

BANGLADESH SECONDARY EDUCATION: PERFORMANCE AND CORRELATES

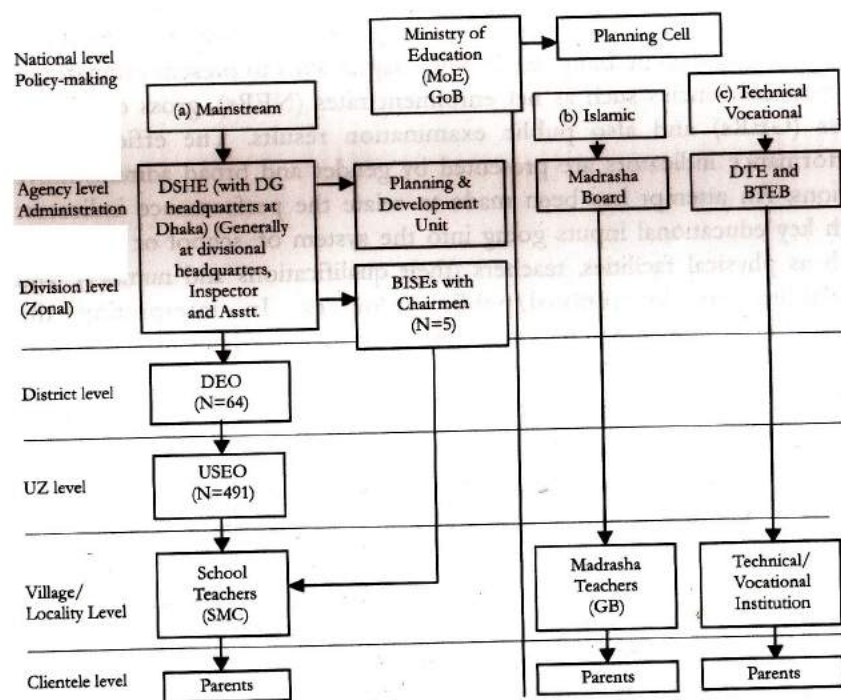
4.1 MAJOR ISSUES

This chapter is on the performance of secondary education (school and Dakhil madrashas) of Bangladesh. The chapter aims to present estimates of internal efficiencies such as net enrolment rates (NERs), gross enrolment rates (GERs) and also public examination results. The efficiency or performance indicators are presented by gender and broad administrative regions. An attempt has been made to relate the performance indicators with key educational inputs going into the system of school or madrasa such as physical facilities, teachers (their qualifications and number), and availability of institutional/public resources. In interpreting the performance indicators, regional (administrative) and locational (rural-urban) factors are taken into account.

In Bangladesh, secondary education (Grades 6 to 10) is of crucial importance. First, it lies in between the primary education level (grades 1 and 5) and the tertiary education level (first degree and beyond) - an important bridge ensuring continuity of further education. Thus, a well functioning and quality secondary education subsector creates the basis for better tertiary education by supplying good quality secondary graduates. Second, in addition to being a transitional subsector (for those seeking higher/tertiary education), it is likely to be the terminal education for a great percentage of the students (ranging between 30 and 45 percentage) enrolled at the school level. Therefore, the task of ensuring a quality secondary education for the school-leavers is of utmost importance; this huge number of secondary school graduates enter world of work as semi-skilled labour and/or self-employed people. Broadly speaking, quality secondary education becomes synonymous with the quality of semi-skilled and self-employed people in the economy. Third, in the specific context of Bangladesh, quality secondary education has some sort of catalytic role to play in transforming the primary education; it can supply a class of much better educated and motivated teachers (a long-felt demand) in the primary

education subsector. Better-educated primary school teachers are supposed to play a central role in ensuring quality primary education in the country. Chart 4.1 presents an organogram of secondary education system in Bangladesh. Appendix Box 4.1A gives a description of the post-primary subsector; it underscores the overwhelming importance of non-state initiatives in developing and sustaining secondary education.

Chart 4.1
Organisation of Secondary Education System in Bangladesh, 2006



Abbreviations :

BISE	=	Board of Intermediate and Secondary Education
BTEB	=	Bangladesh Technical Education Board
DD	=	Deputy Director
DEO	=	District Education Officer
DG	=	Director General
DSHE	=	Directorate of Secondary and Higher Education
DTE	=	Directorate of Technical Education
GB	=	Governing Body
SMC	=	School Management Committee
USEO	=	Upazila Secondary Education Officer
UZ	=	Upazila

4.2 DEVELOPMENTAL INTERVENTIONS BY THE STATE – REGULAR AND ONE-OFF TYPES

As expected, the state plays a strategic role in enhancing the cause of secondary education subsector (both mainstream and Islamic stream) of the country. This important role of the state originates from the fundamental principles of the country's constitution. The state intervenes directly to shape, develop and sustain the subsector; it does influence the subsector indirectly by fiscal and related measures. The direct interventionist measures include decisions on curriculum, syllabus, and textbooks (under the direction/administration of National Curriculum and Textbook Board or NCTB), permission to found any educational institution (decided by DSHE or Madrasa Board) and regular supervision and monitoring by the Directorate (through its Zonal/District/Upazila level officers); moreover, the regional Education Boards and national level Madrasa Board hold the responsibility to conduct public examinations and function as the ultimate authorities to assess the performance of the students and their institutions.

The indirect state-interventionist measures are no less important. The educational institutions "recognised" by the state (those institutions which meet the critical minimum conditions of physical facilities, number of

Table 4.1
Bangladesh Secondary Education: Development Projects under Implementation, 2006

Project Name (Donor support)	Development Objectives (DOs)	Total cost (in crore taka)	Project Period
I SESIP* (ADB)	1. Strengthening management systems & capacity of secondary education 2. Quality support system of secondary education 3. Equitable access to secondary education	490.20	June 1999- Dec. 2006
II Female secondary stipends* (a) FSSAP (IDA) (b) FESO (NORAD) (c) FSSP (ADB)	1. Improving quality of secondary education 2. Enhancing access & retention of girls 3. Strengthening management, accountability and monitoring of the school system	766.27 209.90 502.99	July 2001- June 2007 Jan. 2004- Dec. 2006 Jan. 2004- Dec. 2008

Project Name (Donor support)	Development Objectives (DOs)	Total cost (in crore taka)	Project Period
III Development of selected secondary schools* (government and non-government)	1. To expand physical facilities 2. To develop village level school 3. To ensure geographical equity 4. To enhance quality of education	520.0	July 1997- June 2006
IV Reconstruction of very old non-government schools*	1. To restore old heritage of educational buildings 2. To construct new buildings according to old architecture 3. To supply furniture 4. To restore the facilities and ensure educational environment	500.0	July 1998- June 2006
V Teaching quality improvement in secondary education project [TQI-SEP] (ADB & CIDA)	1. Improving teaching quality by organisational and capacity building 2. Enhancing teacher training facilities, both in-service & pre-service 3. Equitable access to training & community involvement	630.19	April 2005- Nov. 2011
VI Life skills based reproductive health education for adolescents & youth** (UNFPA)	1. To provide skill based reproductive health education to youth, adolescents, empowering to protect against STIs & HIV/AIDS. 2. To facilitate positive behaviour change, especially among vulnerable & hard to reach population. 3. To establish linkages with MDGs, PRS-goals. 4. To enhance technical capacity of the government to implement population policies.	5.64	Jan. 2006- Dec. 2010

Source: Personal Communications with DSHE (Director of Planning), Dhaka, dated October, 19, 2006.

Note: * All over Bangladesh.

** Covering districts of Sylhet and Cox's Bazar.

students enrolled, teachers' strength quantity and quality wise, management related aspects and so on, see Annex to this chapter) are given salary-subvention (called the Monthly Payment Order or MPO) for the teaching and support staff by the Ministry of Education (MoE). This forms the biggest share of the ministry's regular (revenue) budget. Any MPO receiving educational institution not satisfying the critical minimum standard of educational quality in public examinations of SSC/Dakhil Madrasha may be removed from the MPO grant list by the ministry.

In addition to the abovementioned regular fiscal support, the state is involved in a number of development projects. These are one-off initiatives and in most cases selective, not benefiting all the 19,000 plus secondary schools and Dakhil madrashas in the country.

A rundown of development projects currently (in 2006) under implementation (see Table 4.1) presents us with the following features of development initiatives in the subsector:

- (i) There are six ongoing projects in the subsector and the total costs of them amount to around Tk.3,800 crore. The total amount for investment does not seem very impressive when contrasted with the huge potential demand of about 19,000 educational institutions. Most of the projects, SESIP, Development of selected non-government schools and reconstruction of very old non-government schools, are coming to close by this year of 2006. Basically, these projects are geared to physical capacity building and strengthening of management system.
- (ii) The mix of investment portfolios indicates that the ministry has been mainly pre-occupied with the demand-side financing of female secondary students in rural Bangladesh; about 40 per cent of the development resources (as listed by the projects in Table 4.1) go to finance the female stipends and supportive components in these projects. Along with the government, three donors, such as IDA (the International Development Agency of the World Bank), ADB and NORAD, finance these projects. Roughly 30 lakhs rural female students belonging to grades 6 to 10 benefit from a package of tuition fee waiver, annual book/stationery purchase – support and related educational cost support.
- (iii) Teaching Quality Improvement (TQI-SEP) is a very promising project, started in 2005. It tries to address the long-felt demand of in-service and pre-service teacher training. There is a great dearth of subject-teachers for mathematics, science and english language. ADB (the main donor) and CIDA fund along with the GoB.
- (iv) UNFPA funded life-skills based health education for adolescents and youth are earmarked for two districts of Sylhet and Cox's Bazar. It may be that these areas are vulnerable to HIV/AIDS.
- (v) It becomes abundantly clear that from the modest development resources available from state-designed and implemented projects, the

vast majority of the educational institutions in the subsector mobilise financial and physical resources on their own for developing their institutions.

1.3 METHODOLOGY AND DATA FOR THE STUDY

The data used for this chapter are collected from BANBEIS (Bangladesh Bureau of Educational Information and Statistics). BANBEIS, an agency under the Ministry of Education (MoE), is entrusted with the responsibility of collecting and collating data on post-primary (Grades 6 and above) educational institutions of the country. Moreover, it has an important responsibility of informing the policymakers, academicians and other stakeholders on the situation (for example major performance indicators and their correlates) in education sector. For the study three sets of primary data are used collected by BANBEIS in 2003. In the same year, like any other alternate year, the agency collected comprehensive data from all the post-primary educational institutions of the country, numbering around 24,000. There were about 18,000 secondary mainstream institutions and 6,000 Dakhil madrasahs. The exercise by BANBEIS is basically a census of all post-primary educational institutions. The three sets of data collected in each round or census are on (a) educational institution's basic infrastructural facilities, management and finance, (b) teachers and other support staff-members, their qualifications, age and related aspects, and (c) students, their gender and grade-wise data on enrolment, attendance, and other performance indicators.

How the BANBEIS data are collected? Like any other survey, the instruments i.e. structured questionnaires for schools and madrasahs are designed and pre-tested. In-house consultations also take place on the instruments; BANBEIS data users such as researchers, academicians, functionaries of the ministry (MoE), relevant directorate (DSHE), and education boards (BISEs) are invited to deliberate on the survey instruments and other aspects of this massive survey.

The basic field level survey administration unit is District Education Office (DEO). The whole data collection activity is organised through the normal administrative structure of MoE/DSHE. The Upazila (sub-district) Project Officer is selected and trained by DEO/BANBEIS to administer the questionnaires to all the relevant (MPO-receiving) educational institutions in his/her administrative area. There are 64

districts and 491 upazilas in the country; they are covered by the Upazila Project Officers responsible for disbursing female secondary education stipends and the survey work is coordinated by the District Education Officer (DEO). Urban thanas are covered by Assistant District Education Officers and/or the Sadar Upazila Project Officers. There is a mechanism of Post-Enumeration Check (PEC); a 2.5 per cent of the surveyed schools, madrasahs and colleges are collected randomly through a multi-stage sampling technique. PEC mechanism presents the agency to correct any significant discrepancies in the data sets. Thus, the accuracy and consistency of the data and the resultant estimates are ensured by PEC. The filled-in questionnaires when received from DEOs spread all over the country are checked/verified at BANBEIS (Dhaka Office) and are entered into the database. The data for this study were collected towards the end of the academic year that is October 2003. Some supplementary information/ estimates are used from the study carried out by CAMPE in 2005.

4.4 PERFORMANCE INDICATORS OF SECONDARY EDUCATION SUBSECTOR IN BANGLADESH

4.4.1 Internal Efficiency Indicators

Bangladesh has progressed reasonably well in terms of enrolment in mainstream secondary schools. All-round positive developments are seen in enrolments i.e. gross enrolment (in absolute terms), GER, NER and female participation in secondary schools in the years 1997-2006 (see Appendix Table 4.1A). The following pattern is noted:

- (a) For 2006, gross enrolment in secondary schools (mainstream) throughout the country was estimated at 7.5 million. The annually compounded rate of growth between 1997 and 2006 was about 1.7 per cent, much above the rate of growth of school-going population (age 11 to 16). For 2006, GER for both sexes was estimated at 46.4 per cent. Figure 4.1a shows the rising trend of overall GER.
- (b) For female population, GER estimates were higher at 48.6 per cent (in 2006) when compared with the comparable estimate for male, which was 44.3 per cent. Figures 4.1b and 4.1c show the rising GER-trends for the two categories male and female respectively. It is estimated that female GER grew at a rate of 1.9 per cent per year (compounded),

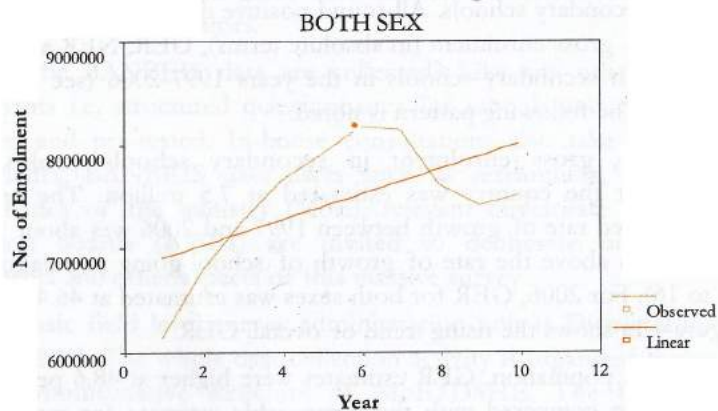
while the male GER grew at a lower rate of 1.61 per cent per year (compounded).

(c) In terms of NER, the country has to go a long way. Appendix Table 4.2A shows the NER for the total population (both sexes together) stands at 38.6 per cent in 2006. Around 6.4 million children of the eligible population (age 11 to 16) are enrolled in the mainstream secondary schools in the country, that is, more than 60 per cent of the eligible population are not covered by the secondary schools. NER for female population vis-a-vis their male counterparts, which is about 41 per cent, represents a bit favourable situation for 2006.

(d) The absolute number of students enrolled in the mainstream schools have fallen over time (See Figures 4.2a, 4.2b and 4.2c). Net enrolment for female population has fallen at a rate of 2.3 per cent per year (compounded) and the comparable male enrolment has fallen at a rate of 1.12 per cent per year (compounded); though none of these estimates are statistically significant.

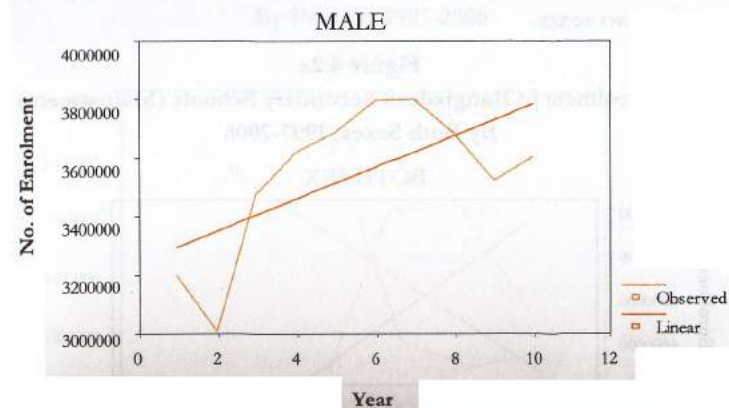
The BANBEIS data do not give any regional, rural-urban, administrative division-wise break-up or estimates of GER or NER.

Figure 4.1a
Gross Enrolment in Bangladesh Secondary Schools (Mainstream) by Both Sexes, 1997-2006



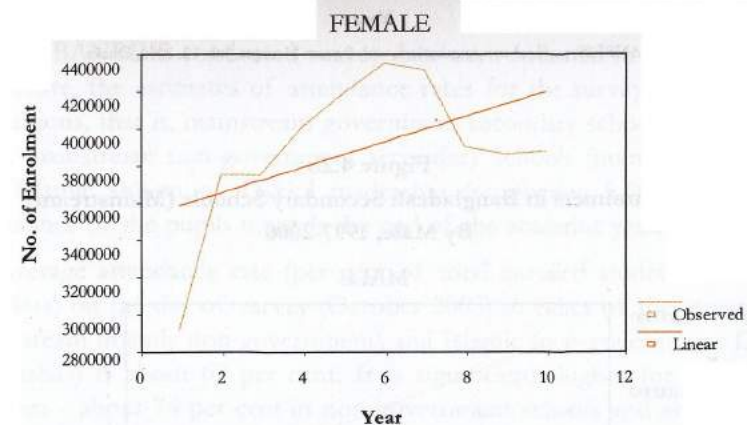
Source: BANBEIS, personal communications with System Manager, July 12, 2006, Dhaka.

Figure 4.1b
Gross Enrolment in Bangladesh Secondary Schools (Mainstream) By Male, 1997-2006



Source: BANBEIS, personal communications with System Manager, July 12, 2006, Dhaka.

Figure 4.1c
Gross Enrolment in Bangladesh Secondary Schools (Mainstream) By Female, 1997-2006

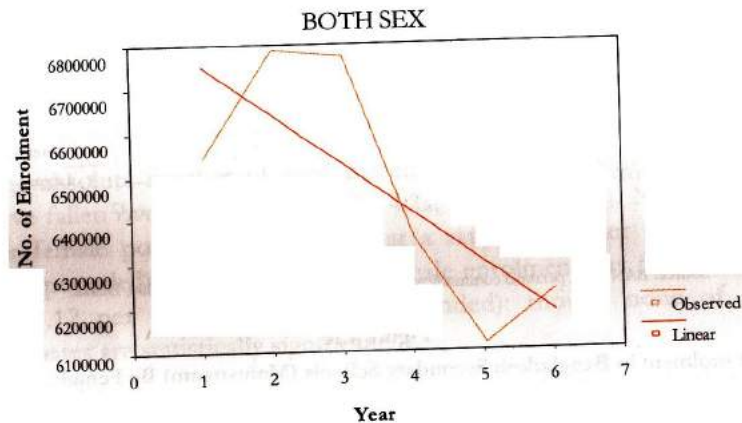


Source: BANBEIS, personal communications with System Manager, July 12, 2006, Dhaka.

It should be reported that every year a significant number of children of eligible age (11-15 years) are enrolled in the Islamic stream equivalent of Dakhil madrasahs (grades 6 to 10). Appendix Table 4.2A reveals that in 2002, 1.6 million children were enrolled in Dakhil madrasahs (numbering around 5,669). The madrasahs enroll about nine per cent of the eligible children. Therefore, in a particular year the mainstream schools and the

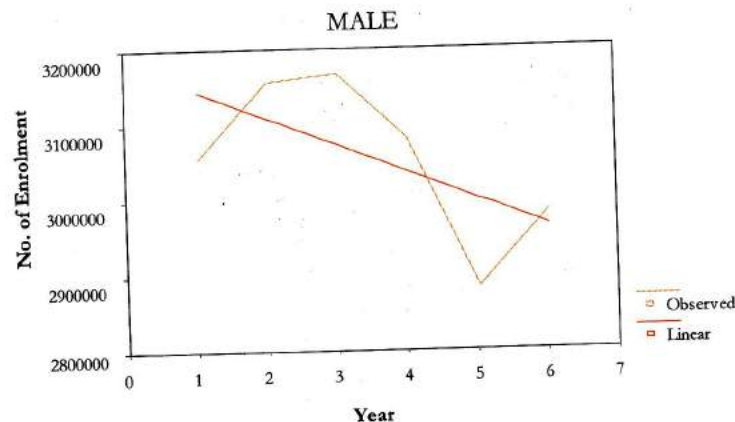
Dakhil madrasahs together enroll roughly 55 per cent of the eligible children. In the Islamic stream, the enrolment is almost equally shared between the two sexes.

Figure 4.2a
Net Enrolment in Bangladesh Secondary Schools (Mainstream)
By Both Sexes, 1997-2006



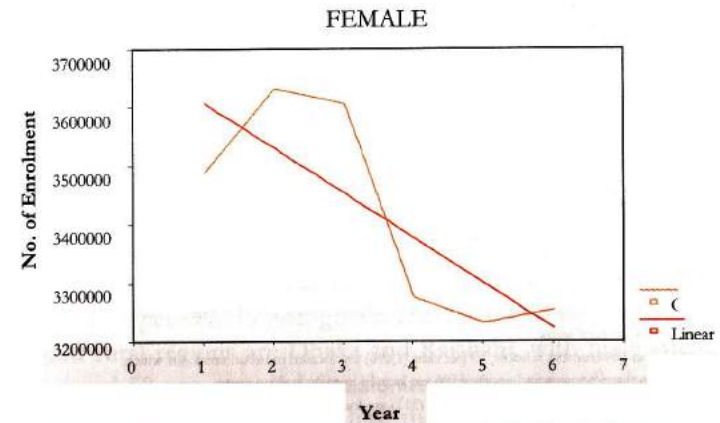
Source: BANBEIS, personal communications with System Manager, July 12, 2006, Dhaka.

Figure 4.2b
Net Enrolment in Bangladesh Secondary Schools (Mainstream)
By Male, 1997-2006



Source: BANBEIS, personal communications with System Manager, July 12, 2006, Dhaka.

Figure 4.2c
Net Enrolment in Bangladesh Secondary Schools (Mainstream)
By Female, 1997-2006



Source: BANBEIS, personal communications with System Manager, July 12, 2006, Dhaka.

Attendance Rate

The BANBEIS conducted survey data were collected in October 2003. Therefore, the estimates of attendance rates for the surveyed educational institutions, that is, mainstream government secondary schools (numbering 234), mainstream non-government secondary schools (numbering 12,877) and Islamic stream of Dakhil madrasahs (numbering 5,669) reflect the attendance of the pupils towards the end of the academic year.

Average attendance rate (per cent of total enrolled students attending the class) on the day of survey (October 2003) in either of the streams i.e. mainstream (mainly non-government) and Islamic (non-government Dakhil madrasahs) is about 67 per cent. It is significantly higher for the female students - about 74 per cent in non-government schools and about 78 per cent in Dakhil madrasahs. Government secondary schools (comprising only 6 per cent of the total secondary enrolment) represent relatively favourable attendance rates of about 76 per cent for female students and about 74 per cent for male students.

By analysing Table 4.2 and Figure 4.3 the following pattern of attendance in secondary education (grades 6 to 10 or equivalent Islamic stream) in Bangladesh is observed:

(a) When the estimate is compared by rural and urban locations, no clear

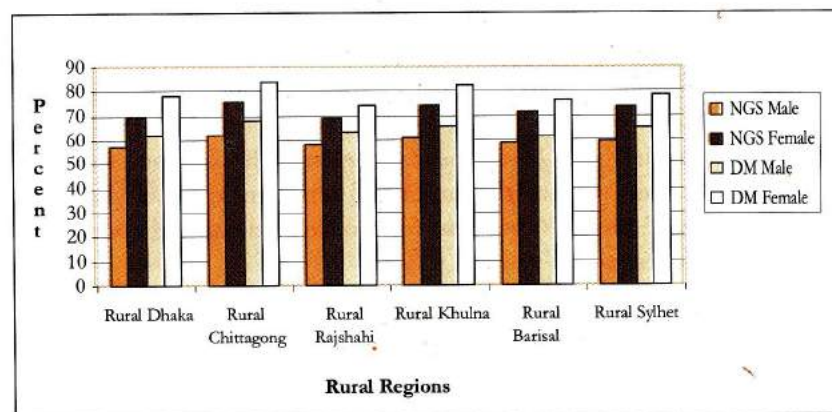
Table 4.2
Bangladesh Secondary Education Subsector: Attendance Rate by Major
Educational Institution Types and Broad Regions, 2003

Region (Strata)	Mainstream Govt. Secondary* (N = 371)		Mainstream Non-Govt. Secondary** (N = 12,877)		Dakhil Madrasha (Islamic)*** (N = 5,980)	
	Male	Female	Male	Female	Male	Female
Rural Bangladesh (N=16,933)	73.0	74.7	58.9	71.8	63.7	78.2
Urban Bangladesh (N=2,241)	73.6	76.2	52.1	84.1	67.6	73.0
Metropolitan City (N=610)	80.8	72.0	60.3	83.8	75.9	76.1
Municipalities (N=1,631)	70.2	77.4	47.9	84.1	64.9	72.6
All Bangladesh (N=19,174)	73.5	75.9	57.8	73.8	63.9	77.9

Note: * Out of 371 government schools, 234 are in urban (189 in district towns and 45 in metropolitan cities) areas and 83 in rural areas.
 ** Out of 12,877 non-government schools, 13 per cent (1,696) are located in urban areas. Of which, about 1,200 are in district towns and another 506 are located in metropolitan areas.
 *** Out of 5,980 Dakhil madrashas, only five per cent (311) are located in urban areas - around 250 in district towns and another 59 in metropolitan areas.

picture emerges; the rural male attendance rate (of about 59 per cent) of non-government schools is significantly higher than that of urban male attendance rate (of more than 52 per cent) of similar schools. Again, the urban female attendance rate (of 84 per cent) of non-government schools is much higher than that of the rural female attendance rate (of 72 per cent) of non-government schools. The urban estimates of

Figure 4.3
Bangladesh Secondary Education Subsector: Attendance Rate by Major
Educational Institution Types and Six Divisional Rural Strata, 2003



Note: NGS = Non-Government Secondary School, DM = Dakhil Madrasha.

attendance rates (of both male and female students) are determined by the large number (N=1,631) of district and/municipal-town-located non-government schools.

(b) In the case of Dakhil madrashas, only rural ones are taken into consideration, comprising 95 per cent of the total Dakhil enrolment. In this stream, female attendance rate (of more than 78 per cent) is about 14 per cent higher than that of the male attendance rate (of about 64 per cent).

(c) When the attendance rates are contrasted by rural (administrative/divisional) strata, rural Chittagong and rural Khulna are the leaders with male attendance rates of about 61 per cent and female attendance rates of 73 to 78 per cent in non-government schools. On the other hand, the laggard rural regions are Dhaka and Rajshahi, with male attendance rate of around 58 per cent and female attendance rate of about 70 per cent. In the case of Dakhil madrashas, the leaders are rural Chittagong and rural Khulna; the laggards are rural Dhaka and rural Rajshahi.

It should be mentioned that no attempt has been made here to relate the attendance rate by male-female status and urban-rural location with any explanatory factor. Some observations may be made on the basis of the abovementioned pattern of attendance rates:

- (i) Rural female attendance rate, both in non-government schools and madrashas, is much lower when compared with the urban female attendance rate, though the rural female students in grades 6 to 10 benefit from the state-financed female secondary stipend programme across the socioeconomic categories.
- (ii) The rural male attendance rate in non-government schools is significantly higher than that of the urban male attendance rate. It is counterintuitive. Because the urban families and their male members are supposed to be comparatively better placed socio-economically to take advantage of good/well-resourced schools in urban locations.

Promotion Rate

Promotion rate is an indicator of the systemic (internal) efficiency. Table 4.3 presents estimates for promotion rates of three major secondary education institutions types by rural and urban locations. Figure 4.4 represents the estimates by six broad rural (administrative) regions. By

Table 4.3
Bangladesh Secondary Education Subsector: Promotion Rate by Major Educational Institution Types and Broad Regions, 2003

Region	Government Schools (N=371)*		Non-Government Schools (N=12,877)**		Dakhil Madrasahs (N=5,980)***	
	Male	Female	Male	Female	Male	Female
Rural Bangladesh (N=16,933)	69.5	75.6	63.0	74.7	69.2	67.2
Urban Bangladesh (N= 2,241)	70.7	83.0	62.6	73.9	72.6	60.7
Metropolitan City (N=610)	70.1	87.2	64.1	72.1	66.6	56.8
Municipalities (N=1,631)	71.0	81.9	61.9	74.8	74.3	61.2
All Bangladesh (N=19,174)	70.5	81.8	62.9	74.6	69.4	66.8

Note: * Out of 371 government schools, 234 are in urban (189 in district towns and 45 in metropolitan cities) areas and 83 in rural areas.

** Out of 12,877 non-government schools, 13 per cent (1696) are located in urban areas. Of which, about 1,200 are in district towns and another 506 are located in metropolitan areas.

*** Out of 5,980 Dakhil madrasahs, only five per cent (311) are located in urban areas - around 250 in district towns and another 59 in metropolitan areas.

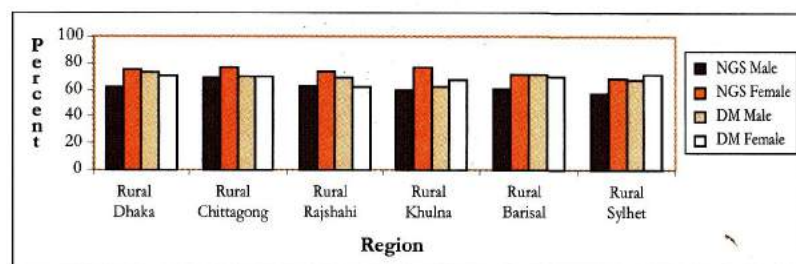
$$\text{Promotion rate (\% in } i\text{th year)} = \frac{\text{Number promoted from to the next class}}{\text{Total students enrolled in the class in } i\text{th year}} \times 100$$

analysing the tabular estimates and the figure, the following pattern can be observed:

- (a) Not unexpectedly, among the three delivery mechanisms, the government schools represent the highest promotion rate of 71 per cent (for male) to 82 per cent (for female); then follows the Dakhil madrasahs with above 69 per cent for the female and about 67 per cent for the male, and the non-government schools fare worst with 63 per cent promotion rate for the male and about 75 per cent promotion rate for the female.

Figure 4.4

Bangladesh Secondary Education Subsector: Promotion Rate by Major Educational Institution Type and Six Divisional Rural Strata, 2003



Note: NGS = Non-government School, DM = Dakhil Madrasha.

One important feature of the non-government institutions, both mainstream and Islamic, is that the promotion rate is relatively high in the grades 6 to 10. The transition rate drastically falls between grades 9 and 10, from around 70 per cent (in the case of secondary schools) and 76 per cent (in the case of Dakhil madrasahs) to 53 per cent (in secondary schools) and 42 per cent (in Dakhil madrasahs) respectively.

- (b) Female students in mainstream schools (both non-government and government) perform significantly better than their male counterparts; this is not the case in Dakhil madrasahs.
- (c) When we consider performance by broad rural-urban divide there is a discernible difference in favour of urban female students (they are ahead by seven per cent points).

Among the six rural strata/regions, rural Chittagong leads (with the highest male and female promotion rates), followed by rural Khulna (with high female promotion rate); the lagging regions are rural Sylhet, rural Barisal, and rural Dhaka - all with low male promotion rates.

Dropout Rate

Dropout rate is a negative indicator of systemic efficiency. Table 4.4

Table 4.4
Bangladesh Secondary Education Subsector: Cycle Dropout Rate by Major Educational Institution Types and Broad Regions, 2003

Region	Mainstream Government Schools* (N=371)		Mainstream Non-Government Schools** (N=12,877)		Dakhil Madrasahs*** (Islamic) (N=5,980)	
	Male	Female	Male	Female	Male	Female
Rural Bangladesh (N=16,933)	24.6	17.0	30.7	19.6	26.9	30.8
Urban Bangladesh (N=2,241)	24.8	10.2	30.6	16.8	23.1	37.6
Metropolitan City (N=610)	26.5	8.6	23.2	12.6	29.9	41.8
Municipalities (N=1631)	24.0	10.6	32.1	17.7	21.0	37.1
All Bangladesh (N=19,174)	24.8	11.3	30.7	19.2	26.7	31.1

Note: * Out of 371 government schools, 234 are in urban (189 in district towns and 45 in metropolitan cities) areas and 83 in rural areas.

** Out of 12,877 non-government schools 13 per cent (=1696) are located in urban areas. Of which, about 1,200 are in district towns and another 506 are located in metropolitan areas.

*** Out of 5,980 Dakhil madrasahs, only five per cent (311) are located in urban areas - around 250 in district-towns and another 59 in metropolitan areas.

$$\text{Dropout rate (\% in } i\text{th year for } j\text{th class)} = \frac{\text{Number of students dropped by the end of the year}}{\text{Number of students enrolled in the year}} \times 100$$

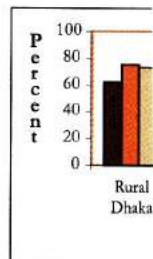
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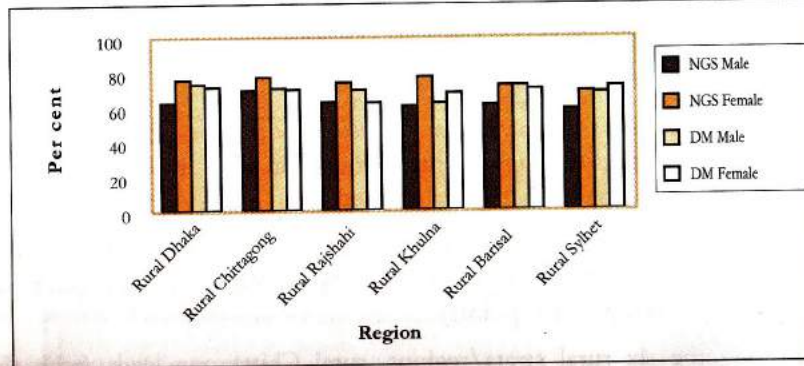
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Note: NGS = Non-go

Figure 4.5

Bangladesh Secondary Education Subsector: Education Cycle Dropout Rate By Major Educational Institution Types and Six Divisional Rural Strata, 2003



Note: NGS = Non-government School, DM = Dakhil Madrasha.

presents the estimates on dropout by urban-rural locations and the th
main delivery mechanisms, while Figure 4.5 presents the same estimates
six rural regions/strata of Bangladesh. The estimates give the pattern
follows:

- (a) The dropout rate, an indicator of systemic loss/wastage over secondary cycle, is quite high; the highest estimate is represented (ab
31 per cent for male students) by non-government schools and Dal
madrashas (above 31 per cent for female students). The male drop
rate in government secondary schools is as high as about 25 per cen
is quite unexpected and disappointing. When mainstream educatio
considered, there is no significant difference between rural and ur
schools.
- (b) In general, the female students perform better; whether it is rura
urban schools, the male students represent a significantly higher (a
wide margin of 10-14 per cent) dropout rate than their fem
counterparts. In the mainstream non-government schools, h
dropout rate is observed in the later grades of 8 and 11. The Da
madrashas record as high as 55 per cent dropout rate in grade 9.
- (c) When the six rural regions are compared by this indicator, r
Chittagong fares the best with lowest dropout rate and rural Rajsha
the worst performer with as high as 35 per cent dropout rate for
students in non-government schools.

Repetition Rate

Average (per grade) repeater's rate ranges between 4.7 per cent for male
students in government schools and 6.9 per cent in the same schools for
female students; the non-government schools perform also similarly - a bit
unfavourable estimate for the male students. There is some rural-urban
difference favouring the rural non-government schools (see Table 4.5).

Table 4.5
Bangladesh Secondary Education Subsector: Average (Per Grade) Repetition Rate by Major Educational Institution Types and Broad Regions, 2003

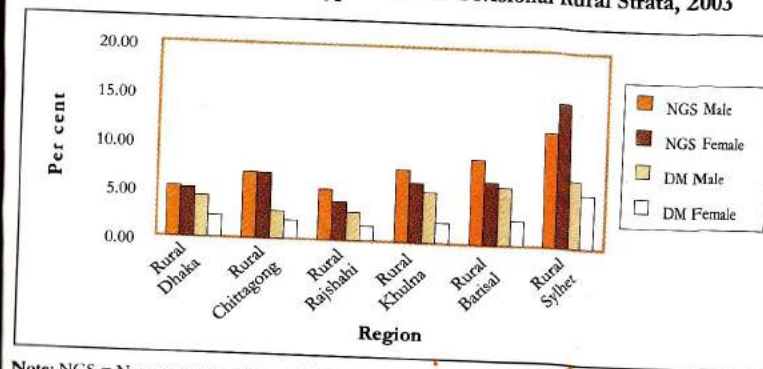
Region	Mainstream Secondary Government Schools* (N=371)		Mainstream Non-Government Secondary Schools** (N=12,877)		Dakhil Madrashas (Islamic)*** (N=5980)	
	Male	Female	Male	Female	Male	Female
Rural Bangladesh (N=16,933)	5.9	7.3	6.3	5.7	3.8	2.0
Urban Bangladesh (N=2,241)	4.5	6.8	6.9	9.2	4.4	1.7
Metropolitan City (N=610)	3.4	4.2	8.2	13.0	3.6	1.4
Municipalities (N=1631)	4.9	7.5	6.0	8.5	4.6	1.7
All Bangladesh (N=19,174)	4.7	6.9	6.4	6.3	3.9	1.9

Note: * Out of 371 government schools, 234 are in urban (189 in district towns and 45 in metropolitan cities) areas and 83 in rural areas.
** Out of 12,877 non-government schools, 13 per cent (1,696) are located in urban areas. Of which, about 1200 are in district towns and another 506 are located in metropolitan areas.
*** Out of 5,980 Dakhil madrashas only five per cent (311) are located in urban areas - around 250 in district towns and another 59 in metropolitan areas.

$$\text{Repeater rate (\%)} \text{ for } i\text{th year and } j\text{th grade} = \frac{\text{Number repeating in } (i+1)\text{ the year}}{\text{Number enrolled in } i\text{th year in } j\text{th grade}} \times 100$$

Figure 4.6

Bangladesh Secondary Education Subsector: Repetition Rate by Major Educational Institution Types and Six Divisional Rural Strata, 2003



Note: NGS = Non-government School, DM = Dakhil Madrasha.

When the six rural regions are considered (see Figure 4.6), it is observed that the highest repeater's rate is estimated for rural Sylhet and the lowest repeater's rate is seen in the case of rural Dhaka.

Public Examination Results

For an overwhelming number of students in Bangladesh, the most important competitive examination in his/her life is SSC (Secondary School Certificate) examination; similarly, public examination for the Islamic stream is the Dakhil madrasahs examination. Table 4.6 presents the summary results of SSC and Dakhil examination for the year 2003. The pattern of public examination results for the year is as follows:

- (i) When the country as a whole is considered in SSC, it is found that about one-third of the students (appearing) pass the examination. The pass rate for male is a bit higher.
- (ii) For the Islamic stream, the pass rate (35 to 38 per cent) is significantly higher by six percentage points when contrasted with the SSC pass rate. Again, the male pass rate is also a bit higher by three percentage points.
- (iii) Broad regional variations are observed in favour of the urban areas, about 15-17 percentage higher than that of the rural pass rate. It is true

Figure 4.7

Bangladesh Secondary Education: SSC and Dakhil Pass Rate (%) for Non-government Schools and Madrasahs by Gender, 1998-2004

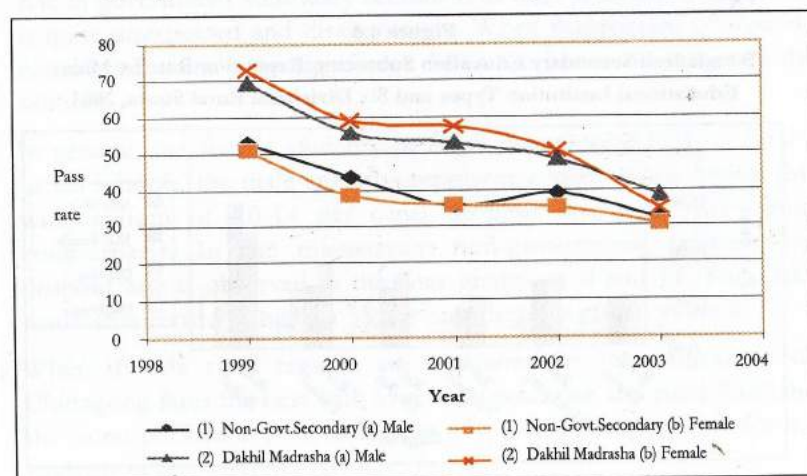


Table 4.6
Bangladesh Secondary Education: SSC and Dakhil Examinations Pass Rate (%), 2003

Region (Strata)	Mainstream Government Schools* (N=371)		Mainstream Non-Government Schools** (N=12,877)		Dakhil Madrasahs*** (N=5,980)	
	Male	Female	Male	Female	Male	Female
Rural Bangladesh (N= 16,933)	--	--	29.8	27.4	37.8	34.7
Urban Bangladesh (N= 2,241)	--	--	45.7	44.5	50.8	43.8
Metropolitan City (N= 610)	--	--	57.3	56.3	70.9	70.4
Municipalities (N=1,631)	--	--	40.7	39.0	44.8	37.2
All Bangladesh (N=19,174)	--	--	32.3	30.8	38.4	35.3

Note: * Out of 371 government schools, 234 are in urban (189 in district towns and 45 in metropolitan cities) areas and 83 in rural areas.

** Out of 12,877 non-government schools, 13 per cent (1,696) are located in urban areas. Of which, about 1,200 are in district towns and another 506 are located in metropolitan areas.

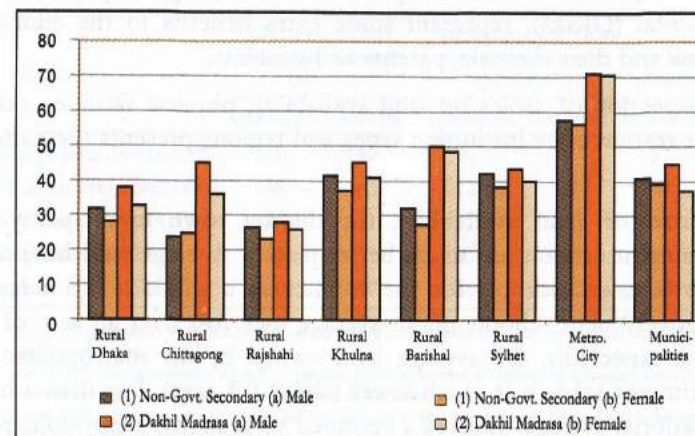
*** Out of 5,980 Dakhil madrasahs, only five per cent (311) are located in urban areas - around 250 in district towns and another 59 in metropolitan areas.

in cases of both SSC and Dakhil examinations. Again, the metropolitan areas of Dhaka, Chittagong and other cities are much ahead of district towns/municipalities by 16-17 per cent (in SSC results) and 26-33 per cent (in the case of Dakhil results) respectively.

- (iv) While rural regions are considered (see Figure 4.8), it is found that the leading areas are rural Khulna (with about 42 per cent male pass rate

Figure 4.8

Bangladesh Secondary Education: SSC/Dakhil Pass Rate (%) by Rural Regions (Administrative Divisions), 2003



and 37 per cent female pass rate in SSC) and rural Sylhet (comparable pass rates as observed for rural Khulna in SSC); the lagging areas are rural Chittagong (with 22-24 per cent pass rates for male-female in SSC) and rural Rajshahi. In Dakhil examinations, rural Barisal does perform better than other regions and the lagging area is rural Rajshahi.

- (v) A time trend of SSC and Dakhil results, 1998-2003, (see Figure 4.7) shows that the pass rate for both types, mainstream schools and Islamic stream, has fallen over the period, from around 50 per cent to 30 per cent in SSC examinations and 70 per cent to 38 per cent in the case of Dakhil examinations.

4.5 CORRELATES OF EDUCATIONAL EFFICIENCY INDICATORS

How do we relate the performance indicators of mainstream schools, both government and non-government and Dakhil madrasahs, with different explanatory variables such as location (urban-rural), availability of physical facilities (land/buildings, playground, toilets, drinking water, etc.), instructional materials, teaching resources (number and qualifications/training of teachers) and financial resources, existence of active management committee (functioning of SMC/GB) and community participation (for example, PTA) 'whether relatively better performance of urban schools/madrashas in public examinations (SSC and Dakhil examinations) is related to better availabilities of physical facilities, teachers and financial resources?' Or, simple locational advantages of metropolitan cities, other district towns/municipalities and rural regions physically close to the capital (Dhaka), represent some extra benefits to the educational institutions and their clientele, parents and students.

An inspection of tables on land availability, physical facilities, teachers and other resources by institution types and regions presents the pattern as follows:

- (i) In terms of land availability, the district town/municipality-based government schools are much better placed. Average land-holding size of government schools for the country as a whole is 1.8 acres. The non-government schools on an average own just over an acre of land. Not unexpectedly, the average land owned by the metropolitan non-government schools is much lower (about 0.5 acre), less than a half of the national average. It gives a cramped view of the metropolitan non-

government schools. Dakhil madrasahs own around an acre (0.9 acre) of land on an average.

In terms of other important physical facilities such as availability of electricity, tubewell water availability, existence of playground, existence of general toilet and separate toilet for female/ladies, it is observed that the rural non-government schools and madrasahs are significantly disadvantaged in electricity connectivity (30 to 60 per cent institutions without electricity availability), and in providing playgrounds (50 per cent of urban non-government schools do not have one and 28 per cent rural schools do not own any playground; Dakhil madrasahs are better-off, 88 per cent of them owning one (see Table 4.8).

- (ii) Tubewell water flows more (about 92-98 per cent enjoy the provision) in rural schools and Dakhil madrasahs than in urban government schools (about 82 per cent having the provision). There is a big question mark now on the quality of rural tubewell water due to arsenic contamination. Toilet facilities are universally (in 93-95 per cent cases) available across the institution types; separate toilet facilities for female population are observed more (in about 95-97 per cent cases) in non-government schools and madrasahs than in urban government schools (a deplorably significant number of 32 per cent do not have any such facility).
- (iii) There are about 305,500 teachers in the three categories (government

Table 4.7
Bangladesh Secondary Education Subsector: Average Owned Land by Institution Type and Broad Regions (strata), 2003

Region	Mainstream Govt. Secondary School* (N=371)		Mainstream Non-Govt. Secondary School** (N=12,877)		Dakhil Madrasha*** (Islamic) (N=5,980)	
	Land Bought	Land Total	Land Bought	Land Total	Land Bought	Land Total
Rural Bangladesh (N=16,933)	140	159	90	119	51	93
Urban Bangladesh (N=2,241)	148	183	72	95	40	87
Metro Cities (N=610)	97	151	22	47	32	70
Municipalities (N=1,631)	160	191	93	116	42	92
All Bangladesh (N=19,174)	146	177	86	113	51	93

Note: * Out of 371 government schools, 234 are in urban (189 in district towns and 45 in metropolitan cities) areas and 83 in rural areas.
 ** Out of 12,877 non-government schools, 13 per cent (1696) are located in urban areas. Of which, about 1,200 are in district towns and another 506 are located in metropolitan areas.
 *** Out of 5,980 Dakhil madrasahs, only five per cent (311) are located in urban areas - around 250 in district towns and another 59 in metropolitan areas.

schools, non-government schools and Dakhil madrasahs) of secondary educational institutions. Of these teachers, roughly 80 per cent are educated in the mainstream education system; the remaining 20 per cent (approximately 64,000 teachers) are, with Fazil and/or Kamil degree-holders, from the Islamic stream.

Table 4.8
Bangladesh Secondary Education Subsector: Distribution (Per cent-share) of Institutions with Basic Physical Facilities by Institution Type and Broad Region, 2003

Facilities-type	Broad Region	Per cent of institutions having facilities		
		Govt. Secondary School*	Non-Govt. Secondary School**	Dakhil Madrasa*** (Islamic)
1. Electricity	Rural Bangladesh (N=16,933)	98.0	70.0	40.0
	Urban Bangladesh (N=2,241)	100.0	100.0	76.0
	Metro Cities (N=610)	100.0	100.0	100.0
	Municipalities (N=1,631)	100.0	100.0	70.0
	All Bangladesh (N=19,174)	99.0	72.0	42.0
2. Tubewell	Rural Bangladesh (N=16,933)	98.0	98.0	92.0
	Urban Bangladesh (N=2,241)	82.0	87.0	87.0
	Metro Cities (N=610)	47.0	64.0	64.0
	Municipalities (N=1,631)	91.0	97.0	92.0
	All Bangladesh (N=19,174)	86.0	94.0	92.0
3. Play ground	Rural Bangladesh (N=16,933)	92.0	72.0	88.0
	Urban Bangladesh (N=2,241)	88.0	50.0	72.0
	Metro Cities (N=610)	91.0	50.0	69.0
	Municipalities (N=1,631)	87.0	50.0	72.0
	All Bangladesh (N=19,174)	89.0	68.0	88.0
4. Toilet	Rural Bangladesh (N=16,933)	90.0	97.0	94.0
	Urban Bangladesh (N=2,241)	94.0	100.0	94.0
	Metro Cities (N=610)	93.0	100.0	98.0
	Municipalities (N=1,631)	94.0	99.0	93.0
	All Bangladesh (N=19,174)	93.0	95.0	94.0
5. Ladies toilet	Rural Bangladesh (N=16,933)	78.0	97.0	35.0
	Urban Bangladesh (N=2,241)	68.0	97.0	93.0
	Metro Cities (N=610)	64.0	98.0	95.0
	Municipalities (N=1,631)	69.0	96.0	92.0
	All Bangladesh (N=19,174)	71.0	95.0	38.0

Note: * Out of 371 government schools, 234 are in urban (189 in district towns and 45 in metropolitan cities) areas and 83 in rural areas.
 ** Out of 12,877 non-government schools, 13 per cent (1,696) are located in urban areas. Of which, about 1,200 are in district towns and another 506 are located in metropolitan areas.
 *** Out of 5,980 Dakhil madrasahs, only five per cent (311) are located in urban areas - around 250 in district towns and another 59 in metropolitan areas.

Table 4.9
Bangladesh Secondary Education Subsector: Distribution (Number) of Teachers by Highest Qualification Levels, Institution Type and Broad Regions, 2003

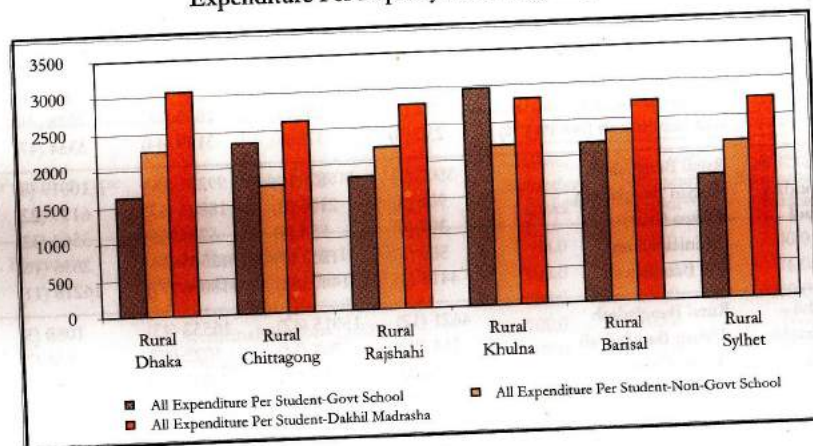
Institution-type	Broad Region	Number of teachers by highest qualification			
		SSC/ equivalent	HSC/ equivalent	1st degree (BA/BSc./BSS/ B.Com)	2nd degree (MA/MSc./MSS/ M.Com)
Govt. Secondary School	Rural Bangladesh (N=16,933)	21 (10)	65 (7)	480 (51)	303 (32)
	Urban Bangladesh (N=2,241)	209 (3)	310 (5)	2649 (43)	3031 (49)
	Metro Cities (N=610)	117 (6)	113 (6)	754 (38)	1003 (50)
	Municipalities (N=1,631)	92 (2)	197 (5)	1895 (45)	2028 (48)
	All Bangladesh (N=19,174)	230 (3)	375 (5)	3129 (44)	3334 (47)
Non-Govt. Secondary School	Rural Bangladesh	3507 (3)	11987 (10)	99281 (80)	10019 (8)
	Urban Bangladesh	906 (3)	2106 (8)	18801 (67)	6199 (22)
	Metro Cities	397 (4)	854 (8)	6236 (56)	3563 (32)
	Municipalities	509 (3)	1252 (7)	12565 (74)	2636 (16)
	All Bangladesh	4413 (3)	14093 (9)	118082 (77)	16218 (11)
Dakhil Madrasa	Rural Bangladesh	4621 (12)	15915 (42)	16532 (43)	1088 (3)
	Urban Bangladesh	214 (10)	707 (34)	1022 (49)	146 (7)
	Metro Cities	39 (9)	112 (27)	205 (49)	63 (15)
	Municipalities	175 (10)	595 (36)	817 (49)	83 (5)
	All Bangladesh	4835 (12)	16622 (41)	17554 (44)	1234 (3)
Total in all three types		11297 (5)	37252 (15)	166527 (69)	26416 (11)

Note: * Out of 371 government schools, 234 are in urban (189 in district towns and 45 in metropolitan cities) areas and 83 in rural areas.
 ** Out of 12,877 non-government schools, 13 per cent (1,696) are located in urban areas. Of which, about 1,200 are in district towns and another 506 are located in metropolitan areas.
 *** Out of 5,980 Dakhil madrasahs, only five per cent (311) are located in urban areas - around 250 in district-towns and another 59 in metropolitan areas.
 **** Parentheses give percentage share of row totals.

The quality of teachers and their mix in each type of delivery mechanisms - government schools, non-government schools and Dakhil madrasahs - explains quite a lot in terms of the performance of these institutions (see Table 4.9). For example, in high-performing government secondary schools (exclusively urban-based), almost a half of the teachers are with post-graduate (Master's in Humanities, Sciences, Social Sciences or Commerce) degrees and another 43 per cent teachers are with First degrees (in Humanities, Sciences, and Commerce). They are at least with 2nd class in their latest (highest) degrees; in contrast, the low-performing rural non-government secondary schools are endowed with few post-graduate degree-holding teachers (with only eight per cent of their total teachers). It is widely known that about 67 per cent of the non-government school

teachers (both rural and urban) are simply pass-degree holders (third divisioners) and do not satisfy the critical minimum requirement of governmental (Ministry of Education) rule for entitlement to State-salary-subvention, that is, so-called Monthly Payment order or MPO.

Figure 4.9
Bangladesh Non-government Secondary Schools: Annual Expenditure Per Pupil by Rural Regions, 2003



The Dakhil madrasahs are not fully comparable with mainstream schools; their syllabus and course contents are significantly different and therefore their educational board/system of public examinations is different. In general, their teaching personnel (not the numbers, the teacher-student ratio is as high as 1:20 when compared with non-government school's teacher-student ratio of 1:36) are not well qualified and trained. Teachers with First degrees (comprising about 43 per cent of the mainstream educated teachers) and HSC certificates (comprising another 42 per cent of the mainstream educated teachers) dominate the Dakhil madrasahs. This unfavourable teacher-mix highly contrasts with urban-based secondary (both government and non-government) schools.

(iv) In terms of financial resources, the annual (average) income of any institution is a good indicator of its viability. Government secondary schools located in metropolitan areas earn (including the State salary grants as the substantial source) roughly Tk.31.1 lakh (=US\$62,000). On the other extreme, rural Dakhil madrasahs earn (including salary-subventions) Tk.5.4 lakh (=US\$10,900) annually i.e. less than 20 per

cent of the metropolitan government schools. Non-government secondary schools (rural and urban) cover the middle ground, with annual income of Tk. 10.9 lakh (=US\$21,840 to Tk.21.2 lakh (=US\$42,440).

In the case of non-governmental institutions, whether mainstream schools or Dakhil madrasahs, the principal income source is government salary-subvention (75-80 per cent of the total), then follow tuition fees and examination fees (four to nine per cent of the total income). (See Columns 4 through 9 of Annex Table 4.4A). Other incomes, for example private donations, comprise four to six per cent of the total income.

How much a society is spending for the education of children is a good indicator of its commitment and capacity. Figure 4.9 presents estimates of institutional cost incurred per pupil by three types of institutions - rural non-government schools, rural madrasahs and government schools (close to urban areas). A clear pattern emerges from the estimates for 2003. In general, the institutional cost per year per pupil is relatively high for Dakhil madrasahs, ranging between Tk.2,600 (=US\$52) for rural Chittagong and Tk.3,000 (=US\$60) for rural Dhaka. The comparable annual per pupil cost for non-government secondary school is as low as Tk.1,800 (=US\$36) for rural Chittagong to as high as Tk.2,300 (=US\$46) for rural Barisal. The estimate for government schools is not quite satisfactory for lack of sufficient numbers in the category, it is as high as Tk.3,000 (=US\$60) per pupil for rural Khulna.

4.6 INSTITUTIONAL LEVEL MANAGEMENT AND PERFORMANCE

4.4.1 How Things Are Organised and Role of the State

The non-government secondary educational institutions, both mainstream schools and Dakhil madrasahs (numbering around 19,000), enroll about 95 per cent of the total students in age-group of 11-15 years. Therefore, any discussion of these two broad types of secondary educational institutions, more or less, covers the sub-system. The non-government secondary educational institutions receive State salary-subventions under the system known as Monthly Payment Order (MPO); the teachers such as Headteachers, Assistant Headteachers, Assistant Teachers (subject-specialists, computer-related, physical training-related) and the support staff members receive salary support under MPO

system. The salary-support is 90 per cent of their basic pay following the National Pay Scale (NPS) of 2005.¹ Under the present system and NPS 2005, the Headteacher of a non-government school belongs to grade 07 (pay scale Tk.9,000 to Tk.15,480 per month) and a superintendent (the top person) in a Dakhil madrasa enjoys NPS grade 08 (pay scale of Tk.6,800 to Tk.13,090 per month). The lowest ranking teacher in a secondary school, Assistant Teacher (religious education) is entitled NPS grade 12 (pay scale Tk.4,100 to Tk.8,820) and in a Dakhil madrasa, an Assistant teacher (Moulavi-religious education) enjoys the similar NPS grade 12.

The state spends roughly 67 per cent of the Ministry's (MoE's) revenue budget in financing the salary bills of the non-governmental educational (post-primary) institutions in the country. Under the MPO system about 300,000 secondary school and Dakhil madrasa teachers (180,000 in schools and 114,000 in madrasahs) are financed by the State. In addition, there are sizeable numbers (around 100,000) of support staff members who are financed under MPO. The State has a set of definite rules governing these MPO receiving educational institutions. The state rules for the non-government educational institutions comprise of aspects relating to critical minimum requirements² in terms of physical facilities, teaching and support staff (their qualifications and so on), financial solvency, number of pupils, etc.

There is a quid pro quo between the availability of State support (mainly MPO based salary-subventions, time-to-time granting of developmental resources for physical facilities, etc.) and the performance of educational institutions. The most easily measurable and widely accepted (and also by the state/DSHE) performance indicator of any secondary educational institution is the pass rate in the public examinations. The State agencies - DSHE and Education Boards (BISEs, Madrasa Board) - have defined a critical minimum level of public examination results for MPO receiving educational institutions. By this rule, the educational institutions have to achieve at least 25 per cent of the average pass rate³ in the public examinations (in their respective educational boards).

Pass rate in the public examinations is a summary performance indicator of important activities, which take place within an educational institution, that is, school or madrasa. Given the basic physical facilities and human resources (teaching and support staff) as stock variables, the

process related factors assume significance. The flow variables of importance can be enumerated as:

- (a) Teaching-learning process—what strategies are followed in the classroom, ways of assessment, feedback to pupil, extra effort for laggard students, special care for Mathematics, Science subjects and English language.
- (b) Headteacher/Superintendent/Principal's leadership—regular staff meeting for feedback, incentives (material and non-material) for better (motivated) teachers and also students.
- (c) School Management Committee (SMC)/Governing Body (GB)⁴ - meetings, their frequency, issues discussed and resolved extent of local resource mobilisation, etc.
- (d) Flow (monthly/quarterly) estimates of student and teacher attendance rates.

4.6.2 Institutional Performance and Management Correlates

There are some extraneous factors such as socio-political disturbances, irregularity in the availability of MPO-based disbursement, non-availability of tuition fee related disbursements (in cases of rural girls' schools) and so on which are not within the control of a non-government secondary school or Dakhil madrasa. These factors belong to structural constraints. Some State functionaries, both political and bureaucratic, may try to exercise unhealthy control over the non-governmental educational institutions through the regulatory rules of MPO, allocation of development funds. Generally the centralised and hierarchical decision-making involving the non-governmental secondary subsector, as depicted in Chart 4.1, inhibits creative activities at the grassroot and institutional levels.

Those institutions which perform reasonably (in terms of public examination results) are basically insulating themselves from the abovementioned structural factors. Empirical evidence, on the basis of non-government educational institutional survey of 2002, suggests that the institutions which possess highly motivated Headteachers/Superintendents and well-functioning SMCs/GBs are the good performing ones; the performance indicator being public examination results and transition-rates.⁵ Therefore, the empirical

evidence proves the critical role of institutional level leadership; it has to be buttressed by the community support in the shape of well-functioning SMC or GB.

4.7 MAJOR FINDINGS

- (i) Gross enrolment in mainstream schools (grades 6 to 10) and Dakhil madrasahs (Islamic equivalent of grades 6 to 10) has grown in the period; it has grown from 6.9 million in 1997 to 9.1 million in 2006. For the latest year of 2006, the gross enrolment rate (GER) for the female is 48.6 per cent and the comparable estimate for the male is 44.3 per cent. The female population records a higher GER and also their enrolment rate grows at a higher rate of 1.9 per cent per year in the period 1997-2006 when compared with the male enrolment rate growth of 1.6 per cent per year. These estimates are for mainstream schools. GER for the mainstream schools has grown from 36.7 per cent in 1997 to 46.6 per cent in 2006. When the Dakhil madrasahs are also taken into account, GER is estimated to grow from 41.7 per cent in 1997 to 56.4 per cent in 2006.
- (ii) Absolute number of net enrolment of eligible children (aged 11 to 15) has been falling in both cases of male and female population in the period 2001-2006. In the case of male population, it has fallen from 3.1 million in 2001 to 2.9 million in 2006. In the case of female population, the net enrolment number has fallen from 3.5 million in 2001 to 3.2 million in 2006. However, the net enrolment rates (NERs) for the mainstream schools have grown from 35.7 per cent in 2001 to 38.6 per cent in 2006; NER for the female population is a bit higher.
- (iii) Average attendance rate in the schools and madrasahs is around 67 per cent; it is significantly higher for female students in general, whether they belong to mainstream schools or madrasahs. As expected, the state-owned and metropolitan schools represent higher attendance rates. No reflection of female stipend programme is observed in the attendance rate when their rate is contrasted with urban female attendance rate. Another counterintuitive result is the higher male attendance rate in rural areas when contrasted with that of their urban counterparts.
- (iv) Promotion rate is the highest in urban state-owned schools and the lowest in non-government schools, whether they are located in

municipal towns and other rural areas. Dakhil madrasahs show better promotion rates. The estimate for promotion rate ranges between 62 per cent in non-government municipal schools (for male students) and 82 per cent for female students in non-government schools in municipal areas. Regionally, rural areas of Chittagong and Khulna are the leaders and lagging areas are rural Sylhet, Barisal and Dhaka.

Dropout and repetition rates are opposite indexes of performance. The dropout rate over the school cycle varies between 11.0 per cent (for female students) in state-owned municipal town schools and 37 per cent in Dakhil madrasahs (for female students) in municipal town. Regionally, highest dropout rates are recorded for rural Sylhet and lowest dropout rates are observed for rural Chittagong. Average (per grade) repetition varies between 4.7 per cent for male students in state-owned schools and 6.9 per cent for the female students in the same schools. Among the rural areas, Sylhet division represents the highest repetition rate and Dhaka division has the opposite performance index of the lowest rate.

- (v) The public examination results of SSC and Dakhil madrasahs show that about 60-70 per cent students (appeared) do not pass the examinations. The pass rate is higher for the Islamic stream (by about three percentage points). Metropolitan areas and other district towns are 10-16 per cent ahead of the national average pass rate (per cent). Generally male pass rate is a bit higher than of female pass rate. When the rural regions of Bangladesh are considered, the leading areas are observed to be Khulna and Sylhet, and the lagging areas are Chittagong and Rajshahi.
- (vi) While trying to relate the performance of educational institutions, the physical and human factors of the institution are taken into consideration. In a densely populated country such as Bangladesh, the physical space for school building poses a problem. Average land-area owned by a non-government metropolitan school is less than 0.5 acre. In terms of other important physical facilities such as electricity supply, safe drinking water availability, existence of playground, toilet facilities, the rural non-government schools and madrasahs vis-à-vis their urban counterparts are disadvantaged. In terms of teaching resources, the mainstream schools (especially, the non-government type) have an unfavourable teacher-student ratio of 1:36. About 67 per cent of the teachers do not satisfy the critical minimum qualification grade of 2nd

class degree. There is great dearth of subject-teachers for sciences, mathematics and English language. In the case of Dakhil madrasahs, notwithstanding the favourable teacher-student ratio of 1:20, a greater lack of well-qualified teachers holds the whole system back.

- (vii) Public cost of education per pupil is low; it is about Tk.1,800 (=US\$36) for rural Chittagong and Tk.2,300 (US\$46) for rural Barisal. Comparable estimate for Dakhil madrasah is significantly higher. Parents incur a high private cost for educating their children – Tk.7,800 to Tk.8,800 per pupil per year. The private cost varies directly with the socioeconomic status of the families/children. The largest per cent share of private cost is spent on private tutors.
- (viii) Educational institution level performance is significantly influenced by the school management, SMC/governing body (GB) and PTA. The Headteacher (in the case of a school) or the Superintendent (in the case of a madrasah) can improve the overall performance by giving inspiring leadership and practicing hard work.

4.8 CHALLENGES AND WAY FORWARD

Challenges	Medium/Long-Term Solutions
1. How to raise GER (participation rate) from 56 per cent in 2005 to 70 per cent by 2010; covering about 25 million eligible population.	The general approach should be through a better (improved) and qualitative delivery of secondary education (grades 6 to 12), which is in general missing in the country. Therefore, it is mainly a supply-side issue. State expenditures, as a per cent share of GDP and also in absolute terms, have to be raised. In addition to ensuring improved quality inputs and processes, some awareness-building drive and campaigns by the Directorate (DSHE)/field offices, and year-wise target fixing of enrolment may be required.
2. Access/participation rate has gone highly in favour of non-poor (rural and urban) households; how to redirect the state subsidies/support (e.g. female stipend, tuition fee waivers) in favour of (mainly) urban and rural poor households.	Demand-side financing for rural female secondary students (now between grades 6 and 12) has had salutary effects in the 1990s in terms of phenomenal total enrolment and achieving gender-balance; the recent stagnation in female enrolment (FSP-awardees declined in absolute numbers) can be remedied by applying some rules of means-testing. Instead of across the board State subsidy to rural female secondary students, State-MoE should go for targeted urban and poor benefiting demand-side financing. It should include also male students.

Challenges	Medium/Long-Term Solutions
3. Structural constraints, highly centralised decision-making	The common quoted advantage of non-government and flexible management aspects of post-primary education subsector is significantly lost due to the indirect but effective control by the ruling political and civil bureaucracy (see chart 4.1). By trial and error, the central government should devolve some political and administrative powers to the local level bodies such as Zila Parishad and/or Upazila Parishad. Major political parties such as the Awami League (AL) and the Bangladesh Nationalist Party (BNP) have pledged devolution of powers to local elected governments. It is a matter of translating these formal commitments to concrete institutional realities. Parishad and/or Upazila Parishad. Major political parties such as the Awami League (AL) and the Bangladesh Nationalist Party (BNP) have pledged devolution of powers to local elected governments. It is a matter of translating these formal commitments to concrete institutional realities.
4. Lack of qualified teachers and optimal compensation package	One of the main reasons for not getting well-qualified teachers for the secondary educational institutions is the absolute level of compensation package. The real wage/pay of the teachers must be raised. Subject-teachers in the fields of Mathematics, sciences and english may be given higher pay considering their greater merit, skills and/or market demand. GoB/MoE has already made the Non-government Teachers' Registration and Certification Agency (NTRCA) effective from March 2005. NTRCA should consolidate its position and become an effective vehicle to recruit qualified teachers for the secondary schools. Similarly, some autonomous teacher registration and certification agencies are required for the Islamic stream of non-governmental educational institutions.

Endnotes

¹See Rahman, Fazlur, *বেসরকারী শিক্ষা প্রতিষ্ঠানের প্রশাসন ও ব্যবস্থাপনা* (16th Edition, Kamrul Book House, Dhaka August, 2005).

²See, Rahman, Fazlur (2005), op. cit.

³For example, in 2006, under Dhaka Educational Board, the pass rate in the SSC examinations was 60 per cent. Any MPO-receiving secondary school has to register a pass rate of 15 per cent or more to sustain its MPO-receiving status.

⁴Under the existing rule, the ministry (MoE) enjoins on the constituent secondary school or Dakhil Madrasa to form a SMC or GB. In the case of SMC for a secondary school, the committee will be comprising of 10 members; of which, 4 will be parent representatives, two teacher representatives, three of them each one as founder, donor representative, educationist and the Headteacher as the member-secretary. In the case of GB for a Dakhil Madrasa, the committee comprises of 11 members; it is headed by the Upazila Nirbahi Officer (UNO). Other members consist of parent representatives (=04), teacher representatives (=02), three members, each one from donor, educationist, founder categories; the Superintendent remains the member-secretary to the committee.

⁵See, Alam, M., *Performance of Non-government Secondary Educational Institutions in Bangladesh*, World Bank, Dhaka, March 2003.

Appendix Box 4.1A**ORGANISATION OF SECONDARY EDUCATION IN BANGLADESH**

The post-primary education subsector of Bangladesh possesses a number of distinguishing features. The most important one is that the overwhelming percentage (about 98 per cent of secondary mainstream and Dakhil madrasahs) of the post-primary educational institutions belongs to the non-government (meaning non-state, non-profit making) management. Thus, for the subsector, a midway situation between the fully State-owned/managed type and the privately-owned type has been the option chosen by the education policymakers of the country. At the moment (Fiscal Year 2006), the Government of Bangladesh (GoB) finances 90 per cent of the salary-bills of all the post-primary non-government educational institutions; these institutions are recognised by GoB, that is, its relevant ministry, the Ministry of Education (MoE) and the administrative agencies such as Directorate of Secondary and Higher Education (DSHE), Bangladesh Madrasa Education Board (BMEB), Bangladesh Technical Education Board (BTEB). To underscore the importance of non-governmental educational institutions in the country, a few statistics on the post-primary education subsector may be quoted here. In Bangladesh, there are over 23,290 non-government secondary educational institutions (mainstream secondary schools numbering 16,245 and Dakhil Madrasahs numbering about 6,000); they employ about 3,00,000 teachers (teachers in secondary schools number more than 180,000 and in Dakhil Madrasahs about 114,000). In addition, these institutions employ a sizeable number of support staff such as upper division assistants (UDAs), lower division assistants (LDAs), librarians, peons, and security guards. Therefore, the non-government post-primary education subsector is a big employer of human resources of the country; the overwhelming percentage (95 per cent of them) is educated people with a first degree or more. The non-governmental educational organisations fulfilling the State-given critical minimum requirements (in terms of physical facilities, teaching and support staff, financial solvency, number of pupils and so on) receive salary-subventions from GoB. The salary-subvention is known as the Monthly Payment Order (MPO).

2. NER (per cent in year) = $\frac{\text{Net enrolment in th year}}{\text{Population aged 11-15 in th year}} \times 100$

Source: Personal communications with System Manager, BANBEIS, Dhaka, July 9, 2006.
Notes: 1. NERs are given in parentheses.

Year	Total population aged 11-15 years				Gross enrolment in grades 6 to 10			
	Both sex	Male	Female	Both sex	Male	Female	Both sex	Female
2002	426,932	202,932	224,000	3,202,765	1,243,325	1,959,440	2,921,560	(estimate)
5002	546,519	262,119	284,400	3,010,255	1,169,078	1,841,177	3,758,823	5002
4002	400,799	202,803	197,996	3,478,116	1,236,939	2,241,177	3,758,823	4002
3002	531,779	262,119	269,660	3,626,648	1,446,885	2,179,763	4,020,237	3002
2002	474,779	237,343	237,436	3,690,913	1,387,010	2,303,903	4,196,097	2002
1002	144,426	72,213	72,213	3,610,677	1,499,577	2,111,100	3,888,900	1002

Appendix Table 4.1A
Bangladesh Secondary Education: Gross Enrolment and Gross Enrolment Rates (GERs) in Mainstream Schools, 1997-2006

Year	Total population aged 11-15 years			Gross enrolment in grades 6 to 10		
	Both sex	Male	Female	Both sex	Male	Female
1997	16,702,999	8,478,080	8,224,919	6,124,325	3,202,765	2,921,560
1998	17,283,628	8,758,488	8,525,140	6,769,078	3,010,255	3,758,823
1999	17,754,225	8,981,115	8,773,110	7,236,939	3,478,116	3,758,823
2000	18,105,128	9,143,961	8,960,167	7,646,885	3,626,648	4,020,237
2001	18,317,747	9,242,792	9,075,955	7,887,010	3,690,913	4,196,097
2002	18,263,183	9,208,646	9,054,537	8,162,134	3,801,350	4,360,778
2003	17,980,817	9,064,785	8,916,032	8,126,362	3,803,794	4,322,568
2004	17,508,018	8,828,056	8,679,962	7,600,602	3,690,817	3,909,785
2005	16,884,379	8,517,098	8,367,281	7,398,552	3,530,538	3,868,014
2006	16,155,679	8,153,929	8,001,750	7,499,577	3,610,677	3,888,900

Source: Personal communications with System Manager, BANBEIS, Dhaka, July 12, 2006.
Note: 1. GERs are given in parentheses.

2. GER (per cent in year) = $\frac{\text{Gross enrolment in th year}}{\text{Population aged 11-15 in th year}} \times 100$

Institution Type	Broad Region	Total Expenditure	Examination Fee	Repair/maintenance	Salary/Allowance	Co-Curricular Activities	Developmental	Others	Incidental	(in Current Taka)	
										Both sex	Female
Govt. Secondary School*	Rural Bangladesh	511,018	73,629	5,026	47,468	11,714	23,496	32,001	13,914	23,698	23,698
	Urban Bangladesh	1,110	111	3,600	49,546	0	2,247	34,122	32,063	32,063	32,063
	Metro Cities	882	882	3,600	49,546	0	2,247	34,122	32,063	32,063	32,063
	Municipalities	221	221	3,600	49,546	0	2,247	34,122	32,063	32,063	32,063
	All Bangladesh	211,531	211,531	0	167	51,754	3,803	9,561	82,101	12,551	12,551
Non-Govt. Secondary School***	Rural Bangladesh	107,871	40,519	28,888	237,707	8,378	27,209	88,987	27,636	43,698	43,698
	Urban Bangladesh	1,212	1,212	2,222	4,424	1,919	52,191	171,338	171,338	171,338	171,338
	Metro Cities	521	521	2,222	4,424	1,919	52,191	171,338	171,338	171,338	171,338
	Municipalities	189	189	2,222	4,424	1,919	52,191	171,338	171,338	171,338	171,338
	All Bangladesh	211,515	211,515	899	899	219,882	9,211	59,949	110,143	53,533	53,533
Dakhl Madrasha***	Rural Bangladesh	527,505	19,824	15,079	54,207	2,217	3,849	15,619	9,351	23,853	23,853
	Urban Bangladesh	557	557	4,788	14,235	4,618	4,235	23,853	9,060	23,853	23,853
	Metro Cities	202	202	4,788	14,235	4,618	4,235	23,853	9,060	23,853	23,853
	Municipalities	163	163	4,788	14,235	4,618	4,235	23,853	9,060	23,853	23,853
	All Bangladesh	557,155	557,155	4,916	4,916	54,566	5,163	5,472	16,110	8,445	8,445
Dakhl Madrasha***	Rural Bangladesh	105,182	1,639	801	16,884	8,517	16,884	16,155	8,445	16,155	16,155
	All Bangladesh	105,182	1,639	801	16,884	8,517	16,884	16,155	8,445	16,155	16,155

Notes: * Out of 371 government schools, 234 are in urban (189 in district towns and 45 in metropolitan) areas and 83 in rural areas.
 ** Out of 12,877 non-government schools, 13 per cent (1,696) are located in urban areas. Of which about 1,200 are in district towns and another 506 are located in metropolitan areas.
 *** Out of 5,980 Dakhl madrashas, only five per cent (311) are located in urban areas - around 250 in district-towns and another 59 in metropolitan areas.

Appendix Table 4.2(A1)
 Major Sources and Broad Regions, 2003
 Bangladesh Secondary Education Subsector: Average Annual Expenditure of Institutions by Institution Type,
 (in Current Taka)

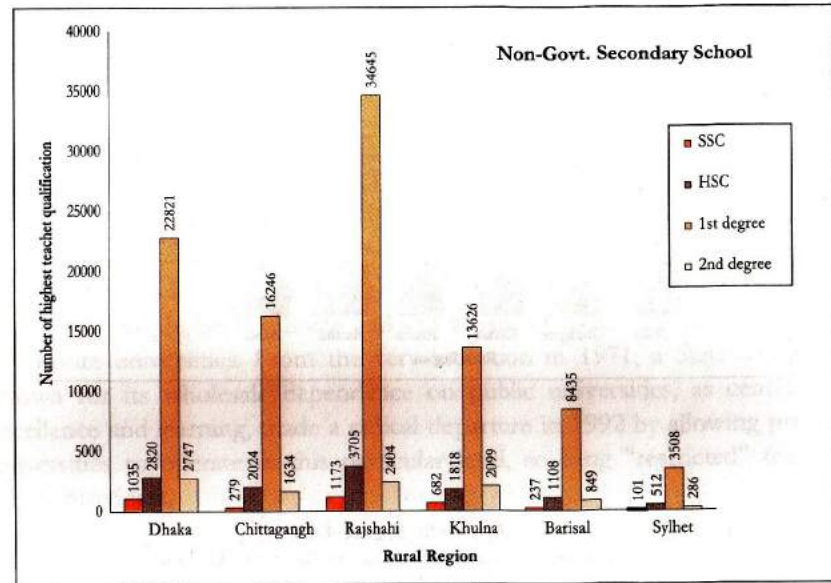
Appendix Table 4.2(A1)
 Bangladesh Secondary Education: Gross Enrolment and Gross Enrolment Rates (GERs)
 In Dakhl Madrasahs (grades 6-10), 1997-2006

Year	Total population aged 11-15 years			Net Enrolment in grades 6 to 10		
	Both sex	Male	Female	Both sex	Male	Female
1997	16,702,999	8,478,080	8,224,919	840,423 (5.0)	610,561 (7.2)	229,862 (2.8)
1998	17,283,628	8,758,488	8,525,140	1,182,834 (6.8)	716,665 (8.2)	466,169 (5.5)
1999	17,754,225	8,981,115	8,773,110	1,347,784 (7.6)	761,819 (8.5)	585,965 (6.7)
2000	18,105,128	9,143,961	8,960,167	1,378,842 (7.6)	775,426 (8.9)	603,416 (6.7)
2001	18,317,747	9,242,792	9,075,955	1,587,361 (8.7)	795,713 (8.6)	91,648 (8.7)
2002	18,263,183	9,208,646	9,054,537	1,619,486 (8.9)	790,632 (8.6)	828,854 (9.1)
2003	17,980,817	9,064,785	8,916,032	1,664,635 (9.3)	799,948 (8.8)	864,687 (9.7)
2004	17,508,018	8,828,056	8,679,962	1,545,776 (8.8)	785,712 (8.9)	760,064 (8.7)
2005	16,884,379	8,517,098	8,367,281	1,597,668 (9.5)	801,652 (9.4)	796,016 (9.5)
2006(P)	16,155,679	8,153,929	8,001,750	1,639,182 (10.1)	814,404 (9.9)	824,778 (10.3)

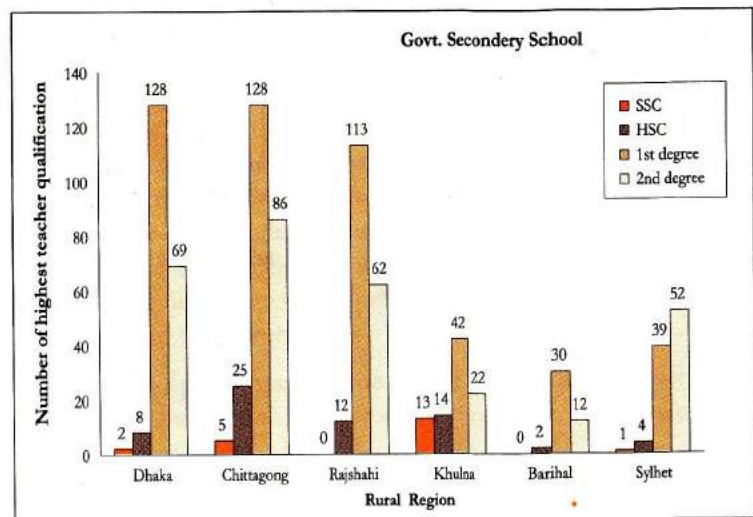
Source: Personal communications with System Manager, BANBEIS, Dhaka, July 12, 2006.
 Notes: 1. GERs are given in parentheses.
 Gross enrolment in th year

2. GER (per cent th year) = $\frac{\text{Population aged 11-15 in th year}}{\text{Population aged 11-15 in th year}} \times 100$

Appendix Figure 4.1A
Bangladesh Non-Government Secondary Schools - Distribution of School Teachers by their Highest Qualifications and Rural Regions, 2003



Appendix Figure 4.2A
Bangladesh Government Secondary Education Schools - Distribution of School Teachers by Their Highest Qualifications and Regions, 2003

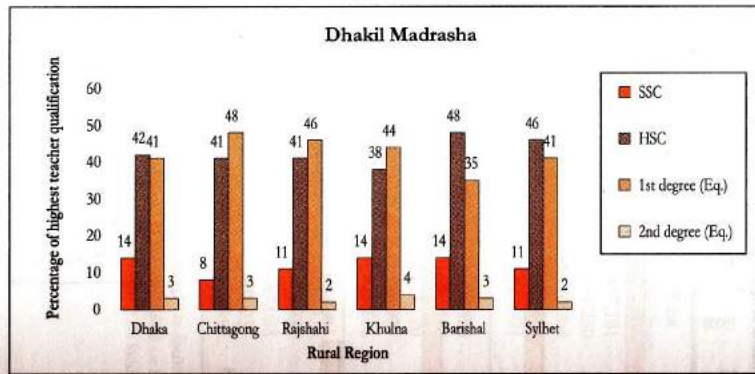


Appendix Table 4.4A
Bangladesh Secondary Education Subsector: Average Annual Income of Institutions by Institution Type, Major Sources and Broad Region, 2003
 (in Current Taka)

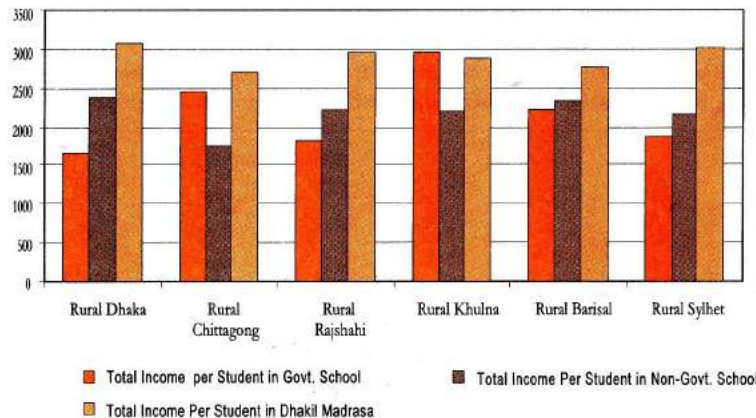
Institution Type	Broad Region	Total Expenditure	Exam- nation fee	Repair/ maintenance	Salary/ Allowance	Co-Curricular Activities	Develop- mental	Others	Incidental
Govt. Secondary School*	Rural Bangladesh	837,781	671,578	42,687	33,309	9,981	12,383	40,650	1,416
	Urban Bangladesh	1,731,260	1,420,583	80,492	130,125	15,573	1,902	14,926	37,919
	Metro Cities	3,110,706	2,710,285	88,889	115,401	7,200	0	22,048	166,883
	Municipalities	1,402,821	1,113,511	78,492	133,631	17,566	2,355	13,230	7,214
	All Bangladesh	1,497,321	1,224,471	70,593	104,776	14,109	4,646	21,661	28,362
Non-Govt. Secondary School**	Rural Bangladesh	1,092,488	702,814	67,876	125,448	11,834	17,210	85,501	9,937
	Urban Bangladesh	2,122,450	681,383	150,259	618,157	27,562	36,574	466,269	22,747
	Metro Cities	3,518,120	742,484	211,232	1,409,564	32,132	52,082	896,552	14,240
	Municipalities	1,528,997	655,402	124,332	281,643	25,619	29,980	283,309	26,364
	All Bangladesh	1,228,142	699,991	78,727	190,341	13,905	19,760	135,651	11,624
Dakhil Madrasah***	Rural Bangladesh	545,495	405,075	18,060	16,711	6,176	9,875	23,515	3,934
	Urban Bangladesh	618,981	449,679	24,109	32,867	9,790	10,601	30,101	5,708
	Metro Cities	687,088	302,249	36,502	99,329	23,599	14,551	61,543	16,372
	Municipalities	603,035	484,196	21,207	17,307	6,556	9,676	22,739	3,212
	All Bangladesh	549,317	407,395	18,374	17,551	6,364	9,912	23,858	4,026

Notes: * Out of 371 government schools, 234 are in urban (189 in district towns, 45 in metropolitan) areas and 83 in rural areas.
 ** Out of 12,877 non-government schools, 13 per cent (1,696) are located in urban areas. Of which, about 1,200 are in district towns and another 506 are located in metropolitan areas.
 *** Out of 5,980 Dakhil madrasahs, only five per cent (311) are located in urban areas - around 250 in district towns and another 59 in metropolitan areas.

Appendix Figure 4.3A
Bangladesh Dakhil Madrashas - Distribution of Teachers
By Their Highest Qualifications and Rural Regions, 2003



Appendix Figure 4.4A
Bangladesh Non-government Secondary Schools: Annual Income
Per Pupil by Rural Income/Pupil Regions, 2003



PRIVATE UNIVERSITIES IN BANGLADESH: SUSTAINABLE INNOVATIONS OR PROMISING FLICKERS

5.1 MAJOR ISSUES OF BANGLADESH PRIVATE UNIVERSITY EDUCATION

For more than a decade, Bangladesh has received a lot of attention from the concerned people, both at home and abroad, for its rather spectacular growth of private universities. From the very inception in 1971, a State avowedly known for its wholesale dependence on public universities, as centers of excellence and learning, made a radical departure in 1992 by allowing private universities to operate in this particular level, so long "restricted" for the public providers.

The chapter is on the performance of private university subsector of Bangladesh. It tries to analyse the contemporary issues of quality, relevance, financial sustainability and growth of the private universities in the country. The analysis is by no means an exhaustive one; due to the limitations of data and resources, it is presented as a preliminary analysis. The intention is to inform the policymakers and the practitioners. Ultimately, this is an effort to contribute to the discourse of public-private provisioning in higher education.

The chapter is mainly based on secondary data generated by State agencies [(e.g. University Grants Commission (UGC) of Bangladesh and Bangladesh Bureau of Educational Information and Statistics (BANBEIS)]. Some structured primary data are also used supplied by a number of private universities of the country. Impressionistic ideas gleaned by the authors and personal interviews of the private university administrators have been used in this chapter. This unstructured information is quite helpful in developing insights with regard to the subsector.

Before taking up the specific context of Bangladesh Private University subsector, it will be helpful to enumerate a number of relevant analytical issues: