



Report and Recommendation of the President to the Board of Directors

Project Number: 37307
October 2006

Proposed Sector Development Program Loans People's Republic of Bangladesh: Secondary Education Sector Development Program

Asian Development Bank

CURRENCY EQUIVALENTS

(as of 26 September 2006)

Currency Unit – taka (Tk)

Tk1.00 = \$0.0149

\$1.00 = Tk66.935

ABBREVIATIONS

ADB	–	Asian Development Bank
BANBEIS	–	Bangladesh Bureau of Educational Information and Statistics
BEDU	–	Bangladesh Examination Development Unit
BISE	–	boards of intermediate and secondary education
BMEB	–	Bangladesh Madrasah Education Board
DEO	–	district education office
DIA	–	Directorate of Inspection and Audit
DICC	–	district implementation coordination committee
DSHE	–	Directorate of Secondary and Higher Education
EED	–	Education Engineering Department
EMIS	–	Education Management and Information System
HRM	–	human resource management
HSC	–	Higher Secondary Certificate
ICT	–	information and communication technology
MOE	–	Ministry of Education
MQA	–	monitoring and quality assurance
NAEM	–	National Academy for Educational Management
NCTB	–	National Curriculum and Textbook Board
NEC	–	National Education Commission
NGO	–	nongovernment organization
PIU	–	project implementation unit
PMQA	–	policy support, school monitoring, and quality assurance
PRS	–	poverty reduction strategy
PSC	–	project steering committee
SBA	–	school-based assessment
SESDP	–	Secondary Education Sector Development Program
SE-SDP	–	Secondary Education Sector Development Plan
SESIP	–	Secondary Education Sector Improvement Project
SMC	–	school management committee
SOE	–	statement of expenditure
SPBMS	–	School Performance-Based Management System
SSC	–	Secondary School Certificate
TQI	–	Teaching Quality Improvement in Secondary Education Project
UAS	–	upazila academic supervisor

NOTES

- (i) The fiscal year (FY) of the Government ends on 30 June.
- (ii) In this report, "\$" refers to US dollars.

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CONTENTS

	Page
LOAN AND PROGRAM SUMMARY	iii
MAP	ix
I. THE PROPOSAL	1
II. THE SECTOR: PERFORMANCE, PROBLEMS, AND OPPORTUNITIES	1
A. Sector Description and Performance	1
B. Issues and Opportunities	4
III. THE PROPOSED SECTOR DEVELOPMENT PROGRAM	6
A. Impact and Outcome	6
B. Important Features	6
C. The Program Loan	6
D. The Project Loan	13
IV. PROGRAM BENEFITS, IMPACTS, ASSUMPTIONS, AND RISKS	22
A. Project Benefits and Impacts	22
B. Project Risks and Assumptions	22
V. ASSURANCES	24
A. Specific Assurances	24
B. Conditions for Loan Effectiveness	25
VI. RECOMMENDATION	25
APPENDIXES	
1. Secondary Education Sector Improvement Project – Implementation Progress	26
2. Second Primary Education Development Program – Implementation Progress	30
3. Secondary Education Subsector Analysis	33
4. Activities of the Government and Development Partners in the Secondary Education Subsector, Active in 2006 And Beyond	38
5. Lessons Identified From Past Education Assistance	39
6. Draft Program Design and Monitoring Framework	40
7. Development Policy Letter and Policy Matrix	46
8. Secondary Education Sector Financing	51
9. Description of Ineligible Items	55
10. Criteria for the Selection of Schools for Project Assistance	56
11. Cost Estimates and Financing Plan	59
12. Project Implementation Schedule	61
13. Indicative Procurement Plan	63
14. Good Governance and Anticorruption Measures	65
15. Summary Poverty Reduction and Social Strategy	66
16. Gender Action Plan	69
17. Tribal People Strategy	71

SUPPLEMENTARY APPENDIXES (available on request)

- A. Secondary Education Sector Development Plan 2006–2013
- B. Outline Terms of Reference for Consulting Services
- C. Poverty Impact Assessment of the Policy Interventions
- D. Environmental Assessment of the Policy Interventions
- E. Environmental Assessment Review and Procedures Framework
- F. Tribal People's Development Framework
- G. Project Cost Estimates by Project Component

LOAN AND PROGRAM SUMMARY

Borrower	People's Republic of Bangladesh
Classification	Targeting classification: General intervention Sector: Education Subsector: Basic education, senior secondary general education Themes: Inclusive social development, governance Subtheme: Human development, public governance
Environment Assessment	Category C
Rationale	<p>Bangladesh has achieved significant increases in secondary education enrollment in the past two decades. The achievement of gender parity in enrollment numbers has made these increases even more notable. Growth has been met through the fast growth of nongovernment schools and madrasah, which together comprise more than 95% of schools. Although the Government is not the main provider of secondary education, financing assistance is offered to the large majority, mainly in the form of salary subsidies.</p> <p>However, monitoring and evaluation to ensure the quality of the rapidly increasing numbers of schools and madrasah have been challenging within the small-scale management system of the relevant education agencies. As a result, the quality of education and educational outcomes remains a major issue. Dropout and failure rates across the general secondary schools and madrasah remain high. Other problems include unsuitable curricula and examinations, poor textbooks, and ineffective teaching for the majority of students.</p> <p>The lack of central and decentralized systems for monitoring, evaluation, and quality assurance for school support and development remain the central concern. If this issue is not addressed, the poor quality of secondary education will continue. More extensive and effective decentralization of responsibilities and functions, improved operations and management systems, and more effective human resources management are necessary to ensure modern professional specialization.</p> <p>Systematic targeting and support to identified underserved areas of secondary education is reducing access problems. Continuing targeted support is required to preserve enrollment gains. However, wider issues of access to quality schooling remain, particularly in underserved areas. These are increasing with the establishment of new schools in already well-served areas.</p> <p>To address these issues of management, quality, and access in the secondary education subsector, the Government is implementing the Secondary Education Sector Development Plan (SE-SDP) 2000–2010, which has been updated and its implementation period extended to 2013. The updated plan, or SE-SDP 2006–2013, is designed to deepen and</p>

extend the reforms nationally, with a view to (i) increasing efficiency in the management and monitoring of secondary education; (ii) improving the relevance of the curricula and learning of students, including in madrasah; and (iii) increasing access to secondary education, particularly for the poor and underserved areas. The updated plan adds three new areas for system reform and development: modernizing and strengthening the management and quality of madrasah, ensuring access to training for contemporary information and communication technology for all secondary students, and poverty-targeted provision of stipends.

Under this development plan, the Government, with the assistance of the Asian Development Bank (ADB) through the Secondary Education Sector Improvement Project (SESIP), recently has developed and adopted a number of reforms. These include (i) school strengthening through decentralized School Performance-Based Management System (SPBMS), (ii) a national Education Management and Information System (EMIS), (iii) revision of grades 9–10 curricula to make them more relevant, (iv) introduction of school-based assessment (SBA), and (v) revised public examination. These reforms are not fully operational nationally or fully institutionalized. Similar initiatives to address serious quality problems in government-supported madrasah (and other madrasah) are also now a key secondary education development priority.

Program Loan

The Secondary Education Sector Development Program (SESDP) will support the implementation of the updated SE-SDP 2006–2013. SESDP comprises a program loan and a project loan. The objective is to reduce poverty in Bangladesh, through human resource development, by improving the relevance of secondary education to the needs of the labor market. Relevant and quality education will support the continued social and economic development of Bangladesh, which, in turn, will expand employment opportunities for its population.

Impact and Outcome

The program loan will support the implementation of policy reforms identified in SE-SDP 2000–2010 and SE-SDP 2006–2013 to achieve (i) strengthened management and governance of secondary education, (ii) enhanced quality of secondary education learning, and (iii) more equitable access to secondary education.

The salient features of the policy matrix include (i) decentralization of secondary education management, (ii) national implementation of a decentralized EMIS, (iii) national implementation of SPBMS, (iv) functional specialization of the education cadre, (v) revision of curricula in grades 9–10, (vi) reform of the Secondary School Certificate (SSC) examinations, (vii) introduction of SBA for grades 6–9, and (viii) review of the female secondary stipends program.

Financing Plan

As proposed, ADB will support the Government's secondary education reform package by providing a single tranche program loan of \$30 million in various currencies equivalent to Special Drawing Rights 20,292,000 from ADB's Asian Development Fund (ADF) resources. The loan will

have an amortization period of 24 years, including a grace period of 8 years, and with an annual interest charge of 1.0% during the grace period and 1.5% thereafter.

Program Period	1 January 2006 to 31 December 2008
Procurement	The program loan proceeds will be used to finance the foreign exchange cost of items produced and procured in ADB member countries, excluding items included in a list of ineligible items and imports financed by other bilateral and multilateral sources. The Borrower will certify that the volume of eligible imports exceeds the amount of ADB's projected disbursements under the program loan in a given period. ADB will have the right to audit the use of the loan proceeds, and to verify the accuracy of the Borrower's certification.
Project Loan Impact and Outcome	The project loan will focus on improving the efficiency and quality of secondary education, while enhancing access. The Project will have three outputs: (i) strengthened management of, and transparency in, secondary education; (ii) higher quality secondary education; and (iii) more equitable access to secondary education.
Financing Plan	As proposed, a project loan of \$85.0 million in various currencies equivalent to Special Drawing Rights 57,493,000 from ADB's ADF will be provided to finance 75% of the project costs. The proposed term will be 32 years, including a grace period of 8 years, with an annual interest charge of 1% during the grace period and 1.5% thereafter.
Period of Utilization	31 December 2012
Estimated Project Completion Date	30 June 2013
Procurement and Disbursement	Procurement of goods and services will be in accordance with ADB's <i>Procurement Guidelines</i> , April 2006. Disbursements will be in accordance with ADB's <i>Loan Disbursement Handbook</i> . Consultants financed from the proceeds of the ADB loans will be recruited in accordance with ADB's <i>Guidelines on the Use of Consultants</i> , April 2006.
Executing Agency Implementation Arrangements	The Executing Agency for the Project will be the Ministry of Education (MOE), while the Implementing Agency will be the Directorate of Secondary and Higher Education (DSHE). DSHE will have overall responsibility for planning, organizing, managing, supervising, coordinating, and monitoring the Project, as well as monitoring the progress achieved. The structure of the project implementation unit (PIU) of SESIP will be retained and continue to function as the PIU of SESDP. The PIU will be responsible for day-to-day project implementation. Given the project loan's support for SE-SDP 2006–2013, its implementation will be coordinated with the ongoing Teaching Quality Improvement Project. District implementation coordination committees (DICC) will be established in each district where the Project finances subprojects to coordinate the civil works program. Each DICC will be chaired by a

deputy commissioner. Various education agencies will implement different components of the Project.

A project steering committee (PSC) will be set up, chaired by the MOE secretary. The PSC will be responsible for the detailed policy formulation, planning, implementation, and evaluation of the reform agenda for the secondary education system under SESDP, including all policy reforms within the program that will help implement the SE-SDP 2006–2013. Since the PSC is expected to address long-term policy issues of secondary education, its membership will be flexible. Appropriate persons and specialists will be invited, as required. A project implementation committee, chaired by the DSHE director general, will be established to oversee day-to-day project implementation.

Impact, Benefits, and Beneficiaries

SESDP will contribute to improving the management and efficiency of the secondary education sector. The decentralization of responsibilities and creation of new posts at the zone and district levels will improve understanding of the local situation, contributing to faster decision making; and will increase proximity to stakeholders, facilitating the resolution of secondary education management issues. DSHE capacity will be strengthened to improve management. Putting into place a monitoring and quality assurance system will help the Government improve assistance to poorly performing schools, and halt salary subsidies where applicable. This will increase the transparency of decisions relating to payments of salary subsidies, which, in turn, should facilitate quality improvements. Revision of curricula through effective preparation in reading, writing, numerical skills, and work attitudes, among others, as well as analytical thinking, will make them more relevant to the labor market.

SESDP aims to improve the quality and efficiency of secondary education. Higher quality secondary education will improve learning, as well as make it more relevant, and help reinforce the idea among parents that attending school is a productive activity and an investment in children's futures. The direct poverty impacts of the Program are expected to be positive. Reforms that strengthen management and governance of secondary education will benefit secondary schools where poor and nonpoor students are enrolled. However, higher quality secondary education will benefit particularly poor students, who cannot afford high-priced private schools and private tutorial sessions. Curricula that are based on learning-skills and develop attitudes and skills for work will increase the relevance of education to the labor market. Modernized madrasah education will increase the competitive chances of children who graduate from madrasah and seek higher education and employment, in addition to learning life skills for participation in the globalized economic and social environment. Civil works will help improve the learning environment in crowded schools enrolling girls. Construction of new secondary schools in underserved areas, and provision of poverty-targeted stipends, will reduce opportunity costs of attending secondary school. This should further encourage students from poor households to continue attending secondary school.

The Project is expected to increase access to secondary education. Annually, the 56 new schools that are planned will benefit an additional 16,800 students, while the 560 additional classrooms in schools and madrasah will benefit more than 22,000 secondary school students. By 2013, civil works, stipend assistance, and improvements in education quality are expected to increase enrollment rates by 15% and raise SSC pass rates by 5%. Further, with the expected increase in enrollments and greater pressure on resources, dropout rates at a minimum are envisaged to be retained at the 2004 level. Closer monitoring of school performance will increase the cost efficiency of the Government's expenditures in the secondary education subsector.

Risks and Assumptions

SESDP assumes a high level of commitment from Government to implement the adopted reforms. Any risk related to backtracking of reforms is mitigated by the reforms' links to the wider long-term frameworks in the sector, including (i) reforms recommended in Bangladesh's poverty reduction strategy, (ii) consultations with stakeholders during development and implementation, and (iii) activities to inform the public of these reforms and allay concerns. In addition, the issues being addressed by SESDP are at the heart of improving the quality of, and increasing access to, secondary education, which any government will have to address.

The implementation of reforms requires coordination by MOE and DSHE with education agencies and other stakeholders. Stakeholders will be represented in the project implementation arrangements to facilitate the coordination of activities across agencies. Project activities will support stronger coordination and less overlap of responsibilities across the education agencies. The capacity of relevant stakeholders also will be strengthened. Changes to curricula, and student assessments and examinations, will be disseminated widely to the public in a timely and careful manner to build confidence. In addition, stakeholders will be consulted on new curricula, assessments, and examinations.

The sustainability of reforms (e.g., SPBMS, SBA, and others) beyond the reform period assumes that staff will be available to continue their implementation. A financial analysis suggests that, if all other things are constant, sufficient resources will be available to secondary education to continue the reforms. Improved monitoring of school performance in relation to the continuation of salary subventions will increase efficiencies and contribute to financial savings in the sector. Reforms relating to decentralization and functional specialization will institutionalize new positions.



I. THE PROPOSAL

1. I submit for your approval the following report and recommendation on two proposed loans to the People's Republic of Bangladesh for the Secondary Education Sector Development Program (SESDP).

II. THE SECTOR: PERFORMANCE, PROBLEMS, AND OPPORTUNITIES¹

A. Sector Description and Performance

2. **Secondary Education Sector Development Plan 2000–2010.** In 1998, the Government of Bangladesh, with Asian Development Bank (ADB) assistance, prepared the Secondary Education Sector Development Plan (SE-SDP) 2000–2010 to address the consequences of the rising demand for secondary education following the rapid increase in primary education participation. While the number of secondary schools, enrollments, and teachers had expanded quickly, improvements in planning, management, teacher provision, curricula, and assessment capacity were required to ensure the maintenance of system quality, access, and equity.

3. The SE-SDP² report noted that the magnitude of the problems—and the resources required to overcome them—had inhibited change. However, the report stated that change could occur with continuity of policy, commitment, and political will among decision makers. The strategic objectives of SE-SDP were to extend basic education to 8 years, and to restructure and improve secondary education. The plan involved (i) extending basic education to grade 8; (ii) reforming and improving the quality of secondary education; (iii) improving policy research and development, planning, and management of secondary education; and (iv) expanding access to secondary education.

4. **Recent Government Strategies.** Since the preparation of SE-SDP, the Government issued several major reports and national policy statements. These included the recommendations of the National Education Commission (NEC) 2003–2004 and Bangladesh's overarching poverty reduction strategy (PRS), *Unlocking the Potential: National Strategy for Accelerated Poverty Reduction*,³ which was launched in October 2005.

5. NEC recognized that the quality of secondary education was decreasing gradually. Secondary School Certificate (SSC) examination results painted a disappointing picture. Against this backdrop, NEC recommended policy guidelines for education administration; infrastructure and environment; curriculum, teaching methods, and evaluation; social status of teachers; and teacher training. Addressing education administration, NEC recommended decentralization of secondary education administration at the division, district, and *upazila* (subdistrict) levels; and the creation of a separate directorate for secondary education. Focusing on education quality, NEC suggested (i) provision of laboratory equipment in school laboratories; (ii) modernization of curriculum and syllabus; (iii) improvement of curriculum, teaching methods, and student evaluation; (iv) inclusion of core subjects in madrasah and vocational curriculum; and (v) introduction of school-based assessment (SBA). To improve

¹ ADB. 2004. *Technical Assistance to the People's Republic of Bangladesh for Preparing the Secondary Education Sector Improvement Project II*. Manila.

² The 1998 SE-SDP was based, for the most part, on the analysis, policies, and objectives outlined in the 1997 *Report of the National Education Policy Formulation Committee*, as well as on a review of the secondary education sector analyses conducted by United Nations Development Programme (UNDP) and United Nations Educational, Scientific and Cultural Organization (UNESCO) and ADB in 1992, and subsequent studies.

³ Planning Commission. 2005. *Unlocking the Potential: National Strategy for Accelerated Poverty Reduction*. Government of Bangladesh: Dhaka.

teaching quality, NEC proposed training for all subject teachers, development of a career path for teachers, and capacity development of teacher training colleges.

6. The PRS considers education reform one of the main ways to achieve poverty reduction. Major recommendations for secondary education include reforms to education management, e.g., decentralization and school-based management; improvement in teaching quality, e.g., developing teachers' career paths; addressing equity and gender gaps; and improved education performance. The main policy interventions of the PRS for secondary education include (i) restructuring management to improve the quality of education, (ii) developing curricula, (iii) enhancing teachers' education, (iv) promoting access to secondary and higher education, (v) facilitating gender equity in education and empowering women, and (vi) preventing dropouts at the secondary and higher secondary level.

7. **Progress of Reforms Under SE-SDP.** During SE-SDP implementation up to 2006, the Government undertook significant development activities and adopted some major reforms in the secondary education subsector. To improve the quality of secondary education, the Government (i) revised the curricula of grades 9 and 10, which were notified for adoption; (ii) developed and notified for adoption a new style of examinations; (iii) approved the phased privatization of textbook publication; and (iv) adopted a teacher education policy for pre- and in-service training. To improve policy research, planning, and management of secondary education, the Government adopted a School Performance-Based Management System (SPBMS) and a national Education Management and Information System (EMIS). To increase access to secondary education, school facilities were developed in underserved areas, and female students were provided with stipends. Extension of basic education to grade 8 has not been adopted for implementation.

8. **Updating the SE-SDP.** Through continuing dialogue with ADB and other development partners, the Government reviewed its achievements and current constraints in the provision of secondary education. With ADB support, the Government updated SE-SDP and extended its implementation period to 2013. This is reflected in SE-SDP 2006–2013 (Supplementary Appendix A), which deepens and extends reforms nationally with a view to (i) increasing efficiency in the management and monitoring of secondary education; (ii) improving the relevance of the curriculum and learning of students, including in madrasah; and (iii) increasing access to secondary education, particularly for the poor and underserved. The updated plan consolidates and continues the initiatives started under SE-SDP that have proven to be appropriate strategies for addressing the identified issues. Further, the updated SE-SDP includes three new key areas for reform: modernization and strengthening of the management and quality of madrasah, ensuring access to training for contemporary information and communications technology (ICT) for all secondary students, and provision of poverty-targeted stipends.

9. **ADB Support to Secondary Education Reforms.** ADB is committed to helping the Government achieve its goals in education, which are set out in the Bangladesh PRS and the Millennium Development Goals. The reform initiatives (para. 7) and supporting investment activities were developed and piloted with ADB assistance, through the Secondary Education Sector Improvement Project (SESIP)⁴ (Appendix 1).

10. To support education management improvements, SESIP assisted in the development and piloting of SPBMS and EMIS. To improve the quality of secondary education, SESIP (i) supported revisions to the curricula for grades 9 and 10, (ii) developed model SSC examination papers, (iii) developed and piloted SBA, and (iv) developed a new teacher education policy and

⁴ ADB. 1999. *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 Improvement Project II*. Manila.

teacher training curriculum. To facilitate access, SESIP provided stipends for female students, as well as schools and classrooms. Some of the policy recommendations originating from these outputs, such as SPBMS and national EMIS, have been notified officially for national adoption by the Government.

11. Based on the studies and recommendations of SESIP for improving teaching quality and teacher education in secondary education, the Teaching Quality Improvement in Secondary Education Project (TQI)⁵ was prepared. The TQI project is supporting the sustainable development of teacher training.

12. **ADB Country Strategy.** ADB's assistance to the education sector of Bangladesh over the past decade has encompassed project-specific activities that included building schools and increasing policy dialogue to complement project activities. In primary education, ADB is the lead agency for the Second Primary Education Development Program⁶ (Appendix 2). In secondary education, SESIP was designed as the first stage of investments that would provide the foundation for subsequent ADB assistance in the subsector under SE-SDP. TQI supports SE-SDP and its update. The ADB country strategy and program,⁷ through the inclusion of the SESDP as follow-on assistance to SESIP, continues ADB's support to the Government in advancing secondary education reforms, builds on the progress made in SESIP, and complements TQI.

13. **Secondary Education Performance.** Secondary education in Bangladesh is offered in general secondary schools and religious schools, or madrasah (Appendix 3). In schools, secondary education has three levels: junior secondary, grades 6–8; secondary grades 9–10; and higher secondary, or intermediate, grades 11–12. *Alia* madrasah⁸ offer religious and general subjects at the primary level, grades 1–5; junior secondary and secondary level, grades 6–10 (*dakhil*); higher secondary level, grades 11–12 (*alim*); and degree (*fazil*) and masters (*kamil*) levels. Education in Bangladesh is administered by two ministries. The Ministry of Primary and Mass Education is responsible for primary education, grades 1–5, both formal and informal. The Ministry of Education (MOE), through the Directorate of Secondary and Higher Education (DSHE), is responsible for secondary, madrasah, technical and vocational, and tertiary education.

14. Bangladesh is making significant achievements in secondary education. Focusing on grades 6–10, the Government has increased the gross enrollment rate from 30.2% in 1993 to 45.2% in 2003. The enrollment of girls has been particularly noteworthy: Gender parity in secondary enrollment was achieved in 2000. In 2003, girls comprised 53% of enrolled students in general schools and 52% in madrasah. Female gross enrollment rate rose from 28.7% in 1993 to 50.8% in 2003. General secondary schools accounted for 83% of the enrollment. Access to secondary education, however, still varies between rural and urban areas, particularly metropolitan areas. An indicator of this disparity is the student-teacher ratio, which is 40:1 in rural areas and 28:1 in urban areas.

15. Secondary education in Bangladesh is characterized by public-private partnerships. Of the 17,386 secondary schools offering grades 6–10 in 2003, only 1.8% were government schools. Meanwhile, all *alia* madrasah are private (nongovernment). The Government

⁵ 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.

⁶ ADB. 2003. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to the People's Republic of Bangladesh for the Second Primary Education Development Program (Sector Loan)* Manila.

⁷ ADB. 2005. *Country Strategy and Program (2006-2010: Bangladesh)*. Manila.

⁸ The other kinds of madrasah are *Furqania* or *Hafizia* and *Nurani* madrasah (*maktabs*), and *Qaumi* madrasah. See Appendix 3 for descriptions.

recognizes nongovernment schools, mostly funded by communities, through the Boards of Intermediate and Secondary Education (BISE); and alia madrasah through the Bangladesh Madrasah Education Board (BMEB). Nongovernment institutions enroll 96% of all students in grades 6–12. The large majority of nongovernment schools (88%) and madrasah (87%) receive government funding through subsidies (also known as subventions) that cover about 90% of teacher salaries.

16. Secondary education in Bangladesh is inefficient. The majority of children who enter grade 6 complete grade 8 and enter grade 9, of whom about half enter grade 10. However, substantially less than 50% of those who enter grade 10 gain the SSC, the first of the secondary public examinations, because of dropouts or failure during the year. In 2004, the national SSC pass rate was 48%.⁹ In grades 6–10, the dropout rate is slightly higher for girls than for boys, particularly at the end of grade 8. For the Higher Secondary Certificate (HSC) at the end of grade 12, the pattern is similar to that of SSC—generally low pass rates, including 48% in 2004. The results for SSC and HSC are now basically the same for girls and boys, with indications that girls' overall results for HSC are moving ahead of those of boys. The dropout, completion, and pass rates in the public BMEB alia madrasahs' dakhil and alim examinations are generally similar to those of the general secondary schools under the Secondary Education Examination Boards. The majority of students who enter the alia madrasah drop out of school or fail the terminal public examination.

B. Issues and Opportunities

17. **Secondary Education System Management.** The fast, large-scale growth of secondary education has been based almost entirely on the expansion of nongovernment institutions supported by Government through salary subventions. The rapidly expanding number of schools and madrasah has made monitoring and evaluation for quality assurance and eligibility for subvention challenging for DSHE, with its traditional, small-scale management capacity. As a result, poorly performing schools continue to receive subventions. The lack of central and decentralized systems for monitoring, evaluation, and quality assurance for school support and development remains the central concern. If this issue is not addressed, the poor quality of secondary education will continue. More extensive and effective decentralization of responsibilities and functions, improved operational and management systems, and more effective human resources management are necessary to ensure modern professional specialization.

18. Recent reforms to strengthen schools through decentralized SPBMS and a functioning national EMIS have established the initial systems for addressing some of these specific issues. However, these are not fully operational nationally or fully institutionalized. An extension of these systems to the government-supported madrasah (alia madrasah) is also required.

19. **Quality of Secondary Education.** The quality of education and educational outcomes remains a major issue. Dropout and failure rates across secondary schools and madrasah remain high. For most students, secondary education offers few opportunities for success. Other problems include unsuitable curricula and examinations, poor textbooks, and ineffective teaching for the majority of students.

20. MOE recently adopted reforms that have initiated improved and more relevant curricula for general secondary education, grades 9–10, after substantial strengthening of the National Curriculum and Textbook Board (NCTB). Parallel reforms of student assessment and public examinations also have been approved. Further, new, modernized secondary teacher education

⁹ The pass rate is calculated from the number of students who sit for the SSC examination. Not all students in grade 10 are eligible to sit for the examination as schools pre-screen students.

programs have been initiated and officially approved, and legal procedures have been established for the registration of secondary teachers. Consolidation, replication and extension, and institutionalization are now required. Similar initiatives to address serious quality problems in the alia madrasah are also now a secondary education development priority.

21. **Access and Equity.** As a result of efforts to improve the quality of primary education, the number of students who complete primary education is expected to increase. As a result, more general secondary education institutions will be required to achieve equity in access. Although systematic targeting and support to areas underserved by secondary education are reducing access problems, such targeting must continue to preserve enrollment gains. However, wider issues of access to quality schooling remain, particularly in underserved areas. These are increasing with the establishment of new schools in already well-served areas.

22. Female stipend assistance programs undoubtedly have contributed to the reversal of inequity of female enrollment in secondary schools, as girls now outnumber boys. However, studies show that stipend recipients come mostly from nonpoor households. Thus, children from poor households have not benefited. Towards encouraging more poor students to enroll and stay in secondary grades, these assistance programs must be examined, and better targeting of needy students—boys and girls—is required.

23. **External Assistance.** The secondary education subsector of Bangladesh receives assistance from development partners. However, fewer development partners (Appendix 4) are involved, and provide less assistance, than in the primary education subsector. Until 2006, ADB provided assistance through SESIP. Between 2006 and 2011, ADB will support improvements in teaching quality in secondary education through TQI. The World Bank is supporting an education reform program covering the primary and secondary subsectors from 2005 to 2007. The policy reforms complement the policies developed with SESIP assistance and adopted by the Government, as well as those to be implemented under TQI and SESDP. These include (i) effective system management, including improved enforcement in establishment and registration of institutions; (ii) more equitable access; (iii) greater transparency in financing institutions; (iv) improved accountability through monitoring of expenditures and outcomes; (v) community participation in school management and devolution of authority; (vi) NCTB restructuring; (vii) transparency in manuscript approval; and (viii) competition in textbook production. The government of Norway, ADB, and World Bank are supporting the female secondary education stipend program, though this assistance extends only through 2006.

24. **Lessons Identified.** The design of SESDP takes into consideration lessons identified from past education assistance in Bangladesh and other countries (Appendix 5). For any education sector project, a strategic action plan should be developed for the sector to provide directions for future development. Focus should be on the long-term nature of the changes initiated. In increasing access to education, assistance should be provided to government schools, as well as to nongovernment and community schools, including those in poverty-stricken areas. As the success of school-based management depends on the participation and understanding of the role and responsibilities of local bodies, these groups should be included in capacity strengthening efforts. Changes to curricula, and student assessments and examinations, will be disseminated widely to the public in a timely and careful manner to build confidence. The Government absorbs increased salary costs slowly when these are not framed within a larger policy reform agenda. To minimize the loss of implementation momentum, follow-on assistance should be initiated immediately after its predecessor, if not overlapping with it.

25. SESDP is the follow-on assistance to SESIP in support of the secondary education subsector development plan that spans a decade. The program aims to reach underserved

areas and provide poverty-targeted stipends. Civil works for new schools are targeted at underserved areas, and recipients of additional classrooms will include nongovernment schools. To facilitate the roles of school management committees (SMC), SESDP will provide capacity building support to SMC officials. SESDP has set aside resources for public awareness programs on curricula revisions, examination reform, and related activities. Reforms related to decentralization and functional specialization will institutionalize new positions, which would facilitate the Government's absorption of increased salary costs. Recognizing the need to minimize restarting costs, SESDP follows immediately on the heels of its predecessor, SESIP.

III. THE PROPOSED SECTOR DEVELOPMENT PROGRAM

A. Impact and Outcome

26. The overall objective of the SESDP is to contribute to poverty reduction in Bangladesh, through human resource development, by improving the relevance of secondary education to the needs of the labor market. SESDP aims to strengthen management, enhance quality, and improve equity of access to secondary education. SESDP will support the implementation of the updated SE-SDP. Relevant and quality education will support the continued social and economic development of Bangladesh, which, in turn, will expand employment opportunities for its population. The program and sector-like project loans will complement each other in achieving progress in these key sectoral objectives. The program design and monitoring framework is in Appendix 6.

B. Important Features

27. SESDP provides continuity of support to the reform process initiated under SESIP, as well as to the Government's reform target adjustments in accordance with its recent development strategies. SESDP continues the policy dialogue undertaken by SESIP, and builds upon the project achievements. SESDP integrates and enhances other ADB assistance, building upon experiences and maintaining the emphasis on quality, efficiency, and access improvements in the secondary education subsector as part of the national poverty reduction agenda.

28. The Government demonstrated strong commitment to the implementation of the initial phase of SE-SDP, including through increased resources for secondary education. The phasing in of reforms, particularly undertaking initial capacity building and piloting before nationwide implementation, has mobilized support and ensured that the reform strategies are sound.

29. The SESDP policy framework will provide additional support to the Government's efforts to reorient and continue the implementation of reforms. SESDP's combination of policy-based and investment lending is considered appropriate and timely at the current stage of secondary education reform in Bangladesh, given (i) the Government's strong commitment to accelerate reform in the education sector; (ii) the magnitude of costs to implement the reforms; and (iii) the large investments required to meet the challenges of improving secondary education quality, increasing access for girls and the poor, and strengthening secondary education management.

C. The Program Loan

1. Impact and Outcome

30. The program loan will support the implementation of policy reforms to (i) strengthen management and governance of secondary education, (ii) improve the quality of secondary education learning, and (iii) make access to secondary education more equitable.

2. Outputs

31. The policy framework of the SESDP is described in paras. 32-58. The essential policy actions for the three main sector challenges are in the policy matrix of the development policy letter (Appendix 7). The salient features of the policy matrix include (i) decentralization of secondary education management, (ii) national implementation of decentralized EMIS, (iii) national implementation of SPBMS, (iv) functional specialization of the education cadre, (v) revision of curricula for grades 9–10, (vi) reform of SSC examinations, (vii) introduction of SBA for grades 6–9, and (viii) review of the secondary stipends' program for female students.

a. Strengthened Management and Governance of Secondary Education

32. **Increased Decentralization.** Nongovernment schools and madrasah make up more than 95% of the secondary education system. DSHE has a management network throughout the nine education zones and 64 districts of Bangladesh to manage secondary education. However, zone and district officers face many challenges in managing secondary education in their areas. As the authority for making decisions on planning and use of educational resources has not been distributed formally, zone- and district-level managers have no authority, including over teacher and staff transfers, and disciplinary actions. With many district education officer (DEO) positions unfilled, staffing uncertainties hinder the efficiency and effectiveness of the district education offices. The current relative weak status of the DEO positions vis-à-vis head teachers of government schools means that the incumbent DEOs lack system authority with the latter. The status of the zone heads (deputy directors), to whom the DEOs report, similarly is seen as inadequate to ensure effective implementation at the zone level, and support at the district level. The upazila level has no secondary education offices, although upazila-level personnel recently have been appointed to monitor stipends to female students.

33. Given the scale and speed of the secondary education expansion, DSHE is planning to increasingly decentralize, redistributing central DSHE responsibilities to the zone and district levels. Zone and district offices will be upgraded, including the human resource functions within DSHE and in the field. Centralized processing of Monthly Payment Orders (MPO) in Dhaka makes queries cumbersome, and provides rent-seeking opportunities for some personnel. For closer monitoring of MPO processing progress, and to enable the EMIS cell to focus on processing education management data, the processing of MPOs eventually will be delegated to the education offices in each zone. Decentralization will require deployment of additional staff at the zone, district, and upazila levels, as well as structured job descriptions.

34. SMCs are responsible for monitoring school performance, teacher and student attendance, appointment of teachers, and school budgets and finance. SMC members are elected every 3 years. The Government will ensure that training and support processes increasingly are provided to SMC members to help them execute their responsibilities effectively.

35. **Monitoring and Quality Assurance System Established.** With the widespread and rapid expansion of secondary education in Bangladesh, traditional mechanisms for secondary school support and monitoring are inadequate to ensure the maintenance of quality education across the whole system. The responsibilities for the supervision and inspection of schools need to be demarcated clearly. School inspections are the responsibility of zone- and district-level officers, who visit the schools infrequently and do not have formal guidelines to follow. The Directorate of Inspection and Audit (DIA) has overall responsibility for auditing nongovernment schools that receive government salary subvention and other assistance, and for ensuring their compliance with the conditions of assistance. However, DIA's staff can inspect each school no more than once every 9–10 years.

36. For greater transparency in linking government subventions to school performance, a system for monitoring and quality assurance (MQA) in DSHE, which will involve upazila personnel, will be established for all general secondary schools and selected madrasah. The system will integrate the national implementation of SPBMS, supported by upazila academic supervisors (UAS) and well-defined reporting processes through the EMIS. SPBMS was approved for national implementation in July 2005. Performance-based management also will be introduced in alia madrasah.

37. To support MQA, a unit will be established within DSHE through the extension of the functions of the Policy Support and Planning Unit within the planning and development wing. The unit will have three major functions: (i) conducting monitoring, evaluation, and quality assurance; (ii) providing qualitative and quantitative data and information for policy formulation and planning; and (iii) conducting in-house research to assist system planning and development.

38. The large number and primarily privately owned schools, difficult access, and continuing communications problems with many schools are challenges that can delay publication of annual statistical data by more than 12 months, which reduces their utility. The Government has piloted in three districts a customized secondary EMIS, which is supported by an EMIS cell within DSHE and a decentralized structure at the zone and district levels. The Government also has approved the national implementation of EMIS, which will promote collection of up-to-date and accurate information for planning and monitoring secondary education schools and outcomes. DSHE and Bangladesh Bureau of Educational Information and Statistics (BANBEIS) will coordinate data collection and analysis. Further, the Government will ensure the effective use of EMIS in planning, policy development, management, and monitoring.

39. **Functional Specialization Implemented Within the Education Agencies.** The current system of frequent intra- and interdepartmental transfer hinders MOE and its agencies. In particular, this constrains professional agencies—the National Academy of Educational Management, NCTB, BISE, etc.—where the retention of skilled specialist employees is essential to the quality of services that these agencies provide. Almost all the professional positions in DSHE are filled through transfer and promotion from among the education cadre members. No skills distinction is made between equivalent positions within the cadre for the purposes of posting, promotion, and transfer.

40. Although DSHE must carry out a variety of functions requiring different specializations, the education cadre structure and its recruitment rules are less relevant with the emergence of specialist professional subgroups. Modern competency-based job descriptions for the different categories of positions are needed, while the country is facing an acute shortage of appropriately qualified professional staff. The rapid growth of education in Bangladesh has increased the need for specialists more quickly than the supply within the relatively small government college system.

41. To retain professional skills and reduce the frequency of transfers among education specialists, the Government will adopt and implement functional specialization within the education cadre. Human resource management (HRM) functions within DSHE and all agencies will be upgraded.

42. **Improved Operations and Management Systems.** To support decentralization and functional specialization, as well as the establishment of an MQA system, MOE will align its operations, management, and functions in BISE, DIA, DSHE, NCTB, and other agencies. Reviews and studies of agencies' respective responsibilities, systems, and resources will inform these activities.

43. The rapid growth of the madrasah system has increased the operational responsibilities of BMEB, and changed the nature of many of its functions. The operations, facilities, and staffing of BMEB need strengthening. A review of BMEB's role and responsibilities, structure, operations, staffing, and facilities is necessary. This review should cover the relationship of its functions with those of other MOE organizations and agencies, particularly NCTB.

b. Improved Quality of Secondary Education

44. **Reviewed and Revised Curricula.** Rote learning dominates the current secondary education curricula to the exclusion of the development of learning and analytical skills essential for life, work, or pursuing tertiary study. In a tracer study, HSC students—graduates and job market entrants—consistently expressed the opinion that the curriculum should be more modern, realistic, and life- and work-oriented.¹⁰ Furthermore, since the curriculum focuses on preparing for the next stage of education, it is of little relevance for the majority of students who do not have the ambition or possibility of pursuing higher education.

45. School curricula for grades 9–10 have been revised to address these gaps, and manuals for each subject have been prepared and are ready for implementation. Curricula for grades 6–8 and 11–12 will be revised to make them learning and analytical skills-based, ensuring smooth interface with the stated exit competencies of the current primary curriculum and the new grades 9–10 curriculum. Further, this will establish a progression of attitudes and skills development for work, including self-employment. The revised curricula will include ICT-related subjects and address ICT issues. The new grades 11–12 curricula will be aimed specifically at preparation for higher studies, and will establish a valid, reliable, and equitable selection system for entry to tertiary education.

46. Curricula for dakhil (grades 6–10) and alim (grades 11–12) need modernization, particularly in Bangla, English, mathematics, and science subjects. Revisions similar to those introduced in general secondary schools to improve secondary education quality and student assessment also should be introduced in madrasah. More comparability between the madrasah and general secondary education curricula, while retaining the unique characteristics of each, will contribute to increased mobility of madrasah students between the two curricula, greater access to higher education, and expanded training and job opportunities. The substantial rise in female enrollments in the madrasah recently necessitates adjustments of programs, teaching, and facilities. Alia madrasah qualifications have been granted equality with those of the general secondary education institutions.

47. NCTB's functions will be consolidated, and its capacity strengthened for quality curriculum monitoring, research, implementation, and development of supporting teaching and learning materials.

48. **Strengthened Student Assessment.** To facilitate student's learning in class, assessments that directly inform classroom teaching (or formative assessments) are required. An SBA system has been prepared, which is premised on the assumptions that (i) not all curriculum goals can be assessed by written testing; and (ii) teachers who are given responsibility in the terminal assessment of their students will get more involved in the assessment process, and will be more responsible for ensuring fair and valid assessments. SBA applies formative assessment methodologies by teachers to achieve timely corrective actions, and encourages the use of a wider range of learning activities aimed at more objectives within the curricula. In July 2005, the Government approved SBA for national introduction in grades

¹⁰ Mian, M., R.B. Shanhjahan, and A.B. Hosen. 1998. Tracer Study of Higher Secondary Students Following Completion of HSC. In *Eight Research Studies*. (Higher Secondary Education Projects, United Nations Development Programme). Dhaka: Ministry of Education.

6–9. Attention needs to be given to implementing SBA for classroom learning. With a view to achieving similar improvements in the quality of its secondary education, madrasah will introduce SBA. SBA materials will be adapted to the curriculum and needs of madrasah.

49. To enhance NCTB's capacity to ensure appropriate SBA components within revised curricula, and to provide assistance to schools, the Secondary Assessment Unit will be merged into the general curriculum development and implementation activities of NCTB across the key subject groups.

50. **Reformed National Examinations.** The seven BISEs in the country conduct public examinations after grades 9–10 (SSC) and grades 11–12 (HSC). Each BISE serves a specific geographical area, and develops and conducts its own set of examinations. The overall quality of public examinations is poor, and the examinations and results are difficult to compare across the BISEs. New and more relevant examinations are needed to measure student performance more accurately over the entire range of curriculum objectives—including understanding, learning, and analytical life skills—using uniform standards.

51. The Government has prepared model SSC examinations that use a smaller proportion of multiple choice questions and introduce alternative question styles (structured questions) to replace the current narrative or essay questions. Together, these will enable the examinations to test students more effectively across the full range of the curriculum learning objectives, and will help overcome the overemphasis on recall of facts from textbooks. MOE issued notification in July 2005 for the introduction of revised SSC examinations beginning 2009.

52. With the changes introduced in SSC and revisions in the curricula for grades 11–12, HSC will also have to be changed in line with the type of questions used in SSC. The Bangladesh Examinations Development Unit (BEDU) will provide professional assistance to the examination boards system on the processes of examination setting, marking, and evaluation. A central entity (or national board) to oversee coordination and quality assurance of the secondary examination system across all examination boards will be considered. Examination reform processes and examination standards similar to those for general education will be introduced within the BMEB, and in parallel with the new madrasah curricula.

53. **Strengthened Teacher Education.** Trained teachers are in short supply: Less than half of secondary teachers are trained. Teaching standards, the foundation for a quality teacher training system, are also lacking. In addition, the teacher recruitment system is inadequate and lacks transparency. To address these issues, the Government is adopting a number of reforms and implementing development activities through TQI to strengthen teacher education. To ensure minimum standards for teacher employment in the secondary sector, a national system for secondary teacher registration is being established. Legislation has been enacted for the establishment of the Non-Governmental Teacher's Registration and Certification Authority. To strengthen pre-service and in-service teacher training, teacher resource centers will be set up, a new teaching degree and new teaching certificate will be introduced, and teacher training staff will be upgraded. Training will be provided for teachers, teacher-trainers, and administrators. Teacher training outreach stations will be established in selected areas.

54. **Promotion of ICT Use.** The widespread introduction of ICT education in public and private educational institutions and madrasah, as well as the promotion of ICT training and the use of ICT in learning, is being promoted. A national system of cluster ICT laboratories will be initiated.

c. Enhanced Equity of Access

55. **School Facilities Developed.** Most school facilities, particularly at nongovernment schools and madrasah, lack quality, adequate maintenance, and the specialist equipment commonly associated with secondary education elsewhere. This is largely a result of the rapid expansion of generally small, rural nongovernment schools that were constructed piecemeal, depending on the availability of resources within the community, and sometimes without proper planning or design. Essential amenities, such as sanitation facilities for female teachers and female students, are lacking, especially in schools and madrasah where female enrollment has increased dramatically. Across nongovernment schools, dedicated library areas and science laboratories, among others, are absent. Teaching aids (e.g., maps, posters, and charts) are also lacking. At the same time, with improvements in primary education quality and access, more primary education graduates are expected, which would lead to higher demand for secondary education. In developing new schools to meet this increased demand effectively, duplications with existing schools must be avoided.

56. To make access to secondary education more equitable, the Government will continue to assist in the construction and establishment of new community-managed schools in underserved communities that are willing to support and manage a new secondary school. To ease congestion in schools where enrollment has increased significantly, particularly of girls, under-resourced schools will be provided with additional classrooms and girls toilets. A rationalized school facilities improvement strategy will guide future improvements of nongovernment secondary school facilities.

57. The lack of models of excellence to guide improvements has hindered the development of the madrasah system, particularly its role in modern general education. A centrally placed madrasah in each district that is willing to adopt the revised curricula will be upgraded to include additional facilities and equipment, enhanced teaching resources, and teachers, where appropriate.

58. **Poverty-Targeted Stipends.** Secondary enrollment rates are now higher for girls than for boys at every grade level, except in Dhaka and other metropolitan cities. Girls also outnumber boys across grades 6–12 nationally. However, girls' dropout rates are still higher than boys' at most class levels in grades 6–10, particularly between grades 8 and 9. Further, their SSC examination performance is not as good as boys', although the gap is narrowing. Overall, secondary enrollment rates are lower in the rural areas and for the poor. However, studies indicate that students from non-poor households receive most of the stipend support. Improved targeting of students from poor families—boys and girls—is required. The Government will provide stipend and fee support to poor girls and boys who meet agreed conditions of attendance and performance. The Government is reviewing the criteria for providing stipend support in relation to income equity and the declining share of boys in enrollment.

3. Important Features

59. **Single Tranche.** SESIP was ADB's first phase of assistance to the subsector in support of SE-SDP. SESIP provided technical assistance and investment resources that initiated and articulated various policy reforms. The Government adopted these initiatives in 2005 and 2006, and has started implementing them. With competing national priorities, the Government recognizes that the immediate implementation of these adopted reforms requires the mobilization of additional resources. Based on budget estimates, the Government will face a budgetary shortfall within the first year of implementation and into the second year. ADB's 2006–2010 country strategy includes SESDP as a follow-on assistance to SESIP to support the implementation of secondary education development and reforms.

4. Financing Plan

60. As proposed, ADB will support the Government's secondary education reform package by providing a single tranche program loan of \$30 million in various currencies equivalent to Special Drawing Rights 20,292,000 from ADB's Asian Development Fund (ADF) resources. The loan will have an amortization period of 24 years, including a grace period of 8 years, with an annual interest charge of 1.0% during the grace period and 1.5% thereafter. The loan proceeds will be available for withdrawal upon compliance with the agreed conditions. The tranche will be released upon effectiveness of the loan; the conditions for the release of the tranche have been fulfilled.

61. In determining the amount of the program loan, the following factors were considered: (i) the relative importance of the education sector in terms of public spending, and the rising trend of public spending on secondary education following SE-SDP; (ii) the scope and strength of the reform package in the secondary education sector; and (iii) the short- and medium-term costs of the reforms and the associated financing gap (Appendix 8). The loan amount covers part of the adjustment costs for the measures included in the policy matrix from Fiscal Year (FY) 2005-06 to FY2007-08 of the SE-SDP and its update.

5. Implementation Arrangements

62. **Program Management.** MOE will be the Executing Agency responsible for the implementation of policy measures.

63. **Implementation Period.** The program period is from 1 January 2006 to 31 December 2008. The Government adopted the policy actions included in the policy matrix in 2005 and 2006. The SESDP fits into the overall sector development plan, as reflected in the updated SE-SDP for 2006–2013.

64. **Procurement and Disbursement.** The program loan of \$30 million will be released in a single tranche upon compliance with all tranche actions listed in the development policy letter. The program loan will be disbursed using the simplified procedures approved by ADB's Board on 16 April 1998.¹¹ The proceeds will be used to finance the foreign exchange cost of items produced and procured in ADB member countries, excluding items included on a list of ineligible items, and imports financed by other bilateral and multilateral sources (Appendix 9). The Borrower will certify that the volume of eligible imports exceeds the amount of ADB's projected disbursements under the program loan in a given period. ADB will have the right to audit the use of the loan proceeds, and to verify the accuracy of the Borrower's certification.

65. **Financial Management.** The Financial Management Reform Project, funded by the UK's Department of Foreign and International Development, is providing MOE with assistance to help improve its financial management. MOE's financial management unit is staffed and supported by consultants with the assistance of this project. MOE is implementing a medium-term Financial Management Improvement Plan, which it has agreed upon with the World Bank.

66. **Anticorruption.** ADB's *Anticorruption Policy* was explained to, and discussed with the Government. Moreover, all relevant ADB guidelines, including the *Procurement Guidelines* (April 2006), *Guidelines on the Use of Consultants*, and *Loan Regulations*, were brought to the notice of the Government.

67. **Counterpart Funds.** The counterpart funds generated from the proceeds of the SESDP program loan will (i) supplement the Government's secondary education budget in support of the SESDP reform package, and (ii) be part of the contribution of the Government to ADB-

¹¹ ADB. 1998. *Simplification of Disbursement Procedures and Related Requirements for Program Loans*. Manila.

funded secondary education activities within the scope of the SE-SDP 2006–2013. These include mostly capital investments, costs for the MQA of secondary education, and additional operation and maintenance costs of new offices and structures.

68. **Program Performance Monitoring System.** DSHE will monitor the implementation of the SESDP and its impact continuously, in line with the overall program framework and outcome indicators agreed upon with the Government. Further, DSHE will submit to ADB quarterly reports until the completion of SESDP. Data from the EMIS, household surveys, the population census, and program implementation documents will be used to monitor the progress of SESDP.

D. The Project Loan

1. Impact and Outcome

69. The project loan (the Project) will focus on improving the efficiency and quality of secondary education, while enhancing access. It will have three outputs: (i) strengthened management of, and transparency in, secondary education management; (ii) higher quality secondary education; and (iii) more equitable access to secondary education.

2. Outputs

a. Strengthened Management of, and Transparency in, Secondary Education Management

70. This component will support (i) increasing decentralization of management responsibilities, (ii) improving transparency in the financing of institutions, and (iii) strengthening HRM. These will contribute to improved accountability, transparency, and governance in the secondary education system.

71. **Increased Decentralization of Management Responsibilities.** This subcomponent will support the decentralization of secondary education management. DIA, DSHE, and DSHE field office structure, and their operational and management systems, will be reviewed in relation to decentralization and the staff reallocations necessary to meet revised responsibilities. The reviews will cover (i) DSHE management, and field and operational procedures; (ii) career structure for DSHE field officers; (iii) functions and systems of BISE; (iv) NCTB operating systems, responsibilities, and delegations; and (v) DIA's charter, functional processes, resources, professional and cost effectiveness, and alternatives. The review of DSHE operations will inform the development of a staffing plan for the DSHE central office and its decentralized offices. The DIA functions will be reviewed in relation to decentralization, the new MQA system, and government finance and audit processes. The review of functions of BISE will inform a possible rationalization of its functions, such as transferring recognition and registration of schools, which would allow greater focus on its essential examination functions. Further, the BISE review will examine the feasibility of establishing centrally located regional examination script-marking centers to improve system performance. Personnel relocated to field offices will be provided orientation training. To support the decentralized education management, two zone-level education offices and four district education complexes will be constructed on government-owned land. The Project will provide basic office equipment, furniture, vehicles, and an administrative budget.

72. **Improved Transparency in the Financing of Institutions.** This subcomponent will invest in developing and implementing an MQA system to monitor the quality and improve the performance of secondary schools, including nongovernment schools and madrasah. The project loan will support the development and implementation of a school MQA system. This will

assist MOE and DSHE in policy planning, helping poorly performing schools, and decision making, including for the release of subventions. The Policy Support and Planning Unit of DSHE will be given the additional responsibility of school MQA, and will be renamed the Policy Support, School Monitoring and Quality Assurance (PMQA) Unit. The new MQA system will integrate the use of SPBMS. PMQA, which will conduct reviews, assessments, and studies, will publish an annual report on school performance. PMQA will conduct a study on improving poorly performing schools, documenting the lessons and identifying important factors contributing to good performance. Third-party validation assessment studies will be performed twice during project implementation to review the quality of data, and to monitor the implementation of the MQA system. Regional study tours will be provided to essential DSHE, Implementation Monitoring and Evaluation Division of the Ministry of Planning, MOE, Planning Commission, and Economic Relations Division officers to observe the implementation of an MQA system within a decentralized structure, including EMIS.

73. The subcomponent will support the national implementation of SPBMS in the general secondary schools and its pilot implementation in at least 30 model madrasah. The PMQA unit, with the assistance of a national consultant, will review and refine SPBMS guides. SPBMS guides and materials will be adapted to the madrasah curricula, and then printed and distributed. Annual SPBMS training will be provided to UAS, head teachers, academic inspectors, and research officers.

74. To support planning and MQA, investments will be made to expand EMIS nationally. EMIS data, which will be used to monitor schools, will be analyzed to inform secondary education policy planning and Government decisions. Since EMIS data will be used in MQA and policy support, the EMIS unit will be located in the planning and development wing of DSHE. UASs will collect EMIS data from schools and madrasah, while district officers will check the validity and enter the data. The data then will be submitted to the PMQA unit for further collation, validity checks, cleaning, and processing. DSHE and BANBEIS will have access to the complete EMIS database. The processing of MPOs, currently performed by EMIS personnel, will be delegated gradually to the zone education offices.

75. BANBEIS will publish an annual statistical report on the status of secondary education. EMIS data will be made available to other government agencies, researchers, development partners, and education stakeholders. The PMQA unit will conduct at least four policy research studies on secondary education using EMIS data. The data also will be used in project monitoring. A regional study tour to learn about the implementation and application of EMIS will be provided to essential officers of the EMIS and PMQA units of DSHE, planning and development wings of DSHE and MOE, secondary education wings of DSHE and MOE, BANBEIS, and education wing of the Planning Commission. The Geographical Information System software in DSHE and BANBEIS will be updated, and data communications links between the two institutions will be installed.

76. **Strengthened Human Resource Management.** To support decentralization and functional specialization, this subcomponent will assist in improving the HRM function in DSHE and MOE agencies. DSHE, led by the administration wing, will update its HRM strategy. If needed, additional staff for HRM of DSHE will be recruited. The project loan will provide consulting services, equipment, furniture, running costs, and HRM-related materials. A national consultant will support DSHE in developing a plan to establish this unit and its implementation procedures, and defining the terms of references of the personnel. Job descriptions will be reviewed systematically. The staff monitoring and evaluation process will be refined, taking into consideration functional specialization and decentralization. Related manuals, including ones on performance management, will be developed, disseminated, and used for in-house training of staff.

b. Higher Quality Secondary Education

77. This component will help to improve the quality of secondary education by (i) revising curricula, (ii) supporting the reform of national examinations, (iii) strengthening student assessments, and (iv) strengthening SMCs. Improvements in the quality of madrasah education also will be addressed.

78. **Revised Curricula.** Curricula for grades 6–8 and 11–12 will be reviewed and revised to make them skills-based, and to ensure a smooth interface with stated exit competencies of the primary curriculum and the new curricula for grades 9–10. Related curriculum support guides and teacher training materials will be developed. Trainers and teachers will be trained in the new curricula. An information dissemination strategy will be developed and implemented to inform parents, students, teachers, and other stakeholders of the benefits of the new curricula, and to alleviate concerns they might have. NCTB will lead the curriculum revisions. A curriculum review and revision committee, comprising subcommittees dealing separately with the 12 subjects, will develop each curriculum. Non-NCTB subject specialists will establish external review and revision committees for each subject or subject group. The development process will include consultations with stakeholders.

79. NCTB's staffing pattern, and operating and management systems, will be reviewed in an effort to consolidate its functional and sustainable capacity to undertake quality curriculum monitoring and research, implementation, and development. Twenty NCTB personnel will pursue master's degree studies locally, specializing in school curriculum development and/or implementation, and related areas. The personnel will receive time off from the Government and financial support from this subcomponent. NCTB will be provided with office equipment, software, curriculum materials, and consultancy support for curriculum development.

80. As part of the development of new curricula for grades 6–8 and 11–12, the computer studies or ICT subject will be updated. The ICT subject, and its teaching and learning materials, for grades 9–10 also will be refined. Teachers will be trained to teach the refined ICT subject. E-learning will be piloted in 20 schools to support the teaching of English, mathematics, and science. The Project will provide computers, teacher training, learning materials, and national consulting services on e-learning.

81. Madrasah curricula for grades 6–12 will be modernized, particularly in general education subjects. The curriculum support guides and teacher training materials will be developed, and teacher training in the new curricula will be conducted. An information dissemination strategy will be developed and implemented to inform parents, students, teachers, and other stakeholders of the benefits of the new curricula, and to alleviate concerns they might have.

82. The needs of the BMEB in administering, managing, and monitoring modernization and quality improvements in madrasah education will be assessed. Recommendations for more effective organization and functioning will be developed. A sector study of dakhil and alim madrasah education will be conducted. A capacity strengthening plan for BMEB and madrasah-related agencies 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.

83. **Reformed National Examinations.** The Government has approved the reform of SSC examinations. The project loan will support the training of master trainers, who will train examination question-setters, markers, and moderators for the planned examination reforms. An information dissemination strategy on the revised examinations will be developed and implemented. Associated with the revision of curricula for grades 11–12 will be the development of model HSC examinations, which will be pilot tested. Examination development committees

will develop the HSC model examinations. BEDU will spearhead the implementation of examination-related activities. One international and one national specialist in examinations development, including expertise in item and testing analyses, will be provided.

84. Fifteen BISE personnel will pursue master's degree studies locally, specializing in assessment, examinations development and methodologies, and related areas. The personnel will receive time off from the Government and financial support from this subcomponent. To analyze the comparability of the various examination standards and examinations across the different secondary education examination boards, the project loan will support studies of their comparability.

85. **Strengthened Student Assessment.** The application of improved learning assessment methodologies by teachers will aid student learning. This subcomponent will support the national implementation of SBA in grades 6–9. Training and related training materials will be provided to teachers. SBA also will be introduced in model madrasah. SBA materials will be adapted to madrasah curricula, and madrasah teachers will be provided with the related training. Information on SBA will be disseminated. NCTB will provide SBA-related assistance to schools.

86. **Strengthened School Management.** SMC members will be trained to assist with school development, and to improve student and school performance.

c. More Equitable Access to Secondary Education

87. **Assistance to Underserved Areas and Overcrowded Schools.** By building and furnishing 56 new community-managed schools in underserved areas, this subcomponent will make access to secondary education more equitable. These schools will be selected according to criteria described in Appendix 10. Before approval of civil works, the following criteria will be confirmed for each of the schools: (i) the areas in which they are going to be constructed are underserved, (ii) the land is available for its construction, and (iii) the community will support the management of the school. Toilet facilities for females, arsenic-free tube wells, and two additional classrooms will be provided for 250 overcrowded schools enrolling girls, preferably in the 53 upazilas where ADB will provide stipend assistance. School mapping will be undertaken, and will include madrasah. A national strategy plan for rationalizing and improving nongovernment secondary school facilities will be developed for approval by MOE and ADB. Staff of the Education Engineering Department (EED) will receive training in education infrastructure, including monitoring and evaluation of civil works.

88. **Model Madrasah Developed.** One madrasah in each of the 30 districts (five in each division) will receive resources to become “model madrasah” offering the new curricula. Model madrasah will receive two additional classrooms, laboratories, library, minor repairs, furniture, computers, teaching equipment, books, learning materials, and sports equipment.

89. **Poverty-Targeted Stipends.** Poverty-targeted stipends will be provided to secondary students—up to 30% of a school's girls' enrolment and up to 10% of a school's boys' enrolment—from poor families in the 53 upazilas where ADB provided stipend assistance under SESIP. Selected students will be from families that meet established poverty criteria, and will comply with agreed conditions of attendance and performance.

3. Important Features

90. In addition to supporting the improvement of education quality in general secondary education schools, the Project will support improvements in the quality of alia madrasah education. With official recognition that alia madrasah qualifications are equal to those of the

general secondary education, quality improvements will facilitate the mobility of madrasah students to general secondary education institutions at various levels. While still encouraging girls to continue their secondary education, the Project will extend assistance to poor boys and take into consideration students' economic status.

4. Project Investment Plan

91. The Project is estimated to cost \$113.3 million, including taxes and duties of \$6.4 million (see Table 1). Detailed cost estimates are in Appendix 11 and Supplementary Appendix G.

5. Financing Plan

92. As proposed, ADB will provide a loan of \$85.0 million in various currencies equivalent to Special Drawing Rights 57,493,000 from its ADF resources to finance 75% of the project costs of \$113.3 million. ADB will finance the costs of civil works, vehicles, equipment, learning resources, training, consulting services, research and administration, and financial charges during implementation. ADB also will finance a portion of project operation, maintenance, and staff salaries, excluding taxes and duties. The term of the proposed loan will be 32 years, including a grace period of 8 years, with an annual interest charge of 1% during the grace period and 1.5% thereafter. The indicative financing plan is in Table 2, and the details are in Appendix 11.

Table 1: Project Investment Plan
(\$ million)

Component	Amounts ^a
A. Base Cost^b	
1. Strengthened Management and Governance of Secondary Education Management	34.51
2. Higher Quality Secondary Education	17.21
3. More Equitable Access to Secondary Education	50.42
4. Project Management and Construction Supervision	1.98
Subtotal (A)	104.12
B. Contingencies^c	6.36
C. Financing Charges During Implementation^d	2.85
Total (A+B+C)	113.33

^a Includes taxes and duties of \$6.48 million.

^b In mid-2006 prices.

^c Physical contingencies computed at 10.0% for civil works; and 3.0% for equipment, furniture, and vehicles. Price contingencies computed at 1.9% on foreign exchange costs and 5.0% on local currency costs; includes provision for potential exchange rate fluctuation under the assumption of a purchasing power parity exchange rate.

^d Includes interest. Interest during construction has been computed at the rate of 1.0%.

Source: Asian Development Bank estimates.

Table 2: Financing Plan
(\$ million)

Source	Total	Percent
Asian Development Bank	85.00	75.00 ^a
Government	28.33	25.00
Total	113.33	100.00

Source: Asian Development Bank estimates.

^a This percentage is within the current cost-sharing limit for project financing for Bangladesh, which is 75%.

6. Implementation Arrangements

93. The Executing Agency for the Project will be MOE. The Implementing Agency will be DSHE, which will have overall responsibility to plan, organize, manage, supervise, coordinate, and monitor the Project, as well as monitor the progress achieved. The structure of the project implementation unit (PIU) of SESIP will be retained and continue in the same role for SESDP. SESDP staff will be recruited directly, though preference could be given to those who worked on similar types of projects, such as SESIP. The PIU, which will be housed in the DSHE building, will be responsible for day-to-day project implementation. Headed by a full-time project director selected in consultation with ADB, the PIU will be responsible for (i) detailed project planning and scheduling; (ii) procurement of goods and works, except as otherwise agreed; (iii) recruitment and supervision of international and national consultants, other technical assistance, and training; (iv) project accounting, including arranging necessary audits; (v) disbursement of funds, including timely submission of withdrawal applications; (vi) management of the imprest account; and (vii) reporting to ADB on project progress. Given its support for SE-SDP 2006–2013, the Project will maintain close coordination with the ongoing TQI project during implementation. To coordinate the civil works program, district implementation coordination committees (DICC) will be established in each district where the Project finances subprojects. A deputy commissioner will chair each DICC, and the DEO will act as member-secretary. Other DICC members will include representatives from the district EED, concerned SMCs, head teachers, and nongovernment organizations (NGO). NCTB, BISE, and BMEB will implement various components of the Project, as described in paras. 69 to 89.

94. **Project Steering Committee (PSC).** A PSC will be formed and chaired by the MOE secretary. The PSC will be responsible for the detailed policy formulation, planning, implementation, and evaluation of the reform agenda for the secondary education system under SESDP, including policy reforms within the program that help implement the SE-SDP 2006–2013. The PSC will approve the criteria for the selection of (i) communities to receive new schools, and schools to receive additional classrooms; (ii) schools for piloting e-learning; (iii) madrasah to be upgraded to become model madrasah; and (iv) personnel for foreign study tours, and foreign and local training. The PSC also will approve the selection process for madrasah. The PSC, which will meet at least quarterly, will consist of representatives from BANBEIS; BISE; BMEB; DIA; DSHE; Economic Relations Division; EED; Implementation Monitoring and Evaluation Division of the Ministry of Planning; Ministry of Chittagong Hill Tracts Affairs; Ministry of Establishments; MOE; National Academy of Educational Management; NCTB; PIU of TQI; and the Planning Commission. Since the PSC is expected to address long-term policy issues of secondary education, its membership will be flexible. Appropriate persons and specialists will be invited, as required. A project implementation committee, chaired by the DSHE director general, will be established to oversee the day-to-day implementation of the Project. The SESDP project director will act as the committee's member-secretary.

95. **Subproject Implementation.** The Project will include about 56 unions.¹² Each union will prepare a subproject proposal consisting of a package of school facilities to be constructed or expanded, as well as the first year's implementation plan. All subprojects will be selected in accordance with the criteria listed in Appendix 10. The PIU will ensure that participatory approaches are used in subproject identification, planning, and implementation. Through these approaches, local communities, NGOs, women, and representatives of tribal people will be involved in subproject activities. The facilities will be selected, designed, and costed according to established criteria previously agreed with ADB. The DICC will prepare the proposals in

¹² The union, represented by an elected union council, is the lowest level of official representative government. Its official responsibilities include representative involvement in education and health institutions. In practice, this generally means chairmanship or membership of SMCs or college governing bodies.

consultation with the community and NGOs. The proposals will be sent to DSHE and the PIU for review and approval. Each year, DICC will submit to PIU an updated implementation schedule, including work to be accomplished and a budget. The first 10 subproject proposals will be sent to ADB for its concurrence. Thereafter, ADB may require that randomly selected subproject proposals be submitted for its concurrence. ADB may refuse to finance any subproject that does not meet the agreed criteria.

96. The PIU will oversee all field-level operations. EED will tender the civil works to private companies, and also oversee physical works. To avoid unnecessary increases in construction costs, EED will ensure that new schools are constructed on suitable land, and in accordance with applicable Government and ADB environmental regulations or guidelines. The PIU will engage an independent construction supervision firm to monitor progress and quality of construction. The supervision firm will deploy engineers at the district level, and make spot checks and intensive visits at important stages of works. The firm also will verify the involvement of local communities in the planning and implementation of the subprojects. The DICC will prepare quarterly reports and send them to PIU. The reports will include (i) a summary of implementation progress compared with the plan; (ii) a financial summary showing funds allocated, committed, and disbursed; (iii) a list of ongoing contracts and their physical progress; and (iv) a list of issues and proposals for their resolution. To facilitate the timely release of funds, PIU will channel funds for small-scale facilities development from the imprest account directly to EED. For civil works in predominantly tribal unions, the DEOs will consult regularly with the tribal council leaders of tribal communities and other appropriate local government bodies to determine civil works requirements.

97. **Period of Implementation.** The project will be implemented over 6 years, from January 2007 to December 2012 (Appendix 12).

98. **Procurement.** ADB-financed goods, services, and civil works will be procured in accordance with ADB's *Procurement Guidelines* (April 2006). The procurement plan for the project is in Appendix 13. Each works contract estimated to cost more than the equivalent of \$2 million will be awarded on the basis of international competitive bidding, and works contracts estimated to cost the equivalent of \$2 million or less will be awarded on the basis of national competitive bidding (NCB) procedures acceptable to ADB. Each contract for goods, and equipment and/or materials greater than \$1 million will be awarded on the basis of international competitive bidding procedures, and those for \$1 million or less will follow NCB procedures acceptable to ADB. NCB procedures applicable to the Project are specified in the Government's *Public Procurement Regulations 2003*. Before commencement of NCB procurement, ADB and the Government will review Government's procurement procedures to ensure consistency with ADB requirements. Any necessary modifications or clarifications to Government's procedures will be documented in the procurement plan. NCB packages valued at more than \$100,000 each will be subject to prior review by ADB. The PIU will ensure that all procurement complies with the applicable procedures. Specifically, the PIU will (i) determine bid packages and propose procurement methods, as approved by ADB; (ii) prepare detailed material lists and specifications; and (iii) evaluate bids and award contracts in collaboration with associate implementing agencies.

99. **Consulting Services.** The selection and engagement of consultants to be financed under the Project will be in accordance with *Guidelines on the Use of Consultants* (April 2006). A team of consultants (Appendix 13 and Supplementary Appendix B) will provide services in a range of specializations, with estimated international inputs of about 92 person-months and national inputs of about 212 person-months. The team will be engaged through a firm using the quality- and cost-based selection method, and a full technical proposal will be used for the recruitment. An additional 10 person-months will be provided through individual recruitment.

100. **Anticorruption Policy.** ADB's *Anticorruption Policy* was explained to, and discussed with, the Government. Consistent with its commitment to good governance, accountability, and transparency, ADB reserves the right to investigate, directly or through its agents, any alleged corrupt, fraudulent, collusive, or coercive practices relating to the Project. To support these efforts, relevant provisions of ADB's Anticorruption Policy are included in the loan regulations and the bidding documents for the Project. In particular, contracts financed by ADB under the Project will include provisions specifying the right of ADB to audit and examine the records and accounts of MOE and all contractors, suppliers, consultants, and other service providers as they relate to the Project.

101. Good governance and anticorruption measures of the Project are in Appendix 14. During implementation, the Project will monitor project activities frequently and regularly, including school selection and tendering, and poverty-targeted stipends. The PIU will have a project Web site that will provide procurement notices and procurement status. Third-party assessment validation studies also will be undertaken for SPBMS and EMIS. Staff will be trained in good governance.

102. **Advance Contracting.** As the Project needs to operate immediately after loan effectiveness, MOE has requested advance action for procurement of civil works, goods, and materials and/or equipment to expedite project implementation, particularly by short-listing consulting firms. Advance action will apply only until the evaluation of bids; contracts will be awarded and agreements signed only after loan effectiveness. ADB's concurrence on advance actions does not commit ADB to finance the Project. MOE will negotiate the contract with the highest ranked firm.

103. **Staff Development and Training.** International and local training will be provided under the Project. Regular local training will support SPBMS, SBA, curriculum dissemination, and examination reform. Selection of candidates will follow the Government's policy and implementing guidelines for international and local training. ADB's approval will be required before international training is awarded. ADB will be provided with a list of (i) nominated candidates, (ii) their qualifications, (iii) justification and relevance of training, and (iv) detailed cost of proposed training. Training recipients will have to sign a bonding arrangement that requires them to remain in their institutions for a minimum period, in accordance with Government procedures.

104. **Disbursement Arrangements.** MOE will be responsible for preparing disbursement projections, and for requesting budgetary allocations for counterpart funds. To ensure the timely release of loan funds, an imprest account will be established in the Bangladesh Bank. The initial amount will be equivalent to no more than 6 months of projected disbursements, or 10% of the loan amount, whichever is less. The imprest account will be established, managed, and liquidated in accordance with ADB's *Loan Disbursement Handbook*, and detailed arrangements agreed to by the Government and ADB. ADB's statement of expenditure (SOE) procedures may be used to reimburse eligible expenditures, as well as to liquidate advances made into the imprest account in accordance with ADB's loan disbursement guidelines. Any payment to be reimbursed or liquidated under the SOE procedures will not exceed the equivalent of \$50,000. MOE will coordinate the timely release of funds. Auditors acceptable to ADB will audit the use of the imprest account and SOE procedures. A separate audit opinion should be included in the annual audit report.

105. **Accounting and Auditing.** The Government, acting through MOE, will maintain records and accounts adequate to identify goods and services financed from the loan proceeds. MOE will maintain separate records and accounts for the Project, and ensure that accounts and financial statements are audited annually by independent external auditors acceptable to ADB.

In addition to the yearly financial audit, independent contractors acceptable to ADB will conduct assessment studies to review the effectiveness of the outputs and activities. The auditor's report and copies of the certified accounts and related financial statements, including the auditor's opinion on the use of loan proceeds, compliance with loan covenants, and use of the imprest account under ADB's SOE procedures, will be submitted to ADB in English not later than 6 months after the end of the Government's fiscal year.

106. **Reporting.** The PIU will prepare quarterly reports on the status and progress of project implementation, and will submit them to ADB and MOE within 20 days after each quarter. The reports, which will be in a format acceptable to ADB, must indicate (i) progress made against established targets, (ii) status of performance indicators, (iii) problems encountered and actions taken to address them, (iv) compliance with loan covenants, and (v) proposed program of activities for the following quarter. Within 3 months after physical completion of the Project, the Government will prepare and submit to ADB a project completion report describing project implementation, accomplishments, benefits, impact, costs, and compliance with loan covenants.

107. **Project Performance Monitoring System.** To ensure efficient project implementation, the Government will prepare and provide ADB with the following fiscal year's operational plan for the Project at least 30 days before the start of the next fiscal year. The operational plan will include mainly (i) project activities, with cost estimates proposed for each component and/or subcomponent with performance targets; (ii) a plan for complying with outstanding loan covenants; (iii) a breakdown of financial requirements, including loan proceeds withdrawal and counterpart funds from the Government; and (iv) details of how project activities are to be integrated into other ongoing programs.

108. DSHE and the PIU will establish a comprehensive project performance monitoring and evaluation (M&E) system acceptable to ADB. Further, DSHE, through the PIU, will be responsible for project M&E. Within the first 6 months of implementation, a baseline indicator study will be conducted to refine and expand verifiable indicators of project inputs, outputs, and impact, including enrollment and enrollment projections. Where appropriate, data, and indicators collected by SESIP will be used. The planning and development wing of DSHE will be responsible for output and impact M&E through its EMIS and SPBMS. EMIS will collect information regularly, and monitor the implementation of project activities. Project M&E data, including from EMIS, will be reported and analyzed in quarterly and annual reports submitted to ADB. The Project will strengthen DSHE capacity for policy analysis. The PMQA unit of DSHE will conduct studies on issues and policies relating to school performance and quality of education. Evaluation studies on MQA, SBA, and stipends also will be undertaken.

109. **Project Review.** The Government and ADB will review the Project's progress jointly at least twice a year. Besides these regular reviews, the Government and ADB will undertake a joint midterm review during the Project's third year. Among other things, they will (i) review the project scope, design, implementation arrangements, institutional development, and capacity-building processes; (ii) review changes in Government policies and institutional framework since appraisal, and evaluate their impact on project implementation and sustainability; (iii) assess project implementation against appropriate projections and performance indicators; (iv) review compliance with loan covenants; (v) identify critical issues, problems, and constraints; and (vi) recommend changes in project design or implementation, as needed. Specific attention will be given to a review of the stipend program, the implementation of the MQA system, SBA, and curriculum development. The PIU will submit to ADB a comprehensive report on each of these issues 1 month at most before the review.

IV. PROGRAM BENEFITS, IMPACTS, ASSUMPTIONS, AND RISKS

A. Project Benefits and Impacts

110. **Sectoral Benefits.** SESDP will contribute to improving the management and efficiency of the secondary education sector. The decentralization of responsibilities, and creation of new posts at the zone and district levels, will enhance understanding of the local situation, contributing to faster decision making. Moreover, the proximity to stakeholders will facilitate the resolution of secondary education management issues. DSHE's management capacity will be strengthened. Putting into place an MQA system will help the Government better assist poorly performing schools and halt salary subventions, where applicable. This also will increase the transparency of decisions on payments of salary subventions, which, in turn, should facilitate quality improvements. Revision of curricula through effective preparation in reading, writing, numerical skills, and work attitudes, among others, as well as analytical thinking, will make them more relevant to the labor market.

111. **Social.** SESDP aims to improve quality and efficiency of secondary education. Higher quality secondary education will improve learning, as well as make it more relevant, and help reinforce the idea among parents that attending school is a productive activity and an investment in children's futures. The direct poverty impacts of the Program are expected to be positive (Supplementary Appendix C). Reforms that strengthen the management and governance of secondary education will benefit secondary schools where poor and nonpoor students are enrolled. However, higher quality secondary education will benefit particularly poor students, who cannot afford high-priced private schools and private tutorial sessions. Curricula that are based on learning-skills and develop attitudes and skills for work will increase the relevance of education to the labor market. Modernization of dakhil and alim madrasah curricula will benefit madrasah students, many of whom are from poor households. Modernized madrasah education will increase the competitive chances of children who graduate from madrasah and seek higher education and employment, in addition to learning life skills for participation in the globalized economic and social environment. The civil works components of the SESDP project loan will improve the learning environment in crowded schools that enroll girls. The provision of toilets for females and tube wells will improve the learning conditions of schoolchildren and teachers, particularly females. Construction of new secondary schools in underserved areas will reduce opportunity costs of attending secondary school, making secondary school attendance by the poor more feasible. Provision of poverty-targeted stipends, which reduce the cost of school further, should encourage students from poor households to continue attending secondary school.

112. **Economic.** Annually, the 56 new schools that are planned will benefit an additional 16,800 students, while the 560 additional classrooms in schools and madrasah will benefit more than 22,000 secondary school students. By 2013, civil works, stipend assistance, and improvements in education quality are expected to increase enrollment rates by 15% and raise SSC pass rates by 5%. Further, with the expected increase in enrollments and greater pressure on resources, dropout rates at a minimum are envisaged to be retained at the 2004 level. Closer monitoring of school performance will increase the cost efficiency of the Government's expenditures in the secondary education subsector.

B. Project Risks and Assumptions

113. The design of the Program draws on the lessons learned from previous assistance. SESDP assumes high level of commitment from the Government to implement the adopted reforms. Any risk related to backtracking of reforms is mitigated by the reforms' links to the wider long-term frameworks in the sector, including (i) reforms recommended in the PRS, (ii)

consultation with stakeholders during development and implementation, and (iii) activities to inform the public of these reforms and allay concerns. In addition, the issues being addressed by SESDP are at the heart of improving the quality of, and increasing access to, secondary education, which any government will need to address.

114. The implementation of reforms requires coordination by MOE and DSHE with education agencies and other stakeholders. Stakeholders will be represented in the project implementation arrangements to facilitate the coordination of activities across agencies. Project activities will support stronger coordination and less overlap of responsibilities across the education agencies. The capacity of relevant stakeholders also will be strengthened. Changes to curricula, and student assessments and examinations, will be disseminated widely to the public in a timely and careful manner to build confidence. In addition, stakeholders will be consulted on new curricula, assessments, and examinations.

115. The sustainability of reforms (e.g., SPBMS, SBA, and others) beyond the reform period assumes that staff will be available to continue their implementation. A financial analysis suggests that, if all other things are constant, sufficient resources will be available to secondary education to continue the reforms. Improved monitoring of school performance in relation to the continuation of salary subventions will increase efficiencies and contribute to financial savings in the sector. Reforms relating to decentralization and functional specialization will institutionalize new positions, for which Project staff could apply.

116. **Safeguard Measures.** The summary poverty reduction and social strategy is in Appendix 15, and gender action plan is in Appendix 16. As neither the proposed program loan nor the project loan is expected to have any significant environmental impacts, SESDP has been classified as environmental category C. An environmental assessment of the policy interventions (Supplementary Appendix D) has shown that most of the proposed policy actions will not impact the environment, while the policy action aiming to make access to education more equitable might have some very minor impacts. To support the sector-like project investment component of SESDP, an environmental assessment review and procedures framework has been prepared (Supplementary Appendix E). Insignificant environmental impacts that might arise during implementation of the project loan include dust and noise pollution from small building construction activities, and contaminated water extraction from school wells—both of which can be mitigated easily. SESDP is expected to contribute positively to the environment by providing school latrines, and improving hygiene practices among children and youth.

117. As the Project will build schools in underserved areas, some of its residents might be from tribal groups. The reforms under the program loan are not expected to impact tribal people negatively. Instead, the national implementation of the reforms will improve the quality and relevance of secondary education for all groups. However, in case the Project has a negative impact on a tribal group or a positive impact does not accrue to them in the beneficiary area, safeguard measures will be included. These safeguards will be contained in a tribal people's development plan under the tribal people's development framework (Appendix 17, Supplementary Appendix F), or as a specific action in any resettlement plan that might be necessary (para. 121 [xi] below).

118. The Project is not expected to require any involuntary resettlement. Additional classrooms, laboratories, and school facilities for overcrowded schools and model madrasah will be accommodated within the premises of existing schools and madrasah. Hence, they will not involve land acquisition and resettlement. The construction of new schools will be mostly on Government land. Impacts are to be minimized further through careful subproject siting and alignment during subproject selection, detailed design, and subproject implementation. The

subproject selection criteria for new schools rule out subprojects with significant involuntary resettlement impacts.

V. ASSURANCES

A. Specific Assurances

119. In addition to the standard assurances, the Government has given the following specific assurances, which will be incorporated into the legal documents.

120. For the program loan:

- (i) The Government will implement SE-SDP 2006–2013 in a timely manner, and in consultation with ADB regarding elements related to the Program.
- (ii) The Government will ensure that the growth rate of the secondary education budget for the FY2006-07 is greater than the growth rate of the gross domestic product.
- (iii) The Government will ensure that the policies adopted and actions taken, as described in the development policy letter and the policy matrix (Appendix 7), continue in effect for the duration and beyond the program period.
- (iv) Within 1 year of the program loan effectiveness, the Government will have completed the establishment of a program performance monitoring system for the Program.

121. For the project loan:

- (i) The Government will ensure the continuity of the implementation of activities in the MOE agencies; DSHE; and upazila, district, and zone offices initiated by SESIP between the completion of SESIP and the project loan effectiveness.
- (ii) Within 1 year of the project loan effectiveness, the Government will have completed the establishment of a project performance monitoring system for the Project.
- (iii) Staff will be recruited directly under the Project. Project operational costs after review and scrutiny by the relevant and appropriate authorities may be transferred to the recurrent budget promptly after project completion as per government rules and regulations. If they have equal qualifications, women will be given preference in recruitment.
- (iv) The Government will ensure that a public information campaign is developed to disseminate to communities and stakeholders information on the nature of and reasons for the policy changes being implemented under SE-SDP 2006–2013.
- (v) The Government will ensure that the continuation of subventions is linked to the performance-based assessment of the schools.
- (vi) The Government will ensure that payment of stipends is poverty-targeted.
- (vii) The Government will ensure that all subprojects will be selected in accordance with the criteria agreed upon between ADB and the Government. The criteria and procedures for selecting the 30 madrasah for project assistance and the 20 schools for piloting e-learning activities will be finalized within 3 months of loan effectiveness.
- (viii) The Government will ensure that ADB is consulted before changes of the project director.
- (ix) The Government will cause the PIU, DSHE, and MOE to take concrete proactive steps (Appendix 14) to ensure good governance and prevent corruption by, among other things, preparing an action plan, implementing such action plan, and including in quarterly reports of the measures taken.

- (x) The Government will ensure that the Project is implemented in accordance with the tribal people's development framework and the gender action plan.
- (xi) The Borrower shall ensure that the land selected for construction of new schools is clear of occupation and not under use as defined in ADB's *Policy on Involuntary Resettlement*, 1995. In the event of unforeseen resettlement as defined in ADB's *Policy on Involuntary Resettlement*, 1995, the Borrower shall promptly inform ADB of such unforeseen resettlement, and shall prepare necessary resettlement planning documents in accordance with ADB's *Policy on Involuntary Resettlement*, 1995.
- (xii) The Government will ensure that civil works contractors comply with all applicable labor laws, do not employ child labor for construction and maintenance activities, and do not differentiate wages between men and women for work of equal value.
- (xiii) The Government will ensure compliance with ADB's *Environment Policy*, 2002, and existing environmental laws and regulations of Bangladesh.

B. Conditions for Loan Effectiveness

122. The Government will meet the following conditions before loans become effective:

For the program loan:

- (i) The project Loan Agreement will have been duly executed and delivered on behalf of Bangladesh, and all conditions precedent to its effectiveness (other than a condition requiring the effectiveness of the program Loan Agreement) will have been fulfilled.

For the project loan:

- (i) The Development Project Proforma is approved by the Executive Committee of the National Economic Council.
- (ii) The PIU of SESDP will have been established.

VI. RECOMMENDATION

123. I am satisfied that the proposed loans would comply with the Articles of Agreement of ADB and recommend that the Board approve the following:

- (i) the loan in various currencies equivalent to Special Drawing Rights 20,292,000 to the People's Republic of Bangladesh for the Secondary Education Sector Development Program, from ADB's Special Funds resources, with an interest charge at the rate of 1.0% per annum during the grace period and 1.5% per annum thereafter; a term of 24 years, including a grace period of 8 years; and such other terms and conditions as are substantially in accordance with those set forth in the draft Loan Agreement presented to the Board; and
- (ii) the loan in various currencies equivalent to Special Drawing Rights 57,493,000 to the People's Republic of Bangladesh for the Secondary Education Development Project, from ADB's Special Funds resources, with an interest charge of 1.0% per annum during the grace period and 1.5% per annum thereafter; a term of 32 years, including a grace period of 8 years; and such other terms and conditions as are substantially in accordance with those set forth in the draft Loan Agreement presented to the Board.

Haruhiko Kuroda
President

SECONDARY EDUCATION SECTOR IMPROVEMENT PROJECT IMPLEMENTATION PROGRESS

A. Purpose

1. The major development purpose of the Secondary Education Sector Improvement Project (SESIP)¹ was to initiate a series of policy reforms in support of the Secondary Education Sector Development Plan 2000–2010, and to varying degrees start implementation based on those reforms. The reforms have involved significant policy changes in eight major areas of secondary education, which impact on the administration, management, and school performance of the 16,000-plus secondary schools, and specialist agencies. The Project provided assistance to (i) strengthen management systems and capacity, (ii) improve quality, and (iii) make access to secondary education more equitable. The cost of the Project was estimated at \$86 million. The Asian Development Bank (ADB) provided a loan of \$60 million from the Asian Development Fund resources, which was declared effective in December 1999. The project completion date is December 2006.

B. Summary of Components and Outputs

1. Management Systems and Capacity

2. Activities towards improved policy support and strategic planning have: (i) established a policy support and strategic planning unit within the Directorate of Secondary and Higher Education (DSHE); (ii) supported research and policy studies; (iii) established planning and monitoring units in zone offices; and (iv) recommended functional specialization within the education cadres.

3. Project inputs to decentralize performance-based management have: (i) developed a model for decentralized management for secondary education for more effective schools; (ii) constructed 52 district offices, five zone offices, and two education complexes; (iii) rehabilitated nine Secondary Education Science Development Centers; (iv) developed and installed education management information system (EMIS) at national headquarters, and in some zones and districts; (v) developed, piloted, and evaluated a performance-based management system for secondary education; (vi) constructed new building and recruited additional staff for the National Academy of Educational Management; (vii) recruited additional staff for the Directorate of Inspection and Audit (DIA); (viii) trained school management committee members; and (ix) provided the School Improvement Fund.

2. Quality Support Systems

4. To strengthen the capacity for curriculum development, the Project: (i) increased the capacity of National Curriculum and Textbook Board (NCTB) for developing curriculum, and prototype teaching and learning materials for secondary education; (ii) established a new materials development unit in NCTB; (iii) established, trained, and supported eight curriculum development teams; (iv) revised curriculum for grades 9–10; and (v) developed curriculum guides and manuals.

5. To improve secondary education textbooks, the Project developed detailed implementation plan for the phased privatization of secondary textbooks to ensure a choice of higher quality secondary textbooks at competitive prices.

¹ ADB. 1999. *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 Improvement Project II*. Manila.

6. Project inputs to improve student assessment and public examinations have: (i) developed and piloted school-based assessment (SBA) to help teachers and students improve their academic performance; (ii) developed SBA teachers' guides and materials; (iii) established the student assessment unit (SAU) in NCTB; (iv) developed with the Board of Intermediate and Secondary Education (BISE) processes for improving public Secondary School Certificate (SSC) examinations to measure student performance more accurately over the whole range of curriculum objectives; (v) established Bangladesh examination development unit (BEDU) in BISE; and (vi) developed master trainer materials and training for examination reform.

7. Activities towards reformed secondary teacher education have: (i) developed policy for pre-service and in-service teacher education, including private teacher training colleges and teacher qualifications for grades 9–12; and (ii) developed new teacher education curriculum to include increased participatory training and improved teaching practice.

3. Equitable Access

8. The Project (i) constructed 59 new schools, (ii) constructed or repaired 111 classrooms, (iii) reconstructed 20 flood-damaged schools, (iv) repaired 96 flood-damaged schools, and (v) constructed toilets and tube wells in 868 schools. Support for female stipend was provided in 53 *upazilas* (subdistricts), where community awareness programs were also held, and monitoring and tracer study undertaken.

C. Descriptions of Selected Outputs

9. **SBA.** SBA models were prepared through an extensive series of school-based workshops, and trial implementation for grades 9–10 in 49 lead schools nominated by the examination boards. Activities in each lead school were guided by a lead teacher, who had received international training under the Project. SBA for grades 6–8 was developed through NCTB and piloted in 40 schools nationally. The outcome has been an agreement on a series of specific procedures for each school subject to enable systematic continuing classroom assessment of all learning objectives for all students. SAU was set up in NCTB with staff recruited under SESIP, and trained abroad and locally through national and international consultant inputs. The functions of the SAU officers are to (i) provide leadership for the incorporation of SBA in NCTB curricula, subject manuals, and teachers' guides; (ii) assist schools and teachers with the implementation of SBA; and (iii) monitor the effectiveness of SBA in the schools over the long term.

10. **SSC Examination Reform.** The agreed reforms for SSC examinations reduces the proportion of multiple choice questions, and introduces alternative question styles (structured questions) to replace the narrative or essay questions. Together, these will enable the examinations to test students more effectively across the full range of the curriculum learning objectives, and will help overcome the overemphasis on recall of facts from textbooks. The draft recommendations for new examination question models were tested in pilot examinations conducted in each subject in the 49 pilot schools. The aim was to test their clarity and understandability, difficulty level, and validity in distinguishing between student levels of response. Approximately 10,000 students participated in the pilot examinations. New procedures to ensure more valid question-setting, and processes for more equitable and reliable marking of student answers, also have been adopted within the approved reforms. Recommendation for inter-board and inter-subject moderation to ensure common national standards will be reviewed after additional trials. The BEDU has been established at Dhaka Examination Board with newly recruited staff trained abroad and locally to assist with the implementation of the examination reforms. Training of master trainers nominated from each board—in preparation for the large-scale training of all examination personnel from all boards—was trialed in late 2005.

11. **Curriculum Development and NCTB.** The SESIP initiatives focused mainly on strengthening the capacity of NCTB to undertake curriculum review and redevelopment. To this end, 20 new curriculum development and four materials development staff were appointed to NCTB through SESIP. International and national consultants trained the new staff abroad and on-the-job. The review of current international secondary curriculum, particularly in regional countries, was carried out through a Web search. Classroom implementation of the current grades 9–10 curriculum was reviewed in a sample of schools. Local stakeholder and community opinions, as well as employer needs, were sampled. Initial curriculum review and development workshops were held in all divisional centers with teachers, educators, and community stakeholders. A draft curriculum framework was developed and submitted to the National Curriculum Coordination Committee. Detailed development of each subject curricula within the agreed framework was organized through expert subject curriculum development committees, with NCTB specialists, appointed school teachers, curriculum consultants, and appointed external subject experts. Each subject curriculum document included (i) subject-specific objectives; (ii) specification of contents based on cognitive, problem solving, personal, and social learning outcomes; (iii) specification of contact hours by units of work; (iv) specified student-centered teaching processes; (v) theoretical and practical teaching and learning activities; (vi) specification of assessment processes, including SBA; and (vii) recommendations for teaching resources for key topics. Stakeholder workshops for review of the subject curriculum by teachers and subject experts were held in each region nationally, establishing the basis for modification of the draft documents. Revised documents were presented to a national stakeholder workshop under the minister of education, and then referred to the National Curriculum Coordination Committee for approval. Subsequent community awareness programs were organized on a regional level for local stakeholders and community.

12. A subject manual was developed for 13 of 14 major subjects: agricultural education, Bangla, Buddhist religious studies, business studies, Christian religious studies, general science, higher mathematics, Hindu religious studies, home economics, information and communications technology, Islamic religious studies, mathematics, and social science. Each manual contains (i) the curriculum for the subject; (ii) a sample of exemplar teaching-learning activities based on the new curriculum; and (iii) instructions to teachers on the assessment of students' performance on the skills within the new curriculum in the school, including a brief summary of the essential features of subject-specific SBA for grades 9–10. A teacher's guide to the new style examination for each of the 13 subjects also has been produced, each containing (i) a sample structured questions examination paper (or papers in case of Bangla, general science, and social science) for the subject, with accompanying model answers and marking schemes; (ii) sample multiple choice questions examination papers for the subject, with accompanying specification grid showing the intellectual skills assessed and the key (correct response) for each question; and (iii) guidelines on setting school terminal and yearly examinations, in line with the new style examinations.

13. **School Performance-Based Management System (SPMBS).** The development of the SPBMS started in pilot secondary schools in three pilot districts of one zone. It was trialed in nominated upazilas of the pilot districts, and independently evaluated. The SPBMS is based on a set of performance indicators and measurable sub-indicators: (i) leadership of the head teacher; (ii) school managing committees; (iii) professionalism and motivation of teachers; (iv) student attendance, dropout, and completion; (v) student performance; (vi) co-curricular programs; and (vii) guardian-teacher relationship. School communities, including head teachers, teachers, school managing committees, and guardians, are assisted in developing and implementing a plan for improvement against agreed school targets and national norms. The newly appointed academic supervisors in each upazila, and assistant inspectors and research officers at district and zone offices, directly support the implementation by the schools. They will

provide continuing assistance to a group of nominated schools, particularly those identified as “low performing”, to implement SPBMS to strengthen the school’s management and academic supervision. The upazila academic supervisors and assistant inspectors undertake school placements and intensive field training to prepare them for their roles.

D. Lessons

14. The implementation of SESIP has yielded lessons that have been taken into consideration in the design of the Secondary Education Sector Development Program (SESDP).

15. ADB’s Project Administration Manual, SESIP² noted: “The Project will be the first stage in the long-term subsector framework. One of the main challenges will be to predict the pace at which reforms will take place.” This proved correct in practice. In particular, the pace of development and the processes of formal acceptance were neither uniform across the different reforms nor predictable. Pilot tests and evaluation of their results need to be integral parts of any reform project, and explicitly stated and funded as such. Extensive, proactive mass dissemination to the community is also necessary. Greater coordination by the Ministry of Education in important reform areas is necessary to minimize delays and ensure coordination of implementation of project- and policy-related activities across initiatives.

16. To retain the capacity developed through SESIP resources, staff recruited and trained should be transferred to the Government’s recurrent budget. On-the-job training programs led by the consultant(s), with a program and regularly scheduled sessions, have been relatively successful in terms of attendance, participation, and outcomes. The inclusion of some secondary teachers and a head teacher among the recruited SESIP specialists has been very successful, given that NCTB’s work focuses on secondary education. Drawing on their firsthand experience, the specialists with secondary teaching backgrounds made strong contributions to all activities. The proportion of staff with secondary school teaching backgrounds, as distinct from college teaching backgrounds, should be increased substantially in future activities. Similarly, more attention should be given to the spread of discipline backgrounds in the appointment of project specialists, allowing all secondary subject groups to be covered adequately.

17. Sustained school implementation of SPBMS as a vehicle for school improvement will require a fully functioning monitoring system linked to specific actions to support or penalize schools through the salary subvention system. For such a monitoring system, the capacity of DSHE, as well as the zone and district education offices, will have to be upgraded. A fully functioning EMIS will be needed to provide support. An essential precondition for the strengthening of the functioning of DIA is a review of its purposes, functions, organization, location, and processes.

18. Extensive, timely, and carefully developed and presented public dissemination of any changes to student assessment and examinations is needed. Confidence building measures are needed before SBA is introduced. This starts with gaining an appreciation that SBA is more than adding co-curricular activities to the school report, and that SBA increases assessment validity, thereby improving teaching by guiding teachers to teach more than factual content.

² ADB. 2000. *Secondary Education Sector Improvement Project II: Project Administration Manual*. Manila (page 1).

SECOND PRIMARY EDUCATION DEVELOPMENT PROGRAM IMPLEMENTATION PROGRESS

1. **Program Description.** The Second Primary Education Development Program (PEDP-II)¹ is a comprehensive sector-wide approach program (SWAp) designed to reduce poverty through universal primary education, sustainable socioeconomic development, and equity in Bangladesh's society, as envisaged in the Millennium Development Goals. The objective of PEDP-II is to provide quality primary education to all eligible children in Bangladesh. It has four components: (i) quality improvement through organizational development and capacity building, (ii) quality improvement in schools and classrooms, (iii) quality improvement through infrastructure development, and (iv) support for more equitable access to quality schooling.

2. The Asian Development Bank (ADB) approved PEDP-II on 3 November 2003. It was declared effective on 19 April 2004, and implementation started on 1 July 2004. PEDP-II is financed jointly by the Government of Bangladesh and 11 development partners.² Financing totals \$1.815 billion, including \$1.161 billion from the Government (64%) and \$654 million from development partners (36%) over 6 years. The Government share includes \$864 million from its sources for stipends to 40% of the poorest children. ADB's loan amount is equivalent to \$100 million from its Special Funds resources. As the lead agency, ADB also is administering grant cofinancing of \$389 million. The Prime Minister launched PEDP-II in September 2004. As of 30 June 2006, disbursements reached \$122 million from the development partners' share, which includes \$20 million from the ADB portion.

3. PEDP-II is the first SWAp in the primary education subsector in Bangladesh. It is anchored in the macro plan for the primary education subsector. PEDP-II includes a comprehensive policy and reform framework, as well as key performance indicators and targets in the program framework, which are being integrated into the Government's recent medium-term expenditure framework. Thus, PEDP-II brings together the Government and development partners working in primary education under one coherent program. In addition to reducing duplication and the previous fragmented project-based approach (10 development partners and about 20 projects), PEDP-II promotes harmonization between the Government and development partners. Consequently, the transaction costs of the Government and development partners decreased. Further, efficiency of coordination increased through harmonization in financial management, procurement, reporting, audits, planning, monitoring and evaluation, and joint review missions.

4. **Implementation Arrangements.** The Directorate of Primary Education (DPE), acting under the guidance of Ministry of Primary and Mass Education (MOPME), is the Executing Agency. DPE, through its line divisions, is integrating PEDP-II activities as part of its regular program and administrative structure. MOPME has established a program steering committee, headed by the secretary of MOPME, to oversee the work of DPE and overall implementation of PEDP-II. A program coordination unit, which is considered an integral part of program management at DPE, has been established to support DPE in coordinating, implementing, and monitoring the PEDP-II through DPE line divisions, with the support of the technical support teams. At the regional level, divisions and districts will perform important supervisory activities and play support roles in implementing PEDP-II, with increased functional authority and responsibility expected to be devolved to the *upazila* (subdistrict) and school level. On behalf of the development partners, ADB has established a program liaison unit (PLU) as an extended part of the Bangladesh Resident Mission exclusively to (i) administer the implementation of the PEDP-II; (ii) support the

¹ ADB. 2003. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to the People's Republic of Bangladesh for the Second Primary Education Development Program (Sector Loan)* Manila.

² ADB (lead agency), Australian Agency for International Development (AusAid), Canadian International Development Agency (CIDA), Department for International Development (DFID), European Commission, International Development Agency (IDA), Japan International Cooperation Agency (JICA), Norway, the Netherlands, Swedish International Development Cooperation Agency (Sida), and United National Children's Fund (UNICEF).

development partners; and (iii) facilitate close liaison with DPE and its program coordination unit, and the PEDP-II development partners.

5. The MOPME secretary organizes quarterly meetings for policy dialogue and discussions between the senior government officials and development partners on important implementation issues. The principal secretary also chaired a meeting recently to support the creation of a primary education cadre.

6. An in-depth review of the progress of PEDP-II is carried out jointly once a year by the Government and development partners under two major arrangements: (i) thematic review mission, and (ii) joint annual review mission (JARM). While the thematic review mission focuses on specific issues or topics (i.e., themes), such as implementation of school-level planning and teacher development, the JARM covers all important activities in the four components of PEDP-II. In addition, DPE provides a quarterly progress report to ADB's PLU, which is shared with the development partners with comments. The report also is discussed with the development partners during quarterly and special consortium meetings. Further, ADB's PLU regularly shares with development partners the findings of field visits and follow-up discussions with DPE on implementation. This mechanism is being strengthened with possible participation of development partners.

7. **Progress to Date.** The findings of the JARM, conducted 24 April–8 May 2006, confirmed that the Government has taken full responsibility for significant areas of policy formulation and implementation, and is taking the lead in ensuring the effective implementation of PEDP-II activities. This is the key to successful implementation of any SWAp. In particular, the Government has (i) taken the necessary steps to establish the primary education cadre, which is a major policy initiative under PEDP-II; (ii) transferred 11,000 staff, including 9,000 primary teachers, from PEDP-I to the revenue budget; (iii) recruited 14,200 new teachers (the target is 35,000); (iv) printed and distributed 65 million textbooks for grades 1–5 to all primary schools; (v) trained 17,000 primary schoolteachers under the 1-year, pre-service Certificate in Education conducted by 53 primary teachers training institutes (PTI) across the country; (vi) developed policy and strategy papers for human resource development, gender action plan, vulnerable action plan, and tribal education plan; and (vii) established the national assessment cell at DPE under PEDP-II, and primary curriculum wing at the National Curriculum and Textbook Board (NCTB). Infrastructure development has made significant progress in the past 2 years, and the results are highly satisfactory: (i) about 14,000 classrooms (of 30,000 targeted) are close to completion; (ii) new toilets for teachers have been constructed in 3,387 of 6,613 government primary schools (GPS); (iii) 2,768 of 4,096 arsenic-free tube wells have been installed; and (iv) construction and rehabilitation works in districts, upazilas, upazila resource centers, and PTIs are progressing well.

8. In terms of policy reforms, steps have been taken to implement the school-level improvement plans and the innovation grant scheme at the school level. Pilot upazilas and schools have been selected, and innovation grant manual has been approved to initiate the first round of awards. In addition to free textbooks for all students in elementary schools, DPE has invited printers and publishers to bid for the printing of the first round of 18 titles of supplementary reading materials for grades 1–5. Writers are preparing manuscripts for the second round of supplementary reading materials for distribution to all schools. The Government has taken steps to fill essential vacancies by accelerating the recruitment process, and providing the necessary budgets for the positions in NCTB, National Academy for Primary Education, PTIs, district primary education offices, upazila education offices, upazila resource centers, and positions within DPE. While the progress has been satisfactory, MOPME and DPE need to expedite the process to ensure that important positions are filled urgently, preferably before the midterm review (MTR) in the first half of 2007.

9. MOPME has streamlined and expedited teacher recruitment, shortening the process from 16 months to 7 months, while recruiting 14,200 teachers to link with the completion of 14,000 new classrooms. Females comprise 60% of the recruits, increasing the proportion of female teachers from the current 40%. Good progress also has been made in making access more equitable, with the establishment of access and inclusive education cell in DPE, and the development of an Inclusive Education Framework and Strategies and Action Plans for inclusive education. Efforts are underway to include and attract disabled children in schools, in line with a Government circular issued at the end of 2005.

10. During the Joint Annual Review Mission (JARM 2006) held in April-May 2006, Government agreed to develop a governance strategy for primary education. With the technical support teams about to be fielded, the finalization and implementation of institutional analysis, human resources development strategy, and further consolidation of reforms, such as the school-level improvement plans, innovation grant, teacher development, and student assessment, should be possible. All of these will have a direct impact on schools and classrooms.

11. One of the most important developments is the achievement and the availability of baseline data, which allows results-based monitoring of performance indicators. The Government also has made significant efforts at harmonization, including (i) the use of a common withdrawal application for ADB and World Bank; (ii) common financial management rules (FMR) reporting; (iii) common audits; (iv) common reporting; and (v) procurement, with about 85% of all procurement in line with the national system.

12. **Next Steps.** JARM 2006 recorded that a lot of progress has been achieved against targets at the operational level, including increased capacity and confidence of DPE in many areas. JARM also recognized that operational issues have to be anchored on further reforms, such as (i) improving the modality and organization of teacher development; (ii) improving communications and establishing a shared vision of school quality; and (iii) strengthening institutional efficiency, including using of technical assistance effectively to ensure quality and impact of inputs. MOPME has established a joint working group to prepare for the MTR, with representatives from DPE and development partners to address priority areas, such as (i) simplifying the current program framework to ensure realistic targets and indicators and results-based monitoring; (ii) making program document flexible for a more effective utilization of available resources; and (iii) expanding and/or establishing interface with other programs, such as early childhood education and school feeding program, and additional facilities through community participation and/or partnership with civil society to complement quality and equity.

13. **Reform Agenda.** With a view to ensuring that PEDP-II goals and objectives are achieved, the following reform agenda has been prioritized and needs concerted efforts: (i) establishment of a primary education cadre; (ii) professional development of teachers; (iii) decentralization of financial management and administrative responsibility to support improved service delivery at the school level; (iv) national assessment; and (v) strengthening of the capacity for good governance, including preparation of a comprehensive governance strategy. In addition, further work on harmonization, as well as development partner collaboration, is necessary to make the process more participatory and complementary, as the Government and development partners learn to work collaboratively under a SWAp.

14. To address the challenges of a program of this magnitude, ADB is working with the Government and development partners to strengthen program management through greater development partner collaboration, policy dialogue with Government, and greater focus on results-based monitoring. While the program continues to pose great challenges, substantial improvements have been made. The MTR will provide further opportunities to work with the development partners and the Government to address more difficult reforms.

SECONDARY EDUCATION SUBSECTOR ANALYSIS

A. Secondary Education System and Outcomes

1. **General Secondary Enrollments.** Total primary enrollments in Bangladesh have more than tripled since 1970—from some 5.3 million children in 29,000 institutions to 18.4 million children in 87,000 institutions in 2003. The proportion of female enrollments increased from about 32% to 53% over the same period. For 2003, the official total gross enrollment rate for primary education was 104.8%, and the female gross enrollment rate was 108.4%. The net enrollment rate were 86.7% overall and 87.4% for girls (2002 data). Despite continuing high dropout and low completion rates over the primary cycle, and indications that basic skills are not attained, these high primary enrollment rates have had a major effect on enrollments in the secondary schools.

2. In the three decades since the 1970s, the number of general secondary institutions offering grades 6–12 tripled and enrollments in grades 6–12 increased more than 500%. For girls, however, the rate of increase was about 1,680%, while boys' was about 310%, altering the ratio of girls to boys in secondary education from 1:5 in 1970 to 1.1:1 in 2003. The expansion in secondary education—double that of the rate of increase in primary education over the same period—is a result of population increase and higher demand for secondary education. Thus, for 2003, the gross enrollment rate for secondary grades 6–10 was 45.2%, compared with 30.2% for 1993, and the female gross enrollment rate was 50.8% in 2003, compared with 28.7% for 1993.

3. **Education Outcomes.** The general secondary education system continues to have low internal and external efficiency and quality of output due to the massive increase in access to secondary education, and the concomitant difficulties in rapidly changing curricula, teaching and assessment, and examination processes. Despite continuing improvements in performance, for every 100 students newly enrolling in grade 6, less than 20 will attain the secondary school certificate (SSC), based on the current data and examination pass rates. Of those who continue school, less than 10 will attain the high secondary certificate (HSC). Moreover, considerable anecdotal evidence suggests that even the small minority who graduate through the secondary education system are not well prepared for modern tertiary study, particularly in terms of analytical and learning skills, and English. A 1997 study found that the majority of the university teachers of a sample of entrants from HSC believed that most students entered higher education with inadequate knowledge and skills, weak English, and an attitude that was less than ideal for higher education. HSC graduates were observed to be poorly prepared for higher education and weak in practical work.¹

4. **Monitoring and Quality Control.** Secondary education in Bangladesh is characterized by public-private partnerships. In the general secondary school system, only 1.8% of the 17,386 secondary schools offering grades 6–10 in 2003 were government schools. In the *alia* madrasah system (see para. 9), all are private (nongovernment). The Government recognizes nongovernment schools through the Board of Intermediate and Secondary Education (BISE), and *alia* madrasah through the Bangladesh Madrasah Education Board. Nongovernment institutions enroll 96% of all students in grades 6–12. The large majority of nongovernment schools (88%) and madrasah (87%) receive government funding through the payment of subsidies, which cover 80% of teacher salaries. Without more effective systems for the maintenance and development of quality, the gains from increased participation, access, and

¹ Mian, M., R.B. Shanbhajan, and A.B. Hosen. 1998. Tracer Study of Higher Secondary Students Following Completion of HSC. In *Eight Research Studies*. (Higher Secondary Education Projects, United Nations Development Programme). Dhaka: Ministry of Education.

equity, and the improvement in examination performance will not occur across the entire system.

5. The main issue emerging regarding the performance of the secondary education system in Bangladesh is monitoring and quality control. Traditionally, independent education boards exercised academic control of secondary education. High standards apparently were maintained in what was a small-scale system with a clear selective purpose directed at higher education. Further, the traditional pattern of nongovernment establishment, ownership, and community management of schools contributed to the development of highly selective, well-endowed, well-managed, and prestigious institutions. With the emergence of mass education, central academic control by the boards has become virtually impossible. Local management and control through the statutory school management committees (SMC) is frequently ill-informed and ineffective. In many cases, it seems to be motivated by something other than the provision of quality education.

6. Since this expansion has been financed significantly through government salary subsidies (subventions) to newly established nongovernment institutions, the development has occurred outside of the government planning processes. Appropriate ongoing support and quality assurance processes are lacking, which means that almost all schools operate outside of any government control or monitoring.

7. The quality problems of general secondary education in Bangladesh go across most institutions, and involve all aspects of the education process. Curricula are inappropriate for the majority of students. Teaching days and hours per year are significantly lower than general standards elsewhere. Teacher accountability appears to be increasingly absent, while teacher performance in terms of attendance and teaching is declining. Further, private out-of-school paid coaching, allegedly frequently by the teachers themselves, appears to be increasing. The physical resources of schools have become overcrowded, dilapidated, and ill-equipped for modern teaching.

8. In 2003, less than half of secondary teachers had professional training. Current pre-service secondary teacher training programs tend to be dominated by subject content, despite the graduate status of their entrants, and formal theoretical courses about education. As a result, attention to the development of teaching skills is lacking. Thus, teaching in the schools—and student learning—tend to be dominated by the rote learning of facts to the exclusion of learning processes, and personal skills and values. Textbooks have reflected this concentration on rote learning, and alternative instructional materials are generally unavailable and/or considered irrelevant. Across the secondary system, major problems exist in the teaching of English and mathematics, and most students who fail SSC do so because of poor performance in these subjects. Assessment and examination processes bear little relationship to the objectives of the curriculum, and reinforce the concentration on rote learning.

B. Madrasah Education

9. **Structure and Provision.** Bangladesh inherited three types of Islamic educational institutions:

- (i) *Furqania* or *hafizia* and *nurani* madrasah (*maktabs*), which offer pre-primary elementary education with basic knowledge of Islam and memorization of the Qur'an. These are privately owned and funded.
- (ii) *Alia* madrasah, which offer religious and general subjects at the primary level, grades 1–5 (*ibtedaye*); junior secondary and secondary, grades 6–10 (*dakhil*); higher secondary, grades 11–12 (*alim*); degree (*fazil*); and masters (*kamil*). All but three government institutions at the kamil level are privately owned and managed, though

they are recognized by the Government and receive government salary subsidy in the same manner as recognized general secondary nongovernment schools and colleges.

- (iii) *Qaumi* madrasah, which emphasize religious and general education to varying degrees from primary to university levels. These are privately owned and funded by Islamic charities, individuals, and communities. They are outside of government regulation or supervision; sometimes provide accommodation for orphans, homeless children, and the destitute; and offer basic job training center facilities, as well as Islamic education.

10. **Madrasah Enrollments.** Enrollment data for madrasah are not comprehensive or reliable. The Government only has information available on alia madrasah. Enrollment data from the Bangladesh Bureau of Educational Information and Statistics (BANBEIS) for dakhil and alim alia madrasah indicate that about 2.75 million students are enrolled in about 7,215 madrasah by about 102,000 teachers. About half of those enrolled are females. Between 1970 and 2003, BANBEIS estimated that the number of alia madrasah institutions increased almost sixfold (from 1,518 to 8,410), and their enrollments increased twelve-fold (from 283,000 to 3.4 million). Post-primary general education institutions increased threefold, and their enrollments increased almost fivefold, over the same period. By about 2000, many coeducational alia madrasah were operating, although girls-only madrasah remain a small proportion of the total.

11. **Alia Madrasah Curriculum** The alia ibtedaye (primary) have a comprehensive curriculum of basic Islamic and general education, which allows students to enter either general or madrasah secondary school. At the dakhil level (grades 6–8 and 9–10), the alia madrasah teach studies of the Qur'an (*Muzwid*), memorizing of the Qur'an (*Hifzul Qur'an*), humanities, and science. Almost equal weight is given to religious and general education. However, the common perception appears to be that students graduating from grades 6–10 are likely to be relatively weak in general subjects. Students registering for alim (higher secondary) level can elect from one of two subject groups: humanities or science. In all, four religious subjects and two general subjects (i.e., Bengali and English) are compulsory for both groups. Students are required to register for six other subjects depending on their specialization.

12. **Madrasah Teachers and Teaching.** Most teachers in the alia and qaumi systems lack pre-service professional training. Limited system-wide in-service training is available to alia madrasah teachers through the sole government Madrasah Teacher Training Institute, Gazipur. The decentralized nongovernment examinations boards for the qaumi madrasah also provide occasional in-service teacher training. Training is generally in subject content rather than pedagogy. Madrasah teaching appears to encourage passive learning by students, who are expected to learn by recitation and rote. Limited library and other resources are available to students or teachers, and extracurricular activities are reportedly less common than in the general education schools.

13. **Learning Outcomes.** The dropout, completion, and pass rates in the Madrasah Education Board's alia madrasah dakhil and alim examinations are generally similar to the dropout or completion rates of the general secondary schools, and to the results at the comparable levels under the secondary education examination boards. Both show the compounded effects of high dropout and low pass rates. Overall, the majority of students who enter the alia madrasah system either drop out or fail.² For alia madrasah students, the official equality of their qualifications with those of the general education institutions offers opportunity for formal transfer to the general institutions at various levels. While many students succeed in doing so, some have a harder time due to their relatively weaker general education. As with

² Overall, systematic data is not available for the qaumi madrasah.

general education, the problem of quality of outcomes of madrasah education involves all of the interconnected variables of the education process: planning, management, curriculum, textbooks, teaching processes and teacher training, student assessment and examinations, and the physical facilities and equipment of the schools. The systematic improvement of all these aspects is necessary.

C. Financing of Secondary Education

14. As a proportion of the gross domestic product (GDP), government expenditure on education averaged of 2.2% between FY1998-99 and FY2003-04 (Appendix 7). The proportion of government expenditure on education averaged 15.2% per year during 1999–2004, and has remained at 15% and above except in FY2003-04 when it dipped to 13.9%. Primary education received an average annual share of 45.1% of the education budget since 1999, while secondary education received an average annual share of 43.2%. Education spending averaged 17.1% of government revenue from 1998-99 to 2003-04, while development expenditure on education averaged 12.9% during the same period. Government revenue allocations to the education institutions show considerable variation by level and type of institutions. Government costs for nongovernment institutions (Tk1,174 per student) are almost entirely for salary subventions, and account for about a quarter of the funds allocated to government secondary school students.

D. Professional and Management Support and the Education Agencies

15. **Curriculum, Textbooks, and Teaching Materials.** The National Curriculum and Textbook Board (NCTB) has been responsible for preparing curriculum, as well as developing, publishing, and distributing textbooks for primary and general secondary education. Recent initiatives have helped the NCTB to increase its in-house capacity and expertise for the review and development of secondary curriculum. A specialist Secondary Assessment Unit (SAU) has been established within NCTB with trained staff to assist the schools with school-based assessment. Secondary textbooks are being privatized in a phased manner, enabling students and teachers to choose books and initiate a textbook improvement process. The Independent Textbook Evaluation Committee has been established, and processes for its independent legal status were started in late 2005.

16. **Student Examinations.** The seven BISEs conduct public examinations after grades 9–10 (SSC) and grades 11–12 (HSC).³ A new Bangladesh Examinations Development Unit (BEDU) was established with specialist staff trained abroad and locally. The BISE system is divided into seven independent BISEs. This is administratively convenient, as each BISE can be responsible for a manageable area and number of candidates. From a quality perspective, however, the independence of the BISEs is problematic. It means that seven different papers and seven different sets of marking criteria are used for one examination, making comparisons of standards from one region to another impossible. Standards seem to vary widely from one BISE to another. The seven BISEs also results in fragmentation of capacity. In effect, seven groups of people set and moderate papers, plan marking etc., where one could do it for all. No means are currently available for holding the BISEs accountable for their procedures or outputs.

17. **Management Training.** The National Academy for Educational Management (NAEM), Dhaka, is the sole agency providing training for secondary education administrators and head teachers. It is also responsible for the provision of foundation training to newly appointed

³ BISEs are also responsible for the granting recognition to nongovernment schools against the prescribed standards, and periodic monitoring; and the registration of schools and colleges for entry of students to SSC and HSC examinations.

education cadre of the Bangladesh Civil Service. NAEM soon will be transformed into an apex body for the coordination of teacher training and teacher professional development.

18. **Education Statistics.** The BANBEIS was established as an information, statistics, and data service for the secondary education sector. The functioning of BANBEIS has been constrained by the continuing problems of timely collection of accurate data in a system characterized by (i) large numbers, (ii) primarily private ownership of institutions, (iii) difficult access, and (iv) continuing problems in communicating with many schools. Accuracy of data provision depends on the responding schools, and most data transfer continues to be manual. As a result, publication of annual data is delayed by more than 12 months, reducing its utility for planning, management, and system monitoring. Further, the lack of effective data verification mechanisms casts doubt on the completeness and accuracy of the supplied data.

19. **Audit and Compliance.** The Directorate of Inspection and Audit (DIA) has basic responsibility for the accountability of nongovernment schools that receive government salary subsidy and other assistance, and for their compliance with the conditions of assistance. DIA is unable to monitor schools and colleges adequately because of its fixed staff allocations. Subcontracting of basic audit functions to independent audit firms is not overcoming the major issue, and DIA's staff are now unable to inspect each institution more than once every 9–10 years.

20. **Directorate of Secondary and Higher Education (DSHE).** A director general heads DSHE, Dhaka, of the Ministry of Education. The main functions of the DSHE are to (i) administer the government secondary schools and colleges, (ii) administer agreed government assistance to the recognized nongovernment secondary schools and colleges, (iii) supervise and control aided projects, and (iv) supervise the effective implementation of the system. DSHE has four operational wings, each headed by a director: (i) college (with the additional responsibility for administration and finance), (ii) secondary (with additional responsibility for madrasah and special education), (iii) training, and (iv) planning and development. The planning and development wing of DSHE has lacked adequate resources for ongoing, in-house research, data collection, and analysis as a basis for policy support, planning, and monitoring and evaluation. A specialist Policy Support and Planning Unit was established within the wing in 2002 under a deputy director to provide increased expertise in these areas. The program monitoring unit (PMU) monitors the female stipend components of various projects. The large scale and rapid expansion of secondary education in Bangladesh has rendered traditional mechanisms for school support and monitoring inadequate to ensure the maintenance of quality education across the entire system.

21. **System Staffing, Specialization, Appointment, Promotion, and Transfer.** Almost all administrative, management, and professional agency positions in DSHE and the Ministry of Education agencies are filled by members of the education cadre—most commonly by transfer or deputation. Thus, college teachers fill virtually all such posts in BANBEIS, BISE, DIA, DSHE, NAEM, NCTB, and teacher training colleges, irrespective of the specialist needs for the positions. This model has survived despite the decline in the size of the government education cadre relative to the enormous and rapid expansion of the nongovernment system and the development of mass secondary education. It has also survived despite the emergence of the new professional education specializations common elsewhere—educational management, curriculum development, educational technology, student assessment, and examinations. The result is that the staff of DSHE and the education agencies are not always appointed with the required specialist qualifications or experience in the areas in which they will work. The problem is of particular concern in the staffing of positions that are directly related to secondary education—teacher education, curriculum development, examination development—and for which education cadre officers have little or no skills or experience.

ACTIVITIES OF THE GOVERNMENT AND DEVELOPMENT PARTNERS IN THE SECONDARY EDUCATION SUBSECTOR, ACTIVE IN 2006 AND BEYOND

Name of Project and Effective Dates	Major Project Objectives	Development Partners
1. Secondary Education Sector Improvement Project Dates: July 1999–December 2006	i. Stronger management systems and capacity of secondary education ii. Quality support systems of secondary education iii. Equitable access to secondary education.	Government of Bangladesh Asian Development Bank (ADB)
2. Female Secondary Education Stipend Project III Dates: January 2004–December 2006	i. Provide stipends to female students to increase their enrollment and retention rates in secondary education and thereby promote female education ii. Improve the status of women in society and reduce the disparity between men and women iii. Increase the number of educated women capable of participating in economic and social development of Bangladesh iv. Reduce the population growth by motivating the stipend clientele group to refrain from marriage until the completion of Secondary School Certificate examination, or until 18 years old	Government of Bangladesh Norway
3. Female Secondary School Assistance Project II Dates: March 2002–December 2006	i. Improve the quality of secondary education through in-service teacher training and support; incentive awards for school performance, improvement, and student achievement; and improved school facilities ii. Increase access and retention of girls through stipends and tuition, and outreach program iii. Strengthen management, accountability, and monitoring through project management, school management, and accountability	Government of Bangladesh World Bank's International Development Association (IDA)
4. Programmatic Education Sector Development Support Credit Dates: Second: FY2006-07 Third: FY2007-08	Reform Actions i. System management: improved enforcement in the establishment or registration of institutions, enhanced equity in access, greater transparency in financing of institutions, improved accountability through monitoring of expenditures and outcomes, community participation in school management and devolution of authority, fiduciary aspects ii. Teacher quality: transparency in selection and employment of teachers; improved teacher quality; National Curriculum and Textbook Board restructuring iii. Curriculum and textbooks: transparency in manuscript approval and competition in textbook production	World Bank (IDA)
5. Teaching Quality Improvement in Secondary Education Project Dates: April 2005–September 2011	i. Improve teaching quality through organizational development and capacity building ii. Improve teacher training facilities iii. Strengthen in-service and pre-service teacher training iv. Increase equitable access and community involvement	Government of Bangladesh ADB, CIDA

Sources: ADB. 1999. *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 Improvement Project II*. Manila; 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; World Bank. 2006. *International Development Association Program Document for a Proposed Programmatic Education Sector Development Support Credit in the Amount of SDR69.1 million (\$100 million equivalent) to the People's Republic of Bangladesh*. Washington D.C.; http://www.dshe.gov.bd/female_stipend.html#FSSP.

LESSONS IDENTIFIED FROM PAST EDUCATION ASSISTANCE

Lessons Identified	Incorporating Lessons Identified in Sector Development Program Design
A. Lessons Learned from Past ADB Education Projects	
1. Need to focus on the long-term nature of changes initiated. Lengthy inter-project gaps lead to loss of momentum and increased restart costs.	<ul style="list-style-type: none"> • SESDP supports the continued implementation of reforms and activities initially supported by ADB through SESIP. SESDP implementation is expected to start by Q1 2007, while SESIP ends in Q4 2006.
2. For any education sector project, a sector strategic and action plan should be developed to provide future directions of overall sector development.	<ul style="list-style-type: none"> • SESDP supports the implementation of the updated secondary education subsector development plan, which supports the stated goals for secondary education in Bangladesh's PRS.
3. ADB should conduct policy dialogue with the Government to explore ways to improve governance.	<ul style="list-style-type: none"> • ADB has been a long-term partner of the Government in education, including secondary education. Policies related to management and governance of the subsector that are supported and implemented in SESDP have been part of the continuing policy dialogue with the Government, particularly through SESIP.
4. Success of SBM depends on participation and understanding of the role and responsibilities of other local bodies; these groups should be included in capacity strengthening efforts.	<ul style="list-style-type: none"> • The project loan design includes capacity building of school management committee members.
5. To increase access to education, hard-to-reach groups in poverty-stricken areas must be targeted, regardless of school type and ownership.	<ul style="list-style-type: none"> • The program addresses reaching underserved areas and providing poverty-targeted stipends. Civil works for new schools are targeted at underserved areas. Recipients of additional classrooms will include nongovernment schools.
B. Lessons Learned from SESIP^a	
1. Extensive, timely, and carefully developed and presented public dissemination of any changes to curricula, student assessment, and examinations is needed.	<ul style="list-style-type: none"> • SESDP will disseminate information, and resources have been allocated for public awareness activities on curricula, examinations, and secondary education.
2. The inclusion of some secondary education teachers and a head teacher among the recruited specialists has been most successful. The specialists with a secondary teaching background have made strong contributions to all activities, drawing from their first-hand experience of secondary schools.	<ul style="list-style-type: none"> • SESDP will continue to include secondary education teachers in curriculum development.
3. Sustained school implementation of SPBMS as a vehicle for school improvement will require a fully functioning monitoring system linked to specific actions to support or penalize schools through the salary subvention system.	<ul style="list-style-type: none"> • An MQA system, which includes a national EMIS, will be developed; and a PMQA unit in DSHE will oversee its implementation.
C. Lessons Learned from Other Projects	
1. Weakness in implementation capacity by the PIU causes delays.	<ul style="list-style-type: none"> • SESDP proposes to prioritize the current SESIP PIU staff in hiring.

ADB = Asian Development Bank, DSHE = Directorate of Secondary and Higher Education, EMIS = education management information system, MQA = monitoring and quality assurance, PIU = project implementation unit, PMQA = Policy Support, School Monitoring and Quality Assurance, PRS = poverty reduction strategy, Q1 = first quarter, Q2 = second quarter, Q3 = third quarter, Q4 = fourth quarter, SBM = school-based management, SESDP = Secondary Education Sector Development Program, SESIP = Secondary Education Sector Improvement Project, SPBMS = School Performance-Based Management System.

^a See also Appendix 1, Section D for lessons identified in the Secondary Education Sector Improvement Project.

Sources: ADB. 2003. *Special Evaluation Study on the Government and Nongovernment Provision of Primary Education in Bangladesh, Indonesia, and Nepal*. Manila; ADB. 2000. *Project Performance Audit Report on the Primary Education Sector Project in Bangladesh (Loan 1026-BAN[SF])*. Manila; ADB. 1999. *Project Performance Audit Report on the Secondary Education Development Sector Project in the Philippines (Loan 898-PHI[SF])*. Manila. ADB. 2006. *Project Performance Evaluation Report, (Loan 1224-PNG[SF])*. Manila.

DRAFT PROGRAM DESIGN AND MONITORING FRAMEWORK

Design Summary	Performance Targets/ Indicators	Data Sources/ Monitoring Mechanisms	Assumptions and Risks
Impact Increased relevance of secondary education to the demands of the labor market	<ul style="list-style-type: none"> Percentage of grade 10 graduates employed or self-employed increases 5% from its 2004 level in 2015 Professional-level employment rate of new grade 12 graduates increases 5% from its 2004 level in 2015 	<ul style="list-style-type: none"> Population census Household surveys Labor force surveys Labor market surveys 	Assumptions <ul style="list-style-type: none"> Political and socioeconomic conditions remain stable Economy continues to create jobs and require more educated participants Government commitment to the reforms remains firm Government allocates sufficient recurrent budget to the secondary education subsector
Outcome Improved efficiency, quality, and equity of access to education at the secondary level	<ul style="list-style-type: none"> Gross secondary enrollment rates of boys and girls increase by 15% from its 2004 level in 2013 Gross secondary enrollment rates of boys and girls are about equal in 2013 Secondary enrollment in rural areas increases 10% from its 2004 level in 2013 Grades 6–10 dropout rate maintained at its 2004 level in 2013 SSC pass rate increases from 47.7% in 2004 to 50% in 2013 HSC enrollment increases 10% from its 2004 level in 2013 50% of nongovernment schools with poor performance advised to improve in 2008, and at least 25% of schools performing poorly for 3 straight years stop receiving subventions from 2010 	<ul style="list-style-type: none"> EMIS data Project reports Copies of curricula 	Assumptions <ul style="list-style-type: none"> MOE is effective in leading and coordinating the secondary education subsector An adequate number of trained teachers are in place Relevant personnel trained under SESIP continue to be employed by MOE in the subsector and in their areas of training and expertise Sufficient number of appropriate personnel to implement SPBMS are recruited.
Outputs			
1. Strengthened management and governance of secondary education			
1.1 Decentralization of management responsibilities increased	Program <ul style="list-style-type: none"> MOE decentralizes management of secondary education to zone and district zonal offices Project <ul style="list-style-type: none"> BISE, NCTB, DIA, and 	<ul style="list-style-type: none"> Baseline data Quarterly progress reports Review missions Field Visits EMIS Copies of reports, plans, manuals, and 	Assumptions <ul style="list-style-type: none"> MOE and DSHE remain committed to aligning DSHE structure and capacity along its new and increased responsibilities Government commitment to decentralization of the

Design Summary	Performance Targets/ Indicators	Data Sources/ Monitoring Mechanisms	Assumptions and Risks
1.2 MQA system established	<p>DSHE field office structure, and operational and management systems reviewed, vis-à-vis decentralization and necessary reallocations of staff to meet reallocated responsibilities</p> <ul style="list-style-type: none"> • DSHE central and decentralized staffing plan developed • Two zonal education offices and four district education complexes constructed and furnished • School management committee trained to assist school development and improve performance <p>Program</p> <ul style="list-style-type: none"> • SPBMS is adopted for all schools by MOE • EMIS is implemented nationwide by MOE <p>Project</p> <ul style="list-style-type: none"> • Plan for a new school MQA system and unit is developed • New MQA system is implemented • SPBMS is included in the MQA system • PSPU is transformed into a PMQA unit • Results of MQA system is validated by a third party • Training in SPBMS is conducted and materials are reproduced • SPBMS materials are adapted to needs of madrasah • SPBMS is introduced in at least 30 madrasah • EMIS data are collected nationwide • Four EMIS education research studies are completed • Annual EMIS statistical reports are published from first year • GIS and DSHE links with 	other program documents	<p>secondary education subsector continues</p> <ul style="list-style-type: none"> • Government remains committed to implementing a new monitoring and quality assurance system of schools receiving subvention

Design Summary	Performance Targets/ Indicators	Data Sources/ Monitoring Mechanisms	Assumptions and Risks
1.3 Functional specialization implemented	BANBEIS are installed <ul style="list-style-type: none"> • School mapping is completed by second year Program <ul style="list-style-type: none"> • MOE adopts functional specialization Project <ul style="list-style-type: none"> • Job descriptions are developed • Staff monitoring and evaluation processes are refined • HRM manuals are developed • HRM personnel are trained in-house • Information seminars on new systems are conducted 		
2. Enhanced quality of secondary education			
2.1 Secondary education curricula improved	Program <ul style="list-style-type: none"> • Revised curricula for grades 9–10 are developed and approved for use in general schools Project <ul style="list-style-type: none"> • Grades 6–8 and 11–12 curricula are reviewed and revised • Curriculum teacher support guides are developed for the new grades 6–8 and 11–12 curricula • Information on new curricula is disseminated to teachers • Grades 6–12 madrasah curricula are modernized • Madrasah teacher training, teaching, and learning materials associated with new curricula are developed • Public information dissemination on new curricula is launched • NCTB staffing rationalized to meet NCTB needs; services of personnel trained and hired under SESIP extended following performance review 	<ul style="list-style-type: none"> • Baseline data • Quarterly progress reports • Review missions • Field Visits • EMIS • Copies of curricula, teaching and learning materials, reports, plans, manuals, and other program documents 	Assumptions <ul style="list-style-type: none"> • Government remains committed to developing new curricula that focus on gaining skills rather than rote learning • Government and Madrasah Education Board remain committed to modernizing madrasah education • MOE and BISE remain committed to comparable examination standards and examinations, and improved examination system

Design Summary	Performance Targets/ Indicators	Data Sources/ Monitoring Mechanisms	Assumptions and Risks
<p>2.2 National examinations reformed</p> <p>2.3 Student assessment strengthened</p>	<ul style="list-style-type: none"> • 20 NCTB staff strengthened through local higher degree course • ICT subject and teaching and learning materials for grades 9–10 are refined • Teachers are trained to teach refined ICT subject • E-learning is piloted in 20 schools to support teaching of English, mathematics, and science • Secondary madrasah education sector study is completed • Capacity of BMEB is assessed • Capacity strengthening plan for BMEB and related agencies is developed • Study tour of BMEB stakeholders in countries with modern madrasah education systems is undertaken <p>Program</p> <ul style="list-style-type: none"> • SSC examination reform is approved <p>Project</p> <ul style="list-style-type: none"> • Training for trainers of examination question-setters, markers, and moderators for planned examination reforms is conducted • New HSC examination papers are developed • Madrasah SSC-equivalent model examinations are developed • 15 BISE staff are strengthened through local master's degree course • Research study comparing BISE examination standards is completed <p>Program</p> <ul style="list-style-type: none"> • School-based assessment is adopted in grades 6–9. 		

Design Summary	Performance Targets/ Indicators	Data Sources/ Monitoring Mechanisms	Assumptions and Risks
	Project <ul style="list-style-type: none"> • Training and training materials are provided to grades 6–9 teachers • SBA support is provided to schools by NCTB • Class-based assessment implemented in model madrasah • Information dissemination on SBA is launched 		
3. Improved equity of access to secondary education			
3.1 School facilities in underserved areas developed	Program <ul style="list-style-type: none"> • Construction of new schools in underserved communities Project <ul style="list-style-type: none"> • 56 new schools constructed in underserved areas and recognized by Government for subventions • 250 overcrowded schools enrolling girls provided two additional classrooms, female toilets, and arsenic-free tube wells where lacking • One model madrasah each is developed in 30 districts • National strategy plan for rationalization and improvement of nongovernment secondary school facilities completed 	<ul style="list-style-type: none"> • Baseline data • Quarterly progress reports • Review missions • Field visits • EMIS • Copies of criteria, reports, plans, and other program documents 	Assumptions <ul style="list-style-type: none"> • Government continues to support gender equity in secondary education • Government commitment to improving the education outcomes of the poor remains
3.2 Stipends given to students from poor families	Program <ul style="list-style-type: none"> • Female stipend program criteria are reviewed by the Government vis-à-vis poverty consideration. Project <ul style="list-style-type: none"> • Poverty-targeted stipends are provided to up to 30% girls enrolled and 10% boys enrolled in 53 upazilas (subdistrict). 		
Activities		Inputs (\$ million)	
1.1 Review structure and systems of DSHE, DIA, and MOE agencies; and make recommendations to support functional specialization and decentralization by Year 1		Program 30.00	
1.2 Review HRM within DSHE and MOE agencies by Year 1		Project	
1.3 Initiate implementation of new human resource management system by Year 2		ADB 85.00	
1.4 Initiate the upgrade of zone and district offices, and establish upazila offices by Year 1		Government 28.33	
		A. Base Cost	

Activities	Inputs (\$ million)
1.5 Initiate hiring of more personnel at the upazila level by Year 1	Civil Works 23.55
1.6 Develop plan for a new MQA system by Year 1	Equipment and Furniture 3.03
1.7 Implement the new monitoring and MQA system by Year 1	Vehicles 1.22
1.8 Implement SPBMS nationwide by Year 1	Staff Development 8.04
1.9 Adapt SPBMS materials to the needs of madrasah by Year 1	Studies, Campaigns, and Workshops 0.61
1.10 Train selected madrasah school administrators and teachers in SPBMS by Year 2	Education and Training Materials 4.13
1.11 Introduce SPBMS introduced in selected madrasah schools by Year 2	Stipend Program 25.20
1.12 Initiate the implementation of GIS and national secondary EMIS by Year 1	Consultants 2.97
2.1 Review grades 6–8 and 11–12 curricula by Year 1	Taxes and Duties 6.48
2.2 Revise grades 6–8 and 11–12 curricula by Year 2	
2.3 Develop teacher support guides for grades 6–8 and 11–12 curricula by Year 2	B. Recurrent Costs 28.88
2.4 Initiate teacher training in new curricula by Year 3	C. Contingencies 6.37
2.5 Initiate disseminating information on the new curricula by Year 2	D. Financing Charges 2.85
2.6 Review and make recommendation to modernize madrasah grades 6–12 curricula by Year 1	
2.7 Revise grades 6–10 curricula by Year 2	
2.8 Develop teacher training, teaching, and learning materials for the revised curricula by Year 2	
2.9 Initiate refinement of SBA by Year 1	
2.10 Initiate SBA expansion by Year 1	
2.11 Develop teachers' guides for class-based assessment by Year 1	
2.12 Initiate implementation of class-based assessment by Year 2	
2.13 Refine the ICT subject in grades 9–10 and related teaching and learning materials by Year 2	
2.14 Train teachers in new ICT subject by Year 2	
2.15 Develop new HSC examination papers by Year 4	
2.16 Initiate training of master trainers by Year 2	
2.17 Train examination development personnel in new examinations by Year 2	
2.18 Initiate comparative study of BISE examination standards by Year 2	
2.19 Review the structure, functions, and activities of the BMEB by Year 2	
2.20 Develop recommendation towards strengthening the BMEB by Year 2	
2.21 Initiate activities to strengthen the BMEB by Year 2	
3.1 Confirm the sites for the 56 new schools to be constructed in underserved areas by Year 1	
3.2 Initiate construction of new schools by Year 2	
3.3 Finalize the criteria for selecting overcrowded schools enrolling girls to receive additional facilities by Year 1	
3.4 Select 250 schools to receive additional facilities by Year 1	
3.5 Initiate the upgrade of under-resourced schools by Year 2	
3.6 Select areas where 30 model madrasah are to be developed by Year 1	
3.7 Develop a national strategy plan for rationalization and improvement of nongovernment secondary school facilities by Year 2	
3.8 Finalize the criteria for giving stipends to boys and girls from poor families by Year 1	
3.9 Begin monitoring the distribution of stipends by Year 2	

ADB = Asian Development Bank, BANBEIS = Bangladesh Bureau of Education Information and Statistics, BISE = Board of Intermediate and Secondary Education, BMEB = Bangladesh Madrasah Education Board, DIA = Directorate of Inspection and Audit, DSHE = Directorate of Secondary and Higher Education, EMIS = education management information system, GIS = geographical information system, HRM = human resource management, HSC = high secondary certificate, ICT = information and communications technology, MOE = Ministry of Education, MQA = monitoring and quality assurance, NCTB = National Curriculum and Textbook Board, PMQA = Policy Support, School Monitoring, and Quality Assurance, PSPU = Policy Support and Planning Unit, SBA = school-based assessment, SESIP = Secondary Education Sector Improvement Project, SPBMS = School Performance-Based Management System, SSC = secondary school certificate.

DEVELOPMENT POLICY LETTER AND POLICY MATRIX



Minister for Finance & Planning

Ministry of Finance and Ministry of Planning
Government of the People's Republic of Bangladesh
Dhaka

D.O Letter No: ERD/ADB-4/Edu(Loan)-26

Dated: **14** September 2006

Mr. Haruhiko Kuroda
President
Asian Development Bank
Manila, Philippines.

DEVELOPMENT POLICY LETTER AND POLICY MATRIX

Dear Mr. Kuroda,

Re: Secondary Education Sector Development Program

1. The Government of Bangladesh is committed to delivering quality education to its citizens, not only to advance the country's economic development, but also to raise the poor from poverty. Between 2000 and 2005, expenditures on education grew at an average of 6.8% annually and comprised 14.2% of the total government budget, or 2.2% of the gross domestic product.
2. Bangladesh attained a gross enrolment rate of 102% in primary education in 2001, while enrolment in secondary education grew from 8.0 million in 1998 to 10.10 million in 2005. With affirmative secondary education programs to encourage females to enroll, gender parity in secondary education has been achieved.
3. With rapid expansion of secondary enrolments, however, improvements in quality had not kept pace. Enrolments in rural and underserved areas, too, need to be further addressed. Thus, the Government has been undertaking reforms, contained in the *Secondary Education Sector Development Plan 2000-2010* and its update the *Secondary Education Sector Development Plan (SE-SDP) 2006-2013*, to improve the quality, enhance equity of access to, and strengthen the management of the secondary education system.
4. The updated plan is designed to deepen and extend the reforms nationally with a view to (i) achieving increased efficiency in the management and monitoring of secondary education, (ii) improving the relevance of the curriculum and learning of students, including in madrasahs, and (iii) increasing further access to secondary education, particularly for the poor and underserved. The updated plan consolidates and continues initiatives commenced under SE-SDP, where they have shown to be appropriate strategies for addressing the identified issues, and the recommendation of three new key areas for system reform (i) initiatives to modernize and strengthen the management and quality of madrasahs, (ii) ensuring access to training on contemporary information and communications technology (ICT) for all secondary students, and (iii) poverty-targeted provision of stipends.
5. We are grateful to Asian Development Bank (ADB) and other development partners for assistance to secondary education in the implementation of the SE-SDP, which are crucial in supporting the momentum of reforms. We are pleased to report that, with assistance from ADB's

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-2-

Secondary Education Sector Improvement Project and the Teaching Quality Improvement in Secondary Education Project and projects of other development partners, the Government has articulated several reforms and adopted several for implementation.

6. **Progress in SE-SDP.** Over the implementation period of SE-SDP until 2006, the Government has undertaken significant development activities and adopted a number of major policy reforms in the secondary education sector. In the area of improving the quality of secondary education, the Government has: (i) revised the curricula of grades 9 and 10; (ii) approved the reform of secondary school certificate (SSC) examinations; (iii) approved the phased privatization of textbook publication; and (iv) adopted a teacher education policy for pre- and in-service training. To improve policy research, planning, and management of secondary education, the Government has adopted school performance-based management system (SPBMS) and a national education management information system (EMIS). To increase access to secondary education, school facilities in underserved areas were developed and female students were provided stipends.

7. The Government agrees to undertake the accompanying proposed program under the policy matrix with the support of the Secondary Education Sector Development Program (SESDP) loan from ADB. As the policy matrix indicates, the Government's policy priorities are three-fold: (i) improving the quality of education, (ii) enhancing equitable access to secondary education services, and (iii) strengthening the management and governance of secondary education. This policy framework consolidates recent achievements and deepens and extends reforms nationally. The medium-term policy framework of the SESDP is described below.

8. **Strengthening the Management and Governance of Secondary Education.** Towards strengthening the management and governance of secondary education, the Government will further decentralize the management network of the Directorate of Secondary and Higher Education (DSHE), redistributing central DSHE responsibilities to the zonal and district levels. Zonal and district offices will be upgraded, including the human resource functions within DSHE and in the field. Additional staff will be deployed, where necessary, to the zonal, district, and upazila levels. In support of strengthening School Management Committees, the Government will provide regular training and support to its members to effectively carry-out their responsibilities.

9. To retain professional skills and reduce the frequency of transfers among education specialists, the Government will adopt and implement functional specialization. Human resource management functions within DSHE and all agencies will be upgraded. To support the adoption of decentralization and functional specialization, and establishment of a monitoring and quality assurance system, MOE will align its operations, management, and functions in DSHE, Board of Intermediate and Secondary Education, National Curriculum and Textbook Board (NCTB), Directorate of Inspection and Audit, and other agencies.

10. The rapid growth of the madrasah system has increased the operational responsibilities and changed the nature of many of the functions of the BMEB. A review of the role and responsibilities, structure, operations, staffing and facilities of BMEB and the relationship of its functions with other MOE agencies, particularly NCTB, will be conducted as a basis for the development of recommendations for rationalization and strengthening operations, facilities and staffing.

11. For greater transparency in linking government subventions to school performance, an articulated system for monitoring and quality assurance (MQA) through DSHE, zonal, district and upazila levels will be developed and established across all general secondary schools and selected madrasahs. The system will integrate the national implementation of SPBMS, which will be supported by upazila academic supervisors and well-defined reporting processes through EMIS. The Government approved SPBMS and EMIS for national implementation in July 2005. Performance-based management will also be introduced in *alia* madrasahs. A unit will be established within DSHE to support MQA.

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72

-3-

12. To promote up-to-date collection of accurate information for planning and monitoring secondary education schools and outcomes, a secondary EMIS will be nationally implemented. To provide focus on processing education management data, responsibilities related to processing monthly payment orders will be decentralized.

13. **Improving the Quality of Secondary Education.** School curricula for grades 9–10 have been revised to address gaps relating to the development of learning and analytical skills and attitudes for life or work. Towards being learning and analytical skills-based, ensuring smooth interface with both the stated exit competencies of the current primary curriculum and the new grades 9–10 curriculum, and providing a progression of attitudes and learning skill development for work, including self employment, curricula for grades 6–8 and 11–12 will be revised. The new learning and analytical skills-based curricula for grades 9–10 have already been approved.

14. Curricula for *dakhil* (grades 6–10) and *alim* (grades 11–12) madrasahs need modernization, particularly in Bangla, English, mathematics, and science subjects. Revisions similar to those introduced in general secondary schools to improve secondary education quality and student assessment also need to be introduced in madrasahs. *Alia* madrasah qualifications have been granted equality with those of the general secondary education institutions.

15. The functions of secondary curriculum development and materials development within NCTB are presently within separate units. NCTB's functions will be reviewed, consolidated and its capacity further strengthened for quality curriculum monitoring, research, implementation, and development of supporting teaching and learning materials.

16. To facilitate students' learning in class, assessments that directly inform classroom teaching (or formative assessments) are required. The Government has approved school-based assessment (SBA) for national introduction in grades 6–9. SBA will also be introduced in madrasahs. SBA materials will be adapted to the curriculum and needs of madrasahs. Attention will be given to implementing SBA as an assessment for classroom learning. To assist NCTB's capacity to ensure appropriate SBA components within revised curricula and to provide ongoing assistance to schools, the Secondary Assessment Unit will be merged into the general curriculum development and implementation activities of NCTB across the key subject groups.

17. New and more relevant examinations to more accurately measure student performance over the whole range of curriculum objectives including understanding, learning and analytical skills, and life skills are needed. To enable examinations to test more effectively across the full range of the curriculum learning objectives, and help to overcome the current over-emphasis on recall of facts from textbooks, the Government has prepared model Secondary School Certificate (SSC) examinations that involve a reduced proportion of multiple choice questions and the introduction of alternative question styles (structured questions) to replace the current narrative or essay questions. MOE issued notification in July 2005 that the revised examinations will be introduced for the SSC public examinations. A central entity (or national board) for coordination and quality assurance of the secondary examination system across all the examination boards will be given due consideration.

18. To ensure minimum standards for teacher employment in the secondary sector, a national system for secondary teacher registration will be established. Legislation has been enacted for the establishment of the Non-Government Teacher Registration and Certification Authority (NTRCA). To strengthen pre-service and in-service teacher training, a new B.Ed. curriculum has been approved for adoption.

19. **Enhancing Equity of Access.** To improve equity of access to secondary education, the Government will continue assist the construction and establishment of new schools in underserved communities that are willing to support and manage a new secondary school. To

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-4-

ease congestion in schools that have experienced significant increases in enrollment, particularly of girls, under-resourced schools will be provided additional classrooms and girls' toilets and arsenic-free tubewells. Future improvement of non-government secondary school facilities will be according to a rationalized school facilities improvement strategy.

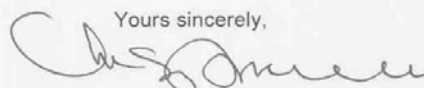
20. The development of the madrasah system, particularly for its role in modern general education, has been hindered by the lack of models of excellence to guide improvements and inform and assist others. A centrally-placed madrasah in each district, willing to adopt the revised curricula; will be upgraded to include additional facilities and equipment, enhanced teaching resources, and teachers, where appropriate.

21. Overall, secondary enrollment rates are lower for the poor. Improved targeting of stipend and fee support to poor girls and boys who meet agreed conditions of attendance and performance will be undertaken. The Government is presently reviewing the criteria for providing stipend support with a view of developing poverty-targeted stipend criteria for both girls and boys.

22. The Government will dedicate counterpart funds generated from the loan to ensure that policy conditions underpinning the SE-SDP 2000-2010 and its update are fully implemented. The counterpart funds generated from the proceeds of the SESDP program loan will (i) supplement Government's secondary education budget in support of the SESDP reform package and (ii) be part of the contribution of the Government to ADB-funded secondary education activities within the scope of the SE-SDP 2006-2013.

23. As ADB continues to support the People's Republic of Bangladesh in reforming the secondary education sub sector, we would like to confirm our commitment to further policy and strategic dialogue. The Government wishes to re-affirm its commitment to sustain the partnership with the ADB for the sustainable economic and social development of Bangladesh through education and other priority sectors.

Yours sincerely,



(M. Saifur Rahman)
Minister for Finance and Planning

Policy Matrix

Policy Reform Area and Objective	Policy Actions	Actions Fulfilled for the Release of the Tranche
1. Strengthened Management and Governance		
1.1 Decentralization of management responsibilities increased	<ul style="list-style-type: none"> Recommendations for decentralization of management of secondary education to improve professional performance of the system are adopted. 	<ul style="list-style-type: none"> Ministry of Education (MOE) approved the policy paper for decentralization on 11 July 2006.
1.2 Monitoring and quality assurance system established	<ul style="list-style-type: none"> School Performance-Based Management System (SPBMS) and Education Management and Information System (EMIS) are developed, piloted, and adopted for national implementation. 	<ul style="list-style-type: none"> MOE notified the national extension of SPBMS to all schools on 16 July 2005. MOE notified the national extension of secondary EMIS on 17 July 2005.
1.3 Functional specialization implemented	<ul style="list-style-type: none"> Recommendations for functional specialization are adopted. 	<ul style="list-style-type: none"> MOE approved the policy paper for functional specialization on 26 June 2006.
2. Improved Quality of Secondary Education		
2.1 Secondary curriculum improved	<ul style="list-style-type: none"> A new materials development unit in National Curriculum and Textbook Board (NCTB) established. Curricula for grades 9–10 are revised. 	<ul style="list-style-type: none"> MOE approved for adoption the revised curricula for grades 9–10 on 12 July 2005.
2.2 National examinations reformed	<ul style="list-style-type: none"> Develop and pilot new Secondary School Certificate (SSC) examinations. Develop recommendations for the reform of SSC examinations. 	<ul style="list-style-type: none"> MOE approved the reform of SSC examinations on 31 July 2005.
2.3 Student assessment strengthened	<ul style="list-style-type: none"> School-based assessment (SBA) developed and piloted. 	<ul style="list-style-type: none"> MOE notified the introduction of SBA for grades 6–9 on 12 July 2005.
2.4 Teacher education strengthened	<ul style="list-style-type: none"> New Bachelor of Education (BEd) curriculum developed. 	<ul style="list-style-type: none"> The new BEd curriculum was approved for adoption by the National University on 12 January 2005.
3. Enhanced Access and Equity		
3.1 School facilities in underserved developed	<ul style="list-style-type: none"> Government continues construction of new schools in underserved areas. 	<ul style="list-style-type: none"> Government is continuing construction of new schools in underserved areas.
3.2 Stipends given to students from poor families	<ul style="list-style-type: none"> MOE reviews female secondary students' stipend program with a view of developing a proposal for poverty-targeting. 	<ul style="list-style-type: none"> MOE is implementing a pilot project of poverty-targeted stipends, the results of which will be evaluated upon project completion.

SECONDARY EDUCATION SECTOR FINANCING

A. Secondary Education Sector Finance

1. Budget allocations to the education sector, which is designated as a priority sector in Bangladesh, have increased substantially in the past three decades. The education sector budget as a percentage of gross domestic product (GDP) rose from 1% in 1970s to 3% in the mid-1990s. The percentage has decreased slightly to 2.4% since FY2002. Despite the drop in the recent years, education sector accounted for the largest portion of the Government budget at approximately 14–15%. However, the education budget level as a percentage of GDP is lower than the average of other less developed countries (3.8%) and of developed countries (5.8%). In South Asia, India's education budget is 3.7% of GDP, Sri Lanka's 3.4%, and Nepal's 2.9%.

2. Secondary education sector is financed under Ministry of Education (MOE). MOE shared education sector budget equally with the Ministry of Primary and Mass Education (MOPME) in FY2000-01. However, while the MOE budget continued to grow at around 8–14% per year, MOPME's grew more slowly and was reduced to FY2001-02 level in FY2003-04 (Table A8.1). As a result of the drop in the MOPME budget, the education sector budget in FY2003-04 did not grow much from FY2002-03. Of Tk67.4 billion education budget, 43% (Tk29.0 billion) was allocated to secondary education (Table A8.2), while 42% (Tk28.0 billion) went to primary education. Since then, the financing trend has not changed significantly.

Table A8.1: Education Budget1 FY2001–2006
(Tk million)

Item	FY2000-01	FY2001-02	FY2002-03	FY2003-04	FY2004-05	FY2005-06
Government Expenditure	385,240	423,060	448,540	519,800	572,480	643,830
Education Sector Budget	55,670	60,280	67,100	67,400	76,800	94,870
Proportion of Government Budget	14%	14%	15%	13%	13%	15%
MOPME	27,240	28,380	32,560	28,010	32,920	38,280
MOE	28,430	31,900	34,540	39,390	43,880	56,590

FY = fiscal year, MOE = Ministry of Education, MOPME = Ministry of Primary and Mass Education.

Notes: (i) To examine the initial commitment of the Government at the beginning of each financial year, the figures are based the original budget. (ii) Education sector budget in the table is the sum of the budget for MOE and MOPME. (iii) MOE includes secondary, vocational and technical education, and higher education budgets.

Sources: Ministry of Finance. 2000-2005. *Annual Budget: Budget in Brief*. Government of Bangladesh: Dhaka.

Table A8.2: Secondary Education Subsector Budget FY2001–2006
(Tk million)

Item	FY2000-01	FY2001-02	FY2002-03	FY2003-04	FY2004-05	FY2005-06
Secondary Education Sector	22,496	25,125	27,270	28,971	33,674	39,784
Proportion to Education Budget	40%	42%	41%	43%	44%	42%
Development Budget	6,922	7,187	8,343	8,572	10,575	6,611
Recurrent Budget	15,642	18,008	18,986	20,456	23,099	33,173

FY = fiscal year.

Notes: (i) All figures are estimates based on detailed budget records. (ii) To examine the initial commitment of the Government at the beginning of each financial year, the figures are based the original budget rather than the revised budget.

Sources: Planning Commission. 2000-2005. *Annual Development Program*. Government of Bangladesh: Dhaka; Ministry of Finance. 2000-2005. *Annual Budget: Demands for Grants and Appropriations 2001–2006*. Government of Bangladesh: Dhaka.

B. Secondary Education Sector Development Plan 2006–2013

3. **Rationale.** The secondary education sector has been trying to meet the growing demand of students who complete primary education. However, the quality of education has declined due to the inability to cope fully with this demand. Primary enrollments in Bangladesh have more than tripled since 1970—from some 5.3 million children in 29,000 institutions to 18.4 million children in 87,000 institutions in 2003. Despite continuing high dropout and low completion rates in primary education, the substantial increase in primary enrollment has had a major effect on enrollments in the secondary schools. In the three decades since 1970, the number of general secondary (grades 6–12) institutions in Bangladesh increased threefold, while enrollments grew almost sixfold. As a result of the Second Primary Education Development Program,¹ further increases in the number of students who complete primary education are expected, which will require more general secondary education institutions to make access more equitable.

4. With the Increasing demand for general secondary education, commercially oriented institutions have expanded quickly, making quality control by the Government more difficult. Traditionally, before mass education, independent education boards exercised academic control of secondary education, and high standards were maintained in small-scale institutions with a clear selective purpose directed at higher education. With the emergence of mass education, the boards' capacity for academic control was overwhelmed by the scale and breadth of entry. Increases in enrollment resulted in a decline in the quality of teaching. Schools have become overcrowded. Teaching days and hours per year are significantly lower than general standards elsewhere. Coupled with the lack of quality control by the Government, teachers have become increasingly less accountable, while their performance in terms of attendance and teaching has declined. As a result, the internal efficiency of secondary education has worsened. From 1999 to 2003, the dropout rates between grades 6 and 10—for boys and girls—have increased substantially (65% in 1999 to 83% in 2003). Boys' dropout rates have climbed from 61% to 80%; girls' dropout rates have risen from 68% to 86%.

5. The decline in the quality of teaching in classes cannot be attributed solely to the shorter duration of teaching. The lack of professional skills among teachers is another factor. In 2003, less than half of secondary teachers had professional training. For those who do receive pre-service secondary teacher training, the programs focus on subject content, rather than the development of teaching skills. Thus, teaching processes in the schools and student learning tend to remain dominated by rote learning of facts. For most children, secondary education offers little chance for scholastic success. The programs, curricula, and teaching practices do not provide opportunities for obtaining basic learning and analytical skills for the workplace.

6. The Government updated the Secondary Education Sector Development Plan 2000–2010 to address access, efficiency, and effectiveness in secondary education, and to extend its implementation through 2013. The updated document is entitled Secondary Education Sector Development Plan 2006–2013 (updated SE-SDP) (see Supplementary Appendix A), which refined a series of strategic interventions for the strengthening of planning, management, and delivery of secondary education. SE-SDP identified the four major areas of opportunities for improvements: (i) the number of secondary education institutions, (ii) monitoring structures and mechanisms, (iii) teacher training, and (iv) curriculum content.

7. **Sector Reform.** The updated SE-SDP includes five reform objectives: (i) strengthening system management, (ii) enhancing the quality of secondary education, (iii) strengthening *alia*

¹ ADB. 2003. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to the People's Republic of Bangladesh for the Second Primary Education Development Program (Sector Loan)*. Manila.

madrasah, (iv) establishing information and communication technology (ICT) laboratories, and (v) enhancing access and equity. By estimating the additional activities required to achieve the objectives, SE-SDP established the costs of reforms at \$302 million between 2006 and 2013. Further, to sustain the reformed management system of the secondary education subsector, an additional \$57 million will be incurred for staff salary (Table A8.3).

Table A8.3: Cost of Secondary Education Sector Reforms 2006–2013
(\$ in million)

Reform Objective and/or Component	Amount
Strengthening System Management	23.3
Enhancing Quality of Secondary Education	170.2
Strengthening the Alia Madrasah	21.7
Establishing ICT Laboratories	42.9
Enhancing Access and Equity	43.8
Additional Administrative Staff	56.5
Total	358.4

ICT = information and communications technology.

Source: Secondary Education Sector Development Plan 2006–2013.

8. **Financing Sector Reform.** All reform activities require additional financial resources to the Government budget. Some of the costs were financed by an ongoing project, or will be financed by a proposed project. The Teaching Quality Improvement Project,² for example, is an ongoing project that will provide \$109 million in financing to strengthen teacher education to enhance the quality of secondary education. Also, the investment part of the proposed Secondary Education Sector Development Program will finance \$113 million to assist reform components with limited geographical coverage. Increments in the development budget will be needed to finance the remaining activities.

9. **Development Budget during Reform.** To estimate the available government financial resources, the budget for the secondary education subsector between 2006 and 2013 was estimated in real terms (Table A8.4). The estimate incorporates the main assumptions used in the medium-term macroeconomic framework in the National Strategy for Economic Growth, Poverty Reduction and Social Development, an International Monetary Fund staff report,³ and the Bangladesh Public Expenditure Review. The GDP growth rate is assumed to be constant at 4.0%, and the government budget as a proportion of GDP remains at the level of FY2005-06 between FY2005-06 and FY2012-13.

10. Two additional assumptions are made. First, all financial resources for the reform will be drawn first from the development budget and gradually from the non-development budget in later years. Second, the level of the development budget in FY2005-06 is earmarked to finance the existing activities until its financial sources are shifted to non-development budget. The result indicates that approximately \$118 million will be available as an increment in the development budget between FY2005-06 and FY2012-13 for secondary education subsector reforms (Table A8.5).

11. **Need for Budget Support.** Despite the large size of the increments in the budget, as well as the financial assistance from the Asian Development Bank for the two projects, an additional \$26.6 million is still needed during the 8-year reform period to finance secondary education reforms. The

² 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.

³ International Monetary Fund. 2003. *Staff Report for the 2003 Article IV Consultation and Request for a Three-Year Arrangement Under the Poverty Reduction and Growth Facility*. Washington D.C.

extent of the deficit is larger when compared with the draft medium-term budgetary framework of MOE, which includes additional new activities other than the secondary education sector reforms. Furthermore, as Table A8.6 indicates, the secondary education reforms will be in deficit in each of the first 3 years of the reforms, totaling an estimated \$33.7 million in that period. To continue the secondary education sector reform as scheduled, the proposed program loan will provide \$30 million to meet the immediate financial shortfall.

Table A8.4: Secondary Education Budget 2006–2013
(Tk billion)

Financial Year	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
Real GDP growth (%)	5.5	4.0	4.0	4.0	4.0	4.0	4.0	4.0
Public expenditure (%)	18.3	18.3	18.3	18.3	18.3	18.3	18.3	18.3
Nominal GDP (Tk billion)	3,512	3,653	3,799	3,951	4,110	4,274	4,445	4,623
Total budget	643.8	669.6	696.4	724.2	753.2	783.3	814.7	847.2
Development budget	252.7	262.8	273.4	284.3	295.7	307.5	319.8	332.6
Non-development budget	388.7	404.3	420.4	437.3	454.7	472.9	491.9	511.5
Ministry of Education	56.6	58.9	61.2	63.7	66.2	68.9	71.6	74.5
Development budget	13.2	13.7	14.3	14.8	15.4	16.1	16.7	17.4
Non-development budget	43.4	45.1	46.9	48.8	50.8	52.8	54.9	57.1
Secondary Education	39.8	41.4	43.0	44.8	46.5	48.4	50.3	52.4
Development budget	6.6	6.9	7.2	7.4	7.7	8.0	8.4	8.7
Non-development budget	33.2	34.5	35.9	37.3	38.8	40.4	42.0	43.7

GDP = gross domestic product.

Note: All figure except 2004-05 and budget data for 2005-06 are estimates.

Source: Asian Development Bank estimates.

Table A8.5: Financing Sources for Secondary Education Sector Reforms 2006–2013
(\$ in million)

Financial Sources	Amount
Teaching Quality Improvement Project	108.7
Secondary Education Sector Development Program	113.4
Increments in secondary education development budget	117.6
Total	339.7

Source: Asian Development Bank estimates.

Table A8.6: Sector Reforms Annual Expenditure and Financial Resources
(\$ in million)

Item	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
Reform Expenditure								
Development expenditure	10.4	48.2	54.8	53.3	51.3	38.3	24.5	21.1
Additional administrative staff	8.1	8.1	8.1	8.1	8.1	8.1	8.1	8.1
Total Expenditure	18.5	56.3	62.9	61.4	59.4	46.4	32.6	29.2
Sector Development Resources								
Development budget increments from 2005-06	0.0	3.9	7.9	12.1	16.5	21.1	25.8	30.7
TQI project	8.2	27.3	20.6	19.3	19.6	13.6	0.0	0.0
Investment part of SESDP	0.0	9.8	26.2	29.9	14.8	20.5	12.1	0.0
Development Total	8.2	41.0	54.7	61.3	50.9	55.2	37.9	30.7
Deficit/Surplus	(10.3)	(15.3)	(8.1)	0.0	(8.5)	8.8	5.4	1.5

() = negative, SESDP = Secondary Education Sector Development Program, TQI = Teaching Quality Improvement in Secondary Education Project.

Source: Asian Development Bank estimates.

DESCRIPTION OF INELIGIBLE ITEMS

1. Loan proceeds will finance the foreign currency expenditures for the reasonable cost of imported goods required during the Secondary Education Sector Development Program.

2. No withdrawals will be made for the following:

- (i) expenditures for the goods listed in Table A9 (included in the Standard International Trading Commodity chapters or headings);

Table A9: Ineligible Items

Chapter	Heading	Description of Items
112		Alcoholic beverages
121		Tobacco, unmanufactured; tobacco refuse
122		Tobacco, manufactured (whether or not containing tobacco substitute)
525		Radioactive and associated materials
667		Pearls, precious and semiprecious stones, unworked or worked
897	897.3	Jewelry of gold, silver, or platinum-group metals (except watches and watch cases), and goldsmiths' or silversmiths' wares (including set gems)
971		Gold, nonmonetary (excluding gold ore and concentrates)
718	718.7	Nuclear reactors, and parts thereof, fuel elements (cartridges), nonirradiated for nuclear reactors

Source: United Nations.

- (ii) expenditures in the currency of the Borrower, or of goods supplied from the territory of the Borrower;
- (iii) payments made for expenditures incurred more than 180 days before the effectiveness date of the loan;
- (iv) expenditures for goods supplied under a contract that any national or international financing institution or agency will have financed or has agreed to finance, including any contract financed under any loans from the Asian Development Bank;
- (v) expenditures for goods intended for a military or paramilitary purpose, or for luxury consumption;
- (vi) expenditures for narcotics; and
- (vii) expenditures for pesticides categorized as extremely hazardous or highly hazardous in grades I-a and I-b, Classification of Pesticides by Hazard and Guidelines to Classification.

CRITERIA FOR THE SELECTION OF SCHOOLS FOR PROJECT ASSISTANCE

A. New School Construction and Additional Classrooms

1. Unions¹ in areas that are not served or are underserved will qualify for the subproject assistance for construction of new secondary schools or addition of new classrooms. Unions will be identified by school mapping. Communities at the union level will have flexibility in determining the type of assistance to be requested. If the area is at high risk of disasters, such as floods or cyclones, the school will be of disaster-resistant (school-cum-shelter) design. If an existing secondary school is overcrowded, additional classrooms will be considered.

2. District implementation coordination committees (DICC) will be established in each district with unions that qualified under the subproject. Chaired by the district education officer, DICCs also will include representatives from the district education engineering directorate (EED), nongovernment organizations (NGO), concerned school management committees (SMC), and head teachers. DICCs will visit the area to talk with the local communities. The discussions will include participation of all members of the community. The aim of the discussion will be to build consensus for joint community and/or government support for ensuring equitable access to secondary education, including for girls, tribal people, the poor, and other disadvantaged groups. With the assistance of EED, DICCs will prepare an appraisal report for the proposed subproject.

1. Indicative Criteria for Selection of New Schools (Regular) to be Constructed

3. The unions and the Directorate of Secondary and Higher Education (DSHE) will adopt the following guidelines for the selection, preparation, and appraisal of the schools to be included in the union subproject for construction:

- (i) Availability of land that is vacant and free from encumbrances, with no residential or commercial structures and no productive use. It must be donated by the community or Government-owned, with a minimum area of 0.4 hectare, and in an environment conducive to teaching and learning. If a regular secondary school is to be provided, the land must be above the average annual flood level in the area concerned. On behalf of DSHE, EED and the construction supervision consultants will examine the suitability of the land for construction.
- (ii) Availability of junior secondary school in the catchment area of the prospective school to generate at least 280 prospective secondary school students (80 in grade 9, 80 in grade 10, 60 in grade 11, and 60 in grade 12).
- (iii) Absence of another secondary school (grades 9–10 or intermediate college, grades 11–12) within at least 3 kilometers of the site of the school, except in places with natural barriers or high population density.²
- (iv) A catchment area population of at least 4,600 for a coeducational secondary school and 9,200 for a single-sex secondary school.
- (v) Demonstrated community interest and involvement, including commitment to undertake preventive maintenance programs.

2. Indicative Criteria for Selection of Schools for Additional Classrooms and Female Toilets in Existing Schools

4. The unions and DSHE will adopt the following guidelines for the selection, preparation, and appraisal of the schools to be included in the union subproject for additional classrooms, female toilets, and tube wells:

¹ The union, represented by an elected union council, is the lowest level of official representative government. Its official responsibilities include representative involvement in education and health institutions. In practice, this generally means chairmanship or membership of SMCs or college governing bodies.

² This criterion may be relaxed for new schools to be located in tribal communities or where many tribal people live.

- (i) A student to classroom ratio of at least 60:1.
- (ii) Absence of another secondary school (grades 9–10 or intermediate college) within at least 3 kilometers of the site of the school, except in places with natural barriers or high population density.
- (iii) At least 280 prospective secondary school students (80 in grade 9, 80 in grade 10, 60 in grade 11, and 60 in grade 12).
- (iv) A population of the catchment area of at least 4,600 for a coeducational secondary school and 9,200 for a single-sex secondary school.
- (v) Demonstrated community interest and involvement, including commitment to undertake preventive maintenance programs.

B. Model Madrasahs

5. One madrasah in each of the 30 districts (five in each division) will be provided resources to become “*dakhil* (grades 6-10) and *alim* (grades 11-12) model madrasah” that will offer the new curricula. At least three of the madrasah will be *mohilla* madrasah. Each model madrasah will receive two additional classrooms, laboratories, library, minor repairs, furniture, computers, teaching equipment, books, learning materials, and sports equipment.

6. The criteria and procedures for selecting madrasah for assistance will be finalized within 3 months of loan effectiveness. The criteria and procedures will be submitted to the project steering committee (PSC) and the Asian Development Bank (ADB) for approval. The guidelines will include:

- (i) Commitment to deliver the modernized madrasah curricula.
- (ii) Absence of another secondary school (grades 9–10 or intermediate college) within at least 3 kilometers of the site of the school, except in places with natural barriers or high population density.
- (iii) At least 280 prospective secondary school students (80 in grade 9, 80 in grade 10, 60 in grade 11, and 60 in grade 12).
- (iv) A student to classroom ratio of at least 60:1.
- (v) A population of the catchment area of at least 4,600 for a coeducational secondary school and 9,200 or a single-sex secondary school.
- (vi) Demonstrated community interest and involvement, including commitment to undertake preventive maintenance programs.

C. Piloting E-Learning

7. E-learning will be piloted in 20 schools. The criteria for selecting pilot schools will be finalized within 3 months of loan effectiveness. The criteria will be submitted to the PSC and ADB for approval. Among the criteria for selection, the pilot schools should have electricity, access to Internet providers, and be geographically distributed.

D. Cost Estimates for Civil Works

8. Cost estimates for each subproject will be prepared based on approved relevant building design and an estimate of quantities of items of work, considering bid prices prevailing in the subproject area. Physical contingency at 10% and appropriate price escalation as a percentage of the base cost will be added. Land acquisition costs will not be included in the cost estimates. The local community or the SMC should provide the land at suitable locations. If the community or the SMC cannot donate suitable land, the SMC will purchase the land with community contributions or government resources. DICC's will prepare a phased distribution of cost estimates, subproject implementation, and disbursement schedule.

E. Project Performance Management System

9. Justification for the subproject, and a summary of its benefits, should be given in the appraisal report. Baseline information on the union's socioeconomic status should be provided. An assessment of the socioeconomic impact should be presented, and the output of the school should be examined in relation to the needs of the area.

F. Subproject Appraisal Report for Civil Works Activities

10. Each participating union will prepare a subproject plan for constructing a new school or adding new classrooms. For each subproject, DICC will prepare an appraisal report and submit it through the project implementation unit (PIU) to DSHE for approval. Upon approval of the subproject, representatives of the community, DICC, DSHE, and the PIU will sign a subproject agreement. During subproject implementation, DICC will coordinate the civil works with EED and the independent construction supervision firm that will be subcontracted by the PIU. DSHE will submit the first 10 subproject appraisal reports (including the appraisals for a new school and for new classrooms) to ADB for approval. Thereafter, the ADB may require that randomly selected subproject proposals be submitted for its concurrence. ADB also may refuse to finance any subproject that does not meet the agreed criteria.

G. Outline of Subproject Appraisal Report

11. The following outline is provided as a guide:

- A. Introduction
 - 1. Brief background of social and economic development in the community, union, and/or district.
 - 2. Educational development in the area concerned, giving the educational statistics of the union and/or district for the past 3 years, and including analysis of population data by gender and relevant age group.
- B. The Project Area
 - 1. Location description, including the map from the school mapping exercise, showing the subproject school with village and union boundaries.
 - 2. Enrollment, dropout, transition, and completion rates by gender for grades 9–12 in the union; number and qualification of teachers by gender; and examination results.
 - 3. Information on physical facilities of existing primary and secondary schools in the area.
- C. The Subproject
 - 1. Objectives and scope.
 - 2. Description of components for each category of schools or classrooms.
 - 3. Cost estimates (with table) for the subproject with reference to the agreed base costs, including physical and price contingencies, estimates of annual maintenance costs, and community cost-sharing arrangement.
 - 4. Implementation schedule in the form of a bar chart showing the time frame.
- D. Project Justification

Analysis of community and other inputs, and rationales that justify the subproject.

COST ESTIMATES AND FINANCING PLAN

Table A11.1: Detailed Project Cost Estimates by Expenditure Category
(\$ million)

Items	Cost	ADB	%
A. Investment Costs			
1. Civil Works	23.55	23.55	100
a. Civil Works	23.09	23.09	100
b. Construction Supervision Services	0.46	0.46	100
2. Equipment and Furniture	3.03	3.03	100
3. Vehicles	1.22	1.22	100
4. Education and Training Materials	4.13	4.13	100
5. Studies, Public Campaign, and Workshops	0.61	0.61	100
6. Human Resource Development	8.04	8.04	100
a. International Training and Study Tours	0.41	0.41	100
b. Local Training	7.63	7.63	100
7. Stipend Programs	25.20	17.64	70
8. Consultants	2.97	2.97	100
a. Project Management	2.94	2.94	100
b. Information Technology	0.03	0.03	100
9. Taxes and Duties	6.48	0.00	0
Subtotal (A)	75.23	61.19	81
B. Recurrent Costs			
1. Salaries ^a	21.52	11.27	52
2. Project Operation and Maintenance ^b	7.37	4.28	58
Subproject (B)	28.88	15.55	54
Total Base Cost	104.11	76.74	74
C. Contingencies ^c	6.37	5.41	85
D. Financing Charges During Implementation	2.85	2.85	100
Total Project Costs	113.33	85.00	75
% Total Project Costs	100%	75%	

ADB = Asian Development Bank.

^a Tax and benefit are estimated at \$1.03 million. Therefore, ADB financing percentage will be 50% of tax inclusive total cost.

^b Tax is estimated at \$1.19 million. Therefore, ADB financing percentage will be 50% of tax inclusive total cost.

^c Physical contingencies were estimated at 10% for civil works; and 5% for furniture, equipment, and vehicles. Price contingency was estimated at an annual factor of 5.0% of local currency cost and 1.9%–2.8% of foreign exchange cost, except for stipend.

Source: Asian Development Bank estimates.

Table A11.2: Detailed Project Cost Estimates by Financier
(\$'000)

Item	Total Financing			ADB Financing			Government Financing		
	FX	LC	Total	FX	LC	Total	LC	TD	Total
A. Civil Works									
1. Civil Work	0	24,281	24,281	0	23,091	23,091	1,190	1,190	1,190
2. Construction Supervision Services	0	482	482	0	458	458	24	24	24
Subtotal (A)	0	24,762	24,762	0	23,549	23,549	1,214	1,214	1,214
B. Equipment and Furniture									
1. Equipment	0	3,236	3,236	0	2,803	2,803	0	433	433
2. Vehicle	1,038	592	1,630	1,038	183	1,221	0	409	409
3. Furniture	0	262	262	0	227	227	0	35	35
Subtotal (B)	1,038	4,090	5,128	1,038	3,213	4,251	0	877	877
C. Staff Development									
1. Local Training	0	8,856	8,856	0	7,630	7,630	0	1,226	1,226
2. Overseas Study Tour	412	0	412	412	0	412	0	0	0
Subtotal (C)	412	8,856	9,268	412	7,630	8,042	0	1,226	1,226
D. Studies, Campaign, and Workshops	0	640	640	0	611	611	0	0	28
E. Education and Training Materials	0	4,790	4,790	0	4,132	4,132	0	0	658
F. Stipend Programs for the Poor	0	25,200	25,200	0	17,640	17,640	7,560	0	7,560
G. Consulting Services									
1. International Consultants	2,300	236	2,536	2,300	0	2,300	0	236	236
2. Domestic Consultants	0	697	697	0	666	666	0	31	31
Subtotal (G)	2,300	933	3,233	2,300	666	2,966	0	267	267
H. Project Administration									
1. Administrative Expenses	0	8,552	8,552	0	4,276	4,276	3,093	1,183	4,276
2. Project Staff Salary	0	22,546	22,546	0	11,273	11,273	10,242	1,030	11,272
Subtotal (H)	0	31,098	31,098	0	15,549	15,549	13,335	2,213	15,548
Total Base Cost	3,750	100,369	104,119	3,750	72,990	76,740	20,895	6,483	27,378
I. Contingencies	103	6,265	6,368	103	5,310	5,413	955	0	955
J. Financing Charges During Implementation	2,847	0	2,847	2,847	0	2,847	0	0	0
Grand Total	6,700	106,634	113,334	6,700	78,300	85,000	21,850	6,483	28,333
Percentage	6	94	100	6	69	75	19	6	25

ADB = Asian Development Bank, FX = foreign exchange, LC = local cost, TD = taxes and duties.

^a Tax and benefit are estimated at \$1.03 million. Therefore, ADB financing percentage will be 50% of tax inclusive total cost.

^b Tax is estimated at \$1.19 million. Therefore, ADB financing percentage will be 50% of tax inclusive total cost.

^c Physical contingencies were estimated at 10% for civil works; and 5% for furniture, equipment, and vehicles. Price contingency was estimated at an annual factor of 5.0% of local currency cost and 1.9%–2.8% foreign exchange cost, except for stipend.

Source: Asian Development Bank estimates.

PROJECT IMPLEMENTATION SCHEDULE

Items	Year 1			Year 2			Year 3			Year 4			Year 5			Year 6		
Strengthened management and governance of secondary education																		
1.1 Review structure and systems of DSHE, DIA and MOE agencies and make recommendations to support functional specialization and decentralization																		
1.2 Review HRM within DSHE and MOE agencies																		
1.3 Develop plan to update HRM within MOE and DSHE																		
1.4 Implement new HRM system																		
1.5 Develop plan to upgrade zonal and district offices and establish upazila education offices																		
1.6 Initiate the upgrade of zonal and district offices and establish upazila offices																		
1.7 Initiate hiring of more personnel at the upazila level																		
1.8 Develop plan for a new MQA system																		
1.9 Develop the staffing plan to support the new MQA system																		
1.10 Implement the new MQA system																		
1.11 Implement SPBMS nationwide																		
1.12 Adapt SPBMS materials to the needs of madrasahs																		
1.13 Train selected madrasah school administrators and teachers in SPBMS																		
1.14 Introduce SPBMS in selected madrasah schools																		
1.15 Develop the plan to expand secondary EMIS nationally and link with BANBEIS																		
1.16 Develop the plan for installing GIS																		
1.17 Implementation of GIS and national secondary EMIS																		
1.18 Training of SMC members																		
Quality of secondary education enhanced																		
2.1 Review grades 6–8 and 11–12 curricula																		
2.2 Revise grades 6–8 and 11–12 curricula																		
2.3 Develop teacher support guides for grades 6–8 and 11–12 curricula																		
2.4 Develop training plan for teachers																		
2.5 Develop dissemination plan to parents, communities, and other stakeholders																		
2.6 Initiate teacher training in new curricula																		
2.7 Disseminate information on the new curricula																		
2.8 Review and make recommendation to modernize grades 6–12 madrasah curricula																		
2.9 Revise grades 6–12 madrasah curricula																		
2.10 Develop training, teaching and learning materials for the revised madrasah curricula																		
2.11 Refine SBA																		
2.12 Develop SBA expansion plan to other districts																		
2.13 Implement SBA nationwide																		

Items	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
2.14 Develop plan to implement class-based assessment						
2.15 Develop teachers' guides for class-based assessment						
2.16 Implement class-based assessment						
2.17 Refine the ICT subject in grades 9–10 and related teaching and learning materials						
2.18 Train teachers in new ICT subject						
2.19 Finalize the school selection criteria for piloting e-learning						
2.20 Initiate the piloting of e-learning						
2.21 Develop new HSC examination papers						
2.22 Develop training plan for master trainers for planned examination reforms						
2.23 Develop information dissemination plan for planned examination reforms						
2.24 Train master trainers						
2.25 Train examination development personnel in new examinations						
2.26 Comparative study of BISE examination standards						
2.27 Review the structure, functions and activities of the BMEB						
2.28 Develop recommendation towards strengthening the BMEB						
2.29 Strengthen the BMEB and stakeholders						
Equity of access to secondary education enhanced						
3.1 Confirm the sites for the 56 new schools to be constructed in underserved areas						
3.2 Construction of new schools						
3.3 Finalize the criteria for selecting madrasahs and overcrowded schools enrolling girls to receive additional facilities						
3.4 Select 250 schools to receive additional classrooms and toilets						
3.5 Construct additional classrooms and toilets						
3.6 Select areas where model madrasahs are to be developed						
3.7 Develop a national strategy plan for rationalization and improvement of nongovernment secondary school facilities						
3.8 Finalize the criteria for giving stipends to boys and girls from poor families						
3.9 Third-party validation of stipends						

BANBEIS = Bangladesh Bureau of Education Information and Statistics, BMEB = Bangladesh Madrasah Education Board, BEDU = Bangladesh Examination Development Unit, BISE = Board of Intermediate and Secondary Education, DIA = Directorate of Inspection and Audit, DSHE = Directorate of Secondary and Higher Education, EMIS = education management information system, GIS = geographical information system, HRM = human resource management, HSC = high school certificate, ICT = information and communications technology, MOE = Ministry of Education, MQA = monitoring and quality assurance, NCTB = National Curriculum and Textbook Board, PMQA = Policy Support, School Monitoring and Quality Assurance, PSPU = Policy Support and Planning Unit, SBA = school-based assessment, SESIP = Secondary Education Sector Improvement Project, SPBMS = school performance-based management system, SSC = secondary school certificate.

INDICATIVE PROCUREMENT PLAN

Table A13.1: Procurement Thresholds, Works, Goods and Materials or Equipment, and Services

Mode of Procurement	Threshold
ICB of works	Not less than \$2 million
ICB of goods and materials or equipment	Not less than \$1 million
NCB of works	Not less than \$100,000 and up to \$2 million
NCB of goods and materials or equipment	Not less than \$100,000 and up to \$1 million
NCB of works, goods and materials or equipment ^a	Less than \$100,000

ICB = international competitive bidding, NCB = national competitive bidding.

^a Packages procured through NCB and costing less than \$100,000 will undergo a post-review. The Appraisal Mission concluded that the Executing Agency has sufficient capacity to handle NCB for these package amounts. Hence, post review is considered appropriate.

Source: Asian Development Bank estimates.

Table A13.2: Indicative Procurement Packages

Item	Quantity	Contract Packages	Contract Amount (\$)	Total Amount (\$)	Procurement Mode	Prior Review Yes/No	Expected Date of Advertisement
Civil Works							
ZEO office construction	2	2	65,000	130,000	NCB	Y	Oct 2007
District education complex	4	4	120,000	480,000	NCB	Y	Oct 2007
New schools in underserved areas	56	56	145,000	8,120,000	NCB	Y	Jan 2008
Additional classrooms, toilets, and tube wells	250	25	480,000	12,000,000	NCB	Y	Jan 2008
Madrasah upgrade	30	10	144,000	1,440,000	NCB	Y	Jan 2008
Materials and Equipment							
MPO computers and peripherals in ZEOs; ZEO office equipment, computers, and peripherals	2	1	28,100	28,100	NCB	N	Jan 2008
District education complex office equipment, computers, and peripherals	4	1	87,600	87,600	NCB	N	Oct 2008
Hardware enhancement (servers, routers, etc.)	1	1	150,000	150,000	NCB	Y	Jul 2008
EMIS computers and peripherals	6	1	9,000	9,000	NCB	N	Oct 2008
Oracle operating system	1	1	50,000	50,000	NCB	N	Oct 2008
Licenses for GIS Software (DSHE, MOE, BANBEIS)	1	1	50,000	50,000	NCB	N	Dec 2008
EMIS software development subcontract	1	1	150,000	150,000	NCB	Y	Dec 2008
EMIS forms printing		6	18,600	111,600	NCB	N	Dec 2008
Science equipment in upgraded madrasah	30	10	27,950	279,500	NCB	N	Jun 2008
Computer laboratory equipment in upgraded madrasah	30	10	75,000	750,000	NCB	N	Jun 2008

Item	Quantity	Contract Packages	Contract Amount (\$)	Total Amount (\$)	Procurement Mode	Prior Review Yes/No	Expected Date of Advertisement
Furniture							
MPO furniture in ZEOs	9	9	500	4,500	NCB	N	Mar 2008
ZEO office furniture	2	2	500	1,000	NCB	N	Mar 2008
District education complex office furniture	4	4	1,600	8,000	NCB	N	Mar 2008
Furniture for upgraded madrasah	30	10	21,300	213,000	NCB	N	Jun 2008
Vehicles							
MOE Planning microbus	1	1	22,000	22,000	NCB	Y	Apr 2007
DSHE and /or field office 4-wheel drive	2	1	130,000	130,000	NCB	Y	Jan 2008
ZEO, DEO, UEO, UAS motorbikes	622	9	103,700	933,000	NCB	Y	Jan 2008
Books, Materials, and Printing							
Printing SPBMS guides and materials	—	4	155,000	620,000	NCB	Y	Jan 2008
Enhanced teaching/learning materials	—	4	144,000	576,000	NCB	Y	Jan 2008
SBA printing for regular schools	—	4	144,000	576,000	NCB	Y	Jan 2008
HSC exam printing	—	4	144,000	576,000	NCB	Y	Jun 2008
Books for library in upgraded madrasah	—	1	115,000	115,000	NCB	Y	Jun 2008

— = not available, BANBEIS = Bangladesh Bureau of Education Information and Statistics, BISE = Board of Intermediate and Secondary Education, DEO = district education office, DIA = Directorate of Inspection and Audit, DSHE = Directorate of Secondary and Higher Education, EED = Education Engineering Department, EMIS = Education Management and Information System, GIS = geographical information system, HRM = human resource management, HSC = higher secondary certificate, ICB = international competitive bidding, MPO = monthly payment order, MQA = monitoring and quality assurance, NCB = national competitive bidding, SBA = school-based assessment, SPBMS = School Performance-Based Management System, SSC = secondary school certificate, ZEO = zone education office.

Source: Asian Development Bank estimates.

Table A13.3: List of Consulting Services

Item	Person Months	Designation	Type	Procurement Mode	Expected Date of Advertisement
Project Consultants (Indicative Budget: \$3,200,000)			Firm	QCBS	October 2006
Education system management specialist and team leader	42	International			
Curriculum development and SBA specialist	12	International			
Examination development specialist	18	International			
Madrasah education sector and development specialist	20	International			
Education system management specialist and deputy team leader	48	National			
School MQA and PBM specialist	36	National			
EMIS specialist	24	National			
Human resource management specialist	8	National			
Curriculum development and SBA specialist	24	National			
Examination development specialist	24	National			
Madrasah education sector and strategy specialist	36	National			
Social development and gender specialist	12	National			
School ICT specialist for pilot ICT program (Indicative Budget: \$30,000)	10	National	Individual		June 2007

EMIS = education management information system, ICT = information and communication technology, MQA = monitoring and quality assurance, PBM = performance-based management, QCBS = quality- and cost-based selection, SBA = school-based assessment.

Source: Asian Development Bank estimates.

GOOD GOVERNANCE AND ANTICORRUPTION MEASURES

Area	Indicated measures	Responsible Agency
Procurement	<ul style="list-style-type: none"> • Adhere to ADB's <i>Procurement Guidelines</i> and <i>Guidelines on the Use of Consultants</i> for procurements under the Project • Ensure transparent and competitive bidding process in all procurements • Ensure contract packages are not split into small packages • Keep to timely schedule of procurement • Maintain strict vigilance on quality of procurement, including regular field visits to check quality • Use information technology to increase transparency, accountability, and efficiency in procurement, including Web site for procurement notices • Review compliance with procurement guidelines periodically through performance audits 	PIU-DSHE
Financial Management	<ul style="list-style-type: none"> • Ensure accounting and internal control systems of acceptable standards for project resources • Review and strengthen accounting, internal control systems, and capacity in agencies under MOE, including assessing and strengthening the internal audit capacity of DIA • Submit to ADB audited and unaudited financial statements on project accounts within an acceptable time limit • Conduct independent financial audits, and submit audit reports at times agreed with ADB • Review of project results and outcomes periodically through performance audits • Pay special attention to the risk of duplicate payments, tampering of invoices, adulteration of records, payments without supporting documents, misuse of funds, and payment of ineligible expenditures • Ensure timely payments to contractors • Use information technology to ensure efficient and accountable financial management systems 	MOE, PIU-DSHE
Social Control	<ul style="list-style-type: none"> • Regularly survey the quality of services, such as the stipend program, provided under the Project • Mount public information dissemination and/or relations campaign to inform and educate beneficiaries about activities of the Project • Ensure access to information at the education offices and educational institutions through notice boards, newsletters, Web site etc. • Ensure effective functioning of joint government and civil society bodies involved in project implementation, including SMCs 	PIU-DSHE
Anti-corruption and Institutional Mechanisms	<ul style="list-style-type: none"> • Establish adequate oversight and supervision mechanisms, including provision for consultants, enabling early detection of fraud and corruption • Establish an effective system for addressing grievances and corruption, such as establishment of grievance and/or corruption prevention cell and installation of complaint boxes in education offices and schools, and publicize the system widely • Regular stock taking and monitoring of project assets • Follow Government guidelines and ADB's <i>Anticorruption Policy</i> on the investigation of any corruption incidents • Establish and follow a code of conduct for the Project • Where justified, use of independent third-party monitoring of project implementation 	PIU-DSHE
Capacity Building	<ul style="list-style-type: none"> • Assess training needs of different agencies under MOE by the Project • Deliver essential training for teachers and staff of agencies under MOE to increase their levels of competence 	PIU and Consultants
Monitoring	<ul style="list-style-type: none"> • The Government must ensure that appropriate staff resources are allocated to the PIU and Project, and that accountability structure is defined clearly • Monitoring and evaluation is based on the design and monitoring framework, against which progress is measured • Conduct assessment studies of MQA, EMIS, and SBA implementation activities, outputs • Establish information systems to provide the means by which control is introduced • Strengthen EMIS to monitor and measure project performance • Undertake third-party validations • Submit project status and performance reports regularly 	DSHE PIU

ADB = Asian Development Bank, DIA = District Education Office, DSHE = Directorate of Secondary and Higher Education; EMIS = education management information system, MOE = Ministry of Education, MQA = monitoring and quality assurance, PIU = project implementation unit; SBA = school-based assessment, SMC = school management committee.

SUMMARY POVERTY REDUCTION AND SOCIAL STRATEGY

A. Links to the Country Poverty Analysis

Is the sector identified as a national priority in country poverty analysis?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	Is the sector identified as a national priority in country poverty partnership agreement?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
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Contribution of the sector or subsector to reduce poverty in Bangladesh:

The Poverty Reduction Strategy (PRS) of the Government of Bangladesh, adopted in November 2005, aims to halve the number of people living in poverty by 2015, in line with the Millennium Development Goals. It establishes a road map for improving the living standards through a general multisector approach to poverty reduction, concentrating reform in seven major areas: (i) employment, (ii) nutrition, (iii) maternal health, (iv) sanitation and safe water, (v) quality education (primary, secondary, and vocational), (vi) criminal justice, and (vii) local governance.

The main policy interventions made for quality education and poverty reduction include references to secondary education, which are (i) basic primary education and life skills for all; (ii) promotion of access to secondary and higher education; (iii) facilitation of gender equity in education and empowerment of women; (iv) curriculum development, teachers' education, and restructuring management to improve the quality of education; and (v) prevention of dropouts at secondary and higher secondary level. The major recommendations for secondary education include, among others, reforms and recommendations relating to decentralization, school-based management and assessment, teachers career paths, equity and gender, and improved performance.

The reforms will contribute to better sector governance, increased system efficiency, more efficient use of resources, and enhanced access to and quality of secondary education for all. The enrollment rates at the secondary level are still low, though female enrollment rates have increased significantly. However, the system is characterized by internal inefficiency, as demonstrated by low retention rates and poor results on the part of students. Dropout rates average 52% for secondary education grades 6–10 (53 % for girls), and 41% for higher secondary education grades 11–12 (40% for girls). The major problem is poor teaching quality. Poor and disadvantaged students are affected the most, because they rarely have other educational options, and cannot afford the fees for additional tuition.

While girls' enrollment has improved significantly, their performance and retention in secondary education are determined by several factors, including the lack of female teachers. Students' poor results in the secondary school certificate and higher secondary school certificate examinations, especially in the majority of rural schools, are indications of extensive waste. Even successful secondary school graduates find that obtaining gainful employment is difficult, partly because of the irrelevance of the school curriculum to the labor market's needs. All these factors discourage the poor and disadvantaged from pursuing secondary education. Most of the underserved population is poor, landless, and rural, representing about 80% of the poor. Most of the benefits of secondary education are reaped by the better-off. The bottom 20% of families receive 6% of the benefits of secondary education, while the top 20% receive about 35%.

Education is the basis of socioeconomic transformation and advancement, and plays a major role in reducing the worst effect of poverty. Globally, education has been linked to a number of poverty-reducing behaviors: (i) reduced fertility rates are noticeable, even among women with minimal education; (ii) health practices improve and participation in health clinics increases with education; (iii) farmers with education tend to obtain higher yields; and (iv) market activity increases in areas where education has been established for some time. The effects of education carry across generations. People who have been exposed to education view themselves and their roles within the community differently than those without such exposure. Nationwide, even a modest exposure to education reduces poverty levels substantially. When the head of a household has had only 1–4 years of schooling, that household is 37% more less likely to be below the poverty line.

B. Poverty Analysis**Targeting Classification:** General Intervention**What type of poverty analysis is needed?**

Bangladesh has made good progress towards achieving the Millennium Development Goals. In education in 2003, the primary gross enrollment rate was 105% and gender parity was achieved in the primary and secondary education levels. In the other indicators, Bangladesh's population growth rate was halved over two decades, and infant mortality rates decreased by a quarter between 1989–1993 and 1995–1999.

Using the 2003 human development index, Bangladesh was ranked in the medium human development category for the first-time. Despite making good progress on poverty and human development indicators, Bangladesh remains one of the poorest countries. Although the proportion of people living in poverty decreased from about 59% to 50% between 1991–1992 and 2000, half of the country's citizens still live below the national poverty line, and about 4 in 5 of the poor live in rural areas. Among those living in poverty in 2000, 3 in 4 live in households with an illiterate head. The incidence of poverty decreases as the educational attainment of the household head increases. In 2000, World Bank estimated the gross enrollment rate among the poor to be less than a fifth of the non-poor's. Regions with high levels of poverty are those with lesser access to public services and lower achievements, as measured by human development indicators.

Many rural areas are still underserved in the provision of secondary education, which necessitates new schools and/or expansion of existing facilities. The ongoing Secondary Education Sector Improvement Project has assisted the construction of 59 new schools in underserved areas identified through school mapping. Congested schools have received additional classrooms and toilet facilities. As gender parity has been achieved in secondary education enrollment and secondary education enrollment gap is observed between the rich and the poor, a study is underway examining poverty-targeted stipends for secondary school students.

C. Participation Process

Is there a stakeholder analysis? ☒ Yes ☐ No

During project preparation, participatory consultations were held with different stakeholders in the Ministry of Education (MOE), local communities, nongovernment secondary schools, staff of the ongoing Secondary Education Sector Improvement Project, and students. Stakeholder views were sought on various secondary education issues, including factors affecting student enrollment, madrasah enrollment, and school-based assessment. National workshops were held to present the interim report and the draft final report.

Is there a participation strategy? ☒ Yes ☐ No

The Program addresses issues to improve the quality and management of secondary education throughout the country. Through the planned national implementation of the education management information system (EMIS), data will be available to inform policy makers on the coverage of secondary education, particularly in underserved areas. To strengthen schools, school management committee (SMC) members, who include parents and community leaders, will be provided training to help them with school development and improving student—and thus school—performance. In planning and implementing new school construction, district implementation coordination committees will involve local communities.

D. Gender Development**Strategy to maximize impacts on women:**

To encourage female enrollment in secondary education, the Government is providing stipends to girls and expanding school facilities to accommodate increased female enrollment. Enrollment figures in 2003 indicate that Bangladesh has achieved gender parity in secondary education enrollment, though dropout rates are still marginally higher for girls.

The Secondary Education Sector Development Program aims to contribute to poverty reduction by improving the quality of secondary education. Equity of access by girls to secondary education is an important agenda to achieve the Millennium Development Goals, towards which Bangladesh has steadily progressed. Women's effective participation in educational institutional and in educational management is expected to contribute to their poverty reduction and social development.

The gender action plan factors the gender concerns into all project components to promote women's participation equally as agents and as beneficiaries in secondary education system (Appendix 14.) Achievements of girls' in the secondary education will facilitate their progression to higher education and increase their competitiveness in the labor market. Girls, who constitute half of the pupils in the secondary education level, need to be prepared for their future employment and decision-making roles through quality education. Similarly, women are forming a major part of education providers, yet women's contributions often go unrecognized. The gender action plan aims to (i) increase women's participation as students and stakeholders in education, (ii) increase women's social benefits from the Project, (iii) develop women as contributors to the educational management system, and (iv) support women's empowerment in decision making and public life.

Has an output been prepared? ☒ Yes ☐ No

E. Social Safeguards and Other Social Risks

Item	Significant/ Not Significant/ None	Strategy to Address Issues	Plan Required
Resettlement	<input type="checkbox"/> Significant <input type="checkbox"/> Not significant <input checked="" type="checkbox"/> None	No involuntary resettlement is envisaged for the proposed construction of additional classrooms and toilets, and new schools. However, resettlement plans will be prepared and implemented whenever the need for land acquisition and resettlement is required. A resettlement framework (Supplementary Appendix B) has been prepared to ensure that, if resettlement needs are identified, the Project's Implementing Agency follows the procedures for involuntary resettlement in compliance with the Asian Development Bank's policy on involuntary resettlement and the Government's Involuntary Resettlement Policy.	<input type="checkbox"/> Full <input type="checkbox"/> Short <input checked="" type="checkbox"/> None
Affordability	<input type="checkbox"/> Significant <input type="checkbox"/> Not significant <input checked="" type="checkbox"/> None	The proposed Project will provide stipends to poor students, boys and girls, to lower their cost of attending secondary school and encourage them to enroll and stay in school.	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Labor	<input type="checkbox"/> Significant <input type="checkbox"/> Not significant <input checked="" type="checkbox"/> None	Positive impact is expected through the creation of some additional employment opportunities.	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Indigenous Peoples	<input type="checkbox"/> Significant <input checked="" type="checkbox"/> Not significant <input type="checkbox"/> None	The number of tribal people is insignificant in the project area. A tribal people's development framework (Appendix 17 and Supplementary Appendix F) was prepared and endorsed by Government.	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Other Risks and/or Vulnerabilities	<input type="checkbox"/> Significant <input type="checkbox"/> Not significant <input checked="" type="checkbox"/> None		<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

GENDER ACTION PLAN

Component	Subcomponent	Activity and Target
Program Loan		
Strengthened Management and Governance of Secondary Education	Increased decentralization	<ul style="list-style-type: none"> ▪ Ensure decentralized, gender-oriented HR functions within DSHE and the field ▪ Ensure implementation of the Government circulars and NAP. ▪ Ensure women's participation in school management stakeholders groups ▪ Orientation of SMCs, PTAs, head teachers through other projects
	Monitoring and quality assurance system established	<ul style="list-style-type: none"> ▪ Establish gender-based monitoring and quality assurance system ▪ Reporting process to include gender-based information ▪ EMIS data and analysis to include gender-based information and women's views
	Functional specialization established within education agencies	<ul style="list-style-type: none"> ▪ The functional specialization activities within educational agencies to include women and HR management functions to address women's needs
	Improved operations and management systems	<ul style="list-style-type: none"> ▪ Review operational system with gender perspectives, identify gender-based needs and provide appropriate recommendations to address them
Higher Quality Secondary Education	Reviewed and revised curricula	<ul style="list-style-type: none"> ▪ Review curriculum from gender perspectives and modify as needed ▪ Ensure the new skills-based curriculum to be gender sensitive ▪ Modernized madrasah curricula to include gender perspectives ▪ Skills-based curriculum to be introduced to ensure girls' education in diverse areas ▪ Promote math and science education for girls through campaigns and motivation ▪ Review staffing pattern, operating and management system of NCTB with gender perspectives; identify gender-based needs and address them ▪ Building capacity of NCTB officials in addressing gender ▪ Ensure recruitment and training of women staff in NCTB
	Strengthened student assessment	<ul style="list-style-type: none"> ▪ The schools and community (including women) to be oriented on the new SBA system
	Reformed national examinations	<ul style="list-style-type: none"> ▪ Ensure female teachers' orientation on new exam system ▪ Ensure 30 staff at all levels of BEDU and the new central entity
	Strengthened teacher education	<ul style="list-style-type: none"> ▪ Ensure gender-focused curriculum for teachers, teacher-trainers, and administrators ▪ Staffing, training, and HR functions of NTRCA to address gender aspects and implement the NAP ▪ Ensure implementation of the Government's circulars in recruiting and training female teachers in schools and madrasah ▪ The new central coordination authority for teacher education to develop gender-oriented HR provisions (recruitment, training, transfer, posting, accommodation support, etc.) and follow NAP
	Promotion of ICT	<ul style="list-style-type: none"> ▪ Encourage and ensure girls' access to ICT through issuance of directives and taking measures
More Equitable Access	School facilities developed	<ul style="list-style-type: none"> ▪ Ensure classroom and toilet facilities for girls ▪ Provide common room facilities for girls

Component	Subcomponent	Activity and Target
	Poverty-targeted stipends	▪ Poverty targeted stipend policy to include 30% girls
Project Loan		
Strengthened Management and Governance of Secondary Education	Increased decentralization of management responsibilities	<ul style="list-style-type: none"> ▪ Decentralized setup to include at least 40% women at all levels ▪ HR management provisions to be reviewed and made gender-oriented ▪ Ensure women's participation in management positions, training, and career planning at the field levels ▪ The terms of references for the staff of various levels to include responsibilities related to addressing gender-based needs
	Improved transparency in the financing of institutions	<ul style="list-style-type: none"> ▪ Ensure gender-based data collection, analysis, and information flow for management decisions at all levels ▪ Staff in pilot program to orient on gender aspects in monitoring and gender-based indicators ▪ Ensure a gender-oriented reporting system
	Strengthened human resource management	<ul style="list-style-type: none"> ▪ Assess the situation of staffing, training, and other issues in the institutions from gender perspectives ▪ Review the manuals, guidelines, performance management system, etc., and incorporate gender perspectives as needed
Higher Quality Secondary Education	Reviewed and revised curricula	<ul style="list-style-type: none"> ▪ Ensure that the skills-based curricula and other curricula are gender-oriented ▪ Review existing curriculum (including for madrasah), and ensure incorporation of appropriate gender aspects
	Reformed national examinations	<ul style="list-style-type: none"> ▪ Women teachers comprise at least 40% of those to be trained and involved in the model exams and pilot tests ▪ Women will form at least 40% of the participants in specialist studies
	Strengthened student assessment	<ul style="list-style-type: none"> ▪ Teachers (male and female) to be oriented on gender-friendly learning methodology ▪ Ensure fulfillment of the Government quota for female teachers in schools and train them ▪ Conduct a public information campaign with appropriate methodology to reach all groups
	Strengthened school management	<ul style="list-style-type: none"> ▪ SMC member to include at least 50% women ▪ All SMC member to be oriented on girls' education and gender-based needs
More Equitable Access		<ul style="list-style-type: none"> ▪ The new school construction to include women laborers ▪ Contractors to be oriented on equal wage for equal work ▪ Monitor wages to reduce the wage gap between women and men

BEDU = Bangladesh Examination Development Unit, DSHE = Directorate of Secondary and Higher Education, EMIS = educational management information system, HR = human resource, ICT = information and communications technology, NAP = National Action Plan, NCTB = National Curriculum and Textbook Board, NTRCA = Non-government Teachers Registration and Certification Agency, PTA = parent-teacher associations, SMC = school management committee.

TRIBAL PEOPLE STRATEGY

1. The Secondary Education Sector Development Program (SESDP) will implement reforms to improve the quality, equity of access, and management of secondary education nationwide. As such, SESDP will benefit all schools—government and nongovernment—including those in rural areas. It will also benefit all secondary school students, including members of tribal communities. The tribal people's development framework is in Supplementary Appendix F.

2. **Strategy.** During project implementation, the following strategies are included to facilitate addressing issues affecting tribal people:

- (i) In the Chittagong Hill Tracts and other parts of Bangladesh that have tribal people and are underserved, new schools and classrooms will be established to help ensure that equitable access to quality secondary education is available to all children. The new secondary schools will be established in underserved areas meeting the criteria: (a) no other school within 3 kilometers, (b) minimum of 280 students, and (c) a minimum population of 4,600 for a coeducational secondary school.
- (ii) Given the poverty faced by many tribal people, the Project is reducing the barriers that prevent tribal people's children from accessing and participating in general secondary schools by introducing poverty-targeted stipends.
- (iii) The project loan will support the construction of schools in at least five underserved *thanas* (subdistricts) where tribal people live, which meet the criteria for civil works.
- (iv) The project loan will support the construction of additional classrooms in at least 25 schools that meet the criteria for civil works, and are located in thanas where tribal people reside.
- (v) A social development and gender specialist will be engaged to support program implementation. Among other things, the specialist will help develop a situation analysis, strategy, and action plan for the participation of tribal people in secondary education.
- (vi) The project implementation unit and the Directorate of Secondary and Higher Education (DSHE) will collect project baseline data disaggregated by tribal group. Thereafter, they will collect regularly and maintain data disaggregated by tribal group in its database.
- (vii) PIU, in cooperation with DSHE, will analyze project outputs and impact indicators regularly, including by tribal group.
- (viii) In recruiting new teaching staff for new schools, built with project funds, serving communities with tribal people, priority will be given to those who are from the immediate community.

3. **Procedures.** A tribal people's development framework is a policy and procedural framework for tribal people's development plans that are developed for subprojects, components, or investments, and that are to be approved during loan implementation. The Government will prepare a specific action for tribal people for subprojects with limited impacts on tribal people, or when the project might not bring intended benefits to the affected tribal people within a specific plan. The tribal people's development plan, or tribal people's specific action, will be submitted to the Asian Development Bank for review and concurrence.