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Bangladesh Primary education   
Annual Sector Performance Report (ASPR2012)

Government of the People’s Republic of Bangladesh

Directorate of Primary Education

Third Primary Education Development Programme

December 2012

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|  |  | Preface |

I am happy to present the Annual Sector Performance Report (ASPR 2012) of primary education in this year as a baseline of PEDP3 and completion of PEDPII. The year2012 marks an important milestone for both the Directorate of Primary Education (DPE) and for our development partners (DPs). We have begun an ambitious new programme, the Third Primary Education Development Programme (PEDP3), following on from PEDPll, which runs from 2011 to 2016.

Following the considerable progress made in Bangladesh towards achievement of our Millennium Development Goals and the Education for All (EFA) targets we have set ourselves, as noted in previous reports this year’s report focuses on ongoing and recently established PEDP3 priorities for the sector, which are organised in four components: Learning and Teaching; Participation and Disparities, Decentralisation and Effectiveness; and Planning and Management. While great advances have been made to improve the education system for our children, PEDP3 sets even more ambitious targets and will require greater efforts. In this we are joined by an even wider partnership. Within the five years of PEDP3 we will work more closely with non-government education providers and those providing pre-school education. Our goal is to provide a unified, rather than a uniform, education programme for all.

As indicated by the identification of six results areas, PEDP3 has a much increased emphasis on the results the programme expects to achieve, rather than on activities. As such, the entire programme should be considered as ‘results based’. In PEDP3 we are paying particular attention to the improvement of education quality in our schools. We are also seeking to ensure greater efficiencies and value for money from the education system. If the education budget is to expand as we hope, we will need to link spending more closely to results than ever before.

For these reasons the ASPR and those involved in its preparation and with all forms of inspection, management and monitoring in central- and field-level offices are playing an increasingly vital role. It is through the gathering, analysis, and sharing of information that we can measure and improve our performance in those areas where need is greatest.

The preparation of the ASPR2012 has been managed by the Monitoring and Evaluation (M&E) Division. I would like to express my appreciation to the Division and to all those within DPE who have been involved in producing this document.

Shyamal Kanti Ghosh

Director General   
Directorate of Primary Education

Ministry of Primary and Mass Education

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|  | Acknowledgements |  |

The M&E Division is responsible for preparation of the primary education sector’s performance report (ASPR). Analysing the data provided by the Annual School Census (ASC), National Student Assessment (NSA), and from our colleagues in the Bangladesh Bureau of Statistics (BBS) and the Bangladesh Bureau of Educational Information and Statistics (BANBEIS) and including all line divisions of DPE, we have produced our ASPR 2012, which summarises the results of our primary education sector for 2011.

The M&E Division and Management Information System (MIS) Cell have worked very diligently gathering a wide range of data from the field, from above 80,000 schools including more categories of schools. I appreciate all of my team members for their hard work, collaboration and professionalism. In particular, I would like to acknowledge the efforts of Mr. Md. Mezaul Islam (Deputy Director of M&E Division), Programmer Mr. Anuj Kumar Roy(MIS Cell), and Mr. Romij Ahmed (Consultant, National Assessment Cell(NAC)), who have been indispensable in checking and verifying the data. I also very much appreciate the work of the Results-Based Management (RBM) Technical Assistance team funded by Sida in preparing this report.

The past year has seen the beginning of PEDP3, which is designed to add to the significant gains made under the previous programme, PEDP ll. Given that the analysis in this year’s ASPR utilises data from the ASC conducted in the first half of 2011, it provides information on achievements under PEDPll, together with data relevant to PEDP3. It is hoped that this will assist readers of the report to see the continuity between the two. Under PEDPll, there were considerable increases in teacher numbers, infrastructure and enrolments. The enrolment of children with disabilities rose well above target. Student absenteeism fell and more children than ever received stipends aimed at helping them to complete school. PEDP3 is tackling the remaining challenges, including significant improvement in learning outcomes, pre-primary enrolments and regional disparities. In particular, measurement and analysis of performance at central and field levels have become even more vital in the management and targeting of our interventions to achieve the desired results.

Under the leadership of our Director General, Mr. Shyamal Kanti Ghosh, we the staff of the M&E Division are committed to working with our DPE colleagues and DPs to produce high-quality, reliable data and analysis to improve our understanding of school performance for the benefit of Bangladesh’s children. It is our objective to help build better planning and management processes in DPE, based on statistical evidence and analysis, and to improve RBM practices in Bangladesh. In this vein, ASPR 2012 was put together by the RBM Technical Assistance team and the DPE ASPR Task Force.

Md. Emran

Director  
M&E Division

Directorate of Primary Education

Abbreviations

AOP Annual Operational Plan

ASC Annual School Census

ASPR Annual Sector Performance Report

B.Ed. Bachelor of Education

BANBEIS Bangladesh Bureau of Educational Information and Statistics

BBS Bangladesh Bureau of Statistics

BNFE Bureau of Non-Formal Education

BRAC Bangladesh Rural Advancement Committee/Building Resources Across Communities

C-in-Ed Certificate in Education

CAMPE Campaign for Popular Education

CDVAT Custom Duty and Value-Added Tax

CELS Child Education and Literacy Survey

DLI Disbursement-Linked Indicator

DP Development Partner

DPE Directorate of Primary Education

EFA Education For All

EHS Education Household Survey

GER Gross Enrolment Rate

GPS Government Primary School

HIES Household Income and Expenditure Survey

KPI Key Performance Indicator

LOC Learning Outcome Category

MICS Multiple Cluster Indicator Survey

MIS Management Information System

M&E Monitoring and Evaluation

MOE Ministry of Education

MoPME Ministry of Primary and Mass Education

NAC National Assessment Cell

NAPE National Academy for Primary Education

NAR Net Attendance Rate

NCTB National Curriculum and Textbook Board

NER Net Enrolment Rate

NFE Non-Formal Education

NGO Non-Government Organisation

NRNGPS Non-Registered Non-Government Primary School

NSA National Student Assessment

PEDP Primary Education Development Programme

PPE Pre-Primary Education

PSQL Primary School Quality Level

PTI Primary Teacher Institute

RBM Results-Based Management

RNGPS Registered Non-Government Primary School

ROSC Reaching Out-of-School Children

SCR Student–Classroom Ratio

Sida Swedish International Development Agency

SLIP School-Level Improvement Plan

SMC School Management Committee

SPS Shikhbe Protiti Shishu (Each Child Learns)

SSPS Social Sector Performance Survey

STR Student–Teacher Ratio

SWAp Sector-Wide Approach

UEO *Upazila* Education Officer

UNICEF United Nations Children Fund

UPEP *Upazila* Primary Education Plan

URC *Upazila*Resource Centre

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Executive summary

The DPE has been producing the ASPR since 2009 following a pilot version in 2008.

The DPE uses the RBM approach to present information in the report in order to support the decision-making and planning processes. The ASPR summarises the main achievements over the previous year in terms of highlighting the results of all the main activities, inputs and efforts. M&E of PEDP3 is deliberately focused on a RBM approach as the Government of Bangladesh and its DPs want to base their judgements about the progress and success of the programme on results. RBM uses ‘the results chain’, which demonstrates how resources (‘inputs’) are used (for ‘activities’) to produce short-term results (‘outputs’). These ‘outputs’ will, in turn, lead to better education for children in schools in the medium term (‘outcomes’),as well as to long-term benefits for society as a whole (‘impact’).

In primary education, the sector programme, PEDP3, covers a large proportion of the activities and expected results over the five-year period 2011–2016. For that reason, the ASPR describes sector performance from the point of view of PEDP3 implementation and results. It is anticipated that in future ASPR will increasingly reflect progress in other areas of primary education sector provision, including discrete projects, which lie outside PEDP3. In fact, the principles, design and structure of PEDP3 strongly follow the RBM approach, so that it is very clear that the RBM approach is not limited to a narrow M&E function of the programme; rather, it infuses the entire PEDP3.

The ASPR draws on a range of data sources, especially the ASC 2011, the NSA 2011 and the results of the recently introduced Grade 5 terminal examination. It also uses material from the 2010 Child Education and Literacy Survey, the BBS Population Census 2011, the BBS Household Income and Expenditure Survey (HIES), the BBS/UNICEF Multiple Indicator Cluster Survey (MICS), the Education Watch Campaign for Popular Education(CAMPE) survey and other information. Use of multiple datasets helps cross-validate findings based on ASC data. At the same time, differences in the underlying survey and questionnaire design across datasets and sources have created a challenge in analysing and explaining the results.

The ASPR 2012 presents results achieved by the implementation of PEDPII and the 2011–2012 Annual Operation Plan’s (AOP) activities under PEDP3. Since this ASPR reports on the first year of PEDP3, results are limited by the short time period over which the programme has been functioning. However, some results are also displayed for the previous period under PEDPll, as much of the current programme is a continuation of PEDPll and aims to extend the gains made in that period. Tables, graphs and selected statistics have been included which enable trends to be seen across the PEDPII to PEDP3 time span. In PEDP3 there are 29 sub-components, for which specific DPE units and other agencies are responsible for implementation and producing annual reports, intended to supplement this ASPR. Key Performance Indicators (KPI), Disbursement-Linked Indicators (DLI) and Primary School Quality Level (PSQL) indicators provide the main structure for reporting.

**Main findings**

**Outcomes**

The gross enrolment rate (GER), in other words the number of children enrolled in grades 1–5 relative to the total population of children aged 6–10 (official primary school age), was 101.5% in 2011 (up from 93.7% in 2005). This indicates that the system has sufficient capacity to accommodate all children of primary school age.

The net enrolment rate (NER), in other words the number of children of official primary school age (6–10 years) enrolled in grades 1–5 relative to the total population of children aged 6–10 years, was calculated to be 94.9% (up from 87.2% in 2005). Total enrolment in formal primary education of children aged 6–10 appears to have increased dramatically since 2010 (by 2.3 million pupils) after a slight decline in the previous three years.

Over 18 million students are enrolled in all types of formal schools. The prevalence of over-age children is consistent with previous years. Enrolment disparities continue between boys and girls. The gender parity index was 1.08% for the GER (and 1.05% for the NER), indicating that a higher proportion of girls than boys attend primary school. The lowest shares of male students are observed in the east of the country along a belt that begins in Chittagong and continues through Comilla to Sylhet and also Dhaka and surrounding districts.

The number of children with disabilities enrolled in Government Primary Schools (GPS) and registered non-government primary schools (RNGPS) rose faster than the target set for PEDPII for all types, and in particular for children with physical disabilities and eyesight problems. 2011 has seen the continuation of this upwards trend; there appears to have been a trebling of the numbers of physically impaired children between 2005 and 2011.

In reporting enrolment rates, several problems have arisen in regard to the comparability and accuracy of data of the numerator (enrolment) and denominator (school-age population), meaning figures should be viewed with caution. The dramatic increase in enrolment between 2010 and 2011 is partly explained by improved institutional coverage of the ASC, but this is not the full explanation. Turning to the denominator, until 2011estimates of the school-age population were based on projections from the 2001 census. It now appears that these projected estimates were too low. According to the 2011 census there are 18.2million primary school age children, some 2.4million greater than the projected estimate for 2010 (15.8million).

The uncertainty over the population projections for the period 2005–2010, as well as the fact that more work is needed to understand the reasons why enrolment has increased so markedly between 2010 and 2011, means that it is difficult to be confident of the accuracy of the GER and NER figures. In next year’s ASPR, the GER and NER figures for 2005–2010 will be retrospectively revised using the BBS population inter-census (2001–2011) estimates.

The 2011 population census also asked a question about school attendance status, and hence provides another source of information on participation in primary school. The census found that 23% of children aged 6–10 years are not participating in school (or pre-school). This implies that the primary net attendance rate (NAR, which is the number of children of official primary school age (6–10 years) attending school in grades 1–5 relative to the total population of children aged 6–10 years) is, at most, 77%. According to various household surveys conducted over the past decade, the proportion of children who are out of school has fluctuated between 15% and 25%.

There is substantial variation in rates of primary school exclusion across the seven divisions: in 2011, the proportion of out-of-school children varied from 19.7% in Khulna to 26.6% in Sylhet. The disparity at lower geographical units is even more marked. Participation rates in primary school also vary by poverty status. Household survey data from 2010 reveal that the gap between the NAR between the poorest and richest households is 11 percentage points. This gap in NAR for the poorest and richest households is much larger for boys (15 percentage points) than for girls (five percentage points).

Provision of pre-primary education (PPE), in other words ‘baby classes’, has lagged behind other developments. The Government has now formalised provision in DPE-managed primary schools; PEDP3 will support the implementation of this framework. The past year has seen a substantial increase in baby classes, with the overall total for boys and girls in GPS and RNGPS rising from 895,524 to 1,545,828. This represents a 73% increase overall. It is possible that some of this apparent increase is explained by underreporting of pre-primary enrolment in 2010.

Repetition rates are high and have not changed much over the period 2005-2011, averaging 10-12% each year. Repetition is considerably lower in Grade 5 than in other grades. Dropout rates have been falling in all grades in recent years, with the exception of Grade 5. The cycle completion rate (or cohort completion rate –the percentage reaching Grade 5 and taking the terminal examination) has seen gradual improvement since 2005. The rate rose more dramatically between 2010 and 2011, from 60.2% to 70.3%, an increase of over 10%. While this is a positive development, there is still significant geographic variation in the number of students who make it to Grade 5, with the best performing *Upazilas* in parts of Dhaka, Khulna and Chittagong divisions and the worst performing ones in the northern part of the country. Due to late enrolment and repetition, many children do not complete primary education until the age of 14–15 years.

The coefficient of efficiency (a measure of repetition and dropout) has improved considerably between 2010 and 2011, from 62% to 69%. In the years prior to this it was in the range 58**–**62%. The number of years input per graduate has improved to 7.2, exceeding the PEDPII target of 7.5 but still far from the ideal five years.

The progress in some measures of primary school participation aside, it is important to examine what students achieve at the end of primary schooling in terms of learning outcomes. The NSA survey is designed as the main monitoring tool of learning achievement. As part of the December 2011 survey, up to 25 Grade 3 and 20 Grade 5 pupils from 726 schools were assessed, a total sample of more than 30,000 pupils. Achievement was rated as ‘satisfactory’ overall (that is, mean scores above 50%) in both grades and subjects: the mean score in Bangla was 61% in Grade 3 and 67% in Grade 5; the mean score in mathematics was 65% in Grade 3 and 67% in Grade 5. Comparison of raw scores between Grade 3 and Grade 5 to see if skills and understanding have improved is problematic. To overcome this, NSA 2011 analysts used item response theory to construct a common measurement scale for Grade 3 and Grade 5 for Bangla and for mathematics. The results show strong growth in Bangla skills and understanding between grades 3 and 5; however, the majority of Grade 5 students are not working at their expected grade level. There has also been strong growth in mathematics learning from Grade 3 to Grade 5, but about two-thirds of Grade 5 students and about half of Grade 3 are working below their expected grade level. A worryingly high proportion (17.9%) of Grade 3 children work well below their expected grade in mathematics.

In terms of variation in achievement, mean scores differed significantly for all subjects across geographical divisions. The achievement level of urban students was moderately better than that of rural students. In both Bangla and mathematics, there is a significant difference in performance between GPS and RNGPS, with GPS scoring higher in each at both levels.

Another source of information on student achievement is terminal examination performance. Since 2010, the total number of all types of schools entering candidates for the terminal examination has risen to 99,351. About 93% of eligible students (in the ‘descriptive roll’) sat the examination and 97% of those who were present in the exam passed. Overall, 90% of eligible students passed the examination.

There is very little gender difference in the pass rate. The pass rate is lower (91%) for students from madrasahs. The participation rate is 94% for both boys and girls from the schooling system, but only 85% for children studying in madrasahs. Almost all formal and non-formal school types have pass rates above 90%, with the clear exception of *Ananda* schools where only 73% of students taking the examination passed (and only 63% of eligible Grade 5 students participated). The vast majority of *Upazilas* have pass rates of more than 92.5%. Barisal Division has the best performance (with a pass rate of 99.1%) while schools in Sylhet Division (especially in *haor* areas) and along the *char* areas along the Jamuna River have the lowest performance. Considering the 64 districts, Munshiganj district is ranked first(pass rate: 99.9%) and Hobiganj district is the lowest (pass rate: 89.6%).

**Outputs**

The proportion of schools which meet the PSQL standard of 40 students per ‘effective’ classroom is 67%, a similar figure to that reported in 2006. This takes double-shifting of classrooms into consideration. If double-shifting is ignored, then only 21% of schools meet the 40:1 student–classroom ratio (SCR), a rise of only two percentage points from 2006. The original aim of PEDPII was to have 30,000 new classrooms constructed but in 2009 this target was updated to 43,350, and according to DPE records 40,440 had been constructed by March 2011. This rate of construction appears to have been sufficient only to keep up with enrolment growth. It is not clear that priority has been given to underserved areas, but a discrete project has begun to locate 1,500 in such areas. There is a minimum size standard for classrooms, but only 14% of GPS classrooms and 3% of RNGPS classrooms meet this. For well-constructed classrooms, in GPS the trend has continued in a positive direction, with the proportion of *pacca* classrooms now over 70%, while for RNGPS the trend is rather flat, with little change recorded between 2005 and 2011. Quite a high proportion of all classrooms are rated as ‘good’ or ‘moderate’ by head teachers– GPS (81%) and RNGPS (83%).

About 98% of GPS and 95% of RNGPS have a toilet, which is a modest improvement on 2010. However, while progress has been made in the provision of separate toilets for girls and boys, the PEDP II target has not been reached. In 2011, the proportion of GPS with separate toilets specifically for girls was 54%, a big improvement over 2010. In RNGPS, by 2011 some 40% had separate toilets for girls compared to 20% the previous year. With regard to provision of toilets for pupils with physical disabilities, in the 2011 school census head teachers seem to have taken a rather limited interpretation of this and as a result only 1% of GPS and 0.6% of RNGPS mentioned that they had appropriate access.

The 2011 school census indicated that there was a significant increase in the availability of safe water in 2011 over the previous year, of some 9% in GPS and 4% in RNGPS, giving an overall improvement in safe water of 6% and a total of 77% of schools with safe water. There was also a substantial reduction in the number of tube wells which had not been tested for arsenic, from 34.9% down to 12.3%. At the same time, there was a significant increase in the proportion of wells testing positive for arsenic (from 6% to 9%), presumably reflecting the increase in testing noted over the same period.

The proportion of single-shift schools was targeted to rise to 28% by the end of PEDP II. There was significant progress towards the target, as the proportion of GPS operating on a single shift increased from 12% in 2005 to 20% in 2010 and to 22% in 2011. However, the situation in RNGPS appears to have declined and now stands at only 2.4%.

With respect to the timely delivery of textbooks to schools, the 2011 school census recorded the very credible result of delivering at least some books to 98% of the schools by the end of January, although only 47% of schools had received all of their books by then. A very high proportion of schools, 98%, had received all their books by 1 March 2011.

The proportion of schools which meet the minimum standard student–teacher ratio (STR) of 46:1 has increased markedly in GPS from 35% in 2005 to 45% in 2011, but over the same period has dropped in RNGPS from 59% to 47%. The trend in GPS is partly explained by the substantial recruitment of additional teachers (about 45,000) over the PEDPII period. If the common practice of double-shifting of teachers is taken into account, 85% of schools meet the standard of 46 students per ‘effective’ teacher.

The PSQL standard is that all teachers be trained to at least Certificate in Education(C-in-Ed) level. Between 2005 and 2011, the proportion of teachers trained to this standard has increased by about eight percentage points on average to 82%. Female assistant teachers are the group of teachers furthest from achieving the target (75% are trained in GPS and 82% in RNGPS). Following the recruitment of a substantial number of untrained teachers into GPS in 2011, assistant teachers in RNGPS are now more likely to be trained (84%) than their counterparts in GPS (77%).

In terms of the three categories of in-service training (subject-, classroom- and sub-cluster-based), there was an increase in participation in all three types of training between 2005 and 2011, especially subject based, but a decrease between 2010 and 2011. Nonetheless, Participation is still over 70% for subject- and sub-cluster –based. Head teachers’ participation was maintained across the three categories, but that for assistant teachers fell. In all types of training females lagged behind males. Management training for head teachers declined to some extent in 2011.

For training of School Management Committee (SMC) members, following a reduction in percentages in 2010, the figures rose again in 2011, with about two-thirds of schools (both GPS and RNGPS) having at least one member trained and under one-third having at least three members trained.

Inputs

In the current year, the allocation for the development budget dropped significantly between the original and revised stages. The main source of the fall is the block allocation for unapproved projects, but five discrete projects suffered large cuts too.

Between 2010/11 and 2011/12, there was little change in the level of revised budget allocation for primary education – in fact, it fell in real terms. The overall composition of the revised budget shifted slightly towards the non-development allocation over the two years. There was a marked change in the composition of the revised development budget: the allocation for discrete projects grew substantially while the allocation for PEDP3 did not come close to replacing that for PEDP II. The rate of budget execution was good last year, but has been poor so far this year for the development budget. PEDP3 has performed particularly below expectations in this respect.

The overall primary education budget is reasonably balanced across the main economic categories. Salary, allowances and civil works dominate spending, but there is a sizable share for stipends and for other non-salary items. In the current year, the allocation for textbooks grew notably, but this had little effect on the overall input mix because this item accounts for a fairly small share of the total budget.

Conclusions

There are three main findings which emerge from this ASPR, each with implications for annual operational planning.

*Addressing low participation rates:* PEDP3 has identified specific demand- and supply-side strategies for improving participation and reducing disparities (Component 2). It is important that these interventions are targeted at the primary school aged children who are most likely to be out of school based on the evidence in this report and other studies. For example, specific strategies may be needed to target the participation of different groups of out-of-school boys, both those who live in poorer households and those who live in particular *Upazilas* in the eastern belt.

*Targeting the group of children who are working below their grade level in Bangla and mathematics:* PEDP3 Component 1 covers multiple interventions designed to strengthen teaching and learning including school- and classroom-based assessment. The design and roll-out of these interventions needs to take account of the substantial proportion of children who have already fallen behind their grade level in Bangla and mathematics. Children in RNGPS are more likely to be behind than their peers in GPS. Providing a clear programme of support to this group of children to enable them to ‘catch up’ should be a high priority.

*Improving the provision of basic infrastructure and teachers:* Just less than one-quarter of schools (both GPS and RNGPS) meet three out of four key PSQL indicators. This demonstrates the huge need for investment in basic infrastructure and teachers in order to meet minimum standards related to the SCR, STR, availability of safe water, and separate toilets for girls. PEDP3 Sub-component 2.2.4 covers infrastructure development. The intention is to use a transparent needs-based approach to planning new infrastructure and rehabilitation. Given the huge need and limited resources, it is essential that this prioritisation process takes place using the available data. Similarly, under PEDP3 Sub-component 3.2.2 there is to be a shift towards needs-based recruitment and deployment of teachers, which should reduce the wide geographical disparities in STRs over time.

The concluding chapter also proposes some areas for further research to shed light on some of the key trends which emerged from this ASPR, as well as summarising some of the main data issues and proposing follow-up actions.

1. Introduction

# Purpose of the report – why RBM?

The DPE has been producing the ASPR since 2009 following a pilot version in 2008.

The DPE uses the RBM approach to present information in the report in order to support the decision-making and planning processes. The ASPR is a vital contribution to decision-making and planning for the sector because it summarises the main achievements over the previous year in terms of highlighting the results of all the main activities, inputs and efforts. M&E of PEDP3 is deliberately focused on a RBM approach as the Government of Bangladesh and its DPs want to base their judgements about the progress and success of the programme on results. This differs from other approaches in the past, which focused too heavily on inputs and activities, running the risk that insufficient attention was paid to how successful such inputs and activities were in terms of achieving better education for children.

RBM puts the emphasis on results much more than on activities. This is also known as evidence-based planning. When RBM presents data for planning purposes it uses ‘the results chain’. With the results chain, we can see how resources (‘inputs’) are used (for ‘activities’) to produce short-term results (‘outputs’). These ‘outputs’ will, in turn, lead to better education for children in schools in the medium term (‘outcomes’), as well as long-term benefits for society as a whole (‘impact’).

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  |  |  |  |  |  | RESULTS |  |  |
|  |  |  |  |  |  |  |  |  |
| Inputs |  | (Activities) |  | Outputs |  | Outcomes |  | Impact |
|  |  |  |  |  |  |  |  |  |
| Short term |  |  |  | Timeline |  |  |  | Long term |

|  |
| --- |
| Planning in RBM  In evidence-based planning, decision makers, in this case the Government, begin by deciding what outcomes should be achieved. These outcomes are then stated clearly as ‘indicators’ which can be measured in a manner which is objective, in the sense that there can be no doubt about whether they have been achieved or not. Only after these desired outcomes are decided are the necessary inputs, activities and outputs identified. For planning purposes, this means starting at the right end of the figure above. The planner then moves along the chain to the left: from the desired impact back to the inputs and activities which are necessary to achieve that impact. This holds true both for the five-year planning of PEDP3 and also for year-wise planning. |

This report aims to strengthen the planning process. It links implementation (input → activities → output) with sector performance (outcome → impact) through the use of information and statistics. It is a basis for a planning dialogue in DPE and the other key implementing agencies and in the annual planning cycle of PEDP3. It provides evidence which helps to pinpoint what is working well towards the achievement of the desired results and what is not doing so well. Based on this evidence, decision makers and planners can adjust the inputs and activities as necessary to improve outputs and therefore outcomes.

In primary education, the sector programme, PEDP3, covers a large proportion of the activities and expected results over the five-year period 2011–2016. For that reason, the ASPR describes sector performance from the point of view of PEDP3 implementation and results. It is anticipated that future ASPRs will increasingly reflect progress in other areas of primary sector provision, including discrete projects, which lie outside PEDP3.

PEDP3 is guided by its Results and Programme Matrix, a logical framework which summarises what the programme will do and what it plans to achieve. The PEDP3 M&E Matrix is shown in Annex A. It lists 15 KPIs and a set of 18 PSQL indicators and describes the results of activities and inputs that need to be monitored and evaluated to support the planning process. It is these two sets of indicators – KPIs and PSQL indicators – and related results that set the main agenda for the ASPR.

The principles, design and structure of PEDP3 strongly follow the RBM approach: “Programme implementation will be carried out through a results-based management model” (PEDP3 Main Document, p.vii). PEDP3 identifies the Impact –*‘Quality education for all our children’*– together with clearly defined results at the Outcome level – summarised as *‘An efficient, inclusive and equitable primary education system delivering effective and relevant child-friendly learning to all Bangladesh’s children for pre-primary through Grade V primary’*; also at the Output level, together with Activities in general terms and Inputs. It also specifies the indicators which are to be used to monitor progress. Therefore, it is very clear that the RBM approach is not limited to a narrow M&E function of the programme; rather, it infuses the entire PEDP3.

The expected outcomes and targets in the PEDP3 framework act as a guide and are flexible and open to change, not fixed. They provide a basis for monitoring, evaluation, analysis and planning. The information and explanations given in the ASPR therefore contribute to policy dialogue and decision-making and thus in turn lead to any changes considered necessary to PEDP3 over its five-year life-cycle.

It is difficult to establish direct links between outputs and outcomes because there are many factors at work outside management control. However, this does not reduce the importance of outcome indicators for analysis and planning. The planner investigates actual results to understand what to do, i.e. what works and what does not work. Other key questions include: What results do we want? What results are we getting? What should be done to solve the problem (if any)? What additional or different inputs and activities are required?

The report is structured as follows:

* Chapter 1 introduces the report, describes and explains the results-based approach in the context of PEDP3, including the results chain, and identifies the sources of data used to write the report;
* Chapter 2 outlines the results expected by the PEDP3 Programme Framework and presents three summary tables of actual results achieved between 2005 and 2011;
* Chapter 3 presents the evidence on medium-term performance (outcomes) from 2005 to 2011;
* Chapter 4 presents the evidence on short-term performance (outputs) from 2005 to 2011;
* Chapter 5 describes progress on key activities planned in the Programme Framework;
* Chapter 6 discusses the overall expenditure (inputs) on primary education for the financial years2010**–**11 and 2011**–**2012, which covers the final year of PEDPII and the first year of PEDP3; and
* Chapter 7 concludes the report.

# Data on primary education

Overview of primary school institutions

There are 13 types of formal and non-formal primary education institutions in Bangladesh. The management and coordination of these schools and madrasahs is highly fragmented with five different authorities. For each school type, shows the relevant authority and the number of institutions, teachers and students based on data from DPE’s ASC 2011:

* Of the 13 types, five types of formal (types 1**–**5 below)and one type of non-formal (type 12 below)primary school are under the Ministry of Primary and Mass Education(MoPME)/DPE (83.2% share of total enrolment);
* Types 6**–**8 of formal primary schools and madrasahs are under the Ministry of Education(MOE)(8.5% share of total enrolment);
* Type 10 is under the Ministry of Commerce (6.7% share of total enrolment);
* Types 9and11 are under non-government organisation (NGO)bureaus (1.6% share of total enrolment collected in ASC); and
* Type 13 is under the Ministry of Social Welfare (<<1% share of total enrolment).

With so many different authorities, collecting comprehensive data on primary education is complex. In this year, for the first time the ASC published by DPE collected information from all types of institutes. However, it was unable to achieve 100%coverage, particularly of madrasahs and non-formal schools. Alternative sources of information on non-formal schools are discussed next.

* + - * 1. Primary education institutions, teachers and students from ASC 2011

| Type of school (purview of) | **# of Schools** | **Teachers**  **Total** | **Teachers, Female** | **Share of Female teachers (%)** | **Students, Total** | **Students, Female** | **Share Female (%)** |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Formal schools and madrasahs** |  |  |  |  |  |  |  |
| 1. GPS (MoPME/DPE) | 37,672 | 201,900 | 124,625 | 61.7 | 10,687,349 | 5,450,638 | 51.0 |
| 2. RNGPS (MoPME/DPE) | 20,168 | 73,211 | 26,580 | 36.3 | 3,838,932 | 1,936,115 | 50.4 |
| 3. Experimental schools (MoPME DPE) | 55 | 216 | 176 | 81.5 | 10,072 | 4,934 | 49.0 |
| 4. Community schools (MoPME DPE) | 3,133 | 9,972 | 7,550 | 75.7 | 508,862 | 259,926 | 51.1 |
| 5. NRNGPS (MoPME /DPE) | 1,485 | 6,045 | 4,110 | 68 | 223,295 | 111,479 | 49.9 |
| 10. Kindergarten (MoC) | 10,537 | 98,119 | 58,419 | 59.5 | 1,227,239 | 545,977 | 44.5 |
| 6. Primary sections of secondary schools (MOE) | 1,494 | 21,292 | 10,460 | 49.1 | 506,183 | 255,536 | 50.5 |
| 7. Ebtedyee Madrashah (MOE) | 2,062 | 10,059 | 1,572 | 15.6 | 309,479 | 152,557 | 49.3 |
| 8. Primary sections of high madrasahs(MOE) (Dakhil, Alim, Fazil, Kamil) | 4,366 | 26,055 | 3,349 | 12.9 | 747,321 | 365,856 | 49.0 |
| **Non-formal schools** | | | |  |  |  |  |
| 9. NGO schools (Grade1-5, NGO bureau) | 1,936 | 5,022 | 3,512 | 69.9 | 142,618 | 75,440 | 52.9 |
| 11. BRAC Centres (NGO bureau) | 4,390 | 4,096 | 4,027 | 98.3 | 149,852 | 93,339 | 62.3 |
| 12. ROSC(MoPME/DPE) | 2,344 | 2,191 | 1,777 | 81.1 | 73,566 | 37,276 | 50.7 |
| 13. Shishu Kallyan (MoSW) | 70 | 211 | 149 | 70.6 | 7,731 | 4,246 | 54.9 |
| **Total** | **89,712** | **458,389** | **246,306** | **53.7** | **18,432,499** | **9,293,319** | **50.4** |

Source: ASC 2011 (DPE (2011a))

There are other sources of data on some of the non-formal schools which appear to confirm the fact that the ASC 2011 only had partial coverage of non-formal schools:

* Under the Reaching Out-of-School Children (ROSC) project, DPE coordinates learning centres known as *Ananda* schools. According to the latest ROSC Progress Report (ROSC 2010) there were just over 700,000 students enrolled in 21,500 ROSC centres.
* There is a range of other non-formal institutions: More than 500 NGOs run short or full primary education programmes, which focus on getting children from disadvantaged areas or groups into school and eventually into formal schools from Grade 3 or above. According to the non-formal education (NFE) mapping carried out on behalf of the Bureau of Non-Formal Education (BNFE, 2009), there were 1.4 million students in over 53,000 centres in 2007. Of these:
* BRAC is the NGO with the largest programme: there are about 740,000 students in schools or centres either managed directly by BRAC or through small partner NGOs.
* There may be overlap between the remaining estimated 600,000 students (out of the 1.4million identified in the non-formal school mapping) and the 700,000 students in ROSC schools mentioned above, as ROSC centres are managed by NGOs. There is no integrated MIS for non-formal primary education.

There are two types of information on the education system: administrative data and surveys.

Administrative data

The ASC (see DPE 2011a; Table 1.1)is the main source for information on primary education. It has been in full operation since 2002. The questionnaire, management of data and the analysis has gradually improved and expanded. However, as discussed above, the ASC does not yet fully cover all types of non-formal schools and English medium schools; it is expected that next year’s ASC will significantly improve its coverage of non-formal schools, and madrasahs, in particular:

* Only school types 1**–**4 (as per the table above, i.e. GPS, RNGPS, experimental, and community) have been followed systematically between 2002 and 2011 (82% of total formal enrolment);
* School types 5,6, 9 and 10 were included in the 2005 round but have not been covered systematically ever since (6% of total formal enrolment). Evidence from the terminal examination suggests that the number of schools in this group has been increasing; and
* The responsibility for collecting data from school and Madrashah types 6 and 7 belonged to MOE/BANBEIS up to 2010 (15% of total formal enrolment). This year this information was collected through the ASC but, as will be discussed later in this report, coverage was partial.

Another important administrative source of information is now the nationwide terminal examination, which replaced the Grade 5 scholarship examination in 2009 and has included ROSC schools, non-formal schools (BRAC) and formal Madrasah since 2010. It provides information on the number of Grade 5 students who are eligible to take the exam (‘descriptive roll’), participate in the exam and pass – as well as the number of schools where they are enrolled (see DPE 2011b; Table 3.4).

Surveys

The following surveys provide alternative estimates for some core indicators or estimates for some indicators that the school census cannot measure:

DPE surveys

* **2006/2008/2011 NSA:** This survey measures the achievement of Grade 3 and Grade 5 students on a set of curriculum learning outcomes in Bangla and mathematics. The sample is designed to be nationally representative of GPS and RNGPS students. The instruments have been evolving over time and the latest 2011 NSA is the most informative to date because the standardisation of test items allowed for the construction of a common measurement scale for Grade 3 and Grade 5 students for each subject. More details are given in the learning section of Chapter 3.
* **2010 Child Education and Literacy Survey**: This survey was the fifth of its kind to be conducted in Bangladesh. It was designed to capture and analyse educational information on children aged 0**–**14 in all households and also to survey the literacy status of those aged 15 and above. Organised by the DPE and the BBS, it was conducted by teachers who went to all households in their catchment areas. Data, disaggregated by gender, were collected on categories of school, children with disabilities, and out-of-school children, together with reasons for the latter. The draft report has been submitted to MoPME for approval and it is expected that by June 2012 it will published (see DPE 2012).

Other surveys

* **2011 BBS Population Census**: The population census provides critical information on the size of the primary school-age population (aged 6–10).
* **2005/2010 BBS HIES**: The BBS conducts the HIES on a nationally representative sample of households every five years. It collects information on food and non-food consumption (to measure the rate of poverty) and on household characteristics, including education.
* **2006/2009 BBS/UNICEF MICS**: These surveys were part of an international programme to collect data on children and women around the world. In 2006, the sample size was 62,000 households (representative at the district level) and in 2009 the sample size was 300,000 households (representative at the *Upazila* level). An education module provided information on enrolment, including in the non-formal sector. The survey is expected to take place again in 2012, for publication in 2013 (see BBS and UNICEF 2007, 2010).
* **2008 Education Watch CAMPE survey**: As part of the Education Watch series, the CAMPE conducted a survey of 440 primary schools and 24,000 households. This was valuable for primary education because it built on previous CAMPE surveys and so allows trends to be seen for some key indicators for the period 1998–2008 (see CAMPE 2009).

1. Expected results and summary of actual results

The ASPR 2012 presents results achieved by the implementation of PEDPII and the 2011–2012 AOP activities under PEDP3. It describes the sequence of events from spending inputs for implementing activities, through the resulting outputs down to actual outcome patterns and trends. The PEDP3 results matrix describes the expected performance of the sector (the targets), in terms of results to be achieved (see Annex A).It emphasises the intention that planning and delivery of the inputs and activities will lead to a set of outputs and accordingly of outcomes. This chapter sets out in more detail how the PEDP3 activities will contribute to the achievement of these outputs and outcomes.

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| Recent primary sub-sector programmes  Bangladesh has had three PEDPs, each with a distinct set of components or outcome areas:  **PEDP I: 1997–2003:** The First Primary Education Development Programme focused on 10specific objectives including improving enrolment, completion, providing more quality inputs and strengthening monitoring. PEDP I consisted of several projects managed and financed separately by eight DPs. Recognising that project-based approaches of this kind did not necessarily lead to long-term institutionalisation of achievements, the Government and DPs jointly agreed to adopt principles of a sector-wide approach (SWAp) to achieving high-quality primary education in future.  **PEDP II: 2004–2011:** The Second Primary Education Development Programme was a coordinated and integrated sub-sector programme within the DPE, with a focus on quality improvement, institutional capacity building, and systemic reform. PEDPII was the first education sector programme to include many SWAp principles in its design. Coordinated by a lead agency, PEDP II was financed by the Government and 10DPs through a management and financing structure that was parallel to the Government’s.  **PEDP3: 2011–2016:** This Third Primary Education Development Programme incorporates additional features of a SWAp in matters of financial management, donor harmonisation and programme scope. PEDP3 continues many of the quality improvement, institutional, and systemic reforms introduced under PEDPII with a much stronger focus on how inputs are used at the school level to improve learning outcomes in the classroom and raise primary school completion rates. The six results areas are: learning outcomes; participation; regional and other disparities; decentralisation; effective use of budget allocations; and programme planning and management. |

The overall goal of PEDP3 is “to establish an efficient, inclusive and equitable primary education system delivering effective and relevant child-friendly learning to all Bangladesh’s children from pre-primary through Grade V primary”.

It will be essential to ensure that all the elements of PEDP3 are linked. For reasons of clarity and ease of organisation and management, four components and six results areas have been identified. It might appear that each of these is discrete and can be dealt with separately from one another, but it is essential that steps are taken to connect each of these to each other. PEDP3 is based on a SWAp, which aims to ensure that all the implementation and results obtained in the various elements are combined as a whole, to achieve the overall goal.

We use a results chain to review the performance of the PEDP3 programme. The results chain compares the results we expected to get from programme inputs and activities with what actually happened. Planners and decision makers will check expectations against the evidence from surveys, studies and research and will change the plan, the activities or the targets if necessary. In particular, the results of any one year will lead to the next year’s operational plan, which is itself set within the overall framework of expected results for the PEDP3 as a whole. The improvements expected under PEDP3 are shown below in the results chains for each component. Since this ASPR reports on the first year of PEDP3, it is to be expected that results may be limited by the short time period over which the programme has been functioning. However, some results are also displayed for the previous period under PEDPll, as much of the current programme is a continuation of PEDPll and aims to extend the gains made in that period. Tables and graphs and statistics have been included which enable trends to be seen across the PEDP II to PEDP3 time span.

|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Goal/Impact** | |  | | ***“Quality education for all our children.”*→ Learning** | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|  |  | | |  |  |  | |  | | |  | | |  | | |  |  | | |  | | | |  | |  |  | |  | | | | | |  | |  | |  | |
| **Purpose/**  **Objectives** |  | | | **To establish *“an efficient, inclusive and equitable primary education system delivering effective and relevant child-friendly learning to all Bangladesh’s children from pre-primary through Grade V primary.”*→ Learning** | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|  |  | | |  |  | |  | |  | | | |  | |  |  | | | |  | | |  |  | |  | | |  | | |  | | |  | |  | |  | | |
| **Results areas of PEDP3** |  | | | **Result Areas:**  **1. Learning outcomes** | | | | |  | | | **2. Universal access and participation and**  **3. Reducing disparities** | | | | | | |  | | | **4. *Upazila-* and school-level planning decentralised; and**  **5. Increased effectiveness of budget allocation** | | | | | | | | | | **6. Programme planning and management** | | | | | | | | |
| **Outcomes** |  | | | Learning outcomes by grade and subject  Terminal exam pass rate | | | | | | | | Increased GERs and NERs  Enrolled disabled and out-of-school children  Gender parity | | | | | | |  | | | Delegated functions  Survival rate  Number of input years per graduate  Percentage of schools meeting composite school-level quality indicators | | | | | | | | | |  | More terminal competencies achieved  Increased primary completion  Transition from primary to secondary increasing | | | | | | | |
|  |  | | |  |  | |  | | | |  | |  | |  |  | | | |  | | |  |  | |  | | |  | | |  | | |  | |  | |  | | |
| **Components of PEDP3** | | |  | **COMPONENT 1 Learning and Teaching** | | | | | |  | | **COMPONENT 2**  **Participation and disparities** | | | | | | |  | | | **COMPONENT 3**  **Decentralisation and effectiveness** | | | | | | | | | |  | | **COMPONENT 4**  **Programme**  **planning and management** | | | | | | |
|  |  | | |  |  | |  | | | |  | |  | |  |  | | | |  | | |  |  | |  | | |  | |  | | | |  | |  | |  | | |
| **Outputs** |  | | | Revised curriculum and textbooks  Trained teachers Learning materials available | | | | | |  | | Approved policy and guidelines for PPE Inclusive education stipend programme School feeding programme  Children with disabilities enrolled | | | | | | |  | | | Devolution Plan  in place  Better infrastructure facilities and equipment  Separate functioning toilets for girls  SCR standard achieved  SLIP grants in place | | | | | | | | | |  | Improved sector planning and RBM partnership  STR standard achieved  Trained SMC members delegated authority | | | | | | | |
|  |  | | |  |  | |  | | | |  | |  | |  |  | | | |  | | |  |  | |  | | |  | |  | | | |  | |  | |  | | |
| **Inputs** |  | | | Curriculum Textbooks  Additional teachers  More staff  Training, guides, manuals and other materials | | | | | |  | | Policy  Guidelines on roles and  responsibilities for  delivering PPE  Inclusive Education, Stipend programme,  School feeding | | | | | | |  | | | Devolution Plan  Civil works, Equipment, furniture and transport, Funds,  Grants and funds  Programme development  and studies | | | | | | | | | |  | | Capacity building (MoPME, DPE, NAPE, National Curriculum and Textbook Board(NCTB) and field office capacity)  Recruitment and  promotion rules and  career path | | | | | | |

**PEDP3 result areas**

**RESULTS CHAIN OF PEDP3**

**PEDP3 *Component 1:* Learning and teaching**

*Results Area 1: Learning Outcomes*

Expected outcome:

* All children acquire grade-wise and subject-wise expected learning outcomes or competencies in the classroom.

The following KPIs are used for measuring the performance of learning outcomes in addition to sub-component indicators:

**KPI 1:** Level of achievement in Grade 3: mean score (boys and girls): in Bangla and Mathematics

**KPI 2:** Level of achievement in Grade 5: mean score (boys and girls): in Bangla and Mathematics

KPI 3: Grade 5terminal examination pass rate (boys and girls).

Component 1 aims to strengthen the inter-relationship between curriculum, textbooks and materials, teacher training and student learning assessment. PEDP3 will use several mechanisms for collaboration and quality assurance. The expectations are that an improvement in quality of curriculum, textbooks and other materials, plus classroom teaching and various forms of assessment, will lead to better achievement of learning outcomes by all children.

The component is also linked to the strengthening of the student assessment system as measured in the NSA survey, classroom-based assessment and the competency-based Grade 5terminal examination. The overall assessment system reforms are part of Component 3 (effectiveness) but their implications for classroom-based assessment feed into this Component. The strong focus on competency-based assessment will have a significant positive effect on what and how teachers teach and children learn, as it will encourage and reward the development of a range of important skills and abilities. In summary, the outcomes expected for Component 1 are different from those for other components in that Component 1 should have a direct effect on the school classroom and pupils.

In summary, the Component 1 results chain looks like this:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **ACTIVITY**  Pilot activities to determine effective learning strategies in line with ‘Every child learns’  Competency-based curriculum, teaching and learning and assessment materials developed, piloted and produced  Provision of teacher and head teacher training targeted at ‘Every child learns’ and competency-based strategies |  | **OUTPUT**  Effective classroom learning strategies identified  Introduction of competency-based curriculum  Sufficient quantities of appropriate teaching and learning materials available  Appropriately trained and qualified teachers and head teachers in schools  Classroom and terminal assessment and exams based on competencies |  | **EARLY OUTCOME**  Teacher capacity to provide a competency-based learning experience for all children developed  Teachers held accountable for each child’s learning  Head teachers and other supervisors able to provide support to classroom teachers  Children develop a range of competencies especially in Bangla and mathematics |

We expect early outcomes to result in both medium- and long-term outcomes:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **EARLY OUTCOME**  Teacher capacity to provide a competency-based learning experience for all children developed  Teachers held accountable for each child’s learning |  | **MEDIUM-TERM OUTCOME**  All children in grades 1 to 3 in participating schools acquire planned levels of competencies especially in Bangla and mathematics |  | **LONG-TERM OUTCOME**  All children acquire grade-wise and subject-wise expected learning outcomes, or competencies |

**Component 2: Participation and disparities**

***Results Area 2 (2.1): Universal Access and Participation***

***3 (2.2): Reducing Disparities***

**Expected outcome:**

* Participation of all children in PPE and primary education in all types of schools
* Regional and other disparities reduced in terms of participation, completion and learning outcomes.

The following KPIs are used for measuring the performance of access and participation in addition to sub-component indicators:

**KPI 4:** Number of children out of school (boys and girls); ages 6–10 and 11–14

**KPI 5:** GER, primary education (boys and girls)

**KPI 6:** NER, primary education (boys and girls)

**KPI 7:** Gender parity index of GER

**KPI 8:** NER – Range between top 20% and bottom 20% of households by consumption quintile

**KPI 9:** *Upazila*-level composite performance indicator: Annual improvement of 20% lowest performing *Upazilas* and range between top 10% and bottom 10% of *Upazilas*

Component 2 aims to provide: one year of PPE through GPS; opportunities for all children to benefit from primary-level education (equitable access means that all children have the same opportunity to go to school, even if they are poor, disabled or from minorities); equivalency of formal and non-formal education; broadening the concept of and mainstreaming inclusive education; providing education in emergencies and disasters; improving communications, reducing overcrowded classrooms through needs-based infrastructure development; providing sanitation and water to schools; providing school health and school feeding programmes; and providing stipends to the poorest children.

In summary, the results chain of Component 2 expectations has the following shape:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **ACTIVITY**  Needs-based infrastructure development –*Upazila* Resource Centre (URC), *Upazila* Education Officer *(*UEO), PTI buildings and classroom construction  Safe water and toilet facilities provided  Development of curriculum and books for PPE  Recruitment and training of pre-primary teachers  Stipends programme reviewed to improve targeting  School health and feeding programmes |  | **OUTPUT**  URC, UEO, Primary Teacher Institute (PTI) buildings and schools constructed  Well-maintained classrooms  Functional and safe tube wells  Sufficient, separate, working toilets for boys and girls  Facilities sustainably managed  Provision of PPE  NFE services aligned with formal schools  Well-targeted stipend programme functioning  Needy children receive health and feeding inputs |  | **EARLY OUTCOME**  SCR improved  Pre-primary-age children receive a head start intheir education  Children from marginalised families receive stipends, health and food benefits and remain in school  School environment improved |

We expect that early outcomes in terms of improved school environment and well-targeted support will ultimately lead to all children, including those from marginalised families, benefitting from and completing pre-primary and primary education.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **EARLY OUTCOME**  SCR improved  Children from marginalised families receive stipends, health and food benefits and remain in school  Pre-primary-age children receive a head start in their education  School environment improved |  | **MEDIUM-TERM OUTCOME**  Enrolment increasing  Dropout and repetition decreasing  Completion increasing  Grade 1 pupils benefit from a year’s PPE |  | **LONG-TERM OUTCOME**  All children participate in pre- and primary education in all types of schools (formal, non-formal, madrasahs)  Regional and other disparities in facilities, participation, completion and learning outcomes reduced  Increased primary completion  Increased transition to secondary |

**Component 3: Decentralisation and effectiveness**

***Results Area 4 (3.1): Decentralisation***

***5 (3.2): Effectiveness***

**Expected outcome:**

* *Upazila-* and school-level planning decentralised
* Increased effectiveness of budget allocation.

KPI 10: Number and types of functions delegated to districts, *Upazilas* and schools

KPI 11: Expenditure of block grants (conditional and unconditional) for *Upazilas* and schools

KPI 12: Completion rate, primary education (boys and girls)

KPI 13: Dropout rate by grade

KPI 14: Number of input years per graduate

KPI 15: Percentage of schools that meet composite school-level quality indicators

Component 3 aims to decentralise the primary education management system through capacity building, e.g. school-level leadership development; field offices strengthened; increased decentralisation of school, *Upazila* and district management; mainstreaming school, *Upazila* and district grant initiatives; and strengthening capacity at central level institutions, etc. This is so that the system meets the needs of children who have never attended formal primary school or who are at risk of dropping out of school due to poverty, disability or for any other reason. This component also aims to reform key education systems, e.g. teacher management, student assessment (e.g. Grade 5 terminal examination), and M&E (e.g. strengthening the ASC).

In summary, the results chain of Component 3 expectations takes the following shape:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **ACTIVITY**  Head teachers, teachers, *Upazila* and district officials trained in managing School-Level Improvement Plans (SLIPs), *Upazila* Primary Education Plans (UPEPs) and District Primary Education Plans (DPEPs)  DPE and UEO offices, professional staff recruited and trained  Head teachers trained in school management and leadership  Grade 5terminal examination orientated towards assessment of competencies  ASC reviewed |  | **OUTPUT**  Competent DPEP Officer and UEO professional staff in place  Head teachers are competent managers and leaders  Competency-based Grade 5examination progressively introduced  ASC improved |  | **EARLY OUTCOME**  Improved SLIPs, UPEPs and DPEPs produced, which contribute to better management  Head teachers manage effectively  Improved productivity in schools and offices  Dropout decreasing  Repetition decreasing  More appropriate examination stimulates mastery of essential competencies  Better statistical information available to assist decision-making |

It is expected that early outcomes will contribute to both medium- and long-term outcomes. Outcome expectations for Component 3 can be described as follows:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **EARLY OUTCOME**  Improved SLIPs, UPEPs and DPEPs produced, which contribute to better management  Head teachers manage effectively  Improved productivity in schools and offices  More appropriate examination stimulates mastery of essential competencies  Better statistical information available to assist decision-making |  | **MEDIUM-TERM OUTCOME**  More effective and efficient management at school, *Upazila* and district levels |  | **LONG-TERM OUTCOME**  *Upazila-* and school-level management decentralised  Increased effectiveness of programme and budget allocation |

**Component 4: Planning and management**

***Results Area 6 (4): Programme Planning and Management***

**Expected Outcome:**

* Improved sector planning and RBM.

Component 4 aims to strengthen RBM through such measures as performance-based planning and outcome-level reporting. It also focuses on improved financial management and reporting systems, planning and management issues, staff development, sector finance and partnerships with NGOs and the private sector.

This component addresses management issues, e.g. PEDP3 is governed by an inter-ministerial steering committee. Day-to-day management of the programme is undertaken by the line divisions of DPE and other agencies such as BNFE, National Academy for Primary Education (NAPE) and NCTB as part of their routine tasks. Coordination of activities between ministries, agencies under MoPME or divisions within DPE is managed by a new unit at MoPME and a new division of DPE. It is a key feature of PEDP3 that the Government’s own routine systems for financial management will be used for the first time for a large proportion of donor funding, an approach known as the ‘Treasury model’. The Ministry of Finance has undertaken to ensure that adequate financing is available for PEDP3.

The component also covers institutional aspects of M&E, including strengthening of education MISs though the establishment of a new MIS Division of DPE to support and encourage evidence-based planning in PEDP3 at central level – the AOP – and at local level – the SLIP, UPEP and DPEP. The M&E Division will be strengthened to improve the ASC and ASPR. The new Information Management Division hosts the education MIS and provides IT support. With stronger M&E we can expect better planning and implementation, both centrally and locally, assuming that these are genuinely results based. This ASPR is in itself an early outcome of improved M&E capacity.

The expected outputs and early outcomes from Component 4 are that:

* Strengthened governance systems will result in improved management and greater ownership of the developmental objectives of PEDP3;
* Performance-based financing, linked to a strengthened monitoring system, will raise the level of evidence-based planning and RBM and ensure that a strong focus is maintained on the achievement of agreed indicators;
* The human resources development programme will result in officials at all levels competent to manage for results; and
* Involvement of NGOs and other partners will provide pre-primary, non-formal and some formal primary education, as well as support initiatives in ICT.

In summary, the Component 4 results chain looks like as follows:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **ACTIVITY**  Governance and management structures established and staff recruited  Appropriate human resources development programme designed and training implemented  Financial management capacity and systems developed  Opportunities for public–private partnerships identified and engaged |  | **OUTPUT**  More trained staff in place  Governance and management strengthened  Strengthened monitoring functions  NGO and other agencies able to contribute |  | **EARLY OUTCOME**  Organisational capacity  Increased use of monitoring mechanisms and reporting for performance-based management  Financial systems and management in line with government systems  More pre-primary, primary and non-formal primary education |

We expect early outcomes to result in both medium- and long-term outcomes as follows:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **EARLY OUTCOME**  Organisational capacity  Increased use of monitoring mechanisms and reporting for performance-based management  Financial systems and management increasingly in line with government systems  More pre-primary, primary and non-formal primary education |  | **MEDIUM-TERM OUTCOME**  Evidence- and performance-based planning fully operational  Government financial and management systems deliver more effective and efficient resources and programming |  | **LONG-TERM OUTCOME**  Effective programme planning and management  Increased effectiveness of budget allocation |

Measurement of sector performance

The structure of PEDP3 is organised into 29 sub-components. Several types of indicators (DLIs, KPIs and PSQL indicators) have been specified in order to track progress in these sub-components. Each requires the collection of data from various sources in order to measure the performance of the primary education sector.

Specific administrative units within DPE and the other relevant agencies, as shown below, are accountable for the sub-components. They are required to prepare yearly progress reports based on annual milestones specified in the Results and Programme Matrix of PEDP3 (Annex A), in order to provide information on general sector progress These reports will be compiled once a year by the Programme Division as a summary of the performance of primary education sector under PEDP3.

* + - * 1. List of sub-components

| ***SL*** | ***Sub-component*** | **Responsible division/agencies** | **DLI** |
| --- | --- | --- | --- |
| *1* | 1.1. *Shikhbe Protiti Shishu* Each child learns | Programme |  |
| 2 | 1.2 School and classroom-based assessment | Training |  |
| 3 | 1.3 Curriculum development | NCTB |  |
| 4 | 1.4 Textbook distribution | Admin/ NCTB | *DLI1* |
| 5 | 1.5 ICT in education | Information |  |
| 6 | 1.6 Teacher education and development | Training | *DLI2* |
| 7 | 2.1.1 Alternative and second chance (NFE) | BNFE |  |
| 8 | 2.1.2 Pre-primary provision | Policy and Operations | *DLI3* |
| 9 | 2.1.3 Inclusive education | Policy andOperations |  |
| 10 | 2.1.4 Education in emergencies | Planning and Development |  |
| 11 | 2.1.5 Communications and social mobilisation | Policy and Operations |  |
| 12 | 2.2.1 Stipends | Planning and Development |  |
| 13 | 2.2.2 School health and school feeding | Planning and Development |  |
| 14 | 2.2.3 Needs-based school environment improvement | Planning and Development |  |
| 15 | 2.2.4 Needs-based infrastructure development | Planning and Development | *DLI4* |
| 16 | 3.1.1 Field level offices strengthened | Admin |  |
| 17 | 3.1.2 Decentralised school management and governance | Planning and Development | *DLI5* |
| 18 | 3.1.3 School-level leadership development | Training |  |
| 19 | 3.1.4 Organisational review and strengthening | Admin |  |
| 20 | 3.2.1 Grade 5terminal examination strengthened | NAPE | DLI6 |
| 21 | 3.2.2 Teacher recruitment, promotion and deployment | Admin | DLI7 |
| 22 | 3.2.3 ASC | M&E/Information | DLI8 |
| 23 | 3.2.4 NSA | M&E |  |
| 24 | 4.1 PEDP3 management and governance | Programme/ MoPME |  |
| 25 | 4.2 PEDP3 financial management | Finance |  |
| 26 | 4.3 Sector finance | MoPME | *DLI9* |
| 27 | 4.4 Strengthening monitoring functions | M&E |  |
| 28 | 4.5 HRD | Admin |  |
| 29 | 4.6 Public–private partnerships | Programme |  |

DLIs:

Progress in nine of the 29 sub-components is linked to disbursements of inputs. Several DPs have undertaken to partly or in full disburse their financial contributions though the government system, contingent on the achievement of particular results, at specified intervals throughout the life of the programme. Therefore, ongoing timely achievement of the DLIs is crucial to enable DPE to run the programme smoothly. A DLI progress report is compiled twice a year by the Programme Division from the reports prepared by the line divisions and other units accountable for the DLI sub-components. Other data sources include the ASC and the HIES. DPE organises weekly meetings, coordinated by Programme Division and chaired by the Director General, at which the progress of DLIs is tracked.

* + - * 1. Summary of DLIs

|  |  |  |
| --- | --- | --- |
| ***DLI*** | ***Indicator*** | **Responsible division/agencies** |
| 1 | Textbooks for each subject produced and distributed to all eligible schools within a month of opening day | Admin/ NCTB |
| 2 | Teacher education and professional development: 1. PTI strengthened 2. Teacher and head teacher competencies; and 3. Dip-in-Ed provided | Training |
| 3 | PPE: 1. Number of children enrolled in formal GPS PPE 2. Percentage of children entering Grade 1with GPS PPE | Policy and Operations |
| 4 | Needs-based infrastructure development | Planning and Development |
| 5 | Decentralised school management and governance | Planning and Development |
| 6 | Grade 5terminal examination strengthened | NAPE |
| 7 | Teacher recruitment and deployment | Admin |
| 8 | ASC | M&E/Information |
| 9 | Sector finance: Primary education budget aligned with Programme Framework and consistent with medium term budget framework | MoPME |

Source: PEDP3 Results and Programme Matrix (indicator column).

KPIs:

Fifteen KPIs capture overall sector performance at the outcome and impact level during PEDP3. The ASC, NSA survey and HIES survey are all sources of information used to produce the KPIs.

* + - * 1. Summary of KPIs

| ***SL.*** | ***Monitoring Indicator*** | *Source* |
| --- | --- | --- |
| 1 | Level of achievement in Grade 3: mean score (boys and girls)  a. Bangla b. Mathematics | NSA report |
| 2 | Level of achievement in Grade 5: mean score (boys and girls)  a. Bangla b. Mathematics | NSA report |
| 3 | Grade 5examination pass rate (boys and girls) | Grade 5exam report |
| 4 | Number of children out of school (boys and girls)  6–10 years old and11–14 years old | HIES/Education Household Survey (EHS) |
| 5 | GER, primary education (boys and girls) | ASC |
| 6 | NER, primary education (boys and girls) | ASC |
| 7 | [*Participation*] Gender parity index of GER | ASC |
| 8 | [*Participation*] NER – Range between top 20% and bottom 20% of households by consumption quintile | HIES/EHS |
| 9 | *Upazila*-level composite performance indicator  a. Annual improvement of 20% lowest performing *Upazilas*  b. Range between top 10% and bottom 10% of *Upazilas* | ASC |
| 10 | Number and types of functions delegated to districts,*Upazilas* and schools | Admin |
| 11 | Expenditure of block grants (conditional and unconditional) for *Upazilas* and schools | P&D |
| 12 | Completion rate, primary education (boys and girls) | ASC |
| 13 | Dropout rate by grade | ASC |
| 14 | Number of input years per graduate | ASC |
| 15 | Percentage of schools that meet composite primary school-level quality indicators | ASC |

Source: PEDP3 implementation guide.

PSQL indicators:

Under PEPDII, a set of PSQL indicators were used as a proxy for minimum standards. Data on the PSQL indicators was collected through the ASC and school inspection reports. PEDP3 will continue to use PSQL indicators in the same way to track minimum service standards through 18 PSQL indicators.

These indicators are used to capture sector performance at the output level (although PSQL Indicator 4 on enrolment of children with disabilities is a rather early outcome).A composite index of the PSQL will be used as a KPI to monitor the effectiveness of sector allocations at the outcome level. lists the PSQL indicators and their data source.

* + - * 1. Summary of PSQL indicators

| *SL.* | ***Monitoring Indicator*** | ***Data Source*** |
| --- | --- | --- |
| 1 | Number of schools which received new textbooks within the first month of the year | NCTB |
| 2 | Percentage of (assistant and head) teachers with professional qualification (C-in-Ed/Dip-in-Ed, B.Ed., M.Ed.) | ASC |
| 3 | Percentage of (assistant and head) teachers who receive continuous professional development training | ASC |
| 4 | Number of enrolled children with disabilities | ASC |
| 5 | Percentage of schools with separate functioning toilets for girls | ASC |
| 6 | Percentage of schools without at least one functioning toilet | ASC |
| 7 | Percentage of schools with potable water | ASC |
| 8 | Percentage of schools which depend on water points for water where the water point is in working condition | ASC |
| 9 | Percentage of schools which have a functioning water point that have potable water | ASC |
| 10 | Percentage of classrooms that are in good condition | ASC |
| 11 | Percentage of schools that meet the SCR standard of 40 | ASC |
| 12 | Percentage of standard-size classrooms (26’x19’6’’) and larger | ASC |
| 13 | Percentage of classrooms which are in *pacca* | ASC |
| 14 | Percentage of head teachers who received training on school management and leadership training | ASC/Training Division |
| 15 | Proportion of SMC whose members were trained (at least three members) | ASC/Training Division |
| 16 | Percentage of schools that meet the STR standard of 46 | ASC |
| 17 | Number of schools (GPS) with pre-primary classes | ASC |
| 18 | Percentage of schools which receive SLIP grants | ASC |

Source: PEDP3 Implementation Guide.

Reporting system of PEDP3

Performance will be measured through the above indicators and results will be published using 21 specific reports. The ASPR draws on the findings to highlight major achievements. Focusing on strategic issues, it also analyses trends and interprets findings in terms of policy and strategy implications. ASPR data sources include the ASC, NSA, the HIES and EHS, Grade 5Terminal Examination Report, and reports from DPE line divisions. Table 2.5 provides the list of reports required under PEDP3, together with their timing and units responsible.

* + - * 1. List of reports for PEDP3 review and disbursement processes

| **SL** | **Report** | **Timing** | **Unit Responsible** |
| --- | --- | --- | --- |
| 1 | ASPR on the KPIs supplemented by other indicators | Annually | M&E |
| 2 | NSA Report | Biannually | M&E |
| 3 | ASC | Annually | M&E |
| 4 | Interim Financial Reports – quarterly and six-monthly reports/other statements | Quarterly | F&P |
| 5 | CAG Audit Report (previous financial year) | Annually | F&P |
| 6 | Approved Budget using Government Economic Codes | Annually | F&P |
| 7 | Annual Procurement Plan | Annually | F&P |
| 8 | Draft Budget for Next Financial Year |  | F&P |
| 9 | Quarterly Interim Financial Reports, showing expenditures by budget heads | Quarterly | F&P |
| 10 | Annual Fiduciary Review Report, jointly with DPs | Annually | F&P/DPs |
| 11 | PFM Action Plan Status Update | Annually | F&P/DP’s |
| 12 | Progress and achievement of DLIs | ½ yearly | Programme |
| 13 | Annual Sub-Component Progress Report | Annually | Programme |
| 14 | AOP and Budget Proposal,for following year | Annually | Programme |
| 15 | Annual EU DLI report (starting from Year 3) | Annually | Programme |
| 16 | Annual Environmental Safeguards Status Update | Annually | P&D |
| 17 | Annual Social Safeguards Status Update | Annually | P&D |
| 18 | Annual Policy Matrix Status update, PSU, MoPME | Annually | PSU, MoPME |
| 19 | CAG Audit Report (previous financial year) | Annually | MoF/CGA |
| 20 | Inclusive Education and Gender Action Plan | Annually | P&O |
| 21 | Updated Disbursement Plan | Annually | DPs |

The detailed discussion of the results of PEDPII and the initial year of PEDP3 is presented in chapters 3, 4, 5 and 6 of the report. Before this, the following three tables summarise:

* The achievement of PEDPII from 2005– 2011 based on its KPIs ( A);
* The baseline data (2011) and targets for the KPIs for PEDP3 (Table 2.6 B); and
* The baseline data (2011) and targets for the PSQL indicators for PEDP3 (Table 2.6C).
  + - * 1. A. KPIs of PEDPII 2010–2011

|  | **KPIs** | **2005** | **2006** | **2007** | **2008** | **2009** | **2010** | **2011** | **Target, PEDPII** | **Comment** |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| 1 | GER [EFA 5] | 93.7% | 97.7% | 98.8% | 97.6% | 103.5% | 107.7% | 101.5% | 98% | Target reached |
| 2 | NER [EFA 6] | 87.2% | 90.9% | 91.1% | 90.8% | 93.9% | 94.8% | 94.9% | 90% | Target reached |
| 3 | Completion rate | 52.8% | 49.5% | 49.5% | 50.7% | 54.9% | 60.2% | 70.3% | 55% | Target reached |
| 4 | Stipend recipients (millions) | 4.3 | 4.7 | 4.8 | 4.8 | 4.8 | 7.9 | 7.6 | Maintain baseline level | Target reached |
| 5 | Transition rate from Grade 5 to Grade 6 | 92.4% | 95.6% | NA | 97.5% | n/a | n/a | n/a | 96% |  |
| 6 | Current public expenditure on education as percentage of GNP | 1.93% | 2.19% | 2.28% | 2.14% | 2.00% | 2.30% | 2.2% | 2.80% | Target not reached  *Source: DPE estimates based on budget documents, Ministry of Finance* |
| 7 | Public expenditure on primary education as percentage of total public expenditure on education [EFA 8] | 37.1% | 41.2% | 39.5% | 43.8% | 45.4% | 45% | 45.2% | 45% | Target reached  *Source: DPE estimates based on budget documents, Ministry of Finance* |
| 8 | Student absenteeism | 23% | 20% | 20% | 19% | 18% | 16.6% | 14.9% | 18% | Target reached |
| 9 | STR [EFA 11] | 54 | 54 | 49 | 50 | 51 | 47 | 50 | 46 | Target not reached |
| 10 | Repetition rate [EFA 12]Grade 1 | 12.3% | 11.5% | 11.9% | 11.3% | 11.4% | 11.4% | 10.7% | Below10% | Target not reached but improving trend. Average rate is boy:11.6% Girl: 10.6% |
|  | Grade 2 | 11.0% | 10.7% | 11.2% | 11.0% | 11.7% | 12.1% | 10.3% | Below 10% |
|  | Grade 3 | 13.7% | 13.8% | 14.9% | 14.5% | 15.4% | 14.1% | 14.2% | Below 10% |
|  | Grade 4 | 11.4% | 13.0% | 14.4% | 13.7% | 15.6% | 16.5% | 13.5% | Below 10% |
|  | Grade 5 | 5.7% | 5.6% | 2.2% | 5.2% | 3.1% | 7.1% | 3.5% | Below 5% |
| 11 | Coefficient of efficiency [EFA 14] |  |  |  |  |  |  |  |  | Target reached |
|  | Ideal as percentage of actual | 61.8% | 59.0% | 58.8% | 58.3% | 61.0% | 62.2% | 69.1% | No Target |
|  | Years input | 8.1 | 8.5 | 8.5 | 8.6 | 8.2 | 8.0 | 7.2 | 7.5 |
| 12 | Dropout rate Grade 1 | 12.9% | 13.9% | 14.4% | 13.2% | 11.1% | 8.5% | 4.1% | Fall by two percentage points each year | Cycle dropout rate is 29.7%  Target not reached  Grades 1–4 improving trend  Grade 5 less satisfactory |
|  | Grade 2 | 8.8% | 10.2% | 10.1% | 8.8% | 7.6% | 3.0% | 3.0% |
|  | Grade 3 | 13.4% | 12.7% | 12.7% | 9.0% | 10.4% | 7.7% | 4.4% |
|  | Grade 4 | 16.0% | 18.0% | 14.6% | 16.7% | 11.9% | 12.2% | 7.4% |  |
|  | Grade 5 | 0.0% | 1.1% | 4.0% | 7.0% | 7.7% | 9.5% | 11.1% |  |
| 13 | Students at Grade 4 and above who master national learning competencies [EFA 15] |  |  |  |  |  |  |  |  | The 2011 NSA results are not comparable with previous rounds |
|  | Mean scores Grade 5 Bangla (NSA) |  | 56.18 |  | 68.51 | n/a | n/a | 67.3 | No target |
|  | Mean scores Grade 5 Mathematics (NSA) |  | 46.71 |  | 63.26 | n/a | n/a | 67.3 | No target |
| 14 | Enrolled disadvantaged children | 45,680 | 47,570 | 53,303 | 77,488 | 78,199 | 83,023 | 90,960 | 5% annual growth | Target reached  *Source: ASC data on children with five types of disability.* |

B. KPIs of PEDP3 2005, 2010 and 2011

| **SL** | **KPIs** |  | **2005** | **Baseline 2010** | **2011** | **Target2016** | Comment |
| --- | --- | --- | --- | --- | --- | --- | --- |
| 1. | Percentage of students achieving Grade 3 competencies (All; Boys; Girls) | a. Bangla | n/a | n/a | 67%; B: 66%; G: 68% | 75 |  |
|  | b. Mathematics | n/a | n/a | 50%; B: 51%; G: 49% | 60 |
| 2. | Percentage of students achieving Grade 5 competencies (All; Boys; Girls) | a. Bangla | n/a | n/a | 25%; B: 25%; G:26% | 35 |  |
|  | b. Mathematics | n/a | n/a | 32%; B: 32%; G: 32% | 45 |
| 3. | Grade 5 examination pass rate | a. Total |  | 92.3% | 97.3% | n/a | Target set after exam is fully competency based |
|  |  | b. Boy |  | 92.7% | 97.5% | n/a |
|  |  | c. Girls |  | 92.0% | 97.1% | n/a |
| 4. | Percentage of children out of school (boys and girls) | a. 6–10 years |  | All: 15%  Boys: 17% ;  Girls: 13% | All: 23%  Boys: 24%;  Girls 22% | 5% | The phrasing of the original indicator was ‘Number of children…’  *Sources: HIES 2010. BBS Pop Census 2011.* |
|  |  | b. 11–14 years |  | Boys: 28%;  Girls:17% | All: 20% Boys: 24% Girls: 17% | 10% |
| 5 | GER [EFA 5] | a. Total | 93.7% | 107.7% | 101.5% | 105% | Data source for the denominator for 2011 is BBS population census 2011. Estimates for previous years are based on projections from 2001 census, which were underestimated. |
|  |  | b. Boy | 91.2% | 103.2% | 97.5% | 103% |
|  |  | c. Girls | 96.2% | 112.4% | 105.6% | 107% |
| 6 | NER [EFA 6] | a. Total | 87.2% | 94.8% | 94.9% | 98% |
|  |  | b. Boy | 84.6% | 92.2% | 92.7% | 97% |
|  |  | c. Girls | 90.1% | 97.6% | 97.3% | 99% |

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| 7 | [*Participation*] Gender parity index of GER |  | 1.05 | 1.09 | 1.08 | 1.03 |  |
| 8 | [*Participation*] Net enrolment rate – Range between top 20% and bottom20% of households by consumption quintile (All, Boys, and Girls) |  | All: 58% to 80% | All: 77% to 88%  Boys: 73% to 88%  Girls: 82% to 87% | n/a | All: 82% to 90% | *Source: HIES 2010.*The next HIES is proposed for 2013. |
| 9 | *Upazila* composite performance indicator *(comprises: gender parity index for NER; survival rate to G5; and combined participation and pass rate in G5 terminal exam)*:   1. Range between average value of index for top 10% and bottom 10% of *Upazilas* 2. Average value of index for bottom 20% of *Upazilas* | a.  Bottom 10%  Top 10%  Range | n/a | Bottom 10%: 1.1  Top 10%: 2.3  Range: 1.2 | n/a | Bot. 10%: 1.5  Top 10%: 2.5  Range: 1.0 | The composite indicator for a particular *Upazila* ranges from 0–3. |
|  |
|  | b. Bottom 20% | n/a | Bottom 20%: 1.3 | n/a | Bot. 20%: 1.7 |
| 10 | Number and types of functions delegated to district, *Upazilas* and schools |  | n/a | n/a | n/a |  | Definition, baseline and target pending. |
| 11 | Expenditure of block grants (conditional and unconditional) for *Upazilas* and schools |  | n/a | n/a | n/a |  | Baseline and target pending. |
| 12 | Completion rate | a. Total | 52.8% | 60.2% | 70.3% | 80% | This is the primary cohort completion rate. |
|  |  | b. Boy |  | 59.8% | 67.6% | 78% |
|  |  | c. Girls |  | 60.8% | 73.0% | 82% |
| 13 | Dropout rate | a. Total | 47.2% | 39.8% | 29.7% | 20% | This is the cumulative cycle dropout rate. |
|  |  | b. Boy |  | 40.3% | 32.4% | 22% |
|  |  | c. Girls |  | 39.3% | 27.0% | 18% |
| 14 | Coefficient of efficiency [EFA 14] | Ideal as % of actual | 61.8% | 62.2% | AV: 69.1, B: 67.7 and G: 70.5 | 70% |  |
|  |  | Years input | 8.1 | 8.0 | Av: 7.2, B: 7.4 and G: 7.1 | 7.0 |  |
| 15 | Percentage of schools that meet three out of four PSQL indicators: (i) Girls’ toilets (PSQL 5); (ii) potable water (PSQL 7);and (iii) SCR (PSQL 11) (iv) STR (PSQL 16) |  | n/a | Three out of four PSQL indicators: 17% | Three out of four PSQL indicators: 24% | 40% | For definitions of the PSQL indicators included in these composite indicators, see next table.  A list of 20% of *Upazilas* with the lowest average scores on KPI 15 (b) is in Annex B. |

C. PSQL indicators of PEDP3 2010 and 2011

| **SL.** | **PSQL Indicator** | **Type** | **2010** | **2011** | **Target 2016** | **Comment** |
| --- | --- | --- | --- | --- | --- | --- |
| 1 | Percentage of schools which received all new textbooks by January 31 | Total | 33 | 47 | 100 | The phasing of the indicator was originally ‘Number of schools.’ |
|  |  | GPS | 31 | 45 | 100 |
|  |  | RNGPS | 36 | 51 | 100 |
| 2 | Percentage of (assistant and head) teachers with professional | Total | 83 | 82 | 90 |  |
|  | Qualification (C-in-Ed/Dip-in-Ed, B.Ed., M.Ed.) | GPS | 84 | 80 | 90 |  |
|  |  | RNGPS | 83 | 86 | 90 |  |
| 3. | Percentage of (assistant and head) teachers who receive | Total | 88 | 78 | 85 | This refers to sub-cluster training only. |
|  | continuous professional development training | GPS | 87 | 75 | 85 |
|  |  | RNGPS | 88 | 87 | 85 |
| 4 | Number of enrolled children with disabilities | Total | 83,023 | 90,960 | 80% | The target refers to the percentage of children with disabilities who are enrolled. |
|  |  | Boy | 47,029 | 51248 | 80% |
|  |  | Girl | 35,994 | 39712 | 80% |
| 5 | Percentage of schools with separate functioning toilets for girls | Total | 31 | 48 | 66 |  |
|  |  | GPS | 37 | 54 | 66 |  |
|  |  | RNGPS | 20 | 40 | 66 |  |
| 6 | Percentage of schools with at least one functioning toilet | Total | 96 | 97 | 0 |  |
|  |  | GPS | 97 | 98 | 0 |  |
|  |  | RNGPS | 94 | 95 | 0 |  |
| 7 | Percentage of schools with potable water | Total | 71 | 77 | 100 |  |
|  |  | GPS | 75 | 84 | 100 |  |
|  |  | RNGPS | 64 | 68 | 100 |  |
| 8 | Percentage of schools which depend on water points for water where the water point is in working condition | Total | 86 | 86 | 95 |  |
|  | GPS | 88 | 88 | 95 |  |
|  |  | RNGPS | 83 | 83 | 95 |  |
| 9 | Percentage of schools which have a functioning water point that have potable water | Total | 59 | 82 | 95 |  |
|  |  | GPS | 60 | 84 | 95 |  |
|  |  | RNGPS | 57 | 81 | 95 |  |
| 10 | Percentage of classrooms that are in good condition | Total | 51 | 52 | 67 |  |
|  |  | GPS | 52 | 53 | 67 |  |
|  |  | RNGPS | 48 | 48 | 67 |  |
| 11 | Percentage of schools that meet the SCR standard of 40 | Total | 21 | 21 | 25 |  |
|  |  | GPS | 21 | 22 | 25 |  |
|  |  | RNGPS | 19 | 20 | 25 |  |
| 12 | Percentage of standard size classrooms (26’x19’6’’) and larger | Total | 10 | 11 | 15 |  |
|  |  | GPS | 12 | 14 | 18 |  |
|  |  | RNGPS | 3 | 3 | 10 |  |
| 13 | Percentage of classrooms which are in *pacca* | Total | 74 | 76 | 85 |  |
|  |  | GPS | 68 | 71 | 82 |  |
|  |  | RNGPS | 89 | 91 | 95 |  |
| 14 | Percentage of head teachers who received training on school management and leadership | Total | 84 | 78 | 80 | The target is lower than the 2010 figures in recognition of the new head teacher posts in RNGPS and high rate of retirement of GPS head teachers. |
|  | GPS | 87 | 80 | 85 |
|  |  | RNGPS | 79 | 75 | 70 |

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| 15 | Proportion of SMCs whose members were trained (at least three members) | Total | 27 | 33 | 50 |  |
|  |  | GPS | 25 | 30 | 50 |  |
|  |  | RNGPS | 30 | 37 | 50 |  |
| 16 | Percentage of schools that meet the STR standard of 46 | Total | 44 | 45 | 60 |  |
|  |  | GPS | 40 | 45 | 65 |  |
|  |  | RNGPS | 52 | 47 | 50 |  |
| 17 | Percentage of schools (GPS) with pre-primary classes | Total | 43 | 81 | 100 | The phasing of the indicator was originally ‘Number of schools’ |
|  |  | GPS | 45 | 94 | 100 |
|  |  | RNGPS | 40 | 55 | 100 |
| 18 | Percentage of schools which receive SLIP grants | Total | 64 | 67 | 100 |  |
|  |  | GPS |  | 66 | 100 |  |
|  |  | RNGPS |  | 68 | 100 |  |

1. Outcomes

The long-term goal of PEDPII was to accelerate poverty reduction through the provision of better education. The overall goal of PEDP3 is to provide “quality education for all our children”, with the specific objective of achieving “an efficient, inclusive and equitable primary education system delivering effective and relevant child-friendly learning to all Bangladesh’s children from pre-primary though Grade V primary”. A review of primary education sector performance has to start from a look at medium-term outcomes. These have been grouped into three main categories: participation, efficiency and learning.

# Access and participation, primary education

The two principal measures of participation are presented in and (Note: There is an important caveat to the interpretation of trends in the participation data, given in Table 3.1 Note1).

* The GER, in other words the number of children enrolled in grades 1–5 relative to the total population of children aged 6–10 years (official primary school age) was 101.5% in 2011 (up from 93.7% in 2005).
* The NER, in other words the number of children of the official primary school age (6–10 years) enrolled in grades 1–5 relative to the total population of children aged 6–10 years was calculated to be 94.9% (up from 87.2% in 2005).
  + - * 1. GERs and NERs,2005 to 2011

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
|  | **2005** | **2006** | **2007** | **2008** | **2009** | **2010** | **2011** |
| Students in grades 1–5, GPS and RNGPS | 13,056,577 | 12,939,129 | 12,916,522 | 13,010,370 | 13,281,194 | 13,554,878 | 14,526,281 |
| Students in grades1–5, All | 16,225,658 | 16,385,847 | 16,312,907 | 16,001,605 | 16,539,363 | 16,957,894 | 18,432,499 |
| Students in grades 1–5 aged 6–10, All | 15,114,102 | 15,244,630 | 15,041,743 | 14,880,249 | 14,947,002 | 14,937,517 | 17,239,810 |
| Population of children aged 6–10 | 17,315,296 | 16,771,776 | 16,514,419 | 16,390,221 | 15,982,744 | 15,751,788 | 18,168,788 |
| GER (%) | 93.7 | 97.7 | 98.8 | 97.6 | 103.5 | 107.7 | 101.5 |
| Boys | 91.2 | 92.9 | 93.4 | 92.8 | 100.1 | 103.2 | 97.5 |
| Girls | 96.2 | 103.0 | 104.6 | 102.9 | 107.1 | 112.4 | 105.6 |
| Gender parity index | 1.05 | 1.11 | 1.12 | 1.11 | 1.07 | 1.09 | 1.08 |
| NER (%) | 87.2 | 90.9 | 91.1 | 90.8 | 93.9 | 94.8 | 94.9 |
| Boys | 84.6 | 87.6 | 87.8 | 87.9 | 89.1 | 92.2 | 92.7 |
| Girls | 90.1 | 94.5 | 94.7 | 94.0 | 99.1 | 97.6 | 97.3 |
| Gender parity index | 1.07 | 1.08 | 1.08 | 1.07 | 1.11 | 1.06 | 1.05 |

Sources: Enrolment data: ASC 2005 to 2011, BANBEIS 2005 to 2010; Population data: BBS estimates for 2005–2010 based on 2001 population census, DPE estimate for 2011 based on BBS 2011 population census(Table c04). Note: (1) The 2011 enrolment rate estimates are not strictly comparable to the previous years because the estimates of the population aged 6–10 for the denominators are based on different sources. It appears that the projections of the population aged 6–10 based on the 2001 population census were not very accurate, particularly for the later years (there is a difference of 2.4million children between the 2010 and 2011 estimates).

The accuracy of the GER and NER calculation depends on the accuracy of enrolment data from the ASC (numerator) and school-age population data (denominator). These elements are discussed in turn below.

Enrolment: Figure 3.1 shows the dramatic increase in enrolment of children in primary schools since 2008. Annual growth in enrolment was about 3% between 2008 and 2010, but this has risen to 9% between 2010 and 2011. Part of the explanation for this lies in increased coverage of different school types in the ASC (as will be discussed in the sub-section below), but this is not the complete story. Coverage of GPS and RNGPS has not changed much, yet enrolment in these school types increased by 7% between 2010 and 2011, compared with average annual growth of 2% in the two years prior to this. Enrolment of children aged 6–10 has been fairly constant between 2008 and 2010 (the line is flat in ) but increased by 15% between 2010 and 2011. Again increased coverage of school type in the ASC may explain part of this, but it would appear there are other reasons too. The reporting of the age of children in school-level data is often not very reliable and tends to over-report children of the correct school age, but there is no reason to assume the extent of any errors would change from year to year.

School-age population: According to the BBS estimates for 2005–2010, based on the 2001 population census, the primary school-age cohort has been declining since 2005, as the steep downwards line shows in . By July 2012, BBS published data from the 2011 population census and DPE used these data to estimate the population aged 6–10 for 2011.[[1]](#footnote-2) The resulting figure of 18.2 million children is 2.4million greater than the projected estimate for 2010 (15.8million). In other words, it appears that the projected estimates of school-age population 2005–2010 were not very accurate. The United Nations Population Division projections over the same period (2005–2010) estimated that the size of the cohort remained roughly constant at 17.3million.

The apparent growth in GER over the three years 2008–2010 is driven by both the increase in primary enrolment and the decline in the school-age population. The growth in the NER over the same period is almost all driven by the downward trend in the school-age population. The large upward correction of the population aged 6–10 figure in 2011 would have resulted in a steep decline in the NER if enrolment growth had not jumped so markedly between 2010 and 2011.

The uncertainty over the population projections 2005–2010, as well as the fact that more work is needed to understand the reasons why enrolment has increased so markedly between 2010 and 2011, means that it is difficult to be confident of the accuracy of the GER and NER figures. In next year’s ASPR, the GER and NER figures for 2005–2010 will be retrospectively revised using the BBS population inter-census (2001 to 2011) estimates.

Primary enrolment and population cohort, 2005–2011 (in millions)



Sources: Enrolment data: ASC 2005 to 2011, BANBEIS 2005 to 2010; Population data: BBS estimates for 2005–2010 based on 2001 population census, DPE estimate for 2011 based on BBS 2011 population census Table c04. Note: (1) The 2011 enrolment rate estimates are not strictly comparable to the previous years because the estimates of the population aged 6–10 for the denominators are based on different sources.

Coverage of enrolment in administrative data (ASC)

There are 13 different types of school and Madrasah delivering primary education in Bangladesh (). The ASC does not yet cover all schools and madrasahs and this is one reason why the enrolment data presented in , and used to calculate the enrolment ratios, could be underestimated. There are two key questions:

**Is coverage of schools and madrasahs in the ASC increasing?**  shows the number of schools and madrasahs that were included in the ASC 2010 and ASC 2011, by school type. The final column calculates the percentage difference between the two sets of figures and shows that total coverage has improved substantially in ASC 2011. An additional 11,000 institutions were covered in 2011, representing a 14% increase on 2010.

The change in coverage between 2010 and 2011 has not been uniform across school types. There has been little change in coverage for the first four types in the table (GPS, experimental, RNGPS and community), which are the school types which have been captured systematically since 2002. There has been a major increase in coverage of the ‘other’ types of schools, particularly NGO schools, kindergartens and non-registered non-government primary schools(NRNGPSs)taken together as a group, as well as primary sections attached to secondary schools, and also the inclusion of some ROSC/BRAC schools. There has been a considerable drop in the coverage of madrasahs.

**How high is the coverage of schools and madrasahs in the ASC 2011?** The Grade 5 terminal examination is open to students from all school types and provides a good source of data on the number of primary education institutions in Bangladesh which have Grade 5 students. compares the number of institutions participating in the terminal examination with those covered in the ASC for both 2010 and 2011. This reveals that, in both 2010 and 2011, about 9–10% more institutions were in the terminal examination data compared with the ASC data. In 2011, this difference amounted to about 9,000 institutions which were not covered by the ASC. It appears that ASC coverage was particularly low for Ebtedyee madrasahs and to a lesser extent for ‘other’ types of schools. Clearly it is a high priority to continue to improve the coverage of the ASC and this is reflected in the PEDP3 results area on effectiveness, which includes a sub-component on strengthening the ASC.

* + - * 1. Number of schools and madrasahs in ASC and terminal exam records, 2010 and 2011

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
| School type | | Number of schools and madrasahs | | % difference in coverage (2)/(1) | Number of schools and madrasahs | | % difference in coverage (4)/(3) | % difference in coverage (3)/(1) |
| **2010 ASC** | **2010 terminal exam** | **2011 ASC** | **2011 terminal exam** |
|
| **(1)** | **(2)** | **(3)** | **(4)** |
| GPS1 |  | 37,672 | 37,672 | 0% | 37,672 | 37,153 | -1% | 0% |
| Experimental |  | 55 | 55 | 0% | 55 | 55 | 0% | 0% |
| RNGPS |  | 20,061 | 20,792 | 4% | 20,168 | 21,336 | 6% | 1% |
| Community |  | 3,169 | 2,950 | -7% | 3,133 | 2,360 | -25% | -1% |
| ‘Other’ | NGO, Kindergarten, NRNGPS | 5,445 | 12,639 | 101% | 13,960 | 15,952 | 14% | 156% |
| Secondary school-attached | 858 | 1,494 | 1,770 | 18% | 74% |
| ROSC/BRAC | n/a | n/a | n/a | 6,804 | 8,622 | 27% | n/a |
| Madrasahs | Ebtedyee | 2,305 | 2,791 | 21% | 2,062 | 8,814 | 327% | -11% |
| Dakhil, Alim, Fazil, Kamil | 9,120 | 8,662 | -5% | 4,366 | 2,705 | -38% | -52% |
| **Total** |  | **78,685** | **85,561** | **9%** | **89,714** | **98,767** | **10%** | **14%** |

Note: (1) The GPS figures exclude data on 498 model GPS schools.

Age of students in administrative data (ASC)

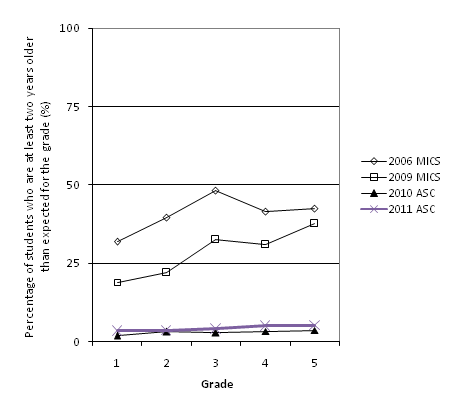
The discussion on children not covered by the ASC raises some questions about the validity of the net enrolment estimates. Another reason for concern over the estimate relates to the accuracy of the age information on students in the ASC. Table 3.3compares the percentage of children enrolled in each age group by grade according to the 2010 and 2011 ASC (which relies on head teachers to provide information on children’s ages) and the 2006 and 2009 rounds of the MICS household survey (which relies on parents to provide information on children’s ages). It is striking how similar the ASC estimates of children’s ages are between 2010 and 2011 and the same conclusion as discussed in last year’s ASPR applies. Assuming that parental estimates of child age are more accurate, it appears that the ASC under-estimates the percentage of children who are over-age for their grade. emphasises this point and provides at least one reason why ASC NERs may be overestimated.

* + - * 1. Percentage of children by age for grade, ASC and MICS

|  | **Under-age / Right age for grade** | | | | **Over age by one year** | | | | **Over age by two years or more** | | | |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Grade | 2006 MICS | 2009 MICS | 2010 ASC | 2011 ASC | 2006 MICS | 2009 MICS | 2010 ASC | 2011 ASC | 2006 MICS | 2009 MICS | 2010 ASC | 2011 ASC |
| 1 | 39.7 | 59.4 | 87.9 | 81.8 | 28.5 | 21.6 | 10.3 | 12.6 | 31.9 | 18.9 | 1.9 | 3.4 |
| 2 | 31.7 | 52.7 | 85.7 | 81.7 | 28.8 | 25.3 | 11.2 | 12.4 | 39.5 | 22.0 | 3.0 | 3.6 |
| 3 | 28.4 | 45.3 | 83.7 | 79.1 | 23.6 | 22.3 | 13.5 | 14.3 | 48.1 | 32.4 | 2.9 | 4.0 |
| 4 | 29.1 | 40.6 | 83.0 | 77.4 | 29.5 | 28.6 | 13.7 | 14.6 | 41.5 | 30.8 | 3.3 | 4.9 |
| 5 | 35.0 | 42.1 | 87.5 | 78.7 | 22.8 | 20.4 | 8.9 | 12.0 | 42.3 | 37.6 | 3.6 | 5.1 |

Source: ASC 2010 and 2011, MICS 2006 and 2009

Percentage of children at least two years over-age for grade, ASC 2011and MICS



Source: ASC 2010 and 2011, MICS 2006 and 2009

NAR and percentage of out-of-school children

The estimate of the primary NER presented in is based on administrative sources of data on enrolment (school records as reported in the ASC). A similar indicator of age-appropriate school attendance, the primary NAR, can be estimated using data from household surveys which ask parents/guardians whether their child attended school on any day since the beginning of the school year. This has two main advantages over administrative estimates of the NER:

* It captures enrolment in all types of primary-level institutions, whether formal or non-formal, Madrasah or school, so incomplete coverage is less of a problem;[[2]](#footnote-3) and
* The age of students is more likely to be accurate from parents and guardians than from school records.

Last year’s ASPR summarised the evidence from six household surveys conducted between 1998 and 2009 on school attendance rates for children aged 6–10. This, together with more recent data on the same indicator from the HIES 2010 and from the BBS Population Census 2011, is shown below in .The proportion of children who are out of school has fluctuated over the past decade between 15% and 25%. There may be important differences in the way school attendance status is measured by the different surveys, but on the face of it there does not appear to be a clear trend. The latest information from the BBS Population Census 2011 estimates that 23% of children aged 6–10 years are not participating in school (or pre-school), which means that the primary NAR is, at most, 77%. It is probably slightly lower than this because some children aged 6–10 are probably attending pre-school rather than primary school. This is far from the primary NER estimate for 2011 of 95%.

Children aged 6–10 by education status, MICS and CAMPE household surveys



Source: CAMPE 1998, 2000, 2005, 2008; MICS 2006, 2009. HIES 2010. BBS Population Census 2011.

The 2011 census data also reveal the substantial geographical variation in rates of school exclusion for primary school-aged children, as shows. Looking across the seven divisions, the proportion of out-of-school children varies from 19.7% in Khulna to 26.6% in Sylhet. The disparity at lower geographical units is even more marked: the average rate of school exclusion for the 10lowest participation districts is 28.2% compared with 17.5% for the 10highest participation districts. A slightly higher proportion of primary-aged boys (24%) are excluded from school compared with girls (22%).

The PEDP3 KPI 4 is intended to monitor out-of-school children. In the programme document, this indicator was formulated as ‘number of out-of-school children’. One disadvantage of reporting an absolute number is that it may not be very accurate particularly during the inter-census years, if it relies on household survey estimates applied to population projections. Also it is useful to understand the extent of school exclusion in the context of the total population of school-age. For this reason, the PEDP3 KPI has been changed to ‘percentage of out-of-school children in the school-age population’.

Participation rates in primary school also vary by poverty status. PEDP3 KPI 8 is designed to capture this by measuring the range between the primary NAR for the richest 20%and poorest 20% of households (based on consumption data). The latest source of data for this calculation is the 2010 HIES. Based on this survey, the primary NAR was 83%, but for the poorest 20% of households the NAR fell to 77% compared with 88% for the richest 20% of households. In other words, children aged 6–10 from the poorest households are much less likely to be attending primary school than children from the richest households. This gap in NAR for the poorest and richest households is much larger for boys (73% to 88%) than for girls (82% to 87%), suggesting that economic barriers to schooling may be more of a constraint for boys than girls.

* + - * 1. Proportion of children aged 6–10 who are not attending school (%)

|  |  |  |  |
| --- | --- | --- | --- |
|  | Male | Female | All |
| **All divisions** | **23.7** | **22.1** | **23.0** |
| Barisal | 22.1 | 20.2 | 21.2 |
| Chittagong | 23.8 | 22.3 | 23.1 |
| Dhaka | 24.2 | 22.7 | 23.4 |
| Khulna | 20.5 | 18.9 | 19.7 |
| Rajshahi | 24.4 | 22.3 | 23.4 |
| Rangpur | 23.5 | 22.0 | 22.8 |
| Sylhet | 26.6 | 24.4 | 25.5 |
| Average for 10 districts with lowest rate of OOSC | 18.1 | 16.8 | 17.5 |
| Average for 10 districts With highest rate of OOSC | 29.3 | 27.1 | 28.2 |

Source: BBS Population Census 2011. Note: (1) OOSC =out-of-school children.

Within the group of out-of-school children of primary age, there are two distinct categories: (1) children who have never been to school; and (2) children who have dropped out. It is useful to distinguish these groups to feed into the design of interventions to reduce school exclusion. provides the breakdown of these two groups using data from the 2006 and 2009 MICS. The results are very similar for both surveys:

* *Children that have never been to school* are the larger of the two groups. As many as 30% of children aged 6 are not in school. This is consistent with the evidence presented earlier from the MICS surveys on the large number of children who are older than would be expected given the grade they attend. In short, late entry into primary school is a major problem. The proportion of children who have never attended school falls rapidly between the ages of 6 and 8 years. However, about 7–9% of children aged 9–10 had still never been to school.
* *Children that have dropped out of school* are the smaller of the two groups. About 6% of children aged 10 were reported by their parents to have dropped out. This is a smaller number than implied by the dropout estimates based on administrative data (ASC), as will be discussed in section 3.3.1.

Out-of-school children aged 6–10 by type and age, 2006 and 2009 MICS



Source: MICS 2006 and 2009.

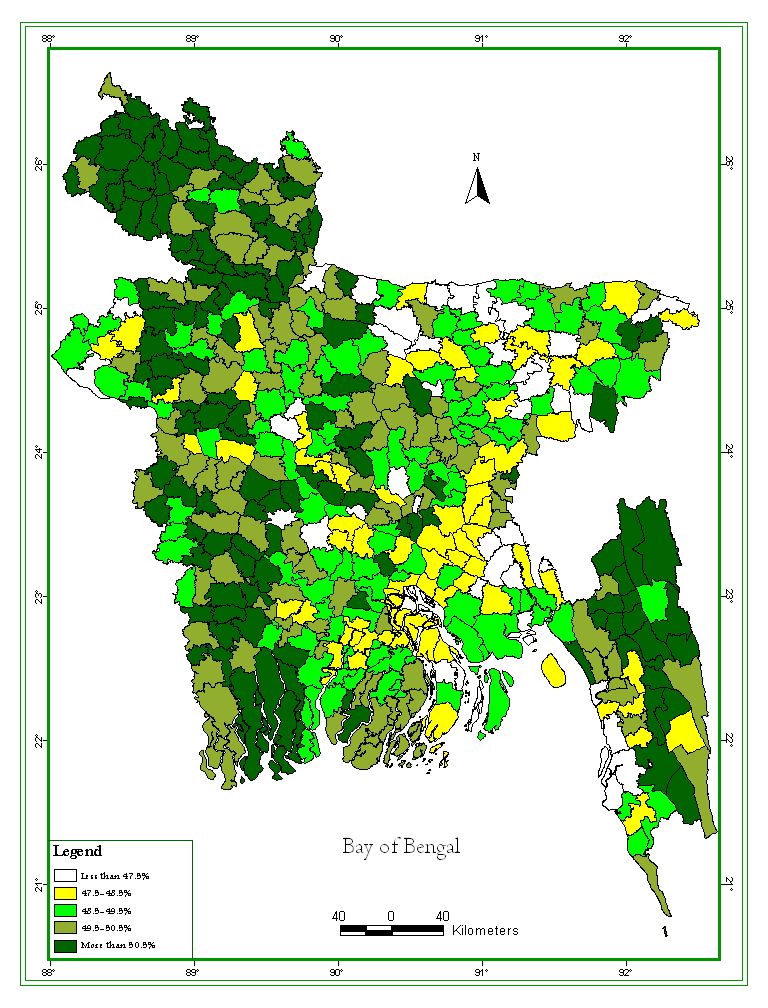
Gender parity

shows that enrolment disparities continue between boys and girls. A standard measure of inequality is the gender parity index, i.e. the ratio between the female and male enrolment rates. When the index falls below 1 there is disparity in favour of boys, while when it exceeds 1 there is disparity in favour of girls. In Bangladesh, primary-age girls are more likely to be enrolled than boys. In 2011, the gender parity index was 1.08 for the GER and 1.05 for the NER.

shows the proportion of male students in total enrolment in GPS and RNGPS by *Upazila* in 2011. The proportion of boys in the population aged 6–10 is 50.9%. There are no major reasons for this proportion to vary across different parts of the country. If there were gender parity then the proportion of male students in total enrolment should also be 50.9%. The lowest shares of male students are observed in the east of the country along a belt that begins in Chittagong and continues through Comilla to Sylhet and also Dhaka and neighbouring districts.

The lower school participation of males in the economically prosperous belt of Bangladesh suggests that there may be demand-side related issues (e.g. greater industrial demand for child workers) that may be also holding boys behind relative to girls. This issue needs further investigation.

Percentage of male students in GPS and RNGPS by Upazila, 2011



Source: 2011 ASC

# Access and participation, pre-primary education

PPE

PPE is not well developed in Bangladesh. In the last decade, along with the Government, some NGOs have taken the initiative to introduce pre-primary classes outside Government-managed schools, referred to as ‘baby classes’. During the PEDPII, the Government decided to operate pre-primary classes in the DPE-managed primary schools. In line with this, the operational framework for the development of PPE was approved by MoPME in 2010, which envisages the formalisation of the system through the development of curriculum and materials and the recruitment and professional development of specialised teachers. PEDP3 will support the implementation of this framework and is committed to the gradual introduction of a pre-primary year for all children under its ‘Learning and teaching’ component. Accordingly, DPE has issued an instruction to all GPS to operate baby classes if the school has the physical facilities and necessary resources.

shows the level of enrolment in the baby class in GPS and RNGPS. The absolute figures for 2011 are much higher than for 2010, with the overall total for boys and girls in GPS and RNGPS rising from 895,524 to 1,545,828, which represents a 73% increase overall. The growth in pre-primary enrolment is particularly striking for GPS, which reported a 90% increase compared with 29% in RNGPS. It is possible that some of this apparent increase relates to under-reporting of baby classes in 2010, before the official instruction to operate baby classes was issued by DPE. In 2010, 43% of schools (45% GPS and 40% RNGPS) reported that they had pre-primary classes; this has increased to 81% in 2011 (94% GPS and 55% RNGPS).

* + - * 1. Enrolment in pre-primary education(GPS and RNGPS), 2010 and2011

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Type** | **2010** | | | **2011** | | |
|  | **Boys** | **Girls** | **Total** | **Boys** | **Girls** | **Total** |
| GPS | 320,707 | 314,226 | 634,933 | 614,828 | 594,460 | 1,209,288 |
| RNGPS | 130,936 | 129,655 | 260,591 | 168,669 | 167,871 | 336,540 |
| Total | 451,643 | 442,881 | 895,524 | 783,497 | 762,331 | 1,545,828 |

Source: ASC 2010 and 2011

Another indicator which is useful in tracking changes in the coverage of PPE is the ‘percentage of Grade 1 students in primary schools who have attended pre-primary education’.[[3]](#footnote-4)indicates that coverage of PPE in Grade 1 students appears to have dropped slightly from 42% in 2010 to 38% in 2011. However, the ASPR 2011 (Section 2.2) pointed out that there are some problems with the estimation of this indicator which makes this finding less reliable. One of the issues is the response rate: in 2010 only 70% of schools provided an answer. One of the reasons for the apparent drop in coverage might be due to a higher response rate in 2011 of 99%.

* + - * 1. Grade 1 students with pre-primary education (GPS and RNGPS), 2011

| **As percentage of:** | | **2010** | | | **2011** | | |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Boys** | **Girls** | **Total** | **Boys** | **Girls** | **Total** |
| Grade 1 students | GPS | 40.9% | 44.7% | 42.8% | 37.3% | 40.2% | 38.7% |
|  | RNGPS | 40.1% | 42.5% | 41.3% | 34.1% | 36.3% | 35.2% |
|  | Total | 40.7% | 44.0% | 42.3% | 36.3% | 39.1% | 37.7% |

Source: ASC 2010 and 2011

# Internal efficiency

## Promotion, repetition and dropout

Internal efficiency indicators show how the system converts inputs (budgets) into outputs (students who complete primary education): if students repeat grades or if they drop out of school before they complete the primary education cycle, then there is inefficiency and wastage of public (and private) resources.

Internal efficiency indicators are calculated using the *reconstructed cohort* method, which requires data on enrolments by grade for two consecutive years and on repeaters for the current year. These help estimate the three possible events for students: either they enrol to the next grade the following year (promotion),enrol for a second time in the same grade (repetition) or leave school (dropout).

The accuracy of the reconstructed cohort method, and the resulting indicators of rates of promotion, repetition, dropout, survival and completion, rests on some assumptions:

* It assumes that there will be no additional new entrants to the original cohort in any of the subsequent years. However, in Bangladesh some non-formal schools run classes up to grades 3 and 4 with the intention to transfer these children to a formal school. Therefore, some of the students in grades 4 and 5 at GPS and RNGPS may actually come from outside the formal education system and replace those who drop out. This would *underestimate* the dropout rate.
* If schools exaggerate enrolment in Grade 1, this would *overestimate* the dropout rate. However, in Bangladesh there are two possible problems:
* As part of government policy, the poorest primary students (not all students) are eligible to receive a stipend, as long as they meet minimum attendance and exam result conditions. For eligible schools, the number of eligible students is a fixed percentage of a school’s total enrolment. This means that schools may have an incentive to exaggerate enrolment so that a larger percentage of students can benefit.
* The minimum level of enrolment in an RNGPS is 150 students. If a school falls below this level, it risks losing its status. In that case, it may have an incentive to exaggerate enrolment.
* Up until the recent guidance from DPE, PPE was informally arranged in primary schools. As a result, there was no clear guidance on how to record children in baby classes and schools may be registering them as Grade 1 students.
* Internal efficiency indicators are based on evidence from GPS, RNGPS and experimental schools. If efficiency is low in these schools but high in other schools from which complete data are not collected (e.g. attached to madrasahs, attached to secondary schools, non-formal, etc.) then the overall dropout rate would be *overestimated*.
* Internal efficiency indicators are based on evidence from GPS, RNGPS and experimental schools. If children tend to drop out of these schools but enrol in other types of schools from which data are not collected then the dropout rate would be *overestimated*. However, there is no evidence that such transfers take place on a significant scale.

The estimates of promotion, repetition and dropout rates by grade between 2005 and 2011 are shown in , , and . The main findings are:

* Promotion rates in each grade have been rising in recent years with the exception of Grade 5, but this is partly due to a change in the definition of the Grade 5 promotion rate (see note above the charts below for details).
* Promotion rates have increased between 2010 and 2011, particularly in Grade 1 (it is possible that this is partly related to the removal of baby class enrolment from Grade 1 figures in 2011 for some schools but more evidence would be needed to confirm this).
* Dropout rates show the opposite trends to promotion rates. They have been falling in all grades in recent years, except in Grade 5 where they have been increasing quite sharply (again this is partly related to the change in definition of the Grade 5 promotion rate).
* Dropout rates fell substantially between 2010 and 2011 in grades 1, 3 and 4 (to between 4 and 7%), remained steady in Grade 3 (at 3%), but increased in Grade 5 (from 7% to 11%) ().
* The cycle dropout rate, which is the cumulative dropout rate over all primary grades, has fallen markedly since 2008 (when it stood at about 50%) to 30% in 2011 (). This is a considerable achievement but it is still a very high dropout rate. It means that for every 100 children who enter primary school, only 70 graduate from Grade 5 (as defined in the note below).
* Repetition rates are high and have not changed much over the period, averaging 10–12% each year between 2005 and 2011 (). There is some variation by grade: in 2011 repetition rates were 10–14% in grades 1–4 and 4% in Grade 5. There is also geographical variation:Figure 3.8reveals that districts in Sylhet (North East) have particularly high rates of repetition (more than 15%).

Note that the Grade 5 promotion rate is akin to a Grade 5 ‘graduation’ rate because it is based on the number of children who ‘graduate’ from primary school, rather than the number of children who enter (or are ‘promoted to’) secondary education. The data on the number of graduates come from the ASC, and its definition has changed in recent years, so the trends shown below partly reflect this. Until 2008, a pass in the school-based Grade 5 examination was the measure of ‘graduation’ but since 2009 participation in the national Grade 5 terminal examination is the measure used. This change also affects the measurement of Grade 5 dropout rates, since these are calculated as 100% minus the sum of the Grade 5 promotion and repetition rate.[[4]](#footnote-5)

Promotion rate(GPS and RNGPS) (%) by grade, 2005–2011



Source: ASC 2005–2011

Repetition and dropout rate (GPS and RNGPS), 2005-2011



Source: ASC 2005-2011

* + - * 1. Repetition and dropout rate (GPS and RNGPS), 2005–2011

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
|  | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
| (1) Repetition rate (%) | 10.5 | 11.2 | 11.6 | 11.3 | 12.1 | 12.6 | 11.1 |
| (2) Cycle dropout rate (%) | 47.2 | 50.5 | 50.5 | 49.3 | 45.1 | 39.8 | 29.7 |
| Cycle completion rate (%) [=100-(2)] | 52.8 | 49.5 | 49.5 | 50.7 | 54.9 | 60.2 | 70.3 |

Source: ASC 2005 to 2011.

* + - * 1. Repetition and dropout rate by grade and sex (GPS and RNGPS), 2010 and 2011

By grade and sex, 2010

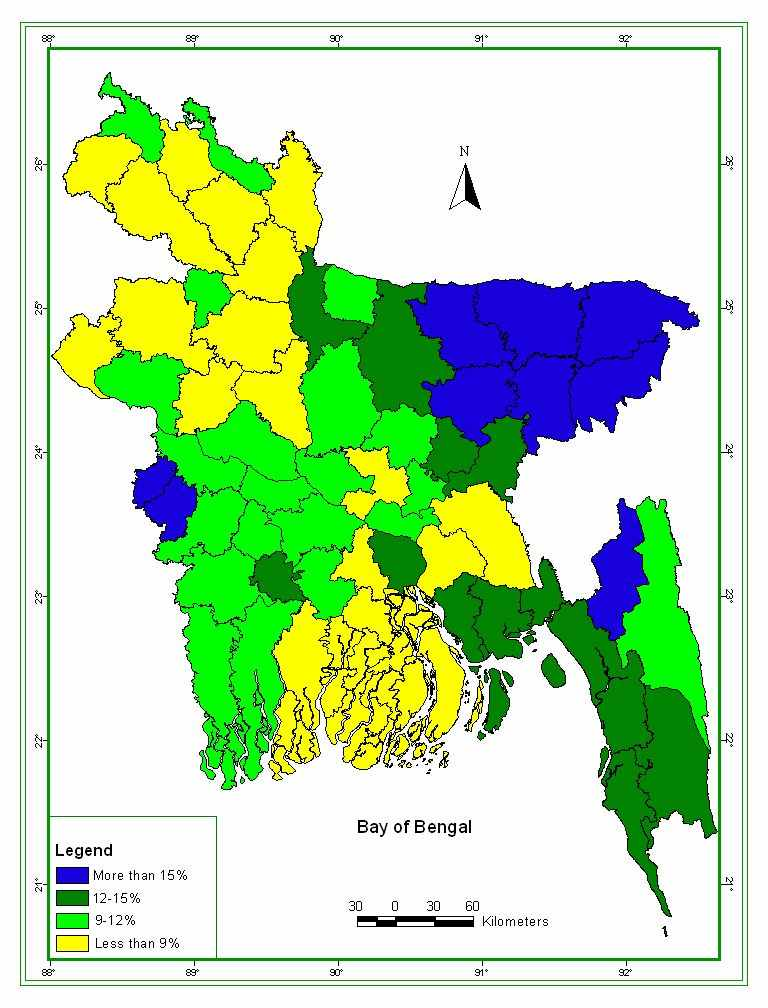
|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  |  |  | Grade |  |  |  | Sex |  |
|  | 1 | 2 | 3 | 4 | 5 | Boys | Girls | Total |
| Repetition rate (%) | 11.4 | 12.1 | 14.1 | 16.5 | 7.1 | 12.8 | 12.4 | 12.6 |
| Dropout rate (%)1 | 8.5 | 3.0 | 7.7 | 12.2 | 9.5 | 40.3 | 39.3 | 39.8 |

By grade and sex, 2011

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  |  |  | *Grade* |  |  |  | *Sex* |  |
|  | *1* | *2* | *3* | *4* | *5* | *Boys* | *Girls* | *Total* |
| *Repetition rate (%)* | *10.7* | *10.3* | *14.2* | *13.52* | *3.54* | *11.6* | *10.6* | *11.1* |
| *Dropout rate (%)1* | *4.1* | *3.0* | *4.4* | *7.4* | *11.1* | *32.4* | *27* | *29.7* |

Source: ASC 2009, 2010 and 2011. Note (1) The dropout rates by sex are cycle dropout rates, i.e. the cumulative dropout rate over all primary grades.

Repetition rate in GPS and RNGPS by district, 2011



Source: ASC 2010 and 2011

Comparison of repetition and dropout rates based on ASC with the MICS

As discussed in last year’s ASPR, the repetition and dropout rates estimated by the 2009 MICS were very different to those based on ASC data:

* Repetition rates were 10.7% in Grade 1, about 2–3% in grades 2–4 and 7.4% in Grade 5.
* Dropout rates were only 1% in grades 1–4 and 2.8% in Grade 5. This is consistent with another finding from the 2009 MICS that no more than 6% of children had dropped out of school by the age of 10.

Last year’s ASPR pointed out that this discrepancy between the ASC and the MICS is large and that research is needed to reconcile the two sets of estimates. To date there are no plans to conduct such research. The following two points can be a basis for broader discussion:

* The 2009 MICS may be under-estimating repetition. In the MICS, parents were asked to report for the current year whether their child was in school and at what level and what grade – and also answer the same questions for the previous year. In general, the number of children attending a particular grade in one year should not be very different to the number of children who were attending the same grade the previous year. However, the number of students who were reported attending a particular grade the previous year is consistently lower for all grades by at least 10% and the discrepancy is higher in grades 1–2. This suggests some form of recall error: some parents may not consider that their children were in school in the same grade the previous year if their attachment to school was weak (for example, they went for a few weeks early in the year).
* On the other hand, the ASC may have been over-estimating thedropout rates. If, as discussed in section , enrolment in Grade 1 was over-reported, then some of the children who appeared to be dropping out between Grade 1 and Grade 5 may not, in fact, have been real dropouts.

It will be useful to again compare the results of the next MICS, due to be conducted in 2012, with the equivalent ASC data.

## Survival, completion and transition

Survival rate to Grade 5

The survival rate is the percentage of a cohort of students enrolled in Grade 1 who *reach* Grade 5 regardless of repetition. It is calculated using the reconstructed cohort approach and thus the accuracy of the survival rate estimates rest on the assumptions set out in section . shows that the survival rate to Grade 5 increased rapidly from 52% in 2007to60% in 2009 and 80% in 2011.This increase in survival rate to Grade 5 is important as it signals a considerable increase in commitment to keeping children in school right up to Grade 5. It is not known why this has occurred but one factor which could be contributing is the introduction of the new terminal examination. This perhaps provides an additional incentive for parents to retain their children in school in Grade 5 so they have a chance of taking and passing this examination. More research is needed to establish whether the apparent increase in survival rates is an accurate reflection of the situation and, if so, what are the main factors driving this change.

* + - * 1. Survival and cycle completion rate, 2005–2011

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
|  | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
| (1) Survival rate (%) | 52.9 | 50.2 | 51.9 | 54.8 | 59.7 | 67.2 | 79.5 |
| (2) Cycle completion rate (%) | 52.8 | 49.5 | 49.5 | 50.7 | 54.9 | 60.2 | 70.3 |

Source: ASC 2005–2011

Primary cycle completion rate

One of the KPIs under PEDPII and continued into PEDP3 is the completion rate. This indicator is a simple extension of the survival rate. It is the percentage of a cohort of students enrolled in Grade 1 who *complete* Grade 5 (and is the inverse of the cycle dropout rate as shown in ). It is calculated from ASC data using the reconstructed cohort approach. This is known as cycle completion rate or primary cohort completion rate (as used the EFA Global Monitoring Report). As explained earlier (section ), the measure of ‘graduation’ or ‘completion’ from primary school is participation in the national Grade 5 terminal examination (prior to 2009 it was passing a school-based examination). above shows the trend in cycle completion rates between 2005 and 2011. Since 2009, when the new definition was applied, cycle completion rates have risen from 55% to 70%, which is a very marked increase. This follows the same pattern as survival rates and again this degree of change over a relatively short time period merits further investigation.

Transition rate

The transition rate to secondary education is the proportion of primary school graduates who continue to Grade 6:

|  |  |  |
| --- | --- | --- |
| Transition rate = | Number of new entrants to Grade 6, 2011 |  |
| Number of children who passed Grade 5 terminal exam, 2010 |

As explained in last year’s ASPR, the calculation of the transition rate is hindered by the fragmentation of the education statistical system. One problem identified last year was the lack of comprehensive information on the number of children who passed the Grade 5 terminal examination. This information is available for 2010 but the calculation also relies on information on new entrants to Grade 6. Data on secondary schools and madrasahs is the responsibility of BANBEIS and, at the time of writing this report, BANBEIS were unable to provide the relevant information.

## Coefficient of efficiency and years input per graduate

There are two remaining KPIs used in PEDPII and continued into PEDP3 which measure internal efficiency: (1) the coefficient of efficiency; and (2) the number of years per graduate. The calculation of these indicators again relies on the reconstructed cohort method, so the assumptions in section should be borne in mind. The meaning of the indicators is explained below and trends from 2005 to 2011 are in below.

* The ideal number of student years necessary to produce primary graduates equals the number of graduates multiplied by the number of grades (five). The ratio between the actual number of pupil years taken, as estimated by the reconstructed cohort approach (which counts years of repetition and the years dropouts spend in school) and the ideal number of student years gives the *coefficient of efficiency*. If there was no dropout or repetition, this indicator would measure 100%. The coefficient of efficiency has improved considerably between 2010 and 2011, from 62% to 69%. In the years prior to this it was in the range 58–62%.
* The total number of student years divided by the total number of graduates gives the *years of input per graduate*. If there was no repetition or dropout, then this figure would be five years. The target of PEDPII was for this indicator to fall to 7.5 years from 8.1 years in 2005. This was not achieved during the 2006–2010 period but in 2011 this indicator stood at 7.2 years.
  + - * 1. Internal efficiency indicators (GPS and RNGPS), 2005–2011

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
|  | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
| Coefficient of efficiency (%) | 61.8 | 59 | 58.8 | 58.3 | 61 | 62.2 | 69.1 |
| Years of input per graduate | 8.1 | 8.5 | 8.5 | 8.6 | 8.2 | 8 | 7.2 |
| Boys | 8.6 | 8.8 | 8.9 | 8.7 | 8.5 | 8 | 7.4 |
| Girls | 7.9 | 8.2 | 8.2 | 8.5 | 8 | 8.1 | 7.1 |

Source: ASC 2005–2011

# Learning

Learning achievement is the ultimate outcome of interest in the primary education sector and was an important indication of PEDPII progress and remains so forPEDP3.The first two KPIs for PEDP3 measure learning achievement in Bangla and mathematics. There are three national data sources on learning assessment: (i) NSA surveys; (ii) the Education Watch CAMPE survey; and (iii) the Grade 5 terminal examination (administrative source). This section presents the results from each of these sources in turn.

## NSA 2008 and 2011

NSA surveys which tested Grade 3 and Grade 5 students in Bangla and mathematics were carried out in 2006, 2008 and 2011. While each survey provides important insights into learning and factors which are correlated with learning, the results from these surveys cannot be compared because of there being insufficient standardisation of test items and so no trend analysis is possible. However, this will be possible in future; the design of the 2011 NSA marks an improvement on the previous surveys in two key respects:

* Results from the 2013 NSA will be validly comparable with 2011 NSA, and so the 2011 results provide a credible baseline for PEDP3; and
* Learning growth between grades 3 and 5 has been validly measured.

The results of the 2006 and 2008 surveys have been reported in previous ASPRs. A summary of key findings from the 2008 NSA is presented below, but the main discussion focuses on the 2011 NSA.

### Summary of sample and results from NSA 2008

Up to 25 Grade 3 and 20 Grade 5 pupils from 720 schools were assessed, giving a total sample of almost 30,000 pupils. All test items were based on selected lists of learning outcomes prescribed for each grade by subject (Bangla and mathematics in Grade 3; Bangla, mathematics, English, science and social studies in Grade 5). Related learning outcomes of each subject were grouped together into learning outcome categories (LOCs).

The main results for Grade 3 and Grade 5 learning achievement in Bangla and mathematics in 2008 were:

* Achievement was satisfactory (in the sense that the correct responses were 50% or more for more than half of the learning outcomes of the respective subjects) in terms of ‘mean scores’ of learning outcomes and in terms of ‘mean scores’ for all subjects in both grades. The mean score in Bangla was 67% in Grade 3 and 69% in Grade 5. The mean score in mathematics was 59% in Grade 3 and 63% in Grade 5.
* Achievement in all subjects was weak when judged by attainment of ‘mastery’ in subject LOCs (which requires student to score 80% or more of the marks allocated). Moreover, achievement was extremely weak if judged by attainment of ‘mastery’ in *all* LOCs of a subject. The percentages of students who mastered all LOCs by subject were 1.7%.for Grade 3 Bangla, 13.7% for Grade 5 Bangla, 1.0% for Grade 3 mathematics and 3.1% for Grade 5 mathematics.
* In terms of variation in achievement results:
* Mean scores differed significantly for all subjects across geographical divisions. There was a difference of about 10percentage points in mean scores between the best (Khulna or Barisal) and worst (usually Sylhet) performing divisions in most subjects.
* Achievement of boys was marginally better than that of girls for all subjects by mean scores but it is unclear whether any of these differences was statistically significant.
* Achievement of urban students was moderately better than that of rural students.
* Achievement of GPS students was substantially better than that of RNGPS students for all subjects by mean scores.

An analysis of the determinants of achievement in the 2008 NSA report (Chapter 11) showed that:

* The regression model does not explain much of the variation; and
* Teacher qualifications, head teacher training, number of school active days and class size had a statistically significant positive effect on the achievement score.

### NSA 2011

As with previous rounds, NSA 2011 provides information on the learning outcomes of pupils in grades 3 and 5 in Bangla and Mathematics. The NSA also collects information on factors such as gender, geographical location, and socioeconomic status –factors that are known to have an impact on student learning outcomes – and investigates the correlations between these factors and learning outcomes. The assessment sample remains comparable to previous rounds, comprising up to 25 Grade 3 and 20 Grade 5 students from 726 schools (GPS and RNGPSs), giving a total sample of more than 30,000 students. The full results are available in ACER (June 2012) and a selection of the key results is presented here.

below presents mean test scores in Bangla and mathematics for girls and boys in grades 3 and 5,as well as a breakdown by school type, based on the sample of students for whom all background variables are available (about 3,500 grade 3 students and 3,500 grade 5 students). The mean scores for each subject and grade are fairly similar and range from 59% to 66%. Note that the mean score estimates presented in the full report on the NSA 2011 (ACER, 2012) are given in parenthesis (with a range from 61% to 67%); these are based on the full sample of students (i.e. including those without background data). There is little gender difference in mean scores.[[5]](#footnote-6) Children in GPS have a higher mean score in both subjects and grade than their peers in RNGPS.

* + - * 1. NSA 2011:Mean raw test scores, Bangla and mathematics

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
|  |  | **2011** | | | |
|  |  | **Bangla** | | **Mathematics** | |
|  |  | **Grade 3** | **Grade 5** | **Grade 3** | **Grade 5** |
| National mean score | Total1 2 | 59  (60.6) | 64  (67.3) | 62  (64.5) | 66  (67.3) |
|  | Multiple choice questions | 62 | 65 | 65 | 71 |
|  | Structured choice questions | 50 | 64 | 52 | 56 |
|  | Boys | 59 | 65 | 63 | 67 |
|  | Girls | 60 | 65 | 61 | 66 |
|  | GPS | 61 | 66 | 63 | 66 |
|  | RNGPS | 55 | 60 | 60 | 63 |
| Proportion of pupils who scored: | 50% or more | 71 | 84 | 72 | 76 |
| 80% or more | 16 | 15 | 27 | 31 |

Source: NSA 2011 data. Note: (1) Estimates based on RBM team calculations using NSA 2011 data. Figures were computed restricting the analysis to students for whom GPS and RNGPS information from students’ socioeconomic file was intact. That meant that a small proportion of schools were discarded because of missing data on socioeconomic status.(2) Figures in parenthesis correspond to estimates reported in NSA 2011 report.

In order to improve learning achievement in Bangladesh, policy-makers need information on what interventions (school factors) has most impact on test scores. Asadullah (2012) carried out a preliminary assessment by carefully examining correlates of student test scores in the NSA 2011 survey. The survey *per se* did not collect any information on school characteristics, so NSA 2011 data was combined with ASC 2011 data to facilitate an in-depth study of the role of school factors in explaining student performance in NSA. The preliminary multivariate regression analysis confirms the importance of timely availability of textbooks: Grade 5 students from schools that receive textbooks by 31 January enjoy a significantly higher score in both mathematics and Bangla. Other notable findings include class size (measured in terms of STR or enrolment size) not being systematically linked to test score but students from double-shift schools having significantly lower test scores.

**Test scores and grade levels**

It is difficult to interpret the meaning of raw test scores in relation to the skills and understanding that are expected at each grade level. It is also not possible to compare raw scores between grades 3 and 5 to see if skills and understanding have improved. To overcome these problems, the NSA 2011 analysts used item response theory to construct a common measurement scale for Grade 3 and Grade 5 for Bangla and for mathematics. For each subject, this scale represents acontinuum of skills and understandings for the subject based on the test questions in order of increasing difficulty. Both scales have a range of about 60 to 180. Each subject scale was split into five bands, which show the grade level that students are working at:

* Band 1: students working well below Grade 3
* Band 2: students working below Grade 3
* Band 3: students working at Grade 3
* Band 4: students working above Grade 3
* Band 5: students working at Grade 5

The results based on the common scale are discussed below.

Performance in Bangla test

The key findings are:

* The average scale score for Bangla was 100.2 (Band 3) and 116.2 (Band 4) for Grade 3 and 5 respectively. This difference is strongly statistically significant, indicating strong growth in Bangla skills and understanding from Grade 3 to Grade 5. This is a good sign, but it is of concern that the majority of Grade 5 students are not working at their expected grade level ().
* Two-thirds (67.3%) of Grade 3 students are working at Grade 3 level or above, while one-quarter of Grade 5 students are working at their expected level. There isa small percentage of Grade 3 students (6.2%) who are very far behind their peers (Band 1). The majority of Grade 5 students are working at Grade 4 level, but 18% are working below this.
* Gender differences in Bangla scores are very small and not statistically significant at the 5% level of significance.
* Students in GPS performed higher than those in RNGPS in Grade 3 and Grade 5, and the differences at both grade levels are statistically significant.

Percentage of students in bands for Grade 3 and Grade 5 Bangla



Source: NSA 2011 data as cited in ASER, 2012

Performance in mathematics test

The key findings are:

* The average scale scores for mathematics are 100.8 (Band 2) and 118.6 (Band 4) for grades 3 and 5 respectively. This difference is strongly statistically significant, indicating strong growth in mathematics learning from Grade 3 to Grade 5. This is a positive result, but it is of concern that close to two-thirds (67.5%) of Grade 5 students are working below their expected grade level (). Almost 5% of Grade 5 students are working below Grade 3 level.
* A higher degree of grade-appropriate learning is in evidence for Grade 3 students: about half of Grade 3 students are working at Grade 3 level or above. However, there is a worryingly high proportion (17.9%) of Grade 3 children working well below their expected grade in mathematics (Band 1). There is a clear danger that without remedial action to support the weakest learners in mathematics, they will fall further behind and potentially drop out.
* Gender differences in mathematics were small but statistically significant. This difference is not likely to be of practical significance, however, since it is the equivalent of less than one score point on the tests.
* As in Bangla, mean score in mathematics for GPS students was higher than for students in RNGPSs, with the difference being statistically significant for both Grade 3 and Grade 5.

Percentage of students in bands for Grade 3 and Grade 5 mathematics



Source: NSA 2011 data as cited in ASER, 2012

## 2008 CAMPE survey

Unlike the NSA surveys so far, the 2008 Education Watch CAMPE survey establishes a long-term trend in achievement because it used exactly the same tests that had been used in the 2000 Education Watch CAMPE survey. As only very small changes had been noticed in the 27 (out of 50) curriculum terminal competencies under assessment, the instrument was not modified precisely in order to enable learning achievement to be compared between 2000 and 2008. The test was administered to more than 7,000 Grade 5 students in 440 schools in 2008. shows the key results.

Mean number of competencies achieved, 2008 CAMPE survey

|  |
| --- |
| **By school type, 2000-2008** |
|  |
|  |
|  |

reveals a modest improvement in student performance in 27 measurable competencies. However, we do not know the reasons for the observed improvement and what factors may have limited improvement over time. To this end, Asadullah (2012) carried out a decomposition analysis in an effort to analyse the factors driving the increase in measurable competencies in primary school.[[6]](#footnote-7) Between 2000 and 2008, the overall test score increased by 0.17 of a standard deviation. The decomposition results suggest that almost the entire test score increase is explained by the returns to characteristics and institution type. Learning growth is highest in non-formal schools and lowest in RNGPS, However, observed student backgrounds account for only 4% of the changes in learning in the non-formal school sample, whilst the share is much larger (13%) for the GPS sample.

## Class 5 terminal examination 2011

The Grade 5 scholarship examination was replaced by a nationwide terminal examination for the first time in 2009. The main objective of the terminal examination is to certify that a child has successfully completed the primary education cycle.

The primary terminal examination for 2011 was held in November 2011. The total marks for the exam was 600, comprising 100 marks in each subject of Bengali, English, Mathematics, Environmental Social Science, Environmental Science and Religion. The exam was held at 6,176 exam centres covering seven divisions and including eight centres abroad. The coverage of the exam – especially in the number of institutes and number of students – has increased considerably on the previous year.

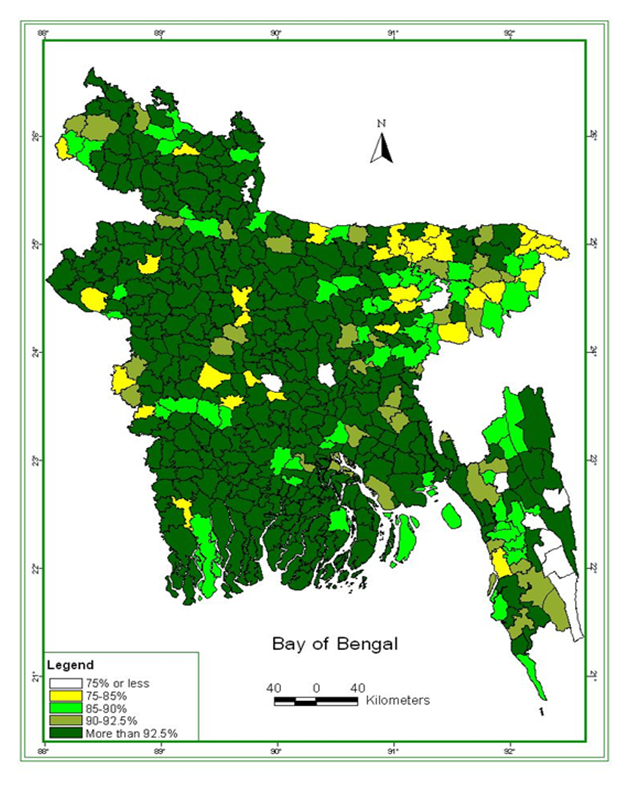
The results of the 2011 terminal examination are in and . The key findings are:

* The overall pass rate for students taking the examination from formal and non-formal schools was 97.3%. There is no gender difference in the pass rate. The pass rate is lower (91.3%) for students from madrasahs. Female Madrasah students had a slightly higher pass rate than their male counterparts. Students are required to pass all six subjects, which means that they must score at least 33% in each.
* Not all eligible Grade 5 students take the examination. The participation rate is 94% for both boys and girls from the schooling system and only 85% for children studying in madrasahs. The reasons for the far lower participation rate for students in madrasahs merits further investigation.
* There is not much variation in the pass rates by type of school. Almost all formal and non-formal school types have pass rates above 90%. The clear exception to this is *Ananda* schools, where only 73% of students taking the examination passed (and only 63% of eligible Grade 5 students participated). *Ananda* schools were established under the ROSC project and target some of the most marginalised children in Bangladesh. The home background of these students may well explain a large part of their poorer performance (for example, having to combine work and school), but the teaching and learning practices in *Ananda* schools merit further scrutiny too.
* Looking at , it is clear that the vast majority of *Upazilas* have pass rates in the terminal examination of more than 92.5%. Barisal Division has the best performance (pass rate: 99.1%) while schools in Sylhet Division (especially in *haor* areas) and along the *char* areas along the Jamuna River have the lowest performance. Considering the 64 districts, Munshiganj district is ranked first (pass rate: 99.9%) and Hobiganj district is the lowest (pass rate: 89.6%).
* 4,785 children with special needs took the exam and 4,561 students passed.[[7]](#footnote-8)
  + - * 1. Results of 2011 terminal examination

|  | Schools | Eligible students (DR) | Present students | Participation rate | Students passed | Pass rate, as percentage of present students | Pass rate, as percentage of eligible students |
| --- | --- | --- | --- | --- | --- | --- | --- |
|  | (1) | (2) | (3) | =(3)/(2) | (4) | =(4)/(3) | =(4)/(2) |
| **Formal schools** |  |  |  |  |  |  |  |
| 1. GPS | 37,153 | 1,246,567 | 1,192,817 | 95.7% | 1,167,664 | 97.9% | 93.7% |
| 2. RNGPS | 21,336 | 410,741 | 384,861 | 93.7% | 369,279 | 96.0% | 89.9% |
| 3. Model Govt. | 498 | 43,414 | 42119 | 97.0% | 41,541 | 98.6% | 95.7% |
| 4. Experimental | 55 | 1,756 | 1730 | 98.5% | 1,728 | 99.9% | 98.4% |
| 8. Community | 2,360 | 33048 | 30254 | 91.6% | 28,676 | 94.8% | 86.8% |
| 10. NRNGPS | 2,237 | 26,165 | 23398 | 89.4% | 21,933 | 93.7% | 83.8% |
| 11. High school att. | 1,770 | 133,606 | 127642 | 95.5% | 125,310 | 98.2% | 93.8% |
| **Non-formal schools** |  |  |  |  |  |  |  |
| 6. Kindergarten | 11,229 | 161,293 | 153,002 | 94.9% | 151,105 | 98.8% | 93.7% |
| 7. NGO | 2,486 | 41,632 | 37,191 | 89.3% | 34,010 | 91.5% | 81.7% |
| 12. BRAC | 6,488 | 171,785 | 163,775 | 95.3% | 163,335 | 99.7% | 95.1% |
| 13. *Ananda* | 2,134 | 45,118 | 28,459 | 63.1% | 20,880 | 73.4% | 46.3% |
| 14. Shishu Kallyan | 86 | 1,396 | 1217 | 87.2% | 1,128 | 92.7% | 80.8% |
| **Total** | 87,832 | 2,316,524 | 2,185,747 | 94.4% | 2,126,589 | 97.3% | 91.8% |
| **Boy** |  | 1066,828 (46.05%) | 1000,757 (45.79%) | 93.8% | 975,529 | 97.5% | 91.4% |
| **Girl** |  | 1249,696 (53.95%) | 1184990 (54.21%) | 94.8% | 1,150,340 | 97.1% | 92.1% |
| Madrashah |  |  |  |  |  |  |  |
| Ebtedyee | 8,814 | 281,163 | 239,641 | 85.2% | 219,329 | 91.5% | 78.0% |
| Dakhil and higher | 2,705 | 39,997 | 32,530 | 81.3% | 29,105 | 89.5% | 72.8% |
| **Total** | 11,519 | 321,160 | 272,171 (84.75%) | 84.8% | 248,434 | 91.3% | 77.4% |
| **Boy** |  | 150,018 (46.71%) | 125,600 (46.15%) | 83.7% | 116190 | 92.5% | 77.5% |
| **Girl** |  | 171,142 (53.29%) | 146571 (53.85%) | 85.6% | 132244 | 90.2% | 77.3% |

Source: 2011 Terminal Examination Data.

Pass rate among eligible students by Upazila, 2011 terminal examination



Source: 2011 Terminal Examination

Plans for the primary terminal examination 2012 and beyond

2011 was the last year in which the national Class 5 terminal examination was conducted in its current form. It will be important to take account of the significant changes which are scheduled to take place in the content and style of the examination from 2012 onwards. PEDP3 has programmed the gradual introduction of competency-based items, starting with ‘at least 10% of items’ in the 2012 examination and ‘at least 25% of items’ in the 2013 examination, followed by ‘further increase in the percentage of competency-based items in 2014 and 2015’. It is quite possible these new elements in the examinations may contribute to quite different results, given that they will test different abilities such as thinking and problem-solving skills and understanding. In parallel, there will be a gradual reduction in the emphasis given to factual recall. It is possible that levels of performance may appear to decline in the short to medium term as the primary school system accustoms itself to the challenges of the new approaches. Consideration will need to be given as to how to measure performance in the context of a competency-based curriculum and how to evaluate the results. This point was noted in the PEDP3 M&E Matrix (p. 41 of implementation guide), where it states that targets for the Grade 5 terminal examination and participation rate will be set when the examination is fully competency based.

# *Upazila*-level outcomes

PEDP3 has to address five major outcomes. Outcome B3 is to ensure that ‘regional and other disparities in participation, completion and learning outcomes’ will be minimised. In order to monitor progress in narrowing geographical disparities, an *Upazila* composite performance index has been constructed based on three performance indicators.

The three component indicators are briefly described below. More details on the rationale for their selection is given in Annex C:

Participation indicator: Absolute difference between (i) the ratio of girls in the total number of children enrolled in the *Upazila* and (ii) the average ratio of girls in the population. An *Upazila* gets maximum score if the ratio of girls in the total number of children enrolled in the *Upazila* is 48.5%, which is the ratio of girls in the population of children aged 6-10 years. An *Upazila* gets a lower score the further this ratio is from 48.5% (either above or below).

Completion indicator (proxy): Survival rate to Grade 5. The survival rate is calculated using the reconstructed cohort model. An *Upazila* gets a higher score the higher the survival rate. This is a proxy measure because data were not available to calculate the cohort completion rate at *Upazila* level (or a population-based measure of primary completion).

Learning outcomes indicator: The percentage of children who passed the grade 5 terminal examination among those that was eligible to sit for the exam. In other words, this combines the participation and the pass rate. An *Upazila* gets higher score the higher the combined participation and pass rate.

To develop the composite indicator, the following steps have been taken, in line with the method used for the calculation of the United Nations Human Development Index.

* Minimum and maximum values were set for each component indicator to transform the indicators into indices between 0 and 1.

­ Maximum values were set at or near the actual observed maximum

­ Minimum values were similarly set at or near the actual observed minimum: progress will therefore be measured against minimum levels at the closing stages of PEDP II

* The formula for the calculation of the contribution of each component indicator to the composite indicator is the following:

Component indicator *Upazila* i = Actual value *Upazila* i – Minimum value

Maximum value – Minimum value

In this way, each component indicator in a particular *Upazila* ranges:

* from zero if the value of a component indicator is equal to the minimum value
* to one if the value of a component indicator is equal to the maximum value

For each *Upazila*, the composite indicator is calculated as the sum of the values for the three component indicators. In this way, the composite performance indicator ranges from 0 to 3 for each *Upazila*.

In 2010, the *Upazila* composite index ranged from 0.7 (Lakhai upazila) to 2.6 (Mojibnagar). When *Upazilas* are ranked according to the composite index, the average value of the index for the bottom 10% of *Upazilas* was 1.1, while the average value for the top 10% of *Upazilas* was 2.3. The range between the top and bottom group of *Upazilas* is therefore 1.2. PEDP3 aims to narrow this gap over time, by targeting interventions in those *Upazilas* which are lagging. By 2016, the target is to reduce the gap to 0.5. Annex C contains a list of the 10% of *Upazilas* with the lowest score on the *Upazila* composite indicator in 2010.

1. Outputs

# PSQL indicators

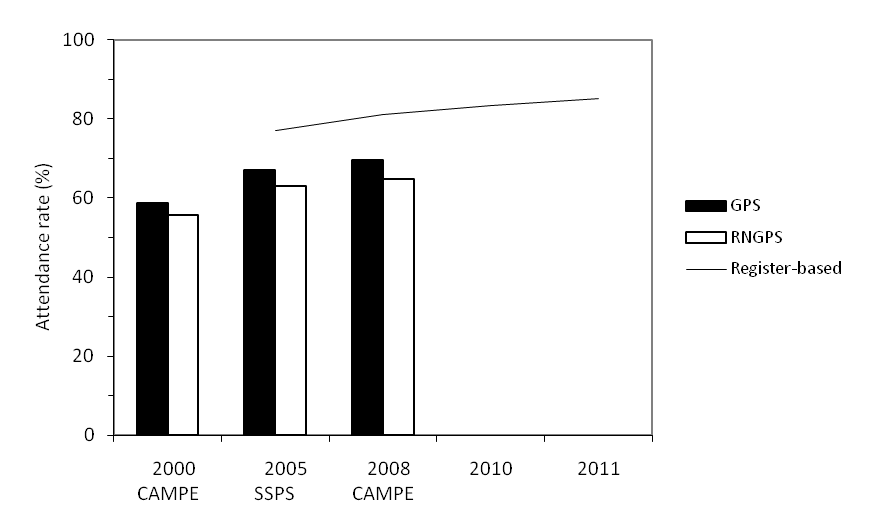
As explained in Chapter 2, PSQL indicators were used to track minimum standards in primary schools under PEDPII and this is continuing under PEDP3. Since this year’s ASPR straddles the final year of PEDPII and the first year of PEDP3, this chapter presents information on PSQL indicators from PEDPII and PEDP3 (except the PSQL indicator ‘percentage of schools with pre-primary classes’, which was discussed in Chapter 3). The data is from the ASC and covers both GPS and RNGPS.

## Student absenteeism

According to the ASC, which relies on administrative information from school registers, the student absenteeism rate has been following a declining trend between 2005 and 2011 among both boys and girls and came to stand at 14.9 % (down from 16.6% in 2010). In 2011, attendance was slightly higher for girls (86%) than boys (84%). However, reporting based on registers may not be entirely reliable because schools have incentives to under-report absenteeism, especially to help poor students who may otherwise lose their eligibility for a stipend. A number of surveys in recent years have visited random samples of schools and counted the students present. Figure 4.1 compares the evidence between register- and headcount-based attendance rates:

* The headcount-based attendance rate is at least 10percentage points lower than the register-based attendance rate.
* However, headcount-based accounts of absenteeism also agree that the attendance rate has been improving significantly (from 58% in 2000 to 70% in 2008).

Student attendance rate (GPS and RNGPS), 2000–2011



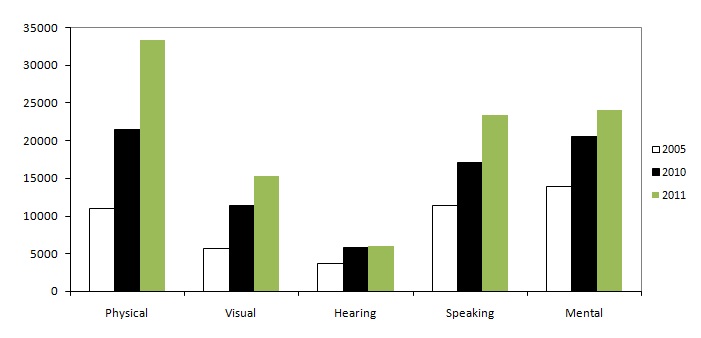
Source: ASC (various years for register-based estimates), CAMPE, FMRP 2006 (SSPS).

## Children with special needs

To monitor progress in inclusive education, the school census collects data on enrolment for three main categories of disadvantaged children: children with special needs because of disability, children from religious minorities and children from tribal minorities. This sub-section presents the trends on children with disabilities of five types (physical, visual, hearing, speaking and mental).

Under PEDPII, the number of children with disabilities enrolled in GPS and RNGPS was targeted to increase by 5% per year compared to the baseline level in 2005. In other words, the aim was to enrol 28% more students of each type by 2010. This ambition has been carried into the ‘mainstreaming inclusive education’ sub-component of PEDP3 and the number of children with disabilities is a PSQL indicator. shows that that the number of children with disabilities enrolled in GPS and RNGPS grew faster than the PEDPII target for all types and in particular for children with physical disabilities and eyesight problems. In 2011,the trend continued upwards. There was a particularly striking 50% increase in the numbers of physically impaired children between 2010 and 2011. Such a large increase is puzzling and it would be useful to investigate this specific issue further, as well as to understand the reasons underlying the overall increase in the numbers reported between 2005 and 2011. For example, it is not clear to what extent the increasing trend represents the fact that head teachers have become better at identifying students with disabilities or whether the school environment has become more attractive for these children. The final project completion report for PEDPII does not imply that the school environment has changed markedly for children with special needs, stating: *‘*due to the lack of institutional experience and capacity, opportunities for special needs, tribal and vulnerable children have not been created to the expected level’.

Number of enrolled children with disabilities in GPS and RNGPS, 2005, 2010 and 2011



Source: ASC, various years.

Another source of information on children with special needs is the 2010 Child Education and Literacy Survey (CELS) published in 2012. This survey found that 118,575 children aged 3 to 14 years with special needs were enrolled in various types of schools. This is not far from the ASC 2011 figure of 90,936 in GPS and RNGPS combined (based on five types of disability), given that standard definitions are difficult to apply in the field of disability. CELS also estimated the proportion of children in the population with a disability that were enrolled in school. It found that 59.4% of children (boys: 58.4%; girls: 60.8%) were enrolled, out of a total of 197,159 children with disability aged 3–14 years nationally. The enrolment rate for rural children with disabilities (60.7%) was higher than for urban children (54.3%). Among the seven divisions, Rajshahi had the highest proportion of children with disabilities enrolled (63.4%) and Sylhet the lowest (51.9%). There is an important caveat to these enrolment rate figures: the population of children with a disability reported here (197,159) represents less than 1% of the population aged 3–14 years; this is much lower than would normally be expected.

## Students per classroom

The PSQL standard (under PEDPII and continued in PEDP3) is that there should be 40 students per classroom. In order to calculate how many schools achieve this standard, two different approaches were used to calculate the SCR:

* In the first approach, the total number of enrolled students was divided by the total number of classrooms for each GPS and RNGPS (Note that only useable classrooms are included, based on information from the school census).
* In the second approach, the total number of enrolled students was divided by the ‘effective’ number of classrooms for each GPS and RNGPS. This takes account of double-shift schools. If the school is double shift, it is assumed that all classrooms are used in each shift and therefore the number of classrooms is multiplied by two to give the 'effective' number of classrooms. If the school is single shift the number of ‘effective’ classrooms is the same as the number of classrooms.

When the SCR does not take shifts into account (i.e. the first approach), it exaggerates the problem of overcrowding. The second approach captures what a visitor to a school would witness: as most schools run two shifts (the ‘staggered system’), not all students are in school at any given time. The first approach reveals what would happen if schools switched to single shift and students began spending five hours in school: in that case, the issue of overcrowding would become more obvious.

Given that the school census does not collect information on which grade uses a particular classroom, the calculation is at the level of the school: it is possible that within a particular school, which does not meet the standard on the whole, the standard is achieved at Grade 4 and Grade 5 where the level of enrolment is lower; conversely, it is possible that within a school, which meets the standard on the whole, the standard is not achieved in lower grades where enrolment is higher.

shows that there is an acute shortage of classrooms in both GPS and RNGPS based on the PSQL:

* According to the first approach, 21.3% of schools met the average standard of 40 students per classroom in 2011, which is very close to the figure for 2010. There has been little movement in this ratio for GPS since 2006, despite the addition of more than 40,000 classrooms to the GPS classroom stock during PEDPII, because enrolment levels have grown as well. There has been a small improvement in the SCR for RNGPS of about 3.5 percentage points since 2006.
* According to the second approach, 66.5% of schools met the average standard of 40 students per ‘effective’ classroom in 2011. A considerably higher proportion of RNGPS met the standard than GPS.
  + - * 1. Schools (GPS and RNGPS) which meet the students-per-classroom standard

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Year | GPS | RNGPS | Total |
| Percentage of schools which meet the standard:  40 students per classroom | 2006 | 20.2 | 16.7 | 19.0 |
| 2010  **2011** | 21.8  **21.9** | 18.5  **20.2** | 20.6  **21.3** |
| Percentage of schools which meet the standard:  40 students per ‘effective’ classroom | 2006 | 62.6 | 76.6 | 67.4 |
| 2010  **2011** | 60.0  **60.0** | 75.7  **78.9** | 65.3  **66.5** |

Source: ASC 2006, 2010 and 2011.

The students-per-classroom indicator ignores the fact that classroom sizes vary: whether 40 students are attending lessons in a large classroom or are cramped in a small classroom does not change the indicator. An alternative approach is therefore to measure the number of students per classroom square metre. The school census collects information on classroom size. A classroom of sufficient size for 40 students is (26’ x 19’6’’=) 507 ft2 / 47.1 m2, which is equal to 1.18 m2 per student. shows that 40% of schools meet this implicit minimum standard, a slight drop on the figure for 2010. A higher percentage of GPS meet the standard compared to RNGPS because GPS classrooms tend to be 50% larger.

* + - * 1. Schools (GPS and RNGPS) which meet the area-per-student standard, 2011

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  |  | GPS | RNGPS | Total |
| Percentage of schools which meet the standard:  40 students in a 26’ x 19’6’’ classroom | 2010 | 46 | 37 | 43 |
| **2011** | **44** | **32** | **40** |

Source: ASC 2010 and 2011.

Table 4.2 shows that the area-per-student standard has experienced a small drop in GPS but the fall in RNGPS is five percentage points. It is difficult to explain this drop in RNGPS over a period of only one year, but one explanation may be that more RNGPS smaller-sized classrooms are being built.

No adjustment has been made above for actual student attendance. If, as suggested in sub-section 4.1.1, attendance is around 85% (and that this may represent an unknown element of over-reporting), then fewer children than those enrolled are actually in the classroom and the proportion of schools that meet the standard in practice is in fact higher.

## Students per teacher

The PSQL standard (under PEDPII and continued in PEDP3) isthat there should be one teacher per 46 students. In order to calculate how many schools achieve the standard, two different approaches were used:

* The total number of enrolled students was divided by the total number of working teachers for each GPS and RNGPS (head and assistant teachers); and
* The total number of enrolled students was divided by the ‘effective’ number of working teachers for each GPS and RNGPS. To calculate the number of ‘effective‘ teachers the number of teachers was multiplied by two in double-shift schools, which assumes that all teachers teach in both shifts.

shows the proportion of schools which meet the standard, that is, where the number of students per teacher is below 46. Using the first approach shows that there has been substantial improvement in the share of GPS meeting the standard, from 35% in 2006 to 45% in 2011, but that over the same period the situation in RNGPS has worsened, falling from 59% to 47%. It appears that the recruitment of additional RNGPS teachers did not keep pace with rising enrolment. Combining this finding with that of , it seems that the situation in RNGPS is worsening in terms of both number of students per teacher and classroom size.

Under the second approach, which takes account of double-shift schools, 82% of GPS meet the standard STR ratio, compared with 90% of RNGPS. Although these are fairly high proportions, it is important to remember that double-shift schools deliver far fewer contract hours than the standard defined under PEDPII. The overall implication of the figures in is that there is still an acute shortage of primary teachers based on the PSQL.

* + - * 1. Schools (GPS and RNGPS) which meet the students-per-teacher standard

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Year | GPS | RNGPS | Total |
| Percentage of schools which meet the standard:  46 students per teacher | 2005 | 35 | 59 | 43 |
| 2010 | 40 | 52 | 44 |
| **2011** | **45** | **47** | **45** |
| Percentage of schools which meet the standard:  46 students per ‘effective’ teacher | 2005 | 81 | 93 | 85 |
| 2010 | 82 | 93 | 86 |
| **2011** | **82** | **90** | **85** |

Source: ASC 2005, 2010 and 2011

Average numbers of teachers per school (GPS and RNGPS), 2005–2011



Source: ASC, various years. For the 2010 estimate ASC data was supplemented by DPE administrative data on the number of new teachers recruited. Note: there are two estimates for 2011; 2011(a) includes para-teachers.

The increase in the proportion of GPS meeting the STR standard over the PEDPII period is partly explained by the recruitment of some 45,000 additional GPS teachers between 2004 and 2011, which represented an increase of about 15% in the teaching force. This also resulted in an increase in the average number of teachers per GPS (). At the same time, the average number of teachers per RNGPS appears to have dropped slightly.

## Construction of new classrooms

The original aim of PEDPII was to have 30,000 new classrooms constructed but in 2009 this target was updated to 43,350 and, according to DPE records, 40,440 had been constructed by March 2011.

In constructing new classrooms, priority was supposed to be given to three types of areas. Last year’s ASPR looked at where the changes in classroom stock over the PEDPII period took place, and concluded:

* Remote: About 21% of head teachers claimed that their school was difficult to reach. Similarly, about 9% of schools were 25 kilometres or more away from the *Upazila* headquarters. There is no evidence that preference was given to constructing classrooms in hard-to-reach or distant areas.
* Underserved: There is no formal definition of what is an ‘underserved’ area. However, as mentioned above, the school census has started identifying areas that are generally considered to be underprivileged. The evidence shows that lower priority was given to *haor* and hilly areas than in the rest of the country (in terms of the proportion of the total current stock of classrooms built in schools in these areas during PEDP II) but that schools in *char* areas were given equal priority.
* Inhabited by tribal minorities: The 2009 school census instrument included a question on whether a school was located in a tribal/ethnic minority area (about 2% of schools). The evidence shows that schools in tribal/ethnic minority areas were not given priority.

It is noteworthy that a discrete project has been underway to build 1,500 new schools in underserved areas of Bangladesh between 2011 and 2014. While this construction programme lies outside PEDP3, it is expected to have a positive impact on overall enrolment, retention and completion. This project is also expected to reduce disparities, so should contribute to the reduction in regional disparities, one of the results areas targeted in PEDP3. As such, its progress should be reported in future ASPRs.

## Properly constructed classrooms

There are three PEDP3 PSQL standards for classrooms; to meet these a classroom must be: (i) *pacca* (built with durable materials); (ii) large (at least 26' x 19'6” / 47.1m2); and (iii) in good condition. The ASC contains questions on all three criteria, although the last is subjective and depends on the head teacher’s assessment.

Proportion of properly constructed classrooms, 2005–2011



Source: ASC various years

displays the proportion of classrooms which are *pacca* or large by type of school. It shows that for GPS the trend towards *pacca* classrooms has continued in a positive direction, with the proportion of *pacca* classrooms now over 70% (up from 58% in 2005). About 90% of RNGPS classrooms are *pacca* and there has been little change recorded between 2005 and 2011. The vast majority of RNGPS classrooms do not meet the large criterion and again the trend is rather flat over the period 2005–2011. An increasing proportion of GPS classrooms are large, but this figure still stoodat less than 15% in 2011.

* + - * 1. Classrooms (GPS and RNGPS) which meet the size standard by year of construction (%)

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  |  | **Built in period 1980–2004** | **Built in period 2005–2011** | **All classrooms (regardless of when built)** |
| GPS |  | 6 | 45 | 14 |
| RNGPS |  | 3 | 4 | 3 |

Source: ASC 2011

As noted in last year’s report, the number of large classrooms in GPS built in the period 2005**–**2010 under PEDPII was more than double the number built in the much longer period 1980**–**2004. Taking account of new construction in 2011, the proportion of large classrooms in GPS built since 2005 is now 45% up from 43% reported last year. For RNGPS, the picture is much less positive; only 4% of classrooms built over the period 2005**–**2011 meet the large standard, the same as reported last year. Over the whole classroom stock, only 14% of GPS classrooms and 3% of RNGPS classrooms meet the size standard.

* + - * 1. Classroom (GPS and RNGPS) conditions in 2011

|  |  |  | **Classroom condition (%)** | |  |  |
| --- | --- | --- | --- | --- | --- | --- |
|  | **Building** | **Good** | **Moderate** | **Bad** | **Unusable** | **Total** |
| GPS | *Pacca* | 67 | 23 | 8 | 2 | 100 |
|  | Not *pacca* | 22 | 39 | 31 | 8 | 100 |
|  | **Total** | **53** | **28** | **15** | **4** | **100** |
| RNGPS | *Pacca* | 49 | 34 | 15 | 2 | 100 |
|  | Not *pacca* | 42 | 34 | 21 | 3 | 100 |
|  | **Total** | **48** | **35** | **15** | **2** | **100** |
| All | *Pacca* | 62 | 26 | 10 | 2 | 100 |
|  | Not *pacca* | 25 | 38 | 30 | 7 | 100 |
|  | **Total** | **52** | **30** | **15** | **3** | **100** |

Source: ASC 2011

Table 4.5 displays the responses of head teachers on the condition of their classrooms. The numbers are very similar when compared to 2010.Quite a high proportion of all classrooms are rated as ‘good’ or ‘moderate’, with strikingly similar figures for GPS (81%) and RNGPS (83%). Some 18% of all classrooms are ‘bad’ or ‘unusable’. The project currently in progress to build 1,500 schools in underserved areas may address some of these deficiencies, as may inputs carried out as part of PEDP3’s commitment to reducing overcrowded classrooms through needs-based infrastructure development as part of Component 2: Participation and Disparities.

## School toilets

There are two PEDP3 PSQL standards on school toilets:

* Availability of at least one functioning toilet: About 98% of GPS and 95% of RNGPS have a toilet, which is a 1% improvement on 2010in both school types. Overall, only 3% of schools do not have at least one functioning toilet.
* Separate functioning toilets for boys and girls: The PEDP II target was for at least 60% of GPS to have separate toilets for boys and girls by the end of the programme. Progress has been made in the provision of separate toilets for girls and boys, but the PEDP II target has not been reached. In 2011, the proportion of GPS with separate toilets specifically for girls was 54%, a big improvement over 2010 (37%). In RNGPS, by 2011 some 40% had separate toilets for girls compared to 20% the previous year.

## School water supply

There are three PEDP3 PSQL standards on school water supply; to meet these: (i) the water supply must be potable (safe); (ii) if the water supply is a water point (tubewell), it must be functional; and (iii) if the water supply is a functional water point (tubewell), it must be potable (safe from arsenic).More than three-quarters of GPS and RNGPS rely on tubewells as their water source, which is the reason for the specific criteria on this source. and shed light on recent trends in the PSQL water supply indicators. In general, there was a marked increase in the availability of safe water in 2011. It is not known why there should have been such an improvement identified over one year, of some 9% in GPS and 4% in RNGPS, giving an overall improvement in safe water of 6% and a total of 77% of schools with safe water. Well over 80% of schools with tubewells report them to be working and this proportion has remained similar since 2007. There was also a substantial reduction in the percentage of tube wells which had not been tested for arsenic, from 34.9% (2010) down to 12.3% (2011), which is a positive development. At the same time, there was a significant increase in the proportion of wells testing positive for arsenic (from 6.1% in 2010 to 9% in 2011), presumably reflecting the increase in testing noted over the same period.

Schools with working and arsenic-free tube wells, 2005–2011

|  |  |
| --- | --- |
| Proportion of schools  with working tube wells | Quality of water  among schools with working tube wells |
|  |  |

Source: ASC various years

* + - * 1. Water supply (GPS and RNGPS), 2011

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
|  |  |  | 2010 |  |  | 2011 |  |
| Percentage of schools (%): |  | GPS | RNGPS | Total | GPS | RNGPS | Total |
| (1) With water |  | 87 | 78 | 84 | 88 | 82 | 86 |
| (2) With safe water if school has: | Any source of water | 86 | 82 | 85 | 96 | 83 | 90 |
|  | Tap water (21% of schools with water) | 87 | 87 | 87 | 98 | 90 | 93 |
|  | Tube well (78% of schools with water) | 87 | 81 | 85 | 95 | 82 | 89 |
|  | Pond/river (1% of schools with water) | 21 | 17 | 19 | . | . | . |
| (3) With safe water [= (1) x (2)] |  | 75 | 64 | 71 | 84 | 68 | 77 |
| (4) If source is tap water: | Free of arsenic | 61 | 59 | 60 | 7 | 7 | 7 |
|  | Not tested | 30 | 31 | 30 | 9 | 11 | 9 |
|  | With arsenic | 9 | 10 | 10 |  |  |  |
| (5) If source is tube well: | Functional tube well | 88 | 83 | 86 | 88 | 83 | 86 |
| (6) If source is functional tube well: | Free of arsenic | 60 | 57 | 59 | 84 | 81 | 82 |
|  | Not tested | 34 | 36 | 35 | 8 | 8 | 8 |
|  | With arsenic | 6 | 7 | 6 | 9 | 11 | 9 |

Source: ASC 2010 and 2011

## School contact hours

There is no systematic approach to monitoring contact hours in Bangladesh. However, it is possible to distinguish four factors which affect the number of contact hours students receive: (i) patterns of double-shifting; (ii) number of days schools are open; (iii) teacher absenteeism; and (iv) teacher lateness. These are considered in turn below.

School shifts

The main factor expected to lead to an increase in the number of contact hours is the move to single-shift schedules. The proportion of single-shift schools was targeted to rise to 28% by the end of PEDPII. There was significant progress towards the target, as the proportion of GPS operating on a single shift has increased from 12% in 2005 to 20% in 2010 and to 22% in 2011. However, this was still some way short of the target and it seems that the majority of children in GPS will continue to be educated in a double-shift system for the foreseeable future. The situation in RNGPS is very much worse, as the percentage of single-shift schools actually declined from only 3.6% in 2005 to 2.6% in 2010 and 2.4% in 2011. Taking the figures for the two types of schools together, it seems that there will continue to be a serious challenge in reaching a situation where pupils in primary schools have sufficient contact hours with their teachers to really benefit from their school experience.

Single-shift schools, 2005–2011

Source: ASC 2005, 2010 and 2011.

Number of days that the school is open

The school census does not collect relevant information on this and a special study would be required to examine all the issues. For example, the Social Sector Performance Survey (SSPS) from 2006 found out that:

* On average, primary schools were open for 228 days compared to the officially sanctioned 242 days; and
* While the average timetable in double-shift schools is three hours, in practice grades 1**–**2 only receive two hours of lessons, while grades 3**–**5 receive 3.5 hours of lessons.

These factors serve to reduce the actual number of contact hours to well below the PEDP II target of 900 hours per year: children in grades 1–2 in double-shift schools only attend 520 hours per year on average.

However, it should be underlined that the evidence discussed here is out of date. A new study which provides information on school opening and actual timetabling practices in double-shift and single-shift schools is needed.

Teacher absenteeism

With respect to teacher absenteeism, there is information from two surveys, both of which used a methodology of unannounced visits and tell a similar story:

* SSPS (2006) states that 16% of GPS (11% of RNGPS) teachers were absent on any given day in 2005. Of these:
* 7% of GPS (5% of RNGPS) teachers were authorised for long-term absence (for example, on C-in-Ed or B.Ed. courses, in-service training, maternity or sick leave);
* 7% of GPS (4% of RNGPS) teachers were authorised for short-term absence (such as casual leave, official duties or in-service training);
* 2% of GPS and RNGPS teachers were not authorised to be absent; and
* The 2008 CAMPE survey found that 14% of GPS (10% of RNGPS) teachers were absent on the day of the visit in 2008.

The surveys agree that unauthorised teacher absenteeism is not a significant problem; only 1–2% of teachers are absent without permission. However, the level of official absenteeism is fairly high and seems bound to affect lesson delivery (either via larger classes or fewer contact hours), since there is no robust system of providing temporary cover teachers.

Teacher lateness

The surveys mentioned above also collected information on the timeliness of teachers, which is more of a reason for concern.

* SSPS (2006) found that 15% of teachers were late by at least 30 minutes, particularly if they lived relatively far from school; and
* The 2008 CAMPE survey found that 47% of GPS (50% of RNGPS) teachers arrived late and the average delay of these teachers was 30 and 35 minutes respectively.

Combining these four factors into a measure of contact hours would show the complexity of the challenge in reaching the PEDP II contact hours’ target.

## Timeliness of textbook distribution

The school census questionnaire asks head teachers to report the starting date and the end date of textbook delivery without differentiating between textbooks of different grades and subjects. According to the PEDPII standard for this PSQL, the delivery of textbooks to schools should have been completed before the academic year begins (‘Textbooks available from the first day of the new school year’). In PEDP3, the equivalent PSQL is less demanding, being stated as ‘Number of schools which received new textbooks within the first month of the year’ and included in Table 2.6 c as ‘percentage of schools which received all new textbooks by January 31’.[[8]](#footnote-9)

Distribution of textbooks, 2005–2011



Source: ASC 2005, 2010 and 2011

shows that the 2011 school census recorded the very credible result of delivering at least some books to 98% of the schools by the end of January, although only 47% of schools had received all of their books by then (45% for GPS and 51% for RNGPS). This marks an increase in performance compared with 2010, when only 33% of schools had received all their books by the end of January. Note that a very high proportion of schools, 98%, had received *all* their books by 1 March 2011.

## Textbook availability

According to this PSQL standard under PEDPII, every student should have access to free (used or new) textbooks for each subject. (This is not an explicit PSQL under PEDP3.) This information is not collected by the school census but, according to DPE administrative records, only a handful of *Upazilas* reported shortages in some subject books for particular grades. DPE receives information from UEOs on books received and distributed to schools and also a report from NCTB on textbook delivery.

## Teaching aids

According to this PSQL standard under PEDPII, all schools should be provided with teaching aids and supplementary reading and learning materials. (This is not an explicit PSQL under PEDP3.) The available information on this is very out of date:

* The school census collected information in 2005 and 2006 on *teaching aids* (e.g. flip charts, maps, education kit, etc.) but has not done so since 2007 so no recent trend can be established.
* The school census does not collect information on the distribution of *supplementary reading and learning material*s.

There is no evidence on the use students make of these materials and the effect they have.

## Initial teacher training

The PSQL standard (under PEDPII and continued in PEDP3) is that all teachers be trained to at least C-in-Ed level. shows the changes in the proportion of teachers (of different categories, gender and school type) with at least C-in-Ed qualification between 2005 and 2011. The key points are:

* The proportion of teachers trained to at least C-in-Ed level increased by about nine percentage points on average to 83% between 2005 and 2010, but there was a dip in 2011 to 82%. It is clear from the figure that this is driven by a drop in the proportion of C-in-Ed qualified teachers in GPS, in all categories. This is largely explained by a substantial influx of new teachers in GPS without C-in-Ed qualifications in 2011 (7,000 new female teachers and 2,000 new male teachers). There was also an increase in the ratio of female to male GPS head teachers, which is relevant because female head teachers tend to be less qualified than their male counterparts on average.
* Another implication of the addition to the teaching stock in GPS of unqualified teachers in 2011 is that assistant teachers in RNGPS are now more likely to have the minimum qualification than their GPS counterparts (84% vs. 77%). However, head teachers in GPS still remain more qualified than in RNGPS (94% vs.90%).
* Among the various groups of teachers, female assistant teachers are the group furthest from achieving the target (75% in GPS and 82% RNGPS).

Proportion of teachers (in GPS and RNGPS) with at least C-in-Ed, 2005 and 2011 (%)

Source: ASC 2005, 2010 and 2011.

## Gender balance in teacher stock

Aside from increasing the number of primary teachers, there has been a concerted effort to shift the gender balance towards female teachers in recent years. According to the Bangladesh Economic Review (GoB 2010), Government policy is to reserve 60% of posts in GPS for females. The PEDP II Project Completion Report (p.53) states that 60% of the 45,000 extra teachers recruited for GPS schools under PEDP II were women.

shows data from the school census on the proportion of female teachers in schools. It is clear that the recruitment strategy in GPS has worked. By 2011, two-thirds of assistant teachers in GPS were female, up from 50% in 2005. There has also been an impressive increase in the proportion of female head teachers in GPS from 22% to 39% over the same period. There has been some positive trend in female representation in RNGPS teachers and head teachers, but the changes are small and overall rates are much still much lower than in GPS (in RNGPS, females account for 11% of head teachers and 42% of assistant teachers).

Proportion of female teachers in GPS and RNGPS, 2005–2011 (%)

Source: ASC various years

## In-service teacher training

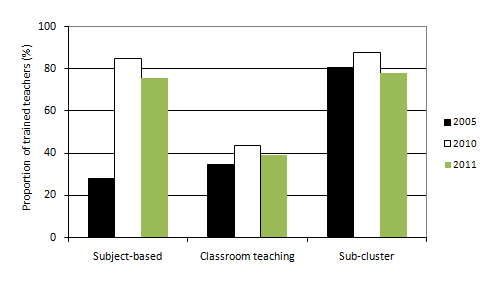
The PSQL standard in PEDPII was that all teachers receive:

* Regular, annual, in-service training: the Programme Framework target was to increase the proportion of teachers who have received five days of subject-based training to 70%; and
* Sub-cluster training: the Programme Framework target was that all teachers receive six days of sub-cluster training each year.

The PSQL standard for PEDP3 is ‘Percentage of (assistant and head) teachers who receive continuous professional development training’. The amount and type of training is unspecified.

Three types of in-service training are recorded in the school census: subject-based, classroom learning methods and sub-cluster. The information is recorded in the form of the ‘number of teachers trained’ by teacher type (head or assistant) and gender. The following figures show the proportion of teachers who received each type of training annually.

Proportion of teachers (GPS and RNGPS) who received in-service training by type of training, 2005–2011 (%)



Source: ASC 2005, 2010 and 2011

above displays results for participation in subject-, classroom- and sub-cluster-based training of all types of teachers in GPS and RNGPS schools for 2005, 2010 and 2011.It is clear that there was an increase in the annual coverage of each of the three types of training between 2005 and 2010, especially in subject based, and the PEDPII target of 70% participation was reached. Between 2010 and 2011 there has been a fall in participation rates, but they are still above 70% for subject- and sub-cluster-based training.

For the calculation of the PEDP3 PSQL, sub-cluster training only was considered, following the method of calculation used in previous years. The percentage of GPS teachers (head and assistant) who received sub-cluster training in 2011 was 75% compared with 87% for RNGPS teachers.

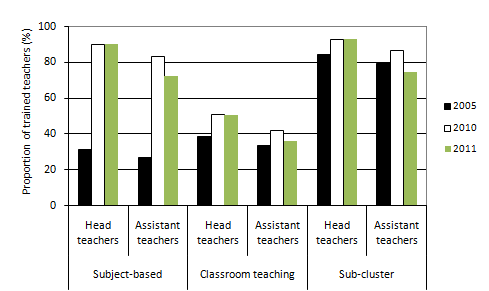
Proportion of teachers (GPS and RNGPS) who received in-service training by school type and type of training, 2005–2011 (%)



Source: ASC 2005, 2010 and 2011

above shows the results for the three types of training disaggregated by GPS and RNGPS. This shows that, whereas the proportion of teachers in GPS who were trained across the three categories fell, the proportion in RNGPS was maintained at the same level. One explanation is that RNGPS did not benefit from the large number of new teachers, which in the case of GPS was achieved by recruiting untrained teachers who perhaps had less opportunity to attend in-service courses because of the timing of their recruitment.

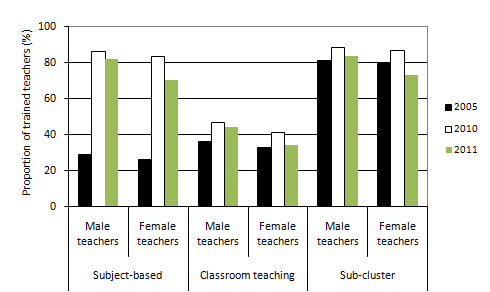
Proportion of teachers (GPS and RNGPS) who received in-service training by level, 2005–2011 (%)



Source: ASC 2005, 2010 and 2011

above displays a different pattern in the proportions of head teachers attending in-service training compared with assistant teachers. For head teachers, participation was maintained across the three categories but it fell for assistant teachers. This could possibly indicate that head teachers were prioritising their own training at the expense of their assistant teachers.

Proportion of teachers who received in-service training by sex, 2005–2011 (%)



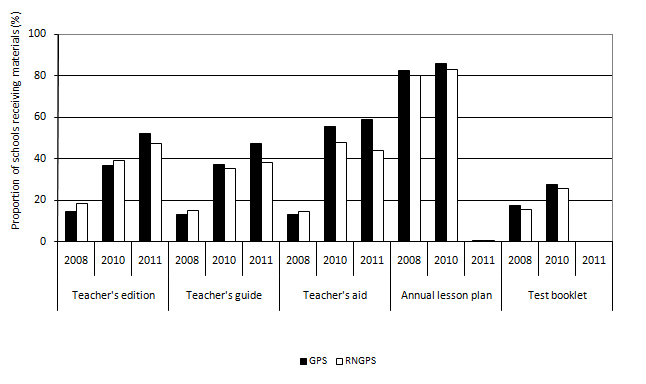
Source: ASC 2005, 2010 and 2011

above displays teachers’ participation in in-service training disaggregated by sex. It shows that in all types of in-service training females lagged behind males, with 82% of males having had subject-based training compared to 71% of females,45% of males having had classroom-based training compared to 35% of females, and 84% of males having undertook sub-cluster training compared to 73% of females. This pattern parallels that of 2010 and indeed 2005; in each year in each category females have less training than males. It is not clear why these disparities exist but they require further study and analysis to discover the causes so that they can be addressed.

## Teachers’ editions, guides and aids

shows that there was an increase in the scale of provision of teachers’ editions, guides and aids between 2010 and 2011 (except for teachers’ aids in RNGPS, where they was a slight decrease). Assuming that these reference materials are supposed to last for several years, it is useful to look at , which shows the proportion of schools that have received materials of different types in the past three years. This chart reveals that over 90% of schools have received lesson plans but that coverage of the other materials is far from universal, particularly for test booklets.

Proportion of schools receiving teacher resources, 2008–2011 (%)



Source: ASC 2008 2010 2011

Proportion of schools receiving materials at least once during 2009 to 2011 (%)

## Head teacher training

The PSQL standard for PEDPII was that all head teachers receive training in school management, teacher support and supervision, and community mobilisation and participation. All three types of in-service training for head teachers are recorded in the ASC. The PSQL standard in PEDP3 has a slightly different definition; it is stated as ‘percentage of head teachers who received training on school management and leadership’.

Among those schools with a head teacher, below shows the proportion of head teachers who received each type of training (in addition to the other training outlined above in the sub-section 4.1.15). It appears that all three types of training for head teachers have fallen off to some extent in 2011, in a similar way to that observed for other types of training. Overall, heads of RNGPS were slightly less likely to receive management and teacher support training than those in GPS. For GPS heads, the figures were 80.2% for school management, 46.0% for teacher support, and 34.6% for community mobilisation, whereas the equivalent figures for RNGPS were 74.9%, 43.9% and 37.7% respectively. The PSQL indicator for PEDP3 was taken as the proportion of head teachers who received management training, which was 78% on average across the two types of schools, down from 84% the previous year.

Proportion of head teachers (GPS and RNGPS) who received training, 2005–2011 (%)



Source: ASC 2005, 2010 and 2011.

## SMC training

In order to improve the capacity of SMCs, PEDPII aimed to ensure that three members of every SMC were trained. This ambition is continued into PEDP3 and the PSQL indicator is ‘percentage of schools whose members were trained (at least three members)’. reports that 30% of GPS and 37% of RNGPS met this standard (33% overall) in 2011. This is an increase on 2010, but still lower than the proportion trained in 2009. About two-thirds of both GPS and RNGPS had at least one member trained in 2011, but this means that one-third of SMCs did not receive any training in 2011.

* + - * 1. Percentage of schools whose SMC members were trained, 2005–2011(%)

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  |  | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
| At least one member | GPS |  |  |  | 70 | 76 | 58 | 68 |
|  | RNGPS |  |  |  | 50 | 71 | 60 | 68 |
| At least three members | GPS | 41 | 49 | 57 | 37 | 37 | 25 | 30 |
|  | RNGPS | 26 | 28 | 25 | 27 | 38 | 30 | 37 |

Source: ASC 2008, 2009, 2010 and 2011. Note: The figures for 2005–2007 reproduce the findings of the School Census Report.

* + - * 1. Percentage of SMC members trained by sex, 2005–2011 (%)

|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  |  |  | Male | |  |  |  |  | Female | | | |  |  |
|  | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
| GPS | 17 | 15 | 9 | 13 | NA | NA | 14 | 18 | 22 | 29 | 39 | 32 | 15 | 16 |
| RNGPS | 8 | 7 | 6 | 9 | NA | NA | 16 | 9 | 9 | 8 | 30 | 36 | 19 | 18 |

Source: ASC 2008, 2009, 2010 and 2011. Note: The figures for 2005–2007 reproduce the findings of the School Census Report. NA = not available

reports the percentage of SMC members trained, by sex, and shows that in 2011 the percentage of male and female SMC members trained in GPS and RNGPS were broadly comparable. For unexplained reasons, figures for male SMC members trained in 2009 and 2010 were not available and therefore not included in previous reports, meaning this report of the situation in 2011 provides the overall picture for the first time since 2008. The table illustrates the significant bulge in the training of female SMC members that occurred in SMC training between 2007 and 2009, during PEDPII, which peaked at over one-third in 2008 (for GPS) and 2009 (for RNGPS). As noted in the 2011 ASPR, the proportion of members trained in RNGPS is higher than in GPS, but this can be explained by reference to the lower percentages in RNGPS in the period 2005 to 2008. It is reasonable to expect that numbers and percentages would tail off once the majority of members had received training. On the other hand, there will always be a requirement for training to be provided for new or recently appointed SMC members.

New roles and responsibilities for SMCs will require training and support to assist them to carry out their new functions. PEDP3 is prioritising increased decentralised management and governance to district and school levels. The Government is currently reviewing the structure and functions of the SMC to make it a more effective body with responsiveness and accountability to the school community. For example, there will be new requirements for SLIPs, including for monitoring, not least in the context of RBM. This review can be seen in the light of the lessons from PEDPII in this area. The project completion report of PEDPII reports that overall some 174,750 SMC members were trained, which is a considerable achievement. However, the final project completion report published in December 2011 found that “lack of clarity about accountability for decisions, overlapping functions, and concerns about the composition of the committees has delayed achieving the goal of increasing community participation in decision-making throughout the school system”.

## School-level improvement planning

One of the key elements of the policy of decentralisation in primary education is the promotion of SLIPs. Under PEDPII, this initiative was supported by the provision of school-level improvement planning grants and this has been continued and scaled up under PEDP3. The coverage of SLIP grants across schools is a PSQL indicator. In 2011, two-thirds of schools (67%) received SLIP grants, up from 64% the previous year (PSQL 11). The target is for all schools to receive SLIP grants. A qualitative evaluation of SLIP, conducted in 2010 (UNICEF, 2010), found local and national agreement that SLIP grants have enabled schools to plan and implement limited improvements in their physical environment, towards creating a more welcoming learning space for children. However, the study also found that the SLIP initiative had made more limited progress in supporting a fuller decentralisation of education management functions, including those which impact directly on teaching and learning.PEDP3 aims to take the SLIP initiative further and promote the decentralisation of a more extensive set of functions.

# Other outputs

In addition to the outputs measured by the PSQL indicators, there are also other outputs, whether identified in the Programme Framework or not, which are very important performance measures for the primary education sector and are not measured through the ASC. Some of these have already been discussed in this chapter, such as teacher absenteeism. Others will need to be included in this report during PEDP3, as part of the attempt to gradually transform the ASPR into a comprehensive picture of the primary education sector using all the available information. A key priority for the next ASPR is to include results from the discrete projects which cover, at the very least, the infrastructure, school feeding and stipend programmes.

1. Activities

Apart from outcome (KPI) and output (PSQL) indicators, the PEDP3 Programme Framework also includes a number of sub-component activity indicators. The results chain analysis considers activities that will produce expected outputs leading to outcomes. This short chapter summarises in table form the progress with respect to PEDP3 activities based on AOP 2011–12 not covered in the previous chapter.

|  |  |  |  |
| --- | --- | --- | --- |
|  |  |  | **In Lac Taka** |
| **SL #** | **Activity** | **Responsible Division** | **Money Spent as of April 2012** |
| 1 | Each Child Learns Programme piloting was expanded to 300 schools in B.Baria and Gazipur district | Programme | 10.00 |
| 2 | Curriculum Revision Gr 1-5: Try out of Text books from grade 1-5 will be done in 100 school across the country | NCTB | 33.96 |
| 3 | ICT Education - Model School Teachers: Establish multimedia classrooms with one laptop and a projector along with internet connection in 503 model schools and 1000 GPS | IMD | 38.72 |
| 4 | Certificate- in-Education for assistant teachers: | Training | 1903.80 |
| 5 | Training on music operation | Training | 2.14 |
|  | Total of Component1: Learning and Teaching |  | 1988.62 |
| 6 | Public Awareness Build up Activities, Publicity of Development Works & Motivational Activities on Communication & Social Mobilization | P&O | 17.07 |
| 7 | Bangabandhu gold-cup football tournament | Admin | 98.98 |
| 8 | Bangamata Begum Fazilatunnesa Mujib gold-cup football tournament | Admin | 69.21 |
| 9 | National Events (education week, EFA, ICT Fair, national days & others) | Admin | 29.53 |
| 10 | National Events (sports competition, education week, EFA, Meena day, Education Fair, National days & others) | P&O | 134.21 |
| 11 | Inter-school cultural & sports competition | P&O | 778.83 |
|  | Total of Component2: Participation and Disparities |  | 1127.82 |
| 12 | SLIP stakeholder training | P&D | 249.88 |
| 13 | Training mat dev, printing &TOT | Training | 1.28 |
| 14 | Additional manpower DPE officer | Admin | 13.40 |
|  | Total of Component3: Decentralization and Effectiveness |  | 268.20 |
| 15 | Workshop/ seminar (t.b.d) managed by Program Division | Programme | 2.04 |
| 16 | Program Division Officer | Programme | 3.47 |
| 17 | Operational Cost of PEDP-3 (contingency) | Programme | 701.95 |
| 18 | Training on accounting system & PPR -2008 | FPD | 0.97 |
| 19 | Training of management and staff - central level, DPEO, ADPEO, AD | Admin | 23.66 |
| 20 | Training of management and staff -DPE and field level (office management and computer) | Admin | 23.66 |
|  | Total of Component 4: Planning and Management |  | 755.74 |
|  | Grand Total of 4 Components |  | 4140.39 |

1. Inputs

# Overview of primary education budget

The previous chapters have presented education results from the 2011 school year. This straddles the 2010/11 and 2011/12 financial years. This chapter will therefore discuss the level and composition of the primary education budget for the full 2010/11 financial year and for eight months of the current financial year.

The 2010/11 financial year was the final year of the PEDPII programme. Its successor PEDP3 began in 2011/12 under a different financing modality (a treasury model, where external funds are deposited into the general consolidated fund managed by the Ministry of Finance), underpinned by a holistic sub-sector planning approach. This is exemplified by the AOP for PEDP3, which presents all planned spending in the sub-sector (including the non-development budget, discrete projects and the block allocation for unapproved projects). For the purpose of accounting, information on the four components of PEDP3 is reported separately. A number of discrete projects, which were operating during PEDP II, are continuing in 2011/12, although in the medium term the intention is to integrate them into the PEDP3 components. Some elements of the non-development budget are explicitly linked to the PEDP3 components, e.g. provision for textbooks.

To get an overview of the relative size of the different parts of the primary education budget, the figure below displays a snapshot of the revised MoPME budget in 2010/11 and 2011/12.

Revised MoPME budget by type of budget, 2010/11 and 2011/12



Sources: MoPME Budget and Audit section (non-development figures); MoPME Revised ADP (discrete projects and PEDP3 figures); PEDP II completion report (PEDP II figures).

The comparison of the two pie charts reveals that the balance between the non-development and development budgets has shifted slightly towards non-development in the current year. The share for development has fallen from 36% to 32% over the two years. A sharper change is evident in the composition of the revised development budget. There is a dramatic drop in the share allocated to the PEDP programmes. PEDP3 accounts for just 3% of the revised budget in the current year, while PEDP II took up 17% of the revised budget in the previous year. Discrete projects have gained considerable budget share over the two years, now accounting for almost 30% of the revised budget and up from 19% a year earlier. The level of the revised budget has changed little over the two years and stands at about BDT 7,750 crore (see Table 6.1 in the next section for more details). If inflation is taken into account, this represents a real fall in budgeted resources for primary education.

The development budget for primary education is underpinned by coasted AOPs which, together with non-development spending, aim to deliver certain outputs expected to contribute to gains in outcomes each year. This process can be undermined if budget execution is poor. In other words, what matters for results is what is actually spent, and how efficiently, not what was budgeted. The next sub-section examines trends in the level of budgets and expenditure for primary education over the two years, shedding light on budget execution in the sub-sector.

# Primary education spending levels and budget execution

#### Level of original and revised budgets

#### As mentioned above, the level of the revised budget for primary education in 2010/11 and 2011/12 is very similar. But Table 6.1shows that the original budget for 2011/12 was about 10% higher than the original budget in 2010/11, which is true for both the development and non-development budgets.

In both years the level of the budget dropped between the original and revised stages, but the magnitude of this fall is much larger in 2011/12. In 2010/11, the drop was 4% compared with 14% in the current year. The development budget was particularly hard hit in 2011/12: the allocation fell by nearly 30% from BDT 3,514 crore to BDT 2,506 crore. The main source of this drop is the reduced block allocation for unapproved projects. Discrete projects were also affected. These consist of 12 separate projects covering civil works, stipends, school feeding and other interventions. Five of these projects had their original allocations cut in the revised budget for 2011/12; these are (percentage reduction shown in brackets): ROSC (-34%); School feeding (-16%); Establishing 1,500 schools (-47%); Establishing 12 PTIs (-51%); and Continuing education (-40%). At the same time, the allocation for another school feeding project (supported by the EC) more than doubled.

* + - * 1. Primary education (MoPME) budget and expenditure 2010–11 and 2011–12, in Lac Taka

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  |  |  | 2010–11 |  |  |  | 2011-12 |  |
|  |  | Budget | Revised | Actual expenditure *unaudited* |  | Budget | Revised | Actual expenditure *unaudited*  *(8 months)* |
| **Development budget** | | **320700** | **280939** | **243986** |  | **351400** | **250558** | **120761** |
|  | *PEDP II* | *157600* | *133076* | *125481* |  | *n/a* | *n/a* | *n/a* |
|  | *PEDP3 components* | *n/a* | *n/a* | *n/a* |  | *15000* | *22381* | *3405* |
|  | *Discrete projects* | *144468* | *147863* | *118505* |  | *241849* | *223651* | *117355* |
|  | *Block allocation* | *18632* | *0* | *0* |  | *94551* | *4526* | *0* |
| **Non-development** | | **486664** | **494772** | **510335** |  | **545000** | **5242401** | **366162** |
| **Total primary education (MoPME)** | | **807364** | **775711** | **754321** |  | **896400** | **774798** | **486923** |
| *Key indicator*  *Total Primary Ed. as share of GDP* | | 1.03 | 0.99 | 0.97 |  | 1.00 | 0.86 |  |

Sources: MoPME Budget and Audit section (non-development budget and revised budget); Interim Financial ReportQ1-Q2 (non-development actual expenditure); MoPME Revised ADP (discrete projects and PEDP3 figures); PEDP II completion report (PEDP II figures). Note (1) Actual expenditure figures for six months were pro-rated to get an estimate of expenditure for eight months.

#### Budget execution

How does actual spending on primary education compare with the budgeted figures? Table 6.2 below compares actual spending (for the full year in 2010/11 and for eight months in the current year) with their respective original and revised budgets.

Overall budget execution was good last year. Taking the revised budget as a basis, spending was 97% overall. There are some differences by budget component. The non-development budget is slightly overspent, while the revised execution rate for development budget expenditure was 87%. The lowest performer was discrete projects, which spent only 80% of its revised budget. PEDP II performed well, spending 94% of its revised budget, although only 80% of its original budget.

This year there appears to be a serious risk that budget credibility will drop. Based on eight months of spending figures (July to February), the theoretical execution rate would be 67% if spending was evenly spread. Non-development spending looks on track at 70%, which is not surprising given that a high proportion of this budget is remuneration. Spending on development is far behind expectations, even allowing for the ‘lumpy’ nature of capital spending, with less than half of the revised budget spent over eight months (and only one-third of the original budget).

PEDP3 shows a particularly low rate of spending compared to its revised budget at only 15%. The programme has made a slow start for several reasons. At the time of the original budget PEDP3 had not been approved (which perhaps accounts for the large block allocation shown in Table 6.1 above). The AOP for PEDP3 was finally approved by all parties in October 2012, four months into the financial year. Much of the planned programme for 2011/12 covered civil works and there were delays in defining and agreeing procurement procedures for this. The rate of spending on PEDP3 is expected to pick up substantially in the last three months of the financial year.

* + - * 1. Primary education (MoPME) budget execution rates for 2010/11 and 2011/12 (%)

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
|  |  | 2010/11 | 2010/11 |  | 2011/12 | 2011/12 |
|  |  | Actual/Original | Actual/Revised |  | Actual  (8 months)  /Original | Actual  (8 months)  /Revised |
| **Development budget** | | **76** | **87** |  | **34** | **48** |
|  | *PEDP II* | *80* | *94* |  | *n/a* | *n/a* |
|  | *PEDP3 components* | *n/a* | *n/a* |  | *23* | *15* |
|  | *Discrete projects* | *82* | *80* |  | *49* | *52* |
|  | *Block allocation* | *0* | *-* |  | *0* | *0* |
| **Non-development** | | **105** | **103** |  | **67** | **70** |
| **Total primary education** | | **93** | **97** |  | **54** | **63** |

Source: Table 6.1

# Composition of primary education budget

The composition of the primary budget overall seems reasonably balanced across the main economic categories. Figure 6.2 below shows that in the current year remuneration (salaries and allowances) accounts for just over 60% of the revised budget; civil works, stipends and the residual category ‘other’ each take about 11–12%, leaving about 5% for textbooks. The relatively large allocation to the stipend programme is a clear indication of the government’s ongoing commitment to reducing economic barriers to schooling for children from poor families.

There has been little change in the economic composition of the revised budgets between the two years. At the margins, both the share and the absolute amount allocated to remuneration (and to civil works) have fallen slightly, while the other categories all gained. Textbook spending moved from a 3% to 4% share of the total, but this translates into an increment of 46% (the allocation jumped from BDT 199 crore to BDT 291 crore). The allocation for stipends increased slightly, but the gain was probably absorbed by inflation. The proportion allocated to ‘other’ increased from 8% to 11%, resulting in a gain of BDT 181 crore.

Economic composition of revised budget for primary education 2010/11 and 2011/12, in Crore Taka



Sources: MoPME Budget and Audit section (non-development figures); MoPME Revised ADP (discrete projects); PEDP II completion report (PEDP II figures); Revised AOP PEDP3 (PEDP3 figures).

# PEDP3 component planned and actual budget

In the context of the overall primary education budget, the allocation to PEDP3 components in 2011/12 was relatively small. In the short to medium term it is expected that this programme will dominate the development budget and so it merits a more detailed analysis. Table 6.3 presents the total planned costs of PEDP3 and enables a comparison of the intended costs in the first year 2011/12 with the revised budget for 2011/11. The estimated cost of the five-year programme is BDT 22,196 crore or an average of BDT 4439 crore per annum – this is BDT 2,000 crore more than actual development expenditure in 2010/11.

The estimated costs of the first year of the programme were BDT 1,742 crore or 8% of the total programme costs. The revised budget for PEDP3 is BDT 224 crore or 1% of total programme costs. Spending on PEDP3 will need to accelerate markedly in the four remaining years to catch up.

The first three results areas – learning and teaching, participation and disparities – together account for 86% of the total planned costs. Disparities attract the largest share, at almost 60%, partly because it contains a large needs-based civil works programme. The composition of planned costs for 2011/12 differs from the overall composition in two main respects: a reduced share for disparities and an increased share for the decentralisation results areas. In reality, some 80% of the revised budget for2011/12 is accounted for by two results areas: disparities and teaching and learning. Within the disparities results area, the vast majority of the resources are for needs-based environment and infrastructure development. Teacher education and professional development is prioritised and accounts for more than 90% of the allocation in the learning and teaching results area.

* + - * 1. PEDP3 component estimated costs and revised budget 2011/12 in Lac Taka

|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| PEDP3 results area | | Estimated cost:5 years | Share (%) |  | Estim-ated cost  2011–12 | Share (%) |  | Revised budget 2011-12 | Share (%) |
| 1 | Learning and teaching | 303576 | 14 |  | 24293 | 14 |  | 6740 | 30 |
| 2. | Participation | 301123 | 14 |  | 26272 | 15 |  | 1745 | 8 |
| 2. | Disparities | 1278854 | 58 |  | 76215 | 44 |  | 11302 | 50 |
| 3. | Decentralisation | 199581 | 9 |  | 33863 | 19 |  | 784 | 4 |
| 3. | Effectiveness | 36215 | 2 |  | 1495 | 1 |  | 58 | 0 |
| 4 | Planning and management | 57825 | 3 |  | 10536 | 6 |  | 1752 | 8 |
|  | *Contingency/CDVAT* | *42491* | 2 |  | 1546 | 1 |  | 0 | 0 |
| **Total** | | **2,219,665** | **100** |  | **174219** | **100** |  | **22381** | **100** |
| *Memo item* | |  |  |  |  |  |  |  |  |
|  | *Civil works* | *613556* | *28* |  | *61448* | *35* |  | *11221* | *50* |

Sources: PEDP3 programme documents; Revised AOP PEDP3 (revised budget 2011/12).

# Summary

In the current year, the allocation for the development budget dropped significantly between the original and revised stages. The main source of the fall is the block allocation for unapproved projects, but five discrete projects suffered large cuts too.

Between 2010/11 and 2011/12 there was little change in the level of revised budget allocation for primary education – in fact, it fell in real terms. The overall composition of the revised budget shifted slightly towards the non-development allocation over the two years. There was a marked change in the composition of the revised development budget: the allocation for discrete projects grew substantially while the allocation for PEDP3 did not come close to replacing that for PEDP II.

The rate of budget execution was good last year, but has been poor so far this year for the development budget. PEDP3 has performed particularly below expectations in this respect.

The overall primary education budget is reasonably balanced across the main economic categories. Remuneration and civil works dominate spending, but there is a sizable share for stipends and for other non-salary items. In the current year, the allocation for textbooks grew notably but this had little effect on the overall input mix because this item accounts for a fairly small share of the total budget.

The planned total costs of the five-year PEDP3 component programme are large and it is expected to dominate the development budget in the coming years. At most, spending on PEDP3 components in the current year will account for 1% of the total programme costs. Serious action needs to be taken to put the spending programme back on track. The relatively large spending areas in the current year are needs-based infrastructure and teacher education and professional development.

1. Conclusion

This concluding chapter is split into four parts. The first summarises three main findings from ASPR 2012 and discusses some implications for annual operational planning going forward. The second proposes some follow-up studies to feed into next year’s ASPR, based on key gaps in knowledge identified in ASPR 2012. The third highlights some of the key data issues and proposes follow-up action. The final section contains some concluding remarks on the ASPR process.

# Key findings and implications for annual operational planning

**Participationin primary education:** Some 18.2 million children are enrolled in primary school and the GER is over 100% according to administrative estimates. This indicates that the system has sufficient capacity to accommodate all children of school age. However, internal efficiency is low and almost 30% of children (in GPS and RNGPS) drop out before completing Grade 5. The latest information from the BBS Population Census 2011 estimates that 23% of children aged 6–10 are not participating in school (or pre-school), which means that the primary NAR is, at most, 77%. Looking across the seven divisions, the proportion of out-of-school children varies from 19.7% in Khulna to 26.6% in Sylhet. The disparity at lower geographical units is even more marked. Participation rates in primary school also vary by poverty status. Household survey data from 2010 reveal that the gap between the NAR ofthe poorest and richest households is 11 percentage points. This gap in NAR for the poorest and richest households is much larger for boys (15 percentage points) than for girls (5 percentage points), suggesting that economic barriers to schooling may be more of a constraint for boys than girls. Overall, a lower proportion of boys than girls attend primary school. The lowest proportions of male students overall are in the east of the country along a belt that begins in Chittagong and continues through Comilla to Sylhet and also Dhaka and the surrounding districts.

PEDP3 has identified specific demand- and supply-side strategies for improving participation, and reducing disparities (Component 2). It is important that these interventions are targeted at the children who are most likely to be out of school based on the evidence presented here in this report, as well as on other studies. For example, specific strategies may be needed to target the participation of two different groups of out-of-school boys, both those who live in poorer households and those who live in particular *Upazilas* in the eastern belt. Bangladesh participated in the UNICEF/UIS global Out-of-School Children Initiative. The resulting report (Antoninis and Ahmadullah, 2012), which was finalised recently, used household survey data to create profiles of out-of-school children. This is a good additional source of information to assist in targeting the most vulnerable and excluded children.

Learning achievement in Bangla and mathematics: The results of the NSA show strong growth in Bangla skills and understanding between grades 3 and 5. However, the majority of Grade 5 students are not working at their expected grade level. There has also been strong growth in mathematics learning from Grade 3 to Grade 5, but about two-thirds of Grade 5 students and about half of Grade 3 pupils are working below their expected grade level. Some 17.9% of Grade 3 children are working well below their expected grade in mathematics. Therefore, while the report identifies significant gains in skills and understanding, there is still much room for improvement. It is clearly important to identify which groups of children are struggling most. There is no clear gender gap in Bangla and mathematics scores, but there is a significant difference in performance between GPS and RNGPS, with GPS students scoring higher in each at both levels.

PEDP3 Component 1 covers multiple interventions designed to strengthen teaching and learning, including school- and classroom-based assessment. The design and roll-out of these interventions needs to take account of the substantial proportion of children who have already fallen behind their grade level in Bangla and mathematics. Children in RNGPS are more likely to have fallen behind than their peers in GPS. Providing a clear programme of support to this group of children to enable them to ‘catch up’ should be a high priority.

Schools which meet minimum input standards: Over the PEDPII period there was substantial progress in the provision of basic school infrastructure and additional teachers: over 40,000 classrooms were constructed and over 40,000 additional teachers were recruited. Nonetheless, in 2011 just less than one-quarter of schools (GPS and RNGPS) meet three out of four key PSQL indicators. This demonstrates the huge need for investment in basic infrastructure and teachers in order to meet minimum standards related to the SCR, STR, availability of safe water, and separate toilets for girls. Moreover, it is the SCR and STR where most progress needs to be made, yet these are the most expensive of the four PSQL standards to meet. This underscores the need to target investment. There are wide geographical disparities in the extent to which there is adequate provision of these basic inputs. Annex B contains a list of 20% of the lowest performing *Upazilas* based on the average proportion of schools per *Upazila* which meet the composite PSQL indicator (KPI 15b).

PEDP3 Sub-component 2.2.4 covers infrastructure development. The intention is to use a transparent needs-based approach to planning new infrastructure and rehabilitation. Given the huge need and limited resources, it is essential that this prioritisation process takes place using the available data. Similarly, under PEDP3 Sub-component 3.2.2 there is to be a shift towards needs-based recruitment and deployment of teachers, which should reduce the wide geographical disparities in STRs over time.

# Suggested areas for further research

A number of findings from this ASPR 2012 merit further research, to provide evidence which may mean that adjustments to existing interventions, or new interventions, are needed to ensure that PEDP3 reaches its goals. These include the following:

1. The lower school participation of males compared to females in the economically prosperous belt of Bangladesh suggests that there may be demand-side issues (e.g. greater industrial demand for child workers) that are holding boys behind relative to girls. Some evidence of this was marshalled in the recent Out-of-School Children Initiative report, but more detailed follow-up work is needed.
2. The increase in survival rate to Grade 5 and completion rates are important as they signal a considerable increase in commitment to keeping children in school right up to Grade 5. It needs to be established if this apparent increase in rates is an accurate reflection of the situation, and, if so, what the main factors driving this change are (including the beneficial effects of the new terminal examination).
3. What explains the difference in Bangla and mathematics test scores between GPS and RNGPS students? What are the characteristics of those students, and the schools they attend, who are performing below grade level? Further work could be done, with existing data, on the determinants of learning achievement.
4. What are the reasons for the far lower participation rate in the Grade 5 terminal examination for students of madrasahs, at 85% compared to 94% in all other schools?
5. While formal and non-formal schools have an overall pass rate in the terminal examination of over 90%, in *Ananda* schools only 63% of eligible students entered and of these only 73% passed. Non-school factors are probably important, but teaching and learning practices need to be investigated and improved as required.
6. In the context of very high pass rates in the Grade 5 terminal examination, the link between terminal examination participation and basic competence achievement needs to be documented.
7. With regard to the teaching workforce, there appears to be a long-term trend in the smaller percentages of females receiving various types of training compared to males. Further study and analysis is necessary to discover the causes of the disparities in order that they can be addressed.

# Data issues and suggested action

A number of issues related to the underlying data sources were identified. Some imply a continuation of existing strategies, while others imply further work is needed in order to understand them more fully and assist in determining necessary actions. These include the following:

1. The improvement in the institutional coverage of the ASC 2011 is a major achievement and needs to continue (there were about 10% more institutions recorded in the Grade 5 terminal examination data than in the ASC 2011). The present ASC data are only complete enough to enable the calculation of internal efficiency statistics for GPS and RNGPS. As coverage of schools and madrasahs in the ASC improves, these statistics should be computed and reported for all school types.
2. An integrated ASC data validation exercise would considerably improve the capacity of the data-generation process at DPE. This exercise would test the current practice of gathering and cross-validating data on key variables in ASC. This way, future rounds of ASC can be suitably revised to improve the quality of the data collected.
3. The terminal examination data are an extremely useful administrative source to complement the ASC. At present, however, the coding and classification of school types is not identical in the two sources, which creates analytical difficulties. More cooperation between the ASC and terminal examination data-collection systems is needed to create a common classification system.
4. The fragmentation of the data-collection system for school education is problematic. The strategy of targeting complete institutional coverage of the ASC mitigates this to a large extent, but other institutions still collect vital data. For example, BANBEIS was unable to provide information on new entrants to secondary schools in 2011 and so it was not possible to report transition rates between primary and secondary education in this year’s ASPR. This needs to be followed up.
5. The large differences in the estimates of key indicators derived from ASC and household survey sources needs to be understood better. Both measures of coverage (for example, NER vs. NAR) and internal efficiency (repetition, dropout survival rates, etc.) differ considerably between the two types of source. A systematic review of existing evidence and targeted follow-up work should be considered a priority.
6. The recent publication of the 2011 population census provides data on the primary school-age population (aged 6–10) for 2011, which is needed to calculate the GER and NER. It was noted that the projections of the school-age population based on the previous census in 2001 had become very inaccurate, such that it is difficult to be confident about the accuracy of recent GER and NER statistics. Going forward, a standard method for projecting the school-age population should be applied and documented in the ASC (and ASPR).
7. There is little or no recent evidence on the number of days on which schools are open (this report draws on information from 2006) and the number of hours of instruction different classes receive each day. Credible information is also absent relating to student and teacher absenteeism. A new study which provides information on school opening, actual timetabling practices in double-shift and single-shift schools, and student and teacher absenteeism is needed.

# Concluding remarks on the ASPR process

Since 2008, the DPE has, with the help of an RBM Team funded by Sida, produced the ASPR. Throughout this period there have been challenges both in collecting the necessary data with which to conduct the analysis on which the reports are based and in reconciling the sometimes serious conflicts in data made available from the various sources. There has also been ongoing difficulty in acquiring the relevant data early enough to enable the DPE to produce the ASPR in time for the annual Joint Review Mission.

In order to improve this situation, the DPE will work with its partner agencies to accelerate the process of producing and cleaning the data and making this available to the team which undertakes the analysis on which the ASPR is founded. Also, the DPE is aware that there is still a considerable way to go to bridge the capacity gap within the system, which currently makes it very difficult to produce the ASPR. The DPE will take steps to ensure that officers develop the skills and knowledge necessary to carry out the relevant cleaning and analysis. Capacity-building measures will be taken within the PEDP3 scheme for the provision of technical assistance.

It is recognised that cooperation between government agencies is not yet sufficiently developed to enable the smooth transfer of data and statistical material necessary to produce the annual report. More progress is needed to ensure that each agency understands its role in facilitating the transparent and timely supply and transmission of the necessary data. Key collaborations between the DPE and BBS and between the DPE and BANBEIS are needed in particular. Given the necessary authority to achieve this lies at a senior level within the government system, relevant senior officials in MoPME will play a key role in achieving this objective.

The DPE is committed to fulfilling its role in this process and will support MoPME in achieving improved performance in these dimensions of data gathering, cleaning, sharing and analysis.

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1. PEDP3 M&E matrix

|  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **SL** | **Sub-components  and results areas** |  | **Indicator** | **Source** | **Baseline**  **(2011)** | **Target (2016)** | **2011** | **2012** | **2013** | **2014** | **2015** | **Remarks** |
| **A** | **IMPACT** |  | **Quality education for all our children** |  |  |  |  |  |  |  |  |  |
| **B** | **OUTCOME** |  | **An efficient, inclusive and equitable primary education systemdeliveringeffective andrelevant child-friendly learning to allBangladesh’s children frompre-primary through to Grade 5primary** | | | |  |  |  |  |  |  |
| B1 | Learning outcomes: All  children acquire grade-  wise and subject-wise expected learning outcomes or competencies, in the  classroom | 1 KPI | 1. Level of achievement in Grade 3: mean score (boys and girls)  Bangla  Mathematics | NSA report | 67  59 | Target to be based on 2011 NSA | X |  | X |  | X | Baseline available in 2011. Target will be set after baseline is available) |
| 2. KPI | 2. Level of achievement in Grade 5: mean score (boys and girls)  a. Bangla  b. Mathematics | NSA report | 69  63 | Target to be based on 2011 NSA | X |  | X |  | X | (Baseline available in 2011. Target will be set after baseline is available) |
| 3 KPI | Grade 5terminal examination pass rate as percentage of present students(boys and girls) | Terminal exam report | 91.2% (2010 exam) 92.8% (boys)92.0% (girls) |  |  |  |  |  |  | (when exam is fully competency based,  a target will be set, until then not a  KPI and will be a monitoring indicator) |
| 4 | Grade5terminal examination participation rate | Terminal exam report | 87.7% (2010 exam) |  | X | X | X | X | X | Non-KPI Monitoring Indicator. Can be used to enrich the analysis of B1.3. |
| B2 | Participation of all children in pre-and primary schools (formal, non- formal, Madrasah)  Education in all types | 1 KPI | Number of children out of school (boys and girls) | HIES/EHS 2010 | HIES/EHS 2010 | Target to be |  |  | X |  | X | Can be used to calculate the primary |
|  | 6–10 years old |  |  | based on |  |  |  |  |  | school completion rate (net and gross) |
|  |  | 11–14 years old |  |  | 2011 HIES |  |  |  |  |  |  |
|  | 2KPI | GER (boys and girls) | ASC | 111% | 105% | X | X | X | X | X | (Indicative target, the main enrolment |
|  |  |  |  |  | 104.4% (B - 2010) | 100% (B) |  |  |  |  |  | target is NER). |
|  |  |  |  |  | 111.6% (G – 2010) | 110% (G) |  |  |  |  |  | MICS and HIES/EHS will cover all schools) |
|  |  | 5 KPI | NER (boys and girls) | ASC | 95.6% (2010) | 98% | X | X | X | X | X | used to triangulate with ASC data in |
|  |  |  |  |  | 92% (B – 2010) | 96% (B) |  |  |  |  |  |  |
|  |  |  |  |  | 99. % (G – 2010) | 99% (G) |  |  |  |  |  |  |
|  |  | 6 | Repetition rate by grade | ASC | I:11.4% (2010) |  | X | X | X | X | X | Non-KPI Monitoring Indicator. Can be |
|  |  |  |  |  | II: 12.1% (2010) |  |  |  |  |  |  | used to enrich the analysis of B2.2 |
|  |  |  |  |  | III:14.1% (2010) |  |  |  |  |  |  |  |
|  |  |  |  |  | IV: 16.5% (2010) |  |  |  |  |  |  |  |
|  |  |  |  |  | V:7.1% (2010) |  |  |  |  |  |  |  |
|  |  | 7 | Percentage of Grade1 new intakes who completed PPE(boys and girls) | ASC | 48.0% (2010) |  | X | X | X | X | X | Non-KPI Monitoring Indicator. Can be used to enrich the analysis of B2.5. |
|  |  | 8 | Number of children from NFE institutions taking Grade 5examination | Terminal exam report | 209,929 (2010) |  | X | X | X | X | X | Non-KPI Monitoring Indicator. Can be used to enrich the analysis of B1.4 |
|  |  | 9 | Student attendance rate (boys and girls) | ASC | 83.4% (2010) |  | X | X | X | X | X | Non-KPI Monitoring Indicator. Can be used to enrich the analysis of B2.6 |
| B3 | Regional and other disparities in participation, completion and learning outcomes | 1 KPI | [*Participation*] Gender parity index of GER | ASC | 1.09 (2010) | 1.03 | X | X | X | X | X | Enrolment of boys is much lower than girls, which is expected to improve |
|  |  | 2 KPI | [*Participation*] NER: Range between | HIES/EHS | Bottom 20: 58% | *70%* | X |  | X |  | X | Indicative target adjusted after HIES |
|  |  |  | top 20% and bottom 20% of households by consumption quintile |  | Top 20: 80% | *90%* |  |  |  |  |  |  |
|  |  | 3 KPI | *Upazila* level composite performance indicator | ASC |  |  | X | X | X | X | X | Indicators, baseline and target available in |
|  |  | a. Annual improvement of 20% lowest performing  *Upazila*’s |  | 1.33 (2009) | 1.56% |  |  |  |  |  | July 2012 |
|  |  |  | Range between top 10% and bottom 10% of *Upazilas* |  | 0.99 (2009) | 0.55 |  |  |  |  |  |  |
|  |  | 4 | [*Completion*] Completion rate | ASC | Bottom 10: 46% |  | X | X | X | X | X | Non-KPI Monitoring Indicator. Definition |
|  |  |  | * Range between top 10% and bottom 10% of *Upazilas*. |  | Top 10: 75% |  |  |  |  |  |  | is same as UNESCO definition of survival |

|  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  |  | 5 | [*Learning outcomes*] Grade5 terminal examination participation rate | ASC | Bottom 10: 84.2% |  | X | X | X | X | X | Non-KPI Monitoring Indicator. |
|  |  |  | – Range between top 10% and bottom 10% of *Upazilas* |  | Top 10: 96.2% |  |  |  |  |  |  |  |
| B4 | *Upazila-*and school-level  management  decentralised | 1 KPI | Number and types of functions delegated to | Administration and | District: | *Significant* | X | X | X | X | X | Indicator maybe re-phrased to |
|  |  | districts, *Upazilas* and schools | P&O Divisions | *Upazilaaaa*: | *increase* |  |  |  |  |  | clarify typology of functional |
|  |  |  |  | School: | *expected* |  |  |  |  |  | decentralisation) |
|  | 2 KPI | Expenditure of block grants (conditional and unconditional) for *Upazilas* and schools | DPE | *Upazila*: 0, School: BDT 20,000 per school | *Significant increase expected* | X | X | X | X | X |  |
| B5 | Increased effectiveness | 1 KPI | Completion rate, primary education (boys and girls) | ASC | 60.2% (2010) | 75% | X | X | X | X | X | Data from MICS and HIES/EHS will be triangulated with ASC data in order to improve quality of reporting |
|  | of budget allocation |  | Boy |  |  |  |  |  |  |  |  |
|  |  |  | Girl |  |  |  |  |  |  |  |  |
|  |  | 2 KPI | Dropout rate by grade | ASC | 1. 8.5% (2010) 2. 3.0% (2010) 3. 7.7% (2010) 4. 12.2% (2010) 5. 9.5% (2010) | 5.5%  4%  5.5%  6%  2% | X | X | X | X | X |  |
|  |  | 3 KPI | Number of input years per graduate | ASC | 8.0 (2010) | 7 | X | X | X | X | X |  |
|  |  | 4 KPI | Percentage of schools that meet composite school-level quality indicators | ASC | 17% (2010) | 70% | X | X | X | X | X | Define as meeting three of four PSQL Indicators of the composite index |
|  |  | 5 | Transition rate from Grade 5 to Grade 6 | ASC and BANBEIS | 97.5% (2008) |  | X | X | X | X | X | Non- KPI Monitoring Indicator. Data provided by BANBEIS as available. |
|  |  | 5 | Public education expenditure as percentage of GDP | DPE | 28.0% (2010) |  |  | X | X | X | X | Non-KPI Monitoring Indicator. Can be used to support the analysis of sector  finance DLI. |
|  |  | 7 | Public expenditure on primary education as % of total public expenditure on education | DPE | 45% (2010) |  |  | X | X | X | X | Non-KPI Monitoring Indicator. Can be used to enrich the analysis of KPI 14. |
|  | ***C. Component Level*** | | **Component: 1** |  |  |  |  |  |  |  |  |  |
|  | * **RESULTS AREA 1.1 LEARNING OUTCOMES** |  | **All children acquire grade-wise and subject-wise expected learning outcomes or competencies** |  |  |  |  |  |  |  |  |  |
| 1.1 | **Shikhbe Protiti Shishu [Each Child Learns]**   * Teachers held accountable for each child’s learning * Effective classroom learning practices identified   All children in grades 1 to 3 in participating schools | 1 | Number of clusters/*Upazilas* which participate in SPS intervention | Programme Division | 0 | ... | X | X | X | X | X |  |
|  | 2 | Percentage of schools participating in SPS intervention where specific effective classroom learning practices are observed | Special survey  (Learning in SPS schools) | ... | ... |  |  |  |  |  | To be refined |
|  | 3 | Percentage of students from SPS participating schools who achieve **mastery of learning outcomes**:   1. Bangla, Grade3, and 2. Mathematics, Grade 3   a. Bangla, Grade III, and | Special survey  (Learning in SPS schools) | ... | ... | X |  | X |  | X |  |
|  | 4 | Percentage of students from SPS participating schools who achieve **mastery of subject outcomes**:   1. Bangla, Grade 3 2. Mathematics, Grade 3 | NSA report | ... | ... | X |  | X |  | X |  |
|  | 5 | Percentage of students who achieve **mastery of learning outcomes**:   1. Bangla, Grade 3 2. Mathematics, Grade 3 | NSA report | ... | ... | X |  | X |  | X |  |
|  | 6 | Percentage of students who achieve **mastery of subject**:   1. Bangla, Grade 3 2. Mathematics, Grade 3 | NSA report | ... | ... | X |  | X |  | X |  |
| 1.2 | **School and classroom- based assessment**   * Modified tools | 1 | Number of teachers whose head teachers who received school-based assessment training | Training Division | 0 | ... | X | X | X | X | X |  |
| 1.3 | **Curriculum and textbooks strengthened**  Curriculum and teaching and learning materials (TLM)are competency based and supportive of each child’s learning in the classroom | 1 | Number of grades where curriculum revision has been approved | NCTB | 0 | 5 | X | X | X | X | X |  |
|  | 2 | Number of grades where new textbooks have been developed based on revised curriculum | NCTB | 0 | 5 | X | X | X | X | X |  |
|  | 3 | Number of grades where new teacher guides have been introduced based on revised curriculum | NCTB | 0 | 5 | X | X | X | X | X |  |
|  |  | 4 | Quality of curriculum in terms of identified principles (coherence, relevance, breadth, gender sensitivity, etc.) | Expert report (Curriculum quality) | ... | ... |  | X |  |  | X | International institution |
| 1.4 | **Production and distribution of textbooks and TLM** Timely production and distribution of appropriate textbooks | 1 | Textbooks for each subject produced and distributed to all eligible schools within a month of opening day | DPE’s monitoring records and third party validation reports | 33% (2010) | **...** |  | X | X | X | X | DLI |
|  |  | Percentage of schools which received full set of (revised) teacher guides for all teachers | ASC | 100% | 100% | X | X | X | X | X |  |
| 1.5 | **ICT in education**   * Using electronic and new media as supplementary teaching materials | 1 | Number of model GPS where a multimedia classroom has been set up | Administration Division | 0 | 100% | X | X | X | X | X | Add to ASC |
|  | 2 | Number of GPS which have received laptops | ASC | 0 | ... | X | X | X | X | X | Add to ASC |
|  | 3 | Number of GPS with a least one functional computer | ASC | ... | 100% | X | X | X | X | X | Add to ASC |
| **1.6  DLI** | Teacher education and professional  development   * PTI strengthened * Teacher and head teacher competencies * Dip-in-Ed provided | 1 | Number of new teachers each year receiving dip-in-ed. | Training Division | 0 | 11,000 | X | X | X | X | X | DLI |
|  | 2 | Percentage of (assistant and head) teachers with professional qualification (C-in-Ed/Dip-in-Ed, B.Ed., M.Ed.) | ASC | 83% (2010) | ... | X | X | X | X | X | PSQL - 2 |
|  | 3 | Percentage of (assistant and head) teachers who receive continuous professional development training: | ASC | 85% (Subject Training&88% (Sub-cluster Training ) | ... | X | X | X | X | X | PSQL - 3 |
|  | 4 | PTI Strengthened in terms of staffing | Admin Division |  |  |  |  |  |  |  | DLI |
|  |  | 5 | Teacher and head teacher competencies defined | Training Division |  |  |  |  |  |  |  | DLI |
|  | **COMPONENT 2** |  | **PARTICIPATION AND DISPARITIES** |  |  |  |  |  |  |  |  |  |
|  | **RESULTS AREA 2.1 PARTICIPATION** |  | **All children participate in pre- and primary education in all types of schools (formal, non-formal and Madrasah)** |  |  |  |  |  |  |  |  |  |
| 2.1.1 | **Second chance and alternative education**   * NFE services aligned with formal schools | 1 | Number of children ages 6–14 enrolled in NFE learning centres | BNFE survey | 3.2 million | ... | X | X | X | X | X | No target proposed as purpose is equivalence with formal education rather than increased enrolment in NFE |
|  | 2 | Pass rate from NFE schools in Grade 5 terminal exam | Terminal exam report | BRAC: 99.2%, *Shishu Kallyan*: 76.7%, *Ananda*: 48.7% | ... | X | X | X | X | X | NFE quality indicator |
| 2.1.2 | PPE | 1 | Number of children enrolled in Formal PPE schools | ASC | 1,730,169 (2010 GPS/RNGPS) |  | X | X | X | X | X |  |
| DLI |  | 2 | Number of children enrolled in non-formal PPE schools | BNFE survey | 2.2 million in ECCD programme |  |  |  |  |  |  |  |
|  |  | 3 | GER, PPE | MICS | 22.9% (2009) |  |  | X |  |  | X |  |
|  |  | 4 | Number of PPE teachers recruited | Policy and Op Division | ... |  | X | X | X | X | X |  |
|  |  | 5 | Number of PPE teachers trained in new curriculum | Training Division | ... |  | X | X | X | X | X |  |
|  |  | 6 | Number of GPS with pre-primary classes |  | 43% (2010) |  |  |  |  |  |  | PSQL 17 |
|  |  | 7 | Number of children enrolled in formal GPS PPE programmes |  | 1,226,104 |  |  |  |  |  |  | DLI |
|  |  | 8 | Percentage of children entering Grade1 with GPS PPE (Grade 1 new entrants) |  | 48.0% |  |  |  |  |  |  | DLI |
| 2.1.3 | **Mainstreaming inclusive education**  • All children participate in school equally | 1 | Number of disadvantaged children enrolled | ASC | 83,046  (2010) |  | X | X | X | X | X |  |
|  | 2 | Number of enrolled children with disabilities | ASC | 85,026 (2010)  (36,877 girls) | ... | X | X | X | X | X | PSQL 4 |
|  | 3 | Number of assistance teachers trained in inclusive education | Policy Division | 0 | ... | X | X | X | X | X | 3 |
|  | 4 | Number of schools receive gender tool kit and training | Policy Division | 0 | ... | X | X | X | X | X | 4 |
|  |  | 5 | Number of disabled children receive assistive device | Policy Division | 0 | ... | X | X | X | X | X | 5 |
| 2.1,4 | **Education in  emergencies:**  Schooling continued after disasters | 1 | Number of schools from flood / cyclone prone areas whose stakeholders received training on education in emergencies | Planning Division | ~ | ~ |  |  |  |  |  |  |
|  | 2 | Number of schools closed due to an emergency that have been accommodated in temporary schools | Planning Division | ... | ... |  |  |  |  |  | Only applies in emergency |
| 2.1.5 | **Communications and social mobilisation** | 1 | Coverage of education events by media type | Communication Cell | ... | ... | X | X | X | X | X | 2.1.5 |
|  | **RESULTS AREA 2.2** |  | **Regional and other disparities in facilities, participation, completion and learning outcomes** |  |  |  |  |  |  |  |  |  |
| 2.2.1 | **Targeted stipend:** Children of marginalised families receive stipends and remain in school | 1 | Number of children benefitting from targeted stipend each quarter | Stipend project report | 46% (2010 all  school types) | ... | X | X | X | X | X |  |
|  | 2 | Percentage of children who receive targeted stipend by consumption quintile | HIES | ... | ... | X |  |  |  | X |  |
| 2.2.2 | **School health and school feeding**  **-** School feeding  **-** First aid kits  **-** Health check-ups | 1 | Percentage of schools which provide school feeding | ASC and Planning Division | 14% (2010 all  school types) | ... | X | X | X | X | X | Added to ASC |
|  | 2 | Percentage of children who receive school feeding | ASC and Planning Division | 16% (2010 all  school types) | ... | X | X | X | X | X | Added to ASC |
|  | 3 | Percentage of schools with first aid kits | ASC | 8% (2010 all  school types) | ... | X | X | X | X | X | Added to ASC |
|  | 4 | Student attendance rate | ASC | 83% | ... | X | X | X | X | X |  |
| 2.2.3 | **Needs-based school environment:**   * Sufficient toilets for girls, clean water   supply, age-appropriate furniture, etc. | 1 | Percentage of schools with separate functioning toilets for girls | ASC | 31% (2010  GPS/RNGPS ) | 95% | X | X | X | X | X | PSQL 5 |
|  | 2 | Percentage of schools with at least one functioning toilet | ASC | 96% (2010  GPS/RNGPS ) | 00% | X | X | X | X | X | PSQL 5 |
|  | 3 | Percentage of schools with potable water | ASC | 71% (2010  GPS/RNGPS ) |  | X | X | X | X | X | PSQL 7 |
|  |  | 4 | Percentage of schools which depend on water points for water where the water point is in working condition | ASC | 86% (2010  GPS/RNGPS ) | 100% | X | X | X | X | X | PSQL 8 |
|  |  | 5 | Percentage of schools which have a functioning water point with arsenic-free water | ASC | 59% (2010  GPS/RNGPS ) | 90% | X | X | X | X | X | PSQL 9 |
| 2.2.4 | **Needs-based infrastructure development** | 1 | Percentage of classrooms reconstructed or constructed according to criteria and standards of PEDP3 | Planning Division | 0 |  | X | X | X | X | X |  |
|  | **SCR** | 2 | Number of new classrooms constructed | Planning Division | 0 | 34,070 | X | X | X | X | X | PEDP 2: 41,000 classrooms in 20,500 GPS |
|  |  | 3 | Number of schools repaired (needs based) | Planning Division | 0 | ... | X | X | X | X | X | (PEDP 2: 6,929 GPS) |
|  |  | 4 | Percentage of classrooms that are in good condition |  | 71% (2010  GPS/RNGPS ) |  |  |  |  |  |  | PSQL 10 |
|  |  | 5 | SCR | ASC | 62.4 (2010 GPS and RNGPS) | ... | X | X | X | X | X | PSQL 11 |
|  |  | 6 | Percentage of schools where SCR s above the target | ASC | 21% (2010  GPS/RNGPS) | ... | X | X | X | X | X | PSQL |
|  |  | 7 | Percentage of standard-size classrooms (26’x19’6”) and larger | ASC | 10% (2010  GPS/RNGPS) | ... | X | X | X | X | X | PSQL 12 |
|  |  | 8 | Percentage of classrooms which are *pacca* | ASC | 74% (2010  GPS/RNGPS) | ... | X | X | X | X | X | PSQL 13 |
|  | **COMPONENT 3**  **RESULTS AREA 3.1**  **PARTICIPATION** |  | **DECENTRALISATION AND EFFECTIVENESS:**  ***Upazila* and school-level planning functions decentralised** |  |  |  |  |  |  |  |  |  |
| 3.1.1 | **Field-level offices strengthened**   * vacancies filled | 1 | Number of District Primary Education Officer and UEO professional staff recruited | Administration Division |  |  | X | X | X | X | X |  |
|  | 2 | Number of District Primary Education Officer and UEO support staff recruited | **‘’** |  |  | X | X | X | X | X |  |
|  | 3 | Number of PTI and URC professional staff recruited | **‘’** |  |  | X | X | X | X | X |  |
|  |  | 4 | Number of PEI and URC support staff recruited | **‘’** |  |  | X | X | X | X | X |  |
| **3.1.2** | **Decentralised school management and governance:**  schools, *Upazilas* and districts managing SLIPs, UPEPs, and DPEPs | 1 | Percentage of schools which have prepared SLIP | SLIP cell | 64% (2010  GPS/RNGPS ) | ... | X | X | X | X | X |  |
| **DLI** | 2 | Percentage of schools having received SLIPgrants | special survey (expenditure tracking) | 0% | 100% | X | X | X | X | X | PSQL - 18 |
|  | 3 | Percentage of *Upazilas* which have prepared UPEP | SLIP cell |  |  | X | X | X | X | X |  |
|  | 4 | Percentage of *Upazilas* having received UPEP funds validated by expenditure-tracking surveys | special survey (expenditure tracking) | 0% | 50% |  |  |  |  |  |  |
|  |  | 5 | Percentage of districts which have prepared DPEP | SLIP cell | ... | ... |  |  |  |  |  |  |
| 3.1.3 | **School-level leadership development** | 1 | Percentage of head teachers who received training on school management and leadership | ASC and Training Division | 84% (2010  GPS/RNGPS) | ... | X | X | X | X | X | PSQL 14 |
|  | 2 | Proportion of SMCs whose members were trained (at least three members) | ASC and Training Division | 27% (2010  GPS/RNGPS) | ... | X | X | X | X | X | PSQL 15 |
| 3.2.1 DLI | **Grade 5terminal exam** | 1 | Percentage of mathematics test items competency based | NAPE | 0% | ... |  |  | X | X | X | **Grade 5terminal exam** |
|  | **National Student Assessment (NSA)** | 1 | Development of NAC into a semi-autonomous assessment centre | DPE | not yet  commence | ~ |  |  |  |  |  |  |
|  | 2 | Number of NAC core staff with professional competencies in assessment | Expert report | ... | ... |  |  |  |  |  | International institution |
|  |  | 3 | NSA conducted every two years | DPE | ... | ... | X |  | X |  | X |  |
|  | **COMPONENT 4**  **RESULTS AREA 4.1** |  | **PLANNING AND MANAGEMENT**  **Effective programme planning and management** |  |  |  |  |  |  |  |  |  |
| 4.1 | **PEDP3 management and governance** | 1 | Percentage of AOP implemented | ASPR | ... | ... | X | X | X | X | X |  |
|  | 2 | Percentage of funds linked to DLI disbursed | ASPR | ... | ... | X | X | X | X | X |  |
| 4.2 | **PEDP3 financial management** | 1 | Number of irregularities reported in the annual audit | Finance Division | ... | ... | X | X | X | X | X |  |
|  | 2 | Percentage of irregularities in the annual audit resolved | Finance Division | ... | ... | X | X | X | X | X |  |
| 4.3 | **Sector finance** | 1 | Public expenditure on education as percentage of GDP | Ministry of Finance | 2.3% | ... | X | X | X | X | X |  |
| DLI |  | 2 | Primary education expenditure on as percentage of total public expenditure on education | Ministry of Finance | 45.4% | ... | X | X | X | X | X |  |
| 4.4 | **Strengthen monitoring functions** | 1 | Percentage of approved positions at appropriate levels filled | Administration Division | ... | ... | X | X | X | X | X |  |
|  | **function** | 2 | Number of staff at central and field level trained according to appropriate plans in analysis, reporting and planning following RBM approach | M&E and Training Division | ... | ... |  | X | X | X | X |  |
|  |  | 3 | Annual consolidated report on findings from school inspection linking findings to other monitoring functions | M&E Division | ... | ... |  | X | X | X | X |  |
| 4.5 | **Human resource development** | 1 | Number of annual requests for training by line divisions | Training Division | ... | ... | X | X | X | X | X |  |
|  |  | 2 | Quality of training programmes | Expert report (Training) | ... | ... |  |  |  |  | X |  |

1. *Upazila* performance on selected PSQL indicators in 2011
   * + - 1. List of 20% of the lowest performing *Upazilas* based on average percentage of schools meeting 3 out of 4 PSQL indicators, 20111

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **District** | **Upazila** | **District** | **Upazila** | **District** | **Upazila** |
| Bagerhat | Mongla | Dhaka | Cantonment | Narayanganj | Araihazar |
| Barisal | Hizla | Demra | Bandar |
| Bhola | Bhola Sadar | Dohar | Narayanganj Sadar |
| Char Fasson | Mirpur | Rupganj |
| Lalmohan | Faridpur | Bhanga | Narsingdi | Narsingdi Sadar |
| Brahmonbaria | Bancharampur | Boalmari | Raypura |
| Brahmonbaria Sadar | Nagarkanda | Netrokona | Atpara |
| Kasba | Habiganj | Lakhai | Barhatta |
| Nabinagar | Jamalpur | Bakshiganj | Durgapur |
| Nasirnagar | Dewanganj | Kalmakanda |
| Sarial | Kishoreganj | Astagram | Kandua |
| Chandpur | Faridganj | Bhairab | Khaliajhuri |
| Matlab Daxin | Hossainpur | Madan |
| Chittagong | Bandar | Itna | Mohangonj |
| Banshkhali | Karimganj | Purbadhala |
| Chandgaon | Katiadi | Noakhali | Noakhali Sadar |
| Double Mooring | Kishoreganj Sadar | Rajbari | Goalanda |
| Pahartali | Kuliarchar | Sherpur | Nalitabari |
| Panchlaish | Mithamoin | Sherpur Sadar |
| Satkania | Tarail | Sirajganj | Chowhali |
| Comilla | Chandina | Kurigram | Kurigram Sadar | Sunamganj | Chhatak |
| Comilla Sadar Daxin | Nageswari | Dowarabazar |
| Debidwar | Kushtia | Bheramara | Sylhet | Gowainghat |
| Homna | Laksmipur | Ramgati | Jaintapur |
| Laksham | Mymensingh | Dhubaura | Kanaighat |
| Muradnagar | Fulbaria | Sylhet Sadar |
| Nangalkot | Haluaghat | Zakigang |
| Cox's Bazar | Chakaria | Ishwargonj | Tangail | Tangail Sadar |
| Cox's Bazar Sadar | Muktagacha |  |  |
| Kutubdia | Mymensingh Sadar |  |  |
| Maheshkhali | Nandail |  |  |
| Pekua | Pholpur |  |  |
| Ramu | Trishal |  |  |
| Teknaf |  |  |  |  |
| Ukhia |  |  |  |  |

Note: (1) This composite indicator is KPI 15b. The four PSQL indicators are: (i) Girls’ toilets (PSQL 5); (ii) potable water (PSQL 7); (iii) SCR (PSQL 11); and (iv) STR (PSQL 16).

1. *Upazila* composite performance indicator
   1. Further details on the upazila composite performance indicator
      1. Rationale for selection of component indicators

The following principles were considered in selecting component indicators:

* The data should be available every year and be of reliable quality to reflect true conditions at the Upazila level. It is often the case that some critical pieces of information may not be available on an annual basis or some critical information may not be of good quality.
* There should be at least one component indicator for each of the three dimensions of disparity: participation, completion and learning outcomes.
* To the extent possible, the indicators should be part of a regular reporting system and avoid imposing additional calculation requirements on the DPE: the first three indicators below are already included in the Upazila education performance profile.

**(i) Participation: Gender disparity in enrolment**

The most appropriate measure of participation would have been the (gross or net) enrolment rate. However, it is currently not possible to calculate enrolment rates because population is not projected at upazila level. The population census that is taking place in 2011 will provide upazila enrolment rates by 2012 or 2013 but again it is not expected that there will be a reliable mechanism of population projections at the upazila level thereafter. It is therefore necessary to develop an alternative indicator that captures a dimension of education participation.

It is proposed that a measure of enrolment inequality between boys and girls is used instead. The obvious indicator should have been the gender parity index but this is not possible either because it is the ratio of female to male enrolment rates. It is proposed instead to consider the following alternative. The ratio of girls in the population of children aged 6-10 is 48.5%. Ideally, the ratio of girls in the total number of children enrolled should therefore also be in the range of 48.5%.

The disadvantage of the indicator is that the ratio of girls in the population may differ across upazilas. However, such differences are expected to be small and not to bias the indicator.

**(ii) Completion: Survival rate to Grade 5**

The most appropriate measure of participation would have been the cohort completion rate or the population-based proxy measure of completion, which is calculated as the number of children who complete the primary education cycle as a proportion of children aged 10 years. Data constraints meant that an alternative proposal is necessary.

It is proposed instead to use the survival rate to Grade 5. The advantage of the survival rate is that it is conceptually very similar to the completion rate and is not dependent on population figures. The survival rate is calculated using the reconstructed cohort model.

**(iii) Learning: Combined participation and pass rate in Grade 5 terminal examination**

It is not easy to obtain measures of learning across the country. However, as of 2009, the Grade 5 terminal examination provides a proxy measure. It is proposed that the following indicator is used: the percentage of children who passed the exam among those that were eligible to sit for the exam. In other words, this combines the participation and the pass rate. This variant is more interesting because (i) it has a wider variation than the simple pass rate and (ii) it takes into account that a considerable number of children do not actually take the exam largely because their learning achievement had not reached the stage that would have allowed them to pass.

* + 1. Calculation of *Upazila* composite performance indicator

To develop the composite indicator, the following steps have been taken, in line with the method used for the calculation of the United Nations Human Development Index.

* Minimum and maximum values were set for each component indicator to transform the indicators into indices between 0 and 1.

­ Maximum values were set at or near the actual observed maximum

­ Minimum values were similarly set at or near the actual observed minimum: progress will therefore be measured against minimum levels at the closing stages of PEDP II

* The formula for the calculation of the contribution of each component indicator to the composite indicator is the following:

Component indicator upazila i = Actual value upazila i – Minimum value

Maximum value – Minimum value

In this way, each component indicator in a particular upazila ranges:

­ from zero if the value of a component indicator is equal to the minimum value

­ to one if the value of a component indicator is equal to the maximum value

* In order to aggregate the component indicators into a single figure, the Human Development Index has recently adopted the geometric mean approach. This was intended to highlight that the components could not be substituted for each other. However, this does not apply in the case of the upazila indicator. Therefore, it is more appropriate to calculate the composite indicator as the sum of the values of the four component indicators:

Composite indicator upazila i=Component 1upazila i+ Component 2upazila i + Component 3upazila i

In this way, the composite indicator in a particular upazila ranges from 0 to 3.

* 1. Lowest performing *Upazilas* based on composite performance indicator 2010
     + - 1. List of 20% of the lowest performing *Upazilas* based on composite performance index 2010

|  |  |  |
| --- | --- | --- |
| Ajmirigang | Itna | Pekua |
| Astagram | Jagannathpur | Pholpur |
| Bahubal | Jamalganj | Porsha |
| Balagang | Kanaighat | Razibpur |
| Baniachong | Kasba | Sadarpur |
| Banshkhali | Khaliajhuri | Sarial |
| Bhanga | Kutubdia | Shajadpur |
| Bishwamvarpur | Lakhai | Shapahar |
| Char Fasson | Maheshkhali | Sulla |
| Chowhali | Monpura | Sutrapur |
| Companiganj | Nabiganj | Tahirpur |
| Derai | Naikhongchhari | Tarail |
| Dharampasha | Nangalkot | Tarash |
| Dhubaura | Narsingdi Sadar | Tazumuddin |
| Gowainghat | Nasirnagar | Teknaf |
| Hizla | Parshuram | Tongi |
|  |  | Trishal |

1. Glossary
2. **Class size:**

**Definition**: The average number of students enrolled per class.

**Purpose**: To measure the average number of children being taught together at one time. The results can be compared with established national norms.

**Calculation method:** Divide the total number of students enrolled by the total number of classes.

1. **Coefficient of efficiency**:

**Definition**: The ideal (optimal) number of pupil years required (i.e. in the absence of repetition and dropout) to produce a number of graduates from a given school cohort for primary education expressed as a percentage of the actual number of pupil years spent to produce the same number of graduates

**Purpose**: This is an indicator of the internal efficiency of an educational system. It summarises the consequences of repetition and dropout on the efficiency of the educational process in producing graduates

**Calculation method:** Divide the ideal number of pupil years required to produce a number of graduates from a given school cohort for the specified level of education by the actual number of pupil years spent to produce the same number of graduates, then multiply the result by 100. The coefficient of efficiency is calculated on the basis of the reconstructed cohort method, which uses data on enrolment and repeaters for two consecutive years.

1. **Cohort completion rate for primary education (CCR):**

**Definition**: Percentage of a cohort of pupils enrolled in the first grade of primary education in a given school year expected to complete primary education. The CCR is the product of the probability of reaching the last grade (survival rate) and the probability of graduating from the last grade.

**Purpose:** To assess the likelihood that pupils of the same cohort, including repeaters, complete primary education.

**Calculation method:** Divide the number of graduates from primary education in a given year by the difference between enrolment in the last grade in the same year and repeaters in the last grade in the following year, then multiply the result by the survival rate to the last grade of primary education in the given year, then multiply by 100.

1. **Dropout rate by grade**:

**Definition**: Proportion of pupils from a cohort enrolled in a given grade in a given school year no longer enrolled in the following school year.

**Purpose**: To measure the phenomenon of pupils from a cohort leaving school without completion and its effect on the internal efficiency of educational systems. In addition, it is one of the key indicators for analysing and projecting pupil flows from grade to grade within the educational cycle.

**Calculation method**: Dropout rate by grade is calculated by subtracting the sum of promotion rate and repetition rate from 100 in the given school year. The **cumulative dropout rate in primary education** is calculated by subtracting the survival rate from 100 at a given grade (see *survival rate*).

1. **Ebtedyee Madrasah:**

**Definition**: The level of Madrasah system offering education equivalent to the primary level of general education. It offers both religious and general education instruction to Muslim students.

1. **Graduate:**

**Definition**: A pupil or student who successfully completes a level of education, such as primary education.

1. **Gross enrolment rate (GER)**:

**Definition**: Total enrolment in a specific level of education, regardless of age, expressed as a percentage of the eligible official school-age population (6–10 years in Bangladesh) corresponding to the same level of education in a given school year.

**Purpose:** To show the general level of participation in a given level of education. It indicates the capacity of the education system to enrol students of a particular age group. It can also be a complementary indicator to NER by indicating the extent of over-aged and under-aged enrolment.

**Calculation method**: Divide the number of pupils (or students) enrolled in a given level of education regardless of age by the population of the age group which officially corresponds to the given level of education, then multiply the result by 100.

In Bangladesh, GER is over 100% due to the inclusion of over-aged and under-aged students because of early or late entrants and grade repetition. In this case, a rigorous interpretation of GER needs additional information to assess the extent of repetition, late entrants, etc.

1. **Net enrolment rate (NER)**:

**Definition**: Enrolment of the official age group for a given level of education (6–10 years in Bangladesh) expressed as a percentage of the corresponding population.

**Purpose:** To show the extent of coverage in a given level of education of children and youths belonging to the official age group corresponding to the given level of education.

**Calculation method**: Divide the number of pupils enrolled who are of the official age group for a given level of education by the population for the same age group and multiply the result by 100.

This indicator is difficult to calculate accurately, partly because data on the exact birth date of students is needed to precisely determine whether they are part of the official age group. Age data are usually reported in whole years and even then are often inaccurate. In Bangladesh, children must be six years old on a specific date in January to be eligible to enrol in Grade 1 of primary school. If data are collected a few months into the school year, say in March, then some Grade 1 children from the eligible entry cohort (i.e. not over-age) will already be seven years old.

Although the NER cannot exceed 100% by definition, in Bangladesh values up to 105% have been obtained for district NERs and in these cases there are inconsistencies in the enrolment and/or population data.

1. **New Entrants:**

**Definition**: Pupils who enter Grade I of primary education for the first time.

1. **Primary education (formal):**

**Definition**: Refers to education, as determined by the government for the children of age group 6+ to 10+ years in grades1 to 5 having a prescribed national curriculum, textbooks, school hours and the school year, which begins in January and ends in December.

1. **Promotion rate by grade**:

**Definition**: Proportion of pupils from a cohort enrolled in a given grade in a given school year those studies in the next grade in the following school year.  
  
**Purpose:** To measure the performance of the education system in promoting pupils from a cohort from grade to grade, and its effect on the internal efficiency of educational systems. It is also a key indicator for analysing and projecting pupil flows from grade to grade within the educational cycle.

**Calculation method:** Divide the number of new enrolments in a given grade in a given school year (t+1) by the number of pupils from the same cohort enrolled in the preceding grade in the previous school year (t).

1. **Pupil cohort:**

**Definition**: A group of pupils who enter into Grade 1 of education in the same school year and subsequently experience promotion, repetition and dropout each in his or her own way.

1. **Pupil year:**

**Definition**: A non-monetary measure of educational inputs or resources. One pupil year denotes the resources spent to maintain a pupil in school for one year.

1. **Repetition rate**:

**Definition**: Proportion of pupils from a cohort enrolled in a given grade in a given school year that studies in the same grade in the following school year.

**Purpose:** To measure the rate at which pupils from a cohort repeat a grade, and its effect on the internal efficiency of educational systems. In addition, it is one of the key indicators for analysing and projecting pupil flows from grade to grade within the educational cycle.

**Calculation method**: Divide the number of repeaters in a given grade in a given school year (t+1)by the number of pupils from the same cohort enrolled in the same grade in the previous school year (t).

1. **Student–teacher ratio (STR)**:

**Definition**: Average number of pupils (students) per teacher at a specific level of education in a given school year.

**Purpose:** To measure the level of human resources input in terms of the number of teachers in relation to the size of the pupil population. The results can be compared with established national norms on the number of pupils per teacher.

**Calculation method**: Divide the total number of pupils enrolled at the specified level of education by the number of teachers at the same level.

1. **Survival rate**:

**Definition**: Percentage of a cohort of pupils (or students) enrolled in the first grade of a given level or cycle of education in a given school year expected to reach successive grades, regardless of repetition.

**Purpose:** To measure the retention capacity and internal efficiency of an education system. It illustrates the situation regarding retention of pupils (or students) from grade to grade in schools, and conversely the magnitude of dropout by grade.

**Calculation method**: Divide the total number of pupils belonging to a pupil cohort who reached each successive grade of the specified level of education by the number of pupils in the school cohort, i.e. those originally enrolled in the first grade of primary education, and multiply the result by 100. Current survival rates can be estimated using the **reconstructed cohort method**. This technique calculates the survival rate for a theoretical cohort of children who experience the current promotion, repetition and dropout rates at each grade as they move through the schooling system. It uses data on enrolment and repeaters for two consecutive years.

1. **Transition Rate:**

**Definition**: The number of pupils (or students) admitted to the first grade of a higher level of education in a given year, expressed as a percentage of the number of pupils (or students) enrolled in the final grade of the lower level of education in the previous year.

**Purpose:** To convey information on the degree of access or transition from one cycle or level of education to a higher one. Viewed from the lower cycle or level of education, it is considered as an output indicator. Viewed from the higher educational cycle or level, it constitutes an indicator of access. It can also help in assessing the relative selectivity of an education system, which can be due to pedagogical or financial requirements.

**Calculation method**: Divide the number of new entrants in the first grade of the specified higher cycle or level of education by the number of pupils who were enrolled in the final grade of the preceding cycle or level of education in the previous school year, then multiply by 100.

1. **Years of input per graduate**:

**Definition**: The estimated average number of pupil years spent by pupils (or students) from a given cohort who graduate from primary education, taking into account the pupil years wasted due to dropout and repetition. One school year spent in a grade by a pupil is equal to one pupil year.

**Purpose:** To assess the extent of educational internal efficiency in terms of the estimated average number of years to be invested in producing a graduate.

**Calculation method:** Divide the total number of pupil years spent by a pupil cohort (graduates plus dropouts) in the specified level of education by the sum of the successive batch of graduates belonging to the same cohort. This indicator is estimated using the reconstructed cohort method, which uses data on enrolment and repeaters for two consecutive years.

Source: SL # I-XII UNESCO Institute of Statistics, Education Indicator, Technical Guidelines

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1. The DPE estimate of the population aged 6–10 for 2011 is based on Table C04 from the 2011 population census. This table shows the population in five-year groups (0–4, 5–9, 10–14, etc.). DPE applied the Sprague multiplier method to estimate the population aged 6–10. The resulting estimate of 18.2 million is different to the population aged 6–10 figure in Table C07 of 18.7 million. [↑](#footnote-ref-2)
2. Household surveys do not attain complete coverage either, because they are sample surveys and it is difficult to capture certain types of households in the sampling frame, e.g. nomadic households, seasonal migrants’ families, etc. [↑](#footnote-ref-3)
3. However, it should be noted that a better indicator would be the ‘percentage of new entrants to Grade 1 with PPE’ because this would exclude repeaters and hence provide a more current picture of coverage of PPE. [↑](#footnote-ref-4)
4. It is not clear if the number of children participating in the Grade 5 terminal examination has been adjusted downwards to remove children who participated in the exam but went on to repeat Grade 5. If this has not been done, then the Grade 5 promotion rate is probably slightly overestimates and the dropout rate underestimated. [↑](#footnote-ref-5)
5. There is an important caveat related to the gender disaggregation: background information such as pupils’ gender was collected from only a subset of the sample (five pupils in each class groups or slightly less than 20% of the total sample), thus reducing the statistical power to detect significant differences. [↑](#footnote-ref-6)
6. The test score increase is assessed in relation to family, student and institutional characteristics. The gap over time is decomposed into its constituent components based on the estimation of cognitive achievement production functions. [↑](#footnote-ref-7)
7. The data on children with special needs include children with five types of disability: physical, poor eyesight, problem in speech, intellectual/mental impairment, and short of hearing. [↑](#footnote-ref-8)
8. The PSQL was rephrased in line with the indicator listed in the PEDP3 M&E matrix (results area 1.4 ‘Production and Distribution of Textbooks’, p. 5 of implementation guide). [↑](#footnote-ref-9)