

# **STUDY ON EDUCATIONAL PLANNING AND MANAGEMENT**



**NATIONAL EDUCATION COMMISSION  
NAWALA ROAD, NUGEGODA  
SRI LANKA**

**Research Series (2014) – No. 05**

# **Study on Educational Planning and Management**

*A Research conducted for the National Education Commission*

*Funded by*

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## Preface

The National Education Commission (NEC) commenced formulating National Education Policy for its third ten year policy reviewing cycle. As a part of the above policy formulating process NEC has commissioned ten research studies in order to identify the important policy issues in General Education System in Sri Lanka. The research teams were asked to recommend changes to the present policies where necessary and suggest new policies to the National Education Commission based on their findings.

The Standing Committee on General Education (SCGE) of NEC has identified ten different study areas in the General Education System and prepared relevant Terms of Reference (TORs) for these studies after several discussions at SCGE meetings. The research reports published in this study series were prepared over a period of around nine months by ten research teams selected for their expertise in the different aspects of General Education. The draft reports of research studies were reviewed by a panel of reviewers before finalizing the research reports.

The National Education Commission appreciates the support given by the World Bank in allocating funds from the Transforming School Education System as the foundation of a knowledge hub Project (TSEP) at Ministry of Local Government and Provincial Councils. The Commission also thanks Sri Lanka Institute of Development Administration (SLIDA) for their services provided in financial administration of the research studies.

It is hoped that the publication of these studies will contribute to the extension of the knowledge base necessary for educational change and will stimulate interest and participation in improving the quality of education in Sri Lanka. These studies can also provide points of departure for future researches.

Prof Lakshman Jayatileke  
Chairman  
National Education Commission

## Contents

ABBREVIATIONS.....	vi
1. Introduction.....	1
1.1    Research Objectives, Scope and Tasks .....	1
1.1.1 The objectives of the study .....	1
1.1.2 The Scope .....	1
1.1.3 The Tasks .....	1
1.2    Overview of Report .....	2
2. Current Trends in Educational Planning and Management .....	3
2.1    Global Trends in Educational Planning.....	3
3. The Sri Lankan Context.....	5
3.1    A Historical Overview .....	5
3.2    Educational Planning .....	8
3.3    Survey of previous studies, reports and other documents .....	10
4. The Study.....	17
4.1    Methodology .....	17
4.2    Outcome - Planning and Management of Education: Issues and Suggestions .....	18
4.2.1    The Structure of the Central Level Organization.....	18
4.2.2    Planning at National Level .....	21
4.2.3    Educational Management Information System and use of Technology .....	25
4.2.4    Educational Services –SLEAS, SLPS, SLTES, SLTS and ISAs .....	26
4.2.5    Training in Educational Planning and Management.....	27
4.2.6    Delineation of Powers and Functions between the Centre and the Provinces .....	29
4.2.7    Organizational Structure of Provincial Education Authorities .....	31
4.2.8    Planning at Provincial, Zonal and School Levels .....	33
4.2.9    The Management of Schools.....	36
4.2.10    Implementation of Education Reforms .....	39
5. Conclusions and Recommendations .....	44
References.....	47
Acknowledgements.....	50
Annexes .....	51

## **ABBREVIATIONS**

ADB	Asian Development Bank
CELD	Centre for Education Leadership Development
CEO	Circuit Education Officer
DDE	Divisional Director of Education
DEO	Divisional Educational Office
DfID	Department for International Development
DG	Director General
DoE	Department of Examinations
EDC	Education Development Committee
EMIS	Education Management Information System
ESDFP	Education Sector Development Framework and Programme
EPD	Education Publications Department
ICTA	Information Communication Technology Agency
IIEP	International Institute of Education Planning
ISA	In -Service Advisor
MLGPC	Ministry of Local Government & Provincial Councils
MES	Ministry of Educational Services
MoE	Ministry of Education
NIE	National Institute of Education
NEC	National Education Commission
OFSTED	Office for Standards of Education
PDE	Provincial Director of Education
PRCC	Policy Review and Co-ordinating Committee
PSC	Public Service Commission
PSI	Programme for School Improvement

SBM	School Based Management
SDC	School Development Committee
SLEAS	Sri Lanka Education Administrative Service
SLPS	Sri Lanka Principals Service
SLTES	Sri Lanka Teacher Educators Service
SLTS	Sri Lanka Teachers Service
SMC	School Management Committee
U.K	United Kingdom
UNESCO	United Nations Educational and Cultural Organization
WB	World Bank
ZEO	Zonal Education office

# **Study on Educational Planning and Management**

## **1. Introduction**

The National Education Commission (NEC) has initiated a process of formulation of a set of policies on General Education. As a part of this process the NEC has decided to carry out a series of studies that could lead to the formulation of a Policy Framework on General Education in Sri Lanka. A study on Educational Planning and Management is one of the themes identified by the NEC and we have been assigned the task of carrying out this study.

### **1.1 Research Objectives, Scope and Tasks**

#### **1.1.1 The objectives of the study**

- To review the effectiveness of the present arrangements (National/Provincial/Zonal/Divisional/School Level) for implementation and monitoring of the national educational policies
- To review the existing mechanism of co-ordination and co-operation between the national and sub-national levels within the framework of the 13th Amendment to the Constitution of Sri Lanka.
- To analyze the present status of opportunities for the enhancement of the professionalism of educational managers
- To study the strategies adopted for the utilization of technology in relation to educational planning and management
- To provide recommendations for improving the planning and management at all levels of the general education system.

#### **1.1.2 The Scope**

- The proposed planning and management framework should cover the entire general education system including the Ministry of Education (MoE), National level Institutes, Provincial, Divisional level Authorities and Schools,
- The framework should also cover the existing legal framework pertaining to general education including the relevant Acts ,Ordinances, any other instruments and the provisions in the 13th Amendment to the Constitution

#### **1.1.3 The Tasks**

- Review the effectiveness of the present organizational structures and processes at national (MoE, DoE/NETS, NIE, EPD) and sub national levels (Provincial, Zonal, Divisional, School) with respect to implementation and monitoring of educational policies



- Clarify the roles and functions performed by the educational authorities with a view to achieving the anticipated goals and targets in general education
- Identify the current issues in relation to the implementation of the provisions of the 13th amendment to the constitution and suggest measures and mechanisms for productive coordination among the national level and sub national level agencies
- Analyze the existing programmes available for professional development of educational administrators/managers and recommend improvements of such programmes for efficient delivery of services
- Review the present Programme on School Improvement (PSI) in comparison with the School Based Management (SBM) practices in the international context
- Analyze the present usage of technology and recommend an appropriate EMIS for efficient and effective educational planning and management
- Recommend appropriate measures and mechanisms for the improvement of educational planning and management at all levels based on the above reviews and analyses.

## **1.2 Overview of Report**

A brief review of global trends in educational planning will be followed by a historical overview of the development of Educational Planning in Sri Lanka. Some of the key recommendations made in documents, studies and reports on management of education in Sri Lanka from 1969 to-date will be examined. This will be followed by an in-depth discussion of the problems and issues in educational management and planning that came up in this study. These issues and possible solutions or remedial measures will be presented under the relevant category for ease of reference, for example, use of technology, organizational structure of provincial education authorities, planning at provincial, zonal and school levels etc.,. The final recommendations are based on the issues high lighted in this study as well as in previous studies.

## **2. Current Trends in Educational Planning and Management**

### **2.1 Global Trends in Educational Planning**

Education is related more closely than any other sector to the values of societies. In all countries, societal values shape the type of education imparted; and in turn, education and the educated influence the shaping of societal values.

As observed by the International Institute of Education Planning (IIEP) with the emergence of the welfare state, public intervention became a common feature in education (IIEP, 2008). In democratic societies, social values are influenced, and the nature and extent of public intervention are largely decided, by elected representatives. Many public policy decisions in education are influenced by concepts of equity and human rights on the one hand, and by the concept of education as an important ingredient for economic development on the other. In a sense, approaches to human rights and human resources draw the boundaries of educational planning (IIEP, 2008).

The human resources approach stemming from the human capital theory has dominated the history of educational planning, and continues to influence educational decisions in the contemporary era. Economists were especially prominent in the early years of the field, though many other specialist domains of expertise have also been required and remain essential.

Educational planning can be viewed as an intervention by the public authorities to direct and align educational development with the requirements of other sectors to ensure economic and social progress. It is based on an optimistic and normative notion that education is good for both individuals and the society at large. Educational planning helps governments and other actors to set priorities, direct interventions, and extend funding support to achieve economic and social objectives.

The 1960s were also a period of colonial transition and national liberation, especially in Africa. Expansion of education systems was an expression of aspiration and choice in many nations, especially those that had recently gained political independence. Many countries established ministries of planning or their equivalent to estimate their economy's skilled manpower requirements and to plan the human, physical, and financial resources needed for development. They also established planning units within the ministries of education.

All of the above contributed to a surge in public expenditure on education and an expansion of education systems. This expansion in turn required increased allocations to the sector within government budgets. The question of how much should be allocated to education became important given competing priorities in other sectors. Decision-makers in ministries of education sought a basis on which to demand additional resources. The links between education and economic growth helped to develop a rationale for enhanced public expenditure on education as an investment for the future. These arguments were also used to solicit and justify multilateral and bilateral aid to education (UNESCO, 1970).

In such a backdrop, Stevenson (2010) identifies educational trends related to school planning in the USA, such as rapid expansion of the student population, increased diversity of student composition and slow decrease of teacher-student ratio. As reported by Wagner (2013), The U.S. high school graduation rate, which is about 70 percent of the age cohort, is now well behind countries like Denmark (96 percent) and Japan (93 percent), and even Poland (92 percent) and Italy (79 percent). Increased use of technology will enhance quality of contents and conduct has been identified as one way forward.

In the context of South Asia, a growing interest towards education planning is visible with increasing budgetary allocation to education. Sri Lanka occupies a comparatively satisfactory state of providing education in South Asia but needs to leapfrog to be in line with the middle income countries of the rest of the world.

### **3. The Sri Lankan Context**

#### **3.1 A Historical Overview**

A structure for the management of schools in Sri Lanka then known as Ceylon was established with the inauguration of the Department of Public Instruction in 1869 under the colonial administration. The department functioned under a Director of Education assisted by a team of subordinate officers in Colombo and school inspectors stationed in the provinces. The department was re-designated as the Department of Education in 1912. With the expansion of the school network the department expanded and after the country gained independence and grant of free education there was a rapid expansion in educational provision. The workload of managing schools could not be handled under a centralized set up and in 1961 Regional Education Offices were established under Assistant Directors of Education and sub-offices in the districts under Education Officers. This was the first step taken to decentralize the management of education.

Subsequently in 1966 the Central Department of Education was amalgamated with the Ministry of Education and the Secretary to the Ministry of Education became the Director General of Education as well. The Regional Education Offices were upgraded to the level of Departments and the Assistant Directors of Education in the regions were promoted as Directors of Education and vested with powers of a head of a department. The sub offices under Chief Education Officers continued and inspectors of schools were re-designated as Circuit Education Officers (CEO) while the number of such divisions was increased to be co-terminus with electorates. In the early 1980s an experiment was carried out to establish school clusters and the office of the Circuit Education Officer was abolished. In order to provide educational support to clusters Divisional Offices were established comprising a few circuits that existed earlier. However with the establishment of Provincial Councils in 1987 the whole structure had to be overhauled.

Under the Thirteenth Amendment to the Constitution of Sri Lanka the Provincial Councils were established and the management of all schools except the National Schools became the responsibility of the Provincial Councils. Out of 9732 schools there are only 342 national schools (2012). The vast majority of schools are provincial schools.

With the new set up provincial headquarters were located in the provincial capitals. For the management of education in the province there was to be a Provincial Ministry of Education headed by a Provincial Minister of Education and the Provincial Ministry functioning under a Provincial Secretary of Education and the Provincial Department of Education under a Provincial Director of Education (PDE). With this set up the necessity arose to have Zonal Education Offices not only as educational support centres, but also as administrative hubs. So the newly established Zonal Education offices were vested with both academic and administrative functions and the Divisional Education Offices were established reviving the old CEO system.

At present there are 97 Zonal Education Offices (ZEO) and 322 Divisional Education Offices (DEO). A ZEO normally serves about 3-5 divisions with about 100 schools and a DEO has about 25-30 schools. The zonal office has a staff comprising officers from the Sri Lanka Education Administrative Service (SLEAS) both general cadre and special cadre (specialists in subject areas) an Accountant, Administrative Officer, Management Assistants, In-Service Advisors (ISA) and support staff of minor grades. The numbers depend on the number of schools in the zone. This institution performs management functions as well as providing academic support to schools. The DEO has a single SLEAS officer with a few ISAs and one or two Management Assistants. It does not have proper accommodation or other facilities and it is necessary to conceive the exact role of the DEO and provide facilities to dispose his functions effectively.

Before independence government schools were run on the instructions issued by the Director of Education, who was the head of the department. The School Inspectors were appointed to ensure that the provisions of the Code of Regulations and circulars issued from time to time were adhered to by the schools. Of course there were the Assisted Schools which enjoyed a greater degree of freedom. There was the

Code of Regulations for Assisted Schools which contained rules regarding the management of Assisted Schools which received a grant from the government. These schools were controlled either by the religious denomination to which the school belonged or a governing council with the proprietor and a few other nominees of the stakeholders. With the take-over of schools in 1960-1961 almost all the Assisted Schools except a few large schools came under government control. However Parent-Teacher Associations (later re-designated as School Development Societies) were instituted to obtain the views of the parents and assist the principal in school development activities.

Towards the last decades of the 20th century the idea of School Based Management (SBM) gained currency in educational circles. SBM is defined as a decentralized organizational structure in which the power to make decisions earlier exercised by the centre or the local education authorities is delegated to a body at school level comprising representatives of parents, teachers, community members, the local education authority and the principal of the school. There is a school council or a site council which is vested with the function of exercise of authority formerly exercised by the local council and the principal.

In 1993 the School Development Boards Act was passed in Parliament to establish School Development Boards in all schools to advise and assist the principal in matters connected with the development of the school. However with the change of government in 1994 the implementation of the provisions of this Act was suspended and the Act became a dead letter.

The National Education Commission (1995) recommended that schools be empowered to take decisions in relation to running of schools and a body comprising the principal of the school, representatives of teachers, parents, past pupils and the community be instituted. This proposal was accepted by the

government and the Reform Proposals of 1997 incorporated this concept in its agenda. But due to lack of consensus on this issue it did not receive due recognition among implementing authorities. A survey carried out in 2003 reveals the lackadaisical approach adopted by the MoE in this regard (de Silva 2004).

Under the World Bank (WB) funded Education Sector Development Framework and Programme (ESDFP) 2006-2011 it was decided to experiment with a modified version of the SBM. This modified version known as the “balanced control model of SBM” is named as “the Programme for School Improvement” (PSI).

It envisages school level officials such as principals, teachers and support staff joining with other stakeholders in the local school community, the parents, past-pupils and well wishers in the development of the school. The government will provide a financial grant to maintain school facilities, procure teaching learning equipment & materials and provide for the professional development of staff. In addition the school will be able to generate funds through contributions from well-wishers, sale of produce from the school garden, renting out school premises to the community and other school level programmes.

The guidelines to school authorities to implement the Programme for the School Improvement (PSI) Programme were outlined in the following documents:

- i. Circular No. 2005/24 dated 2005.06.02 on Pilot Programme in School Improvement-2006
- ii. Circular No. 2008/35 dated 2008.09.15 on Pilot Programme for School Improvement- 2008
- iii. Manual for Stakeholders on Programme for School Improvement - 2008
- iv. Circular No. 7/2013 on Circular and Manual for Planning and Procurement for School based Qualitative and Quantitative and Structural Development
- v. Guide book on Programme for School Improvement

The Circular No. 7/2013 repeals the existing Circulars, namely, Circular No 1982/2 on School Development Societies, Circular No.2002/30 on Purchase and Distribution of Educational Quality Inputs, Circular No. 2006/16 on Purchase, Distribution and Expenditure on Higher Order Processes and Circulars No. 2005/24 and 2008/35 on Programme for School Improvement. It is a comprehensive circular which integrates the necessary components of the earlier circulars and further empowers schools in taking decisions on management and financial expenditure.

According to these documents the aims of the PSI are to provide greater flexibility in the internal management of the school, enhance transparency in school administration, be sensitive to the needs of the community and increase the efficiency and effectiveness of the utilization of school resources in order to improve the quality of education in the school through a planned development programme.

The anticipated outcomes of the programme are:

- i. The development of school level strategic plans and annual implementation plans,

- ii. Decision making on school improvement and responsibility for implementation of programmes to be vested in a management structure close to the school community,
- iii. The school to be sensitive to the needs of the community through greater community participation,
- iv. Plan and implement school based teacher development programmes based on the needs of the school,
- v. Enhance the transparency in school administration,
- vi. Create a feeling of pride about the school among the stakeholders by their participation in school development activities
- vii. Implement the national curriculum by utilizing the resources provided by the government and the community efficiently and effectively
- viii. Utilise local resources in the implementation of the curriculum taking into consideration the local needs
- ix. Overall improvement in the standards of achievement of performance indicators
- x. Producing competent citizens by developing the latent talents of students

The management structure proposed is to establish two committees, a School Development Committee (SDC) and the School Management Committee (SMC) The SDC will be headed by the principal of the school and comprise representatives of teachers, parents, past pupils and a representative of the Zonal Director of Education. This committee will be responsible for decision making on school

development matters taking into consideration the views of other parties interested in the school. Their main function would be the formulation of the Strategic Development Plan and the Annual Implementation Plan and overseeing the successful implementation of these plans.

The School Management Committee will include the principal and other members selected from among the deputy principals, assistant principals, sectional heads and teacher members of the SDC. Their main function is to implement in the school the decisions taken by the SDC.

There is provision to appoint sub-committees if and when necessary to deal with specific issues that may arise. For purposes of efficiency and transparency in financial management a procurement committee and a technical evaluation committee will be appointed.

Under ESDFP, this new model of SBM described as PSI is to be implemented on a phased out basis. During the first year the 2012 the programme will be implemented in 20% of the schools and annually expand the programme to cover all schools by the end of the programme.

### **3.2 Educational Planning**

With regard to planning under the colonial rule there was no planning mechanism in place and under the bureaucratic mechanism policy formulation was done at the

centre by high level officials. With the Donoughmore Constitution (1931-1947) the Executive Committee system was established. The Executive Committee on Education under an elected minister discussed issues on educational matters and recommendations were made. Even after gaining independence six year development programmes were prepared but there was no separate sectoral plan for education. Educational reforms were carried out through whitepapers prepared on the basis of reports of various committees or whims and fancies of ministers and officials at the ministry of education.

By 1970 due to the high level of educated unemployed youth the government took a decision to prepare a Five year national plan and with the support of the International Labour Organization (ILO), Prof. Dudley Seers was invited to assist in this task. The youth insurgency of 1971 broke out at this time and the general opinion was that the prime cause for this outburst was the unemployment among educated youth and that system of education needed to be revamped to meet the manpower needs of the country. Accordingly on the lines of the National Five year plan the Ministry of Education prepared a Five Year Programme of Development 1972-1976 and a more comprehensive "Medium Term Plan for Development of Education 1973 - 1977" was put out in 1973. This can be described as the most detailed planning document put out by the ministry up to date. Since then the MoE has prepared five year education development plans and Annual Implementation plans based on the five year plan (Eric J de Silva, 2013).

In 1998 under the Primary Education Planning Project a Master Plan for Primary Education was prepared with assistance from DFID- U.K by the MoE along with the technical assistance of a team of private consultants. They put out a comprehensive five year plan for the development of primary education and the education officials were trained in planning and plan implementation.

By this time key donors to the education sector had appeared on the scene such as the Swedish SIDA, WB and the Asian Development Bank (ADB). However they had their own project plans implemented by the Project Units set up at the MoE but there was no integrated sector plan.

By 2005 the need of an education sector development plan was accepted and the World Bank took the lead in this endeavour. The other donors too agreed in principle to a sector wide approach but in implementation they acted independently. However there was broad consensus on policy and foreign funded programmes were designed on the basis of agreed components.

On the initiative of the WB the ESDFP was prepared for the period 2006-2010. However due to administrative constraints the plan was implemented from 2007 2011. The activities under this plan were organized under four main themes. These were:

1. Promoting Equitable Access to Basic and Secondary Education
2. Improving the Quality of Education
3. Enhancing the Economic Efficiency and Equity of Resource Allocation



#### 4. Strengthening Education Governance and Service Delivery

What is important in this plan is that it was outcome based and as a result a monitoring framework with performance indicators was developed along with the plan document. The MoE along with the World Bank closely monitored the implementation process. This accounts for its comparative success. The current ESDFP from 2012 - 2016 has been developed using the experience gained in the implementation of the first ESDFP.

### 3.3 Survey of previous studies, reports and other documents

The theoretical basis of educational planning and management has been derived from the general principles of management which developed during the last two centuries with the emergence of scientific management in running industrial organizations. The literature in this field is so vast that it is not proposed to deal with all that is available. Only a few documents which are directly relevant to the local context are referred to in the following pages.

The power and authority for the central organization responsible for general education in this country is derived from the Education Ordinance No.31 of 1939 and its subsequent amendments. The Ministry and the Department of Education were amalgamated in 1966 by administrative action and the legal authority for managing the Department was vested with the Director General of Education who is also the Secretary to the Ministry, under the direction of the Minister in charge of the subject of education. Although most parts of this piece of legislation are outdated still it is the principle source of legislative authority. All subsidiary legislation to facilitate the implementation of education policy has been promulgated under this Ordinance. Subsequently, several Special Acts have been enacted for special purposes such as the vesting of Assisted Schools in government, Examinations, Pirivena Education and the establishment of the National Institute of Education (NIE), establishment of National Colleges of Education (NCoE) and the National Education Commission (NEC). The Thirteenth Amendment to the Constitution (1987) also brought about a fundamental change with the establishment of Provincial Councils where management of a large number of schools was entrusted to the Provincial Authorities.

**Education in Ceylon-A Centenary Volume, Ministry of Education and Cultural Affairs (1969)** is a comprehensive source on the history of education in this country. Parts 11 and 111 of this publication contain valuable information on the establishment of the Department of Education during the British colonial rule, the changes introduced subsequently and the structures that existed during the decade of the 1960s. These chapters have been written by personalities involved in education at the time and their contemporary knowledge of the developments is documented in the respective chapters.

An attempt to reform the management of education was initiated by the MoE during the period 1982-84. The proposed changes are documented in the publication,

**Management for Education Development in Sri Lanka - MoE (1984).** It contains four sections on:

- Programme for school development
- School structures
- Planning and resource management
- Personnel management

The Additional Secretary in charge of Management and Regional Supervision at the time was keen on introducing modern principles of management to the structure of the MoE in order to improve its efficiency and effectiveness. A comprehensive study of the functioning of the education system was carried out at school, circuit, regional and national levels with the assistance of national and international consultants and after several consultation meetings reform proposals at the above mentioned levels were formulated. For the first time a management structure of the school on the basis of a senior management team was formulated taking into consideration the size of student enrolment and the curricular courses offered in schools. School level planning was introduced and formats were sent for preparing a development plan and the annual implementation plan for the school. It also developed a concept of national schools where some of the leading schools would be able to develop independently with community support. Further it proposed a scheme on staff development for the administrative personnel in the education sector including the principals of schools.

**Len Watson, Management Development for Sri Lankan Schools - MoE (1982)** in his consultancy the report emphasises the crucial role of the principal thus

“I would argue that for good or ill the principal has a major and inescapable responsibility for and a critically important effect upon the quality of the teaching that goes on in the school and as he or she has to operate through other members of the staff this becomes the central managerial task for the principal”.

He perceives the following as the main shortcomings in the system:

- Low morale at every level
- Inefficient administration
- Lack of a sense of direction and purpose
- Large gap between ministry plans and requirements and the realities of the situation in the field failure and expectation of failure being the norm
- Ineffectual leadership

The subsequent move towards school based management may be a sequel to these observations.

In the late 1980s the major international donors appeared on the scene and they commissioned studies to be carried out by the international consultancy firms. Two such studies were carried out by the Education Consultants, India and the Canedcom International, Canada.

**The Education Consultants, India (1989)** have listed the following problems and issues:

1. Top down approach in policy formulation
2. Lack of proper decentralization of educational administration
3. Lack of accountability, effective supervision monitoring and evaluation
4. Inadequate monitory resources

Regarding planning and management they recommended improving training and professional development programmes, better supervision, planning and management, development of an Educational Management Information System (EMIS) and improved facilities and supplies.

**The Canedcom International Consultants (1989)** agree with the recommendations of the former consultants and recommend that the limited resources available be utilised for curriculum development, supply learning materials, improve classroom teaching, utilization of instructional time and develop student capacity. The primary task of educational management must be to create effective schools. It needs effective management of schools supported by an organization that provides necessary support to and leadership. While recognizing the need for professional development at all levels, it underpins the necessity to empower schools and “develop the leadership skills of principals to establish clear goals for their schools, motivate their staff and create locallay organizational climate to improve staff morale.”

The report discusses at length improving selection of principals, granting managerial authority to the principal, selection of staff, the administrative functions of the principal training and development of principals, teacher motivation and morale, supervisory practices and effective support from provincial and central authorities.

It may be as a result of these recommendations that the **School Development Boards Act of 1993** was passed by parliament to introduce the concept of School Based Management (SBM). However due to political changes the provisions of this Act were not implemented.

The National Education Commission (NEC) in its proposals for education reforms **An Action -oriented Strategy Towards a National Education Policy (1995)** recommended the empowerment of schools through SBM. But its implementation was lukewarm. However the NEC commissioned several studies in 2002 as a prelude to the preparation of a National Policy on General Education. One of the studies carried out under this programme was on School Based Management.

**School Based Management (De Silva T.H.D.C -NEC-2004)** recognizes SBM as a key strategy for the improvement of schools. The author had selected a sample of 27 schools in nine educational districts representative of schools by type (1AB and 1 C) location (rural, urban) medium of instruction (Sinhala/Tamil) and sex of students (co educational or single sex). Data collection had been done by administering interview schedules to principals, deputy principals, sectional heads, teachers and provincial, zonal and divisional level officials.

The study found that many of the management practices envisaged through the implementation of SBM were in operation in all the schools in the sample. Schools had welcomed and accepted SBM. However, the progress of SBM was not uniform. Very few principals were aware of the specific components of SBM. All principals had not participated in the orientation programmes conducted by the Centre for Educational Leadership Development of the NIE (CELD). The second line managers were not equipped to face the challenges faced in implementing SBM. The majority of schools had not received the documents prepared on the subject. The schools were aware of the structures required for implementing SBM and that Central Management Committees were established but not the School Management Committees. The representation of the community was poor. The study identified that monitoring and supervision by provincial and central level officials had not taken place as intended. All principals and second line managers accepted SBM as an effective instrument to bring about positive transformation within the school system to promote efficiency.

It recommends that more resource materials be provided to schools, training be strengthened based on training need surveys, monitoring be strengthened with a view to offer constructive guidance to principals and teachers and the competencies of educational officials be enhanced to undertake in-depth studies and a coordinated effort be made by the central and provincial authorities to reduce school size and class size in popular schools, minimize interference by politicians in school administration and develop more schools to reduce the pressure on already developed schools.

Under the same programme another study was carried out on **Management of Education (De Silva Eric J-NEC-2004)**. Here the writer traces the history of the management structure and the changes that were effected from 1966 onwards and discusses the recommendations made by various consultants who carried out studies on education management. He re-iterates the point made by many of the consultants that after the devolution of functions under the provincial council set up no effort has been made to clearly define the roles of the officials of the central ministry and the provincial education authorities. As a result there is duplication, overlaps and lack of clarity.

He suggests that the MoE and other agencies at the centre sit round a table to clearly identify:

- their respective roles and functions
- factors that stand in the way of their performing these roles and functions efficiently and effectively
- measures that should be taken to overcome these
- Interim steps that may be necessary as some of the remedial measures may take some time to bear fruit.

It is also necessary to identify the overlaps and duplication between the central agencies and the provincial authorities.

In addition to the structural and organizational deficiencies this report states:

“The major contributory factor for overall inefficiency and ineffectiveness of the system lies elsewhere, is only too well known, and rarely referred to in reports of this nature. And that is, the extreme politicization that has taken total command of the system”

Regarding the provincial education authorities the writer focuses on the existence of too many tiers in the system. In a province there is the Provincial \Education Ministry, the Provincial Education Department. Zonal Education Office, Divisional Education Office and the schools. In such a system the decision making process is slow as those at the lower levels tend to pass the baby to the higher echelons. The lack of filling vacancies regularly has resulted in many offices being staffed by acting people, who can neither take decisions instantly, nor have the qualities of leadership expected of them.

**Envisioning Education for Human Development - Proposals for a National Policy Framework on General Education in Sri Lanka NEC (2003)** contains a chapter on Education Governance/ Management. The NEC has accepted the suggestions of the authors of earlier reports and highlights the necessity for “a qualitative change in the structure and management of the ministry.” It also states that appointments both at the centre and the provinces should be made on the basis of merit rather than on political patronage.

At the provincial level it draws attention to the fact that there are too many layers and lack of coordination and the ineffectiveness of the Divisional Director of Education(DDE) who is the officer closest to the school, but does not recommend any major structural overhaul as it is too early. At school level the report comments on the lackadaisical way the concept of SBM is implemented.

SBM is a major area of concentration among educational policy makers and planners all over the world in the recent past in their efforts to improve the quality of education. It has been implemented in many countries and states under different forms depending on the environment, political ideologies and historical background. It is still being experimented with and the international donor agencies such as the World Bank and the Asian Development Bank have identified such programmes as areas of priority for assistance.

A forerunner in this area of devolving educational decision making to the lowest level is Australia. **Caldwell (1998)** being a politician and Professor of Education reviews the crisis in public education in Australian schools and advocates the application of SBM as one of the solutions. He describes how in Victoria, where a coherent programme of reform known as the Schools of the Future commenced in 1993. The author formulates a design for the future of Australian schools which reflects a commitment to public education and a recognition that the schools will change in profound ways with technology a major driver of education in the future.

**Gamage (1996)** points out that in a rapidly changing environment schools have to keep pace with change and schools have to follow the path of decentralization if

school authorities are to function as effective leaders. He contends that the need for ensuring the quality of education require the application of new management concepts such as Total Quality Management (TQM). He points out that TQM requires three ingredients, participatory management, continuous process of improvement and the use of teams. These are exactly the ingredients necessary for implementing SBM. School councils composed of all relevant stakeholders resembles the cooperative councils of business ventures. The operation of school councils requires a continuous process of planning and development of relevant programmes and policies by representative committees or parties. SBM also requires school leaders to undertake regular self-evaluations and submit progress reports on their efforts to assist in improving the teaching learning environment. The author carries out a survey of school based decision making and management practices in Australian states and some other selected countries. It provides useful data for policy makers interested in developing their own models of SBM.

**Gamage (2008)** is a volume comprising 19 papers on different aspects of Educational Administration, Management and Leadership covering fields of theory and practice with particular reference to systems implementing school based management. He emphasizes the importance of leadership in the success of any organization. The proactive role of managers is recognized in providing guidance to the school community. The material in this volume has been used in conducting a course on Educational management at the Centre for Leadership Development of the National Institute of Education.

According to the **World Bank (2007)** SBM has become a very popular movement over the past decade and the World Bank program emerged out of a need to define the concept more clearly, review the evidence support impact assessments in various countries and provide initial feedback to teams preparing education projects. It focuses on major issues generally faced by implementers while designing and implementing SBM programmes and gives examples from a number of World Bank financed projects round the world that have SBM components. In addition it also provides more in depth analysis of a few country case studies where the process of decentralization of authority to the local level has taken place over the past decades. Analyzing the causes for the popularity of SBM, it points out its potential to be a low cost way of making public spending on education more efficient by increasing accountability of the agents involved by empowering the clients to improve learning outcomes. It observes that there is a strong positive relationship between school autonomy and student performance. Greater school autonomy is not necessarily associated with greater disparities in school performance, as long as governments provide a framework in which poorer performing schools receive the necessary support to help them to improve. In Finland and Sweden which are among those countries with the highest degree of school autonomy, on many PISA measures, has the smallest differences among schools.

The document provides guideline for implementers of SBM to develop skills required for successfully implementing programmes.

**World Bank (2011)** is the report of an Impact Study undertaken by the World Bank as a part of the analytical assistance provided by the Bank for the PSI pilot programme implemented under the ESDFP 1. It contains sections on a concise description of school based management, a discussion of the PSI and the School Report Card Programme (SRCP) in Sri Lanka, the analytical framework and the discussion of results, findings and finally a set of recommendations. Among its findings the report concludes,

“Overall the findings illustrate that the schools in which the PSI was implemented performed well in terms of improving the cognitive abilities of their primary school students. This is an encouraging and positive finding. Discussions with stakeholders, education officials, school principals, teachers, parents and students suggested that a range of processes including better teacher and parent involvement with the children both at school and the home are likely to have contributed to this outcome.”

**World Bank (2011-a)** A publication of IBRD presents an analysis of the education system in Sri Lanka as it functioned at the end of the first decade of the 21st century. While covering the whole spectrum of general education it contains a section on the PSI programme. It explains the basic characteristics of the PSI as it has developed in Sri Lanka, its achievements and recommends that it be used as a tool for quality improvement of education.

**World Bank (2013)** Aide Memoire of the Technical Review and Implementation Mission concludes that the Indicator with regard to the PSI, SDCs and SMCs organized in at least 20% of the zones has been accomplished. Each school has a School Development Committee chaired by the principal and with representatives from the zonal office, teachers, parents and past pupils which is in charge of the preparation and monitoring of the school development plan, and the overall development of the school. Each school also has a School Management Committee (SMC) consisting mainly of teachers. The Mission recommends that the MoE and MLGPC will monitor and provide support to provinces, zones and divisions to further build the planning, administrative and monitoring skills of the SDCs and SMCs in the relevant zones. It emphasizes the need for capacity building of SDCs and SMCs for the success of the PSI.

## 4. The Study

### 4.1 Methodology

This study was carried out using a mixed research approach comprising study of documents related to planning and management at the MoE and its agencies, provincial education authorities including Provincial Education Departments, Zonal Education Offices and schools. The consultants also had interviews with key officials of the MoE, the Additional Secretary Policy-planning and Performance Review Division (PPRD), Directors and other officials of the Policy-planning, Data Management, Human Resource Development, Monitoring, School Activities and Quality Assurance branches. We also had discussions with key officials of the NIE, Director of the Centre for Education Leadership Development at Meepe, Commissioner General of Educational Publications and Commissioner General of Examinations. The members of the team visited the Provincial Education Departments, Zonal Education Offices and schools in five provinces, views of two Provincial Directors were obtained through telephone conversations. Some members of the team joined the provincial/Zonal visits arranged by the NEC and participated in the discussions held with the education officers, In-service Advisors (ISA), principals and teachers. We were able to gather very useful information regarding the functioning of the system through these discussions and interviews.

The sample of educational zones and schools visited is given in Table1. Analysis of zonal and school plans were carried out using a checklist prepared by the consultants. The format of this checklist is given in Annex 1.

We are aware of the limitations of the study in that we were not able to select a scientific sample of schools and zonal offices and analyze the data, due to constraints of time and resources. Yet we are of opinion that the schools and offices that we visited cover a representative sample as these include schools and zones in the Western, Southern, Northern, Eastern and Uva provinces. All sectors namely, urban, rural and plantations are included in the sample.

**Table1 -Sample of Zones and Schools visited**

<b>Provinces</b>	<b>No. of Schools visited</b>
<b>Eastern</b>	(i) IC (one) (ii) I AB (one) (iii) Type II (one) (iv) Type III (one)
<b>Southern</b>	(i) IC (one) (ii) I AB (one)
<b>UVA</b>	(i) IC (one) (ii) Type II (one)
<b>Western</b>	(i) IC (one)



<b>Northern</b>	(i) I AB (two) (ii) Type III (one)
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#### **Zonal offices visited**

<b>Provinces</b>	<b>Zonal Education Department visited</b>
<b>(1) Eastern Province</b>	02 Zonal offices
<b>(2) Southern Province</b>	01 Zonal office
<b>(3) UVA Province</b>	07 Zonal offices
<b>(4) Western Province</b>	01 Zonal office
<b>(5) Northern</b>	02 onal offices

## **4.2 Outcome - Planning and Management of Education: Issues and Suggestions**

In this section the issues that surfaced from our data gathering exercise are discussed and possible solutions to overcome these problems are proposed.

### **4.2.1 The Structure of the Central Level Organization**

At the centre now, there are two ministries dealing with general education. These are the Ministry of Education (MoE) and the Ministry of Educational Services (MES). The MES has been established recently and the authorities may have good reasons for doing so. Even earlier there were two occasions when such ministries were established. In mid 1980s a Ministry of Educational Services was established and again in 2002 a Ministry of School Education was established. Of, course they were not under ministers of cabinet rank. The broad functions of the earlier ministries as well as the present MES are the same, namely school supplies. Eric J de Silva (2004) commenting on the relations between the MoE and the MES states "in the interest of greater efficiency and effectiveness, the respective roles and responsibilities of the two ministries need to be clearly defined"(NEC-2004b). It is a note of warning in the present situation as well in order to maintain cordial relations between the two ministries.

The Central level structure comprises the Ministry, the Department of Examinations (DoE), the Department of Educational Publications (DEP) and the National Institute of Education (NIE) which is a statutory body established under an Act of Parliament. There is also the Colleges of Education Board Act enacted to establish National Colleges of Education (NCoE). There are 17 NCoEs functioning at present under the provisions of this Act.

Subject to the general direction and control of the Minister the Director General and other officials are required to execute education policy and enforce rules and

regulations. The post of Secretary and Director General (DG) were amalgamated in 1966 and the Secretary is responsible for administration and finance (Chief Accounting Officer) and also functioning as the Director General who is the principal technical officer on educational matters. He is being assisted by Additional Secretaries, Directors of Education, Senior Assistant Secretaries and Assistant Secretaries, Accountants and heads of other agencies under the Ministry. There are five main divisions each under an Additional Secretary. The Organizational Structure of the MoE is given in Annexe 11. The National Education Commission (NEC) appointed by the President is responsible for the formulation of national policy on education.

The Department of Examinations is under a Commissioner General of Examinations who is responsible for conducting school examinations and other public examinations. There is a Public Examinations Act to guide him in the conduct of examinations. The term National Educational Testing Service was introduced on a recommendation made by a team of consultants under an Asian Development Bank (ADB) project and the objective was to convert the Department to a corporation so that it could be run efficiently in conducting various examinations for other agencies on a business footing. However this proposal has not been implemented and we do not see any need to implement it. What is required is to improve the efficiency of the department to publish results without delay and improve the quality of examinations.

The Department of Educational Publications (DEP) is responsible for production and distribution of school text books. By now the distribution of textbooks has been streamlined but the quality of textbook writing has to be improved.

The National Institute of Education (NIE) was established in 1985 by an Act of Parliament as a statutory body to advise the Minister on development of education in Sri Lanka, provide professional development in education and carry out research, etc. Its principal activity has been to prepare the national curriculum, provide resource materials and training of teachers. The Act empowers it to conduct university level courses such as Bachelor of Education degrees Post -Graduate Diploma in Education and Post Graduate degrees. It also has a separate unit, Centre for Education Leadership Development (CELD) for the training of educational administrators and managers for the system.

## ***Issues***

- i. The Secretary of Education holding two portfolios of being the Secretary to the Ministry and the Director General of Education has created a work overload for him. As Secretary he is responsible for the general administration of the ministry and as the chief accounting officer is responsible for financial management. In addition as Director General he is the chief technical officer who has to take decisions on educational matters. As most secretaries are appointed from general administration services his institutional memory is limited to the length of the period he has served in the post. To compound the situation during the last 8 years 6 persons have functioned*

*as secretary and this high turn- over is detrimental to the efficiency of the organization*

- ii. Lack of coordination has been a continuing issue within the MoE as well as among the other agencies at the centre. There are instances where one branch does not know what the other branch has been doing. It has been often pointed out that the text books are not in keeping with the syllabi and Teacher Instructional Manuals prepared by the NIE. Examination papers are not in consonance with the syllabi. Teacher training institutions are behind the curriculum changes introduced by the NIE.*
- iii. Before the establishment of the NIE there was a Curriculum Development Centre which functioned as a unit of the MoE. Its main function was the development of school curricula and training of teachers. Its record of work has been appreciated in many quarters. With the establishment of the NIE the latter continued with the function of servicing the general education sector and also awarding degree level and post graduate level certificates. However it did not have an adequate cadre of qualified staff for its higher level programmes. It was difficult to attract academically qualified personnel due to low salary scales. Salaries could not be increased as the majority of the staff were either trained teachers or general graduates. NIE has continued to recruit a large numbers of general graduates. There are few incentives for them to qualify further.*

Two options have been proposed to overcome the first problem.

- i. To separate the post of Director General from the post of Secretary - The report of the Education Reforms Committee (1979) recommended this option. Pointing out that in countries like Malaysia and Australia the posts of Permanent Secretary and Director General are two distinct appointments, it recommends that in Sri Lanka too decision making at the highest level in strictly educational matters should be taken in terms of educational expertise under the guidance of the Minister. It is also relevant that the decision taken to amalgamate the two positions in other ministries has been reversed by now. Examples are the Ministry of Health and the Ministry of Agriculture. However, under such a dispensation if conflicts arise between the two high-level officers it could be counter-productive.
- ii. To create a few more departments under the Directors General in the Ministry. These departments will be like the DoE which functions very much in an independent way in routine matters. The branches that can be upgraded as departments are the National Schools Branch and the Teacher Education Branch.
- iii. Quality Assurance is an important function of the MoE in terms of the 13th Amendment to the Constitution. It should carry out a quality audit of the schools and offices under the education sector. That could be effectively carried out by an independent organization. In England the Office for Standards of Education (OFSTED) has been established on these lines. This option may also reduce the work load of the Secretary and relieve him of

daily routine activities to concentrate on policy and monitoring.

- iv. Regarding the second issue a high level committee, Performance Review and Co-ordination Committee (PRCC) had been appointed. But it did not function regularly due to lack of interest among the members. A former Secretary to the MoE Mr. Eric J de Silva comments; "this committee should be revived to address system wide issues and strengthen inter-agency communication and co ordination. The committee will consist of heads of relevant agencies at the centre and key officials of the Ministry from the point of view of overall co-ordination and performance review of the system with the Secretary as chair"(NEC-2004b).
- v. With respect to the third issue staffing the NIE with qualified people it is necessary to recruit graduates with a First or an Upper Second class or Post Graduate Degrees at a higher salary scale. New graduates should be on a period of probation until they obtain a professional qualification in education. Young promising officers should be given opportunities to obtain higher qualifications at least in local universities.

#### **4.2.2 Planning at National Level**

A plan has been defined as the "design of a desired future". The first step in planning is to charter the future and conceptualize the characteristics and needs of the society during the next 10 to 20 years. It is more true in education as the products of the system will enter the society after 13 years of general education and those who pursue higher education taking another 4 to 5 years of higher education. What would be the needs of the emerging society by then? It is hard to predict the future at the rate of change that is taking place before our very eyes.

We are in the midst of a technological transformation which is ever-changing at a rapid rate. It is said that in this scenario schools must provide students with a broader set of skills which are described in different terms as soft skills, life skills, key skills, inter-personal skills, work-place skills, non-cognitive skills and so on and on. Learning to learn and life -long learning is the path to success under these circumstances.

Jerald (2009) summarises the technological changes that are taking place under two areas, automation and globalization. These trends will have a profound impact on the lives of people, the workplace, social relationships and personality development.

Automation has changed not only the nature of work, with machines taking over production functions in work-places, but also changing the nature of relationships among workers. All routine work can be automated but there are certain functions that cannot be performed by machines. These are identified as "expert thinking" necessary for solving unexpected problems and "complex communication" which require interaction with other parties. As a result of automation blue collar and

routine type of jobs are shrinking and service occupations which require higher level skills are expanding.

The other trend, globalization tends to breakdown economic, social and intellectual borders between nations. With the emergence of the information super high way geographical distances have become irrelevant. A new set of business practices have evolved such as off-shoring, outsourcing, supply-chaining- shifting from vertical production to longitudinal collaboration. As a result there is mobility globally and also working in teams located in different countries. The competition among experts has become much more intense than in the past.

Socially work teams comprise people from different ethnic, religious and cultural backgrounds. So it is necessary to respect diversity and learn to live together. In a multi-cultural country like Sri Lanka such attitudes become very important as national harmony is crucial for national development.

In this context educational planners have to take cognizance of the nature of manpower needs in the future and the social skills conducive to inter-personal relations in preparing their long term, medium term and short term plans. (As there are other groups working on Curriculum Development and Teacher Education, such groups may look into these aspects in greater detail).

Education planning at national level should be linked to overall national planning. There are a few government publications which spell out the long term policies of the government. These are the Mahinda Chinthana national policy framework, Sri Lanka - The Emerging Wonder of Asia: The Development Policy Framework-Government of Sri Lanka (Department of National Planning, Ministry of Finance and Planning). These documents provide the long term goals of the education system of Sri Lanka. The policy directives specified in these documents are:

- All children complete their primary and secondary education successfully without being vulnerable as a result of their sociol-economic background, gender or ethnicity
- Education services are designed around the needs of each child, with the expectation that all learners achieve high standards
- All children and young people leave the school with functional skills in English and Mathematics, understanding of how to learn, think creatively, take risks and handle change
- Teachers use their skills and knowledge to engage children and young people as partners in learning, acting quickly to adjust their teaching in response to pupils' learning
- Educational applications of rapidly advancing technology are regularly updated and optimally used in the teaching and learning process.( DoNP)

These are the goals that can be viewed as a desired future state that the government attempts to realize, whereas, the MoE plan is a blueprint for goal achievement and specifies the necessary resource allocations, schedules, tasks, and other actions. The

term planning usually incorporates both ideas and means determining the organization's goals and defining the means for achieving them.

In the context of national level education planning, a policy planning and performance review division headed by an additional secretary is involved. There is a policy and planning branch as a key unit of this division. It states its vision as "creating an appropriate planning culture and the policy framework to ensure equity, equality and efficiency in the General Education System of Sri Lanka" ([www.moe.gov.lk](http://www.moe.gov.lk)). Further, its mission has been formulated as "identifying active policies which ensure equity, equality and efficiency according to the government policies related to the general education system and designing appropriate plans for long and medium term programs and projects that are successfully implemented".

Among the main functions of the branch, the following appear prominently:

- Analyzing and describing of existing education policies. These include: developing, justifying and identifying the amendments of the policies on equity, quality and efficiency and analyze policies to eliminate the identified disparities that exist.
- Obtaining and investing foreign funds through discussions with local and foreign partners to enhance the investment for the general education system and preparation of education policies on investments
- Assisting the policy and planning recommendation committee, participated by Ministry of Education and Provincial Education Authorities
- Improving decisions on norms of the school structures, establishing criteria to grant resources to the schools and making suggestions to develop efficient school net work
- Providing recommendations (to the Research & Development branch of the Ministry of Education, Universities and the National Institute of Education) on research requirements of policies to identify the learning outcomes of the students.
- Maintaining a formal mechanism to obtain the stakeholders' suggestions and comments in order to identify the quality of the service delivery of the education system and changes of related policies
- Developing short term, medium term and long term strategic plans (with the integration of national and provincial institutions) for the benefit of the education system based on the state policy statements national educational policy and legal framework and policies identified by the Ministry of Education
- Preparing result based plans on the sector development approach or the project approach (when necessary) in order to invest the foreign funds received for the education system in an efficient way
- Preparing medium term and an annual implementation plan for the Ministry of Education

- Encouraging use of appropriate technical methodologies, scientific analysis on existing data and making projections to assist the preparation of plans
- Developing and implementing of education policies, plans and programs by evaluating students' achievement levels, launching with the integration of the university system and making aware the system on the related decisions
- Joining together with the Monitoring and Performance Review branch when implementing amended/ developed plans based on the requirements and assisting relevant partners on implementation

Based on the informal discussions with both the additional secretary and the head of the planning unit revealed that the clarity of planning in preparation of the needed documents is there but the issues are with implementation. No plan can be successfully implemented without adequate resources. The allocation for education has come down from about 5% of GDP and 20% of the Annual Budget to 1.86% and 7% respectively at present. In our visits to provinces and zones and schools we saw inadequacy of fund flows hampering the implementation of plans. The document "New Educational Policies and Proposals for General Education in Sri Lanka" proposals presented by the Special Parliament Advisory Committee on Education also recommend that at least 5% of the GDP needs to be allocated for education.

Monitoring is an important aspect of planning as it is the mechanism to find out whether the planned activities have been successfully implemented. At the MoE there is a separate branch for monitoring and they maintain an operations room. But progress of provincial activities is not regularly updated and needs to be rectified.

Regarding re-planning the five year plans are revised every year following the rolling planning approach.

### **Issues**

- i. *Inadequacy of resources allocated for education and insufficient flow of funds. As proposed it is necessary to allocate at least a minimum of 5% of GDP for education. Even the meagre allocation provided is not available due to cash rationing policies of the government.*
- ii. *In-efficient utilization of available resources. If the country is to develop the human resources necessary for the emerging globalized technological society adequate resources should be provided for acquisition of higher order skills among school children. But as it is funds are used to provide employment for excess teachers at the expense of providing inputs for quality education, the teacher pupil ratio at present is 1:18 which is very uneconomical for a developing country.*

- iii. *The officials with whom we had discussions pointed out that provincial education authorities do not follow the policy guidelines provided by the MoE which hampers implementation of programmes at provincial level.*

### **4.2.3 Educational Management Information System and use of Technology**

The Education management information system (EMIS) can be regarded as a versatile tool in taking education to the future. This is relevant in the context where the use of technology has been identified as one key global trend in educational planning (Stephenson, 2010).

With the creation of the Information and Communication Technology Agency (ICTA) in 2003, the use of innovative technologies for better communication in the government sector started to increase. In the case of the educational sector, several initiatives such as releasing examination marks through internet, e-learning portals (e-thaksalava), enabling a four digit hotlines for all education information (1988) can be cited as commendable initiatives.

#### ***Issues***

- i. *Greater use of technology would facilitate the efficiency of the management of the MoE and its agencies. The main function of the Data Management and Research Branch (DMR) is to collate and present data expeditiously. One of the main activities in this regard is conducting and processing the school census. Although this process has been computerised still there are delays in finalizing the census data. The value of data depends on its availability on time. Then only that such data can be used for decision making.*
- ii. *Availability of a complete data base facilitates officials to access data they require instantly. The DMR branch at present is preparing such a data base with regard to teachers. Also several branches of the MoE are trying to develop their data bases separately which may duplicate efforts and lead to wastage.*
- iii. *The level of awareness among the general public about the initiatives of the MoE needs to be strengthened. Further, the competence of teachers and other education officials on the usage of ICT need to be improved.*

The MoE has to develop a comprehensive data base so that all officials and other interested parties can access it and get the information they need. It should be regularly updated and an IT specialist needs to be appointed to maintain it. All information relating to educational policies, plans, management structures and school data can be made available in this data base.

All officers need be trained in the use of ICT assisted educational administration which may help to reduce a lot of unnecessary paper work and delay.



#### **4.2.4 Educational Services –SLEAS, SLPS, SLTES, SLTS and ISAs**

The personnel serving in the education sector belong to one of the above services.

The Sri Lanka Educational Administrative Service (SLEAS) comprises officers in charge of educational functions at the MoE, PDE, Zones, Divisions and principals of large schools. Recruitment to the service is through an open competitive examination, limited competitive examination and promotion on merit. Promotion within the service is on seniority and merit but officers in class 111 are promoted to class 11 after completion of 10 years of satisfactory service and from class 11 to 1 on the basis of a structured interview.

The Sri Lanka Principals' Service comprises heads of schools and supervisory staff in large schools, such as vice principals, assistant principals and sectional heads. When the Principals' Service was inaugurated the headmasters of Type 11 and 111 schools and Grade 111 principals were absorbed to the service. Most of them did not have degrees or post graduate qualifications. But now the situation has changed and there are qualified officers in the service. But it is doubtful whether an all island service is the best mode for appointing principals to manage schools. We will be proposing fundamental changes to this service in our section on school management.

The Sri Lanka Teacher Educators Service comprises the academic staff of NCoEs and Teacher Centres.

All qualified teachers belong to the SLTS and the recruitment does not match the needs of schools. Teachers also complain of not getting promotions on a regular basis. Deployment of teachers has become a serious issue.

In Service Advisors (ISA) are not in a service as they are master trainers seconded for conducting continuing education programmes of teachers. There are no clear guidelines regarding this category of officers and they demand that a separate service be established for them. If such a service is established they should not become another set of bureaucratic officers and should not duplicate the work of the SLEAS special cadre officers.

#### ***Issues***

- i. The cadre of officers in these services has not been determined on actual needs. It is necessary to clearly identify the positions to be filled from among members of different services and grades of services and allocate the cadre accordingly.*
- ii. The service minutes stipulate that the recruitment should be carried out annually but in practice there are delays. As a result there are many vacancies at any given time and "acting" persons are appointed to attend to the work of vacant positions. When permanent officers are recruited the acting persons try to use influence and continue to remain in the same posts.*
- iii. The present scheme of promotions does not provide promising young officers to move up on a fast track basis. However smart an officer, s/he has to wait for a particular number of years to get into the next higher grade.*

- iv. There is no clear policy on appointing SLEAS officers as principals of schools. While some officers function as principals of large popular schools others are sent as deputy principals of secondary schools. Appointing principals of schools as directors of education in their late careers also creates problems as they have to learn office administration all a new. Transferability of officers as principals and vice-versa has to be reviewed.*
- v. The present system of recruiting teachers either centrally or provincially and transferring them to schools has created many problems. Although the present teacher pupil ratio is 18:1 there are many rural schools which are short of teachers and popular urban schools are overstaffed.*
- vi. The ISAs are a frustrated lot due to lack of recognition and it is necessary to their grievances. However this has to be done carefully without establishing another bureaucratic service.*

The MoE in consultation with the other agencies responsible for determining cadre positions should clearly determine the cadre for each service and take action to fill the vacancies regularly.

There should be a scheme of fast track promotions for promising young officers to move up on the ladder through a scheme of objective staff appraisal.

The experience as a principal is useful for an education official. When they are in class 111 of SLEAS, every officer should serve in a school for a minimum period of 3-5 years. After that they should select the path they would proceed and stick to it.

The present minute on the principals' service needs to be repealed and principals should be selected from a super grade in the teachers' service through interviews and be appointed on a contract basis.

The ISAs should be a group of professional advisors who could mentor the teachers in schools. It is necessary to prepare a scheme covering their appointments, promotions and service conditions. In order to ensure that they do not lose their professional touch they may be required to work in a school for a couple of years periodically. Their promotion to the next higher grade can be tied to such a condition.

Appointment of teachers should be school based depending on the eligible cadre and appointments on transfers should be given only if there is a vacancy. This practice prevailed in the assisted schools before the take-over of schools in 1960.

#### **4.2.5 Training in Educational Planning and Management**

The services that require training in planning and management in the education sector are the officers of the SLEAS, SLPS and SLTES. The total number in these services is approximately 20,000. The vast majority of them are in the SLPS. Although assistant teachers need management skills such training is not incorporated into the teacher education programmes.

In order to cater to the management training needs of these officers the MoE has established the Centre for Education Leadership Development (CELD) at Meepe. It is a branch of the NIE and functions with an Assistant Director General (ADG) two Directors and five Lecturers. Whenever necessary they make use of services of outsiders as resource persons.

The courses conducted by this centre and the current enrolments are given in Table 1.

**Table 1-Enrolment in Management Training Programmes at Meepe-(CELD 2013)**

Course	No. of Participants
MSc in Education Management (old batch)	22
MSc in Education Management ( new batch)	45
MSc in Education Leadership and Mgt. -Overseas	22
Bachelor of Education Management -Overseas	23
Postgraduate Diploma in Education Mgt.	37
Post Graduate Diploma in Mgt. Part time	82
Diploma in School Management	202
Thematic Programmes	1132
Principalship programme	1553
Total - long term	433
short term	2625

Then there are university faculties/departments which conduct education management programmes in their diploma and graduate and post graduate courses, University of Colombo and the Open University have Faculties of Education while Peradeniya, Jaffna, Eastern and South Eastern universities have education departments.

### **Issues**

- i. The CELD at Meepe is woefully short of human resources and facilities to meet the training needs of the system. They are neither in a position to provide long term training for all educational administrators nor meet the short term needs.*
- ii. The universities do not have resources to expand their capacity to increase the intake. Further the participants have to pay fees for most courses other than post graduate diploma courses for which candidates are given study leave by the MoE.*
- iii. There are no facilities at Provincial level to conduct planning and management training programmes.*

It is necessary to provide more resources to both the CELD at Meepe and Universities to expand their facilities. The Meepe Centre needs to be organized as an Institute attached to the NIE so that it has greater autonomy in developing as a centre like SLIDA. The MoE needs to develop a plan to train all educational administrators over a period of 5-7 years by CELD and the universities. In order

to bring in outside expertise it may be profitable to involve institutions such as the Post Graduate Institute of Management in this exercise.

#### **4.2.6 Delineation of Powers and Functions between the Centre and the Provinces**

With the enactment of the Thirteenth Amendment to the Constitution and the establishment of Provincial Councils the powers that the Ministry of Education enjoyed were shared with the Provincial Education Authorities. These are defined in the NINTH Schedule, List 1 APPENDIX 111 and LIST11 (Reserved List) and List 11 1 (Concurrent List) of the said amendment.

##### ***4.2.6.1 Powers of the Central Level Organizations***

According to the 13th Amendment to the Constitution the powers and functions vested with the centre are:

1. National policy – National policy on education will be prepared by the NEC and those proposals declared by the President as government policy and if necessary be further elaborated and implemented by the MoE.
2. Planning is a subject under the concurrent list. As such the MoE has to prepare national plans while provincial development plans and implementation plans have to be prepared by the provinces.
3. Inspect and supervise the management of schools in order to ensure standards
4. Designing the National Curriculum, a function of the NIE
5. Teacher Education is provided by the MoE( NCoEs), NIE and the Universities
6. Management of Specified schools, (National Schools, Special Schools for Service personnel and schools for specified development schemes)
7. Establishment matters, transfer, disciplinary control of officers belonging to National Services. Powers are exercised either by the Public Service Commission (PSC) or under delegated authority by the MoE. Officers seconded to the provincial public service have the right of appeal to the central PSC. And those belonging to the provincial public services have the right to appeal against dismissal to the central PSC.
8. Appointment of principals of 1A,B,C schools
9. Conducting public examinations is the responsibility of the Department of Examinations.
10. Appointment of provincial Education Boards with the concurrence of the Chief Minister
11. Production and distribution of school text books, Provinces have the power to produce and distribute school text books after obtaining the approval of the MoE, but it may not be economical and the centre continues to carry out this function.
12. Regulation and assistance to private schools and Pirivenas, These are not mentioned in the 13th Amendment, hence it is presumed that these are reserved for the centre.

#### **4.2. 6.2 Powers and Functions of the Provincial Education Authorities**

- i. Provision of facilities to provincial schools. Out of 9905 government schools 9563 are provincial schools and only 342 national schools come under the authority of the centre.
- ii. Registration and management of supervision of all pre-schools.
- iii. Supervision of management of all state schools other than National Schools
- iv. Establishment matters, transfer, disciplinary control of officers belonging to the provincial public service, authority is with the Provincial PSC but is delegated to the Provincial Education Authority.
- v. Recruitment to Teaching Services, those with diplomas and degrees from NCoEs and Universities.
- vi. Appointment of all principals of all schools other than those in 1A,B,C categories, subject to criteria laid down by the Minister of Education.
- vii. Establishment of School Boards conforming to specifications laid down by the Ministry of Education
- viii. Preparation of development plans and implementation of annual implementation plans
- ix. Appraisal of the performance of principals, teachers and education officials.
- x. Conduct in- service training programmes after obtaining approval of the NIE.
- xi. Conduct local examinations approved by the Commissioner General of Examinations
- xii. Implementation of non-formal education programmes
- xiii. Carry out local variations to primary curriculum and selected subjects in secondary curriculum after obtaining approval of the NIE.
- xiv. Construction and maintenance of buildings, libraries and playgrounds
- xv. Procuring and distribution of teaching aids, audio visual materials, furniture and other equipment
- xvi. Procuring and distribution of science equipment other than specified items indicated by the MoE.
- xvii. Organization and development of school libraries in accordance with guidelines given by the National Library Services Board.

#### **Issues**

- i. *In the division of functions there are areas which are unclear and the central level agencies are handling some of the devolved subjects. Non-formal education is one such area. Under various development programmes the MoE provides buildings and equipment to provincial schools. The fact that there is a large number of subject directors at the centre they tend to take part in implementation level activities of provincial schools which could be better handled by provincial level officials. The MoE officials conducting training programmes in the provinces, the midday meal programme of the MES, activities related to the 1000 secondary schools and 5000 primary schools development are examples. In case of some foreign funded projects the centre intervenes in spheres of provincial authority.*

- ii. *Even with regard to specified schools there are no accepted guidelines for upgrading provincial schools as national schools. At the time the 13th Amendment was enacted there were only 28 national schools, but by now the number has increased to 342. The criteria for upgrading a school to national level status should be the fact that such schools cater to children from provinces other than the province in which the school is situated. This should depend on the number of applicants to a school at grade six on the results of the Grade five Scholarship Examination. Such schools should not have primary sections attached to them as primary admissions are done on the basis of proximity of the residence of the parent to the school.*
- iii. *However, the central ministry is responsible not only for the central level functions but also for the whole system. The Minister of Education is responsible to the parliament for the whole education sector. Silva Eric J (20004b) states “the ministry has an over-arching responsibility and must continue, system-wide performance review to identify major snags and institutional problems which affect both the quality and quantity of services that the system must deliver to the public” (P.12).*

In this regard it is necessary to have a strong co-ordination mechanism between the centre and the provinces. There is the Education Development Committee (EDC) where the Secretary /MoE and senior officials meet monthly with the Education Secretaries and the Provincial Directors of Education of the provinces to discuss pending matters and arrive at a consensus. However these meetings are not held regularly and most officers do not attend regularly. As a result it has become a routine affair and does not serve the intended purpose.

All high level officers including those from the Ministry of Local Government & Provincial Councils (MLG &PC), Treasury and Finance Commission should participate at this meeting and take part actively in its deliberations. If the provincial participants feel that it is a forum which is fruitful they will actively contribute to its success. The presence of the Minister will enhance the importance of the event.

There should be a unit under the Secretary/Education to organize this meeting, keep records and follow up on its decisions and publish regular progress reports.

A meeting with the Minister of Education and the Provincial Chief Ministers/ Education Ministers need to be held quarterly to discuss issues that could not be sorted out at the EDC. These meetings will also promote mutual understanding and enable the appreciation of the problems faced by the centre as well as the provinces.

#### **4.2.7 Organizational Structure of Provincial Education Authorities**

The Provincial Education structure comprises the Provincial Ministry of Education, Provincial Department of Education, Zonal Education Offices, Divisional Education Offices and schools. In addition the Chief Minister of the Province has an overall say over provincial matters with the Chief Secretary being the Chief Accounting Officer, the Governor of the province being the representative of the President and a Provincial Public Service Commission vested with powers of appointment, transfer and disciplinary control of officers in the provincial public service, no doubt it is a

top heavy establishment which is a recipe for role conflict and dilatory procedures. The organizational structure is given in Annexe 111

The zonal education offices have been established as there was a large gap between the Provincial Education Office and the schools. A zone would have approximately 100 schools. The existence of the zonal office does not fit into the pattern of the structure of other provincial departments. In case of other departments there is the district office and the divisional offices.

The Divisional Education offices were established on a later occasion in order to strengthen school supervision. A division will have about 30-40 schools. But they are not provided with the required facilities and staff to deliver an effective service.

The school structures are heterogeneous. In the past as the schools were established by various parties, the government, denominational bodies and private individuals, there was no planning in sitting schools. There are various types of schools, primary schools conducting classes from grade 1-5, junior schools with classes from grade 1-11, Secondary schools with classes from grades 1-13 or 6-13. All attempts to rationalize schools have been in vain.

Besides the school system has got bi-polarized. The small schools are getting smaller and smaller and finally get closed down. The large popular urban schools are getting larger and larger and become unmanageable. The classes in these schools are overcrowded, sometimes having more than 50 children in a class. In small rural schools the number of pupils is low and very uneconomical to run. There are 1652 schools with less than 50 pupils. In these schools teachers are demoralized and the quality of education is very poor. The environment in these schools is not conducive to total development of the child and it is highly uneconomical to maintain these schools (Sedere-2007).

The proposed scheme to develop 1000 secondary schools is a step in the right direction. It is an adaptation of the Kannangara concept of Central Schools. Under this programme of developing one full curriculum central school with a group of feeder primary schools is the only way to provide equity in education at a minimum cost. The Education Reforms Committee (1979) recommended the organization of school complexes. The locations of secondary schools have to be identified on the results of a planned school mapping exercise based on actual needs. In such an instance the number of schools may be either more than 1000 or even less.

## **Issues**

- i. There is no doubt that the number of tiers at provincial level has to be reduced. There is no justification to have a provincial Ministry and a Provincial Department of Education at the provincial centre. But as the Provincial Secretary handles matters other than education and the fact that schools form the largest component in the provincial administration which needs the guidance of an officer with technical expertise the need for a Provincial Secretary as well as a Provincial Director of Education is there.*

- ii. *The zonal education office is not in keeping with the structure of other sectors in the province. As a result there are problems in coordination of interdepartmental activities.*
- iii. *The Divisional Office is manned by one solitary officer and a few ISAs and a management assistant. He has no proper office, staff or equipment. Lack of any transport facilities is another drawback. This office needs to be strengthened*
- iv. *The school system needs to be rationalized on a planned basis in order to economize resource utilization as well as to provide a quality education for rural children who form a disadvantaged sector of the community.*
- v. *The school system is based on sectarian considerations and does not promote social cohesion. They are named as Sinhala, Tamil, Muslim or Buddhist, Catholic, Hindu or Islamic schools. But they are all government schools. Further, most schools are mono-lingual. Even in areas where there are multi-ethnic communities schools are organized on ethnic lines.*

Regarding the existence of the Provincial Education Ministry and the Provincial Education Department a way out may be to amalgamate the two and appoint the Provincial Director of Education as a Director General who will take care of all technical functions in relation to education. The ministry and the Director General's Office will function under the same roof.

The Report of the Parliamentary Consultative Committee recommends that the Zonal office be abolished and instead re-introduce the District offices which were there earlier and strengthen the Divisional offices to carry out all functions relating to educational support to schools. The question is how long the government would take to equip all the divisional offices, about 340 in number. Many officers we spoke to were sceptical about it.

Many attempts have been made to rationalize the school system but they have not been successful. There is general opposition to closure of even unviable schools from communities. The policy of the MoE is to provide primary schools within 2km from the residence of the child and secondary schools within 5kms. But most parents want to send their children to far away schools which are supposed to be popular. A scheme to set up school complexes with one secondary school and a number of feeder primary schools appears to be a feasible solution. In that exercise the number of secondary schools may exceed the number 1000, but if the government increases the allocation on education as recommended the scheme can be implemented over a period of a few years.

#### **4.2.8 Planning at Provincial, Zonal and School Levels**

##### ***4.2.8.1 Planning at Provincial levels***

The study team visited five provinces namely Southern, Northern, Western, Eastern, Uva and had observation of planning units, documents and interviews with DDE



Planning and their assistants. The check list in Annexe 1 was used to analyze the plans.

The officers who are responsible for Provincial Level planning had considerable training in Educational Planning locally and abroad and had developed considerable competency in modern techniques of planning. The planning units in provinces were moderately equipped with human resources and equipment. In some provinces the officers are recent recruits and need training in computer and planning skills. The provincial planning officers prepare the planning document according to the guidelines issued by the MoE. There was little variation according to the needs of the province Generally the provincial plans are similar. Priority is given to the demands of political authorities which affect the effectiveness of plans.

### **Issues**

- i. One of the issues in the provincial level planning is the accuracy of grass root level data received from schools. Schools are the bottom level institutions that supply the data and information to the Zones and Zones prepare their plans using the inaccurate data and information. Zonal level plans are sent to the provinces and provinces prepare their plans. As Zonal plans are prepared with incorrect data and information naturally they affect provincial planning. According to the Provincial Planning Officers, this is a major challenge they face in preparing the provincial level plans. They also mentioned that there is duplication of data due to some activities carried out by the donor funded projects and MoE.*
- ii. This situation makes double counting affecting the provincial level planning. In some provinces the planning units are provided with vans while others are not provided with such facilities which are essential to make visits to zones and monitor the progress directly. DDE/Planning at provinces cannot visit all zones without such transport facilities regularly.*
- iii. In training, particularly foreign exposure there is no transparency in selections. Some officers get several opportunities, while others never get a chance.*
- iv. Monitoring the planning activities of zones is hampered due to lack of staff, particularly in the Northern and Eastern provinces. The vacancies in the SLEAS officers are not filled. Monitoring needs to be done by qualified staff to make it monitoring effective. For the plan implementation, this is an important factor.*
- v. Another factor is attitudes. Attitudinal changes among supervising and monitoring level staff is another factor that the provincial planning units face. This should be done by well designed human resource development programmes locally as well as*

*abroad including suitable selection of field studies which can bring attitudinal changes in the trainees.*

- vi. Provincial planning officers are of the view that the external evaluation carried out by the MoE is incomplete as the external evaluation teams merely look at the document and give marks. The staff who are selected to the job also are not qualified to perform the duties. As there are no qualified SLEAS staff ISAs are involved in the external evaluation which is ineffective.*

#### **4.2.8.2 Planning at Zonal level**

The study team visited 13 Zones and made observation and conducted interviews with staff. The interviews were conducted individually as well as in groups to collect data and information regarding zonal level planning. The officers responsible for zonal level planning had competency in and positive attitudes to planning. They are also motivated to develop their Zones through effective planning.

#### **Issues**

- i. The planning staff needs further training in techniques and global trends in educational planning. Some planning officers are not conscious of involving the stake holders as even though it is important for implementation. The monitoring mechanisms as a tool for implementation at zones are not up to the expected standard. Due to this reason, schools are not properly monitored and necessary advice is not provided. One of the reasons for this is unavailability of adequate staff in the zonal offices.*
- ii. One of the issues that zones are facing is inadequate flow of funds from the province. Even though the allocations are given, cash does not flow to the zones so that zones are unable to provide the required funds to schools for development of projects/activities. In some Zones, annual implementation plans have been prepared but not the five year plans according to the education sector development format and programme themes. However specific issues in zones have not been adequately dealt with. The staff and equipment for planning units were not sufficient in several zones visited. The team also noted in many zonal offices that there is no evidence that the Zonal Directors of education monitor the progress through monthly meetings.*

#### **4.2.8.3 Planning at School level**

The study team visited 12 schools in five provinces namely Southern, Western, Eastern, Northern and Uva. Even though all the principals agree that planning is an essential task for school improvement and development, their understanding in the concepts of planning and practical skills is poor. Few 1 AB school principals and staff have a moderate understanding on school plans, need analysis, vision, mission, goal, objectives and the guidelines issued by the MoE.

## **Issues**

- i. The teachers who are engaged in the school planning have no capacity to link objectives with activities in the preparation of the plan. Therefore, the planning exercise generally in schools is a document prepared to satisfy the Zonal Education Departments. The principals in small schools prepare the plan themselves and there is no involvement of stakeholders, even teachers or supervisory staff. Principals in the plantation sector mentioned that some of the important circulars and guidelines are not issued in the Tamil Language so that they cannot create awareness among teachers. This was the situation in the beginning when the planning concept was introduced by the Ministry of Education. Even after more than 30 years, the understanding, importance, concepts and trends in school level planning are not to the expected standard.*
  
- ii. Many schools do not involve stakeholders when they prepare one year and five year plans at schools. Data and information used in the school level planning are not accurate and the same is submitted to the zones and provinces. In this way school level inaccurate data affect the accuracy of Zonal and Provincial level plans. Therefore, training for Principals and Supervisory staff at school level planning becomes vital. The group culture in performing tasks is not found in many schools.*

Overall, provincial and zonal officers, principals and teachers need a better understanding of the need for planning and the techniques of planning. Involvement of all stakeholders in the planning process and regular monitoring is essential.

Planning staff should have an understanding of the resources available for the plan period so that they can prioritize the activities according to the availability of resources.

The bottom up approach is not properly followed in the preparation of plans. Although the zonal officials collect school plans they hardly study these plans and make use of the material in developing the zonal plans. The same is true of provincial level plans. This may be due to the time factor as well as the unavailability of resources.

### **4.2.9 The Management of Schools**

In the past schools were treated as outposts of the education department and the principals managed them according to the circular instructions issued by the department and closely supervised by the inspecting staff. The system has changed gradually since the 1980s and today schools are being empowered. With the introduction of the PSI, School Development Committees are entrusted with the responsibility of preparing development plans and implementing them. Circular No. 07/2013 on Planning and Procurement for School Based Qualitative, Quantitative and Structural Development has clarified many of the pending issues.

With SBM the role of the principal is crucial for successful implementation of school plans. The capacity of most principals is not up to the mark to meet these demands. Therefore selection processes and training and accountability of principals need to be reviewed. There are many schools manned by “acting” principals and their authority is not recognized by teachers. The quality of teaching and learning has deteriorated and students are going for private tuition classes even during school hours.

In popular schools there are instances of breakdown of discipline and indulgence in corrupt practices particularly in the matter of school admissions.

Although parents are keen about providing a good education to their offspring they do not show an adequate interest in school matters.

Most schools are not provided with administrative support and principals have to depend on teachers to carry out clerical work at the expense of their teaching responsibilities.

### **Issues**

- i. Schools are not sufficiently empowered to develop as organizations with a distinct identity. The principal and the Management Committees have no say over the selection of teaching staff.*
- ii. Most principals lack confidence to assume the role as a Chief Executive and be responsible for the successful running of the institution. A large number of schools are headed by “acting” people who have been appointed on considerations others than efficiency and capability.*
- iii. There is no regular scheme in providing resources to schools and the school authorities are unaware of the resources available for drawing up school plans.*
- iv. Schools are not provided with support staff like a registrar and clerks to attend to administrative work.*
- v. Community involvement in the management of the school is minimal.*

Although there are complex structures at the centre and the provinces for the administration and supervision of schools the actual business of imparting education takes place in the classroom through the interaction between the pupils and the teacher facilitated by a conducive environment in the school. Schools are organic organizations which should grow up on their own with a distinct identity. They are people centred and human relations are essential for their success. As schools are different from each other in many ways it is not possible to apply bureaucratic rules across the board. Therefore schools have to enjoy a degree of autonomy subject to broad guidelines laid down by the higher authorities. Hence decentralization should be carried out right down to the school level and this is what is envisaged under SBM. Of course with delegation it is imperative to strengthen monitoring and accountability.

The distribution of power and authority under SBM is on a continuum. In certain places the centre retains more powers while in other places there is greater autonomy given to the school. Sri Lanka at the moment has adopted “a balanced

control model” under the PSI. This has been in existence for nearly a decade and it is time to take stock of the situation and further strengthen the implementation of the concept.

A characteristic of SBM is the involvement of the community in running the school. After all the school should be accountable to the community which it serves and the community has the right to participate in running the school. In this process micro-politics can creep in and derail the decision making process, but it is up to the school management and the community leaders to sort out such problems. There are complaints of poor governance and allegations of corruption in schools. The solution to these problems is ensuring transparency in school transactions with the participation of community representatives.

A plan should be drawn up to further empower the schools over the next 5-10 years. Empowerment would mean:

- Recruitment of teachers who are qualified within the eligible cadre based on the rules specified by the MoE by the school. Salaries of teachers to be paid by the school from a grant given by the government calculated on the basis of the total salary bill of the eligible staff. (This system was in practice in Assisted schools before the take-over of schools in 1960-61).
- A grant to be given for the repair and maintenance of capital assets of schools based on a formula.
- Construction of new buildings to be determined strictly on needs and funds to be provided by the government and involve the SDS in supervision of the quality of work.
- Schools to generate funds subject to the rules laid down by the MoE.
- A school Development Board to be appointed to manage the school chaired by the principal and comprising representatives of teachers, parents past pupils and the education authority.

The role of the principal is crucial for the success of the school whether the style of management is SBM or otherwise. His leadership, commitment and adaptability to the environment of the school are important factors. The mode of selection of principals through written examinations and a nominal interview is not the best way of selecting capable leaders. In the private sector key officials are selected through head hunting by experienced companies. Such a system may not be practical under the existing socio-political climate. In the case of private schools principals are handpicked by the management through a rigorous process of assessment. When Dr. C.W.W, Kannangara started the Central Schools the principals were handpicked. That accounts for the success of those schools. In most countries principals are appointed on contract basis for a school and if they fail to deliver results they are discontinued.

It is proposed that Sri Lanka too follow a system of appointing principals on contract basis for a specified period. The contract would specify the deliverables and an annual assessment should be carried out as a test to verify whether things are

moving smoothly and give warning signals if necessary and the final evaluation will be carried out by a board of professionals.

The question arises as to how this could work with a permanent service. It is not possible. What can be done is to stop the recruitment to the principals' service, establish a super grade under the SLTES and select principals on contract basis from the super grade. If a principal fails under the contract system s/he will go back to the Teachers' Service and continue to work as a teacher. This would eliminate the necessity to maintain a pool of failed principals. The principal in addition to the salary as a teacher would be paid an attractive allowance for functioning as principal. This is similar to the practice prevailing in the university system for Vice Chancellors.

In order to carry out the secretarial work involved with decentralization of functions to schools management assistants should be provided to schools. The Education Reforms Committee (1979) as well as the First Report of the NEC (1992) recommends the establishment of an Educational Management Assistant's Service. There are Secretarial Assistants appointed and functioning at the MoE and schools. Some national schools have Registrars / clerks. In some schools graduate trainees are attending to clerical work. All these can be absorbed to the new service.

Utilization of ICT in administration should be expanded and when there is connectivity it is possible to decentralize most functions to subordinate levels and strengthen monitoring to ensure transparency and accountability.

#### **4.2.10 Implementation of Education Reforms**

At various fora on education reforms, it has been repeatedly stated that Sri Lanka has had excellent educational reform proposals, but in the process of implementation the expected results have not been achieved. As it is a matter related to management as well we thought of looking at this issue.

Torsten Husen, an OECD educationist with wide experience in educational planning, management and comparative education who was the founder president of the governing board of IIEP, UNESCO, Paris and functioned in that position for 17 years, was also the Chairman of IEA, in his publication, "Education and the Global Concern" (1990) formulates a universal set of rules and principles that apply to educational reform. It may be useful to go through these rules and examine to what extent Sri Lanka can learn from them.

Of course at the beginning he emphasizes that there are no universal paradigms for conducting educational reform. Historical, cultural and economic conditions vary between and within countries and each case has to be considered as a specific case. But there is a set of general rules which could form the strategy for carrying out reforms.

The main principles that he enunciates are given below:

- I. **Educational Reform is part and parcel of Social Reform** - Education must be planned and implemented within the larger framework of socio-economic change. Educational reform cannot serve as a substitute for socio- economic change.
- II. **Reforms cannot be implemented overnight** - Educational institutions, especially schools are “beset by strong institutional rigidities and inertia. Educational structures and practices are shaped by long traditions and in that process of being shaped becomes extremely time honoured.” The fact that a new Education Act is promulgated by parliament does not change the system. The author relates an example from Sweden where in the 1940s two committees worked for ten years in formulating proposals and spent another ten years piloting the programmes and another ten years were allowed for implementation. So the whole exercise took 30 years and the results were fruitful. He also examines another example from the same country, an example of a badly implemented reform in the area of higher education. A commission was appointed in 1968, the report put out in 1973, reform proposals finalised in 1975 and implemented in 1977. It took 10 years for the whole cycle but it was a failure. Educational reforms have to be gradual.
- III. **Resources are needed** - Resources mean both financial and human. The golden age of education in developed countries during the 60s and early 80s came about at a time when expenditure on education grew rapidly - twice the growth of GNP. Investment in education is an enterprise with a remote time horizon. The contribution of the products of the education system can be evaluated only decades after the investment. Finances are required for infrastructure, equipment and materials and hiring and training of human resources but the benefits will accrue to the country much later.
- IV. **Central Government and Grass roots Participation are Key Factors** - Generally education reforms are initiated at the central level. It also provides the resources, particularly the financial resources required. Such interventions affect only the general framework of the education system by bringing about structural changes and providing financial resources at the disposal of the peripheral organizations. This has to be done in consultation with all the stakeholders. Once the broad policies are agreed upon it is necessary to create motivation and commitment at local level. Experience shows that much can be gained from achieving maximum participation on the part of those in the field who are involved in the implementation of reforms.
- V. **Educational Research and Development is Called for** - Progress of educational reforms can gain a lot from research at various stages,

from planning through implementation to evaluation of outcomes. A comprehensive data base at the centre is essential for monitoring as well as for the purpose of course corrections. Special studies are required for finding out whether the goals are being achieved. Financial information is necessary for budgetary planning. The information also should be made available at regional and local levels for them to take correct decisions.

In Sri Lanka the beginnings of educational reforms can be traced back to the period of the State Council (1931-1947). During this period the pervasive influence of the minister in charge of education Dr. C.W.W. Kannangara can be seen as he served as the minister for the entire period. He even took eight years to enact the Education Ordinance of No. 31 of 1939. The Special Commission Report which proposed the grant of free education and the establishment of Central schools came out in 1943. In this endeavour although certain vested interests tried to obstruct these reforms the emerging progressive elements supported him. So by the time he left these major reforms were implemented and his successors followed them. But the curricular changes which were proposed could not be carried out fully.

During the following decades politicians have contributed substantially to enhance educational provision. In the decade of the 60s Sri Lanka spent 5% of the GNP and 15% of the annual budget on education. The result is universal provision of primary education and over 90% enrolment in secondary education. But reforms to carry out quality improvement in education have not been as successful.

This failure is mainly due to two factors.

#### **i. Shortcomings in policy formulation**

In 1960 the government appointed a National Education Commission under Prof J E Jayasuriya. Its recommendations were published as a Whitepaper in 1964. At the elections in 1965 the government was defeated and the new minister of education got another whitepaper prepared. The president of the National Education Commission Prof. Jayasuriya himself criticized this document and the university community was highly critical of it. At the next elections the governing party lost and the opposition came to power. That was the end of the initiative for reforms that commenced with the report of the National Education Commission.

Then in 1971 there was a youth rebellion. Everyone blamed the education system for un-employment among educated youth which was identified as the cause for the uprising. The insurgency began in April 1971 the education reform proposals were prepared by August and implemented from January 1972. There was no time for consultations, consensus and piloting. It had some good proposals although there were certain deficiencies but the whole thing was given up in 1977 with the change of government without any examination of the merits and demerits of the reforms.



The new government appointed three committees to study the existing system of education and a whitepaper was prepared and published in 1981. The proposals were rejected by the radical elements and no consensus could be reached.

While these reform initiatives were not sustained the ministers in charge of the portfolio introduced their own ideas as education policy.

Considering these factors the Presidential Commission on Youth (1989) recommended that a National Education Commission be appointed to draw up a National Education Policy (NEP) which could be implemented irrespective of party considerations. It is to the credit of political leaders at the time that this proposal was accepted and the National Education Commission Act was passed unanimously and the Commission was established in 1991. Even in the appointment of the Commission there was bi-partisan consensus among the government and the opposition. However that consensual relationship did not last long.

The way out may be to strengthen advocacy programmes through professional organizations so that the political authorities will support the reforms.

## **ii. Inadequacy of Resources.**

This issue has been discussed in section 4.2 under Planning at National Level and is not repeated here.

Another lesson that can be learned from past experience is the need to have champions for education reform. In State Council days Dr. Kannangara provided the leadership. In the reforms of 1972 the officials who provided the leadership were outstanding. Their commitment was appreciated by the teachers. Such a team needs to be groomed to forge ahead with the co-operation of other professional organizations. Such a campaign needs wider discussion and broad based consensus.

The principles enunciated by Torsten Hussen appear to be valid even today. Of course one would argue that considering the present rate of change in society it may be not practical to take 25-30 years for completing a cycle of education reforms. What is important is to ensure that the preparatory work is done before implementation. Ensuring the acceptance of reforms by the stakeholders is essential. Preparation of teachers to carry out the reforms is also a necessity. Recent examples in this regard are the introduction of Social Studies and Integrated Science in 1972 and Biology in 2007. Teachers who have studied History or Geography at the university were not competent to teach Social Studies. Similarly those who had not done physics, chemistry and biology were not competent to handle Integrated Science. Those who had done botany or zoology could not handle biology. Recently when history was re-introduced those who had been doing social studies had to re-learn their history. The introduction of the Technology stream faces similar problems. This indicates the complexity of curriculum changes.

To sum up, educational reforms have to be carefully conceived as a part of a national plan, all stakeholders to be consulted to obtain their concurrence, adequate resources provided, implemented gradually under the leadership of a group of committed champions for the course which must be continuously monitored.

## 5. Conclusions and Recommendations

The Education Sector over the last three decades has paid great attention to develop a culture of planning in the institutions that come under it and improve its effectiveness through management development. Training institutions have been established and strengthened and opportunities for foreign training provided under the donor funded projects. As a result the educational administrators are aware of the importance of planning and human resource development for achieving results.

The dividends are apparent in Sri Lanka becoming a celebrated example among developing countries in social development, particularly in the fields of education and health. In learning achievement, improvement of results at public examinations has taken place continuously. Emergence of a large number of well performing schools is another achievement.

However in the context of the fast developing technological environment and globalization if the country is to be competitive among the global community our human resources have to be developed to face the emerging challenges and education is the means to achieve that target. Improvement of planning and management is essential to ensure its effectiveness.

The following recommendations are made to fashion the education system to reach that goal.

1. The Central Ministry of Education should function at optimum level to provide the leadership to the provincial authorities and the schools. For this the Secretary to the Ministry as the Chief Executive should have the time to reflect on important issues, formulate policies and ensure the effective implementation of such policies through continuous monitoring. In order to carry out that task he should be relieved of day to day routine administrative matters. Therefore it is proposed that several departments be created at the MoE where the heads of those departments will be responsible for the routine administration of such department. The present DoE and EPD are examples.
2. Quality assurance is an important task of the MoE. It has to be carried out by an independent body. It should carry out quality audits of institutions coming under the MoE and the schools and report to the Secretary. It should be adequately staffed and facilities provided. If necessary sub-units may be established at provincial level.
3. As the MoE has a large number of branches and units coordination is of prime importance. A PRCC should be established and used as an effective mechanism for coordination within the ministry.
4. Under the present devolved system coordination between the centre and the provinces is crucial. The EDC should be made an effective instrument to sort out issues between the centre and the provinces. Every effort should be made by the central level and provincial level officials to settle issues in a cordial manner.

5. A quarterly meetings of Provincial Education Ministers with the Minister of Education should be held to sort out issues that cannot be settled at the EDC.
6. The Entry qualifications of the academic staff of NIE should be raised to the level of university academics and salary scales too should be rectified. Those already in service should be provided opportunities to qualify.
7. The Planning Branch of the MoE should be provided with the resources made available over the medium term for them to prepare realistic plans.
8. A highly developed education management information system should be in place as a tool for effective planning and management.
9. Vacancies in the SLEAS, SLTES should be filled regularly and there should be a fast track for promising young officers to go up in the ladder.
10. Appointment of SLEAS officers as principals of schools should be for a limited period to gather experience in school administration and interchange of offices between schools and offices except in class 111 should be stopped.
11. Training facilities in CELD at Meepe need to be improved considerably and it should be made an Institute under the NIE with greater autonomy.
12. University Education Faculties/ Departments should be strengthened to train more educational administrators in planning and management. The PIM also can be involved in developing and conducting courses in educational planning and management.
13. The number of layers in the provincial educational administration has to be reduced for enhancing efficiency. The Provincial Ministry and the Provincial Education Department can be combined and the PDE appointed as Director General functioning within the ministry.
14. In order to be in line with the provincial structure of other departments the zones may be abolished and instead have a district office to deal with establishment matters of teachers and school administration. In large districts a sub office can be created.
15. The Divisions should be strengthened to provide academic support to schools.
16. The school system should be re-organized to establish school complexes with one secondary school and 5-6 feeder primary schools.
17. In order to promote national cohesion naming of schools on ethnic and religious terms be given up and promote establishment of multi- ethnic and bi-lingual schools.
18. Provincial and zonal planning staff need to be trained in planning to draw up realistic plans.
19. They should be aware of the resources made available to them over the medium term.
20. School Development Committees should be strengthened to implement the provisions of the new circular issued recently. More and more

powers should be devolved to schools to make SBM fully functional over the next few years. Even selection of teachers should be handed to the schools within a prescribed framework.

21. The appointment of principals should be on a contract basis. At the end of the period after a professional assessment the contract may be renewed. To facilitate this principals need to be placed at a supra grade in the SLTES. Failed principals will go back to the teaching service.
22. Schools should be provided with support staff for administrative work. An Educational Management Assistants Service may be created to accommodate all support staff in schools.
23. The exercise of routine functions should be delegated to the implementation levels at all tiers of the establishment. Management by exception should be the rule. This will relieve higher officials for more important work.
24. The resources for education will have to be gradually increased to reach 5% of the GDP.

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- The Chairman of the Standing Committee on General Education
- The other members
- The Secretary
- The Senior Programme Officer
- The Programme Officers
- The Administrative staff

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The Consultant Team

# Annexes

## Annex 1

### Check list for Evaluation of Education Plans

Category: National / Provincial / Zonal / Divisional / School

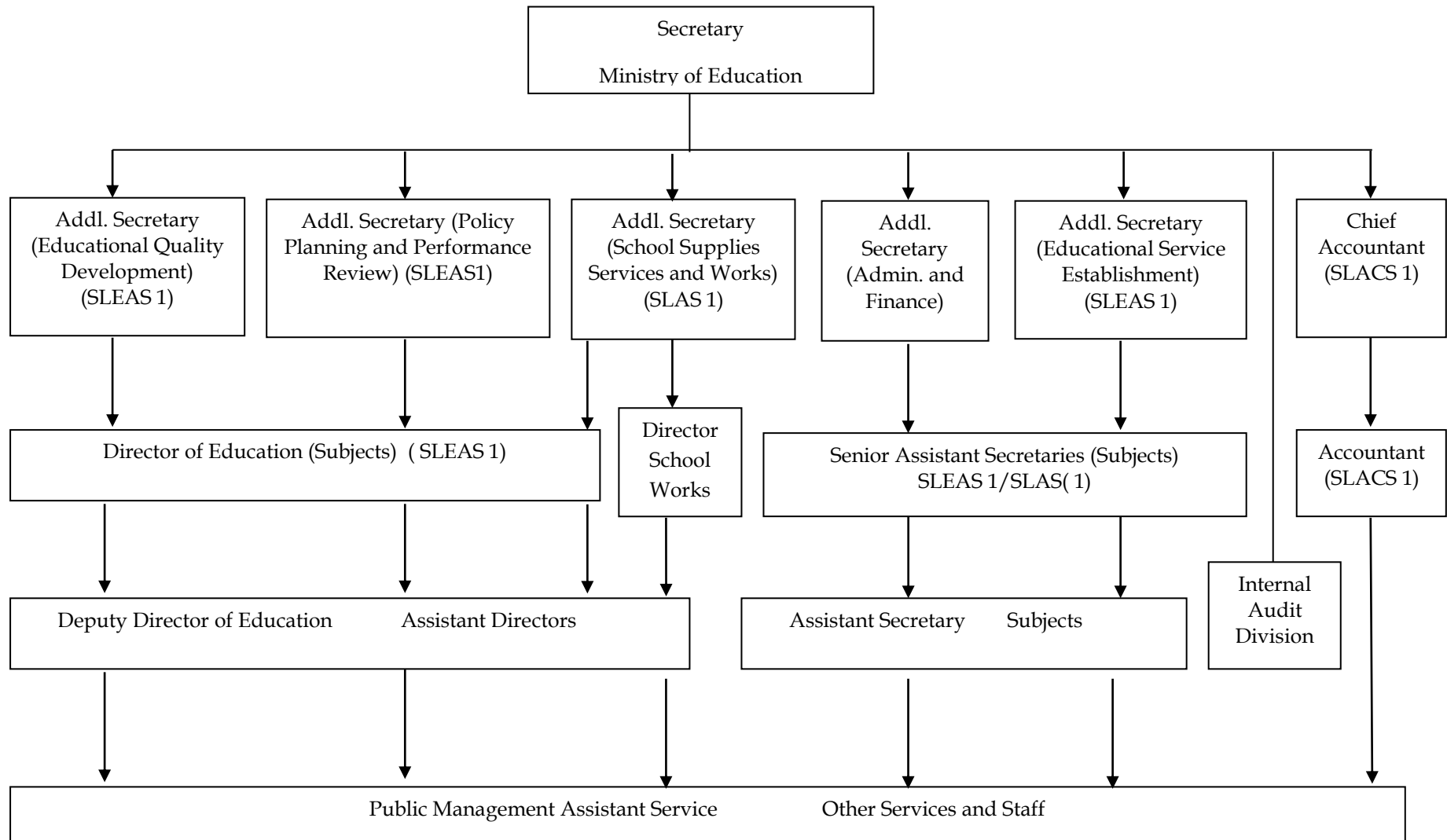
	Details	Rating Scale					Key Observations
		Well below expectations	Below expectations	Meets expectations	Above expectations	Well above expectations	
<b>1</b>	<b>Situational Analysis</b> <i>Adequacy of the diagnosis and other analysis prior to formulating plans</i>						
	i. Documental evidence for groundwork						
	ii. Documental evidence for analysis						
	iii. Documental evidence for plan formulation						
<b>2</b>	<b>Stakeholder Involvement</b> <i>Evidence for the involvement of key stakeholders in the planning process</i>						
	i. Documental evidence for stakeholder involvement						
	ii. Adequacy of stakeholder coverage						
	iii. Due recognition for stakeholder expectations						
<b>3</b>	<b>Goal Setting</b> <i>Availability of appropriate goals and objectives</i>						
	i. Adequacy of goals and objectives						
	ii. Linkage of goals to objectives						
	iii. Relevance of goals and objectives						
<b>4</b>	<b>SMART Objectives</b> <i>Preciseness and practicality of objectives</i>						
	i. SMARTness of objectives in general						
	ii. Availability of a measuring mechanism						
	iii. Accountability of Objectives						
<b>5</b>	<b>Resource Availability</b> <i>Availability of human and physical resources in plan implementation</i>						
	i. Assigning individuals for key objectives						
	ii. Competency of key plan implementors						
	iii. Adequacy of infrastructure and facilities						
<b>6</b>	<b>Monitoring Mechanism</b> <i>Effectiveness of monitoring plan implementation</i>						
	i. Availability of a monitoring mechanism						
	ii. Documental evidence for progress review						
	iii. Evidence for plan revision based on review						

Compiled by: .....

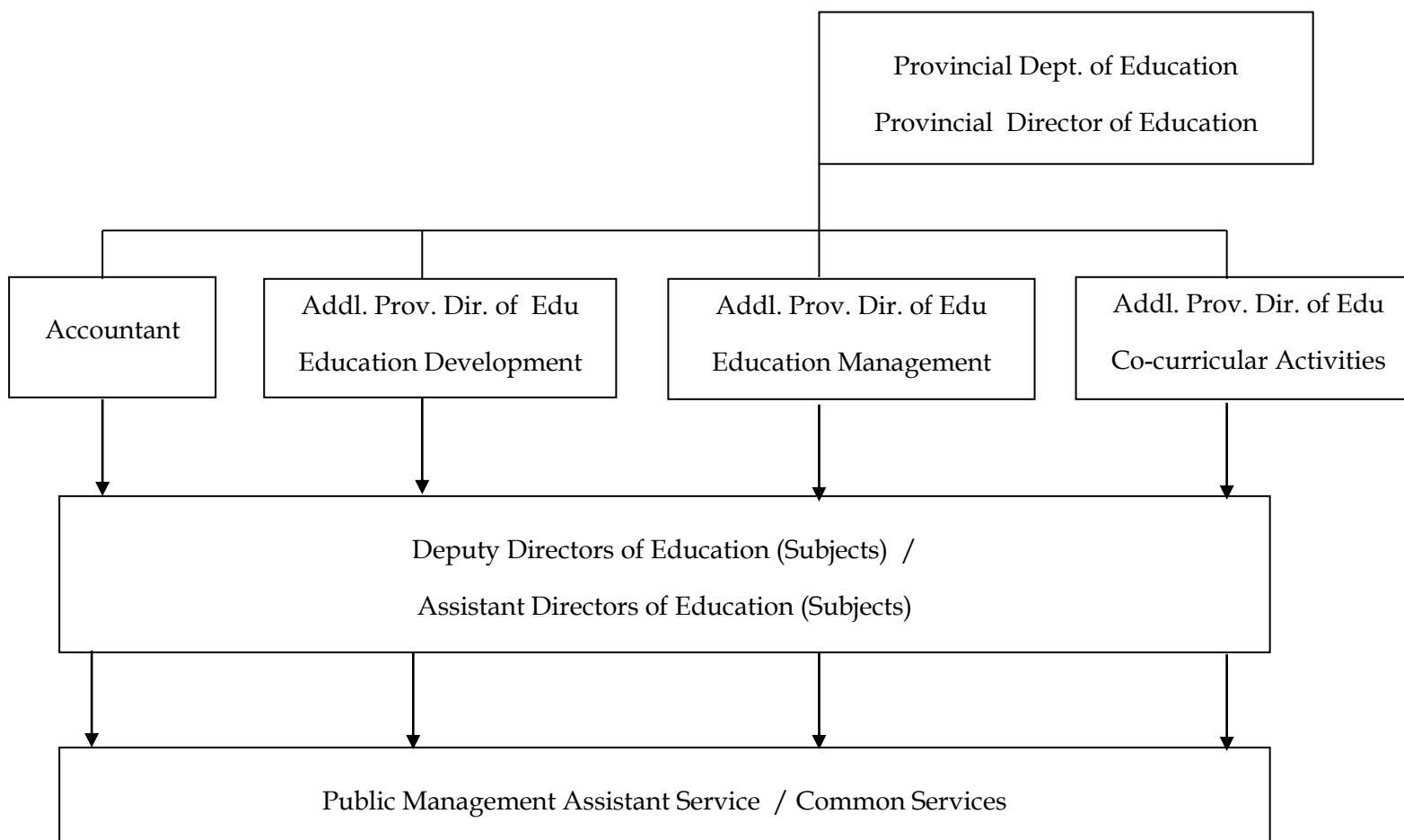
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# Organizational Structure of the Ministry of Education

Annex 2



### Provincial Department of Education - Management Structure



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