



Teaching & Learning Quality in Primary Education: Assessment & Recommendations

Third Primary Education Development Program
and Post-PEDP 3 Planning Quality Study

30 November 2016

Teaching & Learning Quality in Primary Education: Assessment & Recommendations

Third Primary Education Development Program
and Post-PEDP 3 Planning Quality Study

30 November 2016

Issue and Revision Record

Revision	Date	Originator	Checker	Approver	Description
1					
2	03.11.2016	Lillian Breakell, Mourie Nishad, Happy Das	Marc van der Stouwe	Marc van der Stouwe	Final

Information class: Standard

This document is issued for the party which commissioned it and for specific purposes connected with the above-captioned only. It should not be relied upon by any other party or used for any other purpose.

We accept no responsibility for the consequences of this document being relied upon by any other party, or being used for any purpose, or containing any error or omission which is due to an error or omission in data supplied to us by other parties.

This document contains confidential information and proprietary intellectual property. It should not be shown to other parties without consent from us and from the party which commissioned it.

Table of Contents

Executive summary	3
Introduction	8
1.1 Purpose of this study.....	8
1.2 PEDP3's approach to improving the quality of teaching and learning.....	8
1.3 Study methodology.....	9
1.4 Outline of the report.....	10
A review and assessment of PEDP's different teaching and learning quality interventions	11
Structure of the section.....	11
2.1 Mainstreaming activity based classroom practice	12
2.1.1 Each Child Learns (ECL)	12
2.1.2 Information Communications Technology (ICT)	16
2.2 Facilitating inclusion	17
2.2.1 Pre-Primary Education (PPE)	18
2.2.2 Mainstreaming inclusive education	20
2.3 Professional development of teachers.....	20
2.3.1 Teacher Education and Development.....	21
2.3.2 Teacher recruitment and deployment.....	30
2.4 Assessment of learning.....	31
2.4.1 School and classroom based assessment (SCBA)	31
2.4.2 Primary Education Completion Examination (PECE)	32
2.4.3 National Student Assessment (NSA)	33
2.5 Textbooks and curriculum strengthening, production and distribution ..	35
2.6 SLIPs as a tool for school improvement and decentralizing school management and governance	37
A review and assessment of the strengths and weaknesses of the primary education system to significantly improve the quality of teaching and learning	40
3.1 The view from the school	40
3.2 Institutions principally responsible for professional development.....	43
3.2.1 URCs.....	43
3.2.2 PTIs.....	45
3.2.3 NAPE.....	47
3.3 Institutions/actors principally responsible for management	49
3.3.1 Upazila Education Officers and Assistant Upazila Education Officers	49
3.4 Overall leadership - DPE.....	50
3.5 Curriculum development and textbook provision: NCTB	51
Analysis and recommendations for inclusion in the next primary education sector programme	53
Annex 1:.....	65
Annex 2: List of documents consulted	73

Annex 3: Summaries of specific interventions	76
Annex 4: Number of trainings received per stakeholder.....	78
Annex 5: Mapping Report extract.....	79

List of abbreviations

APSC	Annual Primary School Census
ASPR	Annual Sector Performance Report
AUEO	Assistant Upazila Education Officer
AURCI	Assistant Upazila Resource Centre Instructor
CAMPE	Campaign for Popular Education
DLI	Disbursement Linked Indicator
DP	Development Partner
DPEd	Diploma in Primary Education
DPE	Directorate of Primary Education
ECL	Each Child Learns
EIA	English in Action
GPS	Government Primary School
ICT	Information Communications Technology
IER	Institute of Education and Research
JARM	Joint Annual Review Mission
JICA	Japan International Cooperation Agency
MOPME	Ministry of Primary and Mass Education
MTR	Mid Term Review
NAPE	National Academy of Primary Education
NBSCT	Needs Based Sub Cluster Training
NCTB	National Curriculum and Textbook Board
NNPS	Newly Nationalised Primary School
NSA	National Student Assessment
ODCBG	Organisational Development and Capacity Building Guidelines
PECE	Primary Education Completion Exam
PEDP3	3rd Primary Education Development Programme
PPE	Pre-Primary Education
PTI	Primary Training Institute
QWG	Quality Working Group
RA	Results Area
RBM	Results Based Management
READ	Reading Enhancement for Advancing Development
SCBA	School and Classroom Based Assessment
SLIP	School Level Improvement Plan
SMC	School Management Committee
TEDP	Teacher Education and Development Plan
UEO	Upazila Education Officer
URC	Upazila Resource Centre
URCI	Upazila Resource Centre Instructor

Executive summary

Bangladesh's Third Primary Education Development Program (PEDP3), a complex programme of education system reform, aims to establish an efficient, inclusive and equitable primary education system delivering effective and relevant child friendly learning to all children from pre-primary through grade 5 primary education. It is the continuation of twenty years of efforts by the Government of Bangladesh (GoB) and Development Partners (DPs) to increase access and improve the quality of primary education. It is acknowledged to have made considerable strides towards meeting its goal of providing quality education for all primary aged children. Within the area of learning it is regarded as "in the forefront of global best practice". During its lifetime it has built up a considerable body of documentation about its intentions, processes and achievements. The aim of the study of Teaching and Learning Quality in Primary Education: Assessment, Status and Recommendations for the Future is to bring together all available information to make an overall assessment of the status of PEDP3 teaching and learning quality interventions and to inform the planning of the post-PEDP3 program.

The methodology of the study was simple. Essentially, this was a desk review and analysis of information of all available studies and reports related to teaching and learning quality interventions during the PEDP3 period. In addition, information from the desk review, the primary source of information, was verified through interviews, consultations and some field observations. Where there was insufficient information available, information was gathered through the consultation process. The scope of a study into quality improvements in a sector wide programme in such a large and complex education system was bound to be broad. This report focuses on the interventions (and the elements of the education system) which most directly impact on the quality of teaching and learning. They comprise the six sub-components from Results Area 1 of the PEDP programme; "Learning", but also include some subcomponents from Results Areas 2.1 "Participation", 3.1 "Decentralisation", and 3.2 "Effectiveness".

In every Results Area, PEDP3 can point to considerable successes, e.g. the introduction of the DPED and increased scope and reach of in-service training for teachers and education officers; the introduction of one year of pre-primary education and timely textbook delivery. However, one way PEDP3 represents an advance on its predecessors is in "its strong focus on how inputs are used at school level to improve learning outcomes in the classroom" and a key question for this report to investigate therefore was what the issues are that prevent increased knowledge being turned into improved classroom practice and in turn to raised learning outcomes. Answering this question is not easy, for several reasons. Firstly, some areas are less well documented than others, for example curriculum and textbook development. Secondly, PEDP3 has carefully monitored what it has "done", in terms of inputs and outputs but there is less information about system change e.g. how the considerable amount of training that has happened is being incorporated into classroom practice and what difference this is making. Finally, although the programme is built on a sound school effectiveness model – that the improvement of quality is contingent on a number of initiatives – the programme monitoring has not taken enough account of the interconnection of these multiple initiatives; for example at the experience of the teachers who have to internalize the different training, manage the increased number of pupils, use the new textbooks, assessments, ICT etc, or to the context (the schools) in which they try to do this.

Clearly though, there can be no improvement in learning outcomes unless teachers are able and willing to change their teaching practice to meet pupils' needs and so this report does attempt to investigate teacher experience within the school and the classroom. PEDP3's different teaching and learning quality interventions were reviewed, concentrating on the 13 (out of PEDP3's 29) sub-components which

contribute directly to improving the quality of teaching and learning. The report suggests that the sub-components could have been organised differently during programme planning, as the way some interventions are allocated sometimes separates what is logically linked and that this has weakened the links between teaching and learning interventions. Because of this, the overall aim of “strengthening pupil learning outcomes” did not sufficiently drive the programme. The report has six broad sub-sections:

2.1 Mainstreaming activity based classroom practice

This includes ECL and ICT.

2.2 Facilitating inclusion

This includes PPE and also Mainstreaming inclusive education

2.3 Professional development of teachers

This includes Teacher Education and Development, School level leadership development and Teacher recruitment and deployment.

2.4 Assessment of and for learning

This includes School and classroom based assessment, PECE strengthened and National Student Assessment.

2.5 Texts and curriculum

This includes Curriculum and textbooks strengthened and Production and distribution of textbooks.

2.6 System strengthening

This comprises Decentralised school management and governance, and focuses upon School Level Improvement Plans (SLIPs)

The capacity of the different institutions, including schools, within the primary education system was reviewed. As stated in the Mid-Term Review (MTR) Quality Study, “real transformative change can only occur at the level of the school and classroom”¹. PEDP 3’s quality agenda is based on a rational school effectiveness model; learning outcomes do not depend solely on activities within classrooms or schools, but on a range of interconnected factors. No one would argue with this. Also there is general acknowledgement that the interventions have, by and large, been well planned and implemented with thoroughness and care. However PEDP 3’s ultimate success is challenged by the limited amount of change that is happening in practice at school and classroom level.

The report contends that schools are extremely important, but hitherto somewhat neglected, institutions. The same can be said of classrooms – the place where the quality interventions, nearly all successful in individual terms - should come together; as for teachers, whilst they are the ultimate user of many interventions, PEDP3’s emphasis has been on the delivery of interventions to teachers, not how, or indeed whether, the teachers are able to make use of these interventions in their teaching. And there is very little information on what is actually happening within the classrooms. Briefly the report outlines what is known about schools and classrooms: that despite the very real efforts and achievements of the Government of Bangladesh, the quality of what happens on schools is impacted upon negatively by ongoing shortages of classrooms and teachers (which interact with the following):

- too few contact hours for pupils
- poor teacher morale and workload (including lack of career progression)

¹ Mid Term Review Quality Study Inception Report: (2014)

- insufficient academic leadership within the school
- teacher training; the “programme” lacks coherence, whilst selection lacks transparency
- problems with support and supervision

It is also important to look at how the institutions which comprise the education system interact with schools and classrooms as well as the quality of leadership, management and support which they provide.

Based on the review and analyses, some targeted recommendations for future support to primary education, are suggested as follows:

- **ensuring that teaching and learning issues are brought to the forefront of all decision making by:**
 - establishing a teaching and learning unit within the Directorate of Primary Education (DPE) charged with ensuring that every decision that is made impacts positively on teaching and learning, improving information flows and managing collaborations between DPE and the DPs as well as with the National Academy for Primary Education (NAPE) and the National Curriculum and Textbook Board (NCTB) and pulling together the work of the different Divisions
 - a more explicit change agenda aiming to ensure that improved practice is institutionalized. This responds to several references that PEDP3 has been successful in tracking what has been done, but not in terms of demonstrating evidence of changed practice as a result of what has been done.
 - resolve issues with the career path, developing a clear policy on teacher recruitment, deployment and retention, linked to the development of a performance management system. This was the single most frequently mentioned issue in all group discussions and key informant interviews.
- **basing decision making on a better understanding of what is happening in classrooms**, and a clear agreed vision of what constitutes an effective school and a successful lesson, by conducting a qualitative study of current school and classroom practice. Future work on teacher and school development would benefit from being grounded in the reality of classroom life.
 - the study development would provide opportunities for the professional development of bodies such as NAPE and collaborative work with bodies such as NCTB
 - the study implementation would provide part of the professional development programmes for Primary Training Institute (PTI) and Upazila Resource Centre (URC) Instructors
 - managed by DPE, who would use the process and findings to lead a national debate on effective schools and quality lessons
- **prioritise activities that mainstream classroom practices which ensure the participation of all children in learning**
 - revisit Each Child Learns (ECL) - consider how it can be turned from a pilot into DPE's approach to teaching and learning, aligned with and supported by other quality interventions
 - strengthen School Level Improvement Plans (SLIPs) – to promote local engagement in school improvement and link them to improving teaching and learning
 - explore policy level as well as practical, local, approaches to increasing contact hours
 - clarify and raise the profile of **inclusive education**
 - ensure Pre-Primary Education (**PPE**) contributes towards increasing learning outcomes as well as increased access
 - develop the use of Information Communication Technology (**ICT**) and other resources, including low cost alternative technology approaches, with the focus on **how they enhance learning**

- **revisit the Teacher Education and Development Plan (TED Plan)**, focussing on the establishment of coherent overall professional development and support packages for teachers, Head Teachers, field level officers and teacher educators.

These should be based on performance standards and would involve clarifying responsibilities of field level officers and teacher educators and strengthening their capacity to provide these packages.

- Clarify responsibilities and strengthen institutional capacity of the following:

- **NAPE**

- identify NAPE's responsibilities in a post PEDP3 world
- once its role is clear, Ministry of Primary and Mass Education (MoPME), DPE, NAPE and the DPs revisit the 2008 and 2015 report recommendations, identifying ways to overcome any barriers to their implementation, and develop and agree an action plan for management, staffing, recruitment and career path
- **once these two steps are taken**, identify NAPE's own capacity development needs and put together a professional development programme to meet these (including working together on specific tasks with other institutions such as the existing programme with the Institute of Education and Research (IER) Dhaka University, doctorates undertaken through workplace based action research, and direct TA support

- **PTIs**

- develop standards of effectiveness for a PTI as an institution. Standards should focus on successful outcomes, not merely on resources available in the PTI.
- review the workload and staffing structure of PTIs and align it with their current responsibilities, i.e. delivery of Diploma in Primary Education (DPED) training; strengthening and quality assuring the URCs' delivery of subject based training, ensuring that there is some internal career progression within the PTI as well beyond
- ensure the Instructors achieve a suitable professional standard through participating in a dedicated professional development programme, attaining relevant primary experience; assessed against a set of competencies and evaluated by regular academic supervisions and during annual performance monitoring meetings with the Superintendent) and informing the career progression of the Instructor
- using the existing assessments of infrastructure needs, DPE will review its plan to steadily upgrade physical facilities based on agreed priority areas (such as improving internet coverage).

- **URCs** Unless the issue of timely fund release can be addressed, URCs are unlikely to be able to function properly. This is a real "killer" issue for quality training particularly at this level.

- establish quality performance standards for URCs; monitored by link PTI Instructors
- ensure better links between URCs and Assistant URC Instructors (AURCs) and Upazila Education Officers (UEOs) and Assistant Upazila Education Officers (AUEOs);

formally through the Upazila Education Committee, more informally through fortnightly meetings

- consider devolving some of the training (certainly NBSCT) and possibly some subject training and PPE induction to local “training centres” based in easily accessible schools within the sub-clusters to bring training closer to the schools. This would involve working collaboratively with the AUEOs (as identified in the report).
- develop, support and manage pools of resource people (Including teachers) to lead subject training and Needs Based Sub-Cluster Training (NBSCT) using improved processes identified in the report.
- **School level** The overall intention here is strengthen the relationship between the Head Teacher and the AUEO; so that the school itself becomes the foundation level for professional development and the driver of its own improvement.
 - increase the percentage of Head Teachers who are promoted into the post
 - staff schools so that no Head Teacher has more than a 50% teaching load. Ensure their main responsibility is academic leadership, including liaising with their AUEO
 - each school to have at least one post of responsibility for a senior teacher, with some non-teaching time, linked to improving an aspect of teaching and learning.
 - the quality of the Head Teachers' academic leadership is routinely monitored by the AUEO
 - each teacher knows their entitlement to progress through the professional development programme for teachers and the likely timescale. Each teacher knows their entitlement to an agreed number of academic supervisions per year which are supportive in nature.
- **AUEOs** The role of the AUEO should become tied to improving the quality of teaching and learning and school leadership for a number of schools, and providing information on this improvement to the rest of the system. The AUEO should be the bridge between the school and the upazila.
 - the AUEOs would lose most of their training responsibilities, except for School Leadership; instead they would make an agreed number of whole day visits to their group of schools (ideally three visits per term)
 - on each visit the AUEO would carry out an academic supervision with the Head Teacher to monitor the quality of this work (and strengthen it); monitor the quality of the Head Teacher's leadership generally and complete the agreed monitoring format for the school
 - the AUEO would have a role in helping identify areas for NBSCT and would be responsible for ensuring that the overall needs from his or her sub-cluster are met, working **in** collaboration with the AURCI

Introduction

1.1 Purpose of this study

This study will review and assess the implementation and management of PEDP3 interventions related to improving the quality of primary education, with a focus on teaching and learning and increased learning outcomes. In addition it will recommend ways to strengthen the capacity of the system and to rationalize, strengthen and link interventions to improve the quality of teaching and learning in the next primary education sub-sector programme.

Specifically the objectives are:

- To review and assess the implementation of PEDP3 teaching and learning quality interventions in terms of relevance, efficiency, effectiveness, sustainability and anticipated impact.
- To provide an overall analysis of the strengths and weaknesses of the primary education system to significantly improve the quality of teaching and learning in primary schools.
- To recommend steps to take to improve the capacity and capability of the system to ensure effective teaching and learning in the next primary education sub-sector program.
- To recommend a set of harmonised interventions for inclusion in the next primary education sub-sector program to improve the quality of teaching and learning and to increase learning outcomes.

1.2 PEDP3's approach to improving the quality of teaching and learning

PEDP3 is a complex programme of education system reform, initially of six years duration, with an extension under process. It has the objective of establishing an efficient, inclusive and equitable primary education system delivering effective and relevant child friendly learning to all children from pre-primary through grade 5 primary education. It is the continuation of twenty years of efforts by GoB and DPs to increase access and improve the quality of primary education.

The achievements of PEDP3 are impressive. There have been significant evidence based improvements in access (improved right age enrolment, completion/survival and attendance rates, better gender parity etc). At the 2014 Mid Term Review, PEDP3 was considered “on track”, for example with on-time textbook delivery; increased variety and reach of in-service training for education officers and teachers; multiple quality upgrades to a revised curriculum; extension of the Diploma in Education; and improved school infrastructure. Over time the technical interventions have become more nuanced, whilst simultaneously the reform process within which the interventions are managed has become increasingly sustainable through a greater systems and results based management focus. PEDP3 comprises 29 sub-components, coordinated within a single results matrix covering the whole of the primary system, as well as harmonized funding disbursed through existing GoB financing mechanisms. Disbursement Linked Indicators (DLIs) tie nine subcomponents to DP budget allocations, acting as triggers for the accountable release of funds. The DLIs have contributed to driving forward reform but it has been argued that they might have a distorting effect as effort is concentrated on meeting them to the detriment of all round progress.

The Inception Report of the Mid-Term Quality Review described the design of PEDP3 as “conceptually strong” and noted that its emphasis on learning puts it at “the forefront of global best practice”. However, “detailed caveats related to weaknesses in teaching quality and learning outcomes”² were described.

² Joint Rapid Assessment Report Document: Bernard (2016)

Since the MTR improvement has continued but “more in degree than in kind: inputs are consistent and numbers increased, but there is little evidence of a more substantive shift from delivery of innovative ideas and skills training to support for their use and internalization.”³

One of the ways PEDP3 represents an advance on its predecessors is in “its strong focus on how inputs are used at school level to improve learning outcomes in the classroom”⁴. Clearly, there can be no improvement in learning outcomes unless teachers are able and willing to change their teaching practice to meet pupils’ needs, “because real transformative change can only occur at the level of the school and classroom”⁵; thus arguably making teachers the key group for PEDP3 intervention. In keeping with the needs of such a key group teachers are indeed the target of multiple training programmes, but there is little evidence of what goes on in classrooms (other than a widespread belief that “teachers are not applying their training”) or indeed within schools. This echoes comments made by DPE staff in Programme and Training Divisions and reiterated by DP members of the Quality Working Group; are we making the difference we intended? - are Outputs leading to Outcomes? Underpinning this study will be an attempt to answer the question; what are the issues which might prevent increased knowledge being turned into improved practice at classroom level and in turn to improved learning outcomes?

So, arguably, PEDP3 has not had a sufficient classroom focus; however its quality agenda is otherwise soundly based on a rational school effectiveness model; “the improvement of quality is contingent on a number of other PEDP3 initiatives which have a direct influence on teachers being able to teach effectively.”⁶ These initiatives include not only those directly targeting teachers’ professional capacity such as CPD and the introduction of the DPEd; but also their recruitment, deployment and potential career path; the provision of textbooks and a reformed curriculum, developing the technical capacity of key actors at lower levels of the system, including education officials at the district and upazila levels, the PTIs and URCs, as well as broader systemic issues and constraints such as the teacher-pupil ratio and short contact hours.

The scope of a study into quality improvements in a sector wide programme in such a large and complex education system is bound to be broad. This report will focus on the interventions (and the elements of the education system) which most directly impact on the quality of teaching and learning. These interventions were listed in the ToRs; they comprise the six sub-components from Results Area 1; “Learning”, but also include subcomponents from Results Area 2.1 “Participation”, most importantly PPE but also Mainstreaming inclusive education and Communications and social mobilization; Results Area 3.1 “Decentralisation”, Field level offices strengthened, decentralized school management and governance and School level leadership and development and Results Area 3.2 “Effectiveness”, Grade 5 PECE strengthened, Teacher recruitment and deployment, and the National Student Assessment.

1.3 Study methodology

The ToRs (Annex 1) described the study as primarily a desk review of the programme’s existing evidence base (see Annex 2 for the list of documents consulted), with meetings with the Quality Working Group (QWG) and visits to DPE and other key informants. The study team were required to undertake some field visits “to ensure the consultants are familiar with the situation of primary education in Bangladesh, not to collect primary data based on a representative sample”⁷. However, during the Inception period, the Quality Working Group, requested that more observations and discussions were included in order to reflect more

³ Joint Rapid Assessment Report Document: Bernard (2016)

⁴ PEDP3 Mid Term Review 2013-14 (2015)

⁵ Mid Term Review Quality Study Inception Report: (2014)

⁶ Mid Term Review Quality Study Inception Report (2014)

⁷ ToRs for the Teaching and Learning Quality in Primary Education Assessment: Status and recommendations for the future: Quality Working Group (2016)

field reality and check and contextualize understanding. The study team found this to be a useful suggestion and responded positively, making additional observations and holding focus group discussions (further supplemented by a QWG team member who visited Chittagong Division).

In addition, where insufficient documentary evidence was available, the study team attempted to gather information through the consultation process. The interviews were semi-structured using open-ended questions to allow interviewees, who are considered to be experts in what they do, to inform the conversation. Questions were geared towards the specific area of expertise and interest of the informant. Follow up questions were prepared to probe for further detail, to seek clarification or to open areas which were being neglected. The initial analysis enabled the development of a simple matrix of actors and issues, to ensure the right groups were asked questions appropriate for them, and to ensure a good overall cover of issues. The purpose of the observations of lessons and trainings which (like the focus group discussions) were too limited in number to be regarded as representative was, again, not to collect primary data but to act as a reality check on assumptions of the consultancy team, and to verify lines of enquiry explored during the consultations and focus group discussions. Not all the anticipated observations could be completed, and the reasons for this are in themselves illuminative and are described in the discussion of the “training window” in sub-section 2.3.

A full list of studies, data and other documentation reviewed appears as Appendix 1.

1.4 Outline of the report

Chapter 2: A review and assessment of PEDP's different teaching and learning quality interventions

Chapter 3: A review and assessment of the strengths and weaknesses of the primary education system to significantly improve the quality of teaching and learning in primary schools

Chapter 4: Analysis and recommendations for inclusion in the next primary education sub-sector programme.

A review and assessment of PEDP's different teaching and learning quality interventions

Structure of the section

As indicated in the Introduction, PEDP3 comprises 29 sub-components of which this study will concentrate on 13. It will follow broadly (but not exactly) the decision of the Joint Rapid Assessment Report Document (JRARD) to present findings by theme, rather than listing them under the Components in which they are placed in existing PEDP3 documentation, as this latter allocation sometimes separates what is logically linked, whereas it is suggested that the former structure will help “clarify the links between the interventions proposed and the goal of improving learning outcomes”⁸.

The review has six broad sub-sections. (The bracketed figures indicate the placement of the interventions within the existing PEDP3 documentation).

2.1 Mainstreaming activity based classroom practice

This includes (1.1) ECL and (1.5) ICT.

2.2 Facilitating inclusion

This includes (2.1.2) PPE and also (2.1.3) Mainstreaming inclusive education

2.3 Professional development of teachers

This includes (1.6) Teacher Education and Development, (3.1.3) School level leadership development and (3.2.2) Teacher recruitment and deployment.

2.4 Assessment of and for learning

This includes (1.2) School and classroom based assessment, (3.2.1) PECE strengthened and (3.2.4) National Student Assessment.

2.5 Texts and curriculum

This includes (1.3) Curriculum and textbooks strengthened and (1.4) Production and distribution of textbooks.

2.6 System strengthening

This comprises (3.1.2) Decentralised school management and governance, and focuses upon School Level Improvement Plans (SLIPs)

⁸ Joint Rapid Assessment Report Document: Bernard (2016)

2.1 Mainstreaming activity based classroom practice

2.1.1 Each Child Learns (ECL)

This initiative forms sub-component 1.1 of Results Area 1: Learning Outcomes; Component 1: teaching and Learning. Described as the “flagship” initiative of PEDP3, ECL aims to transform pedagogical practices. It introduces activity-based teaching - learning methods in the classroom in order to contribute to improving students’ learning outcomes, specifically in Bangla and Mathematics for children in grades 1-3, and assisting them to acquire the expected grade and subject specific competencies (KPI 1). Importantly, it also aims to establish a mechanism to make teachers responsible for each child’s learning. DPED trainees and teachers indicated in focus group discussions that the approach encouraged them to look at their pupils as individuals, and to look at their own role differently - as teachers of pupils, rather than as transmitters of subject knowledge. The ECL approach requires teachers to:

- conduct baseline and fortnightly assessments of pupils’ Bangla and maths skills
- group or regrouping of the pupils into levels based on the assessments
- develop and implement lesson plans including level specific activities and materials.

An ECL pilot started in 2011 with 36 Government Primary Schools in three upazilas. In 2012-2013, the pilot was expanded to 300 schools and currently the programme is being implemented in 980 schools in 44 districts across the country with a further 260 schools from 10 districts shortly to be added. Potentially one of the great strengths of ECL is that its approach, methods and tools have been integrated into the Diploma in Primary Education (DPED). So, all newly qualified teachers are prepared to use this approach in all subjects during their training, and should be guided and supported to practice it during their placements. In addition, in order to support the introduction of ECL, a 26 day training package has been developed and is delivered, in a classic cascade, to a range of resource persons and the schools involved in supporting the DPED trainees during their placements.

This intervention has been monitored through an on-going longitudinal study, which identifies differences in the performance on Bangla and math tests of children in ECL school compared with those in non-ECL schools. On 11/12 math questions and 9/9 Bangla questions ECL children scored better or at least the same as their non-ECL peers⁹. There had also already been one additional evaluation, “An Evaluation of ECL Initiative”.¹⁰ This concluded that ECL had succeeded in making some visible changes in the classroom environment, although overall the programme could not yet be considered a success. This view was echoed by the MTR, although mostly on the grounds of slow implementation. After the evaluation, a pilot “strengthening” initiative was proposed (see below).

Several issues emerged from the documentation review, which were then explored further through consultations and verified through observations.

2.1.1.1 How effective is ECL training?

On the surface, the evaluations give the training the thumbs up; “trainee teachers generally found the training manual helpful, informative and comprehensive”¹¹ and “...the ECL training was successful for both the teachers and the trainers,”¹² However, the evaluation goes on to say that what this means is... “in the

⁹ ECL Longitudinal Study: Phase 1 and 2 (2015 and 2016)

¹⁰ An Evaluation of Each Child Learns (ECL) Initiative: Samir Ranjan Nath (2014)

¹¹ ECL Longitudinal Study: Phase 1 (2015)

¹² An Evaluation of Each Child Learns (ECL) Initiative: Samir Ranjan Nath (2014)

sense that the teachers knew all the steps of ECL method. They were able to prepare low cost educational materials, and use them in the classrooms."¹³ Being able to describe steps and make materials is a far cry from understanding how to apply the approach. (This shortcoming is not unique to ECL training and is discussed further under section 2.3) The Longitudinal Study concluded that “a significant number of class teachers (16 to 67% for different items) and varying numbers of Head Teachers and field resource persons...did not properly understand the contents”.

2.1.1.2 Issues with the training model and the development of two “versions” of ECL

Transforming classroom practice in such a large and complex system is never going to be easy. Given that that is the case however, the overall the strategy is a sound one. Despite this, there are issues.

Firstly, looking at the delivery model; the 20 training schools attached to each PTI (where the trainees carry out their first year placements, known as Placement A) are also known as ECL pilot schools. The second type of placement, Placement B, takes place in different, non-training (and therefore non ECL pilot) schools; where the trainees are posted. Head Teachers and teachers in the different types of schools get different types of orientation, training, resources and mentoring support.

There are seven elements of the cascade which introduces and supports ECL, below, added to which there are additional ToTs. This approach to delivery perfectly illustrates how fragmented the content - rather than skills - driven “transmission” model is and confirms the conclusions of the Mapping Study¹⁴ that this fragmented approach lacks coherence and puts the system under considerable strain. This will be discussed further under section 2.3.

- DPED trainees get an orientation on ECL methodologies through the DPED Programme
- A 26 day training on DPED-ECL for other teachers in the DPED training/ Placement A schools who have not received DPED.
- A 5 day orientation on DPED-ECL implementation for Head Teachers from training/Placement A schools (21 days less than the class teachers)
- A one day orientation for Head Teachers from the non training/Placement B schools on DPED- ECL implementation
- A teacher’s handbook on ECL including worksheets is provided to the teachers as part of the DPED-ECL orientation training
- Monthly meetings for DPED trainees during Placement B, conducted by the PTI instructors at URCs (these will also cover other issues)
- A team of resource persons receive the same 26 days training as Placement A teachers in order to monitor and mentor the teachers and trainees in school. This group comprises selected PTI instructors, and URCI and AUEOs, although the latter two groups have no formal role in mentoring the trainees.

Secondly, there is a practical issue with the otherwise positive synergy between the two “flagships”, the DPED and ECL. Field observations, key informant interviews and focus group discussions indicated that in practice two types of “ECL training” have developed with the version that has been integrated into the DPED differing from that delivered to the schools that are supporting the DPED trainees. It seems that, to fit into the DPED curriculum, the original ECL model went through a significant adaptation process whilst the 26 day course did not. The terminology adds to the confusion; DPED-ECL refers to the version that is “truer” to ECL; but is known as DPED-ECL as it was offered to schools in order to support DPED, not as part of the DPED itself. The resulting inconsistent messages are causing a major problem at school level,

¹³ An Evaluation of Each Child Learns (ECL) Initiative: Samir Ranjan Nath (2014)

¹⁴ Mapping of all TED training and discrete projects under PEDP3: Nishad (2016)

and are resulting in two different forms of practice, as follows (interestingly, both forms seem to be taught by the same institutions):

- Assessing students: DPED graduates categorise students by perceived learning ability (slow, medium and fast) whereas the DPED-ECL oriented teachers categorise students by their learning level (i.e – can read words, can read simple sentences, can read more complex text).
- Grouping students: DPED graduates prefer students to sit in their ability based groups (slow, medium and fast) at all times. Contrary to the spirit of ECL, this has resulted in a feeling of segregation amongst the children and they themselves now label themselves as slow learners or more smart learners. In the classes of the DPED-ECL oriented teachers, students were observed sitting in mixed groups but also gather in learning level groups when the teacher discusses new topics.
- Use of the textbook: DPED graduates use grade specific textbooks while DPED-ECL oriented teachers reported they use multiple grade textbooks in one lesson to respond to the needs of different levels of the learners.
- Structuring the lesson: DPED graduates follow a different order of activities within a lesson than the DPED-ECL orientated teachers. A typical lesson of a DPED graduate includes (in a chronological order) – teaching in plenary to introduce the lesson, assigning ability based tasks and supporting the weaker group. For a DPED-ECL oriented teacher the lesson includes - assigning competency level tasks, one minute reading assessment to 10 students and introducing new topics to smaller groups.
- Use of supplementary materials: compared to the DPED course, DPED – ECL orientation training focuses more on use of supplementary reading materials in the lesson. These teachers' lesson plans show evidence of the use of materials corner/use of supplementary reading materials in the lesson. Possibly this is because only Placement A schools receive a good number of story books and worksheets, as part of the DPED-ECL orientation. DPED graduates don't have access to supplementary reading materials in their own schools (Placement B schools).

It is recommended that these two forms of practice are harmonised. On balance, it seems that, in several aspects, the DPE-graduate version represents a deviation from good practice, and so when harmonising it is further recommended that the 'DPED graduates' approach be revised to ensure it is in line with the original ECL model (the DPED-ECL version).

2.1.1.3 Lack of friends and champions

Although the teachers and DPED trainees who were interviewed all spoke positively about the approaches promoted by ECL, they (and nearly all the focus groups) expressed considerable anxiety about its appropriateness for Bangladesh classrooms. In this they confirmed most of the challenges identified in the Longitudinal studies and the Evaluation, including:

- large class size and inadequate classrooms (size and furniture)
- short lesson time (both individual lesson time at between 30-40 minutes, and inadequacy of overall contact hours)
- lack of variety of books including level specific books in the classroom
- insufficient funds for classroom resources
- insufficient monitoring, supervision, feedback and support. In many cases the Head Teacher who is the first point of support does not necessarily promote best practices in school
- lack of "refresher" or follow up training
- lack in trainers'/mentors' primary teaching experience.

Arguably, ECL stripped of its specific brand could be described as high quality, activity based, inclusive teaching. The problems teachers have identified as experiencing with ECL are the same as they would

face with anything other than the most basic pedagogy. “For teachers in any context, activity based teaching is a major undertaking to “get right”; it must be especially so for those with, at best, standard teacher training, in standard Bangladesh classrooms, with little or no academic supervision”.¹⁵ The report will return to many of these issues again and again.

Fortnightly assessment is a particular challenge for the teachers and schools. In the context of high student teacher ratio and low contact hours, it seems impractical to spend a couple of days covering each subject every fortnight for assessment. Record keeping of all assessments and compiling results is another challenge for the teachers. The time taken to conduct the assessments causes problems for the teachers in completing the syllabus for the year. As a result, they go back to their traditional teaching frequently whenever they are close to exam period or there is no supervision. However some form of continuous assessment is necessarily a part of sound teaching. It is not clear how the fortnightly assessments and school and classroom based assessment relate to each other.

Overall, ECL is a demanding pedagogy and so it is perhaps understandable that teachers, Head Teachers and those field level officers with direct responsibility for working with teachers to transform their practice might have reservations about its appropriateness for Bangladesh classrooms. However they do not appear to be the only ones; the ECL initiative lacks champions. The evaluation reports “a high level of commitment and support from the primary education system at different levels was not forthcoming to the extent necessary for what is labelled as the flagship initiative for quality transformation”¹⁶. There is no subsequent evidence, either documentary or in the consultations, that this has changed.

Perhaps this situation results in part from its branding as a “flagship project”, and the way it is being implemented. At present it is basically a series of pilot activities, involving specific materials, and short term trainings which focus on an overly technical approach (the one thing that everyone can talk about it is the “baseline”; they are less clear about what to do once they have conducted this “step”). Perhaps it would be a good start to ensure that the trainers who are responsible for working with the DPED students and the pilot schools thoroughly understand the principles and practice of ECL and differentiated teaching, can use the approach themselves, and are able to give consistent messages about it. Embracing the fact that it is a challenging pedagogy (but then *all* effective pedagogies are challenging) and investing in a system of support to help teachers as they move along a continuum of practice from basic competence to full mastery is critical; as is finding ways of making the pedagogy fit the context. (At present the ECL pilot seems to be trying to insist that the context fits the pedagogy, requiring smaller class sizes and more resources than is found in most schools). Working in this way would require a rethink of the relationship of ECL to the rest of the quality sub-components, but a start has been made in introducing ECL and achievements can be pointed to. Dismantling what has been achieved and introducing a different approach or emphasis would undoubtedly be very confusing, although the ECL approach can and should be further adapted for the new programme based on the experience in PEDP3; what has worked well or not so well with ECL and what has been learned from other initiatives.

2.1.1.4 A pilot within a pilot?

Based on the Evaluation study findings¹⁷ a proposal for ECL Strengthening model has been prepared. The model suggested a pilot within the ECL pilot with 50 schools (5-10 schools attached to a PTI in each of the 7 divisions) and dedicated project staff to strengthen management, monitoring and support. Pedagogy will be guided by a ‘learning ladder’ where steps and activities to help students acquire specific skills and understanding will be laid out clearly. This ladder will allow students to work at their own pace and make decisions by themselves. Students will also be evaluated when they reach a milestone instead of the pre-

¹⁵ Joint Rapid Assessment Report Document: Bernard (2016)

¹⁶ An Evaluation of Each Child Learns (ECL) Initiative: Samir Ranjan Nath (2014)

¹⁷ An Evaluation of Each Child Learns (ECL) Initiative: Samir Ranjan Nath (2014)

set school calendar. Development of the ladder for grade 1 and 2 initially, and other teaching learning materials will be a joint exercise between a team from Tamil Nadu and Bangladesh. Preparation for implementation is already in progress.

There seems to be a lot of confusion and concerns around the ECL strengthening model. Unless some general structural changes are made in relation to class size, lesson time and teacher training and support, the strengthening model may face the same consequences as the ECL original pilot. Although the strengthening model touches upon lesson duration and class size briefly in the proposal, it fails to demonstrate concrete actions to be taken on those issues. The proposal suggests that a pilot within the pilot takes place with a small number of schools on the new ECL strengthening model but there may be more areas of mutual complementarity, interaction and cooperation between the two pilots which were not recognized in the proposal.

2.1.2 Information Communications Technology (ICT)

The ICT in Education initiative (sub-component 1.5 of Results Area 1: Learning Outcomes; Component 1: Teaching and Learning) aims to improve the quality of lessons through the phased introduction of multi-media classrooms. The multimedia classrooms comprise with one laptop and one projector (with screen) along with a modem. Although the JRARD describes the sub-component as “still pending” (both financial and physical implementation of this sub-component have lagged¹⁸), there has been quite a lot of activity. To date, a total of 8,925 schools have multi-media classrooms and have received the training to apply them, 55 PTIs have installed ICT labs; 48 orientation courses conducted for teachers and education officers on the use of digital materials; while 34,912 teachers have been trained on the use of these materials in a 12-day session.

ICT training materials have been developed and these are considered good in terms of supporting experiential learning, but it is not clear the extent to which teachers have been able to apply them, especially in the face of technical challenges. The 12 day training aims to create positive attitudes towards the use of ICT in the classroom, and covers the use of information technology to improve teaching learning methods by developing e-content for classroom use and using ICT materials in the classroom.

There is little documentation available on the effectiveness of the ICT in Education initiative. However, an ICT situation analysis study report conducted by Save the Children in 2015 sheds some light on the multimedia classrooms, condition of the facilities and equipment, use of ICT for classroom teaching and learning and finally ICT training for teachers.

Findings of the study report are quite impressive, although the study did not cover the impact of multimedia classrooms on student learning outcomes. It indicates that almost all the equipment provided by DPE for multimedia classrooms is available at school and still functional; it is being used by teachers (between daily to once a month); almost all teachers received the 12 days long ‘Digital Content Training’ organized by DPE felt that the training was effective. The teachers were also observed using projectors, videos and audios in the classroom. Although the study did not present evidence on whether teachers were developing e-content themselves, this study team talked to teachers who reported doing this as part of their lesson preparations.

Although the results of the study were very positive, there were also challenges mentioned by the schools, including insufficient laptops/desktops in school, unstable power supply, classrooms not favourable for ICT use, lack of ICT training of all teachers in school, and no training on technology trouble shooting.

¹⁸ Bangladesh Third Primary Education Programme, Performance Overview Document: Kaye (2016)

A major issue identified in the report, which was confirmed repeatedly during focus group discussions, was that when the computer, projector or other ICT tools develops a fault then repairs become a complex issue for the school and it often takes extra money and long time to fix. Therefore, the complexity of repairing the ICT tools needs to be solved. This is a particular problem outside the cities where there is a lack of sufficient and skilled computer mechanics. There was also a general lack of understanding about who was responsible for undertaking maintenance and repair. Neither does there seem to be a plan for updating outdated technologies.

An important note of caution raised in the report was that simply increasing the amount of ICT equipment and training will not help the students to learn more or pay attention in the class. Rather the classroom sessions need to be more interactive, participatory and interesting with digital contents being relevant, which can then lead to a fruitful lesson for the students. It is not surprising that most focus group participants felt they needed more support than a one-off workshop, which explains the value of ICT and includes some demonstration but does not allow for practice to be explored. The study team were not able to assess the extent to which PTI and URC instructors integrate the use of ICT into the rest of their practice and model good practice. However from discussions with them, and with teachers, it seems as if it is only introduced during the single ICT in Education workshop. It is therefore not surprising that teachers seem uncertain how to frame lessons which make the best use of ICT, although English in Action (EIA) provides an example of how teachers can be supported to use low cost technology, how this can support more participatory teaching and even increase learning outcomes.

EIA encourages teachers to introduce new English language learning activities into their classroom practice, with their students. Teachers are supported by audio-visual and print materials for professional development and classroom practice activities, and by other teachers in their school and local area. Teachers 'learn by doing', in the classroom, reflecting on their practice and by supporting each other. They are guided by a video 'trainer in the hand', showing authentic videos of classroom practice and supported by audio materials for use with students in class. Audio-visual materials are provided at low cost, offline, through memory cards accessed on affordable mobile phones. EIA has established that many teachers have mobile phones that are compatible with SD cards and can play video and audio clips through speakers etc.

2.2 Facilitating inclusion

"Inclusive education emphasizes the 'all' in 'education for all'. The sub-components address the needs of tribal children, ethnic minorities, children with learning disabilities, and disabled children in formal schools. It also drives creation of a gender sensitive and inclusive culture based on the principle that all learners have a right to education irrespective of their characteristics or differences."¹⁹

Although DPE should be rightly proud of its achievements to increase the enrolment rate and with regards to gender parity, CAMPE reports identify there is more to do in meeting the needs of the *very poor*.²⁰ Analysis of the National Student Assessment (2011 and 2013) showed that characteristics of individual schools were most important factors in explaining differences in students' learning outcomes; performance of students in Government Primary Schools (GPS) is higher than students from all other sampled (7) types of primary schools. This signals that there is a considerable challenge ahead to improve standards among the Newly Nationalised Primary Schools (NNPS).

¹⁹ PEDP3 Revised Program Document Final

²⁰ Education Watch 2015 Moving from MDGs to SDGs: CAMPE (2015) "Disparity and inequity in primary education is a lingering problem especially in certain geographical areas and socio-economic groups."

2.2.1 Pre-Primary Education (PPE)

PPE (sub-component 2.1.2 of Results Area 2.1: Participation; Component 2: Participation and Disparities) is regarded as a very successful intervention, both financial (41%) and physical (64%) implementation have progressed well in this DLI sub-component. To date, the DLIs were all achieved (Year 0 – 4), and the proportion of schools with PPE is 98%.

Recognizing the impact of good quality pre-primary education on learning outcomes and life chances, particularly for the most disadvantaged, PEDP3 introduced one year of free pre primary education for 5 year olds at all Government Primary Schools. This is one of several commitments made in the National Education Policy (NEP) 2010 (GoB, 2010) based upon a growing bank of global evidence showing that students who have attended at least one year of pre-primary education perform better and stay in school longer, even after accounting for different socio-economic backgrounds.

PPE belongs to PEDP 3's Component 2.1; the anticipated outcome of which is the "participation of **all** children in pre- and primary education in all types of schools", perhaps in recognition that "Learning inequalities begin early, and continue throughout a student's lifetime."²¹ Arguably, PPE might have been more effective if included under Component 1, so that as well as concentrating on quantitative expansion there has also been a stronger focus on if and how curriculum content, teaching methods and delivery arrangements support age-appropriate learning, are sufficiently addressing the specific needs of vulnerable children, and facilitating negotiation with the Primary school to make its managers and teachers readier to receive marginalised children. There is a danger that PPE is seen as separate from the rest of the primary school. Rather, to facilitate learning, content and teaching and learning approaches need to be harmonized and progressive from the start of PPE, ultimately through to Primary 8.

The MTR acknowledged that significant progress was made in the first three years of PEDP 3 in terms of:

- 1.83 million children were enrolled in PPE (1.26 million in GPS; 0.57 million in NNPS) – more than double the total PPE enrollments in PEDP3's baseline year
- Nearly 100% GPS and 88% NNPS offer PPE; 67% of entering Grade 1 students in 2013 have attended PPE (68% in GPS; 64% in NNPS)
- Government-NGO (GO-NGO) Guidelines established to encourage a partnership to take this initiative forward
- Curriculum, teaching/learning materials developed consultatively with NGOs after an analysis of national/ international practice
- 15,000 PPE teachers deployed (2012/2013): (13,988 newly recruited; 1,112 existing teachers). Teachers received some training and posted across areas of greatest need: 5,528 to rural areas of upazilas with low PPE coverage; 5,355 to other rural areas in upazilas; 290 to urban (City Corporations); 2,187 to islands, coastal and riverine upazilas with char; 142 to schools for small ethnic communities; 497 to schools in tea gardens; 1001 to haor areas.

The future focus of PPE provision is to ensure a minimum standard of quality in all schools – GPS and Newly Nationalized GPS -- providing PPE and to focus attention in particular in areas where education disparities are most stark. In other words, this is where PPE is most needed and where it can have the greatest impact.

Post MTR, DPE has led continuing, committed efforts to expand and improve the quality of PPE. DPE, with technical assistance from UNICEF, took the initiative to carry out "An Assessment of the Implementation of Pre-Primary Education"²² for better understanding of the progress that has been made in improving the

²¹ Bangladesh Education Sector Review. Seeding Fertile Ground: Education that works for Bangladesh: Dhaka (2013)

²² Report on the Assessment of PPE Implementation: MOPME/DPE Nurul Islam et al (2016)

quality of PPE in classrooms. The study found that the initiative is very well planned and comprehensive in terms of curriculum, teaching learning materials, teacher recruitment and training, dedicated classroom, etc. Other important steps taken include Mapping of PPE services, development of a set of minimum Quality Standards, PPE Expansion Plan for universalisation, including more schools and a second year, approved Go-NGO collaboration guidelines in order to broaden partnership. These steps are expected to have a very positive impact on the scaling up of PPE whilst improving its quality further. The timely distribution of PPE text books and funding support to schools for the implementation of PPE are now by and large encouraging, although some shortcomings were noted related to fund which could be relatively easily eliminated.

The assessment attempted to determine the barriers and challenges, and where possible recommended appropriate adjustments. Issues do exist (many identified through the Assessment), summarized in a Post PEDP 3 Concept Note in order to ensure that “quality catches up with the rapid and vastly expanded access to PPE under PEDP 3”, as follows:

- the need for a dedicated space for PPE classes. Due to shortage of classrooms in the school, a dedicated classroom for PP has not yet been allocated in some schools. In terms of physical environment, there are some gaps in water supply, sanitation, safety and security of the children particularly in the Haor areas and also in areas with busy roads close to the schools. Facilities for the physically challenged children are observed to be very limited. In addition, most schools are overcrowded and have to run more than one shift, with serious implications for quality. Using one, and possibly shortly, two rooms for PPE will exacerbate this problem.
- in terms of the learning environment, classrooms are not yet attractive for the young children. Children's works are not demonstrated in many schools. Class routine is not properly followed considering the holistic development of the children. In most cases teachers put emphasis more on literacy and numeracy. The supply of Teaching and Learning materials in 2014 had some problems and many NNPS did not receive the materials at all.
- a PPE teacher for every primary school, including now the NNGPS. (This need will be increased when a second year is introduced). At present, the system has been successful in recruiting the additional teachers. According to DPE, recruitment has been fully transparent and digitally managed (although apparently some district officers report that it has been a difficult, complex and sensitive issue). It has also been suggested that the selection criteria need more attention so that they are more focused on the particular knowledge, skills and attitudes that a PPE teacher might need. The newly recruited teachers are not accorded the appellation of Assistant Teachers and PPE teachers in a focus group discussion reported that they felt other teachers “looked down on them” although there is no difference in salary or public service grade. They are eligible to attend the DPED programme (and indeed many already are) and whilst this is commendable, and may go a long way to ease the feeling they are in some way second class teachers, it will add a considerable number of additional teachers to the backlog waiting their turn.
- training for the PPE teachers At present newly appointed PPE teachers receive a 15 day training which is regarded a technically sound in terms of training materials. However, it needs “more explicit discussion and practice activities on inclusion”; a follow-up component to “give teachers opportunities to reflect” together on how to interpret theories into practice; and support to trainers who have “little or no practical classroom experience of teaching children of pre-primary age”²³. It is proposed that at least one more teacher should be PPE trained per school to cover long leaves or long trainings such as DPED.

²³ Mapping of all TED training and discrete projects under PEDP3: Nishad (2016)

- a teacher-student ratio of 1:30. Larger schools will need to seek collaborations with local NGOs if they need to accommodate more than 30 pupils. Unfortunately the 2016 study found little evidence of this type of collaboration in the field²⁴.
- parental involvement. Parents meeting are very irregular. PTA meeting is rarely held. In general community involvement has been so far very limited. This is particularly the case in NNGPS.

Will teachers recruited and deployed for PP remain as dedicated PP teachers or would they be additional teachers on the school's complement, given that all teachers will, in time, hold the DPED? This has important implications for training and also for promoting the quality of teaching within PP classes. The Diploma's curriculum includes PP skills and knowledge in its Professional Knowledge and Understanding objectives and it is good that all teachers will get this foundation. However, Early Years teaching does require a set of specific capabilities, and it is not clear where and how this is introduced (apart from the 15 day orientation).

2.2.2 Mainstreaming inclusive education

Very broad in scope, this sub-component (2.1.3 Mainstreaming Gender and Inclusive Education of Results Area 2.1: Participation; Component 2: Participation and Disparities) seeks to address very different categories of exclusion (gender equality, children with disability, ethnic minorities and children living in "geographic" poverty). "Financial (54%) and physical (34%) implementation of this sub-component have progressed at a [relatively fast] rate"²⁵, although financially this is a small component with a rather confused identity. There is still much work to be done in embedding an inclusion (including but not restricted to gender) perspective at both central and field levels, and a study on inclusive education is to be yet conducted.

Two activities most directly impact on improving teaching and learning; attempts to ensure that School Level Improvement Plans (SLIPs) are gender sensitive and inclusive as measured by an agreed set of process indicators (considered under subsection 2.6 below); and workshops on Inclusive Education. Currently this comprises a one-off five day workshop for teachers, supported by a 15 day ToT. Although the content is in many ways sound, it suffers from the same problems as were identified with the ICT workshops, especially in terms of its overly theoretical nature. In addition, the "trainer pool lacks experience and specialised expertise" and the ToT is too short and too general to develop an in-depth understanding.

Finally, "the training methodology hardly demonstrates inclusive approaches itself (i.e. responding to the different gender and learning needs of the participants), which makes the training unrealistic to implement in practical [classroom] situations"²⁶. During focus group discussions, participants (PTI and URC instructors, AUEOs, Head Teachers, class teachers and DPED trainees) were all able to *describe* in some detail what was meant by inclusive education but were not able to describe any ways in which they applied this knowledge in their work.

2.3 Professional development of teachers

"Among the key determining factors for learning is a good quality teacher..."²⁷

²⁴ Report on the Assessment of PPE Implementation: MOPME/DPE Nurul Islam et al (2016)

²⁵ Bangladesh Third Primary Education Programme, Performance Overview Document: Kaye (2016)

²⁶ Mapping of all TED training and discrete projects under PEDP3: Nishad (2016)

²⁷ PEDP 3 MTR 2013-14: Final report (2015)

Seeding Fertile Ground: Education that works for Bangladesh²⁸ goes further; stating clearly that several international studies have confirmed that an effective teacher is **the single most important school-related factor responsible for better learning**. How does an education system ensure that it has good quality, effective teachers?

The EFA Global Monitoring Report for 2013/4 “Teaching and Learning: Achieving Quality for All” suggests it is necessary to:

- attract, motivate and retain the best qualified candidates into teaching
- provide good quality initial and ongoing teacher education and support
- strengthen teacher governance.

The design of PEDP3, with its sector wide reach and its school effectiveness approach should ensure Bangladesh’s schools are staffed with good quality teachers. The key initiative is Teacher Education and Development (subcomponent 1.6 of Component 1: Teaching and Learning) but in order to get a more comprehensive view of quality teacher provision it is necessary also to consider School level leadership (subcomponent 3.1.3 from Component 3.1 Decentralisation) and Teacher Recruitment and Deployment (subcomponent 3.2.2 of Component 3: Effectiveness).

2.3.1 Teacher Education and Development

This important issue represents sub-component 1.6 of Results Area 1: Learning Outcomes; Component 1: Teaching and Learning.

2.3.1.1 An overview of activities under the TED Plan

The National Plan and Strategy for Primary Education Teacher Education and Development (the TED Plan) was developed and approved in June 2011 (after the original PEDP3 Program Document had been completed) and aimed to give an overarching framework for teacher development. The TED plan aims to improve primary education through a “holistic, life-long process of CPD” based on teacher competencies and covering initial appointment to later stages of the profession and to harmonise the considerable number of training activities for teachers (and Education officers).

The strategy is underpinned by a vision of “children’s classroom learning as creative and constructivist, of the classroom as an inclusive environment, and a view of teacher development based on reflective practice”. The TED Plan builds on the successes of PEDP 2 but in addition it aligns with supports the transformative agenda of Component 1; using pioneering practical methodologies, including collegiate and collaborative school and cluster based approaches to professional development, which seek fundamentally to change the way teachers teach.

Considerable work has been done and real progress has been made. Since the MTR the subcomponent has utilized 60% of its revised budget allocation. However only 35% of the planned activities have been completed (possibly because effort might have been concentrated on the Diploma in Primary Education, another “flagship” and a DLI. Although DPED is an important part of the TED Plan, it is only a part. However arguably it has concentrated effort which otherwise might have been used more broadly on other aspects of the Plan.) Despite impressive numbers of teachers trained there are issues. The system is reported as struggling to move “from *inputs* in support of teachers e.g. chiefly a multiplicity of short and medium term training; to *Outcomes* e.g. evidence that these workshop sessions are actually being applied and changing teacher knowledge, motivation and pedagogical practice²⁹. Furthermore from the 2011 and 2013 NSA

²⁸ Bangladesh Education Sector Review: World Bank (2013)

²⁹ Joint Rapid Assessment Report Document: Bernard (2016)

results, it is clear that despite the considerable amount of training what students *actually* learn remains extremely low, and there are marked differences by geographical region, school categories (GPS compared with NNPS, for example), and student wealth groups. Any analysis of the progress of this sub-component needs to bear this in mind, searching for reasons why this might be so.

Because of the agreed importance of good quality teachers, this sub-component generates a considerable amount of interest. During the Joint Annual Review Mission in May 2015, the progress of the interventions and how they interrelated was a major focus. The PEDP3 MTR Quality Study Phase I Report (2014) recommended that further exploration and analysis was needed to ensure that the programmes were delivering the quality of professional development that would lead to improved teaching and learning.

This section will give a summary of the activities carried out under the TED Plan, focusing on the three core types of teacher training, based on information from existing documentation verified through key informant interviews, focus group discussions and observations. They will be organized by strengths and weaknesses of each activity, and will indicate which groups of actors are involved together an indication of strengths and weaknesses the groups may have in playing their part within the activity, although a more detailed description of each of the key actors appears as Part 3 of the report.

There is no shortage of training; indeed there are a total of 11 different workshops just for teachers, as described fully in the Mapping Report (other workshops are addressed at relevant places in the report). In line with international best practice on teacher development, the TED Plan also identified Teacher Support Activities, including mentoring (through Academic Supervision) and monitoring support activities. However, despite the TED Plan's endorsement of support activities, they have received relatively little attention, apart from JICA support to Lesson Study, during the lifetime of PEDP3. (A brief outline of the principles of the Lesson Study approach and its value within Bangladesh's continuous professional development interventions appears in Annex 3). The JRARD's description of a major shortcoming of PEDP 3's overall practice is particularly relevant to teacher professional development: "The particular challenge for PEDP3 practice has been its limited follow-through on actions to complete the cycle from initial awareness [training], through consolidation of new learning [support and mentoring], to institutionalization of new knowledge and practices as permanent features of a reformed working culture", whilst monitoring focuses on the delivery of training rather than the results. Follow up, mentoring and monitoring of teacher education and development activities are also addressed in this section of the report.

2.3.1.2 Diploma in Primary Education

The Diploma in Primary Education (DPED) is TEDP's most significant advance. It provides foundation training for Bangladesh's primary teachers and forms a base on which subsequent training can build. The Diploma replaces the C-in-Ed and is seen as a qualitative improvement by all. This aspiration was uniformly endorsed by all informants; those involved in the programme design (NAPE) its implementation (PTI Instructors and Supervisors) and the DPED students themselves, who agree that the programme is not only a better foundation for working as a teacher but as a higher status qualification attracts a higher standard of entrant.

The programme is designed as a guided learning process for student teachers who are eventually assessed against a set of practical standards and competencies. The curriculum of the DPED programme is comprised of twelve PTI based primary education subjects divided into two categories - Subject Knowledge and Pedagogical Knowledge, two school Placements, and a Professional Studies course.

Six months longer than the C-in-Ed, the programme is structured in a way that it actively combines student teachers' practical experiences in schools with the learning undertaken on taught courses at the Primary Training Institutes (PTIs). By promoting learner-centered teaching and learning methods the DPED programme aims to support long term change in classroom practice.

Originally designed to provide initial training to teachers, the Diploma is however operating as a catch up programme, in order to address the backlog of teachers lacking the minimal accepted qualification (C-in-Ed). This issue will be addressed fully in the upcoming DPED study but it should be pointed out here that teachers can spend many years before attending college to study for the DPED. The short New Teacher Induction training (3 weeks), which gave at least some professional preparation pre-PEDP 3, seems to have been discontinued.

Materials for the Diploma's content and its methodology are based on the pedagogic philosophy outlined in the TED Plan. The original programme design gave considerable responsibility to NAPE, in its capacity as the national authority on Primary Education; for assuring the quality of teaching, learning and assessment of the DPED (through research projects designed to enhance NAPE's research capacity). NAPE was also responsible for setting, taking a major role in marking all assessments and exams, and was initially responsible for awarding the Diploma. Subsequently Dhaka University IER was given responsibility for this, and also for developing the capacity of NAPE, including reviewing the quality of the materials. Although there are quarterly monitoring reports of the Diploma they focus mostly on practical issues of implementation and there does not seem to be an evaluation of the quality of the materials.

Delivery follows a classic cascade model. A development team trained NAPE faculty members in a six week one-off course the main purpose of which was to enable NAPE staff to transmit course knowledge to the PTI Instructors. NAPE also organized a 26 day course on the DPED and ECL (described above under ECL section) to support its introduction. The PTIs then deliver the 18 month DPED course to "recently recruited" teachers. This process is described more fully in the 2016 Mapping Report.³⁰ The capacity of NAPE and the PTIs are reviewed in part 3 of this report, but there have to be serious questions about whether the professional training received by NAPE and the PTI instructors was sufficient to transform their own understanding and practice.

A major advantage of the Diploma programme is that it introduces trainees, and teachers in the training schools, to the principles of differentiated learning (this has already been covered in the ECL section). The biggest strength of differentiated teaching is that it focuses the trainees' attention on learning and the learner from the word go; it helps the teacher understand both the learning process and their responsibility to ensure that pupils are learning. In other words it helps make the teacher accountable for the pupils' learning. However, a word of caution, high order teaching such as this needs to be skillfully and incrementally introduced (there have been enough warning signs about this already in this report). It also needs to be followed up, supported and monitored (these will both be dealt with later in the report).

Another potential real strength of the Diploma programme are the placements. Time allocations reflect the equal status of PTI-based and school-based learning. "The more time that can be spent related to direct supervised teaching experiences in schools, the more effective teaching tends to be."³¹

Placement A takes place throughout the first year in one of the 20 training schools attached to each PTI. Placement A seems relatively well supervised by PTI instructors, although lack of travel allowance means that some schools at a distance from college are not visited or are visited less³². There was some evidence (focus group discussions) that difference between the allowances URIs and PTI instructors receive (the former receive allowances for training and transport on school visits whilst the latter do not) makes some PTI instructors apparently reluctant to undertake longer visits.

Placement B is designed to represent an extended opportunity for students to link their learning to the classroom. One consequence of the DPED operating as an in-service programme is that the internship

³⁰ Mapping of all TED training and discrete projects under PEDP3: Nishad (2016)

³¹ Teacher Educators and Initial Education Programs: World Bank Policy Brief (2009)

³² Reported of QWG member's focus group discussion (July 2016).

takes place within the teachers' own schools and should therefore be an opportunity for the teachers to apply their learning within a very real and immediate context, supported by skilled and experienced mentors and instructors, as follows: "Students on placement will be supervised primarily by PTI instructors. The class teacher will be trained to act as a mentor in the school. The Headteacher will have the responsibility of facilitating the programme and communicating with the PTI in case of any difficulty."³³ However, focus group discussions indicate that this is not happening as planned, largely because the schools are geographically scattered. PTI Instructors report that they visit trainees in the local URC (and teachers bring lesson plans, portfolio items etc to the meetings) and try to find other ways to support and assess trainees, such as ringing weaker trainees.

DPEd trainees report they get little support in school. This could be because of lack of capacity (Head Teachers get only five days training, for example), or a lack of time. Although the student-teacher ratio is improving³⁴, it remains high and it is reported that many trainees on their Placement B internship have a full time teaching load, instead of being additional to the school's staffing. According to the original design of the Diploma a trainee teacher should have one day a week to complete their summative assessment portfolio.³⁵ Even in the training schools, trainees are sometimes responsible for a full teaching load; and class teachers and Head Teachers report they have no time to observe or work with trainees. Why this might be the case is explored in Part 3, "the view from the school". AUEOs have also received training to enable them to support and guide the internship, but the AUEO focus group did not list this as one of their activities and neither PTI Instructors nor trainees themselves mentioned AUEOs carrying out this support role.

Graduating teachers are expected to demonstrate achievement against the set of standards and competencies. These should be assessed in action incrementally over the four terms. This is the joint responsibility of PTI instructors and class teachers. For Placement A (in training schools) this is likely to be possible but problematic, as assessing the standards is a very high order task for the teachers (although if done properly it could be an excellent professional development activity for Heads and aspiring Heads) and it was reported during focus group discussions that this largely does not happen. For Placement B, the class teachers will not have received the training and PTI instructors are not visiting these schools, so this vitally important assessment element is likely to be missing.

2.3.1.3 Subject based training

The purpose of subject based training is to build on the foundations of subject and pedagogical content knowledge and skills developed during the DPEd. There is widespread agreement that teachers' subject knowledge needs improvement, and as the report on the Mapping of Teacher Training and Materials makes clear, subject based training is a core element of in-service training. However there is very little documentation on this critical element of continuous teacher professional development.

The Mapping report identifies several potential strengths of subject based training. At present, it is intended that (at least) one teacher per school will attend a six day training held at the URC, on one subject. It was reported that there is a sound system for selection of teachers which enables Head Teachers to have a say in who attends which training in order to be able to cover all subjects across the school; but there is little evidence at present of learning being shared within the school (although the in-school fortnightly meetings could provide a forum for this). Detailed Trainers' Guides have been produced, some of them of excellent quality. Overall they could benefit from a review to bring them all up to the standards of the best, harmonising the structure, layout and design. The style of the training is designed to

³³ Framework for a Diploma in Primary Education (DPEd): author and date not given

³⁴ Less than half of the schools (47.3%) had a student-teacher ratio of 40:1 in 1998 which decreased to 54.5% in 2008 and 58.5% in 2014. Education Watch 2015, CAMPE

³⁵ Framework for a Diploma in Primary Education: DPEd (author and date not given)

be participatory and to allow plenty of time for discussion and this is a good solid approach, in line with constructivist theory. However, “there is still an emphasis on theory... The training manuals such as the English SbT integrated with EIA materials give more opportunities for teachers to actually try out different games and techniques allowing for first-hand experience and thus strengthening interaction, reflection and understanding of classroom implementation. For example, instead of discussing how to do an experiment, teachers could do the experiment in the training session and then discuss it.”³⁶ Teachers’ Guides help support teachers to incorporate their learning into their practice, but in the past there have been issues with the availability of these Guides. The team understand that this is now improving. Another plus is that practising teachers are included in the pool of trainers, and this is massively motivating for them. However, they are identified through a grading system which is often subjective with the result that it’s not necessarily the teachers and trainers that are the most professionally equipped that are chosen.

There are however some issues; at present, rather than deepening the initial understanding and skills introduced during the DPED, the training tends to cover the same ground as that already covered the DPED and, contrary to the intentions outlined in the TED Plan, there is a greater emphasis on general pedagogy rather than subject knowledge or subject specific pedagogy.³⁷ Also, the approaches underlying the Instructors Guide (for the DPED) and the Trainers Guide (for Subject based training) are not well aligned as they have been written by different institutions. Subjects that pay proper regard to developing subject and pedagogical knowledge include English, science and maths and these have been developed by DPE in collaboration with projects with subject specialist expertise.

The biggest problem however is that all URC training is squeezed into a very narrow window every year due to late budget release; this causes frustration for everyone from Training Division of DPE through to the schools, and has appalling consequences for the quality of the training, and for schools - which must be almost denuded of teachers during the short training period.

2.3.1.4 Needs based sub-cluster training (NBSCT)

The TED Plan envisaged needs based training at school and cluster level as an opportunity for teachers to identify and find ways, with guidance and support, to respond to issues they are experiencing. The model that has developed under PEDP3 has tried to remain true to the constructivist principles that underpin the Plan, whereby teachers actively construct knowledge out of their experience, rather than simply receiving it. So for example, materials for this training are not produced centrally; the NBSC trainers, drawn from a wide range of actors, develop materials for each different sub-cluster training locally.

Universally lauded as “needs based”, this form of professional development (together with related approaches such as lesson study) represent excellent opportunities to engage teachers actively in reflecting on their practice, and also to put some meat on the bones of clusters and sub-clusters. NBSCT undoubtedly has some extremely positive features which should be built on, incorporating elements of lesson study methodology (a description of which appears in Annex 3).

There have been, however, a number of issues which make the process rather problematic. Focus group members who are involved in NBSCT were all able to explain the formal steps of the seven step process, and expressed commitment to the idea of localised training which is needs based. However, they nearly all reported problems with implementation, whilst studies suggest that topics are not addressed in sufficient depth. Evaluation studies tend to focus on how well the training is being delivered but not on outcomes – what learning have the teachers experienced and how and to the extent this is changing their classroom practice.

³⁶ Final Report on Mapping of all Teacher Education Development training and discrete projects under PEDP3: Nishad (2016)

³⁷ Final Report on Mapping of all Teacher Education Development training and discrete projects under PEDP3: Nishad (2016)

Problems begin at school level, with studies reporting that teachers experience problems completing the self evaluation tool (on which the process is based) despite the addition of extra training on its completion, and the fortnightly school meetings to discuss, agree and submit potential topics often degenerate into discussions of administrative matters. Head Teachers do not seem to be able to offer the academic leadership necessary to use the fortnightly meetings constructively. This links to a previously identified issue – that the training model as it exists at present privileges “knowing what” (the steps of the technical process) over “knowing why” (the purpose) and “knowing how” (making the process part of one’s practice). Various key informants suggest that this is because “teachers do not know what they don’t know”, and perhaps it is asking too much to expect them to, until their professional development strengthens their understanding of reflective practice.... something of a chicken and egg situation. This lack of awareness is exacerbated because Head Teachers (and education officers) are not carrying out sufficient classroom observations, which should be an opportunity to discuss and identify areas where practice needs to be improved.

In order to try and strengthen the process, DPE had established a formal structure (the seven steps process) for the needs identification, reporting assessment and analysis. Once completed at school level, their identified needs are passed upwards to the AUEOS and UEOs. This then leads to the development of materials at upazila level, approval by the PTI supervisor (at district level) and then to the delivery of training within the sub-cluster. Potentially, this is an excellent example of collaboration between different actors working together towards the common goal of improving classroom practice. At present, focus group discussions with these actors indicate that this is a missed opportunity, with each group focusing only on fulfilling the technical aspect of their “step” rather than seeing what they can contribute to the overall activity.

Another issue is that, if schools do manage to successfully identify their training needs there is no guarantee that their need will be addressed – unless it is one which is shared by the majority of other schools in the upazila as well.

Despite these caveats, the study team came across a group of Head Teachers who not only spoke very positively about what NSCBT achieves in their district, but about how they worked together (and with their education officers) to make NSCBT effective. Unfortunately circumstances made a follow up visit to the district impossible. Although NSCBT has been relatively well documented, a case study of good practice could be illuminative and useful in improving this important element of teachers’ continuous professional development.

2.3.1.5 A coherent integrated programme for teacher professional development

It is widely agreed that one-off workshops or those with no follow-up do not encourage iterative or reflective learning and are unlikely to be effective in terms of improving teachers’ classroom practice. Unfortunately however, delivery of professional development under PEDP3 has not followed the best practice described in the TED Plan and there have been no specific interventions aimed at enabling teachers to internalise or schools to institutionalise improved practice. Most training takes the form of single workshops and as the Final Report on Mapping of all Teacher Education Development training states “Unfortunately, the importance of academic structure, integration and non-fragmented approach of professional development of teachers, officers and supervisors is yet to be realised across the sector”. The report gives an excellent analysis of the problems which result from this and goes on to recommend the development of a core professional development programme for teachers (as well as ones for Head Teachers, education officers and Instructors; both at URCs and PTIs). For teachers this would comprise the three types of training outlined (initial, subject based training at URCs and needs based sub- cluster training; enriched by in-school support). The whole programme would be linked into a coherent programme with a predictable timeframe and the professional development path would match the needs of their developing career path, strengthening their classroom practice and taking them into leadership roles within the profession. This is in line not only with the TED Plan, but with international research on teacher motivation. There is evidence

that even when remuneration and other traditional forms of motivation are not high, a system that takes professional development seriously is a strong motivator. This was borne out in a CAMPE study³⁸ which asked teachers what made them happy. A large proportion of teachers responded they would be happy “if they could teach learners properly”; obviously material needs matter to teachers, but so does the intrinsic motivation and personal satisfaction of work done well.

The Mapping Report suggests that returning to the TED Plan’s approach would not only make professional development more effective but there would also be many other likely benefits for the system, and it outlines a number of practical issues.” Rationalizing ad hoc training into programmes would result in less disruption for schools and a considerable saving of time, effort and money that would result from the elimination of overlap. The report gives education officers as an example; “Currently the practice is that for almost every teacher training, the education officials and other trainers receive a ToT.” URCIs and AURCIs receive a total of 16 trainings whilst UEOs and AUEOs have 15, as indicated in Annex 4 which presents a diagram from the Mapping report. The report indicates that instead of organising individual ToTs, it would be more beneficial to develop capacity of the trainers on general training techniques, training planning, organisation and management so that they are able to follow any training material provided to them at any point in time.” Taking this one stage further, their professional development programmes should provide them with **all** the skills, understanding and knowledge they need to fulfil their role. The report suggests that the officers should have peer reflection sessions twice a year to develop their skills, as could Instructors. In the same way, they could have routine briefings on developments and changes within the system. So, for example Curriculum Dissemination Training is designed to orient stakeholders on changes in the curriculum requires a dedicated 10 day workshop cascaded down to teacher level, with considerable time away from core work and cost implications. Instructors and officers could be introduced to these changes during routine briefings; which they would then be able to disseminate (using the skills they had developed during their own professional programmes) during their routine work in sub-clusters and in schools.

The only possible problem is that a series of short modules which together comprise a suite of professional development programmes is much harder to manage than a series of one-off trainings. However if DPE Training Division delegated responsibility to the districts (or even upazilas) whilst retaining the responsibility for assuring the quality of the management process, it would free them to take a more strategic role.

2.3.1.6 School level leadership development

The TED Plan follows international research into effective schools in recognizing the importance of leadership for an effective school; “The role of the Head Teacher is the most critically important of the whole primary system.”³⁹ Despite its acknowledged importance, and the number of different trainings aimed at Head Teachers, there has been little evaluation of the work they do and the impact of their training.

In the PEDP3 framework School level leadership (sub-component 3.1.3 of Results Area 3.1) is located in Component 3: Decentralisation and Effectiveness, which has the intended outcome is that school level planning is improved. So, it seems that for PEDP3 the link between the Head Teacher’s role and improved learning outcomes is seen as predominantly about planning. This is indeed an important part of their role, but it is only part. Their role as an academic leader; promoting effective classroom practices, mentoring teachers, focusing attention on learning outcomes and fostering an inclusive ethos, might have been more strongly emphasised had this sub-component been placed in Results Area 1.

The TED plan clearly identifies the Head Teacher as an academic leader of the school, and identifies the Head Teacher as “the key person to conduct Academic Supervision and training needs assessment for the

³⁸ Quality Education: teachers for the next generation: Manzoor Ahmed et al; CAMPE (2015)

³⁹ The National Plan and Strategy for the Primary Teacher Education and Development, Final Report: DPE (2011)

teachers of the school.”⁴⁰ The Plan also recognizes the importance of teacher support networking activities to enhance teacher professional development. “The TSN activities on the ground (within schools) such as individual consultations with other teachers, lesson observations in other classrooms, and regular group teacher meetings are regarded as conducive to the improvement of teachers’ skills and knowledge.”⁴¹ To work effectively, all of these activities need leadership, by Head Teachers who possess not only sufficient pedagogical knowledge, but also an understanding of staff development and how to work with adults. It is not clear where these skills are developed.

Training for Head Teachers does include a 21-day Leadership training; this includes a one week workplace element which could give the opportunity for reflection on new knowledge and is the only example (other than the DPED) of a training which is structured to include opportunities to reflect on practice. The training manual is detailed and up to date, but the course is very content heavy, theoretical and is not followed-up in school ⁴². In addition to the Leadership course, there are 11 further additional short-term workshops for Head Teachers, addressing specific topics. Key elements such as Academic Supervision and Inclusion are positioned as separate courses, rather than being seen as central to school leadership. The Mapping report suggests merging School Leadership Training and Academic Supervision Training for the Head Teachers “under the umbrella of Foundation Training for the Head Teachers. It is also recommended that the foundation training is designed with three key courses and split over a period of 14 months. The courses will be organised in a progressive manner. After each course there will be a gap of 4-5 months for in-school practice”. To this should be added in-school support from the AUEO.

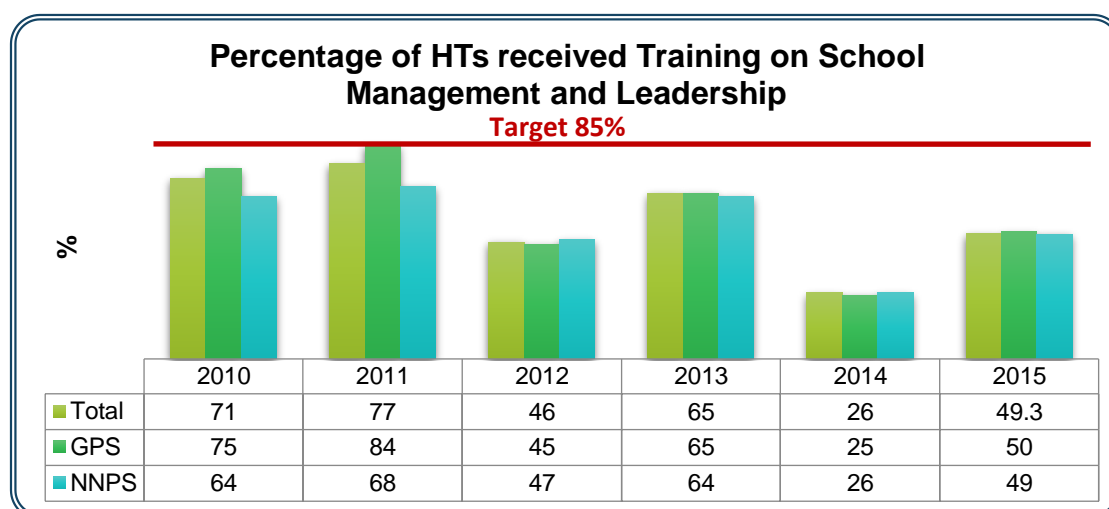
The PSQL-13 standard of PEDP3 is stated as ‘*Percentage of head teachers who received training on school management and leadership training*’. Among those schools with a Head Teacher, the table below⁴³ shows the proportion of Head Teachers who received training on school management and leadership (in addition to the other training outlined above in the sub-section 4.1.2 and 4.1.3). It appears that school management and leadership training for Head Teachers has fallen off to some extent since 2012. 50% GPS and 49% NNPS Head Teachers received this training in 2015 compared to 25% GPS and 26% NNPS in 2014 but 75% and 64% in 2010. There is no identifiable reason why the trend is up and down but one possible explanation is that there was no AOP allocation in the 2011/12 and 2013/14 financial year for conducting this training. Alternatively it might be a mark of success, in that few Head Teachers remain to be trained, but this is considered unlikely.

⁴⁰ An assessment of Implementation of TED Plan in PEDP3: (2016)

⁴¹ The National Plan and Strategy for the Primary Teacher Education and Development, Final Report: DPE (2011)

⁴² Final Report on Mapping of all Teacher Education Development training and discrete projects under PEDP3: Nishad (2016)

⁴³ APSC 2010-15 and DPE Training Division Administrative records



The position of the Head Teacher is a critical one if teaching and learning is to be improved. It is also a very challenging role, and this is being recognized, through a proposal to increase their position on the public service grade scale. However competent they are however, in practice the teacher shortage means that Head Teachers (particularly in smaller schools) are often carrying a full teaching load and have insufficient time for their academic leadership role; whilst the absence of an Assistant Head Teacher role results in Head Teachers reporting, in focus group discussions, that they are overburdened with administrative tasks.

2.3.1.7 School support; school visits, mentoring and monitoring

The TED Plan describes the need for follow up activities and school level support in order to ensure that improved teaching approaches introduced during workshops become part of teachers' transformed practices. However, we have already discussed that, apart from the one week work placement in the School Leadership Training and the placements in the DPED, there is no **structured** follow-up after workshops (in fact the Mapping Report goes further and says there is very little evaluation of even the training activity itself). Field officers are, however, required to make school visits (URCIs and AURCIs should make 10 visits per term whilst UEOs and AUEOs should do five and seven respectively). So, the foundations for a useful system already exist; but there are two main issues. First the purpose of these visits is unclear. Documentation (verified through focus group discussions) describe these visits as being for both mentoring and monitoring. These two processes have different purposes, but seem conflated within the current system, with the main mechanism for both being described as "Academic Supervision".

Academic supervision is designed to be a process for improving teacher's classroom practice. The supervisor observes a full lesson after a discussion to agree with the teacher on an aspect of their teaching that needs improvement. The observation, focused on the agreed aspect, is followed by a feedback discussion during which the topic for the next supervision is agreed. Lesson study seems a variant on this process (as described in Annex 3). The purpose is clearly to improve an individual teacher's practice and in order to work well the relationship between the supervisor and the teacher is an ongoing, supportive one. If there is to be mentoring support for teachers it needs to be located at school level. Head Teachers should be able to take this role with AUEOs (or possibly AURCIs) being tasked on visits to strengthen the Head Teachers' supervision skills and ensuring that that it is done, and done systematically and well.

Regular academic supervision can help schools identify their training needs, and an embryonic system does exist in the relationship between Academic Supervision, fortnightly school meetings and NBSCT as described in the Mapping Report. However under PEDP 3 little has been done explicitly to strengthen

supervision other than the delivery of training. A wide range of officers including Head Teachers receive (and deliver) training on academic supervision, and are charged with the responsibility for conducting it.

During focus group discussions with UEOs, AUEOs and URCIs, they all reported conducting academic supervision. They all described the reason for doing this as being to improve the performance of individual teachers, despite it being clear that the number of individual teachers for which one officer is responsible is far too large for this to be a realistic proposition. The AUEOs described it as a “process of teacher support through scaffolding the teacher by giving positive feedback” and felt it to be their most important task (even though they spent less time on it than on organizing the PECE exam and book distribution). URCIs reported that of all their activities they spent most time on supervision, although they rated it as less important than subject based training and NBSCT.

The activities they actually undertake during school visits are closer to quality assurance inspections than academic support. As schools, and the education system, need an inspection process to identify achievement at different levels in the system and on different issues, this is not necessarily a bad thing. The monitoring tool that has been developed⁴⁴ contains information that could be useful for accountability, planning and other purposes. The two processes of academic supervision and monitoring are different but complementary. At the moment all the different officers seem to be trying to do a bit of everything, with the understandable results that what they achieving is “moot”.⁴⁵ If Head Teachers learn, as part of their Leadership programme, to carry out Academic Supervision (for the purpose of strengthening teacher capacity) and AUEOs strengthen Head Teachers’ ability to do this during their school visits, this will contribute to a strong school level support system. But it can be more than this. Head Teachers can keep a brief record of all their supervisions for discussion with the AUEO (who can quality assure the Head’s work). A summary, providing information about the quality of teaching and learning at the school, can be included in the AUEO’s monitoring format. These reports, ideally one on each school per term, can be consolidated at upazila level, with the UEO assuring the quality of monitoring work of the individual AUEOs. Upazila level reports can be then consolidated and quality assured at district level and so on up through the system until it reaches DPE.

2.3.2 Teacher recruitment and deployment

“Seeding Fertile Ground: Education that works for Bangladesh”⁴⁶ has a bleak assessment of the task facing this sub-component, “The current system does not attract and retain the best professionals, and once recruited, it provides little incentive to keep them motivated.” Teacher attrition rates are unknown, as this information is not collected in the Annual School Census.

No documentation was available which directly addresses this sub-component, although it is clear there has been some achievement with regard to recruitment at least; “Annual targets were set against this sub-component and by Year 2 all positions were filled. The targets were adjusted at the MTR to take account of the stronger policy emphasis on teacher-student contact hours, need for trained PPE teachers, and the number of teachers projected to be needed to fill additional classrooms constructed.”⁴⁷

The MTR stated that the approval of a teacher career path will be a major focus over the remainder of the programme, but there has been no progress to date. The Performance Overview Document reports that the DLI Sub-component 3.2.2. has been the slowest of the DLI sub-components to progress. “Although slow financial implementation (0%) is a concern, this is mainly due to a shifting of elements from the Development Budget to the Revenue Budget. Physical implementation (47%) has been a barrier to the

⁴⁴ Primary School Inspection Report; DPE (date not given)

⁴⁵ Quality Education: teachers for the next generation: Manzoor Ahmed et al; CAMPE (2015)

⁴⁶ Bangladesh Education Sector Review: World Bank (2015)

⁴⁷ Bangladesh Third Primary Education Programme, Performance Overview Document: Kaye (2016)

achievement of the DLIs for Years 3 and 4. Court cases have slowed the recruitment of teachers, and the career paths due to be approved in Year 3 are still yet to be adopted⁴⁸. However, this now seems to be pushed further into the future: “initiatives aimed at improving and decentralizing teacher recruitment, teacher deployment..... and regular performance appraisals, and the development of a career track ...” are planned for post-PEDP3.

2.4 Assessment of learning

There are three elements to learning assessment; again unfortunately grouped in different Results Areas: (sub-component 1.2 School and Classroom-based Assessment; Results Area 1: Learning Outcomes; Component 1: Teaching and Learning; and sub-components 3.2.1 Grade 5 PECE strengthened and 3.2.4 National Student Assessment; Results Area 3.2: Effectiveness from Component 3).

2.4.1 School and classroom based assessment (SCBA)

SCBA, or “continuous assessment”, is arguably the most important of the three assessment concerns, being a part of both good pedagogical practice as well as the monitoring of children’s learning. As discussed under the ECL section, SCBA is a necessary condition of learner-centred, learning outcome-oriented pedagogy, assessment **for** learning differentiated from assessment **of** learning in aiming not to certify a child’s proficiency but to better understand and guide it.

Progress has been made in terms of development of SCBA methods and tools by NCTB, piloting them and “mainstreaming them” through the revised curriculum package. “School and Classroom Based Assessment complements efforts to improve the quality of teaching in primary schools. Tools and materials prepared by Government, NGOs and others to help teachers better support students through ongoing assessment were to be reviewed leading to the development of fit-for-purpose assessment methods and tools as well as a teachers’ guidebook.... Only 8% of the activities under sub-component 1.2 – School and Classroom Based Assessment have been implemented to date”.⁴⁹

The government were already committed to 100% of teachers, head teachers and education officers being trained on the tools by end 2017. There have been some issues with this, although large numbers of teachers and Head Teachers (and education officers) have been trained in their use. However it has not been integrated well into practice – and it was not clear, for example, how this should align with the assessment element integral to ECL. However, this sub-component is linked to Curriculum Revision and because this was delayed it affected the School and Classroom Based Assessment (SCBA). However, after the MTR a lot of progress has been made. With TA support from UNICEF SCBA assessment methods and tools were developed on 12 primary subjects and fine-tuned after piloting. The assessment methods and tools have been incorporated in the curriculum dissemination package. These have incorporated practical lessons that demonstrate how teachers can use the assessment tools in a classroom.

International experience suggests developing teachers’ formative assessment skills is most effectively done through in-class mentoring. The potential for further improvement in understanding is there within the sub-cluster training system, teacher support and networking, as well as through subject-based training, but there is no evidence that this is happening.

There has as yet been no study on how well assessment practices are understood and implemented by teachers, and this could form part of a possible future study into how teachers use the many initiatives, excellent in themselves, which all come together at school level.

⁴⁸ PEDP3 Performance Overview Document (2016)

⁴⁹ PEDP3 Revised Program Document Final

2.4.2 Primary Education Completion Examination (PECE)

The PECE support aims to develop high quality instruments for the assessment of student learning and is the required certification for the completion of the primary school cycle and is designated as a DLI. It should also provide a way for children outside the system to be certified at Gr 5 (eventually Gr 8) level, a good PECE score as equivalent for 5 years spent in school. “All of this assumes, of course, the integrity of the exam and that questions and answers are appropriately aligned with curriculum content. These matters are being assessed, but risk of loss of exam integrity leading to multiple protocols and subsequent threats to question quality are of continued concern”⁵⁰. Apart from the instruments and results themselves there is little documentation on which to form a judgement of the PECE’s effectiveness, although the CAMPE Education Watch of 2015 did attempt to explore the challenges of administering PECE, (including assessment of answer papers. This report recommending a “move away from the current text-book based and high-stake PECE to an emphasis on formative assessment and public assessment of core competencies more to evaluate the system performance, rather than grading individual students.”⁵¹

The formal Grade 5 terminal examination was based on memory recall of textbook content. Under PEDP3, DPE is committed to reforming the examination by progressively introducing competency-based test items. In 2012, 10% of the test items were to have been competency based and 25% in 2013; and by 2018 the Grade 5 terminal examination should be completely competency-based. As the examination system moves towards being fully competency-based with markers having discretion over grading the examination papers, the management and administration of the examination together with marking and scoring must be strengthened to enable PECE to become a viable instrument of student learning achievement.

The major findings of the 2015 PECE result are presented below:

- In the 2015 PECE, a total of 2,950,764 Grade 5 students - Boys 1,355,296 (45.9%) and Girls 1,595,468 (54.1%) – were included in the Descriptive Role (DR) from the 99,221 formal and non-formal primary education institutes. This total was up from 2,789,263 - Boys 1,281,218 and Girls 1,508,045 - of Grade 5 students in the DR list from 89,912 formal and non-formal primary education institutes in 2014. It is noted that there were 240,172 more girls than boys in the DR.
- A total of 2,839,238 (Boys 1,297,265 and Girls 1,541,973) Grade 5 students sat the examination. As per the DR, the participation rate was 96.2%. The boys’ participation rate was 95.7% and that of girls 96.7%.
- The students are required to score at least 33% in all 6 subjects in order to pass the examination. The overall pass rate for students from formal and non-formal institutes was 98.5% (total 2,797,274). The gender difference is negligible: boys 98.4% (boys 1,277,146) and girls 98.6% (girls 1,520,128).
- The pass rate in almost all formal schools was near to or above 98%; and the high overall pass rate masks differences between different types of school and population groups. Non-formal pass rates were nearer to 92%.
- Rajshahi Division had the highest pass rate of 99%. Sylhet division had the lowest pass rate of 96.8%.
- Out of 509 Upazilas/Thanas, the vast majority of Upazilas achieved pass rates near or above 98%, including 23 Upazilas with 100% pass rate.
- There were 4,640 special needs children (2,444 boys and 2,196 girls) included in the DR list of EECE; of them, 4,410 students (2,311 boys and 2,099 girls) appeared for the examination and 4,262 students passed. The participation and pass rate were 95% and 96.6% respectively.

⁵⁰ Joint Rapid Assessment Report Document: Bernard (2016)

⁵¹ Education Watch 2015: Moving from MDG to SDG: CAMPE (2015)

- A total of 12,904 repeaters from 2014 were listed in the 2015 DR: 11,997 appeared for the examination and 11,591 passed. The pass rate was 96.6%.
- By type of school, government high schools with a primary section had the highest pass rate (99.97%) and ROSC schools had the lowest pass rate (91.85%).

2.4.3 National Student Assessment (NSA)

The NSA, conducted on the two foundational subjects of Bangla and mathematics in Primary 3 and 5 every alternate year, is based on a nationally representative sample of schools and considered to be a valid baseline of **system** quality, rather than a diagnostic of individual children's learning. The assessments provide a means for tracking student learning outcomes over time at specific points in the primary cycle. Apart from the reports of the 2011 and 2013 assessments themselves (the NSA 2015 has also been conducted but the report is not yet available) there was little documentation available on the process and institutionalisation of the NSA on which to form a judgement as to its effectiveness, although there was some evidence in focus group discussions that although the instruments are in place the overall process feels insufficiently owned by the GoB. NCTB, for example, who should take a keen interest in the assessments, reported that did not consider their findings when planning curricular reform.

In this, it is providing mixed results. JRARD summarises the results as follows: "Gr 3 student scores show progress toward meeting targets that are set reasonably high (Bangla: 75% and Math 60%); Gr5 scores are *"falling well below"* standards that are already set unacceptably low insofar as reflecting sustainable foundational capacities (Bangla 25% and Math 25%). Changes from 2011 to 2013 were not considered statistically significant, although it was noted that the Gr 3 trend was upward, the Gr 5 downward.

Reasons for these results were not clear from the data, but while they suggest that PEDP3 interventions may not be contributing as much as hoped to teaching and classroom quality in different grades and subjects, it is important to keep in mind that the influence of educational interventions takes time to show in the aggregate. And also to note that data might have been flawed in its collection, especially since not all invigilators were fully trained."

In more detail, the NSA 2011, 2013 and 2015 analysts used the Item Response Theory (IRT) to construct a common measurement scale for Grade 3 and Grade 5 for Bangla and Mathematics. For each subject, this scale represents a continuum of skills and understandings for the subject, based on test items in order of increasing difficulty. Both scales have a range of about 60 to 180. Student performance levels are grouped into bands, which reference the student's level of proficiency in a subject and help to track the present and future performance of the student. Band 1 (students working well below Primary 3 level) is considered the basic level of proficiency while band 5 (students working at Primary 5 level) is considered the highest skill level.

The findings on the Bangla test are:

- In NSA 2013, the average scale score for Bangla was 104.2 (Band 3 up from 100.2 in 2011) and 115.2 (Band 4 up from 116.2 in 2011) for Grades 3 and 5 respectively. This difference is statistically significant, indicating a strong growth in Bangla skills and understanding from Grade 3 to Grade 5. Three quarters (75%) of Grade 3 students were working at Grade 3 level or above in 2013 compared to 68% in 2011. 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 (only 25% both in 2011 and 2013).
- There are a small percentage of Grade 3 students (5% in 2013 and 6.2% in 2011) who are very far behind their peers (band 1). The majority of Grade 5 students are working at Grade 4 level (52% in 2013 and 57% in 2011), but nearly 23% in 2013 (18% in 2011) were working well below their grade level i.e. band 1 and 2.
- Gender differences in Bangla scores are small and not statistically significant.

- The average score for Grade 3 in Bangla increased by 4 scale score points between 2011 and 2013. However, the average scale score for Grade 5 decreased by 3 scale score points between 2011 and 2013. Changes at both levels are small and are likely to have little practical significance.
- Students in GPS performed better than those in NNPS in Grade 3 and Grade 5. The differences at both grades are statistically significant (104.3 in GPS and 103.2 in NNPS).

The findings on the mathematics test are:

- The average scale scores for Grade 3 increased by 3 scale score point from 100.8 in 2011 to 103.7 in 2013 (Both Band 2) and the average scale scores for Grade 5 decreased by 3 scale score point from 118.6 in 2011 to 115.8 in 2013 (Both Band 4). Changes at both levels are small and are likely to have little practical significance. The main concerns are nearly 43% of Grade 3 students and 75% of grade 5 students are working below their grade level as shown in Table 3.3 and Figure 3.2 above
- A higher proportion of grade-appropriate learning is in evidence for grade 3 students compare to 2011. However, there is a worryingly high proportion (15%) 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, equivalent of less than one score point on the tests, hence not likely to be of practical significance.
- As in Bangla, mean score in mathematics for GPS students was higher than for students in NNPS, with the difference being statistically significant for both Grades 3 and 5.

The main conclusions based on comparison of performance between 2011 and 2013 assessments are:

- There is no significant change in overall student achievement between 2011 and 2013 assessments. The student achievement of Grade 3 Bangla was on average a little bit higher in NSA 2013 than in NSA 2011, however this difference was moderate. Similarly student achievement of grade 5 Bangla in NSA 2013 was on a par with NSA 2011.
- Grade 3 mathematics mean performance was a little higher in NSA 2013 than in NSA 2011, however this difference was very small. Mathematics grade 5 mean performance was a little higher in NSA 2011 than in NSA 2013. This difference was also very small.
- Mean performances by division in grade 3 shows a significant difference for Barisal, Rajshahi and Rangpur. Dhaka, which had the highest mean in 2011, remained consistent at 102 in 2013. Further investigation is required to uncover the reasons for significant improvements in some divisions. The rank order of the highest achieving districts has changed since 2011. Barisal and Rajshahi are high performers while Sylhet remains the lowest for both subjects in both grades.
- Gender differences are negligible and indicative of the equity achieved by the Bangladesh primary education system. This is consistent across the grades, and subjects between assessment cycles.
- In both grades, performance of rural students was slightly better than their urban counterparts in mathematics.
- The overall performance of GPSs is higher from all other sampled 7 types of primary schools and this again is consistent from 2011. However, further school effectiveness studies need to be undertaken to analyze and explain the between- school variations.

The result of NSA 2013 has shown that the share of grade 5 students meeting the relevant competency level in maths is slightly lower than that of 2011. A number of factors might have influenced the results, including:

- Curriculum reform: The new curriculum and textbooks were introduced in 2012 and 2013. The finding of NSA 2013 highlights that there are several concepts that were included in the old grade 5 textbook (i.e. until 2012) but were not (or only partially) covered in the new grade 5 textbook

because they are moved to the new grade 4 textbook in 2013. As a result, the cadre of students that took NSA 2013 missed learning these concepts.

- Lack of teacher orientation on new curriculum: Teachers did not receive any training or orientation on the new curriculum. Teachers' guides, teachers' addition and question booklet also were not yet finalized in 2012/13.
- School sampling and comparability: NSA 2011 included only GPS and NNPS while NSA 2013 includes seven types of schools including non-formal schools such as BRAC and other NGO schools. The school samples therefore vary across factors such as teachers profiles (qualification and training), student's background (socio-economic conditions), and school physical facilities etc.
- Country's situation in 2013: The volatile political situation for a few months before the national election in January 2014 led to some reported school closures, and the number of contact hours might have been affected.

2.5 Textbooks and curriculum strengthening, production and distribution

The two sub-components (1.3 Curriculum and textbooks strengthened and 1.4 Production and distribution of textbooks, from Results Area 1: Learning Outcomes; Component 1: Teaching and Learning) are clearly linked. The National Curriculum and Textbook Board (NCTB) is responsible for development of the national curriculum with grade and subject specific competences, distribution of free textbooks to all primary and secondary students across the country and teacher guides for all teachers in the system. Textbook distribution is accorded special status as a DLI and, in that respect, is considered "a major accomplishment of the PEDP3"⁵². Targeted numbers of textbooks arriving at or ahead of the beginning of the school year have been met. A total of 10 different subjects are covered in primary 3 -5, whilst in primary 1 and 2 only three subjects are taught. Both textbooks (for pupils) and Teacher Editions, handbooks or guides, depending on the subject and grade, are produced and distributed.

The 2011 revision of curriculum and textbooks in the light of the Education Commission's recommendations in 2010 was also considered to be a major achievement (with NCTB reporting that review and revision is an on-going process). Although these targets have been met; other planned activities; the training of teachers on the new competency based curriculum and the development of an e-database for monitoring textbook distribution are yet to be completed.

The role of a good curriculum and textbooks in ensuring quality education is undeniable. Especially, in a context where teacher has poor subject knowledge and weak pedagogic skills, curriculum, textbooks and teacher guides play bigger roles in guiding and supporting teaching and learning in every classroom. Despite its importance, there is very little documentation about either of these sub-components and the MTR had relatively little to say. Two 'tryout' studies; small and a large scale, were carried out during 2012/13 and the Large Scale Try Out (LSTO) study was the only document available for review and as a result this subsection relies heavily on key informant interviews with NCTB, focus group discussions and observations.

The LSTO study aimed to investigate the effectiveness of the revised primary materials across all subjects and classes. It also explored teachers' views on how appropriate the teaching learning activities suggested in the Teacher Editions are and to what extent they help to achieve the targeted learning outcomes. The report suggest that there was a general sense of appreciation towards the new text books and Teacher Editions. Activities suggested in the textbooks and Teacher Editions were being widely used by many

⁵² Annual Sector Performance Report: MOPME/DPE (2016)

teachers, although less so in Bangla, Maths and Bangladesh and Global Studies (BGS) lessons. Some of the learning outcomes in Bangla and Science were reported to be difficult to achieve using the activities suggested by the Teacher Edition. There was a widespread use of both teaching aids (although concern was expressed about the unavailability of some teaching aids) and the textbook illustrations (although the poor quality of the illustrations was a common complaint) to support teaching. Lesson time allocated was reported to be insufficient to follow the activities suggested in the Teacher Editions.

Students found many lessons stimulating because they were ‘fun’ although some were described as difficult to understand, containing difficult language or including too much information. The study suggested including a wider range of activities in the teacher editions to help address “difficult” topics.

The study suggested that assessment was being undertaken as per the guidelines during and at the end of the lessons, but teachers were concerned about the amount of assessment they were expected to do and the time this requires. While many were satisfied with the assessment guidelines provided some were concerned that the end of lesson format is not aligned with that given during the PSC exams. The study recommended that the frequency of assessments are reviewed and grade 5 teachers could use the PSC format at certain point in time in the academic year to allow them become familiar with the format and adjust their teaching accordingly.

Focus group discussion respondents also appreciated the initiative of revising the curriculum, textbooks and Teacher Editions, and the achievement in 2016 of the target of all students receiving textbooks from the beginning of their academic year. A question was raised over durability of those textbooks. The paper quality and binding of the books were so poor that they were easily torn and became unusable within the first couple of months of being received.

In the area of content, although the study talked about too much content in some lessons/chapters, in the field teachers and Head Teachers reported there was too **little** content in many lessons, especially in Science and Bangladesh and Global Studies. As a result, teachers with weaker content knowledge struggle. This issue of teachers’ existing content knowledge and how it fits with the new textbook is unrepresented in the LSTO.

The revised teacher edition is yet to be received by the teachers four years after curriculum revision (and two years after textbook revision). There is some concern over changes in the textbooks among the teachers and Head Teachers about the delay with Teacher Editions.

There was no information available on how the concepts and principles of ‘Inclusion’, ‘Each Child Learns/activity based learning’ is reflected in the curriculum. The present analysis does not suggest any informed process of integration of these concepts and principles in the textbooks or Teacher Editions. Teachers suggest that the activities suggested in Teacher Editions in the area of pedagogy and assessment are often in conflict with what DPED is introducing (where inclusion and ECL principles have been integrated).

On a system point of view, consultations once again confirmed that the system is working in silos (as the previous paragraph suggests) and there is a huge gap in communication and coordination between the different wings, cells, departments, divisions, and levels both within the same institution as well as between institutions working for achieving the same goal. The development and implementation is done by two completely different sets of people with no coordination between them. As a result, activities are not in sync in terms of key messages, timelines and outcomes.

NCTB’s current role is confined to development and revision of curriculum – competencies, textbooks, teacher guides, teaching learning materials and assessment tools. They have no role in teacher training and monitoring implementation. Perhaps because of the silo effect, this sometimes results in limited understanding about classroom realities or curriculum development and implementation challenges.

Execution of plans on time is another big challenge for NCTB. Although plans are made ahead of time, the allocation for different activities comes at the eleventh hour. NCTB reports that not being a cost centre in the budget is a major problem for them.

In this context, the LSTO study suggested a further in-depth review of the textbooks; where teachers are not using the given activities, considering the actual need for these activities and how realistic they are, given student numbers, available time and the availability of teaching aids. From the review of the study report, it was realized that there was a strong need for further in-depth investigation to identify specific problem areas, and to then take action. However, no information was available on whether or not such in-depth investigation was done prior to the textbook and Teacher Edition revision.

2.6 SLIPs as a tool for school improvement and decentralizing school management and governance

Decentralisation (Results Area 3.1) and Effectiveness (Results Area 3.2) together comprise Component 3, which aims to encourage the improvement of decision making and governance by expanding decentralized planning, management and monitoring at district, upazila and school levels. School level improvement plans (SLIPs) represent an important quality intervention under PEDP3, although their place within Component 3 Results Chain does not explicitly make the link between improved planning and improved learning outcomes (only primary completion). Upazila Primary Education Plans (UPEPs), which SLIPs feed into, were designed to help reduce disparities between areas first within upazilas and in time between them. However there has been no funding allocation in FY 2015-16 and this subsection will consider SLIPs only (not UPEPs).

The MTR reported that groundwork was in place for this subcomponent although the quality study recommended that throughout the remainder of PEDP3 there should be an explicit effort to gather and use evidence of quality impact including

- how the current quality of schools is assessed prior to the development of the SLIP (self assessment)
- the criteria/indicators used for assessments and in the developing the SLIP
- the nature and extent of participation of the School Management Committee and/or Parent Teacher Association in school self-assessment and the design of the SLIP. If this participation is inadequate, why is this so and what can be done to enhance it further?

PEDP2 supported 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. The PEDP3 target is for 95% of GPS and NNPS to receive SLIP grants. In 2015, nearly three-quarters of schools (74%) received SLIP grants. SLIP cell, within DPE, expected the coverage may be 100% when DPE release second and third allotment after the revision of AOP 2015/16 and SLIP guidelines. A total of 36,310 schools (GPS and NNPS) under 297 upazilas in 38 districts were provided with SLIP grants (at TK. 40,000/- per school in 2015/16 f/y; up from TK. 30,000/- in the previous year). The total disbursed was TK. 145 crore and 24 lac. Monitoring and Evaluation division staff monitor SLIP implementation during their routine school visits.

2.6.1.1 The SLIP Initiative and SMCs

The School Management Committees (SMC) are potentially significant bodies within a decentralized management and governance structure; and they have an important role within the SLIP process. According to the 2015 Annual Primary School Census (APSC) data, around 88% of Schools (GPS and NNPS) reported that they have a School Management Committee. On average, each GPS conducted 10 (and NNPS) 9.5 SMC meetings in 2015; the goal is 12 meetings each year.

In the SMC guidelines, there are stated specific roles and responsibilities for SMC members, especially for the SMC chair. It is very important that they be given the training or orientation about their roles and responsibilities for carrying out their functions. PEDP3 has prioritized increased decentralized management and governance to district and school levels. The Government has currently reviewed the structure and functions of the SMC to make it a more effective body, accountable to the school community for the overall administration of the school. For example, there will be new requirements for SLIPs, including effective monitoring and supervision. Despite this, SMC members training has been de-prioritized since 2011 with no funds allocated separately for this activity. This lack has probably delayed the achievement of increased community participation in decision-making throughout the school system.

Despite this, the study⁵³ found that the SLIP initiative seems to have played a significant role in increasing SMC members' engagement in school management, and that community involvement and ownership increased to some extent as a result of the preparation and implementation of SLIP. Community awareness increased and stakeholders feel honored to be involved in the SLIP preparation process. An SMC chair remarked, "We feel this is our school and we need to provide maximum efforts on improving the quality of education in school". Stakeholders and community people contributed their own resources (cash and kind) along with government-funded SLIP grants to implement the planned SLIP activities. The 2015 APSC collected some information about local contributions.

Despite these positive findings however, it seems that only about 11.8% schools (9.2% GPS and 35.5% NNPS) received community contributions, within the range of Taka 100 to 635,000. The findings of the UNICEF SLIP qualitative evaluation and M&E evaluations both show clearly that perceptions regarding SLIPs are not always clear to the SMC members, PTA, teachers and other stakeholders; particularly concerning prioritizing the teaching learning activities in the SLIP plan.

2.6.1.2 The effects of the SLIP initiative

A qualitative evaluation of SLIP, conducted by UNICEF in 2010, found that that SLIP has been successful in meeting the modest objective of providing "a small-scale, guaranteed fund to enable schools to plan and implement limited improvements in their physical environment, toward creating a more welcoming learning space for children". Examples of such actions observed in field visits include SMC's decisions to build boundary walls for the schools, to construct additional classrooms and to install water facilities, toilets, electric fans and other infrastructure for children.

Another study reported that the SLIP funds have been used mainly for such things as adding new teachers' rooms which eased classroom space shortages; furniture for teachers' rooms; school benches; new chairs; repairing benches; cleaning and repair of toilets and septic tanks; playfield filling; buying fans and re-wiring; repainting and repair of walls; repair of televisions; organizing sports days, repairing and replacement of blackboards, and repairing classroom floors and windows (Swedish International Development Agency , 2010). It appears that a direct impact of the modest financial support through SLIP has been to compensate for the schools' lack of budget and funds for regular maintenance and repair work.

From the field visits, it was observed that schools utilized the SLIP funds both in infrastructural improvement and to procure teaching-learning materials. In one of the schools visited, the SMC had painted the school building, purchased ceiling fans and repaired doors and windows. Schools had also procured podiums, education materials, pushpin boards, hanging stands, tool boxes for schoolyard maintenance, play materials, wall clocks, toilet cleaning materials, notice boards, flash drives, school bags and uniforms as well as geometry boxes containing compasses, sextants, scales and other requirements for geometry practice. A Head Teacher reported that the SLIP had facilitated the development of skills

⁵³ A qualitative evaluation of SLIPs: UNICEF (2010)

among the teachers and senior students to prepare low and no-cost teaching aids from natural materials. Such skills were perceived as being helpful in PPE as well.

It was evident from the FGDs with the teachers, parents and SMC members that all had some understanding of SLIP and PPE and their significance for improving the quality of education, though this understanding varied in level and degree. Although parents were less aware of SLIP than teachers and SMC members, they expressed their interest in working closely with SMCs and teachers to improve the quality of primary education and promote gender parity.

The report also noted that “It was apparent from all of the school authorities and SMCs interviewed that SLIP is making **a major difference to their status as managers**; they can now not simply make expenditure plans, but also act on them”. The same UNICEF report, however, also drew attention to the fact that the gains of the SLIP initiative may be fragile and will need consolidating.

It can be said that, on the whole, the SLIP initiative has a positive impact in terms of promoting access, equity and improving the quality of education, and in increasing school management capacity and greater engagement of the community with the school, although the specific level of that contribution is difficult to measure. The present study however found that the decentralization agenda, which was indicated in the operational guidelines for the SLIP initiative, is yet to be translated at the local level to the extent necessary to prepare UPEPs or to institutionalize SLIP as a component of sub-district-level planning or transferring significant finance and budget management to the school level.

2.6.1.3 The School Effectiveness (SE) intervention

This intervention supported by UNICEF with funds from DFAT and EU strives to address the challenges and recommendation of the SLIP study referred to in this report. SE is trying to develop capacity for effective decentralized local/school level planning and demonstrate a model of decentralized planning that addresses children’s learning needs as identified by the school: SMCs together with teachers and other local level leaders.

SE has supported the revision of SMC, SLIP and UPEP guidelines and developed training manuals that address the local level planning needs. The Govt. is using these guidelines to disburse SLIP grants. SE is promoting a holistic approach to school level planning that aims to develop an effective school with the objective of reaching the Primary School Quality Level (PSQL) Indicators as defined under PEDP3. So far, 910 primary school have already been covered under SE – soon reaching 1,210. SE is contributes to improve the quality of local/school level planning that will enhance quality of teaching and learning the schools.

A review and assessment of the strengths and weaknesses of the primary education system to significantly improve the quality of teaching and learning

The organisation of this section is based on the statement from the MTR Quality Study that “real transformative change can only occur at the level of the school and classroom”⁵⁴. PEDP 3’s quality agenda is based on a rational school effectiveness model; learning outcomes do not depend solely on activities within classrooms or schools, but on a range of interconnected factors. No one would argue with this. Also there is general acknowledgement that the interventions have, by and large, been well planned and implemented with thoroughness and care. However PEDP 3’s ultimate success is challenged by the limited amount of change that is happening in practice at school and classroom level. And there is very little information on what is actually happening within the classrooms.

Many of PEDP 3’s quality reforms impact on teachers, but there is little joined up understanding about how these are experienced by the schools, which still “continue to struggle with too few teachers of limited capacity and often poorly motivated due, in part, to a lack of supervision and a career path of advancement.”⁵⁵ This section will therefore begin by looking at what we do know about schools as institutions, and then go on to look at how capable the key institutions are to deliver the training, learning materials, support, monitoring, and inspiration and leadership that schools need in order to improve.

The main sources of evidence for this section include key programme documents, MTR documents and the Final Report on Mapping of all Teacher Education Development training and discrete projects under PEDP3. For each institution, further specific documents were also reviewed. Key informant interviews and focus group discussions were used to verify and contextualize information from the documentation.

3.1 The view from the school

Are teachers delivering transformed lessons using the constructivist pedagogy outlined in the TED Plan and supported by PEDP3 interventions? The consensus appears to be that by and large they are not, although classroom practice has not really been subject to the kind of systematic study required for a definitive answer. Despite the careful monitoring of training inputs, “where PEDP3 has clearly done too little is with respect to qualitative process and progress monitoring: of classroom based teaching and learning; [and] school based academic supervision by Head Teachers...”⁵⁶.

So what **do** we know about schools and what goes on there? The first few paragraphs broadly cover what schools, despite the Herculean efforts of the GoB over the past decade, just still need more of; classrooms, teachers, teaching time; then moving on to look at, given what there is, what changes in existing systems would result in school being supported better.

3.1.1.1 Double-shifting and contact hours

One of the first things to note is how overcrowded many of them are. In some respects, schools are the victims of GoB’s successes over the past 15 years, in terms of the number of pupils that the system is now

⁵⁴ Mid Term Review Quality Study Inception Report: (2014)

⁵⁵ Joint Rapid Assessment Report Document: Bernard (2016)

⁵⁶ Joint Rapid Assessment Report Document: Bernard (2016)

reaching: “Bangladesh has done remarkably well in enhancing access and equity in education, with notable achievements in nearing universal access to primary education, attaining gender equity at the primary and secondary education levels, marked reduction in repetition and dropout rates, and attaining reasonably high levels of completion in primary education”.⁵⁷ The shortage of classrooms results in about 90% of primary schools double-shifting (where schools teach different students in two different shifts). In turn this contributes to a major reason why learning outcomes are not improving significantly (as demonstrated by the NSA year on year results), although since the MTR this issue has had a strong policy emphasis. The correlation between adequate contact hours and good learning outcomes is an extremely strong one. Contact hours in primary school in Bangladesh are much lower than international norms (900–1,000 hours per year). The annual total contact hours in grade 1 is 861 in a single-shift school and 595 hours in a double-shift school, resulting in 30 percent fewer schooling hours for children in double-shift schools, which make up about 90 percent of primary schools in the country.”⁵⁸ To put it simply pupils are not getting enough teaching. So what tends to slip through the net? What qualitative studies there are tend to be looking at specific interventions; e.g. ECL, Lesson Study, EIA and so not enough is known about “ordinary” lessons, but international research suggests that under qualified teachers tend towards didactic teaching and children are given very little opportunity to put learning into practice; to make it their own, and to make it “stick”. Contact hours are further eroded by teachers being called on training, meetings, teacher absence and relatively high levels of tardiness, and the considerable amount of time taken up by exam revision classes, exams and marking (which takes up the months of November and December – leaving as little as seven months of actual teaching time).

How “Time on Task” affects student’s achievement was an issue examined in the World Bank’s 2014 Annual Sector Review. It found for example a strong correlation between the number of days of student absence and their poor performance at the test. For example, in the month of November 2011, eight percent of primary school students were absent from school for more than six days within the month, and their performance was markedly lower on PECE when compared to students who were not absent.

3.1.1.2 Staffing; morale and workload

Obviously, the shortage of teachers also erodes the amount of teaching that pupils receive. Despite the considerable additional numbers of pupils in school the teacher pupil ratio is improving, and is currently an average of 48:1 because throughout PEDP2 and 3 GoB has recruited substantial additional numbers of teachers. However it has been estimated that to bring down the teacher pupil ratio to 30:1 another 100,000 primary teachers would have to be recruited.⁵⁹ Teachers’ workload is high; the average number of periods in a week for a primary school teacher is 27.35 and in addition the CAMPE survey reported that primary teachers spend an additional 9 and a half hours a week on out of class lesson planning and marking, as well as further additional time on non-teaching activities assigned by school management/local government.

Another issue which may result from the shortage of teachers and may contribute to low learning outcomes is the way in which teachers seem to be allocated to classes. This seems **neither** to be by class (where one teacher teaches all subjects to one class; at present only PPE classes have a “class teacher”, although this is also the best provision for lower primary classes such as Primary 1 and 2 as well) **nor** by subject (where one teacher teaches one or two subjects throughout the grades). Both of these approaches are logical and have merit, but possibly in order to ensure covering the core subjects teachers are allocated to teach an apparently random range of subjects and a range of classes; the worst of all worlds as they are

⁵⁷ Bangladesh Education Sector Review. Seeding Fertile Ground: Education that works for Bangladesh: Dhaka (2013)

⁵⁸ Bangladesh Education Sector Review. Seeding Fertile Ground: Education that works for Bangladesh: Dhaka (2013)

⁵⁹ Quality Education: teachers for the next generation: Manzoor Ahmed et al; CAMPE (2015)

unable to **either** take advantage of having developed specialised subject and PCK knowledge **or** to get to know the learning needs of the pupils in “their” class.

Workload was one reason suggested in both the documentation and in focus group discussions why teacher morale is low. Other reasons identified include:

- poor salaries. It is suggested that this prompts teachers to seek sources of supplementary income, including private coaching – with all the ethical dilemmas this brings. The 8th National Pay Scale approved in September 2015 raises civil service salaries including for teachers on the government pay roll by up to 100%.
- lack of status. The possible improvement here resulting from the introduction of the DPED has already been discussed.
- lack of career progression. This topic came up in every focus group discussion: what it means here is that for almost all teachers they enter the profession as an Assistant Teacher and retire as an Assistant Teacher. There is no career ladder. This is extremely demotivating for each individual teacher, but in addition it is bad for the system as a whole as this flat hierarchy puts a huge responsibility on the shoulders of the Head Teachers. It means there are no in-school leadership positions (apart from the Head Teachers) which could be linked to responsibility for improvement in key areas.

3.1.1.3 Enabling the school to improve itself

Following on from the above, one of the biggest drivers of improvement is having a Head Teacher who doesn't have to teach full time (although she should teach some of the time, at least in part to free up her staff so they can participate properly in professional development activities). International evidence links improved learning outcomes with schools that are well led, particularly academically. The foundations for this are in place (a Leadership programme for Heads, the fortnightly meetings, a process for academic supervision linked to NBSCT). However, the workload of the Head Teacher makes it hard for many of them to take up the professional leadership role that the TED Plan clearly envisaged; as “mentor for their teachers, academic supervisor, evaluator of teachers... the Head Teachers conduct the needs assessment and facilitate the “Lesson Study” approach to assist teachers in moving towards reflective, constructivist practices.” Schools where Head Teachers have the time (and capacity) to provide this leadership are extremely likely to be effective schools. However the large majority of Head Teachers teach 11-20 classes per week, and report that after this “administrative” tasks take most of their time.

Research also identifies effective schools as places where teachers work collaboratively, learning from and with each other and where this learning takes place in or as close to the schools as possible. Learning together in this way is entirely in keeping with the TED Plan's constructivist philosophy, encourages reflection and reinforces emerging good practice, for the **whole** school. “Learning in the setting in which you work . . . changes the individual and the context simultaneously”.⁶⁰ Again fundamental activities for a developing a reflective, collaborative teaching body are in place (as described in the previous paragraph) but this does need refinement, for example, to ensure that learning from workshops is shared and implemented within schools and to make sure that new learning and skills are followed up and scaffolded.

3.1.1.4 Training that enables the teachers' developing career

Two other issues remain that are associated with training. Firstly, as has been previously discussed, there is no shortage of training but to enable teachers to develop and grow this training needs to be organized into a comprehensive and progressive practice, as the TED Plan realized. This has not largely happened for the reasons outlined in the Mapping Report. It is possible for teachers to begin work with no training and to

⁶⁰ Change Theory: A force for school improvement: Fullan (2006).

wait for several years before their DPED opportunity. When they are called, they leave a gap in the school that their remaining colleagues struggle to fill. The Mapping Report (see Annex 5) makes clear recommendations for the development of a coherent, comprehensive package, which minimises overlaps, and which teachers can expect as an entitlement. This package of continuous professional development is career long and as the teachers' career progresses would be differentiated according to the teachers' aptitude and interest but the core involves three types of training:

- pre-service training (before joining the profession); the DPED
- compulsory in-service package (foundation or induction training); including subject based training and competency based assessment
- on-going in-service CPD activities, including participating in NBSC training (4 times a year) and school level activities including fortnightly school meetings and academic supervision.

In return for receiving this rich package; the school, the pupils and the wider system can expect the teachers to demonstrate key aspects of improved practice and these changes can be monitored.

3.1.1.5 Support and supervision – a school entitlement?

Secondly the nature of support and supervision: what the CAMPE report of 2015 refer to as a “plethora” of people, including Head Teachers, UEOs and AUEOs; URCIs and AURCIs, district level officers and SMC members are all named as supervisors (in a system which as previously discussed confuses supervision and support). But, the report goes on to ask a number of questions; “are there consistent messages from different supervisors and evaluators to the teachers; is there continuity in the advice given and ideas shared with teachers; is there a mechanism for follow-up to see if supervision and evaluation made a difference; and are there opportunities for remedial measures to help teachers? The answers to these questions are largely not positive.”⁶¹ The number of visits is described from the perspective of the “visitor” – understandable in a system that carefully monitors inputs, but potentially meaningless from the point of view of an individual teacher or school. Schools should have an entitlement to a certain, agreed, number of visits and to be clear about their purpose. Teachers should similarly have an entitlement to a number of observations. From the point of view of a teacher, the existing system experience is more likely to result in confusion and distress than clarity and empowerment.

Finally, and very obviously, not all the schools are the same, although they are by and large treated as if they are. Nearly all the indicators show that the NNGPS lag behind the GPS and need more support. However this additional support is not forthcoming. This was acknowledged during a focus group discussion with AUEOs who identified NNPS teachers as less effective because “(of) the low educational qualification of teachers and schools remotely situated resulting in little monitoring”. So, this is one group of schools that needs targeted support. An interesting initiative from one of the Divisions was that each staff member had to choose one disadvantaged school and visit and support it regularly, until they felt it had improved. The interesting thing about this, which might not work everywhere, was that it seems to have been a genuinely local initiative.

3.2 Institutions principally responsible for professional development

3.2.1 URCs

Established under PEDP 1, the purpose of the Upazilla Resource Centre is to ensure academic support for Head Teachers and teachers. Although their resourcing levels and manpower is small (one Instructor and one Assistant, together with a small support staff; one training room and limited ICT hardware) their role

⁶¹ Quality Education: teachers for the next generation: Manzoor Ahmed et al; CAMPE (2015)

has currently expanded to cover the implementation of an extremely diverse range of trainings, including at present both Subject-based and Needs-Based Sub Cluster Training. A comprehensive list is provided in the Mapping report (see Annex 4).⁶² They receive a number of trainings themselves – a staggering total of 16 - and are involved in both the direct delivery of training and in indirect delivery (through ToTs). So, for example they receive a six day training on Academic Supervision (from PTI Instructors) and then deliver the six day training to Head Teachers. There are dangers in this type of training; cascades are notorious for getting more dilute the further down the cascade you go; and this “transmission” model – you receive some knowledge and pass it on – can lead to role confusion; as the trainers fail both to tailor the content training to the different experience and needs of the different levels of the cascade, or to make proper connections between the different trainings.

URCIs and AURCIs are assisted in implementing this range of trainings by a wide range of resource people, and the URCI is responsible for co-ordinating this pool as well as for organizing, implementing and monitoring these trainings. In addition to their training role, URCIs and AURCIs are included in the pool of people who are supposed to conduct Academic Supervision, making 10 visits to school per month (although in reality they report that they actually make fewer) and they also have responsibilities towards supervising trainee teachers' Placement B.

URCs are the biggest in-service training provider in terms of the number of trainings organized every year. The TED Plan describes their purpose as improving the teaching-learning process. Two issues potentially undermine this. Firstly, delays in funding release lead to a short “training window” between March and June (already discussed). This can result in many trainings being organized, managed, facilitated and monitored simultaneously, with only two staff and the limited physical facilities at the URC.

Secondly, there is considerable overlap between the roles of the URCI/AURCIs and the UEO/AUEOs in respect of their relationships to schools; this has already been described in the section on support and supervision. But in addition, there is a disconnect and role confusion around training. This problem is not just about the numbers; although clearly there are too many schools, let alone teachers, for the URCI and the AURCI to know their specific needs; there being only one AURCI covering the whole upazila. The relationship between the URC and the sub-clusters is not a clear one and there is little co-ordination between the team who provide the skilled training support across the upazila (the URCI and AURCIs) and the people who know a group of schools best, but have in practice an administrative/management relationship with the schools (the AUEOs). In focus group discussions it seems as if the two strands, led by the different officers, work in silos, with little discussion on school improvement between them; even though both strands should have a role to play in the NBSCT process and AUEOs are often members of the pool of potential trainers. An example that the URCIs gave was that the selection and release of teachers for training that they have responsibility for falls under the UEOs jurisdiction and often the “wrong” teachers are sent as there is little or no co-operation between the UEO team and the URCIs. The lack of co-ordination results in a potentially great local support system not working nearly as well as it should.

URCs are undoubtedly valuable institutions, but they have many workshops to deliver and are still at some remove from schools. Travelling to such centres is time consuming and can be particularly problematic for women teachers. Developing the sub-clusters so there is a local mini URCs (perhaps within a school) might offer many advantages, encouraging teacher networks (including lesson study circles, school to school support, centres for the development of a pool of capable teachers as “resource persons” and acting as a resource centre. Sub-clusters were created to initiate local level professional forums for the teachers that can provide opportunities to interact, share innovations in teaching and exchange experiences. This kind of centre is recognised as being useful for lesson improvement and can pave the way for teachers' peer learning and cooperative learning that could stimulate to become reflective practitioners.

⁶² Final Report on Mapping of all Teacher Education Development training and discrete projects under PEDP3: Nishad (2016)

However, roles, responsibilities and relationships between the URC team and the UEO team would need clarification.

3.2.2 PTIs

Currently there are 56 PTIs (with plans to expand to 69) each enrolling 200 residential students per year. The PTIs' main responsibility is to deliver the DPED⁶³, but in addition PTIs are responsible for delivering a range of different trainings; either orientations/trainings in support of the delivery of the DPED or ToTs for a range of other trainings. This is an extremely important responsibility; if an education system is only as good as its teachers then a lot is riding on the capacity of the teacher educators. There is little documentary evidence about PTI capacity, although there is some about their involvement in the implementation of the DPED.

There are no standards of effectiveness for the PTI as an institution (and no performance management systems for individual staff). The TED Plan describes colleges meeting set criteria before they were allowed to begin delivering the DPED, but given the pressing need to implement the diploma course this process of assessment of PTI suitability was not done.

A thorough analysis of PTI capacity in terms of infrastructure and staffing has been carried out already as part of the DPED preparatory initiatives early this year⁶⁴. The study highlighted some key issues about PTIs:

- inadequate and poorly managed infrastructure (most were built in the 50s and 60s and need extension and even some reconstruction) with available infrastructure resources, e.g. classrooms, not optimally used
- inadequate resources, most notably poorly resourced and inadequately staffed libraries and inadequate IT provision for staff and trainees. Maintenance issues with regard to ICT and multimedia materials were a major issue (only 4.22% multimedia and 75.73% computers were in working condition). That this continues to be a problem was borne out by a visit to a PTI by one of the Quality Working Group, who reported that of the 20 desktops in the computer lab, only 10 are operational and that there is a lack of clarity about how to address this.
- most significantly from the point of view of this study, inadequate human capacity, particularly subject instructors (as required for DPED). The Mapping Report explored issues raised in the study, and this was further followed up in focus group discussions in two PTIs by the Quality Study team.

The academic staffing complement of each PTI should be 16 instructors, plus a Superintendent and an Assistant Superintendent, together with support staff, and five teachers at the attached experimental school. This gives a student : instructor ratio of 12.5 : 1 which compares well with international tertiary ratios (which range from 20 or more : 1 in Indonesia and Slovenia to fewer than 11 : 1 in Iceland, Japan, Norway and Sweden.⁶⁵

However, the instructor posts do not align well with the demands of the DPED. There are only four subject specialist posts, for example, for Agriculture, Arts and Crafts, Science and Physical Education (only one of which appears as a subject in DPED curriculum) whilst the other posts are for generalists. The alignment of posts to the demands of the DPED could be reviewed as part of an overall plan to strengthen (and rationalize the responsibilities of) the PTIs. Although the existing staffing ratios would seem to be

⁶³ Or in the case of about five PTIs the C-in-Ed to SSC holders who are not eligible to enter for the Diploma course.

⁶⁴ A study on PTI capability to implement DPED programme (draft): 2016

⁶⁵ Education at a glance (OECD). Comparisons should be made with caution, as courses are not being compared like for like, but this figure **does** include 3+ year degree courses as well as shorter courses. It should also be remembered that Instructors deliver other courses.

satisfactory for current and future likely levels of activity, this is dependent on vacancies being filled in a timely manner, and historically this has been a major problem, and not just for PTIs.

One way that the government attempted to overcome the shortage of instructors quickly was by engaging Resource Persons from amongst retired staff (not necessarily academic staff, including former DPEOs, UEOs with experience in education administration but not necessarily any training experience and some retired primary school teachers) who, apart from a short introduction from NAPE, lacked the appropriate skills and knowledge and who were unable to ensure quality teaching and learning in the classrooms. These staff are determined to retain their positions and this will need to be addressed. However it is believed that no further Resource Persons will be engaged and the team were fortunate to meet with a small but significant number of new entrants who seemed to have sound professional backgrounds and point a positive way forward for appointments. Most, though, of the instructors the study team met had been teaching in the PTIs for a long time (many for over 20 years). For many it was the only job they had had, and none had primary teaching experience, despite the recommendations of the Framework that vacancies should be filled by applicants selected from capable primary teachers.⁶⁶ This recommendation has been made repeatedly over time and if there are reasons why this cannot be actioned, then alternative ways of ensuring Instructors have significant and relevant primary experience, need to be explored.

Unsurprisingly, given how long some Instructors have worked at one institution, questions about a career path and career development opportunities came up during focus group discussions. Within the PTI itself there is a flat hierarchy, and there is no formal structure for using and rewarding experience or excellence. The possibility could be explored of having a small number of Assistant Supervisors, appointed on merit, each with an academic responsibility. e.g. for ensuring the quality of the placements (not for organizing them; this is an administrative function and consideration could be given to appointing a administrative officer to each PTI to enable the academic staff to focus upon improving the quality of training and support they offer their trainees.

How well are PTIs managing to deliver effective teacher education and to model good practice? There is little documentary evidence; the DPEd Quarterly Monitoring Reports throw some light on this, although they focus more on the delivery of the programme and its materials than on training outcomes. Questions around this include:

- have the instructors themselves had the professional development which enables them to carry out their responsibilities as teacher educators? Can a short training with no follow up be sufficient to change Instructors own understanding, internalizing a pedagogy which requires critical thinking, problem solving and the seeking out and using of information from multiple sources? A brief study on PTI capacity to implement DPEd programme conducted by DPE and NAPE (2016) thought not: “the present short training is quite insufficient as DPEd methodologies including the pedagogical practice (teaching and assessment strategies) needed much more exposure to long term hands-on practice in the PTIs as well as in the primary schools and understanding of the theoretical basis”.
- does the way in which PTI instructors work support the institutionalization of the constructivist pedagogy within the PTIs. In focus group discussions, Instructors were not able to give examples of ways in which they themselves reflected on their practice, worked collaboratively, demonstrated inclusion, used ICT routinely in their sessions – in other words, modeled good practice.

A robust monitoring system should be able to provide the answers about the effectiveness of PTI work. At present monitoring has been conducted by DPE Training Division, IER Dhaka University and NAPE and has been described as uncoordinated⁶⁷. NAPE for example expresses disappointment that they are unable to supervise the Instructors that they have trained. Monitoring which looks at how Instructors are changing

⁶⁶ Framework for a Diploma in Primary Education: DPEd (author and date not given)

⁶⁷ An assessment of Implementation of TED Plan in PEDP3: 2016

their practice as a result of the training they have received would be useful. But PTI Instructors need to be able to do more than simply deliver effectively the training they have received, they need to have a body of experience and knowledge that can be adapted to meet new challenges. In order to develop Instructors into skilled teacher educators a dedicated professional development programme together with a performance management system, linked to career progression and based on competencies, might be more appropriate, over time, than monitoring that looks only at changed practice.

3.2.3 NAPE

NAPE is referred to as the apex institution for quality improvement in primary education; charged with the responsibility for developing the capacity of teacher educators, supervisors and field level officers. The academy also has a research function and provides professional advice in formulating national policies for primary education. In addition NAPE staff use their considerable technical expertise on tasks such as competency based test item development.

NAPE's major responsibilities can be divided into two:

- Responsibilities towards the DPED. This process was described under the DPED subsection. A 2015 report⁶⁸ had two interesting things to say here, which are apparently contradictory. On the one hand that "DPED is implemented and administered by NAPE which provides oversight in the development of the course materials [which are regarded as sound] and PTI training", and is seen to be doing sound technical work to achieve this major task. On the other hand "It was apparent that NAPE as an institution is currently significantly under-invested in the DPED and its management, with limited cognizance of its centrality to NAPE's mission". As described in the previous subsection, PTI Instructors need a dedicated professional development programme in order to become capable teacher educators. If this is to be the responsibility of NAPE it is a considerable body of work, and they themselves would need to go through a long planned process of reform (see below) and substantial capacity development.
- Management training for field level officers; including management training for PTI Superintendents and Assistants, and a range of trainings for field level officers (mostly on management). If professional development programmes are to be developed for UEOs, AUEOs and Head Teachers this could also be a considerable body of work.

NAPE's responsibilities should also involve monitoring the academic and administrative activities of PTIs and URCs. Key informant interviews express considerable concern that they are not able to conduct this monitoring. During interviews, staff explained that if they were not able to observe how PTI staff were using the training they had received, the development and feedback loop could not operate as the NAPE staff would not be able to evaluate their own work, and use this information to revise and strengthen the materials and training. This process is a valuable one, and welcome evidence of key actors reflecting on the effectiveness of their work. However this does not describe the strategic responsibility for monitoring the overall effectiveness of PTI delivery of DPED. Routine monitoring has been carried out by DPE, NAPE and IER in a somewhat ad hoc way, whilst the Quarterly Monitoring Reporting has been carried out by independent consultants.

NAPE went through a strategic development planning process in 2008, which amongst other things looked at its functions and staffing, which continues to be an issue. Less than half of the total staffing complement of 97 are faculty members, responsible for training, organized in seven faculties. Three of the faculties are subject based, whilst the other four cover functions (curriculum development; research and evaluation; planning and management and education and development) which are cross cutting and span subject areas. Arguably, these cross cutting functions should be integrated into each subject faculty. Unlike schools and PTIs, NAPE has a very structured hierarchy with three levels of experts within each faculty, of between

⁶⁸ Report on NAPE Strategic Workshop: Dyer (2015)

four to seven staff members. Faculty Heads are not education professionals, but, like all management positions in NAPE, are on relatively short term deputations from other Ministries. There are implications for continuity and the role of technical expertise here. A second strategic development workshop in 2015⁶⁹ identified that the faculty structure did not support NAPE's functions effectively, was not well aligned with its responsibilities and represented barriers to effective collaboration, rather than promoting it. Tasks were allocated to individuals rather than being part of a rational faculty plan, and this militates against planned staff development. The report suggested that each subject faculty should integrate cross cutting dimensions such as research and monitoring and evaluation. Without a doubt, NAPE's capacity to fulfil the role of an apex institution "will depend very considerably on addressing the multiple barriers of staffing, recruitment and professional development".⁷⁰

The strategic report was not institutionalized; recommendations from the 2015 NAPE Strategic Workshop recapitulate many of the same issues and as yet do not appear to have been actioned. Located out of Dhaka, NAPE can feel isolated and feels it lacks champions and friends. A potentially valuable three year strategic partnership with Dhaka University IER began in January 2015 (with a tripartite MoU signed between NAPE, DPE and IER Dhaka). As a result, IER is now the awarding body for the DPED certificate, but in addition IER worked with NAPE to review the DPED curriculum and materials. IER are expected to strengthen the capacity of NAPE and have plans to organize CPD workshops for NAPE personnel next year and support them with monitoring. Finally IER are responsible for establishing a quality assurance system. The potential for IER to play a supportive role to NAPE in developing research capacity has been welcomed, but there is some role confusion. Under the tripartite agreement IER have been working in PTIs, improving Teaching and Learning through Action Research, which could have system wide value, including for NAPE. However there has been some confusion as to whether this represents IER directly training PTI Instructors. IER do not have the capacity to engage in general system level training but they could give technically excellent targeted support, perhaps through NAPE, which could indirectly benefit the whole system. DPE's role in this agreement is to manage this strategic partnership, to ensure the system as a whole benefits.

Given the scale and reach of GoB's ambitions for Primary Education there is a clear need for an organization able to give "technically excellent inputs at critical points which will have the maximum system-wise impact on the quality of education". The 2015 Report concluded that (in addition to issues of management and staffing structure) there is another key question "... attention needs to turn towards identifying exactly what specialist expertise NAPE can offer". The question of whether NAPE has the capacity to fulfill the role of leading teacher education (working with PTIs and URCs), or developing educational management, including academic leadership (working with field level officers including leading the building of Head Teachers' capacity) or both - and what support they themselves would need is beyond the scope of this study, but does require some urgent attention. The team's view is that NAPE is the mandated apex body for primary education, and has had substantial technical support over the years (including now from DU-IER). The existing professional staff has the technical capacity to lead either the teacher education or the academic management strands going forward. Further strengthening of the staff would undoubtedly raise their capacity further, however until their role is clarified, and the recommendations of the 2008 strategic planning process and 2015 strategic workshop are finalised such strengthening is not likely to translate into improved performance.

⁶⁹ Report on NAPE Strategic Workshop: Dyer (2015)

⁷⁰ Report on NAPE Strategic Workshop: Dyer (2015)

3.3 Institutions/actors principally responsible for management

3.3.1 Upazila Education Officers and Assistant Upazila Education Officers

Upazila Education Officers (UEOs) and Assistant Upazila Education Officers (AUEOs) are field level primary education managers. The UEO works within the upazila administrative structure and also represents the foundational level of DPE's administration. The UEO is assisted by a team of AUEOs for Academic Supervision/Clusters, who work closely with a small group of schools. Three points about this structure need to be noted;

- staffing shortages have led to gaps which compromise effectiveness;
- not including IE in the routine work of the AUEOs who work most closely with schools makes it harder to promote its integration into routine school life; similarly with UPEP.
- within each upazila there is also an Upazila Resource Centre. These centres are not part of the same line management structure, and although some staff from the URC might work collaboratively with their UEO colleagues, the management structure does not encourage this. In an interview conducted by a DP colleague it was noted that "I sensed friction between the roles that Upazila Education Office and Upazila Resource Centre play".

Focus group discussions with UEOs suggest they are a group of extremely busy officers, who although they are charged with "providing academic leadership to all personnel to setting targets and objectives of the upazila level PE for ensuring the quality of education of the upazila"⁷¹ have an almost overwhelming range of activities to manage. They do receive a specific training from NAPE, one on office management (which is clearly useful) however this might need to be supplemented to cover more of the "why" of educational leadership and management; and a second (with AEOs) on SLIP stakeholder training. Overall UEOs or AUEOs are involved in 15 different trainings, but the vast majority of them are ToTs, for onward transmission down the cascade – many overlapping with URCIs and AURCs. UEOs have views about effective teaching and visit schools for "administrative purposes" meeting "political people, SMC members and Head Teachers", even observing lessons, (although they acknowledge that they have not the time to do it properly and are not always sure "if it is going well"). They rely on hearing from the AUEOs about what is going on in the field, however there is no clear reporting system by which UEOs can regularly receive regular updates on the status of teaching and learning in their schools.

Before we turn to the AUEOs, there was one shared issue raised by both UEOs and AUEOs; the absence of a career path. AUEOs in particular were concerned that only 20% of UEO posts were filled through promotion and felt squeezed between this ceiling and the shortly to be improved position of Head Teachers.

AUEOs' responsibilities are to "support, monitor and supervise what goes on in the schools in their respective areas".⁷² The TED Plan describes their role as follows: "working with Head Teachers in each cluster the AUEOs will be responsible for the functioning of the new needs based sub-cluster training system. The AUEOs with the help of the Head Teachers will have the responsibility for assessing teacher needs. AUEOs will continue with their academic supervision functions, and will be evaluated by the UEOs". The sub-cluster (with an AUEO as in charge of several sub-clusters) was envisaged as the major net-working site for teachers. This role has the potential to really make a difference to schools; a skilled mentor figure who knows the school well, able to give insider-outsider support (removing any risk that the Teachers Training Teachers approach model might simply recycle weak practice). However, in practice it doesn't

⁷¹ ODCB Guidebook: GoB/MOPME/DPE (2009)

⁷² ODCB Guidebook: GoB/MOPME/DPE (2009)

seem to be working this way, perhaps because 20 schools (a likely average number of schools in a cluster made up of several sub-clusters) is too large for the AUEO to spend enough time in each school and to foster the relationships and trust necessary for a sub cluster to operate well, and also because the AUEOs have too many other responsibilities. The AUEO focus group discussions suggested that AUEOs are generally engaged in administrative work even when they visit schools. They listed the following activities as ones on which they spent the bulk of their time: organizing and conducting the PESC exam, managing book distribution, channelling information about the schools to different officials (upwards to departments, divisions, directorates and ministries); followed by academic supervision, which they described as being their most important role, whilst acknowledging they did very little of it. Their role in sub cluster training did not feature.

3.4 Overall leadership - DPE

Established in 1981, DPE is comprised of nine Divisions; the study team were fortunate to meet with key staff from Training, Monitoring, Planning, Policy and Operations and Programme Divisions. It is composed of capable, experienced public servants who are skilled at managing the routine business of government; however it is not always the case that they have internalised PEDP3 as an integral part of DPE business. There is something of a tendency to privilege their “old work”, and this might result from staff not being education specialists. Arguments about the reasons, together with the pros and cons, of having staff on deputation from other Ministries are well rehearsed elsewhere and there is little value in recapping them here, other than to mention that different Divisions took up slightly different positions on this; with Training Division expressing more willingness to contemplate promotion through to relatively senior posts than Administration, for example.

Generally, the Divisions regard themselves as understaffed (with 285 staff currently in post across the Divisions). In support of this, the Director of Administration pointed to the fact that, “There has not been any increase in team size since 2013 although the number of schools to oversee and support has nearly doubled (37000 schools in 2013 and 65000 schools in 2016) in the last three years. As a result the team is overworked and unable to provide quality and timely services to the sector.” It’s not possible to make a judgment on this; PEDP3 did not undertake an organizational assessment of DPE’s capacity to carry out the degree of system reform outlined within PEDP3 (and seems in general to have provided little explicit support to DPE as an institution). However, there are two possible reasons for this sense of being overworked. First that the system is highly centralized; Training Division, for example, are responsible for organizing all training events, as well as taking responsibility for developing responsibility for materials (for example those used in Subject based training). It certainly does seem to be the case that the Divisions are so busy on a day to day basis that there is little space for vital leadership or strategic work. Secondly, that the staff that are available do not have the appropriate skills, with Monitoring Divisions reporting that, “Generally, there is a huge gap of human resources to manage the M&E activities as a whole. M&E is highly technical but technical expertise is scarce in the division. For example – statisticians and data managers are needed for APSC who are not available now. For NSA people with knowledge and skills of curriculum, pedagogy and psychometric analysis are highly required but completely absent in the present team.”

Perhaps another consequence of PEDP3 not looking at DPE’s own needs for managing such a complex process is that the Divisions continue to look inwards to their own responsibilities, rather than at how they contribute to the bigger reform picture. Communication flows within the system as a whole are still not strong, but co-ordination and communication seems particularly problematic between Divisions and there seems to be a considerable “silo” effect. This is illustrated by the overlap in activities between Divisions; with for example, Training Division expressing concern that other Divisions are developing and running their own training programmes without reference to them. The JRARD suggests that this has actually been exacerbated, rather than reduced, by the design of PEDP3 and “by what appears to be a sometimes random dispersion of tasks across compartments” and the need to meet DLIs. The MTR called for greater

decentralization (for implementation) and also for the building of “stronger and more systematic connections”.

As well as identifying the “capacity building needs of government officials and the development of the design of a strategy to meet these needs” the MTR also called for an overhaul of the communications strategy, which should “aim to broaden awareness and understanding about the need, importance and benefits of quality education” – giving leadership around an agreed vision of what a good school should be, to match the vision of good pedagogy provided by the TED Plan. Where will this leadership come from? Programme Division, created as a “temporary” division along with PEDP3, does have an understanding of the work of all the Divisions and are charged with consultative and co-ordination tasks, as well as with the oversight of the ECL pilot (which had it not developed as a series of piloted activities perhaps had the potential to rally efforts around school and classroom level reform). However, officers acknowledge that they do lack a technical understanding of ECL (classroom and school levels issues generally). A champion for classroom transformation is badly needed, and could be provided by Programme Division if suitably strengthened or by a Unit dedicated to providing leadership in this area.

3.5 Curriculum development and textbook provision: NCTB

The National Curriculum and Textbook Board (NCTB), is the apex body for developing and revising the national curriculum for the Pre-primary and Primary as well as Secondary and Higher Secondary level. It is an autonomous body under the Ministry of Education. It is responsible for developing and refining textbooks and other teaching and learning materials based on the national curriculum. NCTB also prints and distributes student textbooks and materials for teachers and by number of texts produced it is the largest publishing house in the world. In addition, they have developed competency based assessment tools for the primary level and are developing teaching-learning materials in five different mother-tongues.

NCTB are rightly very proud of their academic and technical capacity and work on the curriculum (and textbooks) and of the timely textbook delivery (as an achieved DLI the Annual Sector Performance Report regards this as a “major accomplishment of PEDP3”). However, there are some issues. The first concerns quality issues; whether NCTB has internal systems in place to ensure they are producing materials that are innovative and contextually appropriate, and which respond to various policy positions, most notably Inclusion. Apart from the Large Scale Try Out referred to above there has been little research into this, or into the effective use of textbooks and teachers’ guides in classrooms. There are studies pending on the physical quality of the textbooks, some aspects of which have been questioned during focus group discussions (durability and quality of pictures). Obviously the sheer volume of different titles produced will be a challenge for consistent high quality production, and this is exacerbated as textbooks are replaced on an annual basis, hugely adding to the burden of oversight by NCTB. This is not a common textbook policy, however it does seem to be one to which GoB is committed. If so, this could be used to greater advantage, to offset the high opportunity cost of replacing textbooks on an annual basis by including in the textbooks opportunity for structured practice of newly acquired skills.

The substantial delay in ensuring Teachers’ Guides are available in classrooms could be attributable to the very frequent minor curriculum revision process. It might be worth considering the relative benefits which result from continuing to make these minor improvements, as opposed to having a stable curriculum understood by all stakeholders, and with all supporting documents in place. NCTB themselves attribute any delay and difficulty not the (physical) quality, but to financial delay. They need to print 340 million books each year for the primary students and are needed to finish it within 31 December the previous year. As they are not a cost-centre, “the tender usually delayed with different formalities”.

NCTB are amongst the Divisions and other bodies who develop training, in this case a ten day one off workshop which they anticipate would cascade down to teacher level through a system of 10 day ToTs. The curriculum implementation workshop aims to orient stakeholders on changes to the curriculum and in particular the new terminal competencies. The Mapping Report described the strengths and challenges of

this workshop and its associated materials, whilst also reiterated the main problems of organizing specific ad hoc training which are not incorporated into a coherent suite of professional development programmes. NCTB however, are extremely concerned that they are not able fully to roll out this training programme according to their plan, and this is indicative of a major issue that a post PEDP3 programme might need to address, the relationship between NCTB and DPE. Again this is a question of internal coherence; to what extent does NCTB understand and feel part of the overall reform agenda that PEDP3 has represented. They reported not having received “much information” at the level even of information of PEDP3 generally, but in particular about ECL.

Analysis and recommendations or inclusion in the next primary education sub-sector programme

PEDP3 is based on a sound school effectiveness framework, which ultimately aims to improve learning outcomes for **all** pupils, driven by DPE in collaboration with the DPs. It has done this through a series of inter-related initiatives, and it has been extremely ambitious in its intentions, massive in scope, and significant in achievements even by the time of the MTR. In addition, and arguably an even bigger challenge, the design of PEDP3 represented a significant step forward on its predecessors by moving further away from a project approach to a sector wide one. So it has been concerned with institutional strengthening through “review and renewal of the structures and functions of the DPE, as set within MOPME, and its associated agencies, and with respect especially to staff capacities”⁷³. So, suggestions within the section that follows should be read against the background of a profound sense of respect for what has been achieved, and as well, what has been attempted. However, in reviewing both PEDP3’s teaching and learning quality interventions and the capacity and capability of the education system to improve the quality of teaching and learning, a number of issues have emerged, and these are summarised below. The issue that ties the recommendations together is how classrooms can be transformed.

⁷³ Joint Rapid Assessment Report Document: Bernard (2016)

Recommendations

1 Bring the “transforming classrooms” agenda to the centre of decision making

1.1 Provide unified, committed leadership for classroom transformation

Establish a “teaching and learning” unit within DPE

DPE is composed of capable, experienced public servants who are skilled at managing the routine business of government; what such a new “unit” could provide to strengthen their work is a small team charged with ensuring teaching and learning issues are at the forefront of all decision making; looking at how all decisions made by the different Divisions impact on classroom practice; making sure that information flows horizontally between the Divisions, as well as vertically through the system, and managing the collaboration between DPE and the DPs, NCTB and NAPE. This process might help Divisions to operate more strategically; for example with Training Division devolving responsibility for day to day management of training to the districts, in favour of reviewing and setting priorities for training; developing frameworks for professional development programmes and setting and evaluating standards for training institutions; whilst Monitoring Division develops, a system for monitoring progression with school improvement and take the lead in improving the quality of data available to DPE/MoPME. This recommendation represents the “gold standard”, if it proves unfeasible, alternative modalities for fulfilling this vital professional leadership function should be sought.

Adopt a more explicit change agenda

The study noted several references to the way that PEDP3 had successfully tracked its outcomes; but had been less successful in demonstrating evidence of changed practice. The example quoted in the study was of ECL which had successfully tracked terms of schools reached and numbers trained, but not the changed understanding or practice that had resulted. Looking forward, perhaps **change** could be a more explicit theme:

- at macro level, the theory of change could focus more clearly on changing classroom practice, so that all interventions which directly focus on improving teaching and learning are grouped together and communicated more clearly through the system.
- the purpose and content of training programmes could be more explicitly linked to the changes in practice they are intended to achieve
- follow up and support to training programmes could help participants internalise these changes within their practice
- supervision could monitor the degree to which the anticipated change is demonstrated within their practice

Push forward on **the career path** work

by developing a clear policy on teacher recruitment, deployment and retention. This applies to more than just teachers and without a doubt was the issue most mentioned in focus group discussions and key informant interviews. The lack of progression is not only demotivating, it impedes the development of a performance management system and undermines the idea of lifelong continuous

professional development, to say nothing of denying the system the benefit of the skills of the brightest rising to senior positions, bringing with them their experience at the “chalk face”.

1.2 Bring an understanding of what is happening in the classroom to the centre of decision making

Conduct a qualitative study on current school and classroom practices

PEDP3 has promoted initiatives to strengthen teaching and learning but what goes on in classrooms and schools remains rather opaque. Future work on teacher and school development would benefit from being grounded in the reality of classroom life, the work of key system actors would benefit from being involved in establishing this “baseline” and the information garnered could help identify barriers to and opportunities for change. Seeking the opinion of pupils on the quality of their school and classroom experience would greatly enrich the understanding of what is happening in the classroom.

The study would aim to understand issues which are blocking improved teaching; this could include the staffing situation and how teachers are assigned to classes; factors affecting teacher punctuality and attendance; class size; **actual** contact hours for groups of pupils; and Head Teacher responsibilities. Data is available on these issues, but how it interacts to promote or inhibit learning within the school institution has not been explored, and certainly not by the key system actors themselves. The study should also look at **how** teachers use the resources available to them, including teachers’ guides and ICT resources; **how** they assess pupils, and **how** they use new knowledge and skills (including demonstrating an awareness of inclusion); the study should also focus on how pupils use their textbooks (or other resources) and how many opportunities they have for practicing newly acquired skills or reading.

The study could be undertaken by PTI staff (as part of their professional development programme) under the guidance of NAPE-IER (as part of IER’s enhancement of NAPE’s research capacity).

It could be managed by the DPE unit responsible for teaching and learning, and its findings widely shared with all Directorates and Divisions and used to stimulate discussions and agreements about the types of classrooms and schools Bangladesh wants; and what changes would be necessary.

1.3 Mainstream classroom practices that ensure the participation of all children in education and learning

Revisit ECL and consider making it DPE’s approach to teaching and learning

The TED Plan is bold in promoting a constructivist pedagogy, and PEDP3 equally bold in its transformative agenda for teaching and learning and desire to make teachers accountable for their pupils’ learning. ECL appears like the perfect fit, DPE’s approach to improving classroom practice. However rather than pulling together the whole of Component 1, with other sub-components supporting its gradual institutionalisation, it finds itself isolated (apart from its links with DPEd); a pilot widely regarded as unsuited to Bangladesh classrooms. Moving forward, the question is are DPE in it for the long haul with constructivist pedagogy - looking at where teachers are at with activity based, inclusive teaching and committing to a gradual and iterative capacity development aimed at changing the thinking and behaviour of teachers and Head Teachers.

- rather than look for alternative pilots, rethink the relationship of ECL to the rest of the quality sub-components, so that ECL becomes DPE's approach to teaching and learning, aligned with and supported by other interventions
- review the effectiveness of the teacher training – how far are the instructors able to not only demonstrate ECL principles to the teachers but also embed them into the teacher training practices and support activities; ensure that their professional development programme enables them to deliver this; ensure that there is no inconsistency of approach or no mixed messages
- ensure that the initial teacher training which introduces ECL principles and practices is followed up in sub-cluster work and through subject based training
- more support needs to be provided to schools in developing/mobilizing more supplementary reading materials and teaching aids. In this regard, school based quarterly teaching aid development workshops can be organized where students and parents can be involved too. SMCs and PTAs can be involved in mobilizing more supplementary reading materials. Partnership between Save the Children (Read Project – supplementary reading scheme) and ECL can be beneficial
- ensure Head Teachers are able to strengthen ECL principles and practice during academic supervision and fortnightly meetings. Head Teachers can lead a quarterly development workshop (may be over the weekend or during holidays) involving all teachers. This will involve changes to training and support given to Head Teachers (through their professional development programme)
- review and strengthen synergies between SBA and the “baseline” and other assessment processes/record keeping and simplify where possible
- review teachers' guides and other materials for teachers to align their approaches and remove possible inconsistencies

Clarify and raise the profile of Inclusive Education

- support the IE and Gender cell to identify its core mandate and strengthen the relationships it needs to develop
- ensure that IE principles are incorporated into all the professional development programmes and that in addition to specific sessions on inclusion other sessions (where appropriate) should contain activities which require participants to demonstrate applying IE principles in their work
- ensure that PTI and URC Instructors are able to model inclusive practices in their sessions and monitor this as part of their performance management
- DPE IE and Gender cell and NCTB should work collaboratively to ensure that the curriculum, textbooks and Teacher Editions support inclusion
- ensure that school self evaluations and SLIPs consider school specific inclusion issues (the capacity to do this should be included in AUEO and Head Teacher professional development programmes)

Ensure PPE contributes towards increasing learning outcomes as well as increased access

Whilst the introduction of PPE has been a highly successful plank in the strategy to increase access, particularly in disadvantaged areas, looking forward this highly successful intervention should be relocated in the Results Area concerned with Learning Outcomes or Quality Classrooms (this will be necessary in order to maintain the improved levels of enrolment in coming years). Attention could turn to developing an early years programme in which curriculum content, teaching methods and delivery arrangements support age appropriate learning, linking PP and early primary grades and establishing a firm foundation for learning.

- accord PP teachers the title of Assistant Teacher. Decide whether teachers will be recruited and deployed specifically as PP teachers or would be additional teachers on the school's complement, or consider whether teachers could specialise in Pre Primary through to Primary 2/3; this might require splitting the DPED into PP – Primary 3 and Primary 4 – 8 and could perhaps lead to organising staffing with general teachers up to Primary 3, and then subject teaching up to Primary 8
- NCTB to lead a review to ensure progression through a four (?) year early years curriculum which uses appropriate age related methodology
- review the capacity of Instructors to deliver programmes of professional development for teachers which include early years work. Review Instructors' own professional development programmes to ensure they have an understanding of the importance of early years education, including PCK appropriate to the foundation years and have some direct teaching experience in PP (or lower primary classes).
- ensure each PTI has at least one Instructor who can act as a early years advocate and mentor to support and monitor their colleagues
- ensure that URCs (or sub-clusters) are able to develop networks for early years' teachers
- review the Head Teachers' Leadership programme to enable Head Teachers to give useful Academic Supervision to early years' teachers; ensure PP teachers' professional development needs are taken forward into sub-cluster training and development; engage SMCs on the importance of early years education and ensure school self assessment processes and SLIPS have due regard to the early years.

Develop the use of ICT (and other resources) to enhance learning

Develop the use of ICT to make lessons more interactive, interesting and effective. Although the steady expansion of hard and soft ware is a necessary condition for this, it is far from the main issue – which is capacity development. Strengthen and build on all the workstrands that PEDP3 has begun, but investigate enriching all teachers' professional development programmes through further institutionalising the use of appropriate technologies and the kind of low cost approaches to improved classroom practices first developed by EIA

- include in the study on current school and classroom practice a review of how ICT is currently used in the classroom (Including the opportunities and barriers)
- review the 12 day training in the light of lessons learned from the study and the (Save the Childrens') ICT situation report and

incorporate it into the core professional programme for teachers

- upgrade the ICT skills and understanding of ICT in education of all Instructors and ensure that ICT use is routinely modelled in trainings. Each institution (including schools) should develop a policy on ICT use, which should be reviewed during routine monitoring visits and QA assessments. Ensure that the use of these skills is reflected in individual instructor competencies and is monitored through performance management systems.
- review the resourcing needs of training institutions, schools and offices and establish a plan to slowly upgrade institutions according to this plan. Practice at classroom level will not change unless teachers have the necessary skills and the access to ICT resources and materials, so investigate the use of appropriate technologies and consider providing DPED students with a low cost laptop, and ensure that (beginning with URCs) teachers can have some access the internet.
- DPE should agree and communicate a clear policy on maintenance, giving institutions as much responsibility as possible but being mindful of the problems faced by remoter institutions.

Using SLIPS to promote local engagement in school improvement

- The School Level Improvement Plans (SLIP) funds under post PEDP 3 program should be expanded nationwide as a tool to promote devolution and to ensure teachers' accountability on school management and student learning, with necessary trainings to school management committees (SMC), for example on needs assessment, planning and account keeping. A rigorous monitoring mechanism with strong policy support and capacity building would be established to strengthen SBM and to encourage peer learning at their locality and nationwide.
- Different models could be considered for ensuring community participation and leveraging support at the local level to help improve school environment and increase child attendance. A number of models for community participation have been utilized by NGOs both nationally and globally to make schools accountable and enhance the efficiency of SMC and Parent Teacher Associations (PTA). These models can be reviewed during the programme preparation, including the GO-NGO collaboration.
- Currently, DPE is highly centralised in decision making, fund disbursement, and above all in implementation. The Programme requires systematic evaluation of current status, identify possible areas of decentralisation, and undertake measures to ensure decentralisation. Strengthening the offices of Divisional Deputy Directors, delegation of administrative and financial authority, delegation of training related activities are some of the areas to look into.
- An investment in GoB staff capacity is required under the new Programme to ensure the success of decentralizing some functions which are currently performed centrally. This should be based on a cohesive capacity development plan that covers approaches for professionals responsible for non-teaching activities including, but not limited to, Head Teachers, DPE staff (both field and central), SMC members, etc. A career path should be integrated with capacity development for all DPE officers.

Develop an integrated approach to increasing contact hours

Important policy area needs to be tackled in a comprehensive way and without putting additional strain on schools and teachers. In addition to considering reduction of double-shifting when building extra classrooms and employing additional teachers; schools need support to reduce teaching time lost:

- ensure the issue is addressed in education management programmes for field level officers and on School leadership programmes
- ensure school starts and finishes on time, and that individual lessons also are of the right length
- reduce teacher tardiness. Understand the reasons for this and identify innovative ways of addressing it (in addition to improving teacher motivation, including this issue in performance management and raising awareness of the importance of maximizing contact hours)
- reduce pupil tardiness. Involve the SMC in school level drives to reduce this
- monitor and reduce the amount of time lost through late starts to actual teaching at the beginning of the school year and through exams.

2 Revisit the TED Plan

2.1 Develop an overall professional development package as described In the Mapping Report, based on the principles of the TED Plan, linked to the competencies and career progression.

- continue to work, with renewed effort, on the career path; identified as an issue from PEDP1 onwards
- develop a professional development programme for teachers; beginning with an initial, qualifying, course (DPed) on which subsequent modules build (to include both subject training at the URC), needs based training (at sub-cluster level) and school based professional development, including regular academic supervision/lesson study. For suitably skilled and experienced teachers this programme could be extended to include School Leadership (the first module of which could be offered before Headship appointment, as part of the promotion/appointment process)
- as part of the professional development programmes for **each** of the individual workshops or modules, key actions which would contribute to a school based programme to change practice will be identified for teachers and Head Teachers to work on back in school. Teachers and Head Teachers will be encouraged to work with their colleagues, in school or in networks; and teachers will be supported by their Heads to change their practice whilst Head Teachers will receive this support during school visits from AUEOs (see below).
- develop a similar series of programmes for Instructors and field level officers. Both programmes should focus on (although the programmes for instructors and field officers may emphasise some areas to a greater degree than others);
 - understanding what makes effective teaching and learning within an effective school, and how their role supports this
 - skills required for working with adults, including effective mentoring
 - professional skills: knowledge of the content of programmes they will deliver, and the skills necessary for delivering them,

- including evaluating the effectiveness of delivery and/or effective monitoring and reporting
- critical thinking skills which will enable them to adapt their skills to incorporate new learning and meet fresh challenges

2.2 Clarify responsibilities and strengthen institutional capacity to deliver this package

NAPE

- identify NAPE's responsibilities in a post PEDP3 world; in addition to their current responsibilities, if the professional development programmes (both for the academic strand – the instructors, and the education management strand - the field officers) are to be developed and implemented, what would NAPE's role be?
- once its role is clear, MoPME, DPE, NAPE and the DPs revisit the 2008 and 2015 report recommendations, identifying ways to overcome any barriers to their implementation, and develop and agree an action plan for management, staffing, recruitment and career path. Without consistent leadership and adequate academically qualified staff working in a faculty structure which matches their responsibilities, NAPE will not be able to fulfil its responsibilities
- once these two steps are taken, identify NAPE's own capacity development needs and put together a programme to meet these. This could usefully include working together on specific tasks with other institutions (such as the existing programme with IER Dhaka University) doctorates undertaken through workplace based action research, and direct TA support

PTIs

- develop standards of effectiveness (minimum quality standards) for the PTI as an institution; undertaken by DPE Monitoring and Training Divisions, advised by NAPE and used to assess the performance of ten PTIs per year on a rolling basis by Monitoring Division. Institutions failing to meet a satisfactory standard would work with NAPE to develop an action plan for improvement before reassessment. Standards should focus on successful outcomes, not merely on resources available to the PTI.
- review the workload and staffing structure of PTIs and align it with their current responsibilities (delivery of DPED training; strengthening and quality assuring the URCs' delivery of subject based training), ensuring that
 - there are two senior instructor posts, promoted on merit, and for academic (not administrative) posts, such as ensuring the effectiveness of placements or developing links with URCs within the district
 - there are two further senior instructors qualified and experienced to act as leads for early years work, and IE. These instructors will have to support and strengthen their colleagues' work in these areas
 - ensure new instructors have suitable professional backgrounds, including where possible primary experience
- ensure the Instructors achieve a suitable professional standard through participating in a dedicated professional development programme, attaining relevant primary experience. This could be assessed against a set of competencies and be evaluated by regular academic supervisions and during annual performance monitoring meetings with the Superintendent (the quality of which will form part of the overall PTI assessment) and will inform the career progression of the Instructor

- using the existing assessments of infrastructure needs, DPE will review its plan to steadily upgrade physical facilities based on agreed priority areas (such as improving internet coverage).

URCs

Unless the issue of timely fund release can be addressed, URCs are unlikely to be able to function properly. This is a real “killer” issue for quality training particularly at this level.

- establish quality performance standards for URCs; monitored by link PTI Instructors on a rolling basis
- ensure better links between URCs and AURCs and the UEOs and AUEOs; formally through the Upazila Education Committee and more informally through fortnightly meetings
- consider devolving some of the training (certainly NBSCT) and possibly some subject training and PPE induction local “training centres” based in easily accessible schools within the sub-clusters to bring training closer to the schools. This would involve working collaboratively with the AUEOs to maintain simple resource banks, encourage subject and Head Teacher networks, ensure teachers even in remote schools have access to the internet, encourage school to school support, house lesson study circles, identify local sources of support for NNGPS etc
- develop, support and manage pools of resource people (Including teachers) to lead subject training and NBSCT, who should be recruited on a transparent basis (under the direction of DPE Training Division), who should be properly briefed, resourced and supported. The process by which this is done should be monitored by the PTI link person and the training sessions the resource persons lead should be supervised by the AURCI using the principles of academic supervision.
- more attention to be given to pool of trainers’ qualifications and relevant experience. In selection and recruitment of resource persons, experience of teaching in primary classrooms, ability to demonstrate activity based learning and openness to creativity and innovation in teaching needs to be considered seriously along with motivation and commitment. A proper selection criterion must be in place.

School level

The overall intention here is strengthen the relationship between the Head Teacher and the AUEO; so that the school itself becomes the foundation level for professional development and the driver of its own improvement.

- increase the percentage of Head Teachers who are promoted into the post. This is not only motivating for all staff but would ensure that Head Teachers have the knowledge, skills and experience developed through the teachers professional development programme, on which their own leadership programme could build.
- staff schools so that no Head Teacher has more than a 50% teaching load (less in larger schools). Ensure their main responsibility is academic leadership (this includes conducting academic supervision, leading professional development activities within school and liaising with their AUEO about what needs their schools cannot meet themselves and what support they can offer to other schools). Also each school should have at least one post of responsibility for a senior teacher, with

some non-teaching time, linked to improving an aspect of teaching and learning. The nature of this post can change, during the only going discussion on school improvement between the Head Teacher and the AUEO. The quality of the Head Teachers' academic leadership is routinely monitored by the AUEO.

- ensure that each teacher knows their entitlement to progress through the professional development programme for teachers, understanding the progression that underpins it together with the likely timescale. Ensure that each teacher knows they have an entitlement to an agreed number of academic supervisions per year which are intended to support their practice.
- staff schools so that staff can be deployed in ways which build on an understanding of child development: that in Grades 1-3 one teacher should teach all subjects using an integrated schedule

AUEO

The role of the AUEO should become tied to improving the quality of teaching and learning and school leadership for a number of schools (in an ideal world around 10), and providing information on this improvement to the rest of the system. The AUEO should be the bridge between the school and the upazila.

- the AUEOs would lose most of their training responsibilities, except for School Leadership; instead they would make an agreed number of whole day visits to their group of schools (ideally three visits per term)
- on each visit the AUEO would carry out an academic supervision with the Head Teacher to monitor the quality of their ability to lead Lesson Study (and strengthen it); monitor the quality of the Head Teacher's leadership generally and complete the agreed monitoring format for the school, the purpose of which was discussed under the subsection on School support, mentoring and monitoring
- the AUEO would have a role in helping identify areas for NBSCT and would be responsible for ensuring that the overall needs from his or her sub-cluster are met, working in collaboration with the AURCI

2.3 Suggested specific improvements to elements of the package

Most issues have already been covered already in the main text and recommendations within section 2.2, however the following are key points not covered elsewhere or which need highlighting.

DPEd

- the second placement, term four, is not properly supervised and unless this can be addressed it is questionable whether the placement has any value in its current form. Decisions are due about the future delivery of the DPEd, including whether it will be a pre- or in-service course, and as a result it might be possible to have all placements take place in Training Schools, and therefore more easily supervised. However, if Placement B is still to take place in the teachers' own schools this issue requires addressing systematically. Clear responsibility for ensuring trainee teachers meet the required standards must be allocated, together with the necessary resources and training to carry it out, to either a field level officer or the Head Teacher, For example, if the links between the PTIs and the URCIs are strengthened as recommended, the PTI-URC link person could work

extensively with the AURCI, who could make the supervisory visits.

- clarify the model of ECL that is introduced during the DPED to ensure it is in line with the original principles for ECL and there are no mixed messages

Subject based training

- The primary curriculum is in the process of a very rapid expansion from covering five years to covering 9 (and then 10 when the second year of PPE is introduced). A teacher does need to have an understanding of progression within a subject across the age range, but it is not reasonable to expect all teachers to be able to teach all subjects across the full age range. For subject based training it might be worth considering splitting training into PP to Primary 3 and Primary 4 to 8. For the early years, teachers need to be able to teach all subjects, and one or two teachers per school could attend subject training, with follow up focusing on how teachers can share their learning within the school. For teachers of older pupils, subject based training is clearly the way to go, with follow up training focusing on the development of sub-cluster networks for teachers on the different subjects.
- It was not clear to the study team on what basis subjects are chosen to be the focus for training for a given period, but, rather than dissipating effort, the Teaching and Learning Unit might use information from the National Assessment on Learning and the qualitative study on school and classroom practices to set and review priorities, on an annual basis
- review all the trainings to ensure they build on the foundations laid in the DPED and there are no inconsistencies of approach
- review all training manuals to ensure they all focus on subject and pedagogical content knowledge (rather than on general pedagogy as is the case with some of the manuals) and harmonise the structure, layout and structure of the manuals across the different subjects. Consider using the English SbT, which represents a productive collaboration between EIA and DPE, as a model

NBSCT (linked to the development of localized training centres and the strengthening of Head Teachers as academic leaders).

- DPE should lead a review, together with JICA, EIA and Save the Children, of the processes, strengths and achievements of Lesson Study through TSN, as well as EIA and READ in promoting improved pedagogy
- Identify how these processes can contribute to a strengthened, more local, NBSCT which focuses more on promoting collaborative discussion about lessons at school and sub-cluster level (based on the principles of Lesson Study) and less on the current highly structured model.

Annex 1:

**Third Primary Education Development Program (PEDP3) Assessment
and Post-PEDP3 Planning Quality Study:**
**TEACHING AND LEARNING QUALITY IN PRIMARY EDUCATION: ASSESSMENT,
STATUS AND RECOMMENDATIONS FOR THE FUTURE**
Terms of Reference
23 March 2016

Location: Dhaka, Bangladesh

Languages: English and Bangla (both required for national consultant; English required for international but both preferred)

Reporting to: First Secretary (Development Cooperation), Department for Foreign Affairs and Trade (DFAT), Australian High Commission

Point of Contact in Government: Director, Training Division, Directorate of Primary Education

Point of Contact in Development Partners' Consortium: Co-Chair, Quality Working Group

I. PROGRAM BACKGROUND

Bangladesh's Third Primary Education Development Program, established in 2011, is a six-year (2011-17) government led USD 9.8 Billion sub-sector program. The innovative program aims 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 5 of primary. The PEDP3 Sector Wide Approach (SWAp) is viewed as a major innovation through its harmonization of all partners together with the Government around a common results-based approach (which heightens accountability for sustainable development) and funding modality (that uses and strengthens existing government systems). The Government of Bangladesh (GoB) and the participating Development Partners (DPs)⁷⁴ used a strategic planning process to identify and develop the expected development outcomes and the operational framework (four result areas represented by 29 program sub-components) through which to achieve these outcomes. Nine of these sub-components were selected strategically as Disbursement Linked Indicators (DLIs). The DLIs represent the most critical, and in most cases, significantly complex reforms, requiring concerted efforts from multiple implementing agencies and partners. More than 70 percent of DP financing is conditioned on achievement of these DLIs, reimbursing development and non-development expenditures of GoB, in large volumes at the time of DLI milestone achievements.

⁷⁴ The nine Development Partners who have supported PEDP3 from the beginning are Asian Development Bank (ADB), Australian Department of Foreign Affairs and Trade (DFAT), British Department for International Development (DFID), the European Union (EU), Global Affairs Canada (GAC), Japan International Cooperation Agency (JICA), Swedish International Development Cooperation Agency (Sida), United Nations Children's Fund (UNICEF) and World Bank (WB). Funding from the Global Partnership for Education (GPE) became effective in January 2016.

PEDP3's design incorporates a robust governance structure to support linkages and synergies between actions managed by the respective divisions of the Ministry of Primary and Mass Education (MoPME) and the Directorate of Primary Education (DPE), other government ministries and agencies, and non-government providers. MoPME is responsible for program execution, in dialogue with Ministry of Finance (MoF) which manages GoB's Medium Term Budget Framework (MTBF), translating sector policy targets into a budget framework.

PEDP3 was a major departure from the traditional ways of approaching development in Bangladesh, by both the GoB and DPs. PEDP3 has undergone and continues to undergo ongoing review and assessment. A comprehensive 15-month Mid-Term Review (MTR) in the third year of the program generated important lessons that have informed and guided policy discussions and decisions. The MTR undertook a thorough exploration of the progress of key interventions during the first half of the program and found overwhelmingly positive results. At the end of the MTR the program was extended for a year, moving the end date of the program period to June 2017. Funding from the GOB and DPs was increased. The Program Document was revised to reflect changes agreed during the MTR process.

With two years of the program remaining the June 2015 Joint Annual Review Mission (JARM) agreed to commence a process of assessment of PEDP3 and planning for the next primary education program. The JARM agreed that these tasks should occur in parallel and be guided by a single overarching framework. To start this process two consultation workshops were held in December 2015 and February 2016. The outcome of the workshops was a Framework Document outlining the process for conducting the PEDP3 assessment and post-PEDP3 planning, which was subsequently approved by MOPME.

The PEDP3 assessment and post-PEDP3 planning process will utilise the program's existing and planned evidence base (i.e. studies still to be completed through the remainder of the program as per the program matrix) to inform a PEDP3 assessment report and to help to identify results and focus areas for the post-PEDP3 program. To ensure there is a robust evidence base, DPs agreed to commission five additional studies during the first half of 2016. Various DPs will commission and fund these studies after the TORs for each are agreed by the consortium and GOB. DFAT agreed to take responsibility for a study on quality.

The MTR assessed whether reforms and other "quality" interventions are being implemented as planned under PEDP3 and are on track for groundbreaking and sustainable approaches for better learning. The data showed that by mid-term, PEDP3 was already contributing to major changes in areas including the Diploma in Primary Education (DPed), the Primary Education Completion Exam, the introduction of one year of publicly funded pre-primary education and a sample-based National Student Assessment (NSA).

Analysis of progress in the teaching and learning thematic area recognised good overall progress, despite some activities lagging behind. These challenges were, for the most part, addressed in the Revised Program Document. However, the analysis also highlighted a number of recommendations to be considered during the post-MTR period. There were recommendations for strengthening systemic underpinnings, linking up inter-related interventions, and scaling up reforms and improvements.

A planned study specifically on quality interventions could not be completed during the MTR due to technical difficulties. A report of the first phase of the study was produced which stated that the "PEDP3 design is conceptually strong, and its emphasis on learning puts it in the forefront of global

best practice.” The first phase report also highlighted a number of challenges and areas for further review and analysis. A second phase of the study, commissioned by DPE and funded from the Annual Operations Plan (AOP) budget, is to be conducted in the first half of 2016 concurrently with this study. The focus will be mainly on assessment of and lessons learned from implementation of the teachers’ continuous professional development (CPD) aspects of the Teachers’ Education and Development (TED) Plan, building on a study to be completed in March on the integration and rationalisation of training programs under the TED and discrete projects. Quarterly Monitoring Reports have been produced throughout the development, piloting and early stages of implementation of the DPED, and these reports will provide a good overview of the successes and challenges of introducing a new initial training course. Also, building on a formative evaluation, there is an ongoing longitudinal study of the Each Child Learns (ECL) flagship initiative. A number of other studies of relevance to improving the quality of teaching and learning are also to be conducted during the first half of 2016. The proposed teaching and learning quality study for the PEDP3 assessment and post-PEDP3 planning process will link to and build on these and all other studies and reports on teaching and learning quality aspects of the program which have been completed to date as well as those currently underway and those which will be conducted concurrently with this study. The consultant team will liaise with the consultants conducting the other studies and utilise information and findings as they become available. The aim is for this study to bring together all available information to make an overall assessment of the status of PEDP3 teaching and learning quality interventions and to inform the planning of the post-PEDP3 program. There will also be a team of consultants conducting an overall assessment of PEDP3, and the first draft of the PEDP3 overall assessment report is to be submitted in August 2016. It is expected that the quality study consultant team will provide information and their findings (both draft and final) to the overall assessment team as they are available

II. TEACHING AND LEARNING QUALITY STUDY

Purpose

The study will review and assess the implementation and management of PEDP3 interventions related to improving the quality of primary education with a focus on teaching and learning. Based on the assessment the study will recommend ways to strengthen the capacity and capability of the system and to rationalise, strengthen and link interventions to improve the quality of teaching and learning in the next primary education sub-sector program.

Objectives

1. To review and assess the implementation of PEDP3 teaching and learning quality interventions in terms of relevance, efficiency, effectiveness, sustainability and anticipated impact.
2. To provide an overall analysis of the strengths and weaknesses of the primary education system to significantly improve the quality of teaching and learning in primary schools.
3. To recommend steps to take to improve the capacity and capability of the system to ensure effective teaching and learning in the next primary education sub-sector program.
4. To recommend a set of harmonised interventions for inclusion in the next primary education sub-sector program to improve the quality of teaching and learning and to increase learning outcomes.

Scope

The study will include a review of each of the PEDP3 sub-components related to quality of teaching and learning in terms of implementation progress, outcomes, capacity and capability of the primary education system, linkages and relevance for the next primary education sub-sector program. The sub-components, which are detailed in the Program Document, include:

- Each Child Learns (ECL)
- School and Classroom-based Assessment
- Curriculum and Textbooks Strengthened
- ICT in Education
- Teacher Education and Development (including DPED and CPD)
- Grade 5 Primary Education Completion Examination (PECE) Strengthened
- National Student Assessment (NSA)

Cognisance should also be taken of other sub-components as detailed in the Program Document and their links to improving the quality of primary education.⁷⁵ Although not a part of PEDP3, English in Action (EIA), funded by DFID, and Reading Enhancement for Advancing Development, (READ), funded by USAID and implemented by Save the Children, are two discrete projects which are being implemented in cooperation with DPE. Both have a strong focus on specific aspects of teaching and learning in primary school classrooms, EIA on the teaching of English and READ on early grades reading. The activities of these projects and the findings to date from the projects' evaluations and studies can also be considered, particularly for the planning of the post-PEDP3 program.

Major Tasks

- Review of all studies and reports related to teaching and learning quality interventions undertaken during the PEDP3 period (see Attachment I)
- Analysis of the process of teacher management and development in the primary education sub-sector (drawing on studies completed)
- Review of the technical capacity and capability of key institutions (DPE, NAPE and PTIs) and of processes and instruments concerned with teacher education and development and with academic support of teachers (in coordination with other studies being undertaken as part of the PEDP3 assessment and post-PEDP3 planning process)
- Review of interventions related to formative and summative student assessment, specifically the NSA, PECE, ECL and school and classroom-based assessment, and their alignment with each other and with the national curriculum
- Review of the learning processes and outcomes of students participating in specific PEDP3 initiatives and of how information from assessments, including the NSA and PECE, is used to inform planning and other activities
- Review of the linking of physical and human resources to quality interventions

⁷⁵ Most of the sub-components have links to quality, including Production and Distribution of Textbooks, Pre-Primary Education, Mainstreaming Gender and Inclusive Education, Communications and Social Mobilisation, Organisational Review and Strengthening, Decentralised School Management and Governance, School Level Leadership Development and Teacher Recruitment and Deployment.

- Review of capacity and capabilities of DPE and related institutions including the National Academy for Primary Education (NAPE) and the National Curriculum and Textbook Board (NCTB) to contribute to improved teaching and learning
- Analysis of alignment and linkages across the various quality related interventions and with other PEDP3 interventions
- Drafting and finalisation (based on feedback) of an inception report, an assessment report of PEDP3 teaching and learning quality interventions, a report on the status of quality in primary education with recommendation of ways to improve teaching and learning in a post-PEDP3 program and Bangla translations of the executive summaries of the final assessment report and the final status report.

Method of Work

It is envisaged that the work will primarily entail a desk study of relevant documents and data which have been produced within PEDP3. This will be verified through interviews and consultation sessions with members of the QWG and others involved in PEDP3 quality interventions and with the program more broadly. For most aspects of the study there should be sufficient secondary information available for an assessment of the current program and for making recommendations for a future program. In cases where there is insufficient information, the consultants will need to collect the information necessary to make an informed assessment. This may be done through field observations as well as through consultation processes. The review should be undertaken systematically with an emphasis on analysis of the available information in order to make informed assessments and strategic recommendations based on the existing evidence base.

Besides working with DPE, visits should be made to NCTB, NAPE and Dhaka University's Institute of Education and Research (IER). In addition, for an overall understanding of the current situation, field visits to at least two divisions should be made to observe teaching and learning in primary school classrooms and to meet with students, parents, teachers and education officials at the school, upazila and district levels. The field visits are to ensure the consultants are familiar with the situation of primary education in Bangladesh, not to collect data based on a representative sample.

The consultants will work simultaneously on both aspects of the assignment, i.e. assessment of PEDP3 quality interventions and recommendations for post-PEDP3. An inception report will outline how both aspects will be covered. The inception report will outline how the objectives of the assignment will be fulfilled, the methodology, documents to be reviewed, stakeholders to be met, specific tasks to be undertaken by each team member and the schedule of activities and completion of milestones. The inception report will be presented to and discussed with the QWG and members of the Assessment and Planning Technical Committee (APTC). After the completion of the document review, field observations and the consultation process, the draft PEDP3 assessment report will be prepared and submitted. This will be followed by a report on the status of primary education with recommendations of how to improve quality in the post-PEDP3 program. Following a presentation on the findings and recommendations and circulation of both reports to the QWG, the APTC and other relevant stakeholders, feedback will be solicited and incorporated before finalising the two reports.

The consultants will be allocated 50 working days each concurrently to complete the assignment, which will culminate in the submission of two final reports. The international consultant will spend approximately 40 working days in Bangladesh spread over two trips with an additional 10 working days

allocated for desk work outside Bangladesh. The work may be spread over approximately three months (May through July 2016).

Expected Deliverables and Timeframe

The consultants will deliver the following outputs:

	Deliverable	Timeframe
1.	A draft inception report including research methodology and presentation of the study methodology including a timeline of action plan to the DPE, Quality Working Group members and APTC members	10 working days within the first week of the inception phase after the consultant's arrival in Bangladesh (by mid-May 2016)
2.	Final inception report based on feedback received from the QWG and APTC members.	1 working day
3.	Draft assessment report of PEDP3 teaching and learning interventions	22 working days (by July 2016)
4.	Draft report giving the status of teaching and learning in primary education and recommending ways to improve the quality of teaching and learning in the post-PEDP3 program	10 working days (by July 2016)
5.	Presentation on the findings and recommendations of the study and on the draft reports to the GOB (MOPME and IDPs) and DPs coordinated by the QWG in consultation with the	1 working day
6.	Circulation of draft reports to GOB and DPs for feedback and incorporation of feedback in the final two reports	1 working day
7.	Final assessment report of PEDP3 quality interventions and final report on status of teaching and learning in primary education with recommendations of how to improve quality in the post-PEDP3 program	3 working days within one week of receiving feedback from the GOB and DPs (by end July 2016)
8.	Translations of Executive Summaries of above two reports into Bangla	2 working days

Management and Coordination Arrangements

The study will be conducted under the overall guidance and supervision of the Director General of DPE in consultation with the DP consortium, the QWG and the APTC. The consultants will work closely with the DPE Training Division and will liaise closely with the Director (Training), the TED consultant and the Deputy Director (Training). The consultants will also keep contact with and provide information on progress to Director of Program Division of DPE and to the co-chair of the QWG. The relevant Divisions of DPE will provide necessary information/data and documents as well as guidance to the study team. In addition the consultants will consult with NCTB, NAPE, IER and education officials at central, district and upazila levels. For contractual matters the consultants will report to the First Secretary (Development Cooperation), Australian High Commission, Dhaka.

Consultancy Team

The team will be made up of three consultants, one senior international consultant, one senior national consultant and one junior national consultant. The international consultant will be designated as the team leader and will be responsible for all the deliverables. The national consultants will be assigned specific responsibilities by the team leader and will be responsible for the assigned inputs. The three consultants will be recruited separately with individual contracts.

The team leader/international consultant will be an education specialist and should have the following qualifications and experience:

- Master's degree with Distinction in Education/ Social Sciences, or other related field from an internationally reputed University. Ph.D degree in any stream of education would be an added advantage.
- At least 15 years working experience in designing, implementation and evaluation of teaching and learning quality aspects of primary education programs, preferably in one or more Asian developing countries.
- Proven in-depth knowledge and understanding of primary education sector preferably in Bangladesh.
- Proven experience with similar assignments, preferably in Asia, with high quality report writing capability in English
- Excellent facilitation and consultation skills
- Proven ability to lead and work in a collaborative and team environment in a developing country context
- Regional and international experience in similar work would be an added advantage.

The senior national consultant will be an education specialist and should have the following qualifications and experience:

- First Class Master's degree in Education/ Social Sciences, or other related field
- At least 7 years working experience in quality interventions in primary education in Bangladesh, preferably in teachers' professional development
- In-depth knowledge and understanding of primary education sector in Bangladesh
- Excellent Bangla and English writing and facilitation skills
- Proven ability to work in a collaborative and team environme

The junior national consultant will be an education specialist should have the following qualifications and experience:

- A recent Master's degree in Education from a reputed university
- Recent working experience in quality interventions in primary education in Bangladesh, preferably in teachers' professional development
- Knowledge and understanding of primary education sector in Bangladesh
- Excellent Bangla and English writing and facilitation skills
- Proven ability to work in a collaborative and team environment

Annex 2: List of documents consulted

Key contextual documents:

1. Ministry of Education. (2010). *National Education Policy 2010*. Dhaka: MoE
2. Ministry of Education. (2013). *Bangladesh Education Act draft*. Dhaka: MoE
3. Directorate of Primary Education. (2015). *PEDP3 Revised Program Document*. Dhaka: DPE
4. Ministry of Primary and Mass Education. (2015). *BANGLADESH THIRD PRIMARY EDUCATION DEVELOPMENT PROGRAM MID-TERM REVIEW 2013-2014*. Dhaka: MoPME
5. Shaefer, S. (2014). *PEDP3 MTR Quality Study Phase I Report*. Dhaka: Australian Aid Programme
6. Powell-Davies, P, Maleque, A & Tasmin S. (2014). *PRIMARY EDUCATION DEVELOPMENT PROGRAMME III (PEDP III) - BANGLADESH MID-TERM REVIEW: QUALITY STUDY: The process of improving the quality of primary education in Bangladesh Inception Report*. Dhaka: DPE
7. Directorate of Primary Education. (2014). *Bangladesh Primary Education, Annual Sector Performance Report – 2014*. Dhaka: DPE
8. Directorate of Primary Education. (2011). *National Plan and Strategy for Primary Teacher Education and Development*. Dhaka: DPE

Major Documents

1. National Academy for Primary Education. (2011). *Framework for a Diploma in Primary Education (DPED)*. Dhaka: NAPE
2. Unicef . (2015, 2016). *DPED Quarterly Monitoring Reports*. Dhaka: Unicef
3. Nath, S.R. (2014). *A Formative Evaluation of ECL Initiative*. Dhaka: Unicef & DPE
4. Maxwell Stamp. (2015). *A Longitudinal Study on Implementation of Each Child Learns Report (Phase I)*. Dhaka: DPE & Unicef
5. Ministry of Primary & Mass Education. (2015). *Proposal for ECL Strengthening Model*. Dhaka: MoPME
6. Unicef. (2011). *Final report of the study on teaching in primary school classrooms: do teachers understand and use interactive teaching?* Dhaka: Unicef
7. Tan, M. C. & Mian, S. T. (2013). *School and Classroom-based Assessment Tools and Methods: Existing Practices*. Dhaka: Unicef
8. Directorate of Primary Education. (2014). *National Student Assessment 2013 for Grades 3 and 5, National Report*. Dhaka: DPE

9. NAPE. (2015). *A Rapid Review of the 2015 Grade 5 Completion Examination*. Mymensingh: NAPE
10. Directorate of Primary Education. (2014). *PEDP3 Communication Strategy*. Dhaka: DPE
11. JICA. (2014). *Report on Teachers' Support Network through Lesson Study (TSN) Programme*. Dhaka: DPE
12. JICA. (2014). *Report on Need based Sub-cluster training in ten districts*. Dhaka: DPE
13. UK Aid. (2016). *Development of a Proposal for Integration and Rationalization of All Training Programmes including TED and Discrete Projects under PEDP3*. Dhaka: UK Aid
14. Directorate of Primary Education. (2016). *Report on assessment of the implementation of Pre Primary Education*. Dhaka: Unicef
15. Department of Foreign Affairs and Trade. (2016). *Beyond Parity: A Second Generation Gender Gap Analysis of the Primary Education Sector in Bangladesh*. Dhaka: DFAT
16. CAMPE. (2014). *Education Watch Report 2014, "Whither Grade Five Examination? An Assessment of Primary Education Completion Examination in Bangladesh"*. Dhaka: CAMPE
17. Save the Children. (2015). *Situation Analysis for strengthening the application of ICT in government primary schools (GPS)*. Dhaka: Save the Children

Other Documents

18. National Academy for Primary Education. *NAPE strategic development plan (2008)*. Mymensingh: NAPE
19. Ministry of Primary & Mass Education (2014). *Action plan for ECL Strengthening model*. Dhaka: MoPME
20. NAPE. (2015). *Review of the results of the 35% competency based test items in the 2014 grade 5 Primary Completion Education*. Mymensingh: NAPE
21. JICA. (2013). *Report on Need based Sub-cluster training programme monitoring*. Dhaka: DPE
22. Directorate of Primary Education (2012). *2011 National Student Assessment for Grades 3 and 5, National Report*. Dhaka: DPE
23. Directorate of Primary Education (May, 2015). *Bangladesh Primary Education, Annual Sector Performance Report – 2014*. Dhaka: DPE
24. NAPE (2014). *Grade 5 Completion Examination Framework*. Mymensingh: NAPE
25. Ahmed, M. (2016). *Non-formal Primary Education: A Subsector Policy and Strategy Study*. Dhaka: Share Technical Assistance Team
26. CAMPE. (2016). *Continuing Challenges of Achieving UPE in Bangladesh: A Civil Society Position Paper on Post-PEDP3 Priorities*. Dhaka: CAMPE
27. Howe, P. (2005-2006). *Primary Education Development Program (PEDP-2) Bangladesh - Review Report into In-service Training*. Dhaka: DPE & Unicef

28. Directorate of Primary Education. (2013-2014). *Report on administration of implementation of the DPED Programme*. Dhaka: DPE
29. Bernard, A. (2010). *Formal Evaluation of the School Level Improvement Plan*. Dhaka: Unicef
30. PEDP 3 Quality Working Group. (2016). *Concept notes for post PEDP 3 interventions*. Dhaka
31. GoB Planning Commission. (2015). *Seventh Five Year Plan FY2016-FY2020: Accelerating Growth, Empowering Citizens (Chapter on Education)*. Dhaka: GOB Planning Commission
32. World Bank. (2013). *Bangladesh Education Sector Review. Seeding Fertile Ground: Education that Works for Bangladesh*. Dhaka: The World Bank
33. CAMPE. (2015). *Education Watch Report 2015, "Moving from MDG to SDG Accelerate Progress for Quality Primary Education"* Dhaka: CAMPE
34. GoB Planning Commission. (2015). *MDGs: Bangladesh Progress Report*. Dhaka: GoB Planning Commission
35. Multiple reports on English in Action
36. Assessment strategy for English (EIA+NCTB)
37. Multiple reports on READ
38. An assessment of Implementation of TED Plan in PEDP3: 2016

Annex 3: Summaries of specific interventions

Lesson study (through Teacher Support Networks)

As part of PEDP3, Japan International Cooperation Agency (JICA) has mainly supported DPE to improve the quality of teaching and learning in maths and science through supporting curriculum and textbook development, and by introducing Lesson Study through a teacher support network (TSN). It is the latter aspect that is of particular interest for this report.

Lesson study is a teaching improvement process that has origins in Japanese elementary education, where it is a widespread professional development practice, and which JICA have successfully adapted for use in the Bangladesh context (the Teacher Support Network through Lesson Study) as well as in other countries in Asia and Africa. Originally Lesson Study is a highly specified form of teacher-led action research in which a triad of teachers work together to target an identified area for development in their students' learning. Working in a small group, teachers collaborate with one another, meeting to discuss learning goals, planning an actual classroom lesson (sometimes called a "research lesson"), observing how their ideas work in a live lesson or series of lessons with students, and using on-going discussion, reflection and expert input to track and refine their interventions.

JICA TA partnered with NAPE to introduce to 55 PTIs what can be described as the "highest form of Pedagogical Content Knowledge" with its three step cycle Plan – Do - Reflect. By 2014 14,140 teachers and field officers from 505 upazilas were trained in the approach (and it was intended that before the end of PEDP3 all primary teachers would be introduced to lesson study). JICA have produced a classroom observation tool and a lesson analysis as part of a booklet to guide the process.

Going forward, Lesson Study is a technique for academic supervision, which with its emphasis on action and reflection and its essentially collaborative nature fits well with the TED Plan's constructivist theory. Rather than being delivered as a separate training, it should be incorporated throughout the teacher continuous professional development process, and should be led at school level by the Head Teacher, with good practice being shared at sub-cluster level. In order to ensure Head Teachers are able to lead this process, AUEOs should devote time during each school visit to supporting the Head Teachers Lesson Study leadership.

English in Action

EIA is a discrete programme, funded by the UK's Department for International Development (DFID) and which works in collaboration with DPE and PEDP3. It has introduced new teaching and learning activities to teachers and students across Bangladesh. These involve greater interaction between teachers and students and between teachers themselves. By March 2015 14,000 teachers and 2.9 million students were involved in these initiatives (and by 2017 this should be 51,000 teachers and 7 million students). It is based on the following research evidence which is well aligned with the principles of the TED Plan:

- teachers learn most effectively from each other;
- teachers take time to practise activities and develop, and need on-going support and monitoring;
- head teachers need to be able to support teachers to change what happens in classrooms;
- teachers work daily with the national curriculum, textbooks and assessment, and teacher education programmes need to build from these.

The programme includes:

- new classroom activities for teachers and students, so that teachers 'learn by doing' in the classroom and reflecting on their practice;

- professional development videos (showing authentic film of primary and secondary teachers using interactive techniques with their own classes) and classroom audio resources;
- these are made available at low cost and offline through memory (SD) cards on teachers' mobile phones, and are commonly known as "the trainer in the hand";
- on-going support through paired teachers in schools, head teachers and regular locally-based meetings of teachers.

EIA's teacher professional development materials and classroom resources are linked to the national textbook, English for Today, making it easy for teachers to incorporate activities and practices into their lessons. EIA works with the Government of Bangladesh systems. For example, Upazila staff at field level carry out monitoring, many of our lead teachers are Master Trainers from the formal Government teacher education programmes, and we work closely with local Government Education Offices. EIA's approaches can also be used to strengthen NBSCT as they too are a good fit with the principles underpinning the TED Plan. They also offer alternative modalities in terms of their low cost technologies to enrich work at sub-cluster level, which their research shows to be both popular with teachers, and effective, as follows:

See – 70% teachers watch teacher development videos every week

Do – 80% teachers use EIA activities during teaching every week

Reflect – 70% think sharing at teachers' meeting is very important

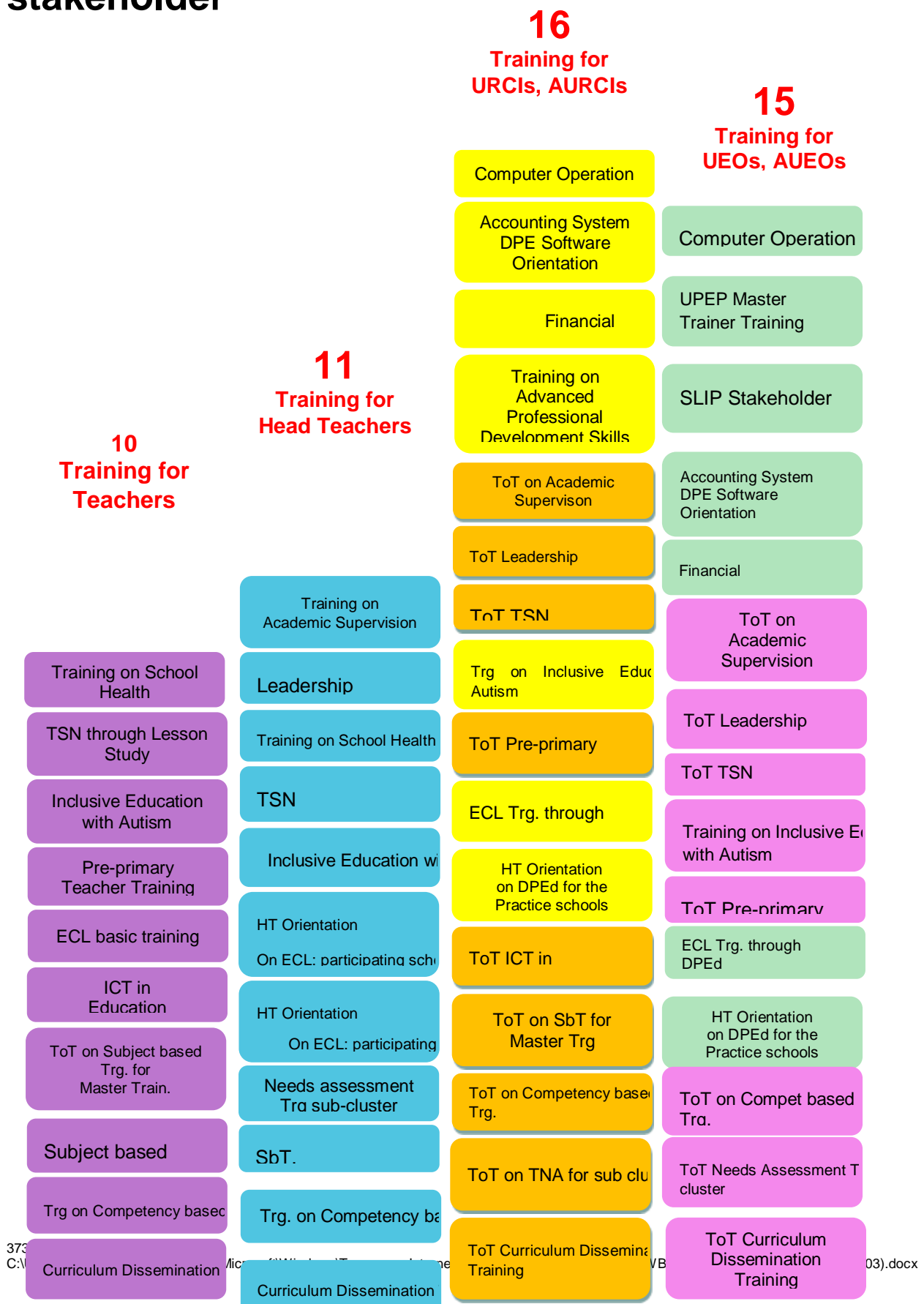
READ (Reading Enhancement for Advancing Development)

READ is an independent project aiming to improve early grade reading competencies of the children in Bangladesh. The project is implemented by Save the Children International. The project is currently being implemented in 1500 GPS. It also trains teachers on use of multimedia for reading instructions in 900 ICT schools. READ offers two packages – Core and Core Plus. Core package focuses only on school based activities while the Core Plus package implements activities with both school and community. The project is due to end in December 2017.

Its key successes are:

- Developing skills and motivating teachers for frequent formative assessment in Bangla. Under READ, teacher training also includes contents and sessions on assessment. Teachers are asked to do formative assessment three times a year. Data is then analysed by SCI team and findings are shared with the school and UEOs. Based on the findings, the teachers are then asked to make strategies for 30 poor performing students.
- Supplementary Reading Scheme – a new initiative introduced to the government. Under this initiative, locally published children books are collected, screened and leveled as per appropriateness for the different readers. Right now, the list of supplementary books is awaiting decision to formalize and approve from the 'National Curriculum Coordinating Body'.
- Reading Advisory Committee established by SCI which plays role in improving relationship between DPE, MoPME, MoE and NCTB. There is also a Technical Expert group in Monitoring and Evaluation division and a sub-committee on ICT in Education headed by the Director Training.

Annex 4: Number of trainings received per stakeholder



Annex 5: Mapping Report extract

Recommendations for the professional development package for teachers

To enable growth into effective teachers, training needs to be a comprehensive and progressive programme. This is reflected in the TED plan, but not so much in practice. Although Continuous Professional Development (CPD) is a frequently used term with regard to training, the above findings show that many trainings are one off events of differing durations which are rarely linked. Perceptions of training need to be changed so that all training is planned, implemented, monitored and follow-up as a continuous developmental process from the start to the end of service.

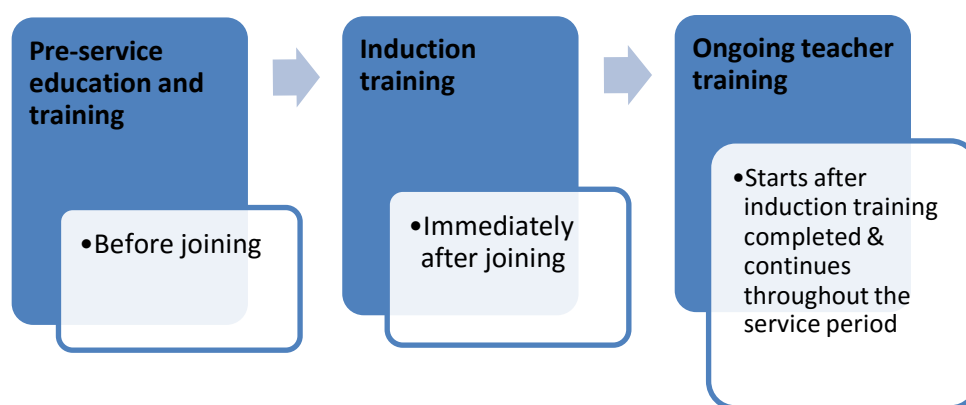


Diagram 3: Relationship and process flow between the pre-service and in-service trainings showing a continuous professional development structure

As shown in the diagram 3 above, and outlined in the TED plan, all Pre- and in-service training should have linkages and continuity in terms of contents, approaches and methodologies. For this model to work effectively it is expected that the stakeholders join the workforce with required pre-service educational qualification and professional training. In the current situation, many stakeholders don't have the required pre-service qualification and training, therefore a huge back log exists in the system in terms of in-service coverage. Some strategic and interim arrangements need to be made to catch up with the back log in a more strategic, realistic and efficient way. Some suggestions in this connection are:

- To accept that coverage of all untrained teachers through in-service training within a short period of time will not be practically possible. Therefore selecting participants for training based on their experience and professional needs can be more useful and practical.
- Continuing DPED as in-service training for a specific time period and re-define the eligibility criteria for participation.
- Re-introduce induction training for teachers. Eligibility criteria for participation needs to be re-defined

Within this structure (diagram 3), the DPED forms the pre service programme, then there should be a core in-service training package developed which would be given to each stakeholder at the time they join the service. This stakeholder specific, core training package would include an induction programme and an explanation of the continuous professional development activities they would take part in during their career. This will enable all concerned to see their professional journey as a continuous process and support them to link the various trainings rather than view them as one off events.

The aim of the core in-service package is to equip the stakeholders with necessary knowledge and skills to perform their job effectively and efficiently. Training needs of teachers, trainers, supervisors, officials and Head Teachers are indicated in the TED Plan. These needs to be analysed and revised considering present need and experiences. The training should be linked to the monitoring and evaluation system, to ensure ideas and techniques are being implemented effectively, and are having an impact on learning. It is also recommended that the trainings under the package are periodically reviewed to include lessons learnt and successful approaches from newly piloted training, and also to revise or discontinue training which is having no impact on learning or are no longer relevant. To conduct or facilitate the above mentioned trainings, a local trainers' pool can be created at Upazila level with practitioners and technical experts.

The Induction training would be supplied immediately after joining and be linked to a clear support and monitoring network at field level. It must be recognised that depending on the nature and contents, some of the training under core packages can be split over a longer period of time allowing in-school or on the job practice and reflection in a progressive manner while the others will be one off and some training can be provided on the job. For example – the subject based training can be split into two/three slots of two/three days per year with gaps in between for practice and reflection. Similar approach can be taken for HT foundation training. Contents like record keeping, financial management etc. can be done on the job instead of coming to a venue for training.