

**PROGRAM-FOR-RESULTS INFORMATION DOCUMENT (PID)  
CONCEPT STAGE**

Report No.:PIDC0096678

<b>Program Name</b>	Transforming Secondary Education for Results Program
<b>Region</b>	South Asia
<b>Country</b>	Bangladesh
<b>Sector</b>	Education
<b>Lending Instrument</b>	Program for Results
<b>Program ID</b>	P160943
<b>Borrower(s)</b>	Republic of Bangladesh
<b>Implementing Agency</b>	Ministry of Education
<b>Date PID Prepared</b>	October 21, 2016
<b>Estimated Date of Appraisal Completion</b>	February 27, 2017
<b>Estimated Date of Board Approval</b>	June 6, 2017
<b>Concept Review Decision</b>	Following the review of the concept, the decision was taken to proceed with the preparation of the operation.

**I. INTRODUCTION AND CONTEXT**

**A. Country Context**

1. **Bangladesh, the world's eighth most populous country with around 160 million people, has recently graduated from a low-income country to lower-middle-income country status, based on its US\$1,190 per capita gross national income (GNI) in 2015.** The country's economy, as measured by gross domestic product (GDP), has been growing at 6.0 percent per year on average since 2000. Equally impressive is the substantial decline in the incidence of poverty- between 2000 and 2010, it fell from 33.7 percent to 18.5 percent between (using poverty line of US\$1.90 per day 2011 purchasing power parity).

2. **Bangladesh has made remarkable gains in human development indicators over the past decades.** In education, country's progress has been stellar in terms of gains made in access and equity over the past three decades. It is nearing universal access to primary education and has a reasonably high level (80 percent) of girls and boys completing primary. Gender equity was attained at primary and secondary education levels well ahead of the MDG target for 2015. Similarly, enrolment disparities due to household incomes have decreased in the school sector. The primary net enrollment rate (NER) stands at 91 percent in 2015, having increased by nearly 25 percentage points over the last 15 years. Between 2000 and 2015, the secondary gross enrollment rate (GER) increased from 52 percent to 64 percent. Student enrolment in higher education tripled from 1.3 million in 2004 to about 4 million in 2014. There is increasing demand for skills development.

3. **As Bangladesh aspires to move up the value chain and become a middle-income**

country (MIC), there has to be significant gains in quality and relevance of skills imparted by the secondary education system (both for higher level of education and better jobs in an expanding workforce). Each year, 1.3 million youth join the labor market, but in the face of what is required for the country to reach MIC status, the current composition of the labor force is inadequate. It is under-educated – less than 25% of the 57 million workers in the domestic labor market have secondary education – and 89% of workers are in the informal market. To foster skills-led economic growth via diversification of economic activities, increasing the pool of medium- to high- skilled workforce is critical. Investing in quality secondary education is key to successfully unleashing the true potential of Bangladesh’s young people and benefiting from the current demographic dividend.

## **B. Sectoral**

4. **The Bangladesh education system is large, catering to over 35 million students, involving many stakeholders.** There are two ministries managing education—the Ministry of Primary and Mass Education (MoPME), which covers primary education (grades 1–5), non-formal education, and literacy; and the Ministry of Education (MoE), which is mandated to oversee secondary education (grades 6–12), technical and vocational education and training, higher education, and madrasah education. In the secondary education sector, Bangladesh has pursued a service-delivery strategy that adopted a public-private partnership model by combining public financing with private provision. Given the historical continuity of this policy strategy since the British period, it is not surprising that today the secondary education sector is dominated by non-government schools which enroll more than 95 percent of secondary and higher secondary enrollment.

5. A decade ago, in 2005, World Bank’s engagement in the Bangladesh education portfolio focused primarily on increasing access to primary and secondary schools and innovations to improve the quality of school education. Over the past decade, the Bank has supported second-generation reform programs in primary and secondary education, and responded to client demand for post-secondary education—higher education and skills development. The Bank’s support in secondary education started with the pioneering female secondary school stipends programs (1993-1999, 2002-2007) that have resulted in dramatic increase in girls’ enrolment in the sub-sector. Building on the earlier successful secondary education female stipends projects that have helped achieve gender parity at secondary level, the current Bank financed Secondary Education Quality and Access Enhancement Project (SEQAEP: 2008-2017, IDA US\$396 million) introduced a second-generation stipends program where the former gender-targeted stipend scheme was revised as poverty-targeted stipends – using the Proxy Means Testing (PMT) selection method - to target the neediest group of children for improving their access to and retention in secondary education and currently benefits 2 million students annually. Importantly, SEQAEP has also piloted a number of innovative quality improvement interventions. These include: (i) provision of books, facilitators and technical support to schools to enhance reading habit and skills, currently benefiting more than 2 million student readers in 12,000 secondary institutions; (ii) provision of additional teachers in English, mathematics and science in 1500 targeted schools; and (iii) provision of performance-based incentives/grants to students, teachers and schools covering 12,000 secondary institutions. These three pilots have gone through refinements

during the project period and have the potential for expansion nationally<sup>1</sup>. SEQAEP project's geographic coverage has been limited to less than half of the country's geography and interventions have been largely on access and less on large-scale quality enhancement or on sub-sector's system delivery and efficiency in the absence of a common sector program. Moreover, secondary education is fragmented across programs/projects (i.e. there are multiple uncoordinated quality, access and system enhancing projects) and development partners (DP funded projects with varying geographic coverage, financing modality, use of country system) resulting in duplication of interventions, significant reliance on a large number of project implementation units (PIUs) and large transaction costs.

6. As a result, despite remarkable achievements in gender parity in secondary education level through a combination of supply side (in terms of increased number of schools and teachers) and demand-side (female stipends program), continued partnership between the Government and non-government providers, subsequent move towards a pro-poor targeting and piloting of quality enhancing interventions, much remains to be done on student learning, system strengthening and harmonization at this sub-sector.

### **C. Relationship to CAS/CPS**

7. The proposed Program is well aligned with the World Bank Group's Country Partnership Framework (FY2016–2020). Specifically, the Program supports the Country Partnership Framework objective 2.1 which focuses on improved equity in access, quality, and relevance in education. Consistent with the National Education Policy (2010), the Seventh Five Year Plan (2016-20) and Sustainable Development Goals 4, the proposed program will focus on quality and results. The proposed program also draws upon lessons learned from the World Bank's engagement in the country's education programs but also on the recommendations provided in the most recent analytical sector work carried out by the Bank "Education Sector Review - Seeding Fertile Ground: Education That Works for Bangladesh (ESR 2013)" and strategic goals described in the draft Bangladesh Education Strategy Note (2016)..

### **D. Rationale for the Bank Engagement and Choice of Financing Instrument**

8. The World Bank has been one of the key Development Partners in the secondary education sector and can help the Government to bring various partners and their supported activities into a harmonized sector approach. One, GoB with the Bank support, has piloted a number of important innovations for quality and access enhancement, through the two Female Secondary School Assistance Projects and the ongoing SEQAEP Project. These innovations are ripe for scaling up. Two, the proposed sector program through a Program-for-Results (PforR) modality would be an opportunity to bring all the to-date parallel project activities by various Development Partners into an integrated implementation and policy structure. The Bank's positive experience in the primary education sector wide approach through a DLI-based IPF instrument will be a value-added engagement as the Bank supports the design and implementation of the secondary sector program. Specific reform areas proposed in the next

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<sup>1</sup> Additional Teachers in English, mathematics and science pilot and developing the reading habit pilot are being impact-evaluated and the findings are expected to be available by end of this calendar year.

program would include: teacher salary subsidies to non-government schools in the form of MPO, teacher rationalization and performance management, institutionalization of learning assessments, curricula and examinations, harmonized single stipend program, adolescent girls health and empowerment, and phased transition of grades 6-8 from secondary to basic education. The Bank can play an important role in pacing and sequencing of reforms in the context of evolving institutional capacity, financial resources, and political will. Through our collaboration with partners such as ADB, co-financing in secondary education, and participation in the GoB-led sector program, the World Bank can leverage the limited resources to effectively provide support to and guide secondary education program expected to be 20 times the size of the amount of expected IDA support.

9. **The justification for the use of PforR instrument for the proposed IDA financing is as follows:** (i) DLIs provide stronger focus on accountability for results and outcomes (as opposed to inputs) and incentivize government's ownership and implementation of critical reforms and policies in the secondary education sector; (ii) the PforR operation further strengthens the use of country systems for program implementation, fiduciary, safeguards and monitoring arrangements; (iii) MOE/DSHE is experienced with DLI-based operations with ADB and the World Bank (20% of SEQAEP Additional Financing Credit and 90% of College Education Development Project), and (iv) PforR provides several advantages over alternative instruments in terms of flexibility and efficiency in supporting a fairly large national program harmonized across strategic interventions, implementation arrangements and financial and TA support from development partners

## **II. PROGRAM DEVELOPMENT OBJECTIVE(S)**

10. The proposed Program Development Objective (PDO) is to improve student outcomes in secondary education and the effectiveness of the secondary education system.<sup>2</sup>

## **III. PROGRAM DESCRIPTION**

11. The Government's Secondary Education Sector Program would cover grades 6-12<sup>3</sup>, annually supporting more than 12 million students and 300,000 teachers from more than 20,000 general schools, 10,000 Madrasahs and 1,000 school-based vocational/technical institutions across the country<sup>4</sup>. The proposed World Bank Operation would support MOE budget/activities excluding higher education (post grade 12), technical education under DTE and skills training. The proposed program would be clustered around three priority results

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<sup>2</sup> Student outcomes refer to enrolment, retention, completion and learning levels. It should be noted that this is formulation is a little different from the formulation of the PDO of the Government's program which is expressed in the Road Map as 'A more efficient, equitable and quality secondary education system'. The proposed formulation includes reference to beneficiaries of the program, i.e., students. The final formulation of the PDO for the Bank-supported operation is expected to match that of the Government program.

<sup>3</sup> The proposed program will support grades 6-12 from the beginning. During the program period, grades 6-8 will be phased-out from secondary (MOE) to primary (under MOPME).

<sup>4</sup> Secondary education has three major streams: general, madrasah, and technical/vocational. Post-primary education in the general stream is imparted by junior secondary schools (grade 6-8), secondary schools (grade 6-10) and higher secondary schools, also known as Intermediate colleges (grade 9-12). Post primary level madrasahs are known as Dakhil madrasahs (grades 6-10) and Alim madrasahs (grades 9-12). A relatively small number of technical schools have recently been established at the Grade 9 through Grade 12 levels.

areas under the PforR component and separate Technical Assistance (TA) component using the Investment Project Financing (IPF) instrument for Program management, monitoring and evaluation support.

12. The following preliminary Results Areas have been identified:

### **Result Area 1: Enhanced quality and relevance of secondary education**

13. The primary objective of this results area is to improve the quality of secondary education and develop employable skills in secondary graduates to improve labor market outcomes. Result area 1 comprises the following sub-result areas.

14. **Enhancing labor market productivity of secondary graduates** aimed at developing cognitive and technical skills of secondary graduates for them to succeed in the labor market. Activities include *revision of curriculum and textbooks* for grades 9 to 12; *introduction of pre-vocational and vocational curriculum* in grades 11 and 12 to impart skills relevant to the national and international job market; and *scaling up the developing reading habit (DRH) intervention* to encourage reading habits.

15. **Strengthened teacher management, quality and capacity** to upgrade the quality and capacity of teachers and make reforms to the teacher management system through (a) upgrading and delivering *pre-service training* and *in-service training*, (b) improving teaching-learning in English, Mathematics, and Science through *teacher rationalization* and redeployment from surplus to deficit areas and *scaling up of the additional class teacher (ACT) program*, (c) *enhanced use of ICT for pedagogy* (d) improving *teacher management and accountability by supporting MPO reform* to strengthen the deployment and availability of subject teachers based on well-defined criteria and procedures and (e), *development of a teacher performance management system*.

16. Improved classroom assessment procedures and national learning assessment and examinations will be achieved via adoption of *new examination system in grades 8, 10 and 12*, institutionalizing *the national Learning Assessment* in SEQAEP Institutions (LASI) for grades VI, VIII, and X, and exploring the possibility of having Bangladesh participate in the next round of *PISA for Development (2021)*.

17. **School infrastructure improved:** This sub-result area aims to *improve the quality of teaching-learning space in schools* by supporting improvements in classrooms, water and sanitation facilities, science and computer labs, and other physical facilities.

18. **Strengthened school based management:** Under this sub-result area, *head teacher capacity will be strengthened* by scaling up the National Academy for Education Management (NAEM) training program for head teachers, school management and accountability will be improved by strengthening management capacity, *mobilizing the community for school management*, and *introducing accountability mechanism at the school level*. School salary and non-salary grant financing mechanism (both needs-based and performance-based) will developed and implemented by 2018.

## **Result Area 2: Increased equitable access and retention to secondary education**

19. The primary objective of this result area is to ensure equitable access to secondary education and improve retention rate, especially in grades 8 and 10 where the dropout rate is very high particularly among girls and children from disadvantaged backgrounds. Two sub-result areas are (i) improved access and retention improved; and (ii) enhanced cycle completion for girls.

20. **Improved Access and retention:** The proposed program will harmonize the currently implemented multiple stipends schemes with varying rates and modalities into a single stipends program. *The harmonized stipends program would be based on poverty-targeting (combination of PMT and community based selection), to the extent possible using the available poverty ID database in the country<sup>5</sup>, and will be implemented by DSHE with support from specialized implementing partners (on selection of beneficiaries, processing of data, verification of eligibility and funds disbursement).*

21. **Enhanced cycle completion for girls:** The purpose of this sub-result area is to design and implement adolescent girls program to address the key issues affecting dropouts among adolescent girls. The program will consist of several sub-components, including: (i) *supplemental stipends*; (ii) *supply of functional toilet and sanitation facilities for girls*; (iii) *carrying out of counselling and awareness programs* at the school level on girls health, hygiene, empowerment and academic achievement to bring behavioral changes.

## **Result Area 3: Strengthened Governance, Management, and Administration**

22. The primary objective of this result area is to strengthen the education system by improving the governance, management, and administration of the system. It comprises six sub-result areas as elaborated below.

23. **Strengthened decentralized education management** to develop and implement a decentralization plan towards more efficient and effective secondary education management system, MoE to put in place a fully functional decentralized secondary education management system in all zones, district, upazilas, and schools for planning, budgeting, and service delivery.

24. **Strengthened education information management and M&E system** to strengthen data management and monitoring and evaluation capacity of secondary education subsector through *Harmonized data management system* to integrate multiple data systems into one database for supporting all DSHE program operation (e.g. MPO, stipends, ACF, training management, teacher & employee management, school information, secondary school quality standard, performance-based management), and strengthened school grants and stipends compliance monitoring system.

25. **School system restructuring (phase-out of grades 6-8 from secondary).** National

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<sup>5</sup> BBS's National poverty ID database is expected to be available from 2018

Education Policy (NEP) of 2010 proposes new school structure with grades 1–8 for basic education and grades 9–12 for secondary education. The proposed program will support the transition to the new structure in a phase-wise manner through the formulation and implementation of a transition plan and inter-ministerial and inter-agency coordination for the implementation of transition will be facilitated. It is expected that grades 6-8 will be fully transitioned to primary/basic education within the program period.

26. **Strengthened country systems.** The objective of this sub-result area is to strengthen MoE’s institutional management capacity (planning, execution, coordination, M&E, and fiducial accountability) for effective implementation of program activities.

#### **IV. INITIAL ENVIRONMENTAL AND SOCIAL SCREENING**

27. The proposed program is expected to have positive social impact, especially through the Results Area 2, for children from disadvantaged groups, and girls. As the coverage of the program is expected to include all upazillas (sub districts) of Bangladesh with an aim of leaving no child behind, ethnic minorities and indigenous people will also benefit from this operation. Moreover collaboration with the GFF in improving adolescent health of girls and sanitation facilities would bring further social benefits. In terms of environmental safeguards, the program is also not expected to have significant adverse environmental impacts. Although the program will include constructions of classrooms, it is expected that the line ministry will introduce a maintenance policy to ensure safe environment for the children. The sector currently has budgetary allocation in areas of education in emergency, especially to address contingency plans for those schools in coastal and prone to disaster areas.

28. In accordance with the Banks’ policies, an Environmental and Social Systems Assessment (ESSA) will be undertaken during preparation, which will: (i) examine Bangladesh’s existing legal, regulatory, and institutional framework for environment and social management systems; (ii) determine any areas related to the proposed Program where measures need to be adopted to offset any environmental and social impacts; (iii) evaluate the implementing agencies capacity to implement social and environmental issues related to the Program; and (iv) define measures to strengthen the system, and integrate those measures into the Program. The ESSA will also review the proposed Program activities to evaluate its effects on the environment and potentially affected people. Risks identified through the ESSA will be addressed through the results area, Key Performance Indicators or through DLIs whichever is most feasible. If required, this operation will consider safeguards risk mitigation measures in the PAP and/or identify opportunities to improve systemic implementation, strengthen institutional capacity through the IPF TA component. Given the above issues, initial assessment of the environment and social risk level of the PforR, after expected mitigation, is Moderate.

#### **V. TENTATIVE FINANCING**

Source:	(\$m.)
Borrower/Recipient	15,275
ADB	225

IDA

500

Total 16,000

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