

Secondary Education: Perspectives and Challenges

The Asian Network of Training and Research Institutions in Educational Planning (ANTRIEP) has been organising international policy seminars, followed by annual meetings of the member institutions, as one of its major activities. The seventh ANTRIEP seminar on “Succeeding in a Globalizing World: Improving Access to High Quality Secondary Education” was held on 6-8, November, 2007 at Jakarta, Indonesia. The seminar focussed on critical thematic areas like Globalisation and Secondary Education, Developing High Quality and Relevant Secondary Education, Feasibility of Financing Secondary Education for All, and Capacity Development Constraints and Policies in building up the secondary education system. The theme of the seminar was very

timely as most of the countries of Asia Pacific Region are shifting their greater attention towards Universalisation of quality Secondary Education. Besides member institutions, ministry officials, policy makers and experts from international agencies participated in the seminar and contributed extensively to the thematic sessions as well as in group activities.

The articles included in this issue were presented and discussed in thematic sessions of the seminar. On request, a few member institutions have also contributed articles on secondary education based on country specific research and experiences. The six articles included in this issue are from ACER (Australia), BRAC (Bangladesh), NIE (Sri Lanka), NUEPA (India), SIHRD (China) and CPREI, Ministry of National Education (Indonesia).

The ACER article critically explores learner, school/teacher and community perspectives and related challenges in providing high quality and relevant secondary education. It emphasized the fact that learners enter secondary education with wide variability in knowledge and readiness. Citing evidences from the UK and USA, the article argues for addressing learners’ variability by extending appropriate learning experiences to their level of knowledge and understanding, i.e. with grade-appropriate knowledge. Further highlighting on school and teacher perspectives, the article emphasises students’ growth across the entire schooling period rather restricting it to age-grade approach. It recommends assessment to be seen primarily as a diagnostic tool to assist students and teachers to plan for improved learning. The article also highlights the greater role of secondary years of schooling from the community perspectives, focussing on the value and importance of cross-curricular skills and on teaching the curriculum that the community values as relevant. Expressing concern over science teaching and students’ perception of school science as uninteresting, unimportant, and

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irrelevant to their lives, the paper emphasises improving delivery of the science subject and quality of teaching.

The paper from India provides a descriptive account of the present status and delineates some of the challenges in the universalisation of secondary education. The paper observes that the growth of secondary education in India has been somewhat slow but has accelerated since 2000. The paper maintains that increasing the intake capacity of secondary education, generating the demand for secondary education by improving the efficiency of elementary education, removing barriers like private costs, diversification of curriculum to meet the needs of varied clientele, improving the quality, mobilizing adequate resources are some of the challenges confronting the universalisation of secondary education. The paper observes that public resources for secondary education, in proportion to GNP and budget, has been declining since 1990 but is now set for steep increase in XI Five Year Plan. The paper highlights some of the initiatives proposed to be undertaken and action initiated in XI plan like increasing the capacity of existing secondary schools and upgradation of upper primary schools, opening of 6,000 high quality schools some of which in PPP mode across the country, introduction of ICT through PPP mode, initiation of MIS for secondary education by NUEPA, etc. The increasing privatisation of secondary education and emphasis on PPP mode in delivering quality secondary education raises some difficult dilemmas with regard to equity. The purported benefits of private sector i.e. increase in the supply of school places and quality remains uncertain. The paper argues that the success of efforts to expand secondary education critically depends on removing the bottlenecks like low efficiency of elementary education, inadequate allocation of resources, evolving transparent regulatory framework for private sector participation, etc.

The paper from Bangladesh narrates progress of secondary education in the country. During the last decade, the country witnessed steady growth in the increase of number of secondary education institutions and enrolment and participation under various streams i.e., general, madrasa and vocational. The paper points out that there is good progress in enrolment in secondary education in Bangladesh but a large portion of students drop out before completing the course. It further reveals that educational and other facilities in majority of the schools are not favourable for quality education, especially in the rural schools and the madrasas. Low academic level of teachers and absence of professionally qualified teachers are major concerns of secondary education in Bangladesh. It says that about half of the

schools had science laboratories of varying quality. The paper also brings out that girls lag behind the boys and rural pupils than their urban counterparts in terms of continuation and writing the public examination at the end of the course. The paper further expresses concerns over private household expenditure for secondary education, which was more than four times higher than public spending. It suggests that quality with equity should be the targeted approach for secondary education in Bangladesh.

The articles from Indonesia and China discuss secondary education with in the broad framework of globalization. The paper from Indonesia, while reflecting on globalization and its challenges, points out that globalization mean demand for high quality education in general and secondary education in particular. The paper presents the demand for senior secondary education and suggests strategies for addressing the demand. The universalisation of basic education is putting increased demand for senior secondary education. The paper suggests two policy alternatives for increasing access to the vocational SSE while holding constant that of the general SSE. It further expounds that students with excellent psychomotor skills may be best nurtured at vocational SSE for entry into the labour market. On the other hand, children with good thinking skills may be nurtured for general senior secondary education. The paper further suggests accelerating the improvement of the educational attainment by providing the SSE students with vocational skills so that right after their graduation they are ready to enter the labour market. By doing this the new entrants to the labour market will have a higher educational attainment, and at the same time they are equipped with the necessary vocational skills. The paper further describes the strategies pronounced by the Ministry of National Education, 2005, in four major steps to meet the challenges and prepare for the globalization.

The paper from China presents structure of secondary education which comprises both junior and senior secondary stage. The ratio of primary graduates entering the junior secondary level has already reached 100 per cent in the year 2006. The paper focuses on International Exchange and Cooperation of Secondary Education in China. It also highlights the impact of economic globalization and rapid development of economy leading to increased international cooperation and exchange in education in China. Since China entered the reform and opening-up of the foreign policy era, the Chinese-foreign cooperation in secondary education has been developing rapidly along with gradual increase of overseas students. This also presents diverse initiatives

towards student exchange programmes and expansion of its educational provisions for foreign students by opening international schools.

The paper from Sri Lanka discusses a pilot programme on School Improvement (PSI) of 35 zones. The emphasis of the Programme on School Improvement is to give flexibility to internal functioning of the school and increase efficiency in the school's use of resources. Further, the paper draws attention to the degree of school autonomy in the areas of planning, teaching-learning process, co-curricular activities, staff development and the maintenance and development of the school plant. To ensure the overall improvement in standard of performance in the school and to facilitate the development of individual potential of each child, the paper emphasises introduction of PSI to the schools through the creation of a School Development Committee (SDC) and a School Management Team (SMT). The paper strongly recommends shifting of power with great care from the Ministry of Education and Provincial Ministries to schools.

The seventh annual meeting of ANTRIEP member institutions was held on 9, November 2007 as a sequel to

the ANTRIEP seminar. For the first time the Focal Point (NUEPA) had prepared a comprehensive report on one decade of ANTRIEP activities, reflecting on its accomplishments and delineating strategies for future directions. On behalf the Focal Point, Prof. Ved Prakash, Vice Chancellor, NUEPA, presented a detailed report on the ANTRIEP activities and appraised member institutions on one decade of ANTRIEP Activities (With special focus from 2005-2007). The report was extensively discussed by the member institutions. It is heartening to report that all the member institutions expressed their enthusiasm to provide institutional support for the organisation of the forthcoming ANTRIEP seminar-2009. A brief report of one decade of ANTRIEP activities is also included in this issue of the newsletter for apprising member institutions, individual professionals and other institutional stake holders.

We are extremely thankful to all the contributors of the present issue of the Newsletter. We express our heartfelt gratitude for the same. We would also like to thank all the member institutions and other academia for their continued support and overwhelming response.

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One Decade of ANTRIEP Activities: An Overview

The ANTRIEP, a network of national institutions in Asia with a vision to create synergy and to strengthen their capacities, was created in December 1995 with the support of the International Institute for Educational Planning (IIEP), Paris. The ANTRIEP family has significantly been expanded from 12 institutions from 8 countries to 20 institutions from 12 countries. Of the 20 institutions, four are from India, three each from Bangladesh and Pakistan, two from Nepal and one each from Australia, China, Indonesia, Malaysia, The Philippines, Republic of Korea and Sri Lanka. In this one decade of its existence, the ANTRIEP network has grown to be a concrete and creative example of **South-South co-operation**.

The ANTRIEP has travelled a long way, during the one decade of its existence in terms of research, training, publications and other network activities, with sustained vigour and usefulness. This brief report is providing a bird's eye view of ANTRIEP activities to share accomplishments, initiatives and developing a road map for future directions. The overall objective of the network is to enable the participating institutions to respond significantly to the growing and increasingly diversified needs for skill development in educational planning and management in the Asian region. Networking revolves around four major activities i.e. Collaboration on themes of common interest; Exchange of information among member institutions; Staff exchanges programmes and Organization of ANTRIEP members' meetings and policy seminars.

During the period from 1997 to 2007, ANTRIEP member institutions have collaborated on many research studies and training activities on themes of common interest particularly focusing on the area of School Supervision, Role and Responsibility of Heads of Schools, School Evaluation and Improving School Management: Learning from successful schools. In recent years, interaction of member institutions through mutual visits, collaboration and participation in training programmes and seminars, exploring the possibilities of common areas of interest, study visits, etc., have increased significantly. Quite a few institutions have entered into memoranda of understanding (MOU) on a bilateral basis.

One of the crucial activities for the effective functioning of the network is the organization of ANTRIEP members' meetings and policy seminars. Seven international thematic seminars have been organized in collaboration with the Network Institutions: 'Decentralized

Management of Primary Education and Capacity Building', NUEPA, 1995; 'Improving teacher supervision and support services', Korean Educational Development Institute, 1997; 'Improving school efficiency in the context of increasing school autonomy', National Institute of Education, Sri Lanka, 1998; "Improving school management: the role of the head teacher", The Shanghai Institute for Human Resource Development, 2000; "School evaluation for quality improvement", The Institut Aminuddin Baki, Kuala Lumpur, 2002; "Improving school management: learning from successful schools", Innotech, The Philippines, 2004; "Succeeding in a globalizing world: Improving access to high-quality secondary education", Indonesian Ministry of Education, Jakarta, 2007. In each ANTRIEP meeting the Focal Point presents a detailed report for deliberations on accomplishments and delineating strategies for strengthening network activities.

In addition to the ANTRIEP meetings, regular interaction and collaboration through mutual participation in training programmes and workshops were organised by member institutions.

The Network is successfully bringing out the Newsletter regularly since 1996. From 1996 to 2007, twelve volumes (21 issues) have been published by the Focal Point, on behalf of the ANTRIEP giving wide coverage to diverse areas of educational planning and administration. The Newsletter focused on emerging themes, i.e., Decentralization of Planning and Management, Improving Teacher Supervision and Support Services, Recent Reforms in Primary Education, Supervision, Evaluation and School Autonomy, Community Participation in School Management, Challenges in Capacity Building of School Heads and Policies and Programmes of Disadvantaged Group. A few issues were also exclusively devoted to ANTRIEP annual meetings. Over the years the distribution of the Newsletter is expanding with wider coverage to institutions and academia.

The ANTRIEP website, set up in 2003, is turning into an interactive forum for exchange and discussion among members, while being a source for information for outsiders. (<http://www.antriep.net>)

The ANTRIEP has traversed a long way in terms of research, training, publications and other network activities with sustained vigour and usefulness. All these

accomplishments indicate the progress made by the Network and the contribution of each member institution towards the expanding activities of the Network. The future activities of the ANTRIEP will be manifold by expanding its activities horizontally and vertically to make this networking more lively and sustainable. The need for building a “country specific network” along with a “sub-regional network” and “inter country network” has also been accentuated by ANTRIEP member institutions. The ANTRIEP activities will be

further strengthened by focussing more on bilateral collaborative research of mutual interest and strengthening capacity development programmes through mutual sharing of human and knowledge resources to make professional development activities of educational planners and administrators more qualitatively sustainable.

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High Quality and Relevant Secondary Education: Perspectives and Challenges

This article is based on an address delivered at the ANTRIEP conference in Jakarta, Indonesia, in November, 2007. It explores three different perspectives and related challenges in providing high quality and relevant secondary education: i) the perspective of students who come to secondary school with wide variability in their knowledge and readiness for the secondary curriculum; ii) the perspective of the school which imposes, through its structure, particular demands on teachers and students; and iii) the perspective of the community which understands that certain values and pathways will be recognised particularly in the senior secondary years.

These perspectives and related challenges are to be seen in the context of a baffling paradox that: ‘In a good number of countries, large increases in the average real expenditure per student and other measures of school resources in primary and secondary schools over the last four or five decades have not remotely been matched by a comparable increase in average test scores’ (UNESCO, 2005. p 60).

How do we account for this reality? What are we ignoring or taking for granted in our attempt to improve secondary education? Are we attending to what will improve learning? And does the research into learning provide us with any possible answers? An attempt is being made here to find answers to these questions.

The learner perspective

There is no idea more fundamental to teaching and learning than the idea of progress. This idea is invoked whenever teachers or students talk about ‘improving’, ‘getting better’ or ‘development’. And, although we know that every student is on a path of individual or idiosyncratic learning, we also recognise that there are

typical pathways of growth. It is an understanding of these pathways that allows teachers to know what to offer a student next, for example, in their reading development; to support a student by filling in the gaps in their mathematical understandings; or to respond to their misconceptions in science.

We know also that students come to school with variability in their readiness to learn and in the knowledge, skills, and understandings that they bring to the classroom. Research evidence demonstrates that these differences increase over the years of schooling. For example, in the United Kingdom, by the time students are at the end of their primary grades, the differences in a students’ mathematics achievement are in the region of six or seven years of schooling (Harlen, 1997). Across the secondary years, research evidence from the United States confirms that the most able of students continue to progress and the weakest of students continue to fall further behind, widening the achievement distribution still further (Hauser, 2003).

From the individual student’s perspective, *relevant* secondary education would not only recognise but would also address these differences. It would offer students the learning experiences appropriate to their level of knowledge and understanding rather than appropriate to their grade level. In 1978, Vygotsky referred to the ‘zone of proximal development’—the region of ‘just manageable difficulties’ where students can succeed with support. We might think also about equity: When we offer a student learning experiences that are too difficult, we put that student at risk of failure or disengagement. When we offer a student learning experiences that are too easy, we put that student at risk of failing to progress at a rate appropriate for them, or we put them at risk of disengagement.

The school/teacher perspective

Most schools are based on an age-grade structure, a factory-assembly-line-model developed during the early years of the twentieth century. The assumption, underpinning this model, is that a sequenced set of procedures would be implemented as a child moved along the conveyor belt from first to twelfth grade (Darling-Hammond, 2004).

This structure is at odds with the reality of student progress. It assumes that although there is some variability in students' learning in any of the grades, this variability can be accommodated within an age-grade based curriculum. In a one-size-fits-all approach, the job of the teacher is to teach the grade curriculum and to assess how well students have learned that curriculum and whether they are performing at age/grade expectations. We know, however, that the variability within each age cohort is much greater than the differences between age cohorts. For example, the very best readers in grade two have reading levels above the average for the grade five students. In the 1996 Australian national literacy survey, we found that the top 10 per cent of the readers in Year three and Year five were at least five years ahead of the bottom 10 per cent of readers in those grades (Masters & Forster, 1997).

From the school and teacher perspective, high quality and relevant secondary education would address the needs of all students. It would attend to the students' growth across the years of schooling rather than taking a limited age-grade approach, and assessment would be seen primarily as a diagnostic tool to assist students and teachers to decide what to do next in order to improve learning. The research evidence is clear: Learning is enhanced when teachers identify and work from individuals' *current* knowledge, skills and beliefs rather than working from what we expect them to know and understand, given their grade level (Bransford, Brown & Cocking, 2000).

The community perspective

While continuing to focus on developing students' skills, knowledge and understanding, the secondary years of schooling are seen to have a wider role including contributing to greater social cohesion, economic prosperity, sustainable development and to an active global citizenship. In this context, discussion of high quality and relevant education often focuses on the value and importance of cross-curricular skills necessary for future work (including skills in communicating, teamwork, problem-solving, taking initiative, enterprise, planning and organising, self-management and ongoing learning); and on 'core' subjects. Which subjects should

be compulsory? (Should all students study mathematics and science?) And how can these two approaches be integrated into teaching practice? Two reflections on these concerns were explored here:

1. New Basics, Queensland, Australia

The New Basics research project attempted to redefine quality and relevant education through a trans-disciplinary approach to teaching and learning that drew on practices and skills across disciplines while attempting to retain the integrity of each discipline. New Basics had organised curriculum around four 'futures-oriented' categories: i) life pathways and social futures; ii) multi-literacy and communication media; iii) active citizenship; and iv) environments and technology. These were taught and assessed through large trans-discipline tasks. A central finding of this project, with implications for teacher training, can be summed up as follows: Before 'going trans', teachers need to be able to work confidently within disciplines.

2. Emphasising science

High quality and relevant secondary education will need to engage students with what is valued by the community. Science education, in particular, is seen increasingly as fundamental to prosperity—technological innovation is the main source of increased productivity, the major tool of economic competition in the world market, and the most important driver of economic growth (The World Bank, 1989). It is also seen as necessary 'education for citizenship' that will enable an informed science literate society to make choices on such matters as climate change, hunger and health, sustainable development and energy use.

Research evidence challenges schools and teachers to find ways to engage students with science. In Australia, for example, their liking for science declines between Year four and Year eight (Thomson & Fleming, 2003). Many high school students perceive school science to be uninteresting, unimportant, and irrelevant to their lives, a matter of learning facts and difficult to learn. By Year 10, students generally have negative views of science and scientists and are not motivated to pursue science careers. Many young people now complete secondary school with minimal exposure to school science and relatively low levels of scientific literacy. These findings have serious implications for the delivery of the subject science.

Some final reflections

If we want to provide relevant and high quality secondary education to all students, then we need to begin with the belief that every student is capable of

high achievement and to identify each student's current learning needs as soon as possible in secondary school. We need to recognise that the greatest source of inequity is to treat all students with the same measuring rod and in doing so we need to address our assumptions about the school structure. Finally, we need to ensure that teachers have the knowledge, skills and understanding to engage students and teach the curriculum that the community values as relevant. In the end, it is the quality of teaching that will ensure a high quality secondary education.

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Secondary Education in India

The universalisation of secondary education is emerging as one of the important policy imperatives across nations. It is generally observed that the emerging global economy put a premium on higher level knowledge and skills that go beyond the basic literacy and numeracy provided by elementary education. It is rightly asserted that only people with higher educational qualifications and nations with large proportion of educated people are better positioned to take advantage of the increasing opportunities from global economy. Consequently, the universal provision of education is being redefined to include more years of schooling, particularly the secondary education. Echoing the same the Planning Commission in its approach paper for the XI Five Year Plan (2007-12) states that 'universalisation of elementary education alone will not suffice in the knowledge economy' and 'a person with mere 8 years

of schooling' is 'as disadvantaged as illiterate person' (p. 59). Accordingly, XI Plan aims at 'progressively rising minimum level of education to high school or grade 10 level'. The growing aspirations of people for upward mobility, equity considerations and, of course, the concerted efforts at UEE that have led to higher completion rates also exert pressures to massively expand secondary education. It is also being recognised that the linear increase in the number of years of universal schooling, though necessary, is not sufficient to address the challenges of global economy. The equity, quality, relevance, etc. of such expansion also play a critical role. This has far reaching implications to the organization and provision of secondary education.

Though India's success in taking advantage of emerging knowledge economy is widely acknowledged and

attributed to its early investments in higher, professional and technical education but limited expansion of secondary education may prove to be a stumbling block. The critical role of secondary education in fostering social change and economic development was well recognised long ago by several committees and policy pronouncements. For example, the resolution adopted by the Government of India on National Education Policy in 1968 affirms that 'educational opportunity at the secondary (and higher) level is a major instrument of social change and transformation' (NCERT, 1970: xix). However, the commitment to universal elementary education, the need to supply highly educated manpower to ensure faster growth and industrialization and increasing demand from vocal middle classes for more places in higher education to corner the expanding opportunities have relegated secondary education to the margins of public policy. As a result secondary education has had only a halting growth and limited expansion with large inequalities between social and economic groups and mediocre quality.

Current Status

The growth of secondary education was somewhat slow but has accelerated since 2000. The secondary education in India consists of 53,619 higher secondary and 1,06,084 high schools. in which 38.5 million children enrolled (25.0 million at high school and 13.4 million at higher secondary) in 2005-06. This represents an increase of nearly 10 million over the enrolment in 2000-01 which is 28.8 million in 5 years compared to about 8 million increase from 20.9 million to 28.8 million between 1990-91 and 2000-01 the whole decade of 1990s.

Correspondingly, the Gross Enrolment Ratio (GER) has increased to a little over 40 per cent in 2005-06 from 33 per cent in 2001-02 and 11 per cent in 1961-62. At high school (classes IX-X) and higher secondary (classes XI-XII) levels the GER is a little over 52 and 28 per cent respectively in 2005-06. However, large gender, social and spatial disparities could be observed. The GER for boys and girls is 45 and 36 per cent respectively for secondary education as a whole. In respect of underprivileged groups like Scheduled Castes (SCs) and Scheduled Tribes (STs) the figures are still lower at 37 per cent and 29 per cent respectively in the same year. The provinces display wide variation with 64 per cent GER in Kerala and Tamil Nadu compared to 16 per cent in Bihar and Jharkhand. The available data for rural areas refers to 2002-03 and indicates much lower GER at 26.2 per cent (22 in case of rural girls).

A significant proportion of population does not have access to secondary schools in rural areas. According to the Seventh All India Educational Survey (2002-03) nearly 20 per cent of the population at high school and 30 per cent of the population at higher secondary school do not have access within a distance of five and eight kilometres respectively. The limited access to secondary education is more pronounced in respect of habitations located in far flung areas and predominant vulnerable groups particularly, STs.

The efficiency and quality of secondary education is a potential area of concern. The dropout rates in classes between I-VIII and IX-X are reported to be 49 and 62 per cent respectively in 2005-06 suggesting 13 per cent of children are dropping out either in transition to or during the course of secondary education. With the increasing completion and transition from elementary education, the dropout phenomenon may likely to become more severe at secondary education unless corrective steps are taken. Further, the success rates at public examinations in classes X and XII are improving in the recent past, yet it is found to be about 70 per cent in 2005-06. The absence of common standardized achievement tests at secondary/higher secondary stage at national level precludes objective assessment of quality and inter-state comparisons as each state sets its own curricula and examinations.

Challenges

The challenges relating to the universalisation of secondary education are manifold and interlinked and have to be tackled simultaneously. The secondary education hitherto confined to elite and middle class has to be transformed into mass education. For few, it may continue to be preparation for higher education but for the vast majority it is the terminal stage of education. This transformation presents several challenges. On the one hand access to and intake capacity of secondary education may have to be increased massively with a focus on un-served and other difficult areas. At the same time the barriers to transition and completion of secondary education by various sections of people need to be addressed. The private costs, the direct costs like fees and other payments to school, expenses on books, stationery, etc. and indirect costs i.e. income foregone pose serious barrier to transition and completion of secondary education. The poor quality of secondary education not only discourages children to continue school but also increases the private costs by forcing them to take

Secondary education in India consists of high school education and higher secondary (or intermediate or junior college) education covering classes VIII/IX to X and XI –XII respectively catering 15-18 old children. In several provinces the secondary education begins with class VIII.

expensive private tuitions. The demand for secondary education is likely to be constrained by low efficiency and high dropouts in elementary education. The transition rate from class VIII to class IX is already fairly high (88 per cent in 2004-05; measured as the ratio of enrolment of class IX in the enrolment of class VIII of previous year). This suggests that nearly all those who could reach class VIII are proceeding to secondary education. This also implies that further demand for secondary education can only be generated by reducing the dropout rates and improving the efficiency of elementary education.

The quality and relevance of secondary education curriculum has to address the needs of both those who choose to go to higher education and those who enter the labour market. The curriculum is expected to equip the students with adequate cognitive skills to deal with complex situations in daily routine and also in the world of work. Diversification and updating of curriculum assumes critical importance. The major concerns for improving science and mathematics curriculum have remained a challenge as large number of students at secondary level does not perform well in the examination. The National Curriculum Framework (2005) while reflecting on these issues suggests a mechanism to overcome marginalization of scientific experimentation and experiential learning by introducing improved laboratories and computer-interfaced experiments. Teaching methods and the transaction of curriculum in classroom ought to focus on learning to learn than on familiarizing with and memorizing facts. Attuning the professional preparation, motivational and attitudinal makeup of teachers to the needs of increasingly diversifying student community, particularly the first generation learners, presents the greatest challenge. Mobilizing adequate financial resources for equitable expansion and qualitative improvement of secondary education is confronted with several difficult dilemmas.

New Initiatives in XI Plan

Since the beginning of 2000s, the universalisation of secondary education is attracting the attention of policy makers in India. The Central Advisory Board on Education (CABE) constituted a committee on universalisation of secondary (classes IX-X) education. The committee recommended that the universal secondary education be achieved by 2017-18. It is followed up by the report of working group on secondary education for the XI Plan that provides a blueprint to achieve universal secondary education by 2017 (i.e. by the end of XII Plan). This is sought to be achieved in a phased manner. The report of the working group set the target to achieve 75 per cent GER at

secondary (high school) and 50 per cent GER at higher secondary education level by the end of XI Plan. The aim is to achieve 100 per cent enrolment and retention at high school and higher secondary level that includes vocational stream by 2020. Accordingly, many initiatives are being taken in XI Plan.

The Scheme for Universalisation of Access to Secondary (classes IX-X only) Education (SUCCESS) is being initiated with a view to universalize access, reduce social, regional and gender disparities in enrolment, dropout and retention and improve the quality with a focus on science and mathematics. Some of the Salient Features of this initiative include:

- Providing access to high school and higher secondary school within a distance of five and eight km respectively from each habitation. The habitations predominated by vulnerable groups like Scheduled Castes and Scheduled Tribes be given priority.
- The intake capacity of secondary education is proposed to be increased by upgrading 15,000 upper primary schools and increasing the capacity of existing 44,000 high schools. This will be further strengthened by adding 3.43 additional class rooms and 5.14 additional teachers
- Establishment of 6,000 high quality (cost) schools one in each block of the country to provide quality education, particularly to the meritorious but poor children who may not be able to access private schools. Out of these, 3,500 schools shall be opened on the lines of Navodaya/Kendriya Schools and the remaining 2,500 shall be opened in collaboration with private sector under PPP model.
- Creation of ICT infrastructure in all secondary and higher secondary schools.
- Special provisions for the education of girls and other marginal groups by providing facilities like hostels and residential schools for girls, supply of uniforms, textbooks and bicycle, scholarships, remedial coaching, etc.
- In order to plan the location of schools in expanding the access and to meet other data requirements of planning of universal secondary education and monitoring of progress of various interventions, the National University of Educational Planning and Administration (NUEPA) had already initiated Secondary Education Management Information System (SEMIS).

Mobilization of Resources

The development of education in general and secondary education in particular is suffering from chronic inadequacy of allocation of public resources. The public expenditure on education has grown very impressively over the years in current prices but after adjusting for inflation and growing number of students it ceases to be impressive. The priority accorded to education, usually gauged by the proportion of the GNP and budget provision on education, is declining since 1990. The declining trend in the priority given to education as percentage of GNP and Budget is more pronounced since 2001. India had pledged to allocate public resources to education to the tune of six per cent of GNP long ago but the actual allocation is nowhere near to it. According to latest figures, the budget estimate of public expenditure on education in 2006-07 constitutes 3.53 per cent of GNP (1999-2000 new series)¹. The public expenditure on education as percentage of GNP has been hovering a little over 3.5 per cent of GNP with a tendency to decline since 1990. It was 4.04 per cent in 1990-91; gradually declined to 3.50 per cent by 1997-98; then increased to 4.34 by 2000-01; and once again declined to 3.39 by 2004-05. Similar trends can be observed with respect to allocation of public resources to secondary education as percentage of GNP: it declined from 1.09 per cent in 1990-91 to 0.94 per cent in 1996-97 and then rose to 1.18 per cent by 1999-2000 but once declined to 0.86 per cent in 2006-07. There is a view that, of the six per cent of GNP promised to allocate to education, 1.5 per cent should be given to secondary education to meet its expansion needs.

The proportion of budget expenditure allocated to education has been declining since 1990 with the exception of some spiking up around 1999-2000. It declined from 14.0 per cent in 1990-91 to 12.1 per cent in 2004-05 and to 13.0 in 2006-07 (BE). The proportion of budget allocated to secondary education was hovering around 3.6 till 1997-98 then increased to 4.1 per cent by 1999-2000 but declined to 3.2 per cent by 2006-07.

In absolute terms, the public expenditure on secondary education in nominal prices has grown by six folds from Rs. 55,310 millions to Rs. 321,770 millions between 1990-91 and 2006-07². However in real prices³ one can notice only a two fold increase from Rs. 116,370 millions to Rs.

243,460 millions during the same period. The quinquennial growth rates since 1990 suggest that the growth rate of public expenditure on secondary education has decelerated during early 2000s. Public expenditure on secondary education in real prices per student has grown only moderately with long spells of decline in between. In real prices, per student expenditure has grown by just 1.1 times between 1990-91 and 2004-05 from Rs. 2,898 to Rs. 3,077. The growth of per student expenditure in real prices was somewhat zigzag during early 1990s and rose somewhat steeply during late 1990s but fell sharply during the early 2000s. For example, it declined from Rs. 3,856 in 1999-2000 to Rs. 3,077 in 2004-05. It may be noted that the growth rates of enrolment and public expenditure on secondary education depict contradictory trends with a surge in the growth rate of enrolment and deceleration in the growth of public expenditure during 2000s. This implies that the growth of public expenditure has not kept pace with the growth in enrolment during 2000s, leading to declining per student expenditure. It is also likely that the growth in enrolment may be largely on account of expansion of the private sector. However, adequate data are not available to examine this proposition.

Against the background of declining trend in the priority given to education during the early 2000s, the proposed large increase in the allocation of resources to education in the XI Plan is a welcome development. The XI Plan is described as 'national educational plan' with the allocations to education constituting nearly 20 per cent of the total plan expenditure compared to 7.7 per cent in the X Plan. In particular, the allocations to secondary and higher education are set for steep increase.

Privatisation

The emphasis on increasing the role of private sector in the provision of secondary education is a recurrent theme in the recent policy documents and pronouncements. The plan documents like working group reports and approach paper urge the state governments to take 'a liberal approach' on 'allowing private schools to be set up' (GOI, 2008). The XI Plan further states that 'private schools must be allowed and encouraged'. The Plan proposes to open 2,500 (out of 6,000 proposed) high quality schools in Public-Private Partnership Mode and invites private sector

¹ The expenditure on education refers to revenue expenditure only. The expenditure under capital account is very small constituting less than one per cent of total expenditure on education.

² INR 45 equals to one dollar.

³ The nominal prices were converted into real 1990-2000 prices using national income deflators through out the paper unless otherwise mentioned.

participation in the introduction of ICT in schools. The exact form the public-private partnerships are going to take is not yet clear.

The private unaided sector already constituting 28 per cent of schools (32 per cent schools in 2005-06; however corresponding data on enrolment are not available) accounting for 23 per cent of enrolment as a whole in 2002-03 may be reaching its upper limit in further expansion. The research evidence on the contribution of private sector in providing equitable access to quality education is at best mixed. It is frequently observed that the private sector is unlikely to serve the poor, marginal groups living in remote areas, etc. that could have addressed the gaps in public efforts. The fact that private sector tends to be elite and solidifies the social and economic inequalities, needs no overemphasis. Even the purported superiority of private schools in providing quality education and cost-efficiency has not been established unequivocally by research evidence. The research evidence on public-private partnerships is very scanty even globally and high expectations in providing quality education are not supported. The adverse consequences of private sector and private-public partnerships on equity are, however, well documented.

Conclusions

India has embarked on an ambitious programme to achieve 75 and 50 per cent GER at classes IX-X and XI-XII, respectively, to ultimately universalize secondary education by the end of the next Five Year Plan i.e. 2017. The base from which this transition is to take place is very narrow making the task much tougher. The low quality, large inequalities between various social and economic groups, declining share of national income allocated to secondary education, add to the complexity of the task. The XI Plan rightly recognizes the enormity of the task and accords highest priority to universal secondary education in the allocation of Plan resources. The Plan also proposes to mobilize public and private resources. The success of these efforts in universalizing secondary education critically depends on removing bottlenecks like improving the efficiency of elementary education, recruiting teachers in adequate

numbers and training them appropriately, curricular diversification and upgradation, quality assurance and sustaining and utilizing higher allocations and evolving transparent regulatory framework for private sector participation.

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Secondary Education in Bangladesh

Introduction

Seven years of schooling bridges primary and tertiary education in Bangladesh¹. This period is divided into three stages: junior secondary (Grades VI-VIII), secondary (Grades IX-X) and higher secondary (Grades XI-XII). These are respectively for children aged 11-13 years, 14-15 years and 16-18 years². Similar to primary level, the junior secondary level students are enrolled into two streams: general education and madrasa (Islamic) education. From Grade IX students are divided into more streams and groups. For instance, three streams, viz., general, madrasa (Islamic) and vocational are in operation at this time. The general stream is divided into three groups, viz., Humanities, Science and Business Studies. Madrasa stream is divided into four groups, viz., General, Science, Mujabbid (specialization in correctly reading Qur'an) and Hifjul Qur'an (memorization of Qur'an). There is no sub-division in vocational education stream. This means that students appear in their first public examination, which is held after 10 years of primary and secondary schooling from eight different groups.

Various types of educational institutions based on who manage them are in operation at secondary level. The number of institutions also varies by type. For instance, there are 4,322 junior secondary, 317 government secondary, 13,861 non-government secondary, 638 combined school and colleges and 10 cadet colleges under general stream of secondary education. The madrasa education stream comprises of 6,685 Dakhil, 1,315 Alim, 1,039 Fazil and 175 Kamil madrasas³. There are 1,224 private and 41 public vocational institutions providing secondary education. Thus the numbers of educational institutions under various streams are as follows: 19,148 general, 9,215 madrasa and 1,265 vocational totalling 29,587 (BANBEIS 2006).

In general, the medium of instruction under national curriculum is Bangla. However, some institutions under general education stream follow English as medium of instruction and some have both. Besides, some English medium international schools also operate in Bangladesh, which follow separate curriculum and

prepare students for British General Certificate of Secondary Education (GCSE; former O-level) or Junior Cambridge examination. The concerned institution of the government, i.e., BANBEIS does not have any information on these schools. Not much information was also available on the cadet colleges either.

Participation

A steady growth in secondary education participation has been observed during the last decade. Of the 11-15 year age children the net enrolment rate at secondary level reached 45 per cent in 2005, which was 33 per cent in 1998 and 36 per cent in 2000. Similar improvement has also been seen in terms of gross enrolment and enrolment in any grade. The gross ratio of enrolment was found to be 65 per cent in 2005 and 72 per cent of the above age group children enrolled in any grade. Enrolment of girls surged ahead of the boys and the urban children surpassed their rural counterparts. In terms of net enrolment the boy-girl difference was 11 percentage points (girls 50.6 per cent, boys 39.6 per cent) and the rural-urban difference was 10 percentage points (urban 54 per cent, rural 43.6 per cent). Although the progress had made across geographical areas and socio-economic strata, the status was very poor in some areas. For instance, in slums, it was only 18 per cent.

Over three quarters of the secondary school students enrolled in the non-government secondary schools. The next popular category was the madrasas with 14 per cent of enrolment. The share of the government schools is very nominal. Economic status of the households and parental education are closely correlated with participation. Children of the households with 'surplus' food security have more than double the chance of being in school compared to those from 'deficit' households. Three quarters of the children of mothers with secondary education are in secondary schools compared to 31 per cent for mothers with no schooling.

The major reasons for non participation include affordability, children's dislike of school and need to work at home or outside. The first and the third reasons are very much linked with poverty and the second one

1. Duration of primary education is five years; children aged 6-10 years are eligible for this.
2. It is often needed one more year for two public examinations (conducting exam and result publishing) at the end of later two stages.
3. Although Alim, Fazil and Kamil madrasas are higher level of institutions than Dakhil madrasas, all of them offer education from Ebtedayee level (equivalent to primary). Except three Kamil madrasas all other mardasas are privately managed.

with classroom teaching-learning provisions. Poverty appears to be the prime cause of non-enrolment at secondary education. Problems in respect of classroom teaching practice also need to be addressed properly.

Facilities and learning provisions

Half of the surveyed educational institutions were found to have physical facilities (roofs, walls, floors, doors and windows) in good or largely good condition, one third were in poor condition and 18 per cent were in damaged or seriously dilapidated condition. Three out of each five institutions had electricity connections, but two-thirds of the classrooms and half of the teachers' rooms had no electricity. Most schools had clean water supply and toilets; three quarters with separate facilities for boys and girls, but a quarter of the toilets were in seriously unhygienic condition.

Less than a fifth of the teachers were women. Eighty-four per cent of the non-government school teachers received salary subvention from the government. Low level of academic achievement of the teachers was widespread. Fifty-seven per cent of Bachelors degree holder teachers got third division in examination and 78 per cent did so in Masters examination. Nearly half of the graduate teachers studied Humanities, a fifth studied Science and 23 per cent were madrasa graduates. More than half of all teachers had no professional training.

About half of the schools had science laboratories of varying quality; 30 per cent of the non-government schools had adequate laboratories and 87 per cent of the madrasas did not have any. Only 15 per cent of the institutions had a library with a collection of books that could be regarded as adequate judged by modest standards. Thirty-seven percent of the schools claimed to have computer education facilities, a fifth of the schools had only one computer and another fifth had 2-15 computers; the rest had none. Fifty-four per cent reported having at least one teacher with training in computer use.

Internal efficiency of institutions

Of the children enrolled in Grade VI, about half reached Grade X, 40 per cent passed pre- public examinations and only 20 per cent passed the public examinations and thus successfully completed the secondary cycle. In contrast to advances in initial participation, girls lagged behind boys by six percentage points in reaching Grade X, by 17 percentage points in passing the Grade X 'test' and by 11 percentage points in passing the public examination. Boys were ahead of the girls in completing the cycle and passing secondary examinations in all types of secondary institutions. On an average, 19.6

pupil years were required to produce one who completes the five year cycle. The investment of 25 pupil years was to have a girl complete the cycle. This testified to serious inefficiency of the system and was an indication of serious quality problem.

Management of institutions

Almost all educational institutions, except those run by the government, had managing committees. Average size of the committees is 12.7. Although majority of the secondary institutions are co-educational, only 3.4 per cent of the managing committee members are females. The madrasas have even lower participation of women in the managing committees. Low percentage in a committee of 12 or more members meant that most secondary education institutions did not have any women in their managing committees.

About a third of the members were teachers by profession; either as member secretary (heads by ex-officio), teacher representative or teachers of other educational institutions. A quarter of the members were businessmen, 18 per cent service holders, 14 per cent farmers and 10.4 per cent were local political leaders or social workers. Less than five per cent of the managing committee members were primary educated, 30 per cent completed any grade of secondary education and two thirds higher secondary or above. On an average, 11 meetings were reported in 2004. The madrasas had lesser number of meetings than the schools.

The heads of institutions

The heads of educational institutions play two important roles, viz., academic leaders of the institutions and member secretaries of the managing committees. So, their leadership role is vital for how an educational institution do its job. Although majority of the institutions were co-educational, only five per cent of the heads of the institutions were females. A little over one per cent was from the ethnic minorities reflecting their proportion in the total population.

On an average, the heads had 15 years of schooling with no difference between males and the females. About half of them had Masters Degree and majority had Bachelors Degree from universities of madrasas.

Expenditure for education

Private household expenditure for secondary education was more than four times higher than public spending. The households spend more money for the boys than the girls. It is much for the urban school students than their rural counterparts. Expenditure for private supplementary tutoring was the highest among all items

of private expenditures across the board, accounting for about half of the total private spending.

Conclusion

Progress in secondary education in Bangladesh has shown in enrolment but a large portion of them drop out before completing the full course. Educational and other facilities in majority of the schools are not favourable for quality education, especially in the rural schools and the madrasas. A major investment as well as assurance of its best utilization is required there. Girls lag behind the boys and rural pupils than their urban counterparts in terms of continuation and writing the public examination at the end of the course. Requirement of private expenditure creates barrier for the poorer

section. Quality with equity should be the targeted approach for secondary education in Bangladesh.

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Globalization and Secondary Education : The Challenges and Strategies in Indonesia

Globalization and Its Challenge to Education

Globalization may be seen as a process of integration, interaction, and interdependence among people and nations. It may be classified as a multi-faceted phenomenon. It may be seen from communication viewpoint, national-country boundary viewpoint, trade viewpoint, industrialized v.s. developing countries or North-South viewpoint, distribution of information viewpoint, and many other viewpoints (Correa, 2002, Das, 2005, Khor, 2002, Suryadinata, 2000). Globalization from manpower preparation, particularly from the education point of view is discussed here.

First of all, globalization reduces the role and importance of the national boundary line. It allows workers move from their country of origin to the next, including Indonesia, based on information secured by them. The influx of overseas human resources may be seen by local workers as a threat to their opportunities. When those overseas people have more information, acquire better knowledge and skills, and if necessary asking lower salary, then the only way to compete with them is by increasing knowledge and skills acquisition, acquiring more information, and proving to the world that the local work force is the best. Indonesia cannot protect herself by imposing working permit and other barriers, because globalization entails Indonesia to embrace free-trade at the same time. Education, therefore, has a very important role in equipping the country's workers with competitive and relevant skills.

Secondly, it allows cross border flow of goods and services. Information on goods and services available

in one country and on those needed in the other, lead to these flows. Overseas origin products will easily receive warm acceptance in another country if it comes with higher quality and similar or lower costs. There are at least two factors that primarily affect the production system – the level of technology used and the capacity for mass-production. Acquisition of the most modern technology depends on the availability of high quality human resources. The decision to mass-produce in order to gain high scale of economy is also based on information on the marketability of products in the region. The productive and efficient system is manned by skilled and knowledgeable workers. So, it is the level of education that determines the quality of both workers and the products.

Thirdly, globalization era competition is not necessarily confined to physical transfer of goods and manpower. Workers may stay in their own country but they do the work that come from other country. It is the work, not the product or the workers, that crosses the border. The case of India exemplifies this globalization phenomenon. The fact that Indian companies have been winning the competition for back-office jobs from American companies well describes this phenomenon. This again, shows the important role of education.

Fourth, the previous three observations conclude the importance of information acquisition. In this modern era, information acquisition is considered more important than acquisition of weapon. Information acquisition is possible and effective only if it is performed by well educated people. In short, for Indonesian education, globalization means demand for high quality education.

Demand for Senior Secondary Education

1. Indonesia Education in Brief

Indonesia's formal education system follows the 6-3-3-4 pattern. The first, six-year primary education (PE) and three-year junior secondary education (JSE) together forms the "basic" education. Indonesia has been making big efforts to universalize basic education and its target is to reach this mark by the end of 2008. The universalisation is achieved when the primary education Net Enrolment Rate (NER) reach 95 per cent and junior secondary education General Enrolment Rate (GER) reach 95 per cent. The NER and GER are climbing an optimistic curve and reached 94.73 per cent of primary education NER and 88.68 junior secondary education GER in 2006.

The next, 3-year senior secondary education is provided through two streams, i.e. general (academic) and vocational, including technical. In a rather simplistic view, the general stream is mainly aimed at preparing the country's graduates to pursue their education into tertiary level. On the other hand, vocational stream, that offers a wide variety of skills training ranged from aeronautics, book keeping, and cooking to mechanical engineering, mainly prepares the graduates to enter the labour market. The distinction between the aim of the Indonesian general and vocational streams, however, is not as distinct as black and white and there are overlaps. The official role of the general stream is to prepare the graduates to pursue education and to enter the society. The term "enter the society" may be interpreted as entering the world of work as well.

Tertiary education consists of diploma 1 to 4, 4-year bachelor (or locally named *sarjana*), master, and doctoral courses. The diploma 1 to 4, as it is named, span 1 to 4 years diploma and offers no credential programs. The 4-year bachelor degree, on the other hand, in Indonesian term, offers the first academic credential named *sarjana*. The Next academic credentials are the general masters and doctorate degrees. Even though its popularity is eroding, due to the boom of the masters programs, a *sarjana* credential is still considered to be prestigious by most Indonesian parents.

2. Demand for Senior Secondary Education

Universalization of basic education leads to a constantly increasing number of graduates. A huge proportion of them seek to continue their education despite the possibility of them entering the labour market. Legally, children of over 15 years are allowed to work. However, most of them choose to pursue their education into senior secondary level.

Universalization of basic education then leads to an increasing demand for senior secondary education (SSE). The increasing demand may be addressed with, at least, two policy alternatives. First, to make the more costly SSE competitive by lowering the transition rate from JSE to SSE a little bit and let more JSE graduates enter the labour market by providing them with some pre-service informal training. This alternative, however, is not only un-popular, but also may slow down the improvement of educational attainment of the work force. Second, make more access to SSE by increasing the JSE-SSE transition rate. This is the more popular option but the question is which stream needs to be promoted, the general or the vocational/technical? The first extreme choice is to increase the access rate of the general SSE while holding constant the access to the vocational SSE. The main positive point of this alternative is that it costs less compared to the provision for SSE through vocational stream. However, this will lead to a higher demand for the costly university education, mainly the highly subsidized public university education. It also lets the new entrants to the labour force equipped only with only general skills; the type of skills that serve only the smaller market. On the other extreme, is the choice of increasing access to the vocational SSE while holding constant that of the general SSE. The positive point in this option is that it serves wider industrial audiences.

3. Addressing the Demand

As mentioned earlier, there are two choices of streams at the SSE, academic and vocational. The criteria for junior SSE graduates to enter, and their parents to send their children into, general or vocational SSE (or may be called an individual decision) and those for government to enlarge capacity for any of those streams, started from different points of departure that may or may not overlap. For children or their parents, the decision ideally should be related to the children's talent. Those gifted with excellent psychomotoric skills may be best nurtured at vocational SSE. After graduation from the SSE, they will be adequately prepared for entry into the labour market. On the other hand, children with good thinking skills may be best prepared at the general SSE.

However, this idealistic parental way of thinking may be only applied for very few individuals. Most children or, in most cases, parents, choose vocational stream of SSE due to very practical reason. They make their decision based on their existing financial capacity. Those who have the capacity to finance their children up to the university level tend to send their children into the general SSE hoping that the kids will be bright enough

to compete for seats at the highly subsidized public tertiary education, three years later. And also they will earn an educational degree that is still prestigious enough (although the 'degree prestige' is eroding in recent years). On the other hand, parents with lower financial capacity tend to send their children into the vocational SSE. They think that by choosing this stream their economic burden will be limited into financing three years of education at the SSE (compared to 3 plus 4 years if they choose the general SSE and then higher education). Due to this financial capacity-based decision making, vocational SSE tend to be enrolled with children of the lower SES families and general SSE tend to be enrolled with the more affluent ones.

The government view is based on a different starting point. The point is how to make an intervention to the low educational attainment of the labour force, and at the same time preventing graduate unemployment. To let the supply of the labour force go naturally, the improvement of the average educational attainment of the work force will be very slow. An intervention has to be made to accelerate the improvement of the educational attainment. One of the most feasible ways to expand the labour market is by providing the SSE students with vocational skills so that right after their graduation they are ready to enter the labour market. By doing this the new entrants to the labour market will have a higher educational attainment, and at the same time they are equipped with the necessary vocational skills.

The question, then, is whether the labour market really needs new entrants with vocational skills or those with general skills? For the sake of discussing this matter, the industry can be simply grouped into two, the big and modern industries at one side and the less modern and small scale ones at the other. The modern industries world wide have their own internal training. Big and modern industries in Indonesia, such as Toyota Astra (car maker) and Bukaka (precision machine and equipment maker) are equipped with their own training facilities. These big and modern companies prefer to employ general SSE graduates, and train them internally to really suit their own need. On the other hand, small and less modern companies cannot afford such a luxury. It is the task of the government to provide the new entrants with vocational skills before they enter the labour market. Since the lion's share of the industries are the small and less modern ones, serving the interest of those industries using public money is justified.

Those arguments, however, need empirical support. A tracer study on senior secondary graduates (Purwadi, 1994) recorded interesting findings. According to it, a majority of the general SSE graduates in public schools

were pursuing their education, while that of vocational SSE graduates were working. This is also applicable for private vocational graduates. Due to lower SES parents' economic inability to support further education, they tend to force their children to enter the vocational/technical stream. However, it is also possible that vocational SSE helps parents and students of the low SES to find suitable work. On the other hand, general SSE prepares its graduates for further education.

Strategies

To prepare for globalization, the Indonesia education strategy outlines in four major steps: (i) capacity building and modernization, (ii) improvement of the education system, (iii) building regional competitiveness, and (iv) building international competitiveness (Ministry of National Education, 2005). This strategy is valid until 2025, reviewed every five years.

The first strategy, capacity building and modernization, is selected based on the fact that there are higher demand than the facilities available. This strategy is operationalized to increase access to quality education. The importance of improvement of access rate is justified in comparison to the HDI rate across nations. Indonesia, which ranks 108 among 177 nations, is one of the countries with the lowest HDI in her neighbourhood. A closer look at the data, however, reveals that the weak point of Indonesia is its combined GER. This fact may be interpreted as the need for increasing access to education.

Furthermore, this problem became more severe by the huge gap in the quality of human resources in far flung islands, provinces and districts and the lack of capability of the local education system to serve the demand to increase the quality of human resources. The huge variety of educational attainment of the people is shown by the gap between the lowest mean years of schooling to the highest one. Province with the highest mean years of schooling of 10.4 years in 2002 is Jakarta, the national capital. Province with the lowest one is West Nusa Tenggara with only 5.8 mean years of schooling.

One of the biggest challenges to provide more educational access is the geographical distribution of the population that is spread out unevenly among islands, provinces, and districts. Providing education through traditional face-to-face way cannot solve the access problem efficiently. The per capita expenditure on teachers and other educational personnel is very high in areas where there are less number of students. This economics of scale leads to the decision to employ information and communication technology (ICT) for

education. The use of ICT is not only helping to widen educational access but also helping quality control. Compared to teachers of varying educational attainment, training, and other individual teaching performance differences, the use of ICT may lead to a similarity in the quality of education.

The Second Strategy is improvement of (the education) service provision. Once the access problem solved, the next strategic step is quality improvement of education. The main purposes of quality improvement efforts are to make educational content always relevant so that the outputs of education, i.e., the graduates, become competitive. Improvement of the service provision may be seen as a milestone for transition from quantity based strategy into quality based strategy. In order to improve the quality, a standardized national school system is being developed since 2005. Furthermore, the development of an internationally recognized general SSE and vocational SSE are being developed as well. It is hoped that all senior secondary schools will reach at least the national standard and some of them will operate on an international standard.

The third strategy is building regional competitiveness. On the way to achieve global competitiveness, the Indonesia education system prepares itself by aiming regional ASEAN competitiveness standard as the stepping stone. Continuous quality standard improvement will be conducted in order to achieve the ASEAN standard. Objective benchmarking will be conducted in order to guarantee quality improvement. Regional market based educational programs will be updated annually in order to assure the relevancy of Indonesia education. Educational standard provision, quality assurance, and institutional accreditation will be increased. All of these will be conducted by regional educational cooperation, as well.

The fourth strategy is building international competitiveness. Globalization of goods and services ensures the national education system operate at international standards. Three important factors on the way to achieve the target are, internationally standardized educational provision, good image of the Indonesia education system, good international cooperation on education.

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Globalization and Secondary Education in China

Introduction to China Secondary Education

Secondary education in China includes both junior and senior. The junior secondary education meets the need of children of the right age to receive education. In 2006, there were 60,885 junior secondary schools, and 59.58 million students in China. Since 2002, the ratio of primary graduates going to the junior secondary level has been above 95 per cent, and in 2006, it reached 100 per cent.

In recent years, China's senior secondary education has been providing more chance to the students of the right age. There are 27,966 schools in senior secondary education, and the students sum up to 43.42 million, 1.36 times as in 2002. In 2006, the gross enrolment rate in senior secondary education has reached 66 per cent, 23.2 per cent higher than in 2002.

The International Exchange and Cooperation of Secondary Education in China

Since China is a member of WTO, its economy has been facing the tide of the world economy and the society attuned to globalization in more fields and levels. With economic globalization and rapid development of economy in China, international cooperation and exchange in education are increasing day by day and China is becoming more open. On the one hand, more Chinese students go aboard for education and to have a better understanding of the world. The overseas students from China are in greater numbers in some countries such as in the United States, Japan and Australia. Moreover, the overseas students not only include college students but also the secondary and even primary students. China is also attracting more foreign students. In 2006, the number of overseas students in Chinese colleges and universities have reached 82,107, fifty per cent more than in 2002. On the other hand, the international education cooperation and exchange between China and the world is becoming more and more closer. In the beginning of 2006, the number of Chinese-foreign schools reached more than 1300.

As the educational globalization is enhancing, the international cooperation and exchange in secondary education are also on the rise. The main features of international cooperation are as follows:

The first is to develop Chinese-foreign cooperation in running schools. For example, since 2002, the MOE of China and the National Development Department of the

United Kingdom jointly carried out "the Sino-UK Basic Education Program in South West of China", and this is one of the biggest programs in Chinese-foreign educational cooperation since China entered the the reforming and opening-up policy. In recent years, all kinds of Chinese-foreign cooperation in secondary education have been developing rapidly. In 2003, in Shanghai alone, there were 23 cooperation programs in secondary education, 15 more than in 2001.

The second is that overseas students in China are increasing gradually. In 2007, the number of overseas students in secondary vocational education has reached 4,011; the numbers is 3,176 more than in 2003, and among them 2,291 have studied for more than six months. Of these, 3,583 overseas students were from Asia, 89.3 per cent of the total. Also more and more Chinese secondary educational students go aboard to study what they need.

The third is the exchange programme between Chinese students and foreign students. For example, in 2007, China government sent 1,100 senior secondary students in four groups to Japan, studying and communicating with Japanese senior secondary students. In recent years, the exchange has been developed actively between the secondary schools of Guangxi in south-west China and the schools in ASEAN countries. Students were exchanged for short study and recreational and sports activities, or to attend jointly held academic seminars and forums, sharing the information about technology and teaching. The number of students and the duration of courses are increasing year by year.

The fourth is to provide education for the foreigners in China. As the reform and the opening up process gains momentum in China, more and more foreigners come to China looking for work and career opportunities, especially in its coastal developed provinces such as in Beijing, Shanghai, Guangdong and Zhejiang. To satisfy the education needs of these foreigners, the local government set up international schools. Now there are 96 international schools all together in China. Such as in Shanghai there are Shanghai American School, Shanghai Japanese School, etc. There are also international sections in the local secondary schools, such as International Section of Shanghai Middle School, International Section of the NO.2 Middle School attached to East China Normal University, etc. In 2007, nearly 20,000 students from 40 countries were studying

in these international schools and international sections in Shanghai.

As China economy develops and the opening-up process develops further, international education cooperation and exchange including secondary education will be strengthened. In this case more and

more students will go aboard to understand the world, and also more and more foreigners will come to China.

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Introduction of the Programme on School Improvement: Sri Lanka Moves Towards School Autonomy

Sri Lanka has initiated the Programme on School Improvement (PSI) in schools of 33 Zones in the country's 92 zones on a pilot basis. It is an approach to the management of schools in which there is a significant and continuous decentralization to the school level, the authority to make decisions relating to the allocation of resources. However, the school remains accountable to a central authority for the manner in which resources are allocated and utilized. The emphasis of PSI is to give flexibility for internal functioning of the school, increase efficiency in the school's use of resources and make schools more responsive to the concerns of those who have a claim on the school by exhibiting greater transparency. This results in better quality education offered to the students including raising standards of student achievement. To the participating schools the PSI has become an exciting but challenging experience.

In this programme schools are given a degree of autonomy in the areas of planning, teaching-learning process, curricular activities, staff development and the maintenance and development of the school plant. This is to ensure the overall improvement in standards of performance in the school and facilitate the development of individual potential of each child so that they will become useful citizens. The significance of this change is that it will move the emphasis from crisis management to planned development of the infrastructure. Medium and long-term developments will be reflected in the schools' development plan. The Autonomy enjoyed by the school is central to the PSI, however, it also brings with it the need for accountability to the local community and the Central/Provincial Ministry.

The PSI will encourage schools to take initiatives in a wide range of activities. School will become more proactive in policy making rather than simply reacting to regulations. Such a development will call for appropriate management structures which provide clear channels of communication within schools, both

vertically and laterally. At the hub of these activities will be two bodies established in all participating schools – the School Development Committee (SDC) and School Management Team (SMT). The SDC comprise of the Principal, Teacher/ Parent/ Past Pupil representatives and a representative of the Education Authority. This locally based group will direct, guide and support their 'own' school. The main function of the SDC will be to assist the principal in the formulation of policy and preparation of school development plans and monitor their implementation.

The SMT which include the Principal and the other promoted staff of the school, namely the Deputies, Sectional Heads and Grade Coordinators, will be responsible for school functions and development. Inevitably, from this sense of ownership grows a sense of commitment and pride in the achievements of the school. However, both the SDC and SMT will need to accommodate each other in the new partnership; both will need to be clear about the line of demarcation which separates their roles and functions. The SDC is about development planning and educational imperatives, the SMT is about translating the development plan into operational management activities to ensure school improvement. Participation of staff at all levels of the school will lead to shared ownership of key decisions and result in the commitment of teachers and galvanizes them into a potent force of creativity which has a spin off for student learning and achievement. SMTs role will be different from that in the present system. In the new paradigm shift the entire staff is supposed to be involved in school development planning. The SMT members will enjoy increased responsibility and authority and in turn, will empower teachers by entrusting them with responsibilities. Small rural schools, where the size of staff does not give scope for such teams, are provided with alternative structures.

If schools are to provide a relevant and dynamic education for their pupils, the specific tasks need to be addressed. For example, schools need to provide support

material and supplementary information to enrich the curriculum. This is best achieved through teams of subject-specialists working together on curriculum development programmes. The leadership of such teams should be provided by subject coordinators and grade coordinators with the SMT coordinating the work across the school as a priority area within the school development plan. The successful delivery of the national curriculum is dependent upon the provision of appropriate and adequate resources. A flexible use of resources encourages teachers to move away from didactic teaching methods to more discursive approaches which enrich the classroom experience of pupils. Careful planning of the time-table will add to the learning process when each day provides a balanced and varied experience of academic, aesthetic, practical and physical activities. Clearly, in the preparation of the school time-table, national standards have to be maintained, for example, the total hours of teaching in each subject and the minimum number of teaching hours per teacher according to the teacher's qualification, whilst ensuring sufficient flexibility to accommodate the particular needs of students and reflect local needs and employment opportunities.

Monitoring and evaluation is a crucial part of the PSI as it is only by implementing adequate monitoring and evaluation processes that school activities can be effectively planned and managed. Essential monitoring instruments must be designed and agreed upon before the implementation of programmes of activity and the success criteria agreed with the different parties involved. Distinction must be made between the processes of monitoring and evaluation. The former provides the evidence upon which evaluation can take place. The appropriate design of monitoring instruments is critical if evaluation is to have relevance for the school and result in school improvement. Curriculum development cannot take place without monitoring and evaluation in order to identify areas for improvement. However, schools can only be compared with like schools. In deprived areas schools may not be up to the standards of the best schools, but offer more to their students in terms of "value-added". By developing bench marks not only can schools be compared, but areas of good practice and weaknesses can be identified. Without such a system, there is no way of measuring improvement, essential if progress is to be made in raising standards of education. There must be an identified member of the senior management team to monitor and evaluate school improvement. Whilst there will be crude indicators of performance, for example, public examination results and grade assessment tests, schools may also use less tangible performance

indicators such as their contribution to the community. None of this is likely to happen unless the process is managed and unless the priority of raising standards is enshrined in the school development plan.

The PSI will enable schools:

- involve community representatives in school planning and encourage schools to respond effectively to the needs of parents and the demands of the community, thus strengthening the partnership between teachers and the school community;
- increase the efficiency of school's use of resources to design development plans to achieve school objectives with more focused attention on the aims of education;
- provide a coherent and coordinate approach to all aspects of planning and to deliver school development programmes more effectively;
- ensure academic independence to schools from minor regulatory bodies;
- establish congruence between staff training and school needs thus improving staff development which leads to higher student achievement;
- promote innovation and change.

The introduction of the PSI in Sri Lanka was influenced by the performance of Sri Lankan schools that had already demonstrated the above characteristics and by the international movement of school autonomy. By introducing the PSI it is expected to bring about collaboration between schools rather than competition specifically in regard to sharing resources. It is the latter feature which is rather prevalent in national systems of education. In the long term the PSI will result in greater transparency of what is going on in schools and there will be more equity in the distribution of resources. Only when a critical mass of schools has implemented the PSI it begins to impact upon the national education system. The shift of power from the Ministry of Education and Provincial Ministries to schools needs to proceed with great care. Decentralization can only be successful if there is systematic and careful preparation on the part of both those who hand over authority and those who receive it.

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News from Member Institutions

Australian Council for Educational Research (ACER)

Victoria, Australia

- The ACER leads the research for the Programme for International Student Assessment (PISA) of the Organisation for Economic Cooperation and Development. The PISA surveyed 400,000 students in 57 countries. The full Australian PISA 2006 report, *Exploring Scientific Literacy: How Australia measures up*, is available at www.acer.edu.au/pisanews
- Conducted a major survey of the teaching and leadership workforce in Australia's schools. The study provides a detailed demographic picture of the Australian teaching workforce and also highlights a range of specific issues for future workforce planning. (www.acer.edu.au/teaching_leadership/SiAS.html)
- Conducted a study on Information and Communication Literacy for the National Assessment Program. The study assessed the technological skills of 7,400 students from years 6 to 10 in 520 schools across Australia. (<http://www.mceetya.edu.au/mceetya>).
- Organised annual research conference of 2007 on The Leadership Challenge: Improving Learning in Schools. Some 650 delegates attended the conference in Melbourne. (www.acer.edu.au/research_conferences for more information.)

Academy of Educational Planning and Management (AEPAM)

Islamabad, Pakistan

- Conducted four training workshops in collaboration with the UNESCO on use of EMIS data in Planning and Decision-making and trained more than 100 Education Managers from all over the country in 2007.
- Trained 152 Education Managers from all over the country in collaboration with the UNESCO under the program Capacity Building in Education Planning, Implementation and Community Participation, during

2006-07. Nine modules were developed under this program.

- Conducted a UNICEF sponsored study on validation of Public School Data (2005-06).
- Prepared the National Mid Decade Assessment report on Education For All (EFA) for the period 2001-2005.
- Developing an education atlas of Pakistan reflecting various types of education data as well as indicators.

The Aga Khan University - Institute for Educational Development (AKU-IED)

Karachi, Pakistan

- Conducted several research studies on teacher education, curriculum implementation, leadership and management in the context of education in the developing world.
- New research projects have also been initiated on a national research consortium set up for researching Teacher Educators' Competencies, a multi-district study to look at impact of teacher education on students' achievement.
- Organized a major international conference on Status of Educational Reform in Developing Countries in April 2008. www.aku.edu/ied/raps
- Conducted a series of Professional Development courses during the period June 2007-08 on Educational Leadership and Management, Improving Governance and Educational Leadership Practices, Research Methods, Teaching of Science, etc.

Bangladesh Rural Advancement Committee (BRAC)

Dhaka, Bangladesh

- Completed a study on primary textbook review (NCTB and BRAC prepared textbooks on Bangla and Mathematics) in line with national competencies.

For further details on ANTRIEP activities contact:

International Institute for Educational Planning (IIEP)
7-9 Rue Eugene - Delacroix
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Fax: + (33) 1 40728366
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pranatapanda@nuepa.org

- Completed a study on secondary education exploring three areas, viz., curriculum, learning achievement and employment opportunities.
- Undertaken an evaluation of BRAC pre-primary education programme largely focussing on curriculum and its implementation, textbook review and learning achievement.

Research Centre for Educational Innovation and Development (CERID)

Kathmandu, Nepal

- Undertaken a study on Assessment of Child-friendly School Interventions with the support of the UNICEF, Nepal, to develop a thorough understanding of the effectiveness of interventions implemented, to inform future decision.
- Completed a research on Life-Skill Education for Out-of-School Youths with the support of the Nepal National Commission for UNESCO.
- Completed a country case study on Early Childhood Development Policy (Review) in October 2007.
- In collaboration with the Central Department of Home Science and Women Studies, TU (Nepal), Dhaka University (Bangladesh) and Liverpool John Moore University, London (UK), the CERID is carrying out a joint project on Higher Education and Research in the Context of Gender and Development Issues in Nepal and Bangladesh.

Centre for Multi-disciplinary Development Research (CMDR)

Dharwad, India

- Conducting a study on “Role of EMIS in Primary and Higher Primary Education : An Evaluation of Three Districts of Karnataka” sponsored by Sarva Shiksha Abhiyan, Government of Karnataka.
- Carried out a Study on “Educational Participation of Scheduled Tribes in Orissa: An Analysis of Demand Supply Side Constraints”. The Study found that economic status, parental education, distance to school and infrastructure of the school are some of the demand side and supply side constraints of ST education.

Institut Aminuddin Baki (IAB)

Pahang, Malaysia

- Conducted the UNESCO training programme – Managing the School Curriculum for Excellence, from July 29 to August 24, 2007 for 18 participants from ASEAN and G-15 Ministry of Education.

- Organised the School Leadership Training for Junior school principals of Pioneering International Level Schooling from December 5 to 15, 2007 for 55 participants from the Republic of Indonesia.
- Organised 14th and 15th National Seminar on Educational Management and Leadership from June 25 to 27, 2007 and June 29 to July 1, 2008, respectively.

Korean Educational Development Institute (KEDI)

Seoul, South Korea

- Organized training course for 16 Iraqi educational administrators on June 10-25, 2007 with the support from Korean International Cooperation Agency (KOICA). The course contributed to sharing Korea’s experience in developing education with participants from Iraq and strengthening capacity to implement educational policy under Iraq’s national situation.
- Coordinated the UNESCO-KEDI Study Visit for Improving Educational Planning and Management through the use of ICTs and contributed to strengthening the capacity of participating countries such as Azerbaijan, Georgia, Kenya, Mongolia, and Uzbekistan, in educational planning and management by using ICT.
- As part of educational cooperation, Korean Educational Development Institute (KEDI) and National Center for Education Development Research (NCEDR) in China have been organizing annual seminars since 2000. The 2007 KEDI-NCEDR Joint Seminar on higher education was held in Beijing, China, on Sept. 12-13.
- The KEDI-UNESCO Bangkok Joint Seminar was organised on gender challenges in post primary education in East and Southeast Asia on November 13-16, 2007 at Bangkok, Thailand.

National University of Educational Planning and Administration (NUEPA)

New Delhi, India

- Mounted an interdisciplinary study in collaboration with the Stanford University with the primary aim of studying economic and social impact of rapid expansion of Higher education in the largest developing economies of Brazil, Russia, India, and China (BRIC).
- Organized the workshop on EMIS and Data Analysis for six officers of the Department of Planning, MOEYS, Royal Cambodian government to sensitize participants about the techniques of data analysis and target setting, methodology of decentralized

educational planning and to prepare an action plan for improving the EMIS and data utilization in Cambodia

- Recently undertaken a mega exercise for creating the Secondary Education Management Information System (SEMIS) in States and UTs, which is going to be the vertical expansion of DISE to cover the entire school education for planning expansion and quality improvement of secondary and senior secondary education in the country.
- Successfully completed the phase-I (February 01 - April 30, 2008) of the twenty fourth International Diploma Programme in Educational Planning and Administration (IDEPA). 21 participants from Afghanistan, Bhutan, Botswana, Eritrea, Ghana, Indonesia, Iraq, Kazakhstan, Lao PDR, Macedonia, Mozambique, Myanmar, Nigeria, Senegal, Sri Lanka, Sudan, Tanzania, Uganda, Uzbekistan, Vietnam and Zambia participated in this diploma programme.
- Organised one-month Training Programme on Educational Management for eight lecturers from the Department of Education of University of Colombo, Sri Lanka, from April 1 to 30, 2008. The programme mainly focussed on research methods in education, concepts in educational administration and management and developments in teacher education.

**South East Asian Ministers of Education
Organisation, Regional Centre for Educational
Innovation and Technology (SEAMEO INNOTECH)**
Manila, The Philippines

- The Secondary Education Development and Improvement Project (SEDIP) is a flagship project of the Department of Education in response to the Social Reform Agenda initiatives of the Philippine Government. The SEDIP engaged SEAMEO INNOTECH to provide the design and carry out the implementation of the Decentralized Management Development Program (DMDP) – a capacity building program that aims to facilitate the decentralization process of the Department.
- The Policy Research on Access to Quality Basic Education for Muslim Learners as a component of the ELSA (Educational Livelihood Skills Alliance) Project investigated access barriers to basic education

of Muslim children in Mindanao, Southern Philippines.

- Conducted a research study on “Access to and Demand for Secondary Education: A Policy Research and Assessment Study,” funded by the World Bank Global Development Network – Korean Educational Development Institute. It analyzed and assessed various policies and programs that support access to and demand for secondary education. It also identified current barriers to completing secondary education in the Philippines.

**State Institute of Educational Management and
Training (SIEMAT)**

Allahabad, Uttar Pradesh

- Organised a series of Induction/Foundation Training Programme for newly selected Sub Deputy Inspectors of Schools in academic year 2007-08.
- Conducted nine training programmes for BRC/NPRC Master Trainers on developing the capacity for providing motivational leadership, financial management and self-supporting skills.
- Conducted a research study of Mainstreaming of Children from Non-residential Bridge Courses to Formal Schools. The findings reveal that Non-residential bridge courses are acting as a boon for the poorest, backward, downtrodden sections of the society as also the migratory families

**Shanghai Institute of Human Resource
Development (SIHRD)**

Shanghai, China

- Prepared the National Inspectorate Report 2007 – Pay Attention to the Compulsory Education Teachers. This is the first report to completely reflect on the basic situation about teachers’ work, study and living in compulsory education.
- Conducting a medium-term evaluation on Educational Development Plan in the Western Region during 2004 to 2010 and analyzing the achievements, problems about education development in the Western Region.
- Completed the report on Empirical Study on China Compulsory Education Fair.

ANTRIEP Member Institutions

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| <ol style="list-style-type: none"> 1. Academy of Educational Planning and Management (AEPAM), Ministry of Education, Sarya Chowk, G-8/1, P.O. Box 1566, ISLAMABAD, Pakistan (http://aepam.edu.pk) 2. Australian Council for Educational Research (ACER), 19 Prospect Hill Road, Private Bag – 55, Camberwell, Melbourne, VICTORIA–3124, Australia (www.acer.edu.au) 3. Balitbang Dikbud Centre for Policy Research (Puslit Penelitian), Office for Educational and Culture Research and Development (Balitbang Dikb) Ministry of Education and Culture, Jalan Jenderal Sudirman, Senayan, JAKARTA–12041, Indonesia. 4. Bangladesh Rural Advancement Committee (BRAC), 75 Mohakhali Commercial Area, DHAKA–1212, Bangladesh (www.brac.net) 5. Campaign for Popular Education (CAMPE), 5/14, Humayun Road, Mohammadpur, DHAKA - 1207, Bangladesh (www.campebd.org) 6. Centre for Multi-Disciplinary Development Research (CMDR), D.B. Rodda Road, Jubilee Circle, DHARWARD–380 001, Karnataka (INDIA) (www.cmdr.co.in) 7. Centre for Education Leadership Development, (CELD), National Institute of Education (NIE), Meepe Junction, Padukka, Sri Lanka (www.nie.lk) 8. Institut Aminuddin Baki (National Institute of Educational Management), Ministry of Education, Sri Layang 69000, Genting Highland, PAHANG, Malaysia 9. International Institute for Educational Planning (IIEP), 7-9 rue Eugene-Delacroix, 75116, PARIS, France (www.iiep.unesco.org) 10. Korean Educational Development Institute (KEDI), 92-6 Umyeon-Dong, Seocho-Gu, SEOUL 137-791, KOREA (www.kedi.re.kr) | <ol style="list-style-type: none"> 11. National Academy for Educational Management (NAEM), Dhanmodi, DHAKA–1205, Bangladesh (www.naem.gov.bd) 12. National Centre for Educational Development (NCED), Sanathimi, BHAKTAPUR 2050, Nepal (www.nced.gov.np) 13. National Council of Educational Research and Training (NCERT), Sri Aurobindo Marg, New Delhi - 110 016 (INDIA) (www.ncert.nic.in) 14. National University of Educational Planning and Administration (NUEPA), 17-B, Sri Aurobindo Marg, New Delhi –110016, India (www.nuepa.org) 15. Research Centre for Educational Innovation and Development, Tribhuvan University, P.O. Box 2161, Balkhu, Kathmandu, Nepal (www.cerid.org) 16. Shanghai Institute of Human Resource Development (SIHRD), 21 North Cha Ling North Road SHAHGHAJ–200 032, China 17. South-East Asian Ministers of Education Organisation Regional Centre for Educational Innovation and Technology, SEAMEO INNOTECH P.O. Box 207, Commonwealth Avenue, U.P. Diliman, Quezon City 1101, Philippines (www.seameo-innotech.org) 18. State Institute of Educational Management & Training (SIEMAT), 25 P.C. Banerjee Road, Allenganj ALLAHABAD, Uttar Pradesh, India 19. The Aga Khan Education Service, Pakistan (AKES,P) House No.3 & 4, F-17/B, Block VII KDA Scheme 5, Clifton, Karachi–75600, Pakistan (www.akdn.org/akes) 20. The Aga Khan University-Institute for Educational Development, (AKU-IED), 1-5/B-VII, F. B. Area Karimabad, P.O. Box No.13688, Karachi–75950, Pakistan (http://www.aku.edu) |
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