

Framework for Action

Education 2030 in Bangladesh

A Civil Society Perspective

4 QUALITY
EDUCATION



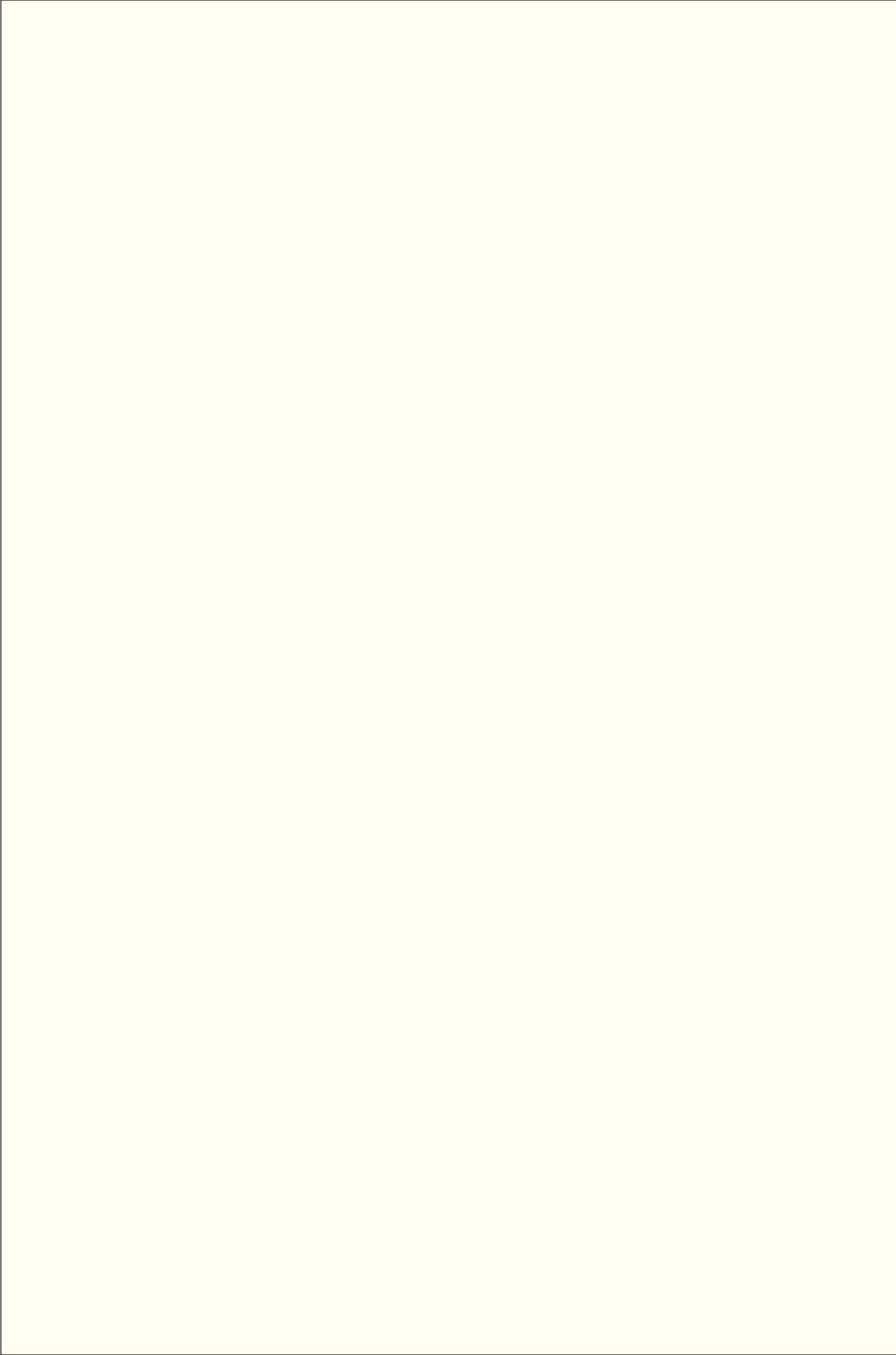
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Citizen's Platform for SDGs, Bangladesh
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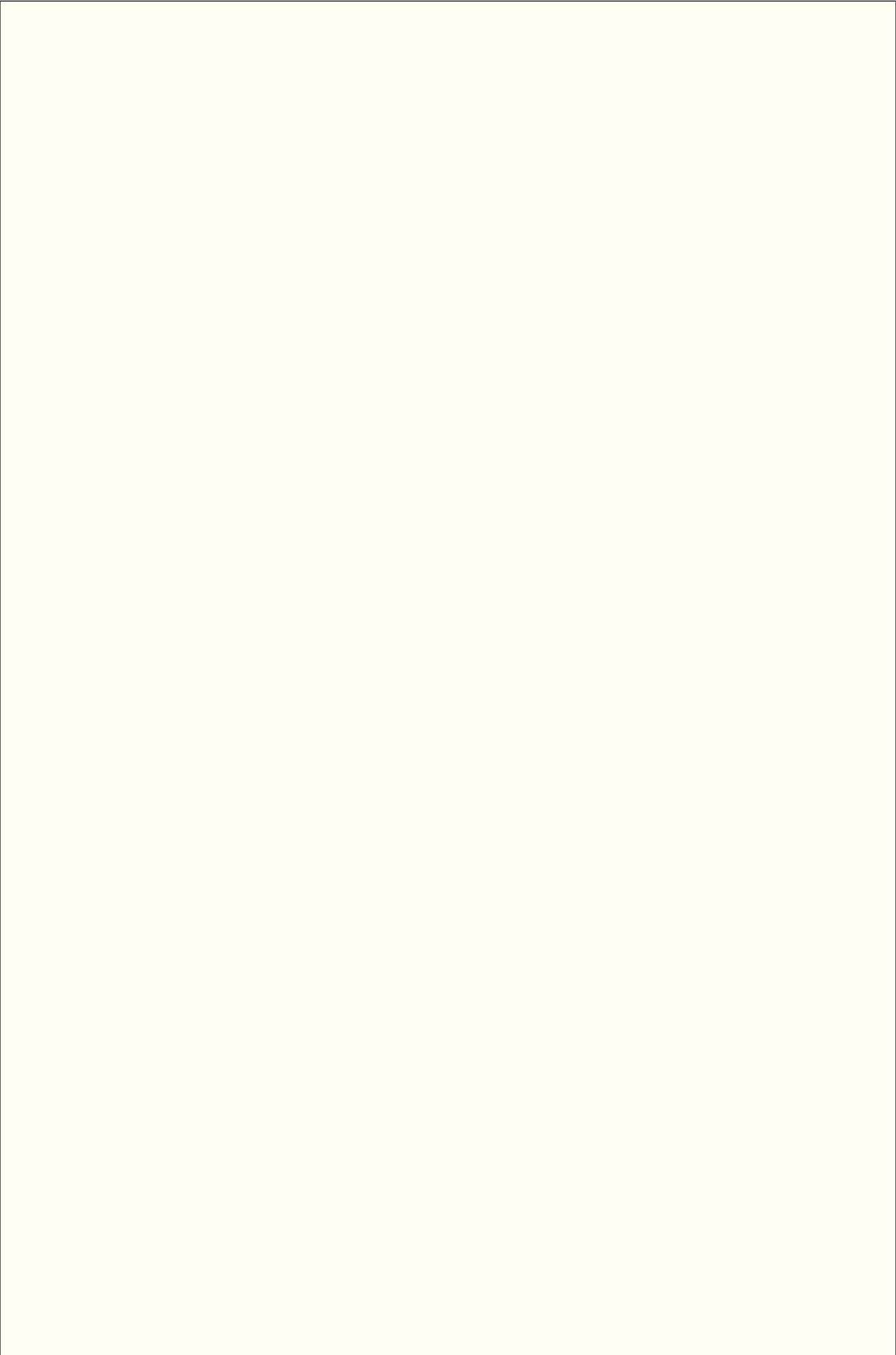
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Foreword

I am pleased to know that Campaign for Popular Education (CAMPE) and Citizen's Platform for SDGs, Bangladesh (CPSB) have prepared "Framework for Action - Education 2030 in Bangladesh: A Civil Society Perspective".

Bangladesh is committed to work towards achieving the SDG 2030 agenda including SDG4 on education. To this end, with the guidance of the Principal Coordinator at the Prime Minister's Office, the role and tasks of all Ministries and Government agencies in "lead", "supporting" or "associate" capacity for achieving various SDG targets are being identified. The Divisions of the Planning Commission, especially the General Economics Division, are closely involved in this effort. The Seventh Five Year Plan (2016-20) coincides with the early stage of the SDG2030 time horizon and has the opportunity and challenge to lay the ground for longer term development.

The present document has attempted to present the role of civil society based on consultation from local to national level to devise possible ways, delineate challenges and provide recommendations for effective implementation of SDG4 in Bangladesh.

I am hopeful, this document will help our respective ministries and departments to think about SDG4/Quality Education 2030 agenda in Bangladesh and mutual complementarity and collaboration in this respect. It would also supplement other documents related to medium and longer term educational development in Bangladesh.

My heartfelt thanks to CAMPE and CPSB for their efforts in preparing this handy framework document. I also extend my thanks to all who have been involved with this initiative. We have to work together with effective coordination to achieve SDGs for making Bangladesh a prosperous, peaceful and progressive country.



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Preface

In September 2015, world leaders adopted the Sustainable Development Goals (SDGs) for 2030 with a pledge to “transform our world”. Earlier in May 2015, the World Education Forum in Incheon, Korea, set the Education 2030 agenda, replacing EFA 2015, to ensure “inclusive and equitable quality education and promote lifelong learning opportunities for all”. This Education 2030 agenda has been reflected in a single goal, SDG4, one of the 17 SDGs. The education goal has been elaborated with 7 targets and 3 means of implementation.

The SDG4 targets cover primary to tertiary education, technical and vocational education, skills development of youth and adults, literacy and numeracy of the population, inclusiveness and equity in education, quality of education and teachers, as well as provisions, scope and character of education services that address the targets. Knowledge, skills, attitude and behavior that contribute to sustainable development are given prominence.

If we look back to the EFA and MDG era, we find impressive progress achieved in Bangladesh in ensuring access and attaining gender parity at the primary and secondary levels. Despite the commendable success, over one-fifth of students still do not complete the five-year primary cycle due to dropout and grade repetition. Less than half of children aged 11-15 years are enrolled in secondary schools. High dropout at the secondary level results in less than a third of the age group completing the secondary school certificate (10 years of schooling). Only around 11 percent of out-of-school youth participate in formal or non-formal work-related training, with informal apprenticeship accounting for more than half. Quality of education is a continuing concern, especially in respect of achievement of essential

competencies by learners. Teacher-student ratio remained short of the interim target of 1:40. EFA and MDGs obviously left us with some unfinished agenda, which have to be addressed in the SDG era in addition to new priorities.

SDG4 is an opportunity to address various challenges in education and necessary re-thinking regarding priorities in education by 2030 focusing on the immediate future and looking beyond. The commitment of Bangladesh government has already been reflected in various documents such as Vision 2021, the Perspective Plan 2010-2021, National Sustainable Development Strategy (NSDS), and the Seventh Five Year Plan 2016-20 (7FYP). These represent an effort of the Government to ensure that the development approaches of Bangladesh take into consideration the SDG agenda even before these were formally adopted.

Campaign for Popular Education (CAMPE), a coalition of education NGOs, researchers, education rights' campaigners, teacher associations and other non-state actors, has been pursuing evidence-based advocacy and campaigns since 1991, promoting quality in education, participation and completion of primary and secondary education cycles by boys and girls of Bangladesh. It has also been working with the government, decision-makers and international community to achieve national goals and targets now re-formulated as the Education 2030 agenda.

Citizen's Platform for SDGs, Bangladesh (CPSB), a new network of non-government and civil society organizations has been formed aiming to contribute to fulfilling the SDGs and enhancing accountability in the process. This platform intends to monitor the overall SDG implementation process from national to local level and maintain an oversight to ensure that the process is on track. It also aims to sensitise the policymakers about the challenges in SDG implementation with effective resource management and seeks required transparency, accountability and proper flow of information.

In order to present a civil society perspective on progress towards reaching Education 2030, CAMPE and CPSB have jointly taken the initiative to create a platform for the engagement of civil society stakeholders in developing a framework for action to achieve the Education 2030 agenda, critically examining relevant evidence and national plans and strategies of Bangladesh. The need for such an exercise was underscored in a discussion of researchers and academics organized earlier in 2016 on SDG4 by Bangladesh Forum for Educational Development (BAFED). The discussion had emphasized certain key considerations in setting education development priorities and aligning global goals and national objectives, which are taken into account in the present analysis.

A qualitative approach was followed in this exercise. Relevant information was collected both from primary and secondary sources. The secondary sources consisted of review of pertinent literature including research reports, program documents and publications related to EFA and SDG4. The primary source comprised outcomes from 15 sharing meetings on Education 2030/SDG4 organized across Bangladesh in cooperation with CAMPE's partner NGOs. Renowned professionals were engaged to present the issue and facilitate the consultations to elicit comments and feedback from people. More than a thousand participants representing education stakeholders including parents, students, teachers, community leaders, NGO personnel, education officials and interested citizens had the opportunity to express their views on education and SDG issues.

This framework explores the alignment of 7FYP and SDG4, resources, key facets of governance into the development agenda to achieve Education 2030/SDG4, structural and operational constraints for education and skills development, civil society role in the evolving global development landscape, coordination and M&E mechanism etc. It also discussed about the coherent sector and sub-sector plans and highlighted the critical areas of action. Though this is not necessarily an thorough listing of the issues to be considered for the 7FYP and SDG education agenda for Bangladesh, these are emphasized because these have been somehow deserted or not given due attention so far.

If this framework serves to draw the attention of decision makers, development practitioners, advocacy groups and other concerned stakeholders who have an interest in Education 2030, this effort will be worthwhile.



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Acknowledgements

This publication is the result of a joint collaboration of Campaign for Popular Education (CAMPE) and Citizen's Platform for SDGs, Bangladesh (CPSB). The purpose of this exercise was to examine the alignment of SDG4 with national plans and priorities in Bangladesh including consideration of resources, governance, management and implementation issues, role of citizens, other non-state actors, and monitoring and accountability.

As part of the current exercise, the contributions from the representatives of various stakeholder groups in the sharing meeting organized by Jagrata Jubo Songha, Khulna; Manab Unnyan Kendra, Meherpur; Songshoptaque, Chittagong; Shaw-Unnayan, Rajshahi; RDRS Bangladesh, Rangpur; RACINE, Faridpur; Darpan Samaj Unnayan Kendra, Comilla; Speed Trust, Barisal; Caritas Bangladesh, Mymensingh; SAD Bangladesh, Kishroganj; and IDEA, Sylhet are sincerely acknowledged.

Special gratitude is due to Dr. Shamsul Alam, Member, General Economics Division of Planning Commission, for his interest and cooperation from the very beginning of this initiative. Deep appreciation is registered for the presence of M. A. Mannan, MP, Hon'ble State Minister for Finance and Planning; Chowdhury Mufad Ahmed, Additional Secretary and Focal Point for SDGs at the Ministry of Education; and Md. Gias Uddin Ahmed, Additional Secretary and Focal Point at the Ministry of Primary and Mass Education in the

Sharing Meeting titled “Reaching Education 2030: 7th Five Year Plan and Beyond” held on 28 December 2016.

We would like to take this opportunity to express our deepest gratitude to relevant government agencies for providing necessary documents and data. These include in particular the Bangladesh Bureau of Educational Information & Statistics (BANBEIS), Bangladesh Bureau of Statistics (BBS), Bureau of Non-Formal Education (BNFE), Directorate of Primary Education (DPE), Economic Relations Division (ERD), General Economics Division (GED), Implementation Monitoring and Evaluation Division (IMED), Ministry of Education (MoE), Ministry of Finance (MoF), Ministry of Primary and Mass Education (MoPME), among others. Thanks are also due to the concerned government officials, practitioners, teachers, and persons in academia and the partner NGOs who have extended support at different stages of the study. Special acknowledgement is extended to Bangladesh Forum for Educational Development (BAFED).

A team comprising Dr. Manzoor Ahmed, Professor Emeritus, BRAC University, and from CAMPE, K. M. Enamul Haque, Md. Mostafizur Rahaman and Mohammad Abdul Quddus prepared this document *Framework for Action - Education 2030 in Bangladesh: A Civil Society Perspective*. It benefited from review and comments by Dr. Hossain Zillur Rahman and Rasheda K. Choudhury. Their contribution is gratefully acknowledged.



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Rasheda K. Choudhury is the Executive Director of Campaign for Popular Education (CAMPE), a network of more than a thousand education NGOs, researchers and educator groups in Bangladesh. She is also Member-Secretary of Education Watch, the largest academia-civil society joint initiative that regularly reviews the status of Education in Bangladesh.

Rasheda is currently the Vice-President of the Global Campaign for Education (GCE). She is also a Co-Founder of both GCE and GCAP and an elected Member of the CCNGO Coordination Group of UNESCO. She has been nominated to represent global civil society in the Technical Cooperation Group (TCG) of UNESCO Institute of Statistics (UIS) that has been assigned by the UN to work on indicators of SDG-4. In 2008, she was assigned as an Adviser (Cabinet Minister) to the Interim Caretaker Government of Bangladesh in charge of the Ministries of Primary and Mass Education, Cultural Affairs, Women and Children Affairs. Ms. Choudhury regularly writes in national newspapers and participates in debates of national and international significance relating to development issues particularly on the right to education, gender justice and inclusive development.

Abbreviations and Acronyms

AAAA	: Addis Ababa Action Agenda
BAFED	: Bangladesh Forum for Educational Development
BANBEIS	: Bureau of Educational Information & Statistics
BFID	: Bank and Financial Institutions Division
BNFE	: Bureau of Non-Formal Education
CAMPE	: Campaign for Popular Education
CLC	: Community Learning Centers
CPD	: Centre for Policy Dialogue
CPSB	: Citizen's Platform for SDGs, Bangladesh
CSO	: Civil Society Organizations
DESA	: Department of Economic and Social Affairs
DPs	: Development Partners
DPE	: Directorate of Primary Education
ECCD	: Early Childhood Care and Development
EFA	: Education for All
ERD	: Economic Relations Division
EU	: European Union
FD	: Finance Division
GDP	: Gross Domestic Product
GED	: General Economics Division
GIR	: Gross Intake Rate
GNI	: Gross National Income
GPE	: Global Partnership for Education
ICT	: Information and Communications Technology
ICTD	: Information and Communication Technology Division
IED	: Institute of Educational Development
IMED	: Implementation Monitoring and Evaluation Division
IIEP	: International Institute of Educational Planning
LDC	: Least Development Countries
LJD	: Law and Justice Division
LGD	: Local Government Division

M&E	: Monitoring and Evaluation
MDGs	: Millennium Development Goals
MoCA	: Ministry of Cultural Affairs
MoCHTA	: Ministry of Chittagong Hill Tracts Affairs
MoE	: Ministry of Education
MoEWOE	: Ministry of Expatriates' Welfare and Overseas Employment
MoFA	: Ministry of Foreign Affairs
MoHPW	: Ministry of Housing and Public Works
MoInd	: Ministry of Industries
MoInf	: Ministry of Information
MoLE	: Ministry of Labour and Employment
MoPA	: Ministry of Public Administration
MoPME	: Ministry of Primary and Mass Education
MoRA	: Ministry of Religious Affairs
MoST	: Ministry of Science and Technology
MoSW	: Ministry of Social Welfare
MoTJ	: Ministry of Textile and Jute
MoWCA	: Ministry of Women and Children Affairs
MoYS	: Ministry of Youth and Sports
MTBF	: Medium Term Budget Framework
NEA	: National Education Account
NER	: Net Enrolment Rate
NFPE	: Non Formal Primary Education
NGOs	: Non-Government Organization
NIR	: Net Intake Rate
NSDS	: National Sustainable Development Strategy
NTSC	: National Teaching Service Corps
ODA	: Official Development Assistance
OECD	: The Organizations for Economic Co-operation and Development
PEDP 3	: Primary Education Development Program 3
PFM	: Peoples Forum on MDGs
PISA	: Program for International Student Assessment
SDG	: Sustainable Development Goals
SLIP	: School-level Improvement Plan
SID	: Statistics and Informatics Division
TAG	: Technical Advisory Group
TVET	: Technical and Vocational Education and Training
UGC	: University Grants Commission
UIS	: UNESCO Institute for Statistics
UN	: United Nations
UNCRC	: The United Nations Convention on the Rights of the Child
UNESCO	: United Nations Educational, Scientific and Cultural Organization
7FYP	: 7th Five Year Plan



Overview

In order to present a civil society perspective on progress towards reaching SDG4/Education 2030, Campaign for Popular Education and (CAMPE) and Citizen's Platform for SDGs, Bangladesh (CPSB) jointly took the initiative to create a platform for the engagement of civil society stakeholders. The aim of this engagement is to develop a framework for action to achieve the Education 2030 agenda, critically examining relevant evidence and national plans and strategies of Bangladesh. The framework explores alignment of SDG4 with national plans and priorities; looks at resources, governance, management and implementation issues; and examines the role of citizens and other non-state actors as well as the monitoring and accountability process.

Relevant information was collected both from primary and secondary sources. The secondary sources consisted of review of pertinent literature including research reports, program documents and publications related to EFA and SDG4. The primary source comprised outcomes from 15 sharing meetings on Education 2030/SDG4 organized across Bangladesh in cooperation with CAMPE partner NGOs. Knowledgeable professionals were engaged to present the issue and facilitate the consultations to elicit comments and feedbacks. About 1,400 people representing education stakeholders including parents, students, teachers, community leaders, NGO personnel, education officials and interested citizens had the opportunity to express their views on education and SDG issues.

Aligning 7FYP and SDG4

The matrix of alignment of SDG4 targets and the 7th Five Year Plan (7FYP) education objectives shows:

1. 7FYP is based on a medium term 5-year time perspective, except for brief mention of Vision 2021 and the transition to a middle income country status for Bangladesh. In contrast, the SDG agenda have a 15-year time horizon and present the challenge and opportunity to bring about a much needed transformation of the education system over a longer period.
2. The medium or even a short-term perspective of 7FYP is evident in the objectives and activities of the plan. It can be seen that these are essentially within the framework and structure of the existing educations system in respect of what is intended to be achieved and how these are to be achieved in terms of management and organization.
3. Reconciling a five-year plan and a 15-year vision requires a close look at the dialectic of the short and longer perspectives and how they mutually support and complement each other. Thus the shorter plan with more specificity and details can help build the foundation for the longer view which may lack in details but still can reflect a clear sense of the destination and direction.
4. The matrix (Table 1, chapter 2) of alignment between the objectives and targets for SDG4 and 7FYP shows that they contain measurable targets as well as those more qualitative in nature, but still important for realizing the overall agenda. Work has to be done to refine the indicators for the qualitative targets and devise ways of bringing these into a workable monitoring and evaluation process.
5. The SDG agenda, though described as universal, have to be adjusted and adapted to national contexts and circumstances and must be responsive to national capacities, resources and the stage of development. The priorities, phasing of activities and implementation approach including monitoring and assessment need to balance the ideal and the pragmatic with judgment based on a good faith adherence to the global goals and targets.

Adequacy of Resources

An overview of achievements and challenges in education raises the critical point that adequacy of resources and budgets is a necessary condition for realizing the education agenda. However, how the resources are used will make the real difference. Adequacy has to be examined along with efficiency and effectiveness of resource use, as well as the consequences for equity in educational opportunities which is a social priority.

Bangladesh, as an aspiring middle income country, and yet allocating one of the lowest proportions of public resources to education even among LDCs, will have to show a stronger commitment in its public finance commitments. There is obviously a resource adequacy concern in relation to the objectives of quality and equity espoused by the government.

Larger resources and budget provisions for improved school infrastructure, school feeding programs, better learning materials, and more and better paid teachers are expected to result in better learning outcomes. What are the evidences in this respect?

The evidence is not unequivocal - it is very much conditional on several factors. Do the resources reach intended beneficiaries in the right way and at the right place and time? Are the facilities improved in the right way? Are teacher performance standards established and enforced, incentive arrangements and structures for teachers and schools applied, and so on?

Education resource discussion, especially national financial data on an aggregated basis, or even with some breakdowns, is limited mainly to public resources. There are, therefore, large gaps in the picture of education resources available for education including primary and secondary education because account is not taken of private and household contribution and expenditures.

Better education finance data are needed that provide information comprehensively and identify incidences of who pays and who benefits. Solid methodological standards are necessary to ensure their consistency and quality. The National Education Accounts (NEA) mechanism is one such approach that may provide these standards.

Governance to Achieve Education 2030/SDG4

There are different means of integrating key facets of governance into the development agenda in general and the education agenda in particular. The SDG discourse in this respect has revolved around either having a stand-alone governance goal or integrating governance into other goals on specific issues, such as, education. Either way, or a combination of both, must lead to better decisions, must help government meet its responsibilities and legal obligations, and importantly provide an ethical basis for governance.

EFA 2015 National Review of Bangladesh noted the governance challenge:

The continuing concerns and problem areas in educational development and difficulties of finding effective resolutions point to dilemmas in policy development, policy ownership, building consensus on key objectives and strategies and their effective implementation. The difficulties in consensus building on governance issues are rooted in the socio-economic divisions, power structure and political dynamics, which have resulted in the co-existence of three parallel streams of education - the vernacular general education, the religion-based madrasas, and the English medium schools.

Three aspects of governance needs to be considered i) good governance (the processes of decision-making and their institutional foundations encapsulating accountability, transparency and rule of law), ii) effective governance (the capacity and conditions for implementing good governance decisions), and iii) equitable governance (achieving distributive outcomes). These aspects are inter-connected, but they also require specific strategies and efforts backed up by necessary political commitment.

Specific strategies, objectives and targets on addressing major education governance issues are not given sufficient attention in 7FYP. For example, the anomaly of two Ministries of education running school education creates serious coordination, continuity, and articulation problems in respect of curriculum, teachers, maintaining quality and standards and expanding services in a rationalized way. The slow progress in implementing the National Education Policy 2010 and the need for a permanent Education Commission (recommended in the Policy) with appropriate role and authority to guide and monitor education reform do not get a mention.

The 7FYP (2016-20) comes at a critical juncture for shaping development priorities and strategies to let the country move into the rank of middle-income countries and adapt national goals to SDG 2030 agenda for Bangladesh. Education and skills part of the plan has a key role in this effort.

The plan needs to identify structural and operational constraints for education and skills development and indicate what should be done to overcome these obstacles. The structural weaknesses will require a sustained and longer term effort, yet must be pursued with a sense of urgency. More immediate steps need to be taken on operational issues, but still designed within a framework of structural reforms.

Structural Issues

Major structural issues which, on the basis of sub-national consultation as well as recent studies and policy advocacy of education researchers and stakeholders, have come to the fore, include:

- **Resource adequacy.** Very low level of public resources for education by international comparison, lack of criteria and benchmarks for resource allocation (and proportional reduction of education allocations as share of GDP and total government budget) in recent years;
- **Decentralised and effective governance.** Extremely centralised governance and management structures for the large educational system of the country; decentralization with accountability in educational management at all level need priority attention;
- **New thinking about teachers.** Insufficient numbers of teachers of required quality standards and inability of the system to attract and retain capable people in the teaching profession;
- **Effective skills development.** Supply-driven skills development with low quality and relevance, and minimal attention to apprenticeship and needs of the informal economy (though it accounts for over 80% of employment);
- **Quality in higher education including degree colleges.** Unacceptably low quality of degree colleges under the National University (with three quarters of tertiary enrolment in these

colleges, which also are the suppliers of primary and secondary teachers - creating a vicious cycle in education);

- **One Ministerial jurisdiction for school education.** School education divided under two ministries (unlike anywhere else in the world), creating problems of curriculum continuity, student assessment, teacher preparation and supervision, and developing, guiding and implementing an overall quality-with-equity strategy in the national education system.
- **A comprehensive law for education.** An overall legal framework that would facilitate the development of the education system to realise the goals of quality with equity, rather than constrain reforms and their implementation.
- **Supporting development and use of professional capacity.** Human resource management and use in the education system need to nurture competency and professionalism with incentives, rewards, establishment and application of performance standards, and professional network building
- **Partnership building.** Government, non-state actors, civil society, private sector need to work together for optimal policy development, governance, resource mobilisation and assessment of progress; greater voice of stakeholders at all levels to be encouraged.

Operational issues

The operational issues arise mainly from the governance, management and decision-making process in the national education system. Several of these raised in the sub-national consultations and gleaned from recent research reports as well as media coverage of educational issues include:

- **Student learning assessment.** Dysfunctional learning assessment with too many public examinations which do not measure competency and distort teaching-learning;
- **Harmful political interference.** Criminalisation of political party-affiliated student bodies, particularly in tertiary education, vitiating the academic atmosphere;
- **Curriculum reform.** Curriculum burden and weak continuity and articulation through grades;

- **Disadvantaged groups.** Geographical, ethnic, and language-based access deficits; seriously inadequate opportunities for children with disabilities;
- **School facilities.** School building, premises and play grounds – which should be built and maintained as a symbol of commitment to education and community pride.
- **Quality control in private universities.** Proliferation of private universities without essential quality control;
- **Education policy implementation.** Slow and fragmented approach to Education Policy 2010 implementation.
- **Digital technology.** Use of digital technology for teacher upgrading, enriching student learning resources, efficient management information system, and ensuring wide and affordable access to the Internet for all educational institutions.
- **School meal.** School meal for all children, especially at pre-primary and primary level.
- **Corruption.** Controlling corruption, waste, mismanagement and moving away from a culture of tolerance of these destructive practices.

If the government recognizes the need to priorities and guide educational development to serve national development aspirations, the planning function has to be strengthened in appropriate ways. A panel of education experts with insight and interest in the interface of education and national development should be brought into the process of crafting the plan. The plan has to be used as the basis for budgets in the two education ministries

Civil Society Role

One of the main features of the evolving global development landscape is diversity in the nature of the main actors on the playing field. This diversity arises from changes within the developing world that have placed rising economic and political powers in groups apart from states which are still struggling to confront basic development challenges – thus expanding the circle of actors playing a prominent role in development cooperation.

Since the 2000s, government and civil society emphasized social progress, not just economic progress, a shift that encouraged involvement of NGOs, with their people-centered, grass-roots approaches. Interest in non-state provision of education, defined broadly as education services provided by NGOs, faith-based organizations, private for-profit schools, private non-profit schools, community schools and philanthropic education services has grown with the search for alternatives and innovative ways to reach EFA goals. Non-state actors are ‘significant supplements to inadequate educational systems in a wide range of countries’. Many of them have stimulated educational opportunities including early childhood education and pre-school; training and skill upgrading, entrepreneurial education, self-confidence-raising initiatives, and literacy programs for a wide assortment of disadvantaged groups. They have also contributed to and expanded their share of secondary and higher education.

7FYP defines CSO/NGO role mostly in terms of public awareness raising, capacity development, and generating local resources. They are also seen as supporting the government in monitoring and accountability. They could carry out their own activities based on their own action plan, presumably by raising their own funds for this purpose. The areas of activities mentioned are important and the modality of collaboration in a supportive and supplementary mode is also necessary.

But what about a genuine partnership approach in which CSOs and NGOs in respective areas where they are active and have a track record and the government agencies, especially at the local government level, come together to plan, design, strategize, carry out implementation and assess and monitor results? One would think that Bangladesh NGOs which have carved out a record of success in various areas of development and social services such as education, health, poverty alleviation, micro-credit, environmental protection, and human rights, would be seen as active partners by government agencies in fulfilling the national sustainable development agenda.

Non-state actors have already shown the potential to support national and sub-national governments in research, analysis, implementation,

and monitoring and evaluation of various development initiatives. In this regard, Education Watch and Community Education Watch Groups initiative coordinated by Campaign for Popular Education (CAMPE) have been able to prove their worth both at the local and national level.

Implementation of SDGs4 requires a ‘whole of government’ approach at the country level while it may be driven by education ministries. In light of the role of education in building knowledge based societies and curtailing increasing disparities as well as the renewed emphasis on lifelong learning in this new education agenda, there is need for stronger leadership, coordination and synergy within government and integration into a wider-economic development framework.

National collective efforts are crucial for better coordination and effective monitoring of successful implementation of Education 2030 with collaboration between state and non-state actors. This should build on partnership, shared conceptual frameworks and effective mechanisms that exist as well as new ones forged to ensure improved collaboration, cooperation, coordination and monitoring of the education agenda.

Coordination and M&E

General Economics Division (GED) has identified, in attempting to map Ministries/Divisions’ role for implementation of SDG Targets, 49 Ministries/Divisions including the Prime Minister’s Office and the Cabinet Division, who would be directly or in supportive role involved in implementation of the SDG targets. Probably, as many as 40 Ministries/Divisions will have to take the lead role for attaining certain SDG targets.

GED’s roadmap for aligning SDG and 7FYP also anticipates the preparation of an M&E framework for SDG Target implementation including development of national and local indicators and Key Performance Indicators; identification of data gaps and ways of overcoming these; as well as refining assessment of resource needs. These essential steps will be fruitful only when a credible and workable plan for implementation of the 7FYP/SDG combined, aligned and adapted for the national context is worked out. As the discussion on

the education objectives and targets shows, there is much that remained to be done in this respect.

During the EFA/MDG period, Bangladesh made significant progress in collecting monitoring data to track EFA progress. However, these are inadequate for the more ambitious SDG4 targets and their complex monitoring data requirements. Technical work on indicators led by UNESCO/UIS is underway and there is a general consensus on 43 indicators. It appears that adequate data are available on a small number of these indicators in Bangladesh at present, only partially available on others, and no data are readily available on still others.

A priority task for monitoring and developing relevant indicators for Bangladesh would be to examine closely the international indicators, consider what may be relevant for Bangladesh, and what need to be adapted or added to, and what steps need to be taken for adequate data availability, analysis and reporting.

Coherent Sector and Sub-Sector Plans

The complexities of balancing priorities, diverse interests, capacities and resources in order to develop workable and coherent sector and sub-sector plans that also contribute to national SDG implementation cannot be underestimated. The issues and challenges have been discussed. The peculiarity of the education sector, as noted, is that the main work of the sector is divided between two Ministries without a strong rationale for dividing school education between two Ministries (or a rationale that has outlived its usefulness). It would be appropriate to form a high level joint taskforce of the two Ministries and other stakeholders including concerned NGOs, academic and research institutions, civil society and the private sector to examine and refine the objectives, targets, strategies and indicators for education that would constitute the common 7FYP and SDG4 targets and indicators for education.

Critical Areas of Action

Considerable groundwork has already been done. The job now would be to refine, elaborate, and ensure consistency and alignment with national priorities, especially giving attention to issues which have not been addressed adequately. Based on the discussion above, the issues

that the proposed task force would need to give particular attention are recapitulated below.

First, the downward trend in public funds for education, as share of GDP and the national budget in recent years, is inconsistent with the government's own proclaimed goals. One of the lowest positions globally in this respect is not acceptable and must be reversed. Within a medium term time-table the proportion of GDP for public education budget should be raised to at least 4% and eventually to 6% and/or 20% of national budget. Education budget planning needs to be informed and guided by the objective of attaining the 7FYP targets and laying the ground for achieving SDGs. The modest increase in education budget for FY 2016-17, it is hoped, will be a trend setter for the future. Bangladesh would do well to introduce a National Education Accounts mechanism to have a better picture of its education resources and build a case for more resources and their better use.

Second, the existing national objectives and targets as regards education included in 7FYP need to be placed in and aligned with the framework of the targets and indicators of SDG4/Education 2030 and overall SDGs. The objectives and policies will need to be backed up by a set of quantifiable annual targets. No specific universalization plan exists yet for education beyond grade 5. Steps have to be taken to reconcile global target of universal full secondary education by 2030 with national grade 8 target. The exercise to enact a new education law is a good opportunity to improve the legal framework for the targets, including resource provision and governance criteria, provided that the law reflects the education priorities and facilitates their implementation.

The highly centralized structure of education governance with decision-making and management concentrated in the capital city for a student population of some 40 million, 200,000 institutions, and a million teachers, remains essentially intact under the new draft law. Education resource mobilization and budget making and management can be strengthened by Upazila and district based-planning and management of basic and school education. This could be envisaged in the education law in line with the stated National Education Policy 2010

objectives and the constitutionally required role of local government bodies in this respect.

A permanent statutory National Education Commission, anticipated in Education Policy 2010, can be a mechanism for guiding, exercising oversight and assessing progress and impact of education reforms.

Third, new thinking about teachers is needed. By far the largest expenditure item in education is the teaching personnel. Finance and budget measures have to provide for sufficient numbers of teachers and ensure effective teaching-learning. Apart from improving current in-service training of teachers, measures have to be taken to make teaching one of the first career choices for talented young people, rather than the last one. A ten-year plan has to be taken to bring about this transformation learning from both developed OECD countries and those in East Asia including China.

Four key elements in this plan would be: (a) the creation of a National Teaching Service Corps (NTSC) with high remuneration and prestige, (b) attracting bright young people with stipend and lure of NTSC job into a four-year teacher preparation track after higher secondary, (c) introducing in the four-year general degree program (BA or BSc) education as a subject, and (d) ensuring high quality of this degree program by enforcing quality standards in at least 100 government degree colleges in the country. A nucleus of quality teaching personnel in thousands of primary and secondary schools could be created in ten years by placing 2 or 3 NTSC teachers in each school.

Fourth, the unacceptably low quality of degree colleges (with three quarters of tertiary enrolment in these colleges, which also are the suppliers of primary and secondary teachers creates a vicious cycle in education, which must be addressed with urgency. Higher education quality improvement efforts at present are confined mostly to regular universities, leaving out National and Open Universities. While the former is important, the relative neglect of the degree colleges under the National University and widening tertiary education opportunities through the Open University without reasonable quality assurance are not consistent with SDG4 and the national education agenda.

Fifth, non-formal alternatives for out-of-school children have to be effectively funded. Three to four million children of primary school age are still out of school, either because they have never enrolled in school or have dropped out early. Bangladesh NGOs, led by BRAC, pioneered the non-formal second chance primary education program in the 1980s which has been successfully scaled up. A second chance program must be a part of the main strategy for universal primary education in order to serve out-of-school children of all kinds – dropouts, working children, those in remote areas and those in other special circumstances. But this can work only if a partnership is built with the NGOs which have proven their commitment and capacity. The NFPE option will also be needed for anticipated compulsory grades 6-8.

Sixth, expansion of pre-primary education with acceptable quality has to be supported. A good start has been made in expanding a year of pre-primary education now serving more than half of those entering primary school. Expansion of preschools with quality was foreseen to be undertaken through GO-NGO collaboration by coordinated planning in each upazila. A GO-NGO collaboration guideline was prepared by the Ministry of Primary and Mass Education, but was not implemented for lack of public funding for NGO contribution. Early childhood development for younger children also needs to be expanded, for which the Ministry of Women and Children Affairs is the focal point. No specific target for early childhood development below pre-primary has been set; only scattered activities for young child development mostly by NGOs are in existence. Quality deficits in pre-primary are serious problems. A program without acceptable quality for young children can do more harm than good.

Seventh, lifelong learning has to be supported with literacy as the first step. The principles and practice of lifelong learning have come to the fore again in the context of SDG2030/SDG4. To make lifelong learning a reality and expand functional literacy for youth and adults, a network of community learning centres (CLCs) offering relevant learning activities and supported by essential resources, complementing formal education, must be built up. NGOs have shown their commitment in this area with some 5,000 gonokendros (people's centers) run by different organisations. Core resources have to be

provided by the government and partnership modalities have to be developed among government, NGOs and communities to build a nationwide network of CLCs. A viable program for literacy as the foundation for lifelong learning through networks of community learning centres (CLCs) and wide and equitable access to ICT has to be developed.

Eighth, supply-driven skills development with low quality and market relevance, and minimal attention to apprenticeship and needs of the informal economy (though it accounts for over 80% of employment) need to change, as anticipated in National Skills Development Policy. Overall TVET participation is low for the secondary education age-group even lower for females; low outreach and high gender disparity can be seen in non-formal/flexible shorter courses; no major program at present for skill training for informal economy jobs and limited formal/informal apprenticeship. Expansion of TVET within the present structure, without major reform, will not help reaching the SDG or national target.

Ninth, ideally, a significant increase in the revenue share of GDP and enhancing revenue-raising capacity of local government bodies should provide for necessary increase in education budgets. Both of these possibilities are up against formidable political constraints and a lack of political will to overcome the constraints. These would be still the longer term direction to be pursued. Meanwhile, two pragmatic measures could be considered -- an education cess (taking the positive and negative lessons from India and other countries into account) and tax incentives for individual and corporate contribution to education. Both of these measures have to be designed carefully with assurance of transparency and efficient use of funds for visible results in order to make these steps acceptable to the public.

Tenth, Bangladesh's foreign aid strategy for education will need to be redesigned in view of targets of the 7FYP and the SDGs. Foreign aid will be an important source for financing education, in spite of Bangladesh being labelled as a middle income country. It is necessary to engage in dialogue with the development partners on a continuing basis for predictable support to fulfil the SDG4 agenda appropriately adapted and indicators for assessing and reporting progress

elaborated. External assistance has to fit into the priorities and strategies designed through participation and dialogue with stakeholders. The open dialogue needs include the structural concerns which need to be addressed. Various subsector programs for primary education, secondary education, TVET and non-formal education/lifelong learning under consideration or negotiation need to fit into an overall framework of national education sector planning and SDG4 implementation plan.

Eleventh, all school education should be brought under one national administrative jurisdiction. School education divided under two ministries (unlike anywhere else in the world), creates problems of curriculum continuity, student assessment, teacher preparation and supervision, and developing, guiding and implementing an overall quality with equity strategy in the national education system. A separate agency for primary education up to grade 5, introduced with the adoption of the compulsory primary education law, which later transformed into a full Ministry, has lost its value and has become an impediment to school education development, especially in the context of SDG4 target of universal education that embraces secondary education.

This is not necessarily an exhaustive enumeration of the issues which should be considered for the 7FYP and SDG education agenda for Bangladesh. These are highlighted because these have been neglected or not given due consideration so far.



Chapter One

Backdrop of EFA and Emergence of SDG4

In September 2015, the Sustainable Development Goals for 2030 with a pledge to “*transform our world*” was adopted by world leaders at the United Nations. Earlier in May 2015, the World Education Forum 2015 in Incheon, Korea, set the ambitious Education 2030 agenda, replacing EFA 2015, to ensure “inclusive and equitable quality education and promote lifelong learning opportunities for all”. The Education 2030 agenda is reflected in the SDG for education (SDG4), one of the 17 SDGs.

The SDG4 targets cover primary to tertiary education, technical and vocational education, skills development of youth and adults, literacy and numeracy of the population, inclusiveness and equity in education, quality of education and of teachers, as well as provisions, scope and character of education services that address the targets. Knowledge, skills, attitude and behavior that contribute to sustainable development are given prominence. In contrast to EFA 2015 and MDGs, attention is given to a broader range of education agenda including tertiary education and the opportunities for lifelong learning for all in learning societies. On the whole, knowledge and skills needed to promote sustainable development for all sections of the population is the main thrust of SDG4. Substantial re-thinking is clearly required regarding priorities of actions in education 2030 for the immediate future and longer term.

SDG4 is an opportunity to address various challenges in education and necessary re-thinking regarding priorities for actions in education by 2030 and beyond in Bangladesh. The commitment of Bangladesh government is reflected in various documents about vision and plan – the Seventh Five Year Plan 2016-20 (7FYP), Vision 2021, and the Perspective Plan 2010-2021. A National Sustainable Development Strategy (NSDS) was developed outlining strategies which can contribute to sustainable development of the country implementable by 2021. These represent an effort of the Government to ensure that the development approach of Bangladesh takes into consideration the SDG agenda even before these were formally adopted (Government of Bangladesh, 2015).

During the SDG period up to 2030, Bangladesh will prepare and implement two more five-year plans after 7FYP and have at least 10 national budgets and annual development plans ahead. Along with the state, non-state actors including NGOs, the private sector and civil society organizations have the opportunity to work for SDG implementation as they played their role to achieve EFA and MDGs.

Post-2015 Education Discourse in Bangladesh

Bangladesh actively participated in the post-2015 international discourse. It prepared its own post-2015 Development Agenda and contributed to the international discourse through UN. With the lead of the General Economics Division (GED) of the Planning Commission, based on a consultative process initiated in 2013, goals and targets were developed in the context of Bangladesh. Through this process, 11 goals along with 58 targets with corresponding 241 measurable indicators were proposed.¹

Civil society in Bangladesh, especially the development NGOs, held their own dialogue about progress in MDG and the post-MDG agenda beyond 2015. This exercise produced what is described as “a people-centered, equitable, inclusive, and sustainable Post-2015

¹ Planning Commission Bangladesh, (2013), *Post 2015 Development Agenda: Bangladesh Proposal to UN*, available at: http://www.plancomm.gov.bd/wp-content/uploads/2016/03/Final-Post-2015-Development-Agenda_Bangladesh.pdf, accessed on 23 September 2016.

Sustainable Development Agenda” as a contribution to the international discourse and to the national formulation of an appropriate framework along with Goals and associated Targets and Indicators. The civil society came up with 13 Goals, 50 Targets and 199 Indicators. These were developed keeping the perspective of the global processes at work within the United Nations and in countries and by various stakeholders around the world concerning the formulation of a Post-2015 Sustainable Development Agenda, but is mainly based on the inputs of civil society stakeholders in Bangladesh.²

A New SDG Citizens’ Platform

Recently, on 18 June 2016, the formation of the “Citizen’s Platform for SDGs, Bangladesh” (CPSB) comprising a core team representing non-government and civil society organizations and a national advisory body of distinguished citizens has been announced. By this time CPSB included 40 non-government and civil society organizations as partners. The objective of the national platform is to contribute to the delivery of the SDGs and enhance accountability in the process, keeping a focus on Sustainable Development Goal 16: *Peace, justice and strong institutions*. This platform intends to “monitor the overall SDG implementation process from national to local level, and provide necessary observations to ensure that the process is on track.” The Convener of the Platform, Dr Debapriya Bhattacharya, said at its launch, the platform will “sensitise the policymakers about the challenges towards SDG implementation with effective resource management...[and] seek required transparency, accountability and proper flow of information... the slogan of the national platform will be ‘leave no one behind’.³

² CAMPE & PFM, (2013), Post-2015 Sustainable Development Agenda - Perspectives and Recommendations from Bangladesh Civil Society, accessed on 23 September 2016

³ CPD (2016), *National Platform Launched to contribute to SDG Delivery in Bangladesh*, available at: <http://cpd.org.bd/national-platform-launched-to-contribute-to-sdg-delivery-in-bangladesh/> accessed on 02 December 2016.

Backdrop of EFA 2015/MDGs

The world has crossed the 2015 deadline of EFA and MDGs. During past 15 years there was a great global improvement in net enrolment and, gender parity in basic education.⁴ The number of out-of-children of primary school age worldwide fell and literacy rate among the youth aged 15-24 increased.⁵ Progress in the improvement of child nutrition and enrolment in pre-primary education was substantial. Inequality and a low rate in the transition from primary to secondary school, however, persist.⁶

EFA Progress in Bangladesh

In Bangladesh there has been remarkable success in expansion of primary and secondary education and gender parity at these stages during the EFA/MDG period up to 2015. The number of out of school children has decreased both in absolute and relative term. According to Bangladesh Education Statistics 2015, in primary education Gross Intake Rate (GIR) and Net Intake Rate (NIR) was 109.2% and 97.9% respectively. The cohort drop-out rate for five years of primary education decreased from 47% in 2005 to 20.4% in 2015. Repetition rate ranged between 2.4% and 7.9% between grades, highest in grade 1 (7.9%). As a result of increasing growth of access, retention and survival, the pass rate in the national primary completion examination increased to nearly 99%, with little gender difference, in 2015.⁷

⁴ UNESCO (2015), *EFA Global Monitoring Report*, <http://en.unesco.org/gem-report/report/2015/education-all-2000-2015-achievements-and-challenges>, accessed on 09 Oct 2016.

⁵ United Nations (2015), *The Millennium Development Goals Report*, available at: [http://www.un.org/millenniumgoals/2015_MDG_Report/pdf/MDG%202015%20rev%20\(July%201\).pdf](http://www.un.org/millenniumgoals/2015_MDG_Report/pdf/MDG%202015%20rev%20(July%201).pdf), accessed on 11 October 2016.

⁶ UNESCO (2015) EFA Global Monitoring Report 2015, retrieved from <http://en.unesco.org/gem-report/report/2015/education-all-2000-2015-achievements-and-challenges> accessed on 7 September 2016

⁷ Ministry of Education, (2015), *Bangladesh Education Statistics retrieved from BANBEIS*, available at: <http://192.254.190.210/~banbeis/data/index.php>, accessed on 6 Dec 2016.

At the secondary level the gross enrolment ratio rose to 72.78% in 2015 from 43.1% in 2001. In 2015, the NER in secondary level was 67.00% (boys and girls together). Gender parity index was 108%. Significant improvement took place in efficiency parameters. In 2015, the completion rate was 59.71%. The drop-out rate came down to 40.29% in 2015 from 41.94% in 2014. The survival rate is reported to have gone up from 63.83% in 2014 to 69.24% in 2015. At the higher secondary level, the situation was less promising with the Gross and Net Enrolment Ratios 38.99% and 28.25% respectively in 2015. The cohort drop-out rate was 22.70% in 2015, down from 41% in 2000.

Progress was recorded in various key MDGs which created a conducive environment for educational development. Extreme poverty has fallen to 12.9 percent by 2015. This progress has contributed to ushering Bangladesh into the arena of lower middle income country with a vision to reach the middle income status by 2021. These positive outcomes are in part the results of a combination of policy measures and program actions aimed at expanding educational opportunities, reaching out to disadvantaged groups, raising awareness and removing gender-related and other barriers to participation in education. Various program measures, such as the following, contributed to the positive results.⁸

- A sub-sector-wide programme approach for primary education (PEDP) pursued since 2004;
- Stipend (Upabritti) - conditional cash transfer to children from poor families in primary education and for rural girls in secondary education (stipend has been now extended to both sexes);
- Distribution of free textbooks among all students;
- Introduction of ICT in schools;
- The pre-primary education initiative;
- The School-level Improvement Plan (SLIP) making financial grant to primary schools for use by school;

⁸ Bangladesh (2015) EFA National Review Bangladesh, available at: <http://unesdoc.unesco.org/images/0023/002305/230507e.pdf>, accessed on- 30 November 2016.

- Co-curricular activities - sports and student councils in primary school;
- School feeding and school meal piloting in primary schools.

The following legislative, policy and planning actions have guided basic education development in the country since 1990.⁹

- Compulsory Primary Education Act 1990
- EFA National Plan of Action I and II (1992-2000, 2003-15)
- National Education Policy 2010
- National Skill Development Policy 2011
- Early Childhood Care and Development (ECCD) Policy 2013
- National Non-Formal Education Policy 2006 and Non-Formal Education Act 2014
- The Sixth Five Year Plan 2011-15
- Vision 2021/Perspective Plan 2011-21

The commitment of Bangladesh government has been reflected in Vision 2021, the Perspective Plan 2010-2021 and in the Medium-Term Seventh Five Year Plan (7FYP). The National Sustainable Development Strategy (NSDS) has been developed to recommend strategies which contribute to sustainable development of the country and implementable by 2021. It represents an effort of the government to meet its international obligation to global sustainable development agenda.¹⁰

Recent Steps

An awareness has been demonstrated and an effort has been made to formulate the development approach of Bangladesh underlying the 7th Five Year Plan (2016-20) by taking into account the SDG and its targets, even before the SDG agenda was formally adopted. A key 7FYP objective is to facilitate human development. The tasks envisaged are to strengthen education and training to improve the quality of education programs that enable adolescents and youth to

⁹ *ibid*

¹⁰ Department of Environment and Forest, Bangladesh (2008) retrieved from <http://www.plancomm.gov.bd/wp-content/uploads/2013/09/National-Sustainable-Development-Strategy.pdf>.

acquire competencies for the 21st century, permit the working youth and the adult workforce to acquire skills and capabilities to build a middle income economy, and to give all citizens a stake in national prosperity.

In 2016 governments has taken significant moves for education. The extension of primary education up to class 8 has been formally announced from the present class V as mentioned in the Education Policy 2010. Government has increased allocations for education in 2016-17 fiscal year to 14.39% of total national budget and 2.49% of GDP which is a boost by one-third from the fiscal year 2015-16. This is expected to be the precursor of a new trend in education budgets.

The Unfinished Agenda and the Coming of the SDG Era

Despite commendable success achieved in education in Bangladesh, one-fifth of students still do not complete the five-year primary cycle due to dropout and grade repetition. Less than half of children (aged 11-15 years) are enrolled in school. High dropout at the secondary level results in less than a third of the age group completing the secondary school certificate (10 years of schooling). Only around 11 percent of out-of-school youth participate in formal or non-formal work-related training, with informal apprenticeship counting for more than half. Quality of education is a continuing concern, especially in respect of achievement of essential competencies by learners. Teacher-students ratio remained short of the interim target of 1:40. (See various Education Watch reports, particularly 2011-12 on skills, 2015 on progress in MDG, and 2016 on literacy, skills and lifelong learning, also UNESCO, 2015. Bangladesh EFA Review) EFA and MDGs obviously left us with some unfinished agenda, which have to be addressed in the SDG era in addition to the new priorities.

Initial Formulation of Post-2015 Agenda

In the initial thinking and formulation of the post-2015 agenda by General Economic Division (GED) and Peoples Forum on MDGs (PFM), a civil society platform for MDGs in Bangladesh, there was a large degree of overlap between the official and the civil society articulation as well as some differences. The civil society concern was that in some ways MDGs were restrictive and became more so in implementation, which should be avoided in formulating the

psot-2015 agenda and implementation strategy. Even though a range of objectives was mentioned in EFA, not having necessary elaboration of targets and strategies signaled a lower priority to some of the objectives other than primary education. However, even the minimal goals in MDG were not fully achieved. Civil society concern was that the lessons of this experience are fully taken into account in the post-2015 agenda.

Official and Civil Society Perspectives

As shown in Annex 1, there is substantial commonality between the official and civil society (PFM) proposed targets and indicators for education. Both, for example, emphasize implementation of compulsory education up to grade 8. Livelihood and life-skills are given priority in both. Quality inputs with adequate facilities and sufficient trained teachers are given priority.

Both have various non-education targets which are relevant and important for creating the conditions for learners and population groups to participate in education effectively and benefit from education. For instance, the target of elimination of child labour is intricately linked with responsive education opportunities for children. Fighting violence against women in all its forms is given priority by both. Natural disasters, to take another example, predictably affect some population and some areas every year and preparedness plan must include provisions for keeping education services going and people safe. Coping with natural disasters must also be part of the curriculum and educational experience of students. There were also differences both in specific targets and emphases between the two agenda and statements. A few may be highlighted here.

PFM had two out of 13 proposed goals for education highlighting basic education at early age, and skills and capacity development for youth and adults through lifelong learning. This reflects PFM's priority to human capability, agency and dignity as a central element in sustainable human development. GED's single education goal focuses on formal education and expanding access and completion of the formal education stages.

The GED agenda emphasize mainstreaming the current TVET program which served around 6 percent of the secondary school

age-group (CAMPE 2016). PFM puts stress on skills and capability of workers to be developed in diverse ways. It mentions ‘skills for all’ through expanding opportunities and participation in lifelong learning.¹¹

GED takes a conventional view of literacy with an “elimination” target date of 2020. This ignores past negative experience and the global lessons regarding meaningful and functional literacy as part of continuing learning opportunities. PFM proposes literacy as a component of planned and well-supported lifelong learning activities in every community (CAMPE 2015).

Looking at the non-education goals and their potential links to achieving the education goals, some differences can be noted. PFM gives prominence to equity, urging identification of the disadvantaged and taking pro-active measures to reach and serve them. Early detection of disabilities and special needs of children and necessary responses are mentioned by PFM.

Gender goals are seen more broadly by PFM with attention to participation in politics, economic activities and various social and civic roles. Transparent, accountable and participatory governance is emphasized in PFM. More resources for education, specifically, setting a target for 6% of GDP for education and 4% for health is proposed in line with the overarching goal of placing human development at the centre of the vision for the “world we want.”

It is not so important at this stage to dwell on the specific differences between the official and civil society formulation of post-2015 goals, objectives, targets and indicators. It is more important to look ahead in order to come to a consensus on the agenda for sustainable development that serve the aspirations for development and change for the people of Bangladesh. It is, however, important to understand the perspectives and emphases, as indicated above, regarding the vision of development that gives prominence to human development,

¹¹ CAMPE (2016) Literacy, Skills, Lifelong Learning: SDG4 in Bangladesh – Where Are We. Education Watch 2016 Report. Dhaka: Campaign for Popular Education. <http://www.campebd.org/page/Generic/0/6/19>

human dignity and human agency in the transformation that is envisaged. This is particularly germane to the subject of this paper that focuses on education, learning and human capability enhancement – specifically, the agenda of SDG4 and Education 2030 as well as the Seventh Five-Year Plan education objectives.

Methodology

The present paper explored alignment of SDG4 with national plans and priorities in Bangladesh; looked at resources, governance, management and implementation issues; and examined the role of citizens and other non-state actors and monitoring and accountability. The purpose was to draw conclusions regarding key considerations and education development priorities that should guide the alignment.

With this notion, the study was designed in a qualitative approach. Relevant information was collected both from primary and secondary sources. The secondary sources consisted of review of pertinent literature including research reports, program documents and publications related to EFA and SDG4. The primary source comprised outcomes from 15 sharing meetings on Education 2030/SDG4 organized across Bangladesh in cooperation with CAMPE partner NGOs. Knowledgeable professionals were engaged to present the issue and facilitate the consultations to elicit comments and feedbacks. Each meeting was attended on average by 80 participants. A total of about 1,200 people representing education stakeholders including parents, students, teachers, community leaders, NGO personnel, education officials and interested citizens had the opportunity to express their views on education and SDG issues. (See Annex V)



Chapter Two

Aligning SDG4 and 7FYP Education Agenda

SDG titled “Transforming Our World: The 2030 Agenda for Sustainable Development” has been formally adopted with 17 goals and 169 targets (including 43 means of implementation) at the United Nations in September 2015. The overarching education goal SDG4 (*“Ensure inclusive and equitable education and promote lifelong learning opportunities for all”*) has 7 targets and 3 means of implementation. Technical consultations are underway under UN auspices for developing the indicators for guiding and monitoring progress on the targets – about 230 including 42 related to SDG4.¹²

The Seventh Five Year Plan of Bangladesh (7FYP), “Accelerating Growth, Empowering Every Citizen” for year 2016-2020, has been produced by the General Economics Division of the Planning Commission. It is the blueprint for the early critical phase of SDG implementation. So it is necessary to look critically at the alignment between SDG and 7FYP, and adaptation and elaboration of SDG for Bangladesh. This is essential to develop the framework for implementation of both SDG and 7FYP in a mutually complementary way.

¹² UNESCO (2015) Education 2030: Incheon Declaration and Framework for Action --Towards inclusive and equitable quality education and lifelong learning for all. <http://www.unesco.se/wp-content/uploads/2015/12/Framework-for-Action-2030.pdf>

Aligning Targets and Indicators

SDG4 urged ensuring quality education for all. The Goal is comprised of 7 targets and 3 means of implementation. An exercise was undertaken to look at the degree of alignment between 7FYP and SDG targets. Apart from the 7FYP, other major sectorial policies were consulted for this exercise. As shown (Table 1), each of the SDG4 targets has quantitative and qualitative or subjective elements. Similarly, the 7FYP targets also have quantitative and qualitative aspects. A judgment about commonality or overlap between the two can be only tentative and indicative, subject to further elaboration and clarification, as noted in the observations column.

Table 1. Aligning SDG4, 7FYP, Policy Instruments and Key Global Education Indicators

SDG4 Targets	Indicated targets and actions in 7FYP	Existing Policy Instruments	Proposed Key Global Indicators	Observations
4.1 By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes	<ul style="list-style-type: none"> Implement National Education Policy of 2010; Implement Third Primary Education Development Programme (PEDDP3) & initiate post-PEDDP3 By 2020, achieve 100 per cent net enrolment rate for primary and secondary education. Increase cohort reaching grade 5 to 100 from current 80% 	<p>Compulsory Primary Education Act 1990;</p> <p>National Education Policy, 2010;</p> <p>Prime Minister's Education Assistance Trust Act 2011;</p>	<p>4.1.1 Percentage of children/young people (i) in Grade 2/3, (ii) at the end of primary and (iii) at the end of lower secondary achieving at least a minimum proficiency level in (a) reading and (b) mathematics</p> <p>Disaggregation: sex, location, wealth (and others where data are available)</p>	<p>Compulsory Primary Education Law 1990 covers up to grade 5; a new Education Act envisaged;</p> <p>No specific universalization plan yet for education beyond grade 5, though official and civil society SDG target is grade 8;</p> <p>How to reconcile global target of universal full secondary education by 2030 with national grade 8 is a challenge.</p> <p>Quality improvement remains highly problematic.</p>
4.2. By 2030, that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for pr.	<ul style="list-style-type: none"> One-year pre-primary education for all entering primary; Community-based childcare centres for clusters of families Expand 2-year pre-primary education (for children 3-5 years). Quality of pre-primary to be enhanced Child health programmes -- EPI coverage for all; safe child birth; pre-natal and neo-natal care (PNC) Child nutrition to reduce stunting and wasting 	<p>Draft Child Marriage Restraint Act 2013;</p> <p><i>Comprehensive Early Childhood Development Policy, 2013;</i></p> <p><i>National Health and Nutrition Sectoral Programme</i></p>	<p>4.2.1.Children under 5 years of age who are developmentally on track in health, learning and psychosocial well-being</p> <p>Disaggregation: sex, location, wealth (and others where data are available)</p> <p>4.2.2 Participation rate in organized learning (one year before the official primary entry age)</p>	<p>No specific target for early childhood development;</p> <p>For pre-primary; a lower 7FYP target than official and civil society SDG for 2 yrs.</p> <p>Serious quality deficiency in pre-primary; only scattered activities for young child development.</p>
4.3. By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university education	<ul style="list-style-type: none"> Emphasis on both farm and non-farm sectors to promote labour mobility to expand employment Vocational/ ICT training for youth By 2020, increase female enrolment in technical and vocational education to 40 per cent 	<p><i>National Skill Development Policy 2011,</i></p> <p><i>Education Policy 2010</i></p>	<p>4.3.1 Participation rate of youth and adults in formal and non-formal education and training in the last 12 months'</p> <p>opportunities for the youth</p>	<p>Overall TVET participation is low – even lower for females;</p> <p>low outreach and high gender disparity in non-formal/flexible shorter courses;</p> <p>no major program for skill training for informal economy jobs; limited formal/informal apprenticeship;</p> <p>Expansion within present structure will not help reach target.</p>
4.4 By 2030, substantially increase the number of youth and adults who	<ul style="list-style-type: none"> Strengthen education and training to motivate working youth and older workforce to acquire required skills. ICT training facilities for youth/adult 	<p>ICT Fellowship and Donation Policy 2013;</p>	<p>4.4.1 Percentage of youth/adults with ICT skills by type of skill</p>	<p>Indicated actions are at early stage of development and implementation;</p> <p>Impact is still limited; quality control and</p>

SDG4 Targets	Indicated targets and actions in 7FYP	Existing Policy Instruments	Proposed Key Global Indicators	Observations
<p>have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship</p>	<ul style="list-style-type: none"> • Improve tele-density to 100%; 100% internet penetration and 50% broadband coverage. • 30% of primary schools and 100% of all secondary schools to have an ICT laboratory • 25% Community Health Clinics provide tele-consultation with specialists in urban areas • Digital financial transactions to be expanded and accepted as common practice. • Most vital government services made available at Digital Centres • All citizens/residents have digital ID for use in service delivery • 1 million trained people for the ICT industry 	<p>Bangladesh Persons with Disability Welfare Act 2001;</p> <p>The Rights and Protection of Persons with Disabilities Act, 2013;</p>	<p>4.5.1 Parity indices (female/male, rural/urban, bottom/top wealth quintile and others such as disability status, indigenous people and conflict-affected as data become available) for all indicators on this list that can be disaggregated</p>	<p>enforcement of standards are weak.</p> <p>Targets are vague – not quantified. Diverse skills opportunities; market responsive, private-public partnership approach needed, ensuring quality and relevance rather than expanding existing types of institutions required.</p>
<p>4.5 By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations</p>	<p>By 2020, female-male ratio for 20-24 olds to be equal from current 86%;</p> <p>Female- male ratio in tertiary education to be raised to 100 from current 70%;</p> <ul style="list-style-type: none"> • Increase female enrolment in TVET; • Reduce current female income inequality ratio of 0.45. • Spending on Social Protection as a share of GDP to be increased to 2.3% of GDP 	<p>National Education Policy 2010</p> <p>Non-formal Education Policy 2005</p> <p>Non-formal Education Act 2014</p>	<p>4.6.1 Percentage of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills Disaggregation: sex, location, wealth (and others where data are available)</p>	<p>Despite primary and secondary education gender parity in enrolment, disparity remains in completion and transition at secondary level and beyond;</p> <p>Disparity persists in TVET and higher education.</p> <p>2020 target of full female literacy repeats past 'illiteracy eradication' targets, repeatedly missed and not very meaningful. Civil society PFM proposed functional literacy and lifelong learning opportunities</p>
<p>4.6 By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy</p>	<ul style="list-style-type: none"> • Ensure gender-parity at all levels of education and training • Promote gender equality in TVET <p>By 2020, increase literacy rate to 100 per cent. MoPME NFE plan mentions network of community learning centers</p>	<p>National Education Policy 2010</p> <p>Non-formal Education Policy 2005</p> <p>Non-formal Education Act 2014</p>	<p>4.7.1 Percentage of 15-year old students enrolled in secondary school demonstrating at least a fixed level of knowledge across a selection of topics</p>	<p>Adult literacy gender disparity has narrowed; but disparity still remains;</p> <p>a viable program for literacy as the foundation for lifelong learning through networks of community learning centres (CLCs) and wide and equitable access to ICT still to be developed.</p>
<p>4.7 By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development,</p>	<p>No specific target – implicit in other targets</p> <p>Reform and development in curriculum review, textbooks, teacher training co-curricular activities; performance assessment of teachers and students create the scope for</p>	<p>National Education Policy 2010; National Skill Development Policy 2011;</p> <p>Non-formal Education act</p>		<p>Realization of the wide-ranging and complex objectives under this target is difficult and good examples and effective practices are scarce; reform initiatives noted in the second column need to be pursued vigorously;</p>

SDG4 Targets	Indicated targets and actions in 7FYP	Existing Policy Instruments	Proposed Key Global Indicators	Observations
<p>sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development</p>	<p>promoting education for sustainable development, global citizenship, and other objectives contained in this target.</p>	<p>20/14;</p>	<p>Both PFM and GED agenda adopted targets for sustainable development action which implies education, awareness raising and behavior change of population; the educational implications should be made explicit and included in target and indicators. Similarly, responsible citizenship, and respect for diversity should be explicit education objectives.</p>	<p>Specific phased targets can be set for facilities and infrastructure, development to meet quality standards including acceptable class-size, single shift full day school, playgrounds, safe premises and boundary walls of schools, ICT-based teaching-learning etc.</p>
<p>4.a Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all</p>	<p>All children will have access to an appropriate, relevant, affordable and effective education regardless of gender, age, physical or financial ability, ethnicity, autistic & disabled, impairment or HIV status;</p> <ul style="list-style-type: none"> • Build e-learning infrastructure; expand ICT-based education, vocational ICT training, training teachers to create digital contents for their use in classrooms 	<p>National Sanitation Strategy 2005;</p>	<p>4.a.1 Percentage of schools with access to (i) electricity; (ii) Internet for pedagogical purposes; (iii) computers for pedagogical purposes; (iv) adapted infrastructure and materials for students with disabilities; (v) single-sex basic</p>	<p>There are professional development needs in specialized technical areas such as curriculum development, ICT-mediated learning, assessment of learning, educational measurement and evaluation, educational management, language and science teaching. There should be plan for international collaboration for specialized professional/technical capacity development.</p>
<p>4.b By 2020, substantially expand globally number of scholarships for developing countries, in particular, least developed, small island developing, and African countries, for enrolment in higher education, vocational training and ICT, technical/ engineering and scientific courses in developed countries and</p>	<p>No specific target set.</p>		<p>4.b.1 Volume of official development assistance flows for scholarships by sector and type of study</p>	

SDG4 Targets	Indicated targets and actions in 7FYP	Existing Policy Instruments	Proposed Key Global Indicators	Observations
<p>4.c By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States</p>	<ul style="list-style-type: none"> • More teachers will be trained • Every primary and secondary school will establish a multimedia classroom with internet-connected laptop, projector/large-screen-TV and teachers professionally trained to use multimedia instruction <p>Expand in-service training to teachers</p> <p>Establish 12 Primary Teacher Training Institutes</p>		<p>4.c.1 Percentage of teachers in (i) pre-primary (ii) primary, (iii) lower secondary and (iv) upper secondary education who have received at least the minimum organized teacher (e.g. pedagogical training) pre-service or in-service required for teaching at the relevant level in a given country</p> <p>Disaggregation: sex (and others where data are available)</p>	<p>A system of pre-service professional preparation for teaching is lacking though teaching is the single largest occupation for tertiary education graduates. Teaching is the last choice as an occupation for talented college/university graduates. New thinking is needed – more than just in-service teacher training. Four connected steps may be – education as part of undergraduate general degree; attracting best students to this program in some 100 degree colleges with incentives; ensuring academic standard for this course; initiating a National Teaching Service Corps with high salary and status.</p>

Note: Constructed by research team based on GED, Mapping of 7FYP Activities Sectoral Responsibilities and 7FYP, Ch. 11. Items shown in *Italic* were not included in the GED Mapping document. Observations are based on judgment of the research team.

Observations on Alignment

The alignment or lack of it between SDG4 targets and 7FYP shown in Table 1 draws from a mapping exercise undertaken by the Planning Commission (Planning Commission-GED, 2015). It signals the importance given to examining and clarifying the links between the global targets and national objectives and plans and how these may be adapted and refined being informed by the global discourse and national priorities. A number of points emerges from this matrix which are relevant for thinking about the alignment and making the links supportive of achieving the common global and national objectives.

1. 7FYP is based on a medium term 5-year time perspective. Even though mention is made of Vision 2021 and the transition to a middle income country for Bangladesh, the programme objectives and targets for activities are really limited to what may be achieved within a five-year period. In contrast, the SDG agenda have a 15-year time horizon and present the challenge and opportunity to bring about a much needed transformation of the education system over a longer period.
2. The medium or even a short-term perspective of 7FYP is evident in the objectives and activities included in the plan. It can be seen that these are essentially within the framework and structure of the existing education system in respect of what is intended to be achieved and how these are to be achieved in terms of management and organization. For example, ideas about major departures towards establishing a unified general education system with common quality standards for all children as required by the Education Policy 2010, substantial changes in financing criteria and mechanism to ensure quality with equity, or new thinking about ways of attracting talented young people to the teaching profession and retaining them in the profession are lacking. Nor is there a plan for significant change in governance to promote stronger accountability and decentralization, except in a rhetorical recognition of these needs.
3. Reconciling a five-year plan and a 15-year vision requires a close look at the dialectic of the short and longer perspectives and

how they mutually support and complement each other. Thus the shorter plan with more specificity and details can help build the foundation for the longer view which may lack in details but still can reflect a clear sense of the destination and direction. The least that is expected is that the five-year plan help move the system in the direction to be pursued in the future and not stand in the way of desired progress in that direction.

4. The observations column in Table 1 shows that the objectives and targets for both SDG4 and 7FYP contain measurable targets as well as those more qualitative in nature, but still important for realizing the overall agenda. Work has to be done to refine the indicators for the qualitative targets and devise ways of bringing these into a workable monitoring and evaluation process.
5. The global targets and the national priorities do not and are not expected to match and be aligned perfectly or mechanically. The SDG agenda though described as universal, have to be adjusted and adapted to national contexts and circumstances and must be responsive to national capacities, resources and the stage of development. The priorities, phasing of activities and implementation approach including monitoring and assessment need to balance the ideal and the pragmatic – with judgment based on a good faith adherence to the global goals and targets.

The dialectic of the global and the national and what it means in practical terms for constructing the framework for forging a consensus on implementing the national agenda informed and enriched by the global goals are further discussed below. The importance of national adaptation and formulation of targets and indicators are illustrated by the fact that there are several other targets that were mentioned in the 7FYP and the National Education Policy 2010 which do not directly correspond to the SDG4 targets (Table 2). These targets relate to certain national priorities for Bangladesh.

Table 2: Additional Selected 7FYP targets mentioned in subsector description of strategies

Provide leadership training to head teachers
Ensure decentralization of primary education management
Establish a career path for teachers
Establish at least one primary school in the villages that have none
The ratio of teacher and students in primary education will be 1:30 by 2018
Continue competency-based national assessment for G5 (no mention of G8), but at the same time continue public examinations and increase pass rate in public examinations
7FYP mentions participation in Program for International Student Assessment (PISA); this does not seem to be under consideration by the education line Ministries.
Provide non-formal education to diverse types of children deprived of education, like un-enrolled or dropout children and hard to reach children to enhance their employability and productivity through skill training; nationwide network of community learning centers, starting with at least 5000 centers, one in each union/ward.
“Basic literacy” for 32.5 million youth and adults by 2018 Stipends for 100% of students at primary and secondary level and for selected girls in tertiary education
Increasing higher education rate from 12 per cent to 20 per cent
Strengthening of role and authority of UGC for quality assurance in tertiary education (recasting it as National Higher Education Council as recommended in NEP?)

Source: Based on education subsector texts in 7FYP, chapter 11.

The 2030 Agenda for Sustainable Development has put increased emphasis on the recognition of the relevance of a lifelong learning perspective in linking skills to productivity. A prominent part of this perspective is the reality of the spectrum of skills including cognitive, non-cognitive and technical skills acquired through quality primary and secondary education as well as vocational-technical education and various forms of on-the-job learning including apprenticeship. This will help the future generation to be more skilled and better equipped for the job market and contribute to the economic growth of Bangladesh.

It is noteworthy that 7FYP or its sectoral chapter for education does not mention resource constraints and a declining trend in resource allocation as a share of GDP and the national budget as a major obstacle to achieving SDG4 and indeed the 7FYP targets. In fact, the projection under the Medium Term Budget Framework (MTBF) projects a continuation of the proportionate decline for public education resources in the future.



Chapter Three

Education Resources

Adequacy, Efficiency & Effectiveness

How to finance the post-2015 education agenda is a critical issue. It is fundamental to have adequate financial resources and political commitments to make a good-faith effort in this regard. Political commitment without financial backing does not work, as history shows. But the question - who will bear the costs of education and how is not at all simple to answer. This chapter discusses education resource adequacy, efficiency and effectiveness in the global and national context. A case is made for measures to understand better education financing going beyond the confines of the public exchequer, and the need for introducing a National Education Accounts mechanism to this end.

Resources for education

The brief overview of achievements and challenges in education raises the critical point that effective action has to be taken to translate the targets, strategies and indicators into results in terms of learning, skills and capabilities of people. Adequacy of resources and budgets is a necessary condition for realizing this aim. However, how the resources are used will make the real difference. Adequacy has to be examined along with efficiency and effectiveness of resource use, as well as the consequences for equity in educational opportunities which is a social priority.

Global Resource Challenge

Between 2015 and 2030, low and middle-income countries will need to increase spending on education from the current US\$1.2 trillion per year to US\$3 trillion, according to Global Partnership for Education (GPE). The Incheon Declaration recommends that national governments allocate 4 to 6 percent of their gross domestic product (GDP) and/or at least 15 to 20 percent of their total public expenditure to education, with a focus on basic education.

GPE, a facility for financial assistance established by international financial institutions, UN and bilateral donors, creates incentives for developing country partners to develop education sector plans that are financially sustainable, to increase national budget allocations and to improve the quality of education expenditure. On average, between 2002 and 2013, GPE partner developing countries increased domestic expenditure on education as a percentage of total government expenditure from 15.2 percent to 16.6 percent and expenditure as a percentage of GDP from 2.9 percent to 3.9 percent (GPE, 2015). Bangladesh, a GPE partner country, remained far below these averages with around 10 percent of the government budget and around 2% of GDP spent for education in recent years. It is hoped that the budgetary allocation for FY 2016-17, as noted above, marks a beginning for reversing the recent trend.

GPE notes that challenges remain in many of its partner countries in using the allocated financial resources efficiently and effectively to meet sector goals. Education sector plans and aligned donor programs have to improve efficiency and effectiveness of resources utilization and ensure equitable resource allocation to reach the most marginalized populations. Learning from ongoing activities and future efforts in finance data collection and analysis, along with increased social accountability, GPE intends to support partner developing countries to further improve education finance management and create better linkages between education spending and education outcomes. Bangladesh has to take advantage of this collaboration beyond just adding to funding assistance.

¹³ UN-DESA (2015) DESA Briefing Note on the Addis Ababa Action Agenda. New York.

The Addis Ababa Action Agenda (AAAA) adopted at the Third International Conference on Financing for Development, 13-16 July 2015, is supposed to have provided: a) A comprehensive set of policy actions by member states, with a package of over 100 concrete measures to finance sustainable development, transform the global economy and achieve the Sustainable Development Goals; and b) A new global framework for financing sustainable development that aligns all financing flows and policies with economic, social and environmental priorities and ensures that financing is stable and sustainable.

A brief by the UN Department of Economic and Social Affairs (DESA) argues that the Action Agenda draws upon all sources of finance, technology and innovation; promotes trade and debt sustainability; harnesses data; and addresses systemic issues regarding SDG resource mobilization. It thus establishes, it is claimed, a strong foundation to support implementation of the 2030 Agenda for Sustainable Development (UN-DESA, 2015).

The outcome document of the conference mentions that developed countries recommitted to their ODA targets, including 0.7 per cent of ODA/GNI and 0.15 to 0.2 per cent of ODA/GNI for LDCs. It is stated that developed countries are also committed to reverse the declining trend of ODA to the LDCs; encourages countries to set a target of providing at least 0.2 per cent of ODA/GNI to LDCs, with the EU promising to do so by 2030. Whether these pledges will produce better results this time than in the past is to be seen.¹³

Resource Adequacy and Efficiency in Bangladesh

Bangladesh, as an aspiring middle income country, and yet allocating one of the lowest proportions of public resources to education even among LDCs, will have to show a stronger commitment in its public finance commitments. There is obviously a resource adequacy concern in relation to the objectives of quality and equity espoused by the government.

¹⁴ UNESCO Asia Pacific Regional Office (2016), Regional Report on School Finance in the Asia Pacific Region (Draft), Bangkok, available at: <http://unesdoc.unesco.org/images/0022/002255/225507e.pdf>, accessed on 09 November 2016.

There are issues about aligning external assistance to national needs and priorities in respect of quality and equity, efficiency in resource use – both domestic and external, and strengthening accountability and reducing waste and corruption. Addressing these concerns effectively is important in making good use of the domestic education resources, since proportion of external assistance in education expenditure is relatively low, no more than a fifth of total revenue and development spending. The claim to a larger volume of assistance will be stronger if it can be demonstrated that finances support key objectives efficiently and effectively (CPD-CAMPE, 2016).

Larger resources and budget provisions for improved school infrastructure, school feeding programs, better learning materials, and more and better paid teachers are expected to result in better learning outcomes. What are the evidences in this respect?

The evidence is not unequivocal - it is very much conditional on several factors. Do the resources reach intended beneficiaries in the right way and at the right place and time? Are the facilities improved in the right way? Are teacher performance standards established and enforced, incentive arrangements and structures for teachers and schools applied, and so on?¹⁴

It is also argued that there is a threshold or minimal level of resource inputs that is critical to affect results, otherwise the resources and inputs are wasted. Along with the concept of a threshold of resources to make teaching-learning happen, attention has to be given to how the inputs fit together to make the classroom and the school function to produce results. The concept of a threshold does not refer to a magic number, but suggests a way of thinking about how inputs and processes are brought together to produce the desired outcome.

Many countries in the Asia-Pacific Region have already reached the indicated benchmarks for GDP share and national budget share for education (4-6% and 15-20% respectively) proposed in Education 2030 Framework for Action. However, even those who have reached the benchmark do not seem to have met the adequacy requirements in resources for their national education systems.

Education resource discussion, especially national financial data on an aggregated basis, and with some breakdowns, is limited mainly to public resources. There are, therefore, large gaps in the picture of education resources available for education including primary and secondary education that takes into account private and household contribution and expenditures.

Better education finance data are needed that provide information comprehensively and identify incidences of who pays and who benefits. Solid methodological standards are necessary to ensure their consistency and quality. The National Education Accounts (NEA) methodology is one such approach that provides these standards.

NEAs are comprehensive data collection, processing and analysis exercises which attempt to answer the following questions:

- Who finances education and how much do they spend?
- Where do the funds go?
- What are the funds being spent on?
- Who benefits?
- What are the unit costs?

UNESCO Institute of Statistics (UIS), International Institute of Educational Planning (IIEP) and GPE have been promoting the idea of National Education Accounts in several developing countries in different regions. The approach may partially overlap with public expenditure review in education undertaken or encouraged by World Bank. NEA's scope is broader than just public expenditure¹⁵ (UIS, 2015). Nepal in this region has embarked on an NEA initiative. Bangladesh would do well to consider such an initiative to have a better picture of its education resources and build a case for more resources and their better use.

¹⁵ UIS (2015) *National Education Accounts a Comprehensive Framework to Improve Education Finance Statistics*, available at: <http://www.uis.unesco.org/Education/Documents/wef-national-education-accounts.pdf>, accessed on 15 November 2016.



Chapter Four

Governance to Fit the Education Agenda

The world is at a critical point in ensuring delivery of the Education 2030 agenda. Particular emphasis is needed on reminding governments and people that democratic governance is a cornerstone of the SDGs, and that credible roadmaps are needed to deliver quality, inclusive, free and public education which are at the heart of SDG4. This chapter focuses on governance to fit education 2030/SDG4 agenda and the ambiguity of 7FYP targets and the planning mechanism itself. It also discusses what may be missing in 7FYP, drawing in part from sub-national consultations organized by CAMPE and its partners.

Governance to Achieve Education 2030/SDG4

Effective governance is essential to achieving successful outcomes. There are different means of integrating key facets of governance into the development agenda in general and the education agenda in particular. The SDG discourse in this respect has revolved around either having a stand-alone governance goal or integrating governance into other goals on specific issues, such as, education. Either way, or a combination of both, must lead to better decisions, must help government meet its responsibilities and legal obligations, and importantly provide an ethical basis for governance.

Importance of Governance

Governance is defined as purposeful and authoritative steering of social processes. It includes activities of governmental and non-governmental actors (including civil society, action networks,

diverse partners, and private-sector entities), which occur at multiple levels.¹⁶ It would help accomplish “a fundamental shift to recognize peace and good governance as core elements of wellbeing, not optional extras”.¹⁷ It can in a sense be seen as collaboration between the state, the market and civil society in how they collectively choose to deal with societal problems.¹⁸

EFA 2015 National Review of Bangladesh noted the governance challenge:

*The continuing concerns and problem areas in educational development and difficulties of finding effective resolutions point to dilemmas in policy development, policy ownership, building consensus on key objectives and strategies and their effective implementation. The difficulties in consensus building on governance issues are rooted in the socio-economic divisions, power structure and political dynamics, which have resulted in the co-existence of three parallel streams of education - the vernacular general education, the religion-based madrasas, and the English medium schools.*¹⁹

Education 2030/SDG4 may face the same challenge in Bangladesh. In this regard, three aspects of governance needs to be considered i) good governance (the processes of decision-making and their institutional foundations encapsulating accountability, transparency and rule of law), ii) effective governance (the capacity and conditions for implementing good governance decisions), and iii) equitable governance (achieving distributive outcomes). These aspects are inter-connected, but they also require specific strategies and efforts backed up by necessary political commitment.

¹⁶ Biermann F. et al, (2014), *Integrating Governance into The Sustainable Development Goals*, available at: <https://www.researchgate.net/publication/283313008> Integrating Governance into the Sustainable Development Goals, accessed on 20 November 2016.

¹⁷ Sustainable Development Solutions Network, (2013), *An Action Agenda for Sustainable Development: Report for the UN Secretary-General*, available at <http://unsdsn.org/resources/publications/an-action-agenda-for-sustainable-development> , accessed on 2 November 2016.

¹⁸ Zeijl-Rozema van, A. et al, (2008), *Governance for sustainable development: a framework*, available at: http://sti.uem.mz/documentos/d_sustentavel/governance_sd.pdf, accessed on 01 November 2016.

¹⁹ EFA National Review, (2015), *Bangladesh submitted to UNESCO Prepared under the auspices of Ministry of Primary and Mass Education Government of Bangladesh*, available at: <http://unesdoc.unesco.org/images/0023/002305/230507e.pdf>, accessed on 30 Oct 2016.

Though there is still ‘no universally accepted measure of state administrative and legal capabilities’²⁰, different approaches can be used based on surveys that assess people’s perceptions of the quality of governance and the delivery of public services. These may also be seen as road markers to measure progress towards targets, which require states to initiate certain processes for achieving measurable improvement. These road markers could encourage governments to conduct open processes for setting development agendas and instituting review or auditing mechanisms to ensure transparency about performance.²¹

Translating Governance Challenges into Achievable Action

It is necessary to assess country readiness for the translation of SDG4 commitments into national education systems. This includes assessing the policy, planning, monitoring, and management contexts of national education systems in order to identify the gaps with SDG4 commitments and ambitions, as well as the actions required to strengthen, adjust and/or adapt policy and planning frameworks and processes to reflect 2030 targets and commitments.²²

Policy Context: This implies an examination of legislative and policy frameworks and an identification of potential gaps that may exist between the national policy context and global commitments.

Planning Context: It is necessary to identify entry points which would allow the mainstreaming or integration of 2030 commitments into the national planning context. Depending on specific national policy/planning cycles, this could be done either through the

²⁰ Hulme D. et al, (2014), *Governance as a Global Development Goal? Setting, Measuring and Monitoring the Post-2015 Development Agenda*. ESID, available from: <http://www.effective-states.org/working-paper-32>, accessed on 3 November 2016.

²¹ Biermann F. et al, (2014), *Integrating Governance into The Sustainable Development Goals*, available at: https://www.researchgate.net/publication/283313008_Integrating_Governance_into_the_Sustainable_Development_Goals, accessed on 20 October 2016.

²² UNESCO (2016) *Unpacking Sustainable Development Goal4*, available at: unesdoc.unesco.org/images/0024/002463/246300e.pdf, accessed on 1 December 2016.

development of a sector-wide, or sub-sector plan(s), or by realigning/updating existing plans to better reflect SDG4 commitments.

Monitoring and Evaluation: This involves an examination of existing national monitoring and evaluation frameworks to better reflect the requirements of the global indicator framework proposed for the monitoring of SDG4 progress.

Management Context: This involves a review of existing sector coordination mechanisms and processes in view of the system-wide inclusiveness and transparency requirements of the Education 2030 ambitions. Partner dialogues can also be organized to ensure coordinated efforts to contextualize SDG4 commitments.

Governance reform efforts have been supported to a limited extent by donor collaboration with NGOs and research/academic institutions outside the public sector (such as support to CAMPE, BRAC, Ahsania Mission, CPD, IED of BRAC University etc.). A clearly articulated strategy on the part of donors to strengthen professional capacity building of government and non-government entities, recognizing comparative advantages, for improving governance, management and service delivery in the national system and strengthening and expanding public-private cooperation in this respect is yet to be developed and applied. (UNESCO, 2015)

Externally assisted development initiatives, even though the proportion of external assistance is small, are determined by elaborate negotiations between external development partners (DPs) and the government regarding scope, size and objectives and targets of cooperation. A process of project or programme (the terminology in favour is the sector-wide approach) negotiation is followed with extensive involvement of the donors. Technical assistance support is offered and teams of officials from donor agencies and consultants are involved in the process.

As Bangladesh EFA review noted:

In this process, critical policy concerns, complex issues, and long-standing structural and operational problems that require in depth analysis, high level policy and political dialogue, stakeholders dialogue, making hard choices and indeed taking calculated risks are found difficult to pursue, despite good intentions of the concerned parties. Cases in point are the lack of a consensus and consequent slow progress on such major issues as genuine decentralization of education governance, professionalization of education management including the longstanding matter of creating a primary education management cadre, decision-making to ensure adequate resources for education, and working out effective government NGO collaboration and partnership. Necessary steps to implement 2010 Education Policy systematically are stymied by this syndrome. (UNESCO, 2015, pp. 61-62).

Specific strategies, objectives and targets on addressing major education governance issues are not indicated in 7FYP. For example, the anomaly of two Ministries of education running school education creates serious coordination, continuity, and articulation problems in respect of curriculum, teachers, maintaining quality and standards and expanding services in a rationalized way. The slow progress in implementing the National Education Policy 2010 and the need for a permanent Education Commission (recommended in the Policy) with appropriate role and authority to guide and monitor education reform does not get a mention.

What 7FYP Targets Mean

The comparison shown in Table 1 above may not have done full justice to the objectives and targets of different sub-sectors of education. In fact, as indicated above, various education subsector needs, current development initiatives, strategies, priorities, objectives and targets in the medium term are described in 7FYP – not altogether in a consistent form. What these mean in respect of what actually is going to be done over the next five to ten-years, plans and programs actually developed and implemented by the line Ministries, availability of necessary resources, priorities among various needs or objectives, and implementation and monitoring mechanisms have to be further elaborated and made explicit. More importantly, how the objectives and strategies contained in the plan document will guide and shape what actually happens are not entirely clear.

How the Planning Exercise Functions

It appears that various development projects with some external inputs, though the external share is only a small fraction of total expenditure, drives the development activities – cases in point are PEDP3 and projects of the Ministry of Education in secondary education and TVET. These appear to reflect only partially the priorities, and strategies of the Five Year Plan. How SDG4, 7FYP and the sectorial activities in education will be aligned and constitute a coherent development program in the next five years and beyond is a major challenge. As noted earlier, turning the medium-term planning phase into the foundation for the longer term development will require special attention and effort.

Sixth Plan Experience

It may be mentioned that priorities emphasized in the strategic directions for the Sixth Plan included: extending compulsory primary education to grade 8, eliminating adult illiteracy, removing education gap between the rich and the poor, creating a new generation equipped with skills and scientific knowledge, and overall improvement in quality of education (Sixth Five Year Plan Part 1, p.117). Little progress during the plan period has been made in respect of the first two clearly specified priorities on compulsory education up to grade 8 and elimination of illiteracy. The other priorities of general nature, with no specific targets, were also not areas of stellar success. In fact, these priorities are more or less repeated in 7FYP. Whether these will meet the same fate as before in this plan period is a major concern.

Another strategic priority was to empower local government “as the engine of delivering services and carrying out development activities”. No qualitative change in development budgets and activities reflecting this strategy can be noted in the development budgets and activities during the Sixth Plan period. It is our expectation that this experience will not be repeated for 7FYP. This however raises issues about how the five-year planning process and mechanism actually shape and influence the line Ministries’ activities, budgets (development and revenue), use of resources and monitoring of performance. These issues are not explored in this paper, but the relevance and importance of these cannot be ignored and must be given attention as part of the national SDG coordination and implementation effort.

What is Missing in 7FYP

The new Plan can indeed be an opportunity to articulate goals and objectives for education and skills development in the light of National Education Policy, National Skills Development Policy, aspirations for a middle income country and the global SDG 2030 and Education 2030 agenda.

In this regard, CAMPE, in cooperation with its partners in different divisions, undertook a series of consultations to have an opportunity for the local stakeholders in education to express their views on the objectives and priorities, achievements and shortcomings, strengths and obstacles in fulfilling the education and human resource development aspirations. The discussion drew attention to structural and operational constraints to educational development in the context of medium and longer term objectives. (See Annex 2)

National Implementation Mechanism

The measures required to attain education 2030/SDG4 need to be aligned with the domestic development strategies of Bangladesh. Therefore, the strategy needs to be focused at the national level with a clear roadmap for implementation, monitoring and coordination. As this strategy needs to be supported by adequate resources, the involvement of the Finance Ministry and the Prime Minister's office is essential. A high-level national body comprising concerned Ministries and agencies and non-government stakeholders need to be formed and assigned with leading policies on education and to coordinate and report on implementation of SDG4 at the national level, ensuring that the necessary measures to achieve this are embedded in national policy. Furthermore, strengthened national level efforts should be linked, or even driven by and responsive to the efforts of sub-national or local level.

A multi-sectoral approach is needed with active involvement of multiple ministries and stakeholders to ensure optimum use of the resources to meet a number of other goals of SDGs. These stakeholders include the formal educational structures, networks of educators and educational programs, civil society, private sector etc. Children and youth groups themselves must also play role in implementing and monitoring SDG4, and should have opportunity to

be involved in every stage of the process. The high-level body mentioned above can monitor and advise regularly on progress towards implementation of the SDGs and report to the Principal Coordinator for SDG follow-up at the Prime Minister's Office. It is important to ensure the wide dissemination of these reports so that best practice examples can influence the ongoing development of national level strategy.

As part of SDG, Bangladesh may be a few steps ahead of other countries with its Five Year Plan. The Seventh FYP (2016-20) of the country comes at a critical juncture for shaping development priorities and strategies to let the country move into the rank of middle-income countries and adapt national goals to SDG 2030 agenda for Bangladesh. Education and skills part of the Plan has a key role in this effort.²³

The Plan needs to identify structural and operational constraints for education and skills development and indicate what should be done to overcome these obstacles. The structural weaknesses will require a sustained and longer term effort, yet must be pursued with a sense of urgency. More immediate steps need to be taken on operational issues, but still designed within a framework of structural reforms.

Structural Issues

Major structural issues which, on the basis of sub-national consultation as well as recent studies and policy advocacy of education researchers and stakeholders, have come to the fore, include:

- **Resource adequacy.** Very low level of public resources for education by international comparison, lack of criteria and benchmarks for resource allocation (and proportional reduction of education allocations as share of GDP and total government budget) in recent years;
- **Decentralised and effective governance.** Extremely centralised governance and management structures for the large

²³ Ahmed M. (2016), *SDG4/Education 2030 and 7th Five-Year Plan of Bangladesh: Aligning National and Global Objectives, Strategies and Indicators*, available at: http://www.bafed.net/pdf/ejune2016/2_sdg4_education.PDF, accessed on 9 Oct 2016.

educational system of the country; decentralization with accountability in educational management at all level need priority attention;

- **New thinking about teachers.** Insufficient numbers of teachers of required quality standards and inability of system to attract and retain capable people in the teaching profession;
- **Effective skills development.** Supply-driven skills development with low quality and relevance, and minimal attention to apprenticeship and needs of the informal economy (though it accounts for over 80% of employment);
- **Quality in higher education including degree colleges.** Unacceptably low quality of degree colleges under the National University (with three quarters of tertiary enrolment in these colleges, which also are the suppliers of primary and secondary teachers creating a vicious cycle in education);
- **One Ministerial jurisdiction for school education.** School education divided under two ministries (unlike anywhere else in the world), creating problems of curriculum continuity, student assessment, teacher preparation and supervision, and developing and guiding and implementing an overall quality-with-equity strategy in the national education system.
- **A comprehensive law for education.** An overall legal framework that would facilitate the development of the education system to realise the goals of quality with equity, rather than constrain reforms and their implementation.
- **Supporting development and use of professional capacity.** Human resource management and use in the education system need to nurture competency and professionalism with incentives, rewards, establishment and application of performance standards, and professional network building
- **Partnership building.** Government, non-state actors, civil society, private sector need to work together for optimal policy development, governance, resource mobilisation and assessment of progress; greater voice of stakeholders at all levels to be encouraged.

Operational issues

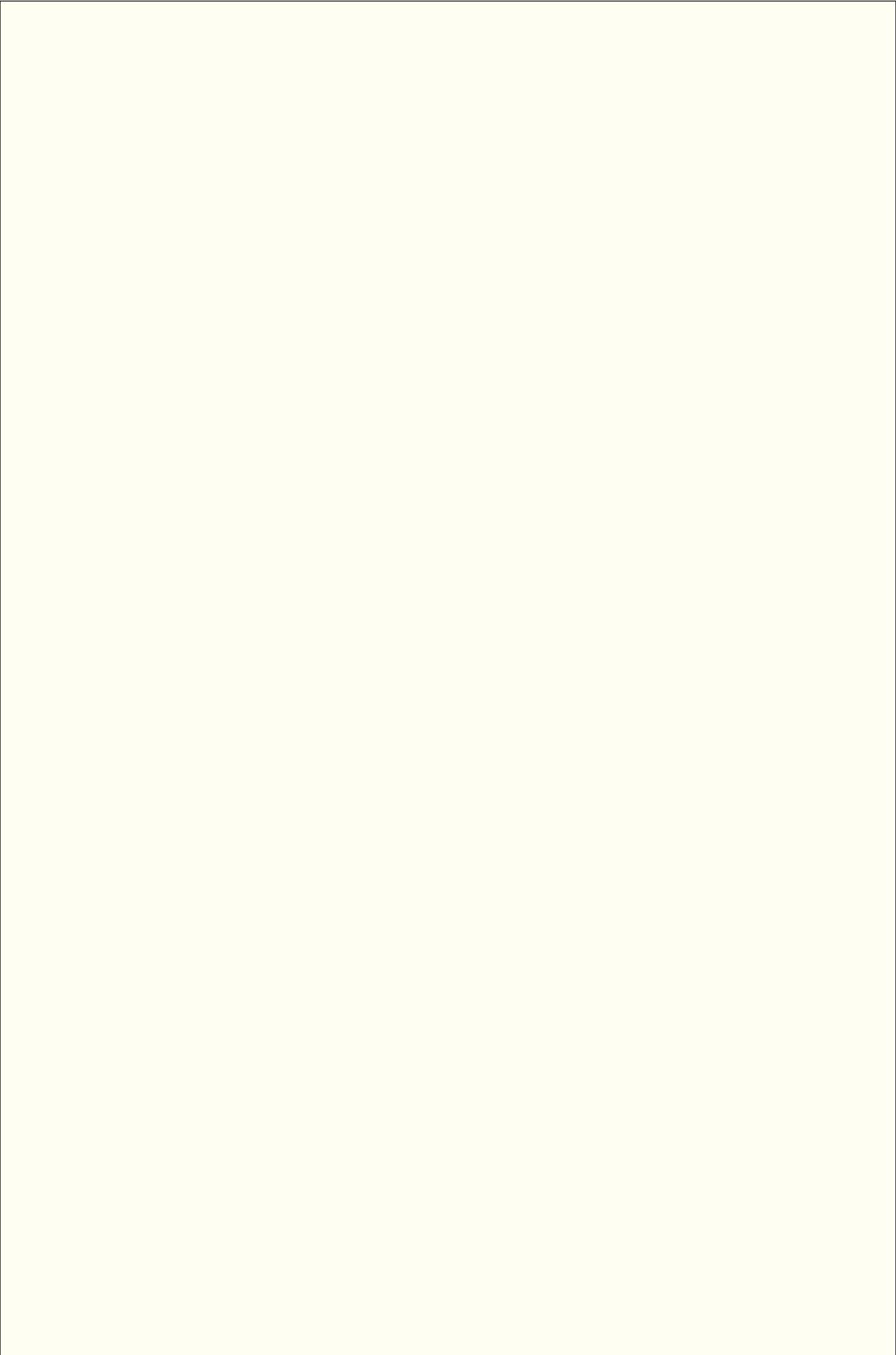
The operational issues arise mainly from the governance, management and decision-making process in the national education system. Several of these raised in the sub-national consultations and gleaned from recent research reports as well as media coverage of educational issues include:

- **Student learning assessment.** Dysfunctional learning assessment with too many public examinations which do not measure competency and distort teaching-learning;
- **Harmful political interference.** Criminalisation of political party-affiliated student bodies, particularly in tertiary education, vitiating academic atmosphere;
- **Curriculum reform.** Curriculum burden and weak continuity and articulation through grades;
- **Disadvantaged groups.** Geographical, ethnic, and language-based access deficits; seriously inadequate opportunities for children with disabilities;
- **School facilities.** School building, premises and play grounds – which should be built and maintained as a symbol of commitment to education and community pride.
- **Quality control in private universities.** Proliferation of private universities without essential quality control;
- **Education policy implementation.** Slow and fragmented approach to Education Policy 2010 implementation.
- **Digital technology.** Use of digital technology for teacher upgrading, enriching student learning resources, efficient management information system, and ensuring wide and affordable access to the Internet for all educational institutions.
- **School meal.** School meal for all children, especially at pre-primary and primary level.
- **Corruption.** Controlling corruption, waste, mismanagement and moving away from a culture of tolerance of these destructive practices.

If the government recognizes the need to priorities and guide educational development to serve national development aspirations, the planning function has to be strengthened in appropriate ways. A panel of education experts with insight and interest in the interface of education and national development should be brought into the process of crafting the plan. The plan has to be used as the basis for budgets in the two education ministries²⁴

It is worth repeating that the Seventh Five Year Plan (2016-20) comes at a critical juncture for shaping development priorities and strategies to move into the rank of middle-income countries and adapt agenda 2030 for Bangladesh. Education and skills part of the Plan has a key role in this effort.

²⁴ Ahmed. M. (2016) *Education in 7th Plan*, available at: <http://www.thedailystar.net/education-in-the-7th-plan-59456>, accessed on 03 November 2016.



Chapter Five

Role of Citizens and Non-state Actors

One of the main features of the evolving global development landscape is diversity in the nature of the main actors on the playing field. This diversity arises from changes within the developing world that have placed rising economic and political powers in groups apart from states still struggling to confront basic development challenges – thus expanding the circle of actors playing a prominent role in development cooperation.²⁵

Non-state actors are non-sovereign entities that exercise significant economic, political and social roles in development at sub-national, national, and in some cases international levels without any direct, obligatory directions from a state.²⁶ They may be defined as ‘an organized political actor not directly connected to the state but pursuing aims that affect vital state interests’.²⁷

²⁵ Lundsgaarde E., (2010), *Emerging Non-State Actors in Global Development: Challenges for Europe*, available at:

http://www.edc2020.eu/fileadmin/publications/EDC_2020_Working_Paper_No_7_Emerging_Non-State_Actors__April_2010.pdf, accessed on 30 September 2016.

²⁶ IRF, (2015), *Role of Non-State Actors in Monitoring and Review for Effective Implementation of the Post-2015 Agenda: A Case Study Analysis available from*, available at:

http://www.irf2015.org/sites/default/files/publications/Retreat%20%237_BP-4_Final%20Draft.pdf, accessed on 29 Nov 2016.

²⁷ Pearlman & Cunningham, (2011), *Non State Actors, Fragmentation, and Conflict Process*, available at: <http://journals.sagepub.com/doi/abs/10.1177/0022002711429669>, accessed on 01 November 2016.

The non-state actors are increasingly visible players in the development landscape by virtue of the scale of their interest, involvement and commitment toward achieving various global and national development goals.²⁸ In the modern-day world, non-state actors have ever-increasing capabilities and opportunities, the potential of which are often not fully realized.²⁹ Non-state actors that include civil society, civil society organization, experts, think-tanks, NGOs, media, and the business sector have been also playing a growing role in global regulation and governance as well. In the past two decades, the world made a dramatic progress in opening up new paradigmatic ideas in this respect for NGOs and Civil Society as non-state actors of a country at the national and subnational levels.³⁰

Non-State Actors in Promoting Education Rights

Since the 2000s, government and civil society emphasized social progress, not just economic progress, a shift that encouraged involvement of NGOs, with their people-centered, grass-roots approaches.³¹ Interest in non-state provision of education, defined broadly as education services provided by NGOs, faith-based organizations, private for-profit schools, private non-profit schools, community schools and philanthropic education services has grown with the search for alternatives and innovative ways to reach EFA goals.³² Non state actors are ‘significant supplements to inadequate

²⁸ Lundsgaarde E. (2010) *Emerging Non-State Actors in Global Development: Challenges for Europe*

²⁹ Calame P., (2008), *Non-state actors and world governance*, available at: www.world-governance.org/IMG/rtf_acteurs_non_etatiques_EN.rtf, accessed on 7 October 2016

³⁰ Chien-Hua (2004), *NGOs and the Creation of the International Criminal Court*, Department of Diplomacy, National Chengchi University, Taipei, available at: <http://nccur.lib.nccu.edu.tw>, accessed on 5 September 2016.

³¹ Banks, N. and Hulme, D., (2012), *The Role of NGOs and Civil Society in Development and Poverty Reduction*. Manchester, Brooks World Poverty Institute, University of Manchester, cited in EFA Global Monitoring Report 2015.

³² Aga Khan Foundation, (2007), *Non-State Providers and Public-Private-Community Partnerships in Education, Background paper prepared for the Education for All Global Monitoring Report 2008 Education for All by 2015: will we make it?*, available at: http://www.akdn.org/sites/akdn/files/media/documents/various_pdf_documents/2008_akf_edu_-_gmr_non-state_providers_and_pub-priv-comm_partnerships_in_ed.pdf,

educational systems in a wide range of countries'.³³ Many of them have stimulated educational opportunities including early childhood education and preschool; training and skill upgrading, entrepreneurial education, self-confidence-raising initiatives, and literacy programs for a wide assortment of disadvantaged groups. They have also contributed to and expanded their share of secondary and higher education.

Non-formal education centres run by NGOs offer diverse education services outside the formal system. Many provide flexible, accelerated learning programs as bridges for students into the formal system or to address the needs of young children who have missed schooling altogether (Mwalimu, 2010). As several past GMRs have noted, non-formal education is uniquely important in Bangladesh (UNESCO, 2010a, 2011b, 2012, 2014a), where the BRAC system has operated thousands of non-formal schools and has been credited with increasing girls' primary enrolment (Sukontamarn, 2005). The success of non-formal education has influenced government policy to create learning centres inspired by non-formal models to reach out-of school children (Dang et al., 2011).³⁴

Role of CSOs, NGOs, Media as seen in 7FYP

GED has noted "possible role of the CSOs, NGOs and media on SDG implementation." The roles of these bodies mentioned were:

- Effective and coherent role of CSOs, NGOs, and media on SDG awareness and promotion will be sought and to be devised.
- CSOs and NGOs support to government in strengthening capacity across the board (including private sector and media) for SDG implementation
- Catalytic role of CSOs and NGOs in promoting innovative ideas to generate resources at local level.
- NGOs support should be based on their action plan relating to SDGs targets
- A vibrant multi-stakeholder mechanism to support the

³³ Salamon L. M. and. Haddock M. A., (2015), *Private Non Profit Institutions –The Foot Soldiers for the UN Sustainable Development Goals, a CCSS Working Paper*, available at: <http://ccss.jhu.edu/publications-findings/?did=451>, accessed on 1 November 2016

³⁴ UNESCO (2015), *EFA Global Monitoring Report*, available at: <http://en.unesco.org/gem-report/report/2015/education-all-2000-2015-achievements-and-challenges>, accessed on 07 September 2016

Government in SDG implementation, particularly in participatory monitoring and accountability.

- CSO and NGO involvement in monitoring of SDG implementation especially for the governance related targets of SDG 16.

It can be seen that CSO/NGO role is mostly seen in public awareness raising, capacity development, and generating local resources. They are also seen as supporting the government in monitoring and accountability. They could carry out their own activities based on their own action plan, presumably by raising their own funds for this purpose. The areas of activities mentioned are important and the modality of collaboration in a supportive and supplementary mode is also necessary.

But what about a genuine partnership approach in which CSOs and NGOs in respective areas where they are active and have a track record and the government agencies, especially at the local government level come together to plan, design, strategize, carry out implementation and assess and monitor results? One would think that Bangladesh NGOs which have carved out a record of success in various areas of development and social services such as education, health, poverty alleviation, micro-credit, environmental protection, and human rights, would be seen as active partners by government agencies in fulfilling the national sustainable development agenda.

Role of Citizen and Non-State Actors in SDGs

SDGs demand responsible and judicious prioritization and adaptation of the goals and targets in accordance with local circumstances, capacities and resources. Aligning national interests with the global objectives in sustainable development requires knowledge, capacities and institutional mechanisms to incorporate and integrate principles and priorities of SDGs in the development processes. This effort requires capacities for critical review and systems that can evaluate the functioning of these mechanisms and provide feedback on progress.

³⁵ IRF, (2015), *Role of Non-State Actors in Monitoring and Review for Effective Implementation of the Post-2015 Agenda: A Case Study Analysis*, available at: https://www.irforum.org/sites/default/files/publications/Retreat%20%237_BP-4_Final%20Draft.pdf, accessed on 5 November 2016.

Non-state actors have already shown the potential to support national and sub-national governments in research, analysis, implementation, and monitoring and evaluation of various development initiatives.³⁷ In this regard, *Education Watch*³⁸ and *Community Education Watch Groups*³⁹ initiative coordinated by Campaign for Popular Education (CAMPE) have been able to prove its worth both at the local and national level of Bangladesh and even beyond the country.

In a nut shell, civil society organizations have already “done work on the ground”⁴⁰ and can bring out the lessons about what worked and could be scaled up. Above all, initiatives involving civil society help “keeping citizens at the center.”⁴¹ Although many non-state actors have earned the reputation for their “last mile-connection,” such engagement faces financial and human resource constraints, and maintaining independence in the long run is not without challenges. For a fruitful long term system of feedback, a network of committed non-state actors is essential to create a feedback system and in ensuring sustainability of programs.

³⁷ IRF, (2015), *Role of Non-State Actors in Monitoring and Review for Effective Implementation of the Post-2015 Agenda: A Case Study Analysis*, available at:

https://www.irforum.org/sites/default/files/publications/Retreat%20%237_BP-4_Final%20Draft.pdf, accessed on 5 October 2016.

³⁸ CAMPE, (2016), *Education Watch Report 2016*, available at:

<http://www.campebd.org/page/Generic/0/6/18> accessed on 3 December 2016.

³⁹ CAMPE, (2015), *Education Watch Report 2015*, available at:

<http://www.campebd.org/page/Generic/0/6/39>, accessed on 3 October 2016.

⁴⁰ Global Partnership for Social Accountability (2016), *Sustainable Development Goals: Keeping Citizens at the Center*, available at:

<http://www.thegpsa.org/sa/event/round-table-sustainable-development-goals-keeping-citizens-center>, accessed on 5 December 2016.

⁴¹ Global Partnership for Social Accountability (2016), *Sustainable Development Goals: Keeping Citizens at the Center*, available at:

<http://www.thegpsa.org/sa/event/round-table-sustainable-development-goals-keeping-citizens-center>, accessed on 5 December 2016.



Chapter Six

Coordination and Monitoring

Implementation of SDG4 requires a ‘whole of government’⁴² approach at the country level while it may be driven by education ministries. In light of the role of education in building knowledge based societies and curtailing increasing disparities as well as the renewed emphasis on lifelong learning in this new education agenda, there is need for stronger leadership, coordination and synergy within government and integration into a wider-economic development framework.

Global monitoring is integral to international and regional efforts to strengthen analysis and knowledge management. However, as the primary responsibility for monitoring lies at the country level, countries should build up effective monitoring and accountability mechanisms, adapted to national priorities, in consultation with civil society. They should also work towards building greater consensus at the global level as to what specific quality standards and learning outcomes should be achieved and how they should be measured.⁴³

⁴² UNESCO (2016) *Education 2030: Incheon Declaration and Framework for Action* retrieved from http://www.unesco.org/new/en/brasilia/about-this-office/single-view/news/education_2030_incheon_declaration_and_and_framework_for_ac/

⁴³ *ibid*

National collective efforts are crucial for better coordination and effective monitoring of successful implementation of Education 2030 with collaboration between state and non-state actors. This should build on partnership, shared conceptual frameworks and effective mechanisms that exist as well as new ones forged to ensure improved collaboration, cooperation, coordination and monitoring of the education agenda.⁴⁴

Coordination Mechanism

General Economics Division (GED) has identified, in attempting to map Ministries/Divisions role for implementation of SDG Targets, 49 Ministries/Divisions including the Prime Minister's Office and the Cabinet Division, who would be directly or in supportive role involved in implementation of the SDG targets. Probably, as many as 40 Ministries /Divisions will have to take the lead role for attaining certain SDG targets. Six constitutional and/or quasi-judicial government bodies, listed below, and the National Parliament also will be involved in SDG implementation.

1. Bangladesh Jatio Shagsad (National Parliament)
2. Anti-Corruption Commission
3. Human Rights Commission
4. Comptroller and Auditor General
5. Election Commission
6. Bangladesh Bank
7. Information Commission.

All the six Divisions of the Planning Commission, including GED will be linked with maintaining an oversight of national SDG implementation.⁴⁵

⁴⁴ *ibid*

⁴⁵ *Alam S., (2016), Presentation to Consultation on Stakeholders' Engagement on SDG Implementation in Bangladesh, Planning Commission, 30 March 2016.*

Table 3: Mapping of Ministries/Divisions by Targets of Goal 4 of SDGs in Bangladesh⁴⁶

Sustainable Development Goal and associated Targets	Lead Ministries / Divisions	Associate Ministries/ Divisions	Actions to achieve the SDG targets within 7 th FYP (2016- 2020)	Actions to achieve the targets beyond 7 th FYP Period (2021-2030)	List of Existing Policy Instrument (Acts/Policies/ Strategies etc.)	Proposed Global Indicators for Performance Measurement	Remarks
1	2	3	4	5	6	7	8
Goal 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all							
Target 4.1 By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes	<i>Lead:</i> MoPME; <i>Co-Lead:</i> MoE	MoWCA; MoInf; MoSW; MoRA; MoHF&W; LGD; MoYS; SID	<ul style="list-style-type: none"> ■ Implement National Education Policy of 2010 ■ Implement third Primary Education Development Programme (PEDP 3) ■ awareness raising programme for parents to make them aware of early childhood development benefits ■ promote community-based childcare centres for clusters of families ■ Pre-primary education (for children 3-5 years) will be expanded to make formal education more effective ■ highest level of priority will be given to increase enrolment rate and decrease dropout rate, train primary teachers, increase the attendance rate, increase contact hours, and maintain gender parity in access and achievement 		Compulsory Primary Education Act 1990; National Education Policy, 2010; Prime Minister's Education Assistance Trust Act 2011;	4.1.1 Proportion of children and young people: (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex	

⁴⁶ Planning Commission, Bangladesh (2016) http://www.plancomm.gov.bd/a-handbook-mapping-of-ministries_targets_sdg_-7-fyp_2016/

Sustainable Development Goal and associated Targets	Lead Ministries / Divisions	Associate Ministries/ Divisions	Actions to achieve the SDG targets within 7 th FYP (2016- 2020)	Actions to achieve the targets beyond 7 th FYP Period (2021-2030)	List of Existing Policy Instrument (Acts/Policies/ Strategies etc.)	Proposed Global Indicators for Performance Measurement	Remarks
1 4.2 By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education	2 <i>Lead:</i> MoPME <i>Co-Lead:</i> MoHPW	3 MoSW; MoWCA; MoRA; LGD;	4 <ul style="list-style-type: none"> ■ EPI coverage for all children ■ arrangements for safe child birth programme on PNC ■ eradication of polio ■ elimination of measles and neonatal tetanus national nutrition programme 	5	6 The revised Child Marriage Restraint Act 2013; Primary Education Development Programme	7 4.2.1 Proportion of children under 5 years of age who are developmentally on track in health, learning and psychosocial wellbeing, by sex	8
	<i>Lead:</i> MoPME	MoInf; MoRA; LGD	<ul style="list-style-type: none"> ■ improve the standard of preschool ■ increase in the number of schools with pre-school classes ■ rise in the proportion of teachers trained 			4.2.2 Participation rate in organized learning (one year before the official primary entry age), by sex	
4.3 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including	<i>Lead:</i> MoE	FD; MoEWOE; MoLE; MoYS; MoWCA; MoInd (BITAC); MoTI; SID	<ul style="list-style-type: none"> ■ Equal emphasis to the farm and non-farm sectors including internal and external labour mobility to expand employment opportunities for the youth ■ necessary training and support to the youth ■ vocational ICT training facilities for the youth ■ programme to extract a rich demographic dividend through grooming the youth with secular, democratic, ethical, and humane values 			4.3.1 Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex	

Sustainable Development Goal and associated Targets	Lead Ministries / Divisions	Associate Ministries/ Divisions	Actions to achieve the SDG targets within 7 th FYP (2016- 2020)	Actions to achieve the targets beyond 7 th FYP Period (2021-2030)	List of Existing Policy Instrument (Acts/Policies/ Strategies etc.)	Proposed Global Indicators for Performance Measurement	Remarks
1 4.4 By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship	2 <i>Lead:</i> MoE	3 ICTD; FD; MoE/WOE; MoLE; MoYS; MoInd; BFID (BB); MoInf	4 <ul style="list-style-type: none">■ Restructure curriculum at degree and diploma levels for all technical courses along with the up-gradation of industrial training institutions.■ ICT training facilities for the youth/ adult■ Improve tele density to 100%, internet penetration to 100% and broadband coverage to 50%■ All primary schools to have at least 1 and all secondary schools to have at least 3 multimedia classrooms■ 30% of primary schools and 100% of all secondary schools to have an ICT laboratory■ 25% Community Health Clinics provide teleconsultation with specialists in urban areas■ All G2P cash transfers and most P2G and B2G payments done digitally■ Most vital government services are made available at all Digital Centres■ 100% of citizens and residents have digital ID that is used in service delivery	5	6 ICT Fellowship and Donation Policy 2013; Proposed NFE Subsector Programme	7 4.4.1 Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill	8

Sustainable Development Goal and associated Targets	Lead Ministries / Divisions	Associate Ministries/ Divisions	Actions to achieve the SDG targets within 7 th FYP (2016- 2020)	Actions to achieve the targets beyond 7 th FYP Period (2021-2030)	List of Existing Policy Instrument (Acts/Policies/ Strategies etc.)	Proposed Global Indicators for Performance Measurement	Remarks
1	2	3	4	5	6	7	8
4.5 By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous	Lead: MoE; Co-Lead: MoPME; Co-Lead: MoSW	MoCHTA; MoWCA MoRA; MoYS; SID;	<ul style="list-style-type: none"> ■ 1 million trained HR for the ICT industry ■ Strategy has to be pursued vigorously through PPP and private sector initiatives to operate demand driven technical training centres with public institutions managing quality control and accreditation system with the result that centres of manufacturing technology excellence would be created. ■ A separate body named Department for Skill Development Training is very much needed for overall management of skill training programmes 		Bangladesh Persons with Disability Welfare Act 2001; The Rights and Protection of Persons with Disabilities Act, 2013;	4.5.1 Parity indices (female/male, rural/urban, bottom/top wealth quintile and others such as disability status, indigenous peoples and conflict -affected, as data	

Sustainable Development Goal and associated Targets	Lead Ministries / Divisions	Associate Ministries/ Divisions	Actions to achieve the SDG targets within 7 th FYP (2016- 2020)	Actions to achieve the targets beyond 7 th FYP Period (2021-2030)	List of Existing Policy Instrument (Acts/Policies/ Strategies etc.)	Proposed Global Indicators for Performance Measurement	Remarks
1 peoples and children in vulnerable situations	2	3	4	5	6	7	8
4.6 By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy	<i>Lead:</i> MoPME; <i>Co-Lead:</i> MoE	MoWCA; MoYS; MoInf; MoRA; MoSW; SID	<ul style="list-style-type: none"> ■ Reduce or maintain the current income inequality of 0.45 ■ Spending on Social Protection as a share of GDP to be increased to 2.3% of GDP ■ ensure gender parity at all levels of education and training ■ promote gender equality in TVET 		Non-Formal Education Act, 2014	4.6.1 Percentage of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex	become available) for all education indicators on this list that can be disaggregated
4.7 By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including among others, through education for sustainable development and sustainable lifestyles, gender	<i>Lead:</i> MoE	FD, ICTD, IJD; MoCA; MoPME; MoRA; MoWCA; MoEF; MoInf; MoFA	<ul style="list-style-type: none"> ■ building e-learning infrastructure, i.e., one school, one computer lab, smart class room with e-learning facilities ■ ICT education ■ ICT-based education ■ Vocational ICT training facilities for the youth. ■ creation of smart/multimedia classrooms ■ training teachers to create digital contents for their use in classrooms 		National Skill Development Policy 2011;	4.7.1 Extent to which (i) global citizenship education and (ii) education for sustainable development, including gender equality and human rights, are mainstreamed at all levels in: (a) national education policies,	

Sustainable Development Goal and associated Targets	Lead Ministries / Divisions	Associate Ministries/ Divisions	Actions to achieve the SDG targets within 7 th FYP (2016- 2020)	Actions to achieve the targets beyond 7 th FYP Period (2021-2030)	List of Existing Policy Instrument (Acts/Policies/ Strategies etc.)	Proposed Global Indicators for Performance Measurement	Remarks
1 equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development	2	3	4 <ul style="list-style-type: none"> ■ Various subjects enhancing appreciate of fine arts should be introduced in primary and secondary level as per education policy. ■ Develop Bengali language and literature and create facilities to develop Bengali as the medium of instruction; 	5	6	7 (b) curricula, (c) teacher education and (d) student assessment	8
4.a Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all	<i>Lead:</i> MoPME <i>Co-Lead:</i> MoSW	MoE; MoWCA; SEID; LGD	<ul style="list-style-type: none"> ■ Every primary and secondary school will establish a multimedia classroom with a power-saving internet-connected laptop, projector/large-screen- TV and teachers professionally trained to use multimedia content for general subjects. 		National Sanitation Strategy 2005;	(4.a.1 Proportion of schools with access to: (a) electricity; (b) the Internet for pedagogical purposes; (c) computers for Pedagogical purposes; (d) adapted infrastructure and materials for students with disabilities; (e) basic drinking water; (f) single sex basic sanitation facilities; and (g) basic hand washing facilities (as per the WASH Indicator definitions)	

Sustainable Development Goal and associated Targets	Lead Ministries / Divisions	Associate Ministries/ Divisions	Actions to achieve the SDG targets within 7 th FYP (2016- 2020)	Actions to achieve the targets beyond 7 th FYP Period (2021-2030)	List of Existing Policy Instrument (Acts/Policies/ Strategies etc.)	Proposed Global Indicators for Performance Measurement	Remarks
1	2	3	4	5	6	7	8
4.b By 2020, substantially expand globally the number of scholarships available to developing countries, in particular least developed countries, small island developing States and African countries, for enrolment in higher education, including vocational training and information and communications technology, technical, engineering and scientific programmes, in developed countries and other developing countries	<i>Lead:</i> ERD	MoE; MoFA; MoST; MoPA	<ul style="list-style-type: none"> special education loan scheme and scholarship programmes will be introduced for suburban and rural meritorious students who are comparatively less likely to move abroad 			4.b.1 Volume of Official development assistance flows for scholarships by sector and type of study	
4.c By 2030, substantially increase the supply of qualified teachers, including through international	<i>Lead:</i> MoE	MoPME; MoFA; ERD	<ul style="list-style-type: none"> More teachers will be trained Every primary and secondary school will establish a multimedia classroom with internet-connected laptop, projector /large-screen-TV 			4.c.1 Proportion of teachers in: (a) pre-primary; (b) primary; (c) lower secondary; and (d)	

Sustainable Development Goal and associated Targets	Lead Ministries / Divisions	Associate Ministries/ Divisions	AActions to achieve the SDG targets within 7 th FYP (2016- 2020)	Actions to achieve the targets beyond 7 th FYP Period (2021-2030)	List of Existing Policy Instrument (Acts/Policies/ Strategies etc.)	Proposed Global Indicators for Performance Measurement	Remarks
1 cooperation for teacher training in developing countries, especially least developed countries and small island developing States	2	3	4 and teachers professionally trained to use multimedia content for general subjects <ul style="list-style-type: none"> ■ Expand in-service training to teachers 	5	6	7 upper secondary education who have received at least the minimum organized teacher training (e.g. pedagogical training) pre-service or in-service required for teaching at the relevant level in a given country	8

Government has the primary responsibility to deliver on the right to education and a central role as custodians of efficient, equitable and effective management and financing of public education. They should sustain political leadership on education and guide the process of contextualizing and implementing the SDG4-Education 2030 goal and targets, based on national experiences and priorities, while ensuring a transparent and inclusive process with other key partners. Partnerships at all levels must be guided by the principles of open, inclusive and participatory policy dialogue, along with mutual accountability, transparency and synergy. Participation must begin with the involvement of families and communities to boost transparency and to guarantee good governance in the education administration.⁴⁷

Civil Society Organizations (CSOs), including coalitions/networks need to be engaged and involved at all stages, from planning through to monitoring and evaluation of SDGs in Bangladesh. Using the potential they can promote social mobilization and raise public awareness, enabling the voices of citizens including those who face discrimination to be heard in policy development. They have innovative and complementary approaches that help advance the right to education, especially for the most excluded groups. They also can document and share evidence from practice, from citizens' assessments and from research to inform structured policy dialogue, holding governments accountable for delivery, tracking progress, undertaking evidence-based advocacy, scrutinizing spending and ensuring transparency in education governance and budgeting.

The **Private Sector** also can play an important role with their experience, approaches, business expertise and financial resources to strengthen public education in the country. They can contribute to education and development through multi-stakeholder partnerships, investment and contributions that are transparent, aligned with local and national priorities, respect education as a human right and do not

⁴⁷ UNESCO (2016) Education 2030: Incheon Declaration and Framework for Action
retrieved from http://www.unesco.org/new/en/brasil/ia/about-this-office/single-view/news/education_2030_incheon_declaration_and_and_framework_for_ac/

increase inequality. In addition, they can mobilize additional resources for public education, including by paying fair taxes, and focus those resources on priority areas. They can help education and skills-training planners understand labour market trends and skills needs, thereby facilitating the school-to-work transition, and contribute innovative approaches to addressing education challenge. They have potential to increase inclusive education opportunities by providing additional services and activities to reach the most marginalized within the framework of state-regulated standards and norms.

The **research community** has an important contribution to make in education development in general and policy dialogue in particular. It can develop policy-relevant research, including action research, to facilitate the achievement of the targets, and make knowledge on education practices available in a usable form for policy-makers. It can develop local and national sustainable capacity for qualitative and quantitative research and help chart progress, propose options or solutions and identify best practices that are innovative, scalable and transferable.

Importantly **social groups, particularly youth and women** and their organizations should be another essential partner with specific and unique expertise as important target groups of Education 2030. They are best placed to determine their requirements for improved learning as active, responsible learners. Efforts need to be made to ensure their active representation and participation. They can encourage government and other partners to develop education programs for young people and women, notably vulnerable and marginalized among them. They can participate in intergenerational dialogue, making the case for recognition of children, adolescents and youth, and especially girls and young women, as rights bearers and legitimate interlocutors in education policy and practice at all levels. They can help shape policies that foster relevant and responsive education systems and enable a smooth transition from education and training to decent work and adult life.

M&E Framework

GED's roadmap for aligning SDG and 7FYP also anticipates the preparation of an M&E framework for SDG Target implementation including development of national and local indicators and Key Performance Indicators; identification of data gaps and ways of overcoming these; as well as refining assessment of resource needs.

These essential steps will be fruitful only when a credible and workable plan for implementation of the 7FYP/SDG combined, aligned and adapted for the national context is worked out. As the discussion above on the education objectives and targets shows, there is much that remained to be done in this respect.

Recognizing the importance of qualitative aspects of the targets and their adaptation to specific national contexts, an international Technical Advisory Group (TAG) has been at work in developing indicators for SDG4. Four levels of indicators are proposed:

- a) **Global:** A small set of globally comparable indicators for all SDGs, including SDG4. These are under development through a consultative process led by the United Nations Statistical Commission to monitor progress towards the associated targets;
- b) **Thematic:** A broader set of globally comparable indicators proposed by the education community to track the education targets more comprehensively across countries; they will include the global indicators; 43 such indicators have been formulated and a broad agreement has been reached.
- c) **Regional:** Additional indicators may be developed to take account of specific regional context and relevant policy priorities.
- d) **National:** Indicators selected or developed by countries to take account of their national contexts and which will correspond to their education systems, plans and policy agenda.

There has been a consensus on the global indicators in the international technical group working on indicators. A broader set of thematic goals are still under discussion though agreement has been reached on a majority of the 43 thematic indicators. Additional or modified regional indicators are being considered in each region under

UNESCO auspices. The national indicators based on the global, thematic and regional indicators with appropriate addition, subtraction or modification have to be developed in each country for use by the country.

The thematic as well as the national indicators are expected to be based on five criteria: relevance to the population to be served, alignment with the concepts in the target, feasibility for regular annual or periodic data collection, ease of communication to stakeholders, and interpretability for policy and action.⁴⁸

During the EFA/MDG period, Bangladesh made significant progress in collecting monitoring data to track EFA progress. However, these are inadequate for the more ambitious SDG4 targets and their complex monitoring data requirements. As noted above, technical work on indicators led by UNESCO/UIS is underway and there is a general consensus on 43 indicators. It appears that adequate data are available on a small number of these indicators in Bangladesh at present, only partially available on others, and no data are readily available on still others.

A head start has been made in Bangladesh in developing national indicators when work was done by the Planning Commission (GED) and the People's Forum on MDG on the post-2015 agenda. Both bodies, as noted earlier, have formulated targets and the related indicators (Annex 1). This work was done before the global discussion on indicators produced a consensus on the global indicators and made considerable progress on the thematic indicators.

A priority task for monitoring and developing relevant indicators for Bangladesh would be to examine closely the international indicators, consider what may be relevant for Bangladesh, and what need to be adapted or added to, and what steps need to be taken for adequate data availability, analysis and reporting.

⁴⁸ UNESCO (2015) *Education 2030 Framework for Action*

It would be desirable to critically examine the proposed indicators of GED and PFM and assess how they compare with each other and with the global and thematic indicators. A common set of national indicators that would be used not only to monitor progress but also taken into account in designing programs and activities would be the aim. But there may be additional or different indicators, which civil society or some stakeholders concerned with specific issues, may wish to be applied in monitoring and assessment. Their value and feasibility should be given due consideration.

Enabling SDG/7FYP Implementation

Constructing an implementation structure and framework for SDG in general, and within it SDG4, in particular, calls for bringing together the concepts and vision and the practical processes and mechanisms discussed in the previous sections. The thoughts and actions have to be forged into a coordinated national effort. A consensus has to be developed for a framework of action which may be further elaborated and refined over a period of time in the light of progress achieved.

Developing a National Framework for Action

If the government recognizes the need to priorities and guide educational development to serve national development aspirations, as it does, the planning function has to be strengthened in appropriate ways. As noted earlier, a panel of education experts with insight and interest in the interface of education and national development can be brought into the process of crafting and elaborating the Plan. The Plan has to be used as the basis for budgets in the two education ministries.⁴⁹

The critical concerns that have been noted in sections above must be considered in developing a national framework for action to build capacities, mobilize adequate resources, and improve governance to realize the outcomes of education 2030. An enumeration of the structural and operational issues for educational development by 2030 has been indicated earlier in the section “What is missing in 7FYP.”

⁴⁹ Ahmed M., (2015), *Education in 7th Plan*, *Daily Star*, available at: <http://www.thedailystar.net/education-in-the-7th-plan-59456>, accessed on 12 October 2016.

It is appropriate to note four interrelated and essential features emphasized in the General Comment No 13 of the Committee on Economic, Social and Cultural Rights. While designing any law or policy concerning education these four features- availability, accessibility, acceptability, and adaptability⁵⁰ should be taken into account which can form the basis of a human-rights based approach to education under SDG4.⁵¹

Availability: Educational institutions and programs must be available with sufficient quantity for all to attend. This requires adequate buildings, sanitation facilities, safe drinking water, trained teachers, and teaching materials.

Accessibility: Educational institutions and programs must be accessible to everyone without discrimination. This means that they must be open to all, especially the most vulnerable groups, without discrimination on any of the prohibited grounds. They must be physically accessible, and within safe physical reach, and also economically accessible.

Acceptability: The form and substance of the education, curricula and teaching methods must be relevant, culturally appropriate, and of good quality. Enhancing SDG4 contributions to the environmental pillars of sustainable development, taking into account the UNCRC criteria, suggests developing respect for the natural environment, and teaching about sustainable development and sustainable lifestyles.

Adaptability: The education objectives, curricula, and teaching methods must be flexible enough to adapt to communities' changing needs, and to respond to the needs of students.

⁵⁰ [http://www.ohchr.org/EN/Issues/Education/Training/Compilation/Pages/d\)GeneralCommentNo13Therighttoeducation\(article13\)\(1999\).aspx](http://www.ohchr.org/EN/Issues/Education/Training/Compilation/Pages/d)GeneralCommentNo13Therighttoeducation(article13)(1999).aspx)

⁵¹ UNEP, (2016), *SDG4 on Ensuring Inclusive and Equitable Quality Education: Contributions of International Law, Policy and Governance*, available at: http://cisdl.org/public/SDG%20Icons/SDG_4_Education_-_Issue_Brief_-_06.09.2016_-_Final_-_UNEP.pdf, accessed on 4 December 2016.

As noted in the beginning of this chapter, a ‘whole of government’⁵² approach at the country level is called for given the role of education in building knowledge based societies and combating increasing disparities as well as the renewed emphasis on lifelong learning in the new education agenda. The criteria of 4-As (availability, accessibility, acceptability, and adaptability) for education services can guide strong leadership, coordination and synergy within government for education and its integration into a wider socio-economic development framework.

⁵² UNESCO (2016) Education 2030: Incheon Declaration and Framework for Action
retrieved from http://www.unesco.org/new/en/brasilia/about-this-office/single-view/news/education_2030_incheon_declaration_and_and_framework_for_ac/

Chapter Seven

Challenges and Critical Areas of Action

The goals of SDGs are meant to be the “bread for daily implementation, not cake for special occasions”.⁵³ Challenges accompany SDGs at both global and country arena. Despite significant economic progress over the last 15 years and achievements in areas such as poverty alleviation, health, and education, Bangladesh still faces developmental challenges related to involvement of the whole of government, engagement of all sectors of society, buy-in by the development partners including international financial institutions and making stakeholders accountable.

Challenges Ahead

General Economics Division of the Planning Commission of Bangladesh has appropriately alerted all about the challenges ahead for initiating the formulation of the credible and implementable action plan for each sector. Necessary steps indicated are:

- Placing SDG and 7FYP for the sector within a longer term framework of priorities and objectives beyond the Seventh Plan at least up to 2030;

⁵³ Heijden K. van der and Bapna M. (2015) Now Comes the Hard Part: 4 Key Challenges to SDGs available at <http://www.wri.org/blog/2015/09/now-comes-hard-part-4-key-challenges-sdgs>

- Critically reviewing 7FYP targets, each Ministry's own on-going plans and activities and anticipated needs and priorities including external assistance possibilities where appropriate;
- Engaging other Ministries, agencies and stakeholders including NGOs and CSOs who may have a role in implementing the plan;
- Developing participatory monitoring and accountability approach, methods and tools involving key stakeholders;
- Identifying areas of change and criteria for prioritising and localizing SDG actions;
- Analysing financial and capacity needs and identifying current and possible new sources of funds and partnerships;
- Updating sectorial plan with necessary adjustments keeping in view the alignment of SDG-7FYP and sectorial priorities (Alam, 2016).

This process is expected to be guided by a national Steering Committee headed by the Prime Minister (*ibid.*) The steps indicated for each Ministry/Division as listed above constitute an essential process that has to be undertaken seriously and methodically. How meticulously and diligently this is done with appropriate participation and involvement of stakeholders will determine how credible and workable the subsector strategy and plan are and how these fit into the national SDG plan and strategy.

Coherent Sector and Sub-Sector Plans

The complexities of balancing priorities, diverse interests, capacities and resources in order to develop workable and coherent sector and sub-sector plans that also contribute to national SDG implementation cannot be underestimated. The issues and challenges have been discussed. The peculiarity of the education sector, as noted, is that the main work of the sector is divided between two Ministries without a strong rationale for dividing school education between two Ministries (or a rationale that has outlived its usefulness). It would be appropriate to form a high level joint taskforce of the two Ministries and other stakeholders including concerned NGOs, academic and research

institutions, civil society and the private sector to examine and formulate the objectives, targets, strategies and indicators for education that would constitute the common 7FYP and SDG4 targets and indicators for education.

Critical Areas of Action

Considerable groundwork has already been done. The job now would be to refine, elaborate, and ensure consistency and alignment with national priorities, especially giving attention to issues which have not been addressed adequately. Based on the discussion above, the issues that the proposed task force would need to give particular attention are recapitulated below.

First, the downward trend in public funds for education, as share of GDP and the national budget in recent years is inconsistent with the government's own proclaimed goals. One of the lowest positions globally in this respect is not acceptable and must be reversed. Within a medium term time-table the proportion of GDP for public education budget should be raised to at least 4% and eventually to 6% and/or 20% of national budget. Education budget planning needs to be informed and guided by the objective of attaining the 7FYP targets and laying the ground for achieving SDGs. The modest increase in education budget for FY 2016-7, it is hoped, will be a trend setter for the future. Bangladesh would do well to introduce a National Education Accounts mechanism to have a better picture of its education resources and build a case for more resources and their better use.

Second, the existing national objectives and targets as regards education included in 7FYP need to be placed in and aligned with the framework of the targets and indicators of SDG4/Education 2030 and overall SDGs. The objectives and policies will need to be backed up by a set of quantifiable annual targets. No specific universalization plan exists yet for education beyond grade 5, though official and civil society SDG target is grade 8. Steps have to be taken to reconcile global target of universal full secondary education by 2030 with national grade 8 target. The exercise to enact a new education law is a good opportunity to improve the legal framework for the targets, including resource provision and governance criteria, provided that

the law reflects the education priorities and facilitates their implementation.

The Compulsory Primary Education Law 1990 covers up to grade V. The new draft Act, going by what is known at present has no mention of adequacy and efficiency of resources and budgets for education or criteria and principles for education resource mobilization and allocation. A rights and equity-based education system, for example, requires that public education resources are allocated equitably, applying certain criteria, among upazilas, proportional to student population in each.

The highly centralized structure of education governance with decision-making and management concentrated in the capital city for a student population of some 40 million, 200,000 institutions, and a million teachers, remains essentially intact under the new draft law. Education resource mobilization and budget making and management can be strengthened by Upazila and district based-planning and management of basic and school education. This could be envisaged in the education law in line with the stated National Education Policy 2010 objectives and the constitutionally required role of local government bodies in this respect. The comprehensive education law should be the facilitator for realising the SDG4 agenda, and not create obstacles in the way.

A permanent statutory National Education Commission, anticipated in Education Policy 2010, can be a mechanism for guiding, exercising oversight and assessing progress and impact of education reforms.

Both PFM and GED agenda adopted targets for sustainable development action which implies education, awareness raising and behavior change of population; the educational implications of these objectives should be made explicit and included in targets and indicators. Similarly, responsible citizenship, and respect for diversity should be explicit in education objectives. Realization of the wide-ranging and complex objectives under Target 4.7 is difficult and good examples and effective practices are scarce; reform initiatives have to be carefully designed and pursued vigorously to this end.

Third, new thinking about teachers is needed. By far the largest expenditure item in education is the teaching personnel. Finance and budget measures have to provide for sufficient numbers of teachers and ensure effective teaching-learning. Apart from improving current in-service training of teachers, measures have to be taken to make teaching one of the first career choices for talented young people, rather than the last one. A ten-year plan has to be taken to bring about this transformation – learning from both developed OECD countries and those in East Asia including China.

Four key elements in this plan would be: (a) the creation of a National Teaching Service Corps (NTSC) with high remuneration and prestige, (b) attracting bright young people with stipend and lure of NTSC job into a four-year teacher preparation track after higher secondary, (c) introducing in the four-year general degree program (BA or BSc) education as a subject, and (d) ensuring high quality of this degree program by enforcing quality standards in at least 100 government degree colleges in the country. A nucleus of quality teaching personnel in thousands of primary and secondary schools could be created in ten years by placing 2 or 3 NTSC teachers in each school.

Fourth, the unacceptably low quality of degree colleges (with three quarters of tertiary enrolment in these colleges, which also are the suppliers of primary and secondary teachers – creates a vicious cycle in education, which must be addressed with urgency. Higher education quality improvement efforts at present are confined mostly to regular universities, other than National and Open Universities. While the former is important, the relative neglect of the degree colleges under the National University and widening tertiary education opportunities through the Open University without reasonable quality assurance are not consistent with SDG4 and the national education agenda.

Fifth, non-formal alternatives for out-of-school children have to be effectively funded. Three to four million children of primary school age are still out of school, either because they have never enrolled in school or have dropped out early. Bangladesh NGOs, led by BRAC, pioneered the non-formal second chance primary education programme in the 1980s which has been successfully scaled up. A second chance programme must be a part of the main strategy for

universal primary education in order to serve out of school children of all kinds – dropouts, working children, those in remote areas and those in other special circumstances. But this can work only if a partnership is built with the NGOs which have proven their commitment and capacity. The NFPE option will also be needed for anticipated compulsory grades 6-8.

Sixth, expansion of pre-primary education with acceptable quality has to be supported. A good start has been made in expanding a year of preprimary education now serving more than half of those entering primary school. Expansion of preschools with quality was foreseen to be undertaken through GO-NGO collaboration by coordinated planning in each upazila. A GO-NGO collaboration guideline was prepared by the Ministry of Primary and Mass Education, but was not implemented for lack of public funding for NGO contribution. Early childhood development for younger children also needs to be expanded, for which the Ministry of Women and Children Affairs is the focal point. No specific target for early childhood development below pre-primary has been set, only scattered activities for young child development mostly by NGOs are in existence. Quality deficits in pre-primary are serious problems. A program without acceptable quality for young children can do more harm than good.

Seventh, lifelong learning has to be supported with literacy as the first step. The principles and practice of lifelong learning have come to the fore again in the context of Education 2030/SDG4. To make lifelong learning a reality and expand functional literacy for youth and adults, a network of community learning centres (CLCs) offering relevant learning activities and supported by essential resources, complementing formal education, must be built up. NGOs have shown their commitment in this area with some 5,000 gonokendros (people's centers) run by different organisations. Core resources have to be provided by the government and partnership modalities have to be developed among government, NGOs and communities to build a nationwide network of CLCs. A viable program for literacy as the foundation for lifelong learning through networks of community learning centres (CLCs) and wide and equitable access to ICT has to be developed.

Eighth, supply-driven skills development with low quality and market relevance, and minimal attention to apprenticeship and needs of the informal economy (though it accounts for over 80% of employment) need to change, as anticipated in National Skills Development Policy. Overall TVET participation is low for the secondary education age-group - even lower for females; low outreach and high gender disparity can be seen in non-formal/flexible shorter courses; no major program at present for skill training for informal economy jobs and limited formal/informal apprenticeship. Expansion of TVET within the present structure, without major reform, will not help reaching the target.

Ninth, ideally, a significant increase in the revenue share of GDP and enhancing revenue-raising capacity of local government bodies should provide for necessary increase in education budgets. Both of these possibilities are up against formidable political constraints and a lack of political will to overcome the constraints. These would be still the longer term direction to be pursued. Meanwhile, two pragmatic measures could be considered - an education cess (taking the positive and negative lessons from India and other countries into account) and tax incentives for individual and corporate contribution to education. Both of these measures have to be designed carefully with assurance of transparency and efficient use of funds for visible results in order to make these steps acceptable to the public.

Tenth, Bangladesh's foreign aid strategy for education will need to be redesigned in view of targets of the 7FYP and the SDGs. Foreign aid will be an important source for financing education, in spite of Bangladesh being labeled as a middle income country. It is necessary to engage in dialogue with the development partners on a continuing basis for predictable support to fulfill the SDG4 agenda appropriately adapted and indicators for assessing and reporting progress elaborated. External assistance has to fit into the priorities and strategies designed through participation and dialogue with stakeholders. The open dialogue needs include the structural concerns which need to be addressed. Various subsector programs for primary education, secondary education, TVET and non-formal education/lifelong learning under consideration or negotiation need to fit into an overall framework of national education sector planning and SDG4 implementation plan.

Eleventh, all school education should be brought under one national administrative jurisdiction. School education divided under two ministries (unlike anywhere else in the world), creates problems of curriculum continuity, student assessment, teacher preparation and supervision, and developing and guiding and implementing an overall quality-with-equity strategy in the national education system. A separate agency for primary education up to grade 5, introduced with the adoption of the compulsory primary education law, which later transformed into a full Ministry, has lost its value and has become an impediment to school education development, especially in the context of SDG4 target of universal education that embraces secondary education.

This is not necessarily an exhaustive enumeration of the issues which should be considered for the 7FYP and SDG education agenda for Bangladesh. These are highlighted because these have been neglected or not given due consideration so far.



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ANNEX - I

GED led Post-2015 Agenda - Goals, Targets and Indicators proposed for Education

Targets	Indicators
Goal 6: Ensure quality education and skills for all Targets Indicators	
6.1 Ensure quality basic education for all	<ul style="list-style-type: none"> ■ Proportion of children completing pre-primary education by age cohort ■ Proportion of children completing education up to grade VIII ■ Percentage of dropout by level ■ Teacher-student ratio by level ■ Percentage of female teachers at primary level ■ Percentage of literate adults with livelihood and life skills ■ Percentage of teachers trained Post 2015 Development Agenda
6.2 Mainstream Technical & Vocational Education and Training (TVET) and skills education in post primary curriculum	<ul style="list-style-type: none"> ■ Percentage of education budget for TVET ■ Percentage of students in TVET system ■ Percentage of 15+ dropout children completing vocational and skills training regardless of level of education ■ Availability of integrated TVET in post primary level ■ Percentage of industries linked with TVET and skills development institutions ■ Percentage of „out of school children join skills equivalence program and obtain certificate
6.3 Ensure quality secondary and higher education	<ul style="list-style-type: none"> ■ Percentage of students qualified in light of program for international student assessment (PISA) ■ Percentage of science graduates at secondary and tertiary levels ■ Percentage of teachers trained ■ Percentage of dropout ■ Percentage of the higher education establishing with accreditation council ■ Percentage of budget allocation for higher education.
6.4 Promote quality research (for knowledge creation/innovation)	<ul style="list-style-type: none"> ■ Proportion of budget assigned to research and innovation ■ Number of research findings/innovations patented ■ Proportion of investment in research and development (R&D) by the private sector

Other targets and Indicators relevant to the education agenda

- 1.1 Ensure rights of all children and strengthen protection of children from all sorts of abuses (politically, economically, and socially)
- 1.2 Ensure productive opportunities for youth
- 3.1. Halve the number of undernourished children under 5 years old
- 5.1. Eliminate violence against girls and women
- 5.4. Eliminate child marriage
- 7.1 Ensure decent and productive employment for all
- 7.4. Reduce child labour and eliminate worst form of child labour
- 8.4 Enhance the financial and administrative power of local government institutions
- 8.6 Promote equitable access to services

- 9.4 Encourage 3R (reduce, reuse and recycle) approach for use of products and resources, reuse, recycled
- 10.3 Reduce the vulnerability and exposure of the communities to disasters
- 10.4 Ensure safe disposal and management of hazardous waste 10.10 Ensure reduction of ozone depleting substances
- 11.6 Encourage global partnership among philanthropic, corporate entities and civil society organizations.

(From "Post-2015 Development Agenda: Bangladesh Proposal to UN," General Economics Division, Planning Commission, June 2013.)

ANNEX - II

GED led Post-2015 Agenda - Goals, Targets and Indicators proposed for Education

Targets	Indicators
Goal 4: Ensure that all children complete primary education (up to class 8 in Bangladesh, and as appropriate in other countries) of acceptable quality	
4.1 Ensure that all children of age 4+ up to reaching age 6 participate in pre-primary preparatory schooling	Proportion of children 4+ up to reaching 6 years of age participating in pre-primary schooling: by income quintile and location (rural, urban) also for particularly disadvantaged groups such as disabled.
4.2 Ensure acceptable quality of education at both pre-primary and primary levels. children, ethnic minorities, slum dwellers, etc	a. Proportion of schools (pre-primary and primary; if same schools teach both, then by level) with adequate and attractive physical environment (classrooms, teaching aid, first aid medical facility, recreation facility, play ground, etc.) for imparting of education. b. Proportion of schools (pre-primary and primary; if same school, then by level) with qualified teachers by location (rural, urban):
4.3 Completion of primary education (up to class 8 as in Bangladesh and up to the relevant class in different countries) by all eligible children	a. Proportion of schools (pre-primary and primary; if same school then by level) with effective school management arrangements: effective school management committee, parent-teacher committee, student's committee. b. % of schools under proper supervision arrangements: by government officials by community committees c. Enrolment rate at primary level, by location (rural, urban) and sex. d. Proportion of enrolled students passing class 5, by location (rural, urban), sex, and level of performance. e. Proportion of enrolled students passing class 8 or the top primary level class, by location (rural, urban), sex, and level of performance. f. Dropout rate by class from class 1 to top primary level class, by location (rural, urban) and sex. g. Identification of particularly disadvantaged groups and measuring their dropout rates by class and sex.

Targets	Indicators
Goal 5: Create skill development opportunities for all, suitable to their ages (children under 15, 15+-45, 45+) for them to make best possible contribution to their own and national sustainable development	
5.1 Universal (with reference to demand) availability of skills imparting/training centres with adequate spaces,	<p>a. Current availability of such centres adequately equipped in % of all existing centres by location (rural, urban) with briefs on types of training provided.</p> <p>b. Proportions of youth and adults making use of the available learning centres by sex and location (rural, urban).</p> <p>c. % of the skill learning/ training centres properly supervised and monitored for quality.</p>
5.2 Ensure literacy competency of the total population; and appropriate skills level of those who participate in the skill development programmes, programmes, and teaching aid.	<p>a. Literacy and numeracy rates of population above 15 years of age and among total population by sex, location (rural, urban), and among disadvantaged groups such as ethnic minorities, disabled people, etc.</p> <p>b. Assessment of competency achievement of youth and adults in literacy and numeracy at basic and functional, self-sustaining levels.</p> <p>c. Proportion of youth and adults, participating in vocational and livelihood skills training.</p> <p>d. Competency achieved by those who have completed their chosen courses, by sex, age and location (rural, urban); also in the case of various disadvantaged groups.</p> <p>e. Proportion of youth and adults participating in lifelong learning.</p>

Other targets relevant for the education agenda (illustrative)

- 1.2 Identification of particularly disadvantaged population groups nationally and take steps to rid them of poverty
- 2.3 Ensure sustainable access to basic hygienic sanitation.
- 2.4 Reduce the proportion of undernourished children and improve their nutritional status.
- 3.1 Enhance employment opportunities.
- 3.4 Eliminate child (under 14) labour.
- 6.4 Increase early detection, referral and care of disabilities and special needs of children with reference to 2015 baseline (percent reduction targets to be set by individual countries).
- 7.3 Elimination of violence against women.
- 7.4 Equal participation of men and women in education, politics, economic activities, and civic roles.
- 8.2 Enhanced management of climate change adaptation consistent with evolving climate change impacts, mitigation consistent with the vision of global warming by less than 2oC by end 2100 with

- reference to pre-industrial level; and integration of disaster risk reduction in the process of sustainable development.
- 8.6 Increase resilience of communities and nations to natural disasters
 - 8.7 Enhance quality of water, air and sound through minimising pollution
 - 9.2 Reduce substantially men-women, rural-urban and rich-poor disparity from 2015 baseline in the field of digitization.
 - 10.1 Improve effective participation and representation of all segments of population in governance at all levels of society from local to central and ensure effective, transparent governance.
 - 10.2 Strengthen democratic local governance.
 - 11.1 Development of mechanisms and mobilization of resources by the international community, aid providers and advocacy agencies to assist the vulnerable populations, communities and governments in fragile states and states in conflict/conflict zones to resolve the issues(s).
 - 11.2 Intensification of efforts by the international community, national governments and civil society to protect children and women in fragile states and states or zones in conflict.
 - 12.1 Increase domestic resource mobilization, with a target of 25% of GDP as the share of public revenue, and its proper allocation for sustainable development.
 - 12.2 Increase public allocations for human capability enhancement, with a target of 6% of GDP for education and skills development and 4 % for health care.

(From "Post-2015 Sustainable Development Agenda – Perspectives and Recommendations from Bangladesh Civil Society," People's Forum on MDGs, published by CAMPE in September, 2013.)

ANNEX - III

Proposed Global Indicator Framework (Status as of July 2016)

Goal 4: <i>Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all</i>	
4.1	By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes
4.1.1	Proportion of children and young people: (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex
4.2	By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education
4.2.1	Proportion of children under 5 years of age who are developmentally on track in health, learning and psychosocial well-being, by sex
4.2.2	Participation rate in organized learning (one year before the official primary entry age), by sex
4.3	By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university
4.3.1	Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex
4.4	By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship
4.4.1	Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill
4.5	By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities
4.5.1	Parity indices (female/male, rural/urban, bottom/top wealth quintile and others such as disability status, indigenous peoples and conflict-affected, as data become available) for all education indicators on this list that can be disaggregated
4.6	By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy
4.6.1	Percentage of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex
4.7	By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development indigenous peoples, and children in vulnerable situations
4.7.1	Extent to which (i) global citizenship education and (ii) education for sustainable development, including gender equality and human rights, are mainstreamed at all levels in: (a) national education policies, (b) curricula, (c) teacher education and (d) student assessment

4.a	By 2030, build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all
4.a.1	Proportion of schools with access to: (a) electricity; (b) the Internet for pedagogical purposes;(c) computers for pedagogical purposes; (d) adapted infrastructure and materials for students
4.b	By 2020, substantially expand globally the number of scholarships available to developing countries, in particular least developed countries, small island developing States and African countries, for enrolment in higher education, including vocational training and information and communications technology, technical, engineering and scientific programmes, in developed countries and other developing countries
4.b.1	Volume of official development assistance flows for scholarships by sector and type of study
4.c	By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States
4.c.1	Proportion of teachers in: (a) pre-primary; (b) primary; (c) lower secondary; and (d) upper secondary education who have received at least the minimum organized teacher training (e.g. pedagogical training) pre-service or in-service required for teaching at the relevant level in a given countryx

Source: Education 2030 Incheon Declaration and Framework for action for the implementation of Sustainable Development Goal 4

ANNEX - IV

Thematic Indicator Framework
Working Draft – Status as of July 2016

Goal 4: <i>Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all</i>			
Concept	Non	Indicator	Proposed Global Indicator
Targets 4.1 – 4.7			
4.1 By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes			
Learning	1.	Proportion of children and young people: (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex	Yes
	2.	Administration of a nationally representative learning assessment (i) during primary (ii) at the end of primary and (iii) at the end of lower secondary education	
Completion	3.	Gross intake ratio to the last grade (primary, lower secondary)	
	4.	Completion rate (primary, lower secondary, upper secondary)	
Participation	5.	Out-of-school rate (primary, lower secondary, upper secondary)	
	6.	Percentage of children over-age for grade (primary, lower secondary)	
Provision	7.	Number of years of (i) free and (ii) compulsory primary and secondary education guaranteed in legal frameworks	
4.2 By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education			
Readiness	8.	Proportion of children under 5 years of age who are developmentally on track in health, learning and psychosocial well-being, by sex	Yes
	9.	Percentage of children under 5 years of age experiencing positive and stimulating home learning environments	
Participation	10.	Participation rate in organized learning (one year before the official primary entry age), by sex	Yes
	11.	Gross pre-primary enrolment ratio	
Provision	12.	Number of years of (i) free and (ii) compulsory pre-primary education guaranteed in legal frameworks	
4.3 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary			
Participation	13.	Gross enrolment ratio for tertiary education	
	14.	Participation rate in technical-vocational education programmes (15 to 24-year-olds)	

Concept	Non	Indicator	Proposed Global Indicator
	15.	Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex	Yes
4.4 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary			
Skills	16.1	Percentage of youth/adults who have achieved at least a minimum level of proficiency in digital literacy skills	Yes
	16.2	Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill	
	17.	Youth/adult educational attainment rates by age group, economic activity status, levels of education and programme orientation	
4.5 By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples, and children in vulnerable situations			
Equity cross-targets		Parity indices (female/male, rural/urban, bottom/top wealth quintile and others such as disability status, indigenous peoples and conflict-affected, as data become available) for all education indicators on this list that can be disaggregated	Yes
		Where possible, other indicators should be presented in relation to their distribution across the population	
Policy	18.	Percentage of students in primary education whose first or home language is the language of instruction	
	19.	Extent to which explicit formula-based policies reallocate education resources to disadvantaged populations	
	20.	Education expenditure per student by level of education and source of funding	
	21.	Percentage of total aid to education allocated to low income countries	
4.6 By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy			
Skills	22.	Percentage of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex	Yes
	23.	Youth/adult literacy rate	
Provision	24.	Participation rate of youth/adults in literacy programmes	

Concept	Non	Indicator	Proposed Global Indicator
4.7 By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development			
Provision	25.	Extent to which (i) global citizenship education and (ii) education for sustainable development, including gender equality and human rights, are mainstreamed at all levels in: (a) national education policies, (b) curricula, (c) teacher education and (d) student assessment	Yes
Knowledge	26.	Percentage of students by age group (or education level) showing adequate understanding of issues relating to global citizenship and sustainability	
	27.	Percentage of 15-year-old students showing proficiency in knowledge of environmental science and geoscience	
Provision	28.	Percentage of schools that provide life skills-based HIV and sexuality education	
	29.	Extent to which the framework on the World Programme on Human Rights Education is implemented nationally (as per UNGA Resolution 59/113)	
Means of implementation 4.a – 4.c			
4.a By 2030, build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all			
Resources	30.	Proportion of schools with access to (i) basic drinking water; (ii) single-sex basic sanitation facilities; and (iii) basic hand-washing facilities	Yes
	31.	Proportion of schools with access to (i) electricity (ii) the Internet for pedagogical purposes and (iii) computers for pedagogical purposes	Yes
	32.	Proportion of schools with adapted infrastructure and materials for students with disabilities	Yes
Environment	33.	Percentage of students experiencing bullying, corporal punishment, harassment, violence, sexual discrimination and abuse	
	34.	Number of attacks on students, personnel and institutions	
4.b By 2020, substantially expand globally the number of scholarships available to developing countries, in particular least developed countries, small island developing States and African countries, for enrolment in higher education, including vocational training and information and communications technology, technical, engineering and scientific programmes, in developed countries and other developing countries			
Number	35.	Number of higher education scholarships awarded by beneficiary country	
	36.	Volume of official development assistance flows for scholarships by sector and type of study	Yes

Concept	Non	Indicator	Proposed Global Indicator
4.c By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States			
Qualified	37.	Percentage of teachers qualified according to national standards by education level and type of institution	
	38.	Pupil/qualified teacher ratio by education level	
Trained	39.	Proportion of teachers in: (a) pre-primary; (b) primary; (c) lower secondary; and (d) upper secondary education who have received at least the minimum organized teacher training (e.g. pedagogical training) pre-service or in-service required for teaching at the relevant level in a given country	Yes
	40.	Pupil/trained teacher ratio by education level	
Motivated	41.	Average teacher salary relative to other professions requiring a comparable level of education qualification	
	42.	Teacher attrition rate by education level	
Supported	43.	Percentage of teachers who received in-service training in the last 12 months by type of training	

Source: Education 2030 Incheon Declaration and Framework for action for the implementation of Sustainable Development Goal 4

ANNEX V

Sub-National Consultations

This paper explored alignment of SDG4 with national plans and priorities in Bangladesh, required resource and strategies, governance, management and implementation issues, role of citizens and other non-state actors and monitoring, accountability mechanism.

With this notion, the study was designed in a qualitative approach. The required information was collected both from primary and secondary sources. The major method was the review of existing literature such as research reports, program reports and different publications relevant to SDG4. The pertinent and salient findings of the desk review were documented.

The primary source for the study included the process and findings of 15 sharing meetings on Education 2030/SDG4 organized across Bangladesh. Expert professionals were engaged to present the issues and facilitate the discussions for eliciting comments and feedbacks from participants. The schedule of consultations, locations and local partners are shown below.

SL	Division	District	Date	Local Partner NGO
1.	Khulna	Khulna	17 May 2016	JJS
2.		Meherpur	18 May 2016	MUK
3.	Chittagong	Chittagong	24 May 2016	Songshoptaque
4.		Comilla	14 June 2016	Darpan Samaj Unnayan Kendra
5.	Rajshahi	Rajshahi	28 May 2016	Shaw Unnayan
6.	Rangpur	Rangpur	10 February 2016	RDRS Bangladesh
7.		Dinajpur	11 February 2016	BSDA
8.		Rangpur	29 May 2016	Debi Chowdhuan Palli Unnayan Kendra
9.		Faridpur	5 June 2016	RACINE
10.	Dhaka	Kishorgonj	24 September 2016	SAD- Bangladesh
11.		Narshingdi	23 November 2016	MDS
12.	Barisal	Barisal	18 June 2016	Speed Trust
13.	Mymensingh	Mymensingh	13 August 2016	Caritas-BD
14.	Sylhet	Sylhet	28 September 2016	IDEA
15.		Moulavibazar	22 November 2016	SEDA

There were on an average 80 participants in each location and they were divided into 6 groups. They provided opinion on 3 specific issues related to education 2030: i) Identification of local resources for achieving SDG4 and possibility and challenges, ii) Go-Ngo collaboration t for achieving SDG4, iii) Monitoring of SDG4 program activities.

A synopsis of the topics frequently mentioned and suggestions made in the discussion meetings are listed below.

i) Identification of local financial and other resources:

Prospect

- Opportunity to engage local government
- Use of khas land
- Engage educated unemployed youth
- Encourage local rich people to donate
- Establishment of tax for education
- CSR fund
- Contribution of corporate sector
- Effective and efficient use of resource to reduce over expenditure

Challenges

- Politicization in local government
- Undue influence of local representatives
- Unawareness of public representatives
- Scarcity of quality teachers
- Commercialization of education
- Inefficiency of persons involved in education management
- Political complications
- Limitation of resources
- Lack of political commitment
- Natural calamity
- Lack of monitoring
- Inefficient use of resources
- Indue influence of local elites

ii) Go-Ngo collaboration and partnership for achieving SDG4 – Organisational and management issues

- Nationalization of education
- Transparent and accountable management system
- Decision and implementation based on consensus of all types of people
- Public-private partnership
- Increase budget for quality education
- Expansion of technical and science education
- Regular monitoring of educational institutions
- Ensure standard teacher student ratio
- Formation of coordination committee comprising representatives from Go-Ngo
- Ensure accountability in educational institutions
- Coordination and monitoring at all level

iii) Monitoring of SDG4 program

- Develop monitoring policy
- Effective participation of civil society in primary and secondary education
- Formation of a permanent Education Commission to stop corruption
- Formation of assessment committee for monitoring
- Assessment of monitoring reports
- Formation of school steering committee comprising local elites (besides school managing committee)
- Opportunity for expressing local people's opinion
- Monitoring of budget utilization
- Develop a monitoring framework
- To keep SMC and PTA out of political influence

4 QUALITY EDUCATION



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