, and make madrasah education more relevant and comfortable for females;
- (v) design a strategy that will increase females' enrollment in hard-to-reach and underserved areas;
- (vi) develop guidelines and criteria for selecting low-income students for stipends and other assistance programs;
- (vii) suggest ways to introduce gender-sensitive instructional materials in madrasah curricula and books; and
- (viii) incorporate the analysis and policy recommendation in the subsector study and long-term strategic plan.

TYPES OF MADRASAHs

Type of Institution	Level	Entry Age	Curriculum	Management
<i>Nurani</i>	Preprimary (nonresidential and part-time)	4–6 years	Literacy, basic Islamic knowledge, recitation of the Quran	Private or mosque management, support through religious charities
<i>Furkania or Hafizia</i>	Preprimary (mostly residential attached to some mosques)	4–6 years	Basic Islamic knowledge recitation, memorization of the Quran, simple math, Arabic, and Bengali	Private or mosque management, support through religious charities
<i>Aliyah</i>	Levels: (i) <i>ibtedaye</i> , grades 1–5 (ii) <i>dakhil</i> , grades 6–10 (iii) <i>alim</i> , grades 11–12 (iv) <i>fazil</i> , bachelor's degree (v) <i>kamil</i> , master's degree	6+ years	In addition to curricula approved by Bangladesh Madrasah Education Board (BMEB) at the secondary level, includes 5 religious subjects plus 5 subjects in one of 4 streams (arts, science, <i>Muzabbid</i> , <i>Hifzul Quran</i>) plus 1 general education subject from list of 11 optional subjects.	Managed by committees approved by BMEB and supported by the Government through teachers' salary subvention (Only 3 Aliyah at kamil level are fully managed by the Government.)
<i>Qoumi/Kharzi</i>	Primary to master's degree level in Islamic studies and literature	6+ years	<i>Dars-E Nizami</i> as <i>Deobandi</i> ^a madrasah or another similar Qoumi board curricula; many use their own version of general formal education curriculum	Privately managed and supported through <i>zakat</i> ^b , endowments, and other charities

^a *Dars-E Nizami* is traditional Islamic curricula aimed at producing religious imams, prayer leaders, preachers, educators, and scholars of recognized authority.

^b Islamic principle of giving a percentage of one's income to charity, also known as *Zakāh* "alms for the poor".

Source: Mission findings.