Teacher Policies and Practices Towards Achieving the EFA Goals South and Southeast Asia

Third International Policy Dialogue Forum
Bali, 13 & 14 September 2011

Prof. Hans Scheerer, Ph.D. Consultant
OUTLINE OF PRESENTATION

I. Where Quantity Matters: The Class-Size Question

II. Alternative Providers of Education

III. The Task of Quality Retrofitting

IV. Improvement Through Comparative Assessment
I. Quantitative Challenges
Quantitative Challenges

Teaching Staff in Primary Education by Region 2006 & 2015 (in Mil.)

- South and West Asia
- East Asia & Pacific

<table>
<thead>
<tr>
<th>Year</th>
<th>South and West Asia</th>
<th>East Asia &amp; Pacific</th>
</tr>
</thead>
<tbody>
<tr>
<td>2006</td>
<td>4.8</td>
<td>9.6</td>
</tr>
<tr>
<td>2015</td>
<td>8.4</td>
<td>13.6</td>
</tr>
</tbody>
</table>

Prof. Hans Scheerer, Ph.D. Consultant
Pupil:Teacher Ratio in Southeast Asian Countries

2000 2005 2008

Prof. Hans Scheerer, Ph.D. Consultant
Progress 1999 to 2007 in primary education net enrolment ratio
(Source: EFA-GMR 2010)
Cambodia: Repetition rate for grades 1 to 5 for the years 2000, 2002, 2004 and 2006

Prof. Hans Scheerer, Ph.D. Consultant
Children out of primary school for the time 2000 - 2008 (in % of school age population)

Prof. Hans Scheerer, Ph.D. Consultant
1. Possible Consequences

- More attention to the younger children / to the lower grades to reduce repetition and dropout
- Children entering school need highly qualified teachers (Assign best teachers to first grade)
- Class size must not exceed the target of 40: „Smaller children need smaller classes“
II. Multiple Providers and Multiple Provisions: the Case of Bangladesh

Number of Government and Non-Government Primary Schools and Pupils 1990-2005
**Bangladesh – *Diversity of Educational Institutions***

<table>
<thead>
<tr>
<th>Government and government registered schools</th>
<th># of schools</th>
<th># of teachers</th>
<th>Enrolment</th>
<th>Pupil:Teacher Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Govt. Primary Schools (GPS)</td>
<td>37,672</td>
<td>182,899</td>
<td>9,537,571</td>
<td>52 : 1</td>
</tr>
<tr>
<td>2. Registered Non-Govt. Primary School (RNGPS)</td>
<td>20,083</td>
<td>76,875</td>
<td>3,472,799</td>
<td>45 : 1</td>
</tr>
<tr>
<td><strong>Private primary schools</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Experimental Schools (ExS)</td>
<td>54</td>
<td>221</td>
<td>10,346</td>
<td>47 : 1</td>
</tr>
<tr>
<td>4. Community Schools (CommS)</td>
<td>3,263</td>
<td>8,772</td>
<td>388,051</td>
<td>44 : 1</td>
</tr>
<tr>
<td>5. Non-Registered Non-Govt. Primary School (NRNGPS)</td>
<td>966</td>
<td>2,460</td>
<td>99,564</td>
<td>40 : 1</td>
</tr>
<tr>
<td>6. Kindergarten (KiGa)</td>
<td>2,987</td>
<td>16,980</td>
<td>226,187</td>
<td>13 : 1</td>
</tr>
<tr>
<td>7. NGO formal schools (NGOPS)</td>
<td>408</td>
<td>763</td>
<td>25,872</td>
<td>40 : 1</td>
</tr>
<tr>
<td><strong>Other primary level schools</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. Primary section of secondary schools (PS/HS)</td>
<td>1,139</td>
<td>13,021</td>
<td>270,790</td>
<td>21 : 1</td>
</tr>
<tr>
<td><strong>Religious Government Schools</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>9. Ebtedayee madrasahs (EM)</td>
<td>6,726</td>
<td>28,227</td>
<td>919,065</td>
<td>32 : 1</td>
</tr>
<tr>
<td>10. Primary section of high madrasahs (EM/HM)</td>
<td>8,920</td>
<td>35,707</td>
<td>1,051,360</td>
<td>29 : 1</td>
</tr>
<tr>
<td><strong>Total (Primary )</strong></td>
<td>82,218</td>
<td>365,925</td>
<td>16,001,605</td>
<td>44 : 1</td>
</tr>
</tbody>
</table>

Source: DPE-Annual Sector Performance Report 2009
### Distribution of Primary School Pupils by School Type including Non-Formal Primary Education 2008
(Source: Campe, 2008, p. 63 & 87)

<table>
<thead>
<tr>
<th>Type of Institution</th>
<th>Area</th>
<th>Enrolment in %</th>
<th>Survival to grade V</th>
<th>Completion rate</th>
<th>Dropout rate</th>
<th>Coeff. of Efficiency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Government Primary School</td>
<td>Rural</td>
<td>56.8</td>
<td>56.8</td>
<td>50.6</td>
<td>49.1</td>
<td>57.1</td>
</tr>
<tr>
<td></td>
<td>Urban</td>
<td>58.1</td>
<td>76.0</td>
<td>67.4</td>
<td>32.6</td>
<td>67.8</td>
</tr>
<tr>
<td>Non-Government Primary School</td>
<td>Rural</td>
<td>21.9</td>
<td>48.8</td>
<td>39.6</td>
<td>60.4</td>
<td>48.5</td>
</tr>
<tr>
<td></td>
<td>Urban</td>
<td>11.6</td>
<td>48.4</td>
<td>41.1</td>
<td>58.9</td>
<td>50.2</td>
</tr>
<tr>
<td>Primary Section of High School</td>
<td>Rural</td>
<td>0.4</td>
<td>87.8</td>
<td>72.0</td>
<td>28.0</td>
<td>73.9</td>
</tr>
<tr>
<td></td>
<td>Urban</td>
<td>7.3</td>
<td>91.7</td>
<td>85.5</td>
<td>14.5</td>
<td>83.8</td>
</tr>
<tr>
<td>Ebtedayee Madrasah</td>
<td>Rural</td>
<td>2.3</td>
<td>37.8</td>
<td>31.5</td>
<td>68.5</td>
<td>44.7</td>
</tr>
<tr>
<td></td>
<td>Urban</td>
<td>1.5</td>
<td>37.9</td>
<td>30.6</td>
<td>69.4</td>
<td>45.0</td>
</tr>
<tr>
<td>Primary Section of High Madrasah</td>
<td>Rural</td>
<td>5.3</td>
<td>83.6</td>
<td>65.3</td>
<td>34.7</td>
<td>68.0</td>
</tr>
<tr>
<td></td>
<td>Urban</td>
<td>1.5</td>
<td>85.8</td>
<td>66.3</td>
<td>33.7</td>
<td>70.0</td>
</tr>
<tr>
<td>Kindergarten (Private)</td>
<td>Rural</td>
<td>3.2</td>
<td>not available</td>
<td>not applicable</td>
<td>not applicable</td>
<td>not applicable</td>
</tr>
<tr>
<td></td>
<td>Urban</td>
<td>15.6</td>
<td>not available</td>
<td>not available</td>
<td>not applicable</td>
<td>not applicable</td>
</tr>
<tr>
<td>Non-Formal Primary Education</td>
<td>Rural</td>
<td>10.3</td>
<td>not applicable</td>
<td>95.0</td>
<td>5.0</td>
<td>not applicable</td>
</tr>
<tr>
<td></td>
<td>Urban</td>
<td>5.2</td>
<td>not applicable</td>
<td>unknown</td>
<td>unknown</td>
<td>unknown</td>
</tr>
<tr>
<td>Quomi Madrasah</td>
<td>Rural</td>
<td>unknown</td>
<td>unknown</td>
<td>unknown</td>
<td>unknown</td>
<td>unknown</td>
</tr>
<tr>
<td></td>
<td>Urban</td>
<td>unknown</td>
<td>unknown</td>
<td>unknown</td>
<td>unknown</td>
<td>unknown</td>
</tr>
</tbody>
</table>

*Source: Campe 2008, p. 63 and 87*
The Contribution of Non-Formal Primary Education to Achieve the EFA Goals

Non-formal primary education (NFPE) has been contributing significantly to achieving EFA in Bangladesh.

- NFPE offers a second chance education to children who did not enrol in formal primary schools or who dropped out.
- As supplementary and complementary to the mainstream education provision, it caters for 9.6% of total primary age group in 2008.
- Some of these schools are better in terms of teacher training, teaching-learning provisions, child-friendly environment, teacher attendance and parental participation leading to better student attendance, cycle completion and learning achievement.
The Contribution of Non-Formal Primary Education to Achieve the EFA Goals (continued)

- *Non-formal primary schools* should be promoted to reduce barriers to school enrolment for those who missed primary education at age six and for the dropouts.

- The quality assuring mechanisms practiced in non-formal schools, such as
  - continuous training of teachers,
  - supportive academic supervision,
  - provision of co-curricular activities,
  - community monitoring
- should be adopted in the formal schools.

Prof. Hans Scheerer, Ph.D. Consultant
II. Possible Consequences

➢ The contribution of non-formal education providers should be recognized (e.g. as part of EMIS).

➢ Necessary is the development of common curricular standards with core and flexible supplementary elements for all types of institutions.

➢ Assessment of learning achievement and outcomes of all pupils based on grade appropriate standards of competencies is needed for all types of institutions.

➢ A primary school completion certificate (as part of a NQF) would allow graduates from all types of primary institutions to enter secondary schools.
III. Indonesia: Many teachers with low qualification

In the eighties the government had placed great efforts into expanding the teacher force which led by 1990 to an oversupply of teachers and a national pupil-teacher ratio of 24:1, reaching a pupil/teacher ratio of 17:1 in 2008.

![Graph showing pupil/teacher ratio in Indonesia from 1980 to 2006.](http://www.childinfo.org/files/EAPR)

Indonesia’s Approach to Improve Teacher Qualification

- Indonesia has pursued a disciplined linear approach to EFA. Since 1970 Indonesia focused on primary school access, thereafter on lower secondary school access. Net enrolment for primary school has remained above 90% since 1986

- **Indonesia is aiming to have by 2015 a completely graduate teacher cadre** at both primary and secondary levels based on a **legal framework**:
  - **Constitutional Amendment (2002):** Education for human investment, strong commitment to compulsory basic education; 20% of national budget shall be allocated for education.
  - **New Law on National Education System (2003):** Free basic 9-yr education; Quality education provision for all; Standardized education implementation; Decentralization and community participation in educational management.
  - **Law on Teachers and Lecturers (2004):** Recognition teachers as professionals; Teacher qualification, Competence standards, Certification, professional development; Incentive scheme for teachers.
Indonesia: The burden of many teachers with low qualification

Source: MONE PMPTK Teacher Database (SIMPTK), 2006 from: WB 2010: Transforming Indonesia’s …
Note: All district and centrally hired contract teachers were due to be converted to civil servant teachers by the end of 2009. Note that the year hired is only a proxy
Indonesia: The burden of many teachers with low qualification

Number of teachers by academic qualification and status 2006

<table>
<thead>
<tr>
<th></th>
<th>Up to Sec. School</th>
<th>D1</th>
<th>D2</th>
<th>D3</th>
<th>D4/BA</th>
<th>MEd</th>
<th>PhD</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Primary School</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>417,389</td>
<td>11,529</td>
<td>589,034</td>
<td>23,841</td>
<td>84.3%</td>
<td>207,074</td>
<td>1,161</td>
<td>4</td>
</tr>
<tr>
<td>Civil servant (%)</td>
<td>63.8</td>
<td>62.6</td>
<td>85.8</td>
<td>64.3</td>
<td>73.4</td>
<td>92.8</td>
<td>50</td>
<td>75.8</td>
</tr>
<tr>
<td>Non-civil servant (%)</td>
<td>36.2</td>
<td>37.6</td>
<td>14.2</td>
<td>35.7</td>
<td>26.6</td>
<td>7.2</td>
<td>50</td>
<td>24.2</td>
</tr>
<tr>
<td><strong>Islamic school</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>94,755</td>
<td>23,580</td>
<td>45,933</td>
<td>9,086</td>
<td>84.7%</td>
<td>31,312</td>
<td>108</td>
<td>-</td>
</tr>
<tr>
<td>Civil servant (%)</td>
<td>4.7</td>
<td>19.0</td>
<td>39.8</td>
<td>26.0</td>
<td>22.3</td>
<td>41.7</td>
<td>-</td>
<td>17.7</td>
</tr>
<tr>
<td>Non-civil servant (%)</td>
<td>95.3</td>
<td>81.0</td>
<td>60.2</td>
<td>74.0</td>
<td>77.7</td>
<td>58.3</td>
<td>-</td>
<td>82.1</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Old level</th>
<th>Below old level</th>
<th>New level</th>
<th>Below new Teacher Law level</th>
</tr>
</thead>
<tbody>
<tr>
<td>D2</td>
<td>37.6%</td>
<td>S1/D4/BA</td>
<td>83.5% based on 2006 data</td>
</tr>
<tr>
<td>D2</td>
<td>45.0%</td>
<td>S1/D4/BA</td>
<td>95.4% (Fasli Jalal, 2009)</td>
</tr>
</tbody>
</table>

Prof. Hans Scheerer, Ph.D. Consultant
Indonesia: Strategies to Improve Teacher Quality

- Establishing the national teacher competency standards;
- Up-grading under-qualified teachers through continuing education;
- Conducting teacher certification and giving professional allowance for certified teachers
- An annual process of performance appraisal based on core required competencies in 4 areas:
  - pedagogical,
  - professional,
  - social and
  - personal,
- supported by a programme of Continuing Professional Development (CPD), contributing to career progression, income and promotion.
- Developing school-based teacher professional development. CPD is essentially school-based building on the capability of the local Professional Working Groups for different addressees
III. Possible Consequences

- Indonesia is addressing key policy issues to improve learning outcomes. However, many long established patterns which interfere with quality require perseverance and are hard to change.

- “Where EFA programs fail to place a coherent quality-access package in place from the start, competing pressures (such as the demand for lower secondary enrolments) make it difficult to perform a "quality retrofitting" at a later date.” (World Bank 2003)

- To change such concepts is difficult when the majority of teachers has been trained and has worked under different conditions. The big proportion of under-qualified teachers, used to small classes and low teaching hours cannot be expected to turn into committed professionals by in-service training alone. **Results cannot be expected in a short time.**
IV. Vietnam: truthful assessment

The 2004 Reading and Mathematics Study found only small differences in achievement between pupils in a class but large differences between classes, indicating a relation between teacher quality and student outcome:

Vietnam: Moving from quantity to quality and relevance

Strategies of the National EFA Action Plan for the improvement of quality involve:

- renovation of curriculum, contents, and teaching methods;
- teacher development and training to meet professional education and training qualifications;
- assessment of student learning achievements;
- improvement of learning environments and learning outcome quality.
Vietnam: Moving from quantity to quality and relevance

Professional standards (knowledge, skills, competencies and values) for primary school teachers.

- **Training modules and pathways** for teachers to achieve the established standards.
- Quality **teacher training** programs and 45 days of **in-service teacher training** per year were required.
- **Teacher appraisal** related to the criteria of professional standards.
- **Revised terms of service** to attract high-quality candidates to enter the profession, and facilitate exit from the profession for instructors unable to meet minimum qualifications.
Vietnam: Moving from quantity to quality and relevance

• The Primary Teacher Professional Standards (PTPS) were developed to appraise teacher performance in the three areas of:
  - Professional ethics,
  - commitment and leadership;
  - subject matter and curricular knowledge;
  - teaching methods,

• In addition, a **reliable and valid yearly assessment of student learning** allows to link the improvement of pupil learning to incentives for teacher (**“value-added measurement”**).
Vietnam: Moving from quantity to quality and relevance
After implementation in 10 provinces, a classroom observation study established the impact of the in-service training on teachers:

Teacher Knowledge Competency Levels

Teacher Pedagogical Skill Levels


Prof. Hans Scheerer, Ph.D. Consultant
Vietnam: Lessons learned

The World Bank report on the PTDP lists main findings from this project. They include:

- A standards-based approach in education has great advantages in terms of clear expectations for outcomes, objective evidence of achievement, planning for growth or development, and rewarding progress.

- Changes in teaching methods are best achieved through combining theory with practice.

- Teachers’ attitudes change when recognized for their achievements. This motivates to seek self improvement.

- The motivation for self improvement is jeopardized unless their professional performance is included in the criteria for promotion.

Prof. Hans Scheerer, Ph.D. Consultant
IV. Possible Consequences

- Professional standards shall be operationalized in observable behaviour.
- Promotion is tied to in-service certificates or demonstrated competencies.
- Expanding and improving in-service training by bringing them nearer to school.
- Strengthening monitoring and supervision by introducing regular and honest assessment of pupil achievement based on clear curricular standards.
- Assessment of pupil achievement has to have curricular validity, should conform to the criteria of reliability and objectivity, and must be robust against tampering.
- International assessment studies for primary schools and with a regional frame reference (SEAMEO) could support a more coherent approach to quality improvement.
Thank You for Your Attention