

Implementation of Creative Question-Based Examination & Evaluation System of National Education Policy 2010

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Abstract

With globalization, the education systems around the world are constantly evolving and changing; the governance mechanism of the education system is also experiencing the wave of change. Intending to make Bangladesh's education system comply with the competitive world and more modernized, the Government of the People's Republic of Bangladesh adopted National Education Policy-2010. Policy implementation is a concomitant process of policy formulation, and this particular study tried to see the progress and provide a practical insight into the implementation of National Education Policy- 2010. Primary data was collected from the Directorate of Secondary and Higher Secondary Education and Bangladesh Examination Development Unit (BEDU) of Secondary Education Sector Investment Program (SESIP) to see the implementation of strategies on the "Examination and Evaluation" part, according to the National Education Policy-2010 from a governmental level. Primary data from various interest groups affected by the policy to see the differences between perception and reality. Based on the collected information, a thorough analysis was prepared. It shows that the full implementation of the policy is yet to be achieved to some extent.

Keywords: Education Governance, National Education Policy 2010, Education System of Bangladesh, SESIP, Examination, and Evaluation Part.

Introduction

Education is an essential tool for human resource planning and comprehensively ensures moral ethics development. Since its inception and many reform efforts took place after its independence, Bangladesh's government has always provided priority to the education system. To ensure quality education, the government took an effective education policy in 2010, which included various facilities and effective arrangement of activities. Examination and Evaluation is a regulatory system through which a student's success in achieving the comprehensive goals of education is measured. Nowadays, education is considered the most essential and useful tool for changing society and bring about sustainable development to

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people's socio-economic development. The paper's main aim is to find out the real scenario of implementation of the national education policy-2010 in the field of secondary and higher secondary education and to what extent the strategies for examination and evaluation have been achieved. To conduct the study, both primary and secondary data collection methods helped immensely to conduct the study effectively. Preliminary data were collected from the Directorate of Secondary and Higher Secondary Education (DHSE) and Bangladesh Examination Development Unit (BEDU) under the Secondary Education Sector Investment Program (SESIP) to gather data from the policy level, an interview questionnaire was set for the officials, and in-depth interview was taken from officials. Also, the interview was taken with students and guardians for finding a real-life situation. All the data were gathered and analyzed by showing the findings of the study.

Objectives of the Study

This study is conducted to see the implementation level of National Education Policy-2010 and its practical scenario in the field of examination and evaluation system of general education sectors. The research objectives that have been fixed for conducting the study are given here:-

- To understand the insight situation of the interest groups affected due to the National Education Policy-2010.
- Identifying the policy content and policy context of the examination and evaluation section of the National Education Policy-2010.
- Identifying the real scenario of implementation of the Examination and Evaluation section of National Education Policy-2010.

Sources of Data

This investigation will utilize both primary and secondary sources of data. Preliminary data was collected by interacting and interviewing policy-level officials, teachers (both from public school and private), and ten students (both public and private). Secondary data was collected from relevant leaflets, magazines, and handbooks (among other documents) provided during visitation.

Sampling Plan

For time and budget limitations, a “Non-Probability Sampling” plan was used. Convenience & Snowball sampling was used for an in-depth interview with Policy level officials & teachers, and students. The total sample size was 15, including three policy level officials, two teachers (one from public school, one from private), and ten students (five from public school, five from private).

Theoretical Framework

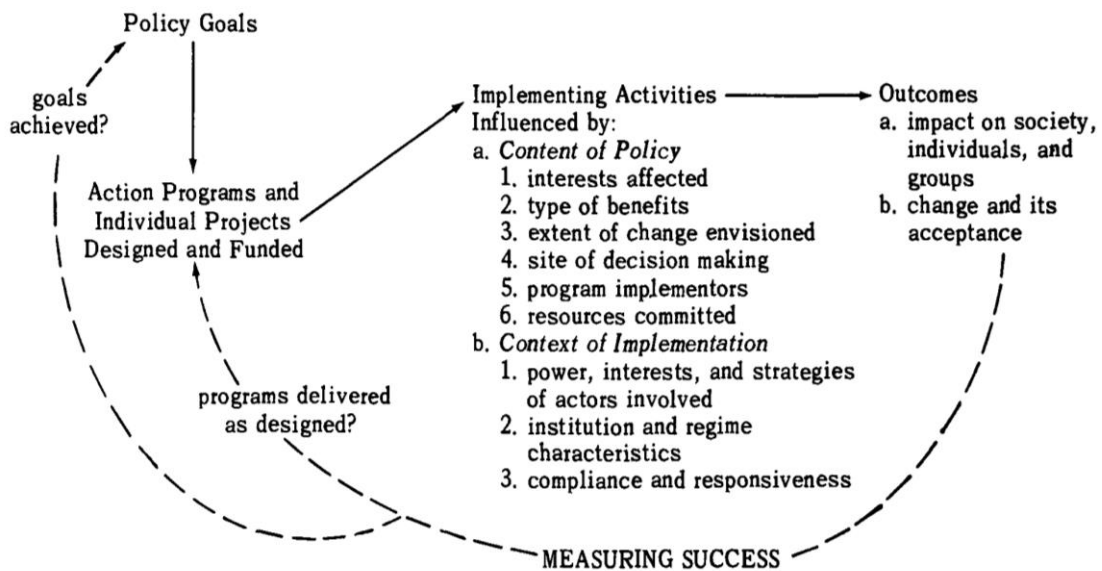
Through this study, priority was given to explore the National Education Policy-2010 on Examination and Evaluation System undertaken by the

government and implement the policies on field level both rural and urban secondary and higher secondary education. In this study, attempts will be taken to identify the findings through the policy implementation framework of Merilee S. Grindle (1980) to understand why governments meant to act in the way they. These also shed some light on why certain implementations are being preferred over others. Policy implementation is a sequential process of policy formation (Elmore-1980). The policy implementation process leads to different policy outcomes (Grindle and Thomas-1991). Scholars from all over the world have created various theories and models regarding policy implementation over the years.

Grindle’s Framework of Policy Implementation

Implementation of a policy is greatly affected by the policy content and policy context. According to Grindle (1980), the task of implementation is to be realized as outcomes of governmental activity. According to Grindle’s Framework, the content of public programs and policies is an important factor in determining implementation initiatives’ outcome. Again, policy and program content is often a critical factor because of the real and potential impact it may have on a given social, political, and economic setting.

Figure-1: Grindle’s Framework of Policy Implementation



Source: Grindle,(1980), page-11

Grindle’s framework shows implementation as a political and administrative process; the policy goals and the achievement of projects as desired to an extent are analyzed in this framework. According to Grindle(1980), the general implementation process can begin only when general goals and objectives have been specified, when action programs have been designed, and when funds have been allocated to pursue those goals. Again, as refer to the context, it has been conceived that implementation to be an ongoing process of decision-making involving

various actors is called upon to make choices about the specific allocation of public resources. Many others may attempt to influence decisions. A brief listing of those involved in implementing any particular program would include national level planners, national, regional, and local politicians, economic elite groups, especially at the local level, recipient groups, and bureaucratic implementers in middle and lower classes. The national education policy looks forward to reflecting the Constitutional guarantee at all levels of education and make learners aware of the freedom, sovereignty, and integrity of Bangladesh; as a regulatory policy, to regulate the education sector of the country, special measures were taken to foster the education system and also to make an effective knowledge-based examination and evaluation system to bring about changes in the sector. In this study, we will analyze the National Education Policy -2010 (Section- Examination, and Evaluation), according to Grindle's Framework.

Analysis of National Education Policy-2010(Examination and Evaluation Part)

Policy Goal of National Education Policy 2010

Education policy 2010 has 28 chapters; in the very first chapter, 30 aims and objectives have been provided to implement the mandate of the government. The very idea of restructuring the examination and evaluation method starts with the second goal of the National Education Policy-2010, which urges to stimulate the intellectual and practical qualities of the learners so that moral, human, cultural, scientific, and social values are established at the personal and national level. Also, the fifth policy goal of the National Education Policy 2010 states that to achieve the financial and social goals and accelerate the learners' creative thinking, that will lead to a life-oriented development of knowledge of the learners. For an in-depth analysis, this study has selected the Examination and Evaluation section of the National Education Policy. Here are the strategies described in the Examination and Evaluation section of the policy:

Knowledge-Based Effective Education System

Attention will be given to the proper evaluation of knowledge and which will be acquired through all stages of education. To create this environment, an effective examination system will be designed.

Restructuring the Examination and Evaluation Method

Initiatives were taken by the Ministry of Education and their subordinate offices to fix up and realize the methods of Evaluation, reflecting the continued growth of the student's emotions and intellect. As per National Education Policy 2010, an effective continual system will be included in the constant evaluation system. There will be identical questions for the completion of class V for prominent cities and upazillas. Again, the public examination will be held for the fulfillment of class VIII and class X, and rote learning will be discouraged, and creative system will be in place.

Replacing Rote Learning System with Creative Question-based Learning Method

The National Education Policy looked for the development of internalized knowledge of the student and not rote learning. The proposed creative system of Evaluation is oriented to that end. The proper understanding of the course will depend on preparing the right kind of textbooks, a set of rules to prepare question papers, and an effective understanding of the process by paper-setters and students. To implement these, training will be provided for the head examiners and other examiners and moderators. As a measure to implement these, the guide books, notebooks, private tuitions, coaching centers, etc. will be highly discouraged, and hence steps will be taken to stop all these.

Action Programs and Individual Projects Designed and Funded

To build up an efficient and effective education system, as a regulatory authority Ministry of Education has taken various measures to implement the new examination and evaluation system in the education sector. In this regard, the Secondary Education Sector Investment Program and Bangladesh Examination Development Unit have a crucial role.

The Secondary Education Sector Investment Program (SESIP)

As a pilot project, the functional evolution of SESIP was begun in 2001; after the inception, the program was closed down because of unavoidable conditions and politicization of government.

The Secondary Education Sector Investment Program (2013-2023) in Bangladesh is planned with ADB's help to accomplish a more critical and influential secondary education regarding quality, effectiveness, and value by building up the optional training area overall. The program is set up to encourage the execution of rules and orders, seeing optional schooling as gone ahead in the National Education Policy 2010 to accomplish the objectives foreordained in Vision 2021. It will make secondary education more pertinent or capable of to work market by advancing proficient administration and management, instructions, and quality of teaching and maintenance of students at the secondary level.

This program is embraced as a subsequent activity of past ADB helped plans, for example, Optional Education Development Program, SESDP, SESIP, and TQI to guarantee the coherence of different changes in the field of the educational program, instructors' ability, assessment and appraisal, ICT based teaching method, decentralized administration, EMIS, arranging, the board and coordination including infrastructural improvement and so forth.

The Ministry of Education (MoE) is the executing agency of SESIP, whereas the Directorate of Secondary and Higher Education (DSHE) acts as the implementing agency. The other co-implementing agencies involved in

implementation include the National Academy for Education Management (NAEM), Boards of Intermediate and Secondary Education (BISE), National Curriculum and Textbook Board (NCTB), Education Engineering Department (EED), Directorate of Inspection and Audit (DIA), Non-Government Teachers' Registration & Certification Authority (NTRCA), Bangladesh Bureau of Educational Information and Statistics (BANBEIS) including Bangladesh Madrasha Education Board (BMEB). The location of the program is all over Bangladesh.

The highest level of oversight of the program lies on the Inter-Ministerial Sector Program Steering Committee (SPSC) lead by the Secretary, MoE with DG, and DSHE as the Member Secretary. The Sector Program Implementation Committee (SPIC) headed by DG, DSHE, acts as the second level implementation and supervision committee. The third level of facilitation is a Sector Program Support Unit (SPSU) comprising of management team lead by Program Director (Ex-officials: DG, DSHE) supported by JPD with designated officials and staff including technical assistance team.

Using a Multi-trench Financing Facility (MFF) mode, SESIP will support secondary education in Bangladesh over ten years in three tranches overlapped; the program is designed in line with the Sector-Wide Approach (SWA) roadmap that aims at strengthening regular functions of MoE and DSHE by keeping uniformity in managing the vast number of scattered projects & programs and thereby minimizing the resource misuse. Under this program, from its evolution, to build a practical and quality full examination and evaluation system, Bangladesh Examination Development Unit was established.

Bangladesh Examination Development Unit (BEDU)

In 2003, through SESIP, Bangladesh Examination Development Unit (BEDU) was established to bring about reform in the examination and evaluation system of the country. As a pilot project, BEDU started by providing training to 49 schools in 24 subjects with 10000 students. Later the report was presented in the National Workshop of 2004, yet due to political unwillingness and unavoidable circumstances, SESIP and BEDU's operations were standstill till 2006. After the declaration of restructuring the examination and evaluation system in the National Education Policy of 2010 by the government, BEDU started to create an environment and reform the structure of the examination and evaluation system.

The role of BEDU is to guide the Board of Intermediate and Secondary Education (BISE) to:

- Improve examination questions and question papers
- Raise the accuracy of the marking of examination answer scripts
- Professionalize how examination results are analyzed and turned into grades.

Also, develop the training programs and offer advice for question setters, moderators, and head examiners. BEDU provides training for the officials and brings about changes in the country's education sector in terms of examination and evaluation system to cope with the modern world.

Implementing Activities

According to Grindle(1980), implementation is a general administrative action process that can be investigated at the specific program level. Thus, the general operation of implementation can begin only when general goals and objectives have been specified, when action programs have been designed, and when funds have been allocated to pursue that goals. To implement an effective examination and evaluation system, the Ministry of Education (MoE) is the executing agency of SESIP. In contrast, the Directorate of Secondary and Higher Education (DSHE) acts as the implementing agency. Bangladesh Examination Development Unit under SESIP in seven Board of Intermediate and Secondary Education (Barishal, Chattogram, Cumiila, Dhaka, Jashore, Rajshahi, Sylhet) is actively engaged in improving examination questions, raising validity of the examination, and enhancing the accuracy and reliability of the marking of examination answer scripts.

Creative Based Question System

Though the National Education Policy-2010 was guided to establish an evaluation system with creative based question system, the operational strategies were taken back in 2007 before the declaration of the policy. As an initiative to change the rote-learning evaluation system, on June 18, 2007, the Ministry of Education issued a gazette to start a structured-question system from the Secondary School Certificate examination of 2009. The main goal to install a structured-system was to make the students of Bangla medium and other sectors more competitive and to cope with the English medium students as mostly the questions of English medium schools of Bangladesh follow Edexcel and Cambridge curriculum system, which have the structured question. Finally, in 2010, the structured question-based examination system was started in Secondary School Certificate Examination with Bangla First Paper and Religion, with a new name “creative question system” instead of a “structured-question system.” In 2011, along with these two subjects, the creative question-based evaluation system was started in Chemistry, General Science, Social Science, Geography, and Business Entrepreneurship subjects. By 2015, the creative question-based evaluation system was fully implemented in the Secondary School Certificate Examination. And by 2017, in Higher Secondary Level, 20 subjects were covered for the creative question-based evaluation system so far. The implementing process of a creative question-based education system is still ongoing in Madrasha Education System.

Training for Capacity Building of the Teachers

According to SESIP(2018), the previous project of the Ministry of Education, Secondary Education Sector Development Project(2006-2013) has provided training on 23 subjects to 3,63,475 teachers of Secondary Level and 42,648 teachers of Dakhil Level and 27,248 teachers of Higher Secondary Level and 4,069 teachers from Alim level in different phases during the project for creative-based question system. Again, SESIP has taken initiatives to make an effective examination and evaluation system in the secondary and higher secondary education levels. Though before implementing the creative question, it was thought that all boards will be in a unified system. To set the items, a pool was set up for forming the board questions.

Table: Question Set Pool of BISE (Dhaka) for every year¹

Question- Setting Pool	Number of Teachers Required
Question Setter	4
Moderator	4

Due to external pressure, the unified examination system was replaced by the board based examination system, and the human resources were extended by SESIP and DSHE through training and capacity building.

A. Master Trainer Training Program

This training is given by Bangladesh Examination Development Unit (BEDU) under SESIP for master trainer and moderator. Later, the teachers become examiners and head examiners of different boards to make creative questions. This training's main objective is to build the teachers' capacity and make them efficient in making creative questions. This is a 12-day training program with two-phase.

In the first phase, the teachers are given basic knowledge about the creative question system and provides materials and practice sessions for the skill development of the teachers. After that, the trainees have to make one set of questions (including one MCQ question set and one CQ question set), and they have to go back to their schools and take an examination of the students with that particular question set made by the trainees.

And in the second phase, the teachers come back with the non-evaluated answer script, and instruction for Evaluation is given to teachers with a systematic and scientific marking system (using the matrix, marking root bridge system, etc.).By which, the teachers assess and scientifically evaluate the answer script. For example, previously, if one student failed to make the correct answer, he/she would get zero (0) in the whole question, now if one student fails to make the correct answer in math or any mathematical problem, but his/her process of structuring the question is correct. That student would get a percentage of marks for accuracy in the process.

¹Table created by author. Information taken from the interview of an official from Bangladesh Examination Development Unit.

B. Field-Level Training

Field level training is provided by the Directorate of Secondary and Higher Education (DSHE), previously 3-days of training now extended to 6-days, the teachers are given training for the basic of creative questions and hence the quality teaching system, etc., but no training is given for the Evaluation of answer script. Till now, the capacity strengthening progress for Directorate of Secondary and Higher Education is only 18%, the huge number of teachers are needed to provide with adequate training (Semi-Annual Report, DHSE, 2017)

C. Web-Portal based Question Bank

A pilot project is being conducted in Jashore Board; hence already implemented, the trained teachers upload the questions to the webserver. Thus, the teachers of all schools get the idea of how to structure a creative question set. This is a way of idea-sharing of how a creative question would set up. Again, this web-based question bank system is also a part of the training, since while making questions, the system will automatically help build the problem set and if any mistake is made while structuring questions. This project is still in the piloting phase, yet to implement in a large number. This initiative will help the remote areas schools' and teachers to develop their capacity about examination and evaluation systems.

Content Influencing Implementing Activities

Policy content refers to the substances of policy. Policy content determines the policy process and vice versa. Theodore Lowi has pointed out that the kind of policy being made will significantly impact the type of political activity stimulated by policy-making process (Grindle,1980). National Education Policy-2010 was initiated by the Awami League Government as a reflection of the political mandate. The content influencing the examination and evaluation section of the National Education Policy is described below:

i. Program That Stimulates Opposition

Though the direction for implementing a creative question-based evaluation system was given in June 18, 2007, the direction could not be implemented until 2010, yet the system could not be fully implemented. Because the new structured question system was opposed by the inefficient school teachers and the capacity building was at a lower level, it was also opposed by students and guardians who feared that the new question system would have a negative impact on the result. Again, a direction in the National Education policy was provided to shut down the guide publishing, coaching centers, and tuitions, which was also a restraint to bring about the change according to the National Education Policy-2010.

ii. Types Of Benefits

As a regulatory policy on the education sector, the national education policy-2010 provides collective benefits for the education system. The main objective of the new examination and evaluation system was to cope up with the English medium schools and bring equity in the education sector as Bangladesh doesn't have a unified education system which tends to intensify the inequality and inequity in the education sector. Suppose the creative question based evaluation system is fully implemented. In that case, the students will reflect their internalized knowledge in answer script and learn from society. They will help to raise a creative generation and help to compete with the changing globalized world.

iii. Extent Of Change Envisioned

Differences in the degree of behavior change the program envisions for its intended beneficiaries are another way of policy affecting its implementation(Grindle,1980). The introduction of new methods in the examination and evaluation system needed considerable behavioral adaption and participation on the part of recipients. As per by the policy level officials engaged with National Education Policy, the students were able to adapt with the change examination and evaluation system, where, the teachers are still lagged, as the senior teachers are used to the rote learning system, they are trying hard to adapt the new design for teaching and assessing the examination. There is a need to change the teachers' mindset and behavioral adaption of the new evaluation method is yet to be achieved by the teachers who are the main implementers of this policy.

iv. Long-Term/Short-Term Benefit Offered

The National Education Policy (section-Examination and Evaluation) provides long term benefit as examination and Evaluation is a regulatory system through which a student's success in achieving the comprehensive goals of education is measured. The qualities that are considered to be the most important factors for a student to build up his/her personality are related to acquisition of knowledge, emotional attitudes responsiveness and intellectual faculties which will have a positive impact on the society and bring about positive value to the society and culture as well among the recent and future generations.

v. Site Of Implementation

The implementation of the National Education Policy is dispersed as the regulatory policy will cover vast sectors such as primary education, secondary and higher secondary education, technical and vocational education sectors all over Bangladesh and install the creative question-based examination and evaluation system.

vi. Capacity Of Program Implementors

Till now, the capacity strengthening progress for the Directorate of Secondary and Higher Education is only 18%; a huge number of teachers are needed to provide adequate training (Semi-Annual Report, DHSE, 2017). The teachers are still reluctant about the new education policy, and they are struggling to adapt to the further examination and evaluation system.

Table: Information on the schools making creative questions²

Area	Making Creative Question						
	Number of Schools Supervised	Schools' which make their own creative questions by own teachers(in number)	Schools' which make their creative questions by their own teachers(in percentage)	Schools' which make their creative questions with the help of other schools' teachers(in number)	Schools' which make their creative questions with the help of other schools' teachers(in percentage)	Question Collects from other sources(in number)	Question Collects from other sources(in percentage)
Dhaka	929	582	62.65	127	13.67	220	23.68
Mymensingh	337	128	37.98	95	28.19	131	38.87
Sylhet	456	236	51.75	149	32.68	21	4.61
Chattogram	414	236	57.00	90	21.74	87	21.01
Rangpur	1077	558	51.81	402	37.33	117	10.86
Rajshahi	952	520	54.62	194	20.38	138	14.50
Khulna	12658	604	47.75	312	24.66	138	10.91
Barishal	550	135	24.55	154	28.00	134	24.36
Cumilla	614	91	14.82	41	6.68	119	19.38
Total Area	6594	3090	46.86	1564	23.72	1105	16.75

Source: Directorate of Secondary and Higher Education (DSHE), 2016

The above table shows that, till 2016, only 46.86% of the total 6594 schools can make their creative question. According to officials, the reality is lower than this number, which implies that the secondary schools' teachers still needed adequate training and development for the creative question-based examination and Evaluation system.

² Data taken from the office of the Directorate of Secondary and Higher Secondary Education, Dhaka.

vii. Resources Committed/Goal Clarity

Goal clarity refers to agreement or disagreement between political and administrative officials. While implementing the new examination and evaluation system, the first approach was to make a unified question for all over Bangladesh's public examinations. Still, the initiative was shut down and kept in veil due to the political and external pressure, as a perception was created that the unified examination system will make the other education boards less effective and for which the program of SESIP needed to extend their Master Trainer Training Program, till December 2018, 9120 teachers were provided with Master Trainer Training Program.

Context Influencing Implementing Activities

As it is conceived that of implementation to be an ongoing process of decision-making involving various actors (Grindle, 1980). Consideration of administrative action context also involves such variables as the structure of political institutions and the type of regime in which a policy or program is pursued (Grindle, 1980). To cope up with the globalized world, innovative and creative future generation is needed but it was difficult to achieve through previous education system which discoursed to think outside the box. Creative education system is introduced to increase imagination, productivity, originality etc.

i. Power, interest and strategies

Rote learning education systems hinder the development of an innovative mind and talent. For considering the grater welfare of students' creativity, bureaucrats implement this policy. Bureaucrats are the leading actors of the creative education and innovation examination and evaluation system as they have huge statutory mandates. They have power to do what they want. Bureaucrats implement this policy for public convenience and necessity.

The legislative authority is also plays vital role in implementing creative education. To achieve vision 2021, innovative mind, enthusiastic young generation is essential. Memorizing and coaching based knowledge make them incapable to complete with modern technology. Politicians help bureaucrats in various ways as they have close interaction with citizens and informal relation with citizens. Vision 2021 achievement lies on education and human resource development. Convention way of education hinder the imagination, productivity and ability to produce an outcome of value and worth. To complete with the modern era and ensure digitalization of Bangladesh, young generation need to think forward looking. That's why statutory authority implemented creative system in education system and different public examination.

Except them interest group and pressure group also play vital role in creative education. The main interest group in creative system are teachers

and students. After introducing this system, teachers raised their voice first as it hampers their extra earning source and have no training about the concept. They are fallen in dilemma that's why they deny the concept first. After introducing law to prohibit coaching business, increasing teachers' remuneration, and providing training, they accept the creative system in education. In previous education system, education like a commodity where teacher sell and students buy. For this reason, students were more interested to private tuition and coaching. Over dependents on coaching and guide book destruct the creativity and enthusiasm of students. Although it hampers their creativity, they are also refused to accept the the new things, the reason behind of their refuse are fear of new system, reduce the mark in the examination, huge number of fail in the examination, unskilled teacher etc. that's why, firstly govt. make two subjects creative like Bangla and religion. When they used to the new things and change, govt. makes all subjects creative. Students accept it as it discourages root learning, guide book and coaching. The coaching business men and guide publishers are hampers also for introducing creative system in education. As their role is not prominent the bureaucrats and legislative authority are able to implement this system by dint of statutory authority and mandates.

To make creative system successful, they take some Strategies like formulation of Consolidated Education Law, formation of Permanent National Education Commission, Teacher recruitment, training, transfer and promotion of teachers serving in educational institutions covered by the National Education Policy and beneficiaries of MPOs, a separate Directorate for Madrasa education will be established for the management of Madrasa education. And Steps for Development of Education Cadres.

ii. Institutions and regime characteristics

There are different institution which work along with them to make the system effective and acceptable for all. Yet the main restraint is from teachers' capacity building and strengthening the quality education in the general sector. The institutions are The Ministry of Education (MoE) whereas the Directorate of Secondary and Higher Education (DSHE) acts as the implementing agency. The other co-implementing agencies involved in implementation include National Academy for Education Management (NAEM), Boards of Intermediate and Secondary Education (BISE), National Curriculum and Textbook Board (NCTB), Education Engineering Department (EED), Directorate of Inspection and Audit (DIA), Non-Government Teachers' Registration & Certification Authority (NTRCA), Bangladesh Bureau of Educational Information and Statistics (BANBEIS) including Bangladesh Madrasa Education Board (BMEB). The capacity of skilled teachers and their behavioral adaption toward new examination and evaluation system is yet to build to implement the National Education Policy-2010(section-examination and Evaluation).

However, the urgency for effective examination and evaluation system was evolved in 2001, it was shut down in 2004 despite presenting the importance of the creative system in National Workshop-2004. In 2008, with a political mandate the Awami League government tried to change the traditional education system to complete with the modern era and information technology as a reflection the National Education Policy-2010 was taken, thus the change in the examination and Evaluation of the students which discouraged memorizing. In this regime, politicians are more powerful than the bureaucrats compared to others regime. They exercise imperium power in every field. At the same time, as bureaucrats have statutory authority and mandates, their authority can't be hampered by the politicians. Both of them are worked in cooperative way in creative system.

iii. Compliance and Responsiveness

As Grindle(1980) argued, the other side of the problem of achieving policy and program goals within a specific environment is that of responsiveness, ideally, public institutions such as bureaucracies must be responsive to the needs of those they are intended to benefit in order to serve them most adequately. In addition, without a considerable amount of responsiveness during implementation, public officials are deprived of information to evaluate program achievement and of support crucial to its success. As the gathered data from interview of the officials of DHSE, it was found out that, the clear picture of implementation of creative question isn't reflected at the field level as the inspectors often provide intuitive information and false data which doesn't show the clear picture of coverage of examination and evaluation system.

In achieving the goals of Education Policy-2010, the government face two subordinate problem that highlight the interaction of program environment and program administration. First, officials must acquire the support of policy elites, and the compliance of implementing agencies, of bureaucrats charged with carrying out programs, of lower level policy elites and of intended beneficiaries. Eliciting this kind of compliance may mean much bargaining, much accommodation, and again considerable conflict (Grindle,M., 1980).

Again, the schools of the rural area have financial issues as the committees often are corrupted for which the schools could not provide adequate facilities due to lack of funding. Again, in order to get training the teachers of rural areas have to come to Dhaka for 1 week/2 week even 1 month to get training, the rural areas schools have inadequate teachers and couldn't provide any substitution of that teacher who went to Dhaka for training and as a consequence students miss that classes of that teacher which is also an issue to consider for the officials and a solution should bring about.

The national education policy faced conflict of intended beneficiaries (students, guardians and teachers), and resistance from society, since the

resistance is a very real and common issue that is faced by change managers during the process of change. As the policy goals of National Education Policy-2010 were to be realized, the resources traded to acquire compliance had not jeopardized the impact or focus of specific programs.

Outcomes

Matters of ideology, culture and political alliances and payoffs, and international events and other environmental influences that may also have a considerable impact on the administrative process. The outcomes of National Education Policy-2010 (section-Examination and Evaluation) are discussed below:

i. Impact of Society and Individuals

From the analysis of gathered data from students and guardians, this study has identified that almost all of them agree that the creative system is very good and encourages students to use their creativity, learning and understanding. But in reality, many teachers do not understand what creative question is. So, they cannot make their students properly understand about it. So, many students have to go to home tutors and different coaching centers for having help. The government's main challenge is to strengthen the teachers' capacity as from a study of Directorate of Secondary and Higher Secondary Education as the report shows the percentage of capacity building of teachers for new examination system is only 18 % (DHSE, 2017).

ii. Change and Its Acceptance

As a regulatory policy the National Education Policy-2010 was implemented all education sectors under the jurisdiction of Bangladesh Government. The resistance to change was in initial phase when the concept of structured question was blurred, but later it was accepted at wide range. Yet the National Education Policy-2010 (section Examination and Evaluation) to be implemented to some extent.

Programs Delivered As Designed & Their Overall Impact

The creative question pattern was first introduced in 2008 at the secondary school level across the country. This examination and evaluation system's main aim was to encourage students to exhibit their learning, understanding, and creativity rather than memorizing lessons and vomiting on answer scripts in the examination hall. Later this system was adopted in the National Education Policy, 2010, to introduce reform of the existing examination and evaluation system.

After the formulation of this policy, a series of programs were designed to implement the creative system as a new examination and evaluation technique at the secondary level of the country's whole education system, including Bangla medium, Madrasah education, English Version, and Vocational education. These pre-designed programs introduced a new

question pattern, syllabus up-gradation, providing training for teachers, content modification, modernizing classrooms, improving classroom environment, etc.

This present study has taken information from 2 teachers, two students, and two guardians from both the government and private high school to have their honest, genuine, and authentic opinions to understand the whole issue.

From the analysis of information gathered from 2 teachers, this study has found that after the National Education Policy, 2010, the question pattern has been changed at the secondary level of education. It has been mentioned before that the creative question was first introduced in 2008 in Bangladesh. But due to this new question pattern, the number of failed students increased significantly at every school in the country. This was because both the teachers and students were unable to understand this new system correctly. That is why the government focused on providing training to the teachers to make them understood to properly teach their students and help them cope with this new question pattern.

Initially, the creative system was first introduced to schools; after having feedback from schools with students' results, the govt. I decided to submit this question pattern to the SSC examination to a small extent. In 2010, the creative system was used in the SSC exam for the very first time. In that year, only two subjects-Bengali 1st Paper and Religious Study were held by using this new question pattern. In the SSC examination of 2011, the examination of 4 subjects was held using the creative question method. From 2012, the SSC exam was begun to be held through adopting this new question system except for Mathematics. Later from 2014, exams of all subjects are being held using a creative question pattern.

In this new pattern of questions, a question is divided into a total of four parts. The name of these parts is cognitive, analytical, application, and higher ability. Each part has different marks such as cognitive containing one mark, analytical- 2, application- 3 and higher ability containing four marks. Thus each question has 10 marks in total. Most students can answer the cognitive and analytical parts of the question; that is why it is easy to pass. But only a few students can answer the other two parts of the question. So, it is difficult to get higher marks in the exam due to this system. Because only that students who have a better understanding of lessons can answer application and higher ability, and others who memorize only cannot answer them.

For implementing the creative question pattern, the government has upgraded the syllabus several times. In 2019, the secondary level of education's syllabus will go under revision again in this regard. Besides, the contents of textbooks have been modified several times. Some new topics have been added, some are redesigned, and some others have been curtailed.

In creative question patterns, memorably lessons discouraged rather than showing one's creativity and innovative power are encouraging greatly. Therefore, it is necessary to change the teaching style. The system recommends that teachers understand the lessons correctly to use their learning while writing answers to creative questions. That is why the government has arranged some required training programs for the teachers in this regard. For instance- The secondary Education Sector Investment Program (SESIP) provides all training for creative question patterns to different subjects' teachers at the secondary level. Besides increasing teachers' skills and capacity, the National Academy of Education Management (NAEM) also provides some training for teachers such as training courses on ICT, Communicative English Training course, English Language Training course, etc.

From the analysis of gathered data from students and guardians, this study has identified that almost all of them agree that the creative system is very good and encourages students to use their creativity, learning, and understanding. But in reality, many teachers do not understand what a creative question is. So, they cannot make their students correctly understand it. So, many students have to go to home tutors and different coaching centers for having help. Besides, most of the students use guide books to practice creative questions.

On the other hand, the teachers also argued that, many teachers do not have a detailed understanding of creative questions. They also take the help of guide books for making questions. Besides, the participatory teaching system is not a common practice in our country, one of the most important pre-conditions for creative design. So, students cannot understand lessons, which ultimately leads them to use guide books or take help from home tutors and coaching centers. Thus this creative system cannot achieve its desired goals; instead, it has increased students' and teachers' guide books. It also has increased the number of coaching centers. This system has also given birth to a new crime, namely question leakage in recent times.

Measuring Success and Goals Achieved

A policy implementation's success couldn't be measured in numbers as said by the officials; the implementation of National Education Policy-2010 is going through a processual way. Policymaking starts with decision making, proceeds through implementation, and it is cyclical with evaluation feeding back into the next round of agenda-setting. The Secondary Education Sector Investment Program (SESIP) will be replaced by the Secondary Education Development Programme (SEDP) in 2019. There will be more options for flexibility for capacity building and strengthening institutions of education sectors.

Success was primarily achieved in 2015, when the creative question-based education system was fully implemented at the SSC level. Yet, the

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banning of note books, guide books, and coaching centres is still not being implemented, which implies the teachers' morality and degrading value preferences. Again, the capacity building for institutionalizing the creative question hasn't done yet, more teachers should be provided with adequate trainings for examination and Evaluation, more master trainer is needed, more head examiners and overall more teachers with skill of creative question method is needed to bring about change in the education sector and fulfill the aspirations of National Education Policy accordingly.

Table: Strategies for Implementing National Education Policy – 2010 (Section- Examination, and Evaluation)*

Strategies	Fully Implemented	Partially Implemented	Yet to be Implemented	Recommendations/ Comments
The academic calendar for examination dates of the terminal and public examinations	✓			Though academic calendars are set at the beginning of the year, due to political instability, the dates often change and could not always maintain the routine.
Creative Question-Based Public Examination at Secondary Level	✓			It is fully implemented in 2015 by introducing creative question-based examination in Math and General Math subject in SSC.
Banning Guide Books, Note-books, private tuitions, Coaching centers.			✓	Concerned authority should shut down the coaching centers and ban the publisher from publishing the guide, notebooks, etc.
Providing Training for the head examiners, other examiners, and moderators		✓		More skilled teachers needed to make creative questions in rural areas and strengthen schools' capacity in rural areas.

Providing Training to the teachers to evaluate the Answer Scripts		✓		The number of skilled teachers is still very low(18%), and training should be given at a broader aspect.
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* Table created by author's analysis

Concluding Remarks

The National Education Policy -2010 is a comprehensive policy for the education sector of Bangladesh. In order to bring about an effective and potential examination and evaluation system, the policy has mentioned clear goals and objectives, of which some are achieved, some are partially achieved, some are yet to be achieved.

The prime issue behind implementing the full education policy is due to the interest groups affected by the policy. However, the government's promising attitude helped to implement many sections of National Education Policy-2010 that implies the need to redesign the education sector. The total numbers of master trainers for the secondary and higher secondary level are still very low compared to the number of students in these sectors. Policymakers have to think in innovative ways to increase the school teachers' participation to receive the training and make a skilled group of instructors provide the mentorship. The government of Bangladesh is relentlessly trying to achieve the full implementation of the National Education Policy -2010. This particular section should be given more priority as this sector provides the commitment to ensure the quality of the examination system of Bangladesh's education sector mechanism.

The examination and evaluation system of the Bangladesh Education system should be more logical and contextual. The students' moral and ethical development is needed to create a knowledge-based society from a holistic perspective. A compelling examination and evaluation system can achieve this greatly by nurturing them and measuring their performance.

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Appendix

Interview Questionnaire

(For Officials)

What was the main objective for enacting creative question-based examination system in the secondary level?

What was the strategies involved for enacting creative question in the secondary level?

What type of projects and programs (implementing activities) were taken by the government for implementing the creative question system?

What type and what kind of restraints were faced by the government (till now) for enacting creative question based examination system?

What were the capabilities or structure followed for capacity building and implementation of this system?

What type of initiatives were taken by the implementing agencies for capacity building?(i.e. Training, Skill Development, Curriculum Change)

To what extent the main goal of creative system was achieved according to the National Education Policy? (To you)?

Interview Questionnaire (For Teachers)

What is your opinion about creative question pattern?

How it is different from conventional question system?

What type of projects and programs (implementing activities) were delivered by the government to teachers for implementing the creative question system?

What type and what kind of restraints did you feel while getting acquainted with creative question based examination system?

What were the capabilities or structure followed by you for capacity building and implementation of this system?

How effective were the initiatives by the implementing agencies for capacity building?(i.e. Training, Skill Development, Curriculum Change)

To what extent the main goal of creative system was achieved according to the National Education Policy? (To you)?

What are the impacts of creative question based examination system on you?

Interview Questionnaire (For Students)

What is your opinion about creative question pattern?

Do you think your teachers are capable to make lessons understandable in proper way?

Are the contents of your textbooks easily understandable?

Do your teachers make you understood creative questions in classes?

Do get scopes to practice creative questions in classes?

How do you have preparation for examination?

Do the guide books help you to answer creative questions?

Do you go to any coaching center?

What is his profession? Does he have any training in creative question pattern?

Do you want to give any suggestion to make creative question pattern better?