

# EDUCATION SECTOR DEVELOPMENT FRAMEWORK AND PROGRAMME



**MINISTRY OF EDUCATION  
SRI LANKA**

EDUCATION SECTOR DEVELOPMENT  
FRAMEWORK AND PROGRAMME

(ESDFP)

Ministry of Education

Planning and Performance Review Division  
Ministry of Education  
Isurupaya, Battaramulla  
Sri Lanka

October 30, 2006

**“We have no time  
to stand and stare”**

**Until we reach  
excellence and equity**

**in education  
in Sri Lanka**

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## FOREWORD

During the period 2002 to 2004, several status studies and reviews were carried out by the National Education Commission (NEC), National Education Research and Evaluation Center (NEREC) and the development partners on education sector. The findings of these studies and sector reviews enlightened the Government of Sri Lanka to step forward to adopt Sector-Wide Approach (SWAp) in the general education sector as the most appropriate instrument to address sector-wide development issues. Such an approach enables the development partners to support the Government to implement a wide ranging and multi-faceted set of strategies across central, provincial and school level to develop the education sector.

The traditional approach previously used by external donors was to set up a Project Coordination Unit (PCU) in the Ministry and implement project components through separate project accounts and financial and administrative procedures. In the sector-wide approach the implementation process would not be ring-fenced as in the traditional project approach, but integrated within the normal government financial, administrative and operational process. The ESDFP has been launched with the assistance of the World Bank and other development partners.

The sector-wide planning approach would cover the general education sector including the entire school system, ranging from grade 1 to 13. Accordingly, all central government and provincial education institutions involved in primary, junior and secondary education have been eligible to participate in the new education sector development programme. In this context, a comprehensive “**Education Sector Development Framework and Programme (ESDFP)**” was developed, initially for the period 2006-2010, using a combination of bottom-up as well as top-bottom planning approaches, giving a greater focus to the needs of schools. The ESDFP adopts the annual rolling planning approach and will be further improved and strengthened at its next planning cycles. Allocation of funds to the Line Ministry and the Provinces, Zones and schools will be based on annual organizational plans derived from the medium-term education plans.

The ESDFP incorporates following four major policy themes:

- Theme 1:** Promoting equity by enabling all children in the country to access and complete basic and secondary education.
- Theme 2:** Enhancing the quality, economic impact and social relevance of basic and secondary education by supporting initiatives to improve learning outcomes and orient the education system to the world of work.
- Theme 3:** Enhancing economic efficiency and equity of resource allocation, and
- Theme 4:** Strengthening governance and institutional capacity of central and provincial agencies to deliver high quality services.

The document ‘*Education Sector Development Framework and Programme 2006-2010*’ presents the policy themes, conceptual frameworks, the wide-ranging key development operations, issues and strategies of the general education sector for next five years. It also presents the results framework to monitor outcomes of the ESDFP.

We all expect that the ESDFP will enable the Ministry of Education, the provincial education authorities and the development partners to achieve significant improvements in terms of achieving educational goals. Also we are confident that the ESDFP will effectively drive the education sector forward for the benefit of the people of Sri Lanka and would contribute to the national development efforts towards sustainable development.

**Ariyaratne Hewage**  
Secretary  
Ministry of Education

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**Mr Ariyaratne Hewage,  
Secretary,  
Ministry of Education.**



## A NOTE FROM THE ESDFP NATIONAL TECHNICAL COMMITTEE

The Government of Sri Lanka for the first time in its history adopted a sector-wide approach (SWAp) to develop the education sector, addressing issues from the school to national level through an Education Sector Development Framework and Programme [ESDFP] with a medium-term budgeting horizon (2006-2010). This was a very comprehensive task which covered the preparation of medium-term and annual implementation plans by each institution in the general education sector. The over-arching plan of the ESDFP was developed through consolidation of the plans of the Ministry of Education, the National Institute of Education, the Department of Examinations, the Department of Education Publications and the Provincial Education Authorities. It was a collaborative effort of all levels where a blend of bottom-up and top-down planning approaches was adopted. The initial discussions on the Education Sector-Wide Approach taken place from year 2003 and the processes of awareness/advocacy and planning were commenced in August 2004. The Steering Committee provided policy guidance to develop the ESDFP. The World Bank assisted the Government throughout the process by providing consultations and expertise to develop the framework and by extending financial support for the process. The Technical Team of the ESDFP mobilized general advocacy and technical expertise for the system and developed conceptual frameworks of key development operations under each of the four themes. Also, the Consultative Committee with its membership comprising of officials of other Ministries, academics, development partners and other stakeholders provided continuous consultations to improve conceptual frameworks and key development operations. The whole process mobilized participation of legitimate and other stakeholders.

The aforementioned institutional as well as consolidated education sector plan has been prepared based on the four major policy themes, viz the national educational goals, norms and standards, the EFA goals, MDGs and in the long run, to address poverty issues. The rolling planning approach will be applied to revise medium-term plans annually and to prepare annual implementation plans and thus the overarching education sector plan of the ESDFP will be enriched further. We expect that this will also bring more-focused development orientation to the education sector while creating enabling environment to establish planning and learning culture.

**Planning process:** Institutional planning teams were established at each of the school, zonal and provincial level. The National Technical Committee took action to strengthen the planning capacity of zonal and provincial level and guidelines for the schools, zones and provinces were developed collaboratively with the provincial planners. Zonal planning teams provided guidance to school planning teams. The steps followed are given below.

- Awareness sessions, conducted for national, provincial and zonal level heads of Departments, Institutions, Divisions and Branches
- Planning guidelines prepared for schools, zones and provinces
- Plans prepared at the School, Zonal, Provincial and National levels
- Zonal plans developed in two components: (i) School Consolidated Plan, (ii) Zonal Institutional plan
- Provincial plans developed in three components: (i) School Consolidated Plan, (ii) Zonal (Institutional) Consolidated Plan, (iii) Provincial Institutional Plan
- Sector Plan: MoE, NIE, DoE, EPD plans and provincial plans were consolidated to the maximum extent, the strategy applied was to classify the planned activities of each agency under the key development operations of each of the four themes
- Line managers identified at national level for each key development operation
- Two national consultants and eight provincial consultants worked with planning teams for 7-10 month period from December 2004
- Result-based monitoring indicators developed
- Monitoring mechanisms developed

The immediate output of this exercise was that every school, ZEO, PDE and national educational agency prepared their own medium-term plans and annual implementation plans aligned to their budgets,

bringing, to a considerable extent, a systematic practice. The over-arching education sector plan provides a better picture on sector-wide requirements, which need to be addressed through short and medium term development approaches. This document presents a summarized version of the over-arching education sector plan, which is a consolidated strategic plan across the institutions for each key development operation under four major policy themes of the ESDFP.

**We wish that all those who guided, participated and assisted in the process of the development of ESDFP will continue to do so in the future as well. Also we wish that the ESDFP will be an operational tool to address the needs and will lead to achieve equity and excellence in the general education sector.**

Technical Committee of the ESDFP  
March 28, 2005

## ABBREVIATIONS AND ACRONYMS

AAs	-	Alumni Associations
ADB	-	Asian Development Bank
BOBLEP	-	Book-Based Learning Enrichment Programme
CB	-	Capacity Building
CBSL	-	Central Bank of Sri Lanka
CF	-	Consolidated Fund
CLCs	-	Community Learning Centres
CP	-	Central Province
DEP or EPD	-	Department of Education Publications or Education Publications Department
DfID	-	Department for International Development
DoE	-	Department of Examinations
DSD	-	Divisional Secretariat Division
EFA	-	Education for All
ESDFP	-	Education Sector Development and Programme
ESDG	-	Education Sector Development Grant
ESDP	-	Education Sector Development Project
FC	-	Finance Commission
FLCs	-	Functional Literacy Centres
GCE AL	-	General Certificate for Education (Advanced Level)
GCE OL	-	General Certificate for Education (Ordinary Level)
GDP	-	Gross Domestic Product
GEP2	-	General Education Project 2
GIT	-	General Information Technology
GoSL	-	Government of Sri Lanka
GTZ	-	German Technical Assistance
HRD	-	Human Resource Development
HRIS	-	Human Resource Information System
ICT	-	Information and Communication Technology
ILO	-	International Labour Organization
ISAA	-	In-Service Advisors
IT	-	Information Technology
JBIC	-	Japan Bank for International Cooperation
JICA	-	Japan International Development Cooperation Association
M & E	-	Monitoring & Evaluation
MBO	-	Multiple Book Option
MDGs	-	Millennium Development Goals
MEHE	-	Ministry of Education and Higher Education
MFP	-	Ministry of Finance and Planning
MHRDECA	-	Ministry of Human Resource Development, Education & Cultural Affairs
MoE	-	Ministry of Education
MTBF	-	Medium-Term Budgetary Framework
NBUCRAM	-	Norm-Based Unit Cost Resource Allocation Mechanism
NCOEs	-	National Colleges of Education
NCP	-	North-Central Province
NEC	-	Nation Education Commission
NEP	-	North-East Province
NEREC	-	National Education Research and Evaluation Center
NETS	-	National Evaluation and Testing Services
NFE	-	Non-Formal Education
NIE	-	National Institute of Education
NWP	-	North-Western Province
HDI	-	Human Development Index
OUSL	-	Open University of Sri Lanka
PCU	-	Project Coordination Unit
PDE	-	Provincial Director of Education
PDoE	-	Provincial Department of Education

PEAs	-	Provincial Education Authorities
PEQETS	-	Public Expenditure and Quality of Education Tracking System
PPRD	-	Planning and Performance Review Division
PSE	-	Provincial Secretary of Education
PSI	-	Programme for School Improvements
RESCs	-	Regional English Support Centres
SaP	-	Sabaragamuwa Province
SBA	-	School-Based Assessment
SBRM	-	School-Based Resource Management
SBTD	-	School-Based Teacher Development
SDC	-	School Development Committee
SEN	-	Special Educational Needs
SIDA	-	Swedish International Development Agency
SLIATE	-	Sri Lanka Institute for Advanced Technical Education
SMT	-	School Management Team
SP	-	Southern Province
SWAp	-	Sector-Wide Approach
TCs	-	Teacher Centres
TEIs	-	Teacher Education Institutes
TTCs	-	Teacher Training Colleges
UGC	-	University Grant Commission
UNESCO	-	United Nations Education, Social and Cultural Organization
UNICEF	-	United Nations International Child and Education Fund
UP	-	Uva Province
WP	-	Western Province
ZEO	-	Zonal Education Office

# INTRODUCTION

## Introduction and the Background

This document provides the policy framework, a summarized version of the medium-term development plan and the results monitoring framework of the Education Sector Development Framework and Programme [ESDFP] designed by the Government of Sri Lanka (GoSL). The policy framework is developed incorporating the essential elements to address educational issues of the Sri Lankan Education system. The ESDFP is developed to address the needs identified on the basis of a rational analysis, through a medium term planning and budgetary approach. Although the issues have been known for sometime, and appropriate action was taken from time to time to implement policies, there has been very little progress achieved in reaching the expected outcomes. Therefore, emphasis is placed here on the cohesive development framework with results based performance indicators.

This sectoral planning approach incorporates institutional and integrated planning models from school to national level with a medium term resource allocation framework, strategies to ensure equity in access, and quality improvement of education, strengthening governance systems, a human development strategy and a results and outcomes monitoring and evaluation framework. The ESDFP has a broad framework of four major policy themes and related key development operations. The government of Sri Lanka has been investing over 02 per cent of GDP on education and around 08 -10% of total government expenditure for education and that has been inadequate to fulfill the needs. An increase in budgetary provision to the education sector has become more difficult due to national priority on security spending. Therefore, it is important for GOSL to gain economic efficiency in all public spending. There are many important internal efficiency concerns that all citizens of Sri Lanka need to address and jointly work towards to reduce wastage and increase the economic efficiency of public spending on education. *Further, a major percentage of government expenditure is incurred on routine administration including staff salaries and wages. There is an excess of teachers in general, and yet there is a shortage of teachers to teach some subjects in the school curriculum. Teacher deployment had been an outstanding issue for sometime and very little progress has been achieved in having the right teachers in all schools. This has created an imbalance in the system and has resulted in low achievement with regard to the quality of education. The school system has always been contributing to the imbalance. The distribution of schools across the divisions shows this imbalance. A small number of prestigious schools have created an undue demand for primary school admissions while there are more schools than needed to admit children to Grade One. This has made the smaller schools weaken further and made them incapable of providing a good basic education. Approximately 20 percent of the schools fall into this category. The ESDFP attempts to increase efficiency and ensure that every child is given equitable access and better quality education.*

The government has continuously received support from the development partners to bridge the gap in resources and that has helped immensely to improve the quality of school education. Yet all major development partners have pledged assistance to the Government of Sri Lanka to address the outstanding issues in the preparation of the ESDFP.

## The Structure of the ESDFP Document

The ESDFP document consists of five parts as follows.

**Part One** provides an introduction and the background of the ESDFP, including its objectives and the rationale of the initiatives. Further, this part describes the origin, scope and methodology followed in the formulation of the ESDFP.

**Part Two** briefly discusses the social and economic status of the country, the education system, the evolution of decentralized educational planning systems, and an economic review of education under the theme Education, Economy and Educational Planning.

**Part Three** presents the proposed policy framework and the conceptual frameworks for key operations identified under four major themes of the ESDFP.

**Part Four** presents the Results Monitoring Framework and the Log Frame Analysis of the ESDFP.

# PART ONE

## INTRODUCTION TO THE ESDFP (2006-2010)

1. This part provides an introduction and an overview of the ESDFP initiated by the Government of Sri Lanka (GoSL) in 2004, with local and international financial and technical assistance. This part also gives a brief account of the present educational issues, the objectives of the ESDFP, the expected outputs and outcomes of the ESDFP and the constraints and limitations in the formulation of ESDFP.

### 1.1 The Origin of the ESDFP

2. In spite of commendable advancement in many aspects of education in Sri Lanka, the need for reforming the system arose mainly due to the dissatisfaction over qualitative issues as well as the concern for relevance. The National Education Commission (NEC) (1992) has emphasized the need to focus on decentralized planning and decision making, appropriate data collection and needs analyses, training of educational planners, proper division of labour, and reducing the time gap between plans and their implementation. Based on the recommendations of the NEC, in 1997, GoSL introduced comprehensive educational reforms with the objectives of extending educational opportunities and improving the quality of education (NEC, 1997). The implementation of reforms was largely supported by the development partners such as the World Bank, Asian Development Bank (ADB) and others, through national educational projects.

3. The NEC conducted a sector review and has made a series of recommendations in its report on *'Proposals for a National Policy Framework on General Education in Sri Lanka'* (NEC, 2003), to improve the education system by **promoting equity and excellence and reducing disparities. It states that the most important basic plan at school level may be to focus on the allocation of resources. It clarifies that government financing, as well as funds generated at school level should be distributed within the school in an equitable and efficient manner to benefit all students in schools.**

4. The World Bank has also conducted a comprehensive sectoral analysis the findings of which are given in the report *'Treasures of the Education System in Sri Lanka'* (World Bank, 2005). Several empirical studies conducted by various national and international organizations including

the NEREC (2004) as well as the World Bank (2005) have pointed out the gaps in the achievement of Education For All (EFA) targets and Millennium Developments Goals (MDGs), the inefficiency in service delivery and the need for democratization of educational governance [(e.g. World Bank, (2005); NEREC, (2004)]. Also the NEC (2003) highlights the need for promoting quality and relevance in education in terms of social stability, national unity, human values and individual orientation to the World of Work.

5. Mainly based on the recommendations of the NEC, the findings of the World Bank sector review, public consultations and discussions with the development partners, the government decided to design a comprehensive, medium-term ESDFP from 2006 to 2010 which incorporates a blend of bottom-up and top-down supportive planning process for the development of the primary and secondary education system. This framework and programme integrates the development strategies of the Ministry of Education (MoE), other Central Educational Agencies and Provincial Education Agencies including schools. Having a broader policy framework, which covers four major policy themes, which are described elsewhere, the proposed ESDFP will focus on the critical issues and other lapses in basic and secondary education, in order to bring about considerable changes in the education system. It is envisaged that these changes would make education more responsive to the needs of Sri Lankan civil society.

6. As discussed, for many decades Sri Lanka has been receiving extensive support from lending and donor agencies for the development of its education sector. The World Bank has traditionally been the largest education donor/lender to Sri Lanka. The ADB also has been a lender to the education sector accounting for a large proportion of foreign assistance. Funds were also made available by other lending and donor agencies such as UNICEF, DFID, SIDA, GTZ, JICA and JBIC all of which have facilitated the modernization of education.

7. Besides the aforesaid background, the current international trend is to follow sector-wide, programmatic, development approaches in order to achieve developmental targets of the countries. The Government of Sri Lanka also holds the view that an investment in education using a **Sector Wide Approach (SWAp)** would be the most appropriate instrument to address the system wide development

issues faced by Sri Lanka's education system. Moreover, this approach has led to overcome shortfalls and weaknesses that prevailed in 'programme', 'project', or 'fast-track' approaches, which took place from the late 1980s. This new strategy paves the way to sustain development inputs by mainstreaming and better coordination of external donor investments with government budgeting. In the past on many occasions, development achieved through projects ended when the project financing ended. The Sector-Wide Approach delegates resources, power and authority to implementation levels, as they are the real beneficiaries of the system. Notably, this will take into consideration all key sectors and sub sectors of the country (i.e. economy, education, health, infrastructure etc.). This collaboration ultimately impacts on economic development including poverty alleviation. In that sense, this new approach will be relevant to the system of education as it is the sector that the government fundamentally invests in for the country's future. This approach would enable the development partners to support government to implement a wide-ranging and multi-faceted set of strategies across the central, provincial and school levels to develop the education system.

## 1.2 The Scope of the ESDFP

### 1.2.1 The Major Policy Themes of the ESDFP

8. **The following major policy themes are proposed for the education sector development framework and programme:**

- (a) Promoting equity by enabling all children in the country to access and complete basic and secondary education.
- (b) Enhancing the quality, economic impact and social relevance of basic and secondary education by supporting initiatives to improve learning outcomes and orient the education system to the world of work.
- (c) Strengthening the capacity of the education system to allocate and distribute public resources efficiently and equitably within the school system.
- (d) Strengthening governance and institutional capacities of central and provincial agencies to deliver high quality services, and
- (e) The strengthening, monitoring and evaluation of educational outputs and outcomes.

### 1.2.2 The Key Characteristics

9. **The key characteristics of the proposed education sector development framework are:**

- a. A comprehensive education sector development framework.
- b. A multi year education expenditure framework and a long-term, output-oriented education planning horizon.
- c. Streamlined management systems at central, provincial and school level, including capacity building at each level.
- d. The monitoring and evaluation of education outputs and outcomes, and
- e. GoSL and donor partnership.

## 1.3 Methodology Used to Develop ESDFP

10. ESDFP basically adopted bottom-up planning approach following a rolling planning framework. One of the prominent characteristics was the participatory planning strategy adopted at school and other levels. All schools established their own planning authorities and planning teams. Based on the same principle, Zonal Education Offices and Provincial Departments of Education in collaboration with the Provincial Ministries of Education developed their education development plans in the forms of:

- (i) Consolidated Schools/ Zonal Plans, and
- (ii) Institutional Plans.

11. Each education zone established a five-member planning team and wherever necessary all subject directors were involved in the planning process. Similarly, each Provincial Department of Education established planning teams. The planning exercises commenced in September 2004 with a view to developing the annual implementation plans for 2006 and the five-year plans for 2006-2010. All provincial and central education agencies allocated considerable time and effort to carry out functions related to the planning cycle. The public involvement in the planning processes also was at a significant level.

12. The Ministry of Education in collaboration with stakeholders at Provincial Education Authority, the National Institute of Education (NIE), developed planning guidelines for schools, zones, provinces and the national level. A greater emphasis was given to development of awareness among heads of institutions, educational planners and school planning teams. However, it has been identified that, in

order to bring a notable improvement, special attention should be paid to developing the technical capacities of the personnel involved in the planning, monitoring and evaluation processes.

13. Historical experience shows that in the past, the education budgets had deviations from the education development plans. Under the ESDFP practices, commendable achievement is visible in terms of aligning the plans and the available budgets and that indicates the importance of planning for known resources. Further, greater attention was paid to orient planned activities, strategies and programmes towards expected outputs and outcomes of the results framework.

## 1.4 Outputs and Outcomes of ESDFP

14. The immediate and important outputs of the ESDFP are medium-term and annual education plans of the national and provincial agencies and the over-arching education sector development plan for 2006 – 2010. Further, a plan-based budget for fiscal year 2006 and medium-term budget for 2006 – 2008 have been produced. As long-term outcomes, these plans will help to streamline educational development programmes and to establish good governance practices and thereby to improve learning outcomes and ensuring equity and quality.

15. Education has been identified as a key requirement for development. Investment in educational reforms has the ultimate objective of human and economic development. Education and human development, economic growth, and income redistribution were redefined taking into account the quality of learning. This definition includes formal as well as non-formal learning. Education reforms, which aim at education and economic development, assume that education ensures development of high-quality human resources and enhances the quality of life.

16. The ESDFP mainly focuses on ensuring equity in access to and participation in education, improving its quality, enhancing equity and efficiency in resource allocation and strengthening governance and service delivery of basic and secondary education to benefit all children in the country. The outcomes are briefly defined with the main indicators below.

### 1.4.1 Equity in Access to Education:

17. Equity in education is meant as equitable access to schooling. That emphasizes ensuring compulsory basic education/ universal primary (basic

education. The ESDFP emphasizes ensuring equity by enabling all children to have access, to participate in, and complete basic and secondary education.

### 1.4.2 Quality of Education

18. School quality is defined as a function of (a) the concentration of material inputs per pupil and (b) the efficiency with which these inputs are organized and managed by the school to raise pupil achievement. This definition concentrates on what is the quality of instruction for each child. Quality of education is not a matter of merely providing well-qualified teachers, good quality materials, and well-equipped schools. But it concentrates on the inputs i.e. material and teacher time allocated per pupil, and how well these inputs are organized and managed by the school to raise each pupil's achievement. Pupil's achievement is broadly judged by social criteria; the knowledge, skills, attitudes added with values. The ESDFP will support initiatives to improve learning outcomes by promoting acquisition of higher-order skills and thereby improving the quality of education.

### 1.4.3 Equity and Efficiency in Resource Allocation

19. **To be meaningful, the concept of equity, accommodates the idea that expenditure is distributed in such a way that each child can access an education appropriate to his/her individual learning potential and needs. Here, both horizontal and vertical equity principles are considered.**

20. Efficiency is defined as the 'optimal relationship between inputs and outputs'. This does not mean reducing cost, although, any planned process, which is directed towards given objectives, employs resources or inputs in order to produce the expected outputs with minimum cost and effort. The ESDFP is aimed at enhancing equity and efficiency in resource allocation and distribution within the general education system.

### 1.4.4 Effectiveness

21. Effectiveness is defined as 'the extent to which intended outcomes are achieved'. Effectiveness depends on what objectives have been set or, alternatively, on what objectives the evaluator desires.

22. The indicators to measure the level of achievement with regard to the above outcomes will be:



- **Net enrolment rates in primary and basic education.**
- **Net completion rates in primary and basic education.**
- **Net enrolment rates in science education relative to arts and commerce education in the secondary cycle.**
- **Learning achievements in basic and secondary grades, and**
- **Resources allocated according to formulae designed to enhance human capital accumulation and, in the long-term, labour market outcomes.**

23. These are elaborated in the annexed monitoring and evaluation framework of the ESDFP.

24. All outcome and results indicators will be monitored and reviewed by: (a) Province/Zone and Division and (b) Ethnicity and Medium of Instruction and (c) Gender, wherever relevant. Outcome information, along with Results Monitoring, National Assessment at Grade 6 and 8, Research and Evaluation Studies, Policy Analysis, will be used to: (a) regularly determine whether the policy or programme strategy requires any modification; (b) adjust funding to strengthen performance; and (c) provide a foundation for continuous policy development in the education sector.

### **1.5 Constraints and Limitations at the Stage of Preparation of ESDFP**

25. The first cycle of the planning process commenced in November 2004 and all schools were to complete their plans by January 2005. Zonal and Provincial plans were developed subsequently from February – June 2005. Awareness programmes were

held in October and November 2005. The time limits did not allow holding of an adequate number of sessions for awareness raising and that resulted in several amendments to the plans. Developing a sector plan based on plans at lower levels is a massive task when considered with regard to a system which has 9,700 schools, decentralised administrative system and several decision-making layers.

26. The planning capacity at the implementation levels was not sufficiently developed to carry out a medium term planning exercise. However, the planning decisions and guidelines were produced in a participatory approach and thus the problems were addressed to a greater extent. However, filling cadre requirements and improving technical capacity were priority requirements of the system.

27. It is expected that the issues and challenges encountered during the first cycle of preparation of the ESDFP will be gradually addressed during the next cycles.

### **1.6 Work to be Done:**

28. ESDFP at the preparatory phase has placed emphasis on Zonal level planning. The implementation of the programme will concentrate more on the Division. Division will be used as the unit for planning, resource allocation and implementation. Although the Zonal will still be the supervisory unit all finance, personnel including teachers will be allocated and deployed on a divisional basis and divisional resources cannot be shifted to another division. The Medium Term Budgetary Framework will use the division for monitoring of resources. In view of the expected role of Divisional administration, the divisional capacity enhancement programme will be given priority.

## PART TWO

# SOCIOECONOMIC CONTEXT AND THE PRESENT SYSTEM OF EDUCATION

29. It is important to realize that some of the emerging trends in our population, economy and social system do influence our education system. Sri Lanka in the post independence period has achieved a significant level of socioeconomic transformation. Over the last six decades the socioeconomic fabric of Sri Lanka has changed significantly. The following paragraphs illustrate some of the important trends and changing parameters that would have an impact on our system of education.

### THE SOCIO-ECONOMIC CONTEXT:

#### 2.1 Population and Demography:

30. The population of Sri Lanka is estimated to be near 19.5 million by year 2005 and is increasing moderately at a rate less than one per cent per annum. The country has reached the stage of demographic transition, and it is estimated that by the year 2020 the population will stabilize at 22 million.

31. Over the last sixty years our population has increased from 6.2 million to 19.5 million. Life expectancy increased from 42 years to 74 years for females and 72 years for males. This is on par with most of the developed countries. Infant mortality dropped from 141 to 11 per 1000 by 2005. In the same period, the death rate declined from 20 to 06 per 1,000. These changing parameters in population have entailed a declining population growth rate. The population growth has declined from 3.2 percent in 1940 to less than 1 percent in 2005 and is expected to continue to decline further.

##### 2.1.1 Demographic Composition:

32. The decline in the rate of population growth has reduced the number of younger age population. This is a favourable development for the education sector as the decreasing numbers will enable the authorities to divert more resources for quality improvement in education. If this trend continues, a further decline in population growth rates is expected. This indicates that population parameters which existed fifty years ago are moving towards new parametric values. Fifty years back, over 50 percent of the population was under 18 years of age. Today, the percentage of population below 18 year is only 34 percent. With the declining fertility rate the average family size has come down from 7 to

3.5. With extended life expectancy the older-age population is on the increase. The impact of this change in the parameters is that the dependency rate has decreased. The number earning incomes has increased. In 1940s the population dependency rate was as high as 72 percent and only 2.6 million were engaged in some occupation. Year 2003 reported that 49 percent of the population was engaged in gainful employment indicating that the dependency rate has dropped to a 49 percent level. Thus, for every child there is a working adult. Over the last 40 year period the average household size has decreased from 6 persons to 4.3 persons (Central Bank 2004). These trends do affect the school system.

##### 2.1.2 Literacy and the Level of Education in the Population:

33. The declining population growth well correlates with the increasing literacy rates and level of education of our population. The national literacy level has steadily increased from 40 percent in 1940 to 93 percent by 2005. Literacy rate of the younger population is much higher than that of the older population. The percentage with non-schooling has declined from 68 percent in 1940 to just 08 percent in 2004. Moreover, the percentage of population that has had secondary education has significantly increased from 11 percent in 1940s to 62 percent by 2004. Sri Lanka today has an educated population and stands on par with most of the developed countries in educational achievement levels. Further, 78 percent of our schooling age population enters secondary education level and the majority of them are girls. However, the literacy as well as education levels are relatively lower in the Estate sector and rural sector, particularly for women in Central, Eastern and Uva Provinces (Central Bank 2004).

##### 2.1.3 Gender:

34. Sri Lanka enjoys a high level of gender parity in the education sector. On the gender issue, the country has followed an enlightened policy. The right to vote, irrespective of any restrictions, granted with universal suffrage in 1931 and the provision of educational facilities for women without discrimination has established gender equity in Sri Lanka. Also the life expectancy of females is higher than that of males in Sri Lanka. Student enrollment at all stages of education system shows gender parity and in fact, at the secondary level there are more female

students than male students. The university intake clearly shows the number of females eligible for admission (year 2003- Male 33,722 and Females: 54,954) exceeds that of male students and this trend continued for a reasonable number of years. The number of females completing education cycles and passing examinations is higher than those of their male counterparts. However, the average literacy rate for females (90.7 percent) is less than the literacy rate of males (94.5 percent). This difference is mainly due to the lower literacy levels of the older female population and the rates show no disparity in the younger age groups. This indicates that Sri Lanka will have a highly educated female population and that could change the literacy profile of the future generation. An increase in the average age of marriage of females is also a contributory factor for the decline in the population growth rate.

#### 2.1.4 Urbanization, Rural and Estate Population:

35. The urban population in Sri Lanka has been remaining static at around 22 percent for some time. The urban migration is relatively lower than

in other countries in the region. The disparity across the administrative districts is shown by the fact that the urban population of Colombo district is 75 percent whereas that of Monragala is only 2.2 percent. The estate population is about 6.3 percent; and is mainly in Nuwara Eliya, Badulla, Ratnapura and Kandy districts. The population characteristics and the basic infrastructure facilities in the rural and estate sectors do influence education. Although Sri Lanka has less urban migration due to improved living conditions and lower cost of living in the rural areas, there are more isolated villages and communities that need special treatment to ensure their participation in education. Over the last five decades, most of the rural areas have had access to reasonably good education, healthcare and infrastructural facilities. School density is reported to be one for 6 square kilometers. Over 71 percent has access to safe drinking water. Access to electricity has significantly increased. When compared with the 9 percent in 1971, the current level of the households having electricity is 73 percent (2003). This is a leap forward and educational facilities based on electronic media could be expanded to most of the schools today.

**Table -2. 1-1 Decline in Student Population by Age Groups**

AGE GROUP	YEAR-WISE POPULATION IN THOUSANDS				1994 - 2003 % DECLINE
	YEAR 1994	YEAR 2001	YEAR 2002	YEAR 2003	
0 - 4 YRS	2235	1619	1643	1663	25.5%
5 - 9 YRS	2027	1665	1691	1712	15.5%
10 - 14 YRS	2035	1834	1728	1740	14.5%
15 - 19 YRS	1932	1834	1861	1884	02.4%
0 - 19 YRS	8229	6952	6923	6999	14.9%

(Source: Central Bank of Sri Lanka, Economic and Social Statistics of Sri Lanka 2004.)

#### 2.1.5 Declining Schooling Age Population:

36. It is important for the education sector to take a serious note of the declining trend in the future schooling population. This is best seen in the population data by age groups. **Table 2-1-1** illustrates the fact. The 0 - 4 population in year 2003, when compared with that of 1994, shows a decrease of 25 percent or more. This indicates that the number of children seeking school admission in the next few years will be approximately 2.0 percent - 3.0 percent less than that of the previous year. However the data show that, from year 2001 to year 2003 there is a slight increase in the number in 0 - 4 year age group. Yet, across age groups, the number of children has steadily decreased. In year 2003 the

decrease was from 1,884,000 to 1,663,000; in year 2002 it was from 1,861,000 to 1,643,000; In year 2001 the decrease was from 1,834,000 to 1,619,000. This is clearly indicative of the declining trend in expected primary school enrollment. Further, the under 13 population was nearly 52 percent in 1953 and this has come down to 24 percent in year 2003/4. This trend needs to be considered in the next few years in the planning of educational reforms. There will be serious policy issues to be addressed due to these declining numbers. This trend will continue until the population growth rate reaches 0 percent. The impact of these parametric changes has to be assessed and studied in developing policies and deciding interventions.

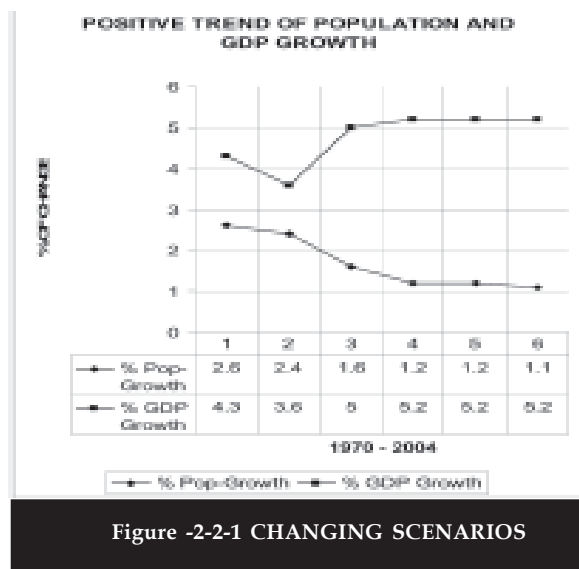
## 2.2 Economic Development:

37. Sri Lanka at the time of regaining independence had an agricultural economy and tea, rubber and coconut were the dominant cash crops contributing to the national income. The domestic non-plantation agricultural sector mainly produced subsistence food crops. Since independence economy grew by 4.2 percent annually. The per capita income in 1948 was estimated as \$120 or Rs. 397. Over the last six decades significant economic transformation has taken place.

### 1.1.1 Increasing Per Capita GNP:

38. Sri Lanka is no more a Low Income Economy. The per capita Gross National Product (GNP) had reached \$1,100 by year 2005. Sri Lanka graduated to a Low Middle Income country level in year 2002. Hand in hand with the demographic transition an economic transition too has taken place over the decades. Sri Lanka has been gradually shifting from its primary domestic economy to a global economy and from an agricultural economy to a service oriented industrial economy. Income levels have significantly increased. Over the last five decades the income of all has increased. Landmark economic reforms took place with the introduction of open economy and annual average GDP growth, which was only at 3.8% percent during 1950 - 1977, grew at an annual average rate of 5.3 percent.

39. The continuous increase of per capita GNP and the continuously decreasing schooling age population as illustrated in **Figure 2-2-1** has given Sri Lanka a new hope in investing more on equity and quality of education.



### 2.2.2 Decreasing Unemployment Rates:

40. Although the issue of unemployment is critical, over the decades the rate of unemployment also has significantly decreased. The unemployment rate in year 2004 is 8.9 percent. When this is compared with 15.5 percent in 1986/7 and 24 percent in 1970 it is evident that the unemployment situation has decreased. However, percentage unemployed is much higher amongst the 18 - 25 year age group. It is as high as 25 percent and this remains the critical issue to be addressed in educational reforms, because the quality of education in a global economy is not measured by the percentage passing achievement tests but by the employability of the school leavers.

### 1.1.2 Changing GDP Structure:

41. The distribution of Gross Domestic Production (GDP) across agriculture, industry and service sectors clearly shows a changing pattern over the last four decades and particularly after the introduction of Open Economy in 1978. The share of agriculture has decreased from 26 percent in 1976 to 19 percent by 2003 while industrial sector share has increased from 23 percent to 26 percent and services sector from 50 percent to 54 percent. These new trends in the economic transformation have to be seriously considered in educating the younger generation because, by the time the children now in school reach the job market it may entail new vistas. Therefore, it is important for education to develop marketable skills to further accelerate the growth of the economy and to ensure employability of the school graduates at different stages.

### 2.2.4 Foreign Employment:

42. Foreign employment is one of the main avenues of employment. On the average over 550 people daily leave Sri Lanka for jobs abroad and this number is on the increase. Private remittances from abroad, from those who are employed abroad now amount to US\$ 1.4 billion. This is nearly 7 percent of GNP. There is an increasing demand for foreign jobs and the government as well as the private sector has been negotiating with the industrialized countries to provide more jobs for the Sri Lankans who are willing to work abroad. It is important for the education sector planners to provide career guidance to school leavers at different stages of the education system to profit from the work force development initiatives and to develop their vocational skills through the public and private sector initiatives. This will enable them to find foreign employment for a better salary.

### 5.5.5 Income Distribution Disparity:

43. Although there are positive trends in the economic growth, there exists a serious disparity in the distribution of incomes. Average Household Income has reached Rs 17,114/ per month and the Median household income reached Rs 11,350/ per month (Central Bank 2004). This indicates that 50 percent of the households has a monthly income less than Rs 11,350/ or less than a daily income of Rs 400/. The population below \$1 a day (Rs. 100/ a day) income level, the poverty level, was estimated at 6.6 percent in 1995 and this is expected to have further decreased by now. The population below \$2 a day (Rs. 200/ a day) was estimated as 45 percent in 1995 and this too is expected to have decreased. However, according to the Department of Census and Statistics the number of people who live below the poverty line of Rs. 1423/= was 22.7 percent in 2002. In addition, around 50 percent of the population is still at subsidized level. The distribution of incomes shows a large disparity (See Table - 2-2-2 for details). Although over the last three decades the incomes of the lowest 10 percent also has

significantly increased, the incomes of the highest 30 percent has increased at a very high rate creating a higher level of disparity in the distribution of incomes. The poorest 50 percent of the population gets only 17.64 percent of income while the richest 30 percent getting 65.6 percent of the national income.

44. The low incomes are mostly in the rural and estate sectors and more particularly in the estate sector (Central Bank 2004).

45. Educational reforms need to take cognizance of these economic changes. The low income group which constitutes about 50 percent and the 20 percent with middle income levels need more state assistance to have access to better quality education. There is about 30 percent in the high income category receiving the larger share of the increased income, so a policy needs to be formulated to make them bear educational expenditure, so that the government can further enhance the educational subsidies to the relatively poorer 70 percent of the population.

**Table - 2.2-2 : Income Share by Deciles of Income Receivers**

Low - High Income Deciles	Year			
	1953	1982	1996	2003
1 <sup>st</sup>	1.51	1.17	1.27	1.07
2 <sup>nd</sup>	3.56	2.45	2.77	2.52
3 <sup>rd</sup>	3.56	3.41	3.86	3.6
4 <sup>th</sup>	4.37	4.53	4.93	4.69
5 <sup>th</sup>	5.71	5.53	6.1	5.76
6 <sup>th</sup>	6.31	6.86	7.44	7.13
7 <sup>th</sup>	7.94	8.54	9.12	9.0
8 <sup>th</sup>	10.39	10.68	11.55	11.05
9 <sup>th</sup>	14.16	14.87	15.68	15.47
10 <sup>th</sup>	42.49	41.93	37.28	39.07
1st - 5 <sup>th</sup>	18.71	17.09	18.93	17.64
5 <sup>th</sup> - 7 <sup>th</sup>	14.25	15.4	16.56	16.13
8 <sup>th</sup> - 10 <sup>th</sup>	67.04	67.48	64.51	65.59

Source - Department of Census and Statistics

46. Today, education continues to be free for all, including the children of the 30 percent enjoying 65 percent of the national income. The elite schools that are largely catering to the children of the high income category are not only getting better assistance from parents of their school children but

also take a bigger share of the public funds. Thereby the education system conforms to social class structure rather than providing social mobility through education.

## 2.3 Human Development Index:

47. When compared with the Human Development Index of 0.6 in 1975, currently Sri Lanka has assumed the figure of 0.74 which places it at the 96<sup>th</sup> position out of 177 countries. Sri Lanka has made significant progress in human development and education. It is one of the largest factors contributing to this advancement. Human Development Index is a composite indicator of health, education and status of women. Sri Lanka's high performance in the health sector as well as in gender equity have largely attributed to the high achievements in the education sector. Hence, the public health interventions could profit. Increased life expectancy, declining maternal and child mortality show a perfect correlation with educational level of the population and particularly the level of literacy in females. The increasing Human Development Index is one factor that attracts foreign investments to Sri Lanka and opportunities for foreign employment to Sri Lankans.

48. Government realizes that increased investment in education assures better economic returns and supports the health status of the population.

## 2.4 Ethnicity:

49. Sri Lanka is a plural society with many ethnic and religious groups. The multi-cultural milieu and diversity in any society is a strength than a burden. Ethnically, the Sinhalese comprise 74 percent of the population, the Sri Lankan Tamils 12.6 percent, the Tamils of recent Indian origin 5.3 percent the Muslims 7.1 percent and others 1 percent. Religion-wise, there are 69 percent Buddhists, 15 percent Hindus, 7 percent Muslims and 8 percent Christians of various denominations. While each cultural entity maintains its own customs and practices with a distinct identity, all contribute to form the Sri Lankan identity as citizens of one nation.

50. Unfortunately, over the last six decades the ethnic conflicts have increased. While being identified as an educated and healthy nation with all achievements in education we have also been known as a nation with internal ethnic conflicts. Today there is an ethnic crisis in our society. Many do believe that the education system that prevailed over the last 50 years is also a contributory factor for the present crisis. It was with good intentions that Sri Lanka introduced mother tongue as the medium of instruction five decades back. But our national school system paved way for ethnic and religious segregation. In spite of this negative consequence, the rapid and vast expansion of access to education it created outreaching masses cannot be under esti-

mated as testified by the subsequent increase in the rates of literacy and other indicators. However, ethnic harmony that existed with children of all ethnic groups studying under one roof, in one classroom was lost. The opportunity for the children of all ethnic groups to socialize together and identify each others' values and develop mutual respect disappeared. Coexistence was a reality when Sinhalese, Tamil and Muslim children were studying under the same roof in ethnically integrated schools. This harmony was lost. Unintentionally, suspicion, segregation and disharmony were nurtured rather than the unity and harmony through mixing up.

51. Today, no education reform agenda can ignore the bitter realities of the prevailing ethnic crisis. The education reforms have to address this reality and bring about the necessary changes to achieve ethnic and social cohesiveness. It is believed that all ethnic groups, religious groups and political visionaries will support positive reforms proposed to achieve ethnic integration.

## THE CURRENT SYSTEM OF EDUCATION:

### 2.5 School System:

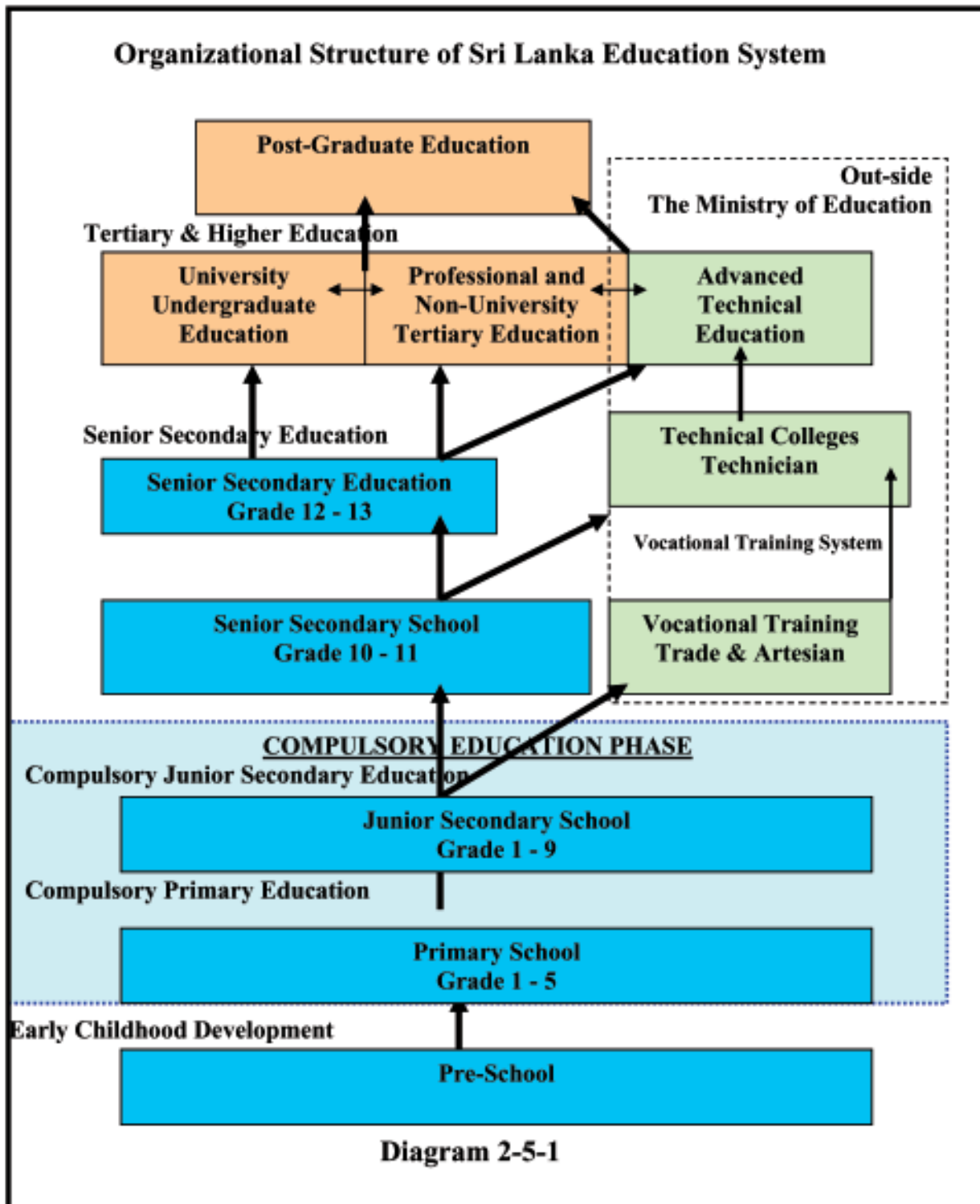
52. Sri Lanka has a 13 year schooling system that provides general education where age of admission to Grade 1 is five years. The education system is divided into three main levels as primary, secondary and tertiary. The system has a compulsory education phase of schooling from Grade 1 - 9. The public sector share in primary and secondary education, accounts for 93 percent of schools and 95 percent of student enrolment. Approximately 4 million school children are enrolled in about 9,800 government schools including both national and provincial schools. There are about 600 state-funded Pirivenas (temple-based education institutions), 25 Special Education schools, around 80 private schools offering national curriculum and approximately 150 - 200 international schools with a student enrolment of about 70,000 which prepare students to sit overseas examinations. The tertiary system of education consists of universities, professional schools and vocational schools (See **Diagram 2-5-1**).

53. **The Primary School** comprises from Grades 1 - 5 and contains about 1.6 million students, of whom approximately 50 percent are female. There are 3,034 exclusively primary schools. Except a few

1AB schools, all other schools do offer primary education. Government has accepted 1 teacher per 26 students as the norm for teacher deployment in primary school. The primary school curriculum is an activity based curriculum and there is reasonable level of equity in primary school achievement levels.

54. The Secondary School runs through Grades 6 - 13 and the Grade 6 - 11 is considered the *Junior Secondary School*, and Grade 12 - 13 is consid-

ered the *Senior Secondary School*. The grades 6 - 13 contain about 2.3 million students, of whom about 50 percent are female. At the end of the Grade 11 students do take the General Certificate of Education (Ordinary Level) examination and only those who qualify by satisfying the minimum requirements proceed to Grade 12 or the senior secondary school. At the end of Grade 13 a student is expected to sit the General Education Certificate (Advanced Level) examination.



55. **The Junior Secondary School** curriculum from Grade 1-9, the compulsory education phase is more encompassed to provide all basic skills before one leaves school. Grades 10 and 11, leading to G. C. E (O/L) examination has core subjects and optional subjects. The Senior Secondary School curriculum is streamlined to offer science, mathematics and technology, liberal arts, languages and commerce specializations.

56. At present the schools are categorized as follows:

**1 AB:** Senior Secondary Schools with classes from Grade 1 – 13 or 6 – 13 offering GCE ‘O’ and ‘A’ level subjects for the Arts, Commerce and Science streams. 1.24 million Children attend the 646 schools under this category and 282 of these schools are identified and managed as National Schools.

**1 C:** Senior Secondary Schools with Grades 1 – 13 or 6 – 13 offering GCE ‘O’ and ‘A’ level subjects for Arts and Commerce streams. 1.26 million students attend 1,810 schools under this category and out of this number 42 schools are identified and managed as National Schools.

**Type 2:** Secondary schools with classes from Grades 1 – 11 or 6 – 11 offer GCE OL. 1.09 million students attend the 4,237 schools under this category.

**Type 3:** Primary schools from Grades 1 – 5; occasionally a Grade span of 1 – 8 is observed and 342,252 students attend the 3,034 schools under this category.



# MAP

57. The network of government schools provides universal access to primary and secondary education. The reported student enrollments in primary and secondary levels are 98 percent and 78 percent respectively in 2004.

58. The average pupil-teacher ratio for the country is low (20.8: 1) ranging from 19: 1 (Central Province) to 23.7: 1 (Northern Province). The average school size is about 410 pupils, ranging from 290 in relatively rural and sparsely populated provinces to 624 in urban densely populated Western Province (see **Table 2-5-1**). However the average number of students is rather misleading because on the average about 20 percent of the schools in Sri Lanka have less than 75 students.

**Table 2-5-1**  
**Schools, Students and Teachers in Government Schools by Province**

District	Number of schools	Number of students	Number of teachers	Average Students per school	Student Teacher Ratio
Western	1,374	856,972	36,972	624	23.2
Central	1,472	514,265	27,009	349	19.0
Southern	1,121	512,421	25,598	457	20.0
Northern	887	257,177	10,864	290	23.7
Eastern	961	364,841	15,617	880	23.4
North Western	1,229	459,679	24,344	374	18.9
North Central	780	255,942	12,308	328	20.8
Uva	828	284,122	14,512	343	19.6
Sabaragamuwa	1,114	369,631	18,731	332	19.7
<b>Sri Lanka</b>	<b>9,766</b>	<b>3,875,050</b>	<b>185,955</b>	<b>397</b>	<b>20.8</b>

Source: MoE (2004) School Census - 2004

59. **The Tertiary Education** system consists of the public and private universities, technical and vocational colleges and tertiary level institutions. Examination performance at (A/L) serves as the basis for admission to the public universities. Only about 34 percent who complete Grade 13 get access to tertiary level courses. There are 15 universities, including the Open University of Sri Lanka (OUSL) and the Sri Lanka Institute of Advanced Technological Education (SLIATE), 17 National Colleges of Education, 31 Vocational Training Colleges and many other public and private sector institutions providing Tertiary Education. Vocational training system is currently outside the purview of the Ministry of Education and this is due to the bifurcation of the Ministry.

## 2.6 Current Status of Performance

60. Annually, around 300,000 students enroll in Grade 1. Net enrolment ratio has been 98 percent and the Net completion ratio at grade 5 is 95 percent. The completion ratio at the end of compulsory basic education cycle, at grade 9, is 83 percent (MoE, 2004).

61. The number of school candidates who sat the GCE OL in 2004 was 299,516, of whom 134,906 (45.04%) have qualified for ALs. That indicates that 54.96 percent is leaving the school system after appearing for their OLs. Students who sat for ALs in 2004 were 199,652 (all candidates). Including the private candidates, 108,357 (54.2 percent) qualified for university entrance. 91,295 (45.7 percent) leave grade 13 without qualifying to enter the universities.

62. Out of the number qualified for the university entrance, 11.54 percent (12,500) receive admission to the government universities. Another 2,500 (2.31 percent) receive admission to pre-service teacher education at the National Colleges of Education. SLIATE admits approximately 2,000 (1.85 percent) students per year. Annual intake to other professional and para-professional courses has been around 12,000 (11.07 percent). As such, 34,000 (31.38 percent) students who get qualified at GCE ALs, enter universities and other higher tertiary education institutes.

63. According to the above situation, it can be

estimated that around 165,000 students who are not qualified at GCE OL and another 74,000 not qualified at GCE ALs, leave the school system annually. Many of them enter the labour market in due course. In that sense, the responsibility of the MoE is to prepare both groups, viz./namely those who enter the government higher education system and also the school leavers at various stages, to fit into the increasingly changing world of work. Growing socio economic status of the country requires personnel with meta-cognitive skills. However, many school leavers do not have such skills to fit into this highly competitive labour market. This signals that the facilities, curricula and learning and teaching methodologies of schools and universities should be modernized, diversified and expanded.

## 2.7 The Governance Framework

64. The governance framework for education is somewhat complex and combines elements of de-concentration, delegation and devolution of functions and power between the central government and the eight provincial councils. The central government is responsible for national education policy at all levels. However, provincial authorities play an important role in the administration of the school system. Over half of all provincial expenditures go to meet educational needs.

65. Current policy thinking is to further devolve education management to the level of individual education institutions, especially schools, to empower frontline service providers such as principals of schools, section heads and teachers, and involve local communities closely, to increase school effectiveness and performance.

### 2.7.1 Central Government Functions:

66. Education functions of the central government are carried out through the line Ministry of Education which takes the charge of:

- Providing policy guidelines.
- Donor Coordination.
- Planning at national level.
- Monitoring evaluation and supervision.
- Quality assurance.
- Teacher training and development.
- Administering National Schools.
- Providing incentives such as school uniforms, school-meals and transport subsidies, and

- Conducting a range of educational development initiatives such as special education, non-formal education, adult education and library and reading habit development programmes. Other central government agencies such as the National Institute of Education (NIE), the Department of Examinations. (DoE) and the Department of Educational Publications (DEP) carry out many other important educational functions. The functions of these central government agencies include:

- o Preparation of primary and secondary school and teacher education curricula.
- o Conducting professional development programmes and courses for principals and other educational administrators.
- o Conducting public examinations, and
- o Publishing textbooks and supplementary readers directly or through private publishers, and distributing textbooks free of charge to all school and private students.

67. The delivery of these services is often a joint effort of central as well as provincial government education staff, the latter operating within a matrix management structure of central and provincial responsibility.

### 2.7.2 Provincial Level Functions:

68. With the 13<sup>th</sup> Amendment to the Constitution education became a devolved function. The Provincial Councils, therefore, play an important role within the school system. The provincial education structure consists of a Provincial Ministry of Education, Provincial Department of Education, Zonal Education Offices and Divisional Education Offices. There are about 10,000 schools and 9,727 or 97 percent are government schools. Except the 324 National Schools administered by the line Ministry the other schools are administered by the eight Provincial Councils under which are 94 zonal education offices and 2981 divisional education offices. Provincial authorities develop education plans and budgets, and deploy education administrators, principals and teachers at the provincial level.

administrative powers and decision-making authority were delegated to the district level, well in advance of the devolution of constitutional powers in 1987, by establishing provincial councils. However, the planning exercises in 1960s and 1970s were rather centralized and there were criticisms leveled at inadequacies within regions and inequalities among districts.

73. Until the end of 1970s Sri Lanka depended mostly on local revenues for the expansion of education facilities. In the decades after 1970s and 1980s the investment in education declined as a percentage of GDP. In 1984, management reforms were introduced and one major component of that was to decentralize educational planning down to the sub-national and grassroots level. This was the first significant decentralization effort of educational planning to school level with a view to improving quality of education. It had clearly defined the tasks of general management and planning at the district, divisional and school levels. The school was considered as an organizational and planning entity.

74. The objectives were:
- i. Providing equality of educational opportunity.
  - ii. Implementing structural and curriculum changes in schools.
  - iii. Increasing parental involvement in school activities, and
  - iv. Managing necessary change and innovations with limited resources (MoE,1984:81).

75. The changes were piloted in four districts. This exercise clarified that, to produce full results in such an endeavor, the institutions should be facilitated with the necessary human resources, technical knowledge and skills and a properly lined up monitoring and evaluation programme. After Provincial Departments of Education were established in late 1980s, each province incorporated with a Planning Division, strengthening planning practices to a greater extent at provincial level. One of the issues prevalent even in this set up was the inadequate monitoring system, which should largely aim at reducing regional imbalances. This has to be achieved only through strategic leadership armed with a catalytic approach to problems. NEC (1992) has also emphasized the need to focus on decentralized planning decisions, appropriate data collection and needs analyses, training of educational planners, proper division of labour, and to reduce deficiencies between plans and implementation.

76. When the government introduced the educational reforms in 1997, the implementation levels of the system had an opportunity to adopt new initiatives at their levels in an organized manner. At that juncture, unlike in the interventions in 1984, attention was largely drawn to professional development of teachers. Moreover, by that time, the emphasis given to pre-service and continuing teacher education had brought advantages.

77. Also, the school cluster system introduced in 1981, the primary education plan and the secondary education plan developed in 1990s were some of the major tasks carried out with a view to strengthening schools so as to implement systematic plans.

78. **NEC (2003) also recommends the need for planning within the schools and the need of having broad based educational plan (sector) highlighting the needs to:**

- **Promote equity and excellence and to reduce disparities among and within the provinces and in conflict affected areas through rapid development of schools.**
- **Assess the performance of students and plan to assist needy children.**
- **Develop generic skills that are necessary for effective functioning in personal life, inter-personal relationships, economic activities and society.**
- **Integrate capacity building of curriculum implementers and learners.**
- **Prepare plans to implement proper guidance and counselling programme within the school for (i) educational and personal guidance and (ii) vocational guidance.**
- **Have a National Information Network whereby schools may be linked to the zonal offices as well as to any level of that Network.**
- **Have school based staff development including orientation of newly qualified teachers, and**
- **Have a plan for management, to develop managerial skills among senior managers and staff members.**

79. Accordingly, it appears that the future policy of education strongly emphasises the need for planning at school level as it is recognised as the most appropriate way to strengthen the delivery of quality education.

80. Taking into account the recommendations

**of the sectoral reviews, the lessons learnt in the past, the need for strengthening institutions with autonomy to take development and managerial decisions, and the successful international experiences, the government developed the ESDFP covering all levels from schools to national education agencies through an interlinked planning process.** During 1990s two major development partners, the World Bank and the ADB, appeared on the scene, and as a result the declining national funding was complemented with donor funding. In addition, UNICEF, SIDA, JICA, GTZ and DfID which largely came into operation in the 1990s extended remarkable support to improve general education and also, the government expects that the ESDFP will be strongly supported by these partners. In addition to their financial assistance, the government expects the development partners to bring in professional knowledge, skills and experience to improve the areas such as: (i) planning, (ii) policy analysis, research and development, (iii) monitoring and evaluation, (iv) building of capacity of stakeholders and strengthen governance systems. The development partners' assistance for the education system during past years has been 2-4 per cent of the total government education budget. Therefore, the existing positive features of the education system signals that those will pave the way to ensure sustainability of the ESDFP.

## **2.9 The Economy and Education**

81. Currently steps are being taken to further consolidate the social gains of the free education system, which has been continued for over fifty years with significant measures to improve the qualitative aspects of education.

### **2.9.1 Government expenditure on education**

82. There are two main sources of expenditure on education: first, government expenditure and second, private (household) expenditure.

83. As discussed, free education was introduced in 1945, and in 1961 the assisted schools, which were governed by religious bodies, the private sector, and individuals were taken over by the government. Since then, the total cost of education has been borne almost wholly by the state. At present, the central government and provincial councils play an important role in the provision of school education. Public expenditure on education for the period 1978-2001 is shown in Table 2.9-1.

84. As **Table 2-9-1** shows, the government's expenditure on education has increased annually, although as a percentage of GDP, it has decreased. In spite of its impressive achievements in the education sector, by international standards Sri Lanka has spent low amounts on education. The World Bank (1996) estimates the international average as five per cent of GDP and 20 per cent of total public expenditure. The Asian averages range from four to eight per cent of GDP and 11 to 18 per cent of total expenditure. As shown in **Table 2.9-1**, in 2001 the government spent 2.0 per cent of GDP and 7.3 per cent of total government expenditure on education. Though the educational expenditure in Sri Lanka has increased with the expansion of the school system, it has remained between 6 to 10 per cent of overall public spending since 1978. This may however, reflect both positive and negative features in the provision of education. First, it may reflect low unit costs and second, it may reflect less than desirable quality in the sector. Consequently, for further development of education financing, the Presidential task force on general education (1997) recommended that while current expenditure on education was around 2.9 per cent of GDP, the allocation should be increased within the next few years to above 4.5 per cent of GDP. However, remedial actions have hitherto been only at the documentary level.

**Table 2.9-1: Expenditure on Education, 1978-2001**

Category	Education Expenditure (Current Prices: Rs Million)										
	1978	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004*
Government expenditure on education	1164	18908	20402	22329	26294	29294	30930	28286	37209	39116	42340
As a percentage of total government expenditure	6.6	9.3	9.3	9.5	9.8	10.5	9.2	7.3	9.2	9.4	8.9
As a percentage of GDP	2.7	2.8	2.7	2.5	2.6	2.6	2.5	2.0	2.4	2.2	2.1

Source : CBSL (2004) Provisional\*

85. Assessing expenditure on primary and secondary education separately has been difficult due to the way that the school system has been organized. Until 1999, expenditure on education was not computed separately for primary and secondary education. Since 2000, the budget allocation has included separate headings for primary and secondary education (MFP, 2001). However, in 2000, recurrent public education expenditure was approximately thirty-eight per cent on primary education, fifty-three per cent on secondary education and nine per cent on higher education (MFP, 2000).

86. The PEAs have the main responsibility for providing education for children in provincial schools, although there are many national schools located within the provinces, which receive funding directly from the central government. The Finance Commission (FC) is involved in determining the overall provincial education budget allocation. The allocation flow for education in Sri Lanka is shown in **Diagram 2- 9-1**.

87. *The role of the public sector in providing these services in different provinces may be quite different.*

## PART THREE: ISSUES, OBJECTIVES AND STRATEGIC POLICY FRAMEWORK

88. In spite of good progress in many spheres, the need for reforming education arose mainly due to two reasons. Firstly, the dissatisfaction over issues related to equity, quality and relevance of education. Secondly, the changing population and demographic, socioeconomic and ethnic dynamics demanded a fresh look at the system of delivery of education. The proposed ESDFP will focus on these in order to bring about considerable changes in the education system. It is envisaged that these changes would make education more responsive, efficient and effective.

89. The ESDFP, unlike the programmes that took place in the past, has been integrated with measures to effectively face possible challenges and risks. Those measures are the incorporation of strategies to address equity, quality and relevance issues including strengthening of programmes to provide education to all which lead to achievement of MDGs and EFA Goals, curriculum revisions, examination revisions and teacher development frameworks, to enhance efficiency and equity through multi year planning and budgeting horizon, strengthen governance systems including pilot programmes, surveys, human resource development strategy and a proper monitoring and evaluation framework. For the first time in Sri Lankan education system, such a massive exercise has been undertaken incorporating all levels and linking all institutions through the planning processes.

### 3.2 Issues, Objectives and Strategies

#### **THEME ONE :**

Promoting Equity by Enabling All Children in the Country to Access and Complete Basic and Secondary Education

#### **Issues on Theme One:**

1.1 Although there is a Compulsory Education Act all entering students to Grade 1 do not complete the compulsory basic education cycle (Grades 1-9),

1.2 There is inequity in the school system. Some schools have become too big to operate while some schools have become too small to oper-

ate and the distribution of 1AB schools and selection to grade 6 admissions to 1AB schools denies equitable access to secondary education.

1.3 There is no satisfactory level of access to special education due to lack of an institutional system in place at provincial level to ensure all severely disabled children to be enrolled.

1.4 The large number of students leaving school at different stages of the schooling system is not directed to other national intervention towards labour force development. Also there is no system for the out of school children of the schooling age to have a second chance to achieve basic education.

1.5 The education subsidy allocation is not sufficiently directed to the deserving children in the lower income deciles, in contrast subsidies are also given to children in the 30 percent very high income deciles.

#### **Objectives of Theme One:**

90. The objectives of this theme are to address the above five issues and bring strategies to,

1.1.1 Ensure 95 percent of Under 14 year children completing Grade 1 - 9 Compulsory phase of education by 2015.

1.1.2 Provide equitable access to (G.C.E. O/L) and (G.C.E. A/L) at all divisions by year 2010

1.1.3 Rationalize of school system to overcome constraints.

1.1.4 Provide access to education to the severely disabled children of the compulsory education age by 2015.

1.1.5 Direct potential school leavers at Grade 9, 11 and 13 to labour force development interventions and ensure alternative education programmes for the out of school youth and the school leavers to enhance their basic education, entrepreneurship and vocational skills by 2015.

1.1.6 Rationalize education subsidy allocation to enhance the subsidies for the children of the lower income deciles by 2010.

#### **Strategy Formulation for Theme One:**

Issue: Although there is a Compulsory Education Act all entering students to Grade 1 do

not complete the compulsory basic education cycle.

Objective: (i) Ensure 95 percent of under 14 year children complete Grade 1- 9 Compulsory phase of education by 2015.

(ii) Rationalization of school system to overcome present constraints.

91. Sri Lanka has been performing well, by attracting and retaining nearly all students in the primary cycle, grades 1-5, with a net enrolment rate of 98 per cent and a net completion rate of 95 per cent. However, the enrollment in secondary education phase is only 79 percent. Therefore the country now faces a further challenge in providing universal access to secondary education to complete compulsory education phase by all.

92. **Transition to Junior Secondary:** The student flow from Grade 5 to Grade 6 needs to be ensured because the dropout rate is higher at that level. Therefore, measures to raise the current Grade 6

trations should identify the divisions where the primary school students do not continue on to secondary to take special steps to ensure continuity.

93. **Transition from Grade 5 to Grade 6:** There are several reasons for nearly 15 percent of the primary school graduates dropping out before reaching grade nine. *Poverty and low incomes* certainly affect the children of the lowest income deciles. The MoE each year allocates 10 percent of its budget to subsidies such as free textbooks, free uniform materials for students, mid-morning meals for students in disadvantaged schools, Grade 5 scholarship scheme and subsidized transport in order to ensure equity principles and thus promote access and participation in education. The government will continue free education policies. However, the income distribution shows that those most in need of subsidies are the 70 percent of the children who come from the lower 70 percent of the income distribution deciles. Yet, subsidies are also given to 30 percent in the high income deciles who takes more than 69 percent of the national income. The children belonging to the lowest 40 percent of the income deciles needs more subsidies than even the children in the 40 percent – 70 percent deciles. They have to be provided with more subsidies. The number of scholarships to be increased targeting the children of the lowest 40 percent income deciles. *MOE will identify the schools, administrative divisions and the urban pockets where further strengthening of the free education policies is needed to ensure all children continue on to grade six and successfully complete Grade nine.* Free education benefits now extended to the pupils in private schools and the public schools that cater to the children of the elite, other than the scholarship holders in them. They will be gradually reduced and more funds will be channeled to the poorest sector of the population. MOE and Provincial Authorities will consult the schools attracting the privileged students and request schools to assess the percentage of students who requires free textbooks, free school uniforms, free transport etc. While ensuring that all scholarship bursary holders studying in a prestigious school are given actual allowance for free textbooks, school uniforms etc. government will request such schools to dropout of the free services.

94. **School Size:** Although there are 9,765 schools providing access to education there is new threat that a reasonable number of schools have become too small to operate. Meanwhile there is a smaller number of schools that is too big to operate. There is a new situation in the rural areas where there is an insufficient number of children to be enrolled at the village school to run an efficient good school. (See **Table 3-1-2.**) This has happened due to two reasons. One is the decreasing numbers of chil-

Province	Grades 1-5	Grades 6 -9
Western	98	87
Central	98	82
Southern	98	87
North Eastern	92	73
North Western	97	78
North Central	97	81
Uva	98	81
Sabaragamuwa	97	85
<b>Sri Lanka</b>	<b>97</b>	<b>83</b>
Source: World Bank (2005)		

enrollment from 83 percent to 95 percent is needed to satisfy the compulsory education commitment of the government. In order to achieve 95 percent completion of Grade 9, interventions are needed to ensure that the 95 percent completing Primary Education Phase to continue on to Grade 6, and also to retain them without dropping out. The primary education completion rates are already achieved. Therefore, what is urgently needed is to ensure that all those who complete Grade five continue on to Grade six. There is significant variation in participation rates across the provinces. **Table 3-1-1** illustrates the provinces wise disparity in participation rates. Therefore, the Provinces where the enrollment in secondary is lower have to take up this as a priority intervention. The Provincial/ Zonal adminis-



**Table 3-1-2**  
**STUDENTS AND TEACHER DISTRIBUTION**  
**ACROSS SMALL SCHOOLS**

SCHOOL SIZE	NUMBER OF SCHOOLS	NUMBER OF TEACHERS	NUMBER OF STUDENTS	TEACHER PUPIL RATIO
<15 students	258	674	2,726	1:04
<25 students	717	5,969	43,867	1: 07
<50 students	1525	9,321	99,519	1: 11
<100 students	1874	10,692	137,053	1: 13

dren in the population. The other reason is that without a rational basis most of the 1AB schools have added a primary section to their schools. The most important reason to realize is the 25 percent reduction of the number of children of the 0 - 4 age group over the last 10 year period. Therefore, on the one hand, due to the declining population, there are a lesser number of children to be admitted to schools. This trend will continue and it is likely that the number of schools with less than 50 students to increase further. On the other hand due to undue expansion of primary sections of 1AB schools, the smaller rural schools are unable to attract students. Parents like to admit their children to more prestigious schools because there are better opportunities for their children in those schools and result is decrease in the demand for rural primary schools.

95. **1AB Schools:** At the same time 87 schools have over 3,000 students, 50 over 4,000 students and 07 schools have over 5,000 students. Of the seven over 5000 student schools, three are in Colombo District, 2 in Matara District and 2 in Galle District. The over 4,000 student schools are found in eight districts. Of these 24 schools have over 150 teachers per school. Most of the 1AB schools got Grades 1 - 13, though the policy is to have only 6 - 13. **Table 3-1-3** presents the number of 1AB schools having 1 -

13 and 6-13 classes and the number of small schools in the same districts. Although no study has been done on how small schools became too small to operate by having 1- 6 classes, certainly the highly motivated parents have opted to look for the 1AB school, than the nearest village school. This will have an adverse effect on smaller schools. This was also against the established policy. Having Grades 1 - 13 in 1AB schools would attract the children who would have otherwise admitted to smaller schools. On the other hand it restricts the equitable access to Grade 6 -13 secondary schools for those who were outside the 1AB schools.

96. **Small Schools:** Currently there are 262 schools with less than 15 students and actually most of these schools have a fewer number of students than 15. There are over 350 schools having 16 -25 students. Another 910 schools have 26 - 50 students. This means that 1,525 schools have less than 50 students. There are 2,874 schools with less than 100 students. At the same time some schools have grown so big institutions attracting students of the smaller schools and have made the smaller schools too small to operate. There are 156 schools over 2,500 students, another 469 schools with 1,000 -2,500 students. There are a few schools having over 5,000 students.

97. In reality, the number of students in the small schools is even smaller than what is reported. Most of the schools with less than 15 students have only two or three teachers. Further there is no effective utilization of **Educational Information Management System** in place to track these potential issues and take early action to avoid such situation. Neither the Provincial Administration nor the Central Administration has a comprehensive Educational Information Management System running to support planning, monitoring and management.

Table 3 -1-3

**1AB Schools Having 1 -13 Classes and  
the Number of Small Schools by Province and District**

PROVINCE	District	1AB SCHOOL				Small Schools	
		# SCHOOLS	6- 13 CLASSES	1-13 CLASSES	% OF STUDENTS	<100 Students	Provincial Total
WESTERN	Colombo	67	14	53	51	45	
	Gampaha	54	46	8	34	92	
	Kalutara	36	11	25	39	128	265
CENTRAL	Kandy	47	35	12	34	182	
	Matale	16	11	5	28	111	
	Niwara Eliya	26	4	22	21	191	484
SOUTHERN	Galle	45	15	30	46	109	
	Nataru	27	23	4	34	91	
	Hambantota	19	22	3	28	71	271
NORTHERN	Jaffna	39	23	16	31	110	
	Kilinochchi	7	1	6	20	28	
	Mannar	8	0	8	36	35	
	Vavuniya	5	0	5	27	106	282
NORTH EASTERN	Mulativu	5	3	2	17	39	
	Batticalo	18	3	15	24	84	
	Ampara	23	4	19	25	92	
	Trincomalee	16	2	14	21	60	554
NORTH WESTERN	Kurunegala	49	22	27	32	315	
	Puttalam	22	9	13	27	58	373
NORTH CENTRAL	Anuradhapura	18	10	8	23	197	
	Polonnaruwa	12	1	11	24	85	282
UVA	Badulla	27	6	21	24	182	
	Monaragala	13	1	12	25	69	251
SABARAGAMU	Ratnapura	26	17	9	23	182	
	Kegalle	21	21	0	28	212	394
	<b>Sri Lanka</b>	<b>646</b>	<b>304</b>		<b>32</b>	<b>2874</b>	<b>2874</b>

Source - Ministry of Education

98. **Rationalization and Small Schools:** Therefore, it is important to correct this situation for two reasons. Firstly, the schools with less than 50 students are too small to offer quality education to children. No good teacher is attracted to such schools. The environment would never be sufficient for the full development of the child. The teacher motivation in such schools is generally low. There are children who come from disadvantaged homes who are forced to be in the weakest schools. A very small school specially is not suitable to provide any satisfactory social and emotional development in children. The opportunity for children for peer learning will be very much limited. Children socialize and learn social and emotional values more in their

first 12 years and this is well documented in research. Secondly, these schools are highly uneconomical to run. Teacher deployment and resource allocation adds to serious wastage. The per student cost in these small schools are too high to operate. Nevertheless, it has to be reiterated that the smallest schools in the country serve the most economically deprived communities. The children of these families are the most vulnerable with the immediate possibility of school avoidance with slightest persuasions. Therefore, the first attempt should be the revival of these schools making them more viable centres by attracting pupils. The common set of regulation and economic horizons may not be equally applicable to these schools.

99. **Rationalization Process:** Moreover, it is important to develop a rational school system at divisional level to ensure that all children are admitted to primary schools and continue on to Grade 6 - 9 compulsory education phase at junior secondary education. *Rationalization does not mean closing down of smaller schools.* This cannot be done in isolation. It is important to bring all actors together to rationalize schools. The rationalization technical committee headed by Zonal Director/Deputy Director (Development) with the Divisional Director will assess the location of schools, ease of access to school, population in the village and the catchment area, availability of basic facilities such as water, sanitation and transport and factors that matter to attract children and establish an accessible school network for the Division. In view of the rationalized system, if a small school cannot be operated as a good learning environment, good enough to provide educa-

tion at least for a reasonable number of students, steps should be taken considering both equity principles and economic viability. However, the Zonal Technical Team and the Divisional Director as the head of the Division should examine the school from all angles and take the services of the other field officials of the Divisional Secretariat who are also involved in development work to have an intersectoral perspective for education. Education and schools cannot function in isolation with of the other sectors. They need to have a good rapport with PHNs and PHI of the Health sector, Samurdhi Officer, and others who directly work on poverty related issues and development issues of the Division. It is important for all divisions to estimate the number of children of the 5 - 14 age group and ensure their schooling. The Compulsory Education Committees, 8,500



in total, established in 1997, needs to be reactivated in this exercise. Rationalization means, having a school system which provides good education and also is economical to run ensuring that all schooling age children have access to schooling. In addition, there could be some communities that are still 'isolated' of the access roads and that need to be kept running. However, the Zonal and Divisional Directors need to take up the case of such isolated schools with the Provincial Administration and take measures to connect such villages with the rest of the access road system than sustaining and keeping them isolated.

100. **Linkage of Schools:** The school system will be linked. Grade 1 - 5 primary schools will be linked with Type 2 schools or 1C schools to ensure Grade five graduates to have smooth transition to Grade 6 and beyond to provide equitable access to compulsory phase of education. All primary schools should be well managed to meet the established norms for a

primary school, to attract the students and also to be in par with other primary schools in the country. By making exclusively primary schools standard and linking them with the nearest Grade 6 - 11/13 Type Two or 1C schools, the small school will receive more acceptance due to assured continuity of schooling. By de-linking Grade 1-5 primary section in the 1AB schools, and stopping the automatic placement of primary school students in Grade Six of the 1AB schools, it is expected that most of the smaller schools will be selected for admission to Grade one by the parents. However, there may be schools that cannot be saved under any of these actions and options, and then the decision will rest with the local authorities, education division and the zone, to take appropriate actions. Yet, it is essential to ensure that all students are provided with facilities for basic education and if necessary special subsidies or bursaries are arranged to such small numbers of students who may otherwise be dropped out.

101. **De-linking 1 - 5 from 1AB Schools:** Unless the primary section of 1AB and even some of the 1C schools are de-linked, the enrollment of students in small schools will not take place. De-linking of the primary section in a 1C school is a decision to be taken by the Provincial authorities. The de-linking of primary section of 1AB schools conforms to government policy. De-linking the primary sections of the 1AB schools and establishing a policy of Grade 6 admission to 1AB schools will help the continued functioning of some of the smaller schools and definitely will provide better equity for all students.

102. **National Assessment:** The government is taking steps to develop a National Learning Assessment System to be administered to all students in all schools at Grade 6 and 8. This is to facilitate equity and quality. Admission of children to Grade 6 of the 1AB schools will be done only on the basis of the National Learning Assessment System (NLAS). National Assessment will replace the present Scholarship Examination. Every student in Grade five in all schools will have to sit the National Assessment Test and seek admission to a 1AB schools. Both grade 6 and Grade 8 assessments are formative assessments and intended to assist children in their learning and not intended to deny access to education by any.

103. **Increase of 1AB School Admissions:** There are 646 1AB schools. Government will increase this number to ensure that each education division to have at least one 1AB school. Currently there are 63 Divisions without a 1AB school. By year 2010 there will be over 700 1AB schools. Further, out of the 646 1AB schools, only 450 offer A/L science. By 2010 all 700 schools will offer the science stream. All National Schools also will fall under the provincial administration. Approximately 300,000 students are enrolled in Grade 5 and the 1AB schools alone will accommodate over 100,000, (over 30 percent) on the basis of National Assessment results. Currently only a little over 300,000 sit for the Scholarship exam and only 23,000 pass the examination and succeed in entering the more reputed schools. The National Assessment Test would allow all passing students to find placements in 1AB schools.

104. **Ensure Continuity of Good Schools:** However, considering the current practices in leading schools to set a percentage for the children of the past pupils, government will continue to keep that Past Pupils' quota unchanged for the qualifying students of the past pupils to ensure that those schools maintain their status while opening it for a much larger number to have access to good education based on merit. The mission is not to lower the status of any prestigious school but to increase the

number of such schools and provide wider access to such schools through a merit assessment system.

## **The Proposed Strategies to Ensure Full Participation in Compulsory Education:**

105. The following policy initiatives will be introduced to ensure that all students entering Grade 1, would complete Grade 9, the compulsory education phase.

1.1 MOE and Provincial Councils and Zone shall introduce Divisional level planning to ensure networking of schools with Junior Secondary phase to ensure all Grade 5 graduates continue on to Grade 6 within or outside the division by 2008.

- i. MOE will revive the Zonal Planning Committee that was initiated for the preparation of the ESDFP and formulate a Zonal Planning Team under the Leadership of the Zonal Director or the Deputy Director (Development), the Planning Officer of the Zone, and four Theme Managers of ESDFP. The Divisional Director of the particular Division acts as the ex-officio Secretary to the Committee and will be responsible for all documentations and school level plans. The Zonal Planning Officer is responsible for the quality of the Divisional and School level Plans and work in close coordination with the Divisional Director and School Principals.
- ii. The Zonal Planning Team trains and works with the Divisional Director and the School Principals on assessment of the school level planning and the rationalization of schools in the Division.
- iii. Under the guidelines of MOE the Zonal Director will revive Village Compulsory Education Committees, and will guide the School Principals to establish School Development Councils and School Management Committees.

1.2 Rationalization of schools on divisional basis will be done by the local education authorities through a consultative process with all committees and Zonal authority;

- i. Revive Compulsory education Village committees established under the Gazette Extra Ordinary Notification No.1003/5 dated 25 November 1997 to assess actual number of children at household levels, and establish a catchment area survey of all schooling age children. Zonal Director and Divisional Di-

rector are authorized to include and incorporate with the inter-sectoral officials and the Divisional Secretariat to address the issue of poverty, health and access related issues to ensure a coherent and a feasible plan for the division;

- ii. In rationalization, the Zonal/Divisional team will assess the number of schools, population, school catchment area, physical ease of access to school, physical facilities at schools such as water, sanitation, access roads, school garden, school playground, land, sheltered space, physical condition of school etc. to select the school sites to justify the rationalization plans;
- iii. Assess the status of small schools under the above variables, linking with Type 2 and IC schools for smoother transition of students from Grade 5 to Grade 6, proximity to 1C school must be a criteria of the evaluation;
- iv. Networking of school system including at least one 1AB school per Education Division, to ensure 100 percent transition of Grade One student to secondary level by year 2010;
- v. 100 percent transparency is expected in this exercise.

1.3 MOE will rationalize the use of education subsidy budget and take measures with Provincial/Divisions to ensure channeling of subsidies to needy students to ensure that no child is left out in the transition of students from Grade 5 to 6 in the rural schools particularly in the divisions where dropout rate is higher and this applies to the estate sector schools as well.

1.4 MOE will ensure that School profiles, Divisional Profiles and Zonal Profiles are developed and included in the **Educational Information Management System** at all level and link schools, divisions, Zones and Provinces with the central EMIS with Planning Departments by year 2009.

1.5 Early Identification of potential dropouts at school level that school principals and the Divisional officers will take steps to ensure continuity of such children up to Grade 9 by monitoring school attendance monthly by Division and Zone to target zero-in dropout by year 2010.

1.6 Monitoring of school attendance by

School/Division and Zone to ensure every student is continued on from Grade to Grade and zero-in dropout by year 2010.

1.7 Use of National Assessment at Grade 5 and Grade 8 to monitor learning outcomes, and school level planning to overcome constraints through allocation of resource to school level and division by year 2009.

1.8 De-linking Grade 1-5, primary section in all 1AB schools and discontinuing automatic placement of grade 5 students in Grade 6 in all 1AB schools by January 2009.

(i) Ceasing admission of students to Grade one in 1AB schools from January 2008.

(ii) Admitting of students to Grade 6 in all 1AB schools on the basis of National Assessment Test results by 2008.

(iii) The quota now set apart for the admission of children of the past pupils to Grade one of the 1AB schools will be kept to accommodate the qualifying children of the past pupils to Grade 6 in that particular 1AB school.

1.9 Increase the number of scholarships at Grade 5 targeting the children in the lower 30 percent income deciles and rural schools and bursaries for children who need them in the small schools.

*Issue: There is inequity in the school system particularly in the distribution of 1AB schools and selection to grade 6 admissions to 1AB schools.*

*Objective: Provide equitable access to (O/L) and (A/L) at all divisions by year 2010.*

106. **Enhance Access to Advanced Level Science and Technology:** Access to Senior Secondary (Grades 12-13) education, particularly to Science, Mathematics and Technology education at GCE AL has not reached desirable levels. There are many educational divisions in the country, especially in rural and estate areas, lacking adequate school facilities to provide access to senior secondary education. AL Science subjects are taught only in type 1AB schools. According to recent surveys (NEC, 2003), only 450 schools have viable AL Science classes. Lack of sufficient number of students qualifying at GCE (OL) for AL Science, lack of qualified teachers to teach in some 1AB schools, and lack of proper facilities, account as to why some of the 1AB schools do not offer Science, Mathematics and Technology at Grade

12 and 13. **Table 3-1-3** illustrates the province-wise distribution of 1AB schools. The reforms will ensure that all 1AB schools are equipped and facilitated with all streams, particularly science and technology subjects and teachers are provided.

Province	1AB	Population '000	Student population	Grade 1-5 Student Population	1AB/SP	1AB/Grade 1-5 Student Population	1AB/POPULATION
Western	157	5587	879838	366270	5604	2333	35586
Central	89	2538	519564	207298	5838	2329	28517
Southern	92	2367	512834	200279	3574	2177	25728
North-Eastern	121	2688	643577	280300	5319	2317	22215
Northwestern	71	2235	468747	191349	6602	2695	31479
North Central	29	1159	255833	101506	8822	3500	39966
Uva	40	1240	287448	114918	7186	2873	31000
Sabaragamuwa	47	1854	374236	148768	7962	3165	39447
<b>Sri Lanka</b>	<b>646</b>	<b>19668</b>	<b>3942077</b>	<b>1610688</b>	<b>6102</b>	<b>2493</b>	<b>30446</b>

107. **Enhance Admission to 1AB Schools:** On the average there is a 1AB school for every 6,000 students. However, in the Southern Province there is a 1AB school for 3,500 students while North Central has a 1AB school for 8,800. Sabaragamuwa and Uva have one for 7,900 and 7,180 students respectively. Same disparity is seen when the primary school population is considered as the basis where there is a 1AB school for every 2,500 primary students. Southern Province has a 1AB school for 2,177 students and Sabaragamuwa and North Central provinces have a 1AB school each for over 3,000 students. On the average there is a 1AB school for every 30,000 in population but the ratio in the Southern Province and North Central Province are one for 25,000 and 40,000 respectively.

Source- Department of Census and Ministry of Education

108. **At Least One 1AB School to a Division:** The actual disparity is more if the division-wise data is analyzed. Although there are 682, 1AB schools, there are 63 divisions without a single 1AB school. This is out of 323 educational divisions. This means that 20 percent of the total number of divisions do not

has a 1AB school. The reforms will establish a minimum of 1AB School in every Division and keep all present 1AB schools up-graded with facilities. ESDFP expects to admit 100,000 students to Grade 6 in 1AB schools by 2015. Many geographical locations of the country, especially in rural disadvantaged and estate areas, lack adequate school facilities to provide access to GCE AL science and technology education. In the rural school divisions most of the schools are too small to offer higher classes. Without a 1AB school, AL Science and Technology Education is not available to the children in the remote school divisions. This not only denies admission to universities but also denies them opportunities in labour market. Hence, rationalizing and making available at least one 1AB school in each division and establishing a school network to provide access to Science, Mathematics and Technology education to all qualified students at GCE AL is important to increase equitable access to Secondary Education among different geographical regions and to improve the external efficiency of the education system. Therefore, it is proposed to establish at least one 1AB school in each division and rationalize the school system to ensure equitable access to (O/L) and (A/L) students in each school division.

## The Proposed Strategies to Increase Equitable Access to Senior Secondary Education:

109. Therefore, the following policy directions will be followed to address these issues and provide equitable access to Senior Secondary Education.:

1.10 Rationalization of schools by establishing at least a minimum of one 1AB school in each educational division by 2010 (see 1.1.3 as a pre-condition) and bringing all National Schools under provincial administration.

1.11 Ensuring that all 646 1AB schools are equipped with laboratories etc. to provide GCE

A/L Science and Technology subjects and are provided with the right kind of teachers by 2009.

1.12 Getting 1AB schools to assess and estimate the number of students to be admitted to Grade 6 and continue on to Grade 11 and 13 using the additional space added due to the de-linking of the primary sections.

1.13 Developing Criteria of Student Admission to 1AB schools using National Assessment Test Results, proximity, School Zones and keeping the present quota set aside for the children of the past pupils of the school.

Issue: There is no satisfactory level of access to special education due to lack of an institutional systems in place at Provincial level to ensure all severely disabled children to be enrolled.

Objective: Provide access to special education to all needy children, including the severely disabled children of the compulsory education age by 2015.

110. **Inclusive Education:** Educational opportunities for students with special learning disabilities are scarce. Although the *inclusive education policy* is in place the quality of services needs to be improved. The opportunities available for the severely disabled children, particularly in some of the provinces, are insufficient. Hence, special education programmes and institutions need to be developed to provide access to education for children with special learning needs. Although the inclusive policy is adopted most schools do not have the basic physical facilities for such an inclusion. The school improvement interventions must include these physical changes in the physical facilities as an important item of concern. All school construction and renovation plans, new construction of additional school buildings, construction of new schools and renovations, must include access facilities to children with special needs. The distribution of currently established institutions does not come under the purview of the present Provincial Council system. Therefore, it is necessary for the Provincial Councils to carry out a needs-assessment study and develop a cost effective institutional system, taking into consideration the available national level institutions now catering to all severely disabled children of all communities without any bar on geographical or administrative boundaries.

111. **Types of Accommodation:** At present there are three types of service delivery methods for children with special educational needs in the country. They are:

- Residential Special Schools.
- Integrated Units in regular schools; and
- Main streaming.

112. Integrated units and mainstreaming are operating in regular schools. The next step planned to be implemented is the full inclusion of children

**Table 3.1-5: Number and Categories of Children Receiving Special Education in Schools by Province**

No	Province	Blind		Visually Impaired		Deaf		Hearing Impaired		Mentally Retarded		Down Syndrome		Autistic		Hyperactive		Multi Handicapped		Epileptic		Learning difficulties		Total		Total under inclusion	
		F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M
1	Western	2	14	98	124	25	38	302	299	306	426	171	141	37	31	26	55	56	75	17	17	90	95	1130	1315	174	166
2	Sabangamuwa	10	9	15	22	37	51	49	53	140	161	31	28	3	2	6	10	26	31	6	7	84	126	407	500	98	123
3	Central	11	18	334	344	89	142	180	166	347	376	53	62	12	14	50	73	135	129	56	67	858	881	2125	2272	597	641
4	Southern	0	0	81	82	1	2	20	16	49	27	0	0	0	0	0	0	31	21	13	7	0	0	195	155	0	0
5	North Central	12	8	23	27	39	33	30	45	75	81	36	31	1	1	2	7	7	12	10	8	65	58	300	311	107	125
6	North East	4	4	371	385	23	23	44	48	43	64	14	15	7	6	12	13	12	15	37	30	573	566	1145	1169	192	397
7	North Western	8	9	145	176	17	38	220	218	222	230	50	60	3	3	9	19	3	12	0	0	236	265	913	1030	166	192
8	Uva	19	37	419	326	133	139	108	140	280	236	33	24	6	4	32	26	49	79	12	11	944	868	2035	1890	235	240
9	Total	66	99	1486	1486	364	466	953	985	1462	1601	388	361	69	61	137	203	319	374	151	147	2855	2839	8250	8642	1569	1884

Source: MoE, Special Education Branch, (2005)



with special education needs in regular schools. **Table 3-1-4** indicates the number of special schools and regular schools and the number of teachers in those schools.

113. **Table 3.1-5** indicates the number and categories of children receiving special education in schools, in special schools and in regular schools by province.

Table 3.1-5: Number and Categories of Children Receiving Special Education in Schools by Province

114. **Present Provisions:** At present special education provision has been extended to the blind and visually impaired, the deaf and hearing impaired, the mentally retarded, the physically handicapped children with learning difficulties and the multi-handicapped. There are exceptionally talented children who are impaired in some way and those children do well if they are given special treatment in specialized institutions. According to the latest statistics altogether there are 16,892 children with disabilities and other types of handicapping conditions receiving special education.

115. Currently, the education system provides special education services through approximately 850 special education units in government schools (about 930 teachers, and 9,260 students) and 25 assisted special schools (around 425 teachers and 2,790 students). The provision of education programmes along with regular students in standard classrooms is being explored as part of an inclusive education approach.

116. It is conservatively estimated that at least 20 percent of children of school going age are with special education needs. However there had not been a systematic study to assess the actual number with special education needs. The special education provision has been so far extended to only 3 percent of the grossly estimated number.

117. **Identification of Special Education Children:** Identification of children with special education needs both in schools and in the community is a critical need to develop appropriate strategies. It is estimated that approximately 2 percent of children do not enter the formal school at year one level and it is very likely that this is due to severe disabilities. The children with severe disabilities who are currently not attending any school need specialized education. This problem appears to be acutely prevailing in under developed areas such as "estates".

With the declining family size and the well expanded public health care system, it is necessary for the MOE/Provincial Councils to estimate the numbers of severely disabled children in each division. Similarly, schools should identify the children with special education needs. It is also equally important to assess the type and degree of disability and their special education needs. MOE and Provincial councils need to work hand in hand with the Public Health Nurses (PHNs) to identify such children at household level. It is important that MOE takes steps in consultation with experts to develop appropriate simple assessment instruments to identify such students in schools and the community. MOE is to develop a strategy of collecting information of the severely disabled children in each educational division. MOE in consultation with the Health Ministry and the Provincial councils intends to make use of the PHNs to collect household data of the severely disabled children.

118. Though Sri Lanka has some arrangements for the training of special education teachers, training of a larger number of teachers and resource persons required for the special education programme as it is expected to be expanded. In respect of this issue special attention needs to be focused on training of teachers and other resource persons particularly in the Northern and Eastern Province and the estate sector.

119. In the present context it is necessary to have (a) a national centre to develop all aspects of the special education programme and (b) Resource centers at Zonal level with provision of education equipment for children with disabilities.

The ESDFP will prioritize special education programmes to cater for children with special learning needs, especially visual impairment, hearing impairment, behavioural problems, multiple disabilities, learning disabilities and epilepsy. Further, ESDFP will also seek to include other categories of individuals who have special education needs. These would include gifted and talented children, street and working children, and child combatants. The wide variance of school-aged children and youth with special education needs makes the identification, classification and development of this area particularly challenging.

#### **The Proposed Strategies to Increase Access to Special Education:**

120. The following strategies and policy direction will be introduced to provide equitable access to children with special education needs.

1.14 Developing new strategies and instruments to identify children with special education needs.

1.15 In conjunction with the Public Health Nurses and the Grama Seva Officials, MOE/Provincial Councils enlisting of all disabled and children with special needs by province by 2008.

1.16 Carry out a Needs Assessment Study at school and divisional level to assess the special education requirements by medium of instruction.

1.17 Strengthening and/or establishing a National Centre and a Provincial Centre for Special Education.

1.18 Mobilize public and private sector resources and entrepreneurship to enhance the capacity of the existing institutions and motivate each provincial council to establish special education institutions where there is none through public-private sector partnership.

1.19 Conducting regular surveys to identify children with special education needs.

1.20 Conducting periodic education camps for children with special education needs and their parents and creating awareness among parents and the general public on special education needs.

1.21 Updating the syllabus/modules for special education programmes and producing new syllabi/modules where needed.

1.22 In consultation with The Faculties of Education of the University of Colombo and the Open University of Sri Lanka and the National Institute of Education communicating Special Education Programme to continue professional development of special education teachers; and training regular teachers in inclusive education.

1.23 All school improvement interventions, all new schools, additional buildings and renovations must adhere to the inclusive education policy requirements.

*Issue: The large number of students leaving school at different stages of the school system is not directed to other programmes aimed at national development. Also there is no system for the out of school children of the schooling age to have a second chance to achieve basic education.*

### **Objectives:**

(a). *Provide Career Guidance to potential school leavers and link school leavers with public and private sector labour force development/vocational and skill development programmes to enable them find further prospects towards employment.*

(b). *Provide Non-Formal Education opportunities for the out of school youth of the schooling age to have basic education and develop entrepreneurship and vocational skills by 2015.*

121. Non-Formal Education (NFE) initiatives of the government could be traced to early 1970s and NFE Branch was started in 1976. Then NFE offered vocational training courses in some schools after school hours, Adult Education Programmes, Weekend English Courses for Adults and Literacy Courses for children of school going age who were out of schools. However, the NFE programme never expanded due to the high performance of the formal sector. The school dropouts were much less when compared with any other country in the region.

122. **Compulsory Education Committees:** The main focus of the 1997 educational reforms was to entrust to the Government the responsibility of providing education for all children of the school going age. For this purpose Compulsory Education Regulations were published by the Gazette Extra Ordinary Notification No.1003/5 dated 25 November 1997. The intention was to provide facilities for every child of in the age group of 5-14 years to obtain education in schools or through suitable NFE programmes. In accordance with this Gazette Notification, approximately 8,500 Committees were established and implemented as Children's Attendance Committees and Committees for Monitoring the Attendance of Children to Schools which covered every Grama Niladhari Division and every Divisional Secretary area. Concurrent with this, an island wide survey was conducted jointly by the NFE Branch of the MoE and the Provincial Departments of Education, to identify the children who are required to attend school but are not doing so. As a result of this survey it was possible to identify approximately 67,000 children and the reasons for their not attending school. It was decided to provide education to the identified children through the formal schools and through the NFE Centres under the direction of the NFE Branch. By 2005, approximately 97 percent of these children got enrolled in grade one, NFE will continue to work with these out of school children. However the need for such programmes will diminish when the proposed divisional level planning is strengthened.

123. **Parental Education to Address School Related Issues:** The School-Student- Parent triangular relationship has been identified in recent years as one of the primary factors of achieving a sound system of schooling. The dropout during the primary education phase is less than 5 percent, and dropout at Junior Secondary phase Grade 6 -9 is around 17 percent. MOE will make all efforts through the proposed reforms to *zero-in on school dropout by strengthening the parental education and school level conferencing with parents. The non-formal education activities will be geared to develop this social-mobilization process. Zonal/ Divisional office in consultation with the Samurdhi Officer and the Divisional Secretariat will monitor education subsidies and Samurdhi assistance to ensure that 'no-child is left-out' without completing compulsory education and Divisional Director and Project Assistants newly assigned to Divisional Offices will be held accountable for any dropouts.*

124. **Career Guidance to Potential School Leavers:** Having a population with 92 percent literate, 66 percent with secondary education the main task of NFE will not be providing literacy classes to the 8 percent adults, particularly Senior Adults, who are semi-literate. The pressing need in Sri Lanka is to provide some vocational guidance to the large numbers leaving the school system either after completion of 9 years of the compulsory education phase or after sitting GCE O/L) and GCE (A/L) examinations. They leave without a recognizable level of orientation to the world of work. Due to the bifurcation of the education ministry the vocational education and skill development programmes are now under different ministries. These used to be under the Ministry of Education. There is no direct link or inter-ministerial coordination mechanism in place to guide school leavers to the vocational skill development programmes. Although Sri Lanka has a widely spread apprenticeship training system with three national level institutes, five regional centers and 52 vocational centers, it absorbs only about 10,000 trainees and its expansion is slowed down due to not having enough candidates. There are 31 Vocational Training Colleges underutilized. There are many other public and private sector skill development programmes where the school leavers can be linked. Many such programmes are short targeted training courses. NFE and Provincial Councils can request such service providers and facilitate further expansion. The MOE/NFE will introduce the school leavers through career guidance programmes with on-going employable skill development programmes. With the introduction of the opening economy in 1977, the growth of the foreign employment opportunities and expansion of the Free Trade Zones, the demand for technical training increased, but the formal education system could not imple-

ment some of the proposed programmes. This gap was filled mostly by the private sector and NGOs responding to these needs. In most of the South Asian countries alternative education spread well because of the high dropout rates, poor completion rates and majority of the students leaving formal school without continuing on to secondary school. Sri Lanka having relatively a healthy system of education with low dropouts, high completion rates and over 83 percent continuity into secondary school, paid less attention to the vocational skill development aspects of education. What Sri Lanka requires is a good career guidance service to school leavers. NFE will target this activity and a system will be established to link them with expanding human resource development interventions in public and private sectors.

125. **Second Chance for Basic Education;** Education opportunities are limited for adolescents who have either never enrolled in school or dropped out before completing basic education. This is an important social group for whom the system of non-formal education needs to be strengthened. The activities now carried out by MOE are largely to provide a second chance for the out of school children, yet it is important to address the issue of development of entrepreneurship and vocational skills of these adolescents who are ready to join the labour market. Therefore the focus of NFE programmes will be more on labour force development initiatives through public and private sector providers.

126. **Parental Education Programmes:** Further, Non-Formal Education interventions are needed to provide parental education programmes, particularly in the rural school divisions to ensure full participation of their children in the compulsory education phase and also to enhance parental awareness on the basic requirements for academic success of their children, possibilities for vocational skill development, programmes for their children and communicate policy changes and perspectives of education to parents to support their children's enrichment. The same programme can be combined with the on-going health sector and other development programmes to make parental education useful to them and the children.

127. **Revive Compulsory Education Committees:** The present mechanisms that are in place with 8,500 committees established as per Gazette Extra Ordinary Notification No.1003/5 dated 25 November 1997 should be reviewed and activated and offer parental education programmes (a) to support and ensure full participation of under 14 children in formal schools (b) identify out of school children with disabilities and others (c) enhance awareness about

vocational training possibilities for their children who have or who will leave school after compulsory phase of education. In consultation with the provincial authorities these committees can be revived under 'Samurdhi Programme' or any other development programme to keep these alive to address education and its peripheral issues such as school health, nutrition, sanitation, potable water, maintenance, identification of special need children, school dropouts, non-governmental programmes etc. Education is an inter-sectoral activity and will not function successfully in isolation of other development interventions, particularly in the rural and estate sectors.

### **Present NFE Programmes:**

128. *Project Assistants and Job Description:* There are 200 Project Assistants attached to the NFE programmes and they operate at the Zonal level but carrying out most of the functions at divisional level. Another 124 from amongst the newly appointed graduates, with their consent, will be re-deployed to Divisions as Project Assistants to ensure that every division has a Project Assistant and eventually to train them in Divisional level planning and monitoring of school activities. All Project Assistants are university graduates and they hold non-teaching positions. They organize the following NFE programmes in the divisions, not necessarily all but where there is need and opportunity for NFE activities. In view of the proposed policy directions MOE/NFE will re-deploy these Project Assistants to the Provincial Council administration and deploy at Divisional level attached to the Educational Divisional office or the Divisional Secretariat with a revised job description in view of the ESDFP activities. A career path for the Project Assistants will be reviewed by HRD taking qualifications, professional requirements and the expected job descriptions and on-the-performance into account.

#### **(a) Basic Literacy Classes and Functional Activity Based Literacy Classes**

These classes assist all those who do not have facilities to obtain basic literacy, and provide functional literacy as well when required. When children of compulsory education age attend these classes, they are helped to enter formal education once they attain basic literacy. Classes are open to adults as well, who do not have basic literacy. There are 495 centers providing basic literacy to about 11,000 enrollees. More than 50 percent of the centres are located in the high participation areas such as the Western and Southern Provinces.

#### **(b) Income Generating Programmes**

These are conducted to assist school leavers and other adults to enable them to enter the world of work and over 1,700 income generating programmes have been offered and over 37,000 school leavers have been benefited.

#### **(c) Interest Programmes**

These are short term (2 - 3 months) Programmes for school leavers and other adults, especially housewives. These help them to gain higher-level skills in areas they are interested, such as dress making, flower arrangements and painting. Tables 3.7 and 3.8 provide more information on these programmes. Over 450 programmes have been conducted and over 10,000 have participated.

#### **(d) Community Learning Centres**

There are 111 centres organized and run by the community for community development purposes and over 12,000 have participated by 2004. Skills are developed so that the members of the community can improve the quality of life.

#### **(e) Programmes for street children**

These are run with the assistance of the government as well as non-governmental organizations. A UNICEF survey has revealed that there are over 8,000 children on the streets. Most of them are in urban areas. At present centers for such children are established in Bandarawela, Ratnapura, Kollupitiya and Kataragama. Centres in Kataragama and Ratnapura are residential. After initial basic programmes children are admitted to nearby government schools. Children are provided with opportunities to improve literacy as well as vocational skills.

#### **(f) The Open School**

The NIE has taken action to introduce an "Open School" which is to be implemented using NFE strategies. The Open School will provide opportunities for persons who obtain basic literacy and pre-vocational training to receive recognized certificates. However, the Open School will not turn into another formal school and it will maintain its expectation as an open learning system.

### **The Proposed Strategies to Provide Alternative Education to School Leavers and Out of School Children:**

129. The following strategic and policy directions and actions will ensure access to education for all out of school children of compulsory schooling age and direct the school

leavers to the world of work through labour force development initiatives of the public and private sectors.

1.24 Guidance and Counselling Unit / MOE to develop a plan of action to introduce Career guidance to all students at Grade 9, 11 and 13 by 2010 to enlighten them on vocational and skill development programmes and career prospects.

1.25 NFE/MOE to develop a consultative process with public and private sector vocational and labour force development institutions and programmes and establish formal linkages with education and vocational training system which is lacking due to bifurcation of the ministries.

1.26 NFE/MOE to expand the consultative process and establishment of linkages with public and private sector labour force development initiatives to Provincial Council levels to strengthen the linkages to ensure school leavers finding placement in vocational programmes.

1.27 NFE/MOE in consultation with the Provincial Councils to have school level presentations on vocational training opportunities for school leavers in the public and private sector to enhance awareness.

1.28 MOE through linkages with Public and Private sector labour force development authorities to circulate such important notices such as recruitment to Apprenticeship Training, Vocational Programmes etc. to all schools with Grade 9, 11 and 13 classes.

1.29 MOE/NFE to promote Non-Formal Edu-

cation programmes at Zonal/Divisional level through a consultative process with Provincial Councils and National and International N G O s for the out of school youth and the School leavers to develop entrepreneurship skills, Self-employment opportunities and vocational skills by 2015.

1.30 NFE to continue to work on *Basic Literacy Classes and Functional Activity Based Literacy Classes and Programmes for street children to provide them with a second chance for education.*

*However, in consultation with Provincial Council handover the on-going community development work ,income generating work and interest programmes to either 'Samurdhi' Officers or any other more suitable department officials of the Provincial Council, and NFE and NIE to work together in implementing the Open Schools.*

1.31 MOE and Provincial Councils to carryout divisional level parental education programmes through the 8,500 established committees to ensure 100% participation of their children in compulsory phase of education, identification of disabled children and out of school children and enhance awareness of possible vocational training programmes for them when they leave school.

1.32 The Project Assistants will be redeployed to Divisional Office with a new job description based on the above proposed NFE strategies and other proposed divisional level planning activities. The additional required number of Project Officers to Divisional Officers will be re-deployed from the recent recruited graduates. MOE will make arrangements for the training of Divisional Directors and the Project Assistants under the Zonal Planning Officer and the Zonal Technical Team. MOE will also assess possibilities of developing a career path for the Project Assistants.



*Issue: Education subsidy allocation is not sufficiently directed to the deserving children in the lower income deciles, on the contrary subsidies are also given to children in the 30 percent every high income deciles.*

*Objective: Education subsidy allocation to be rationalized to enhance subsidies for the children of the lower income deciles.*

130. **Budget for Subsidie::** The MoE each year allocates 10 percent of its budget to implement the policies such as scholarships for the selected eligible students, free textbooks for all, and free uniform-material for all, spectacles for needy students, free season tickets for transport for all and nutrition programme for selected students. The current budget for subsidies is Rs 3.435 billion. The **Table 3-1-6** provides the programme wise allocations in year 2006 and also its coverage.

132. **Grade 5 Scholarship Bursaries:** Scholarship examination is annually held for Grade five students and approximately 330,000 students appear for the test.

Subsidy Programme	Coverage	Annual Allocation Rs'000	Cumulative Allocation Rs '000
Free Textbooks	For all	1,150,000	1,150,000
Bursaries/Scholarships	Targeted	275,000	1,425,000
School Nutrition	Targeted	500,000	1,925,000
Supply of Spectacles	Targeted	330	1,925,330
School Season Tickets	For All	250,000	2,175,330
School Uniforms	For All	1,260,000	3,435,330

131. **Coverage and Targeting:** Although these programmes are to ensure equity and promote access and participation in education, with the increased incomes and the prevailing vast disparity between the high and low income brackets government will reanalyze how best this allocation be used to enhance subsidies to the students who belong to the lower income deciles. The 30 percent of population receiving 69 percent of the GNP or a monthly household income of nearly Rs 100,000/2 too are benefited from the subsidies as it is given to all children, particularly the textbooks, uniform material and season tickets. The nutrition programme and scholarship/bursaries are targeted to the lower income group.

This is one of the equity measures introduced and carried out for some time giving the opportunity for gifted primary school students to have access to better schools. The passing students are eligible to seek entrance to better schools and placement is based on established criteria. Based on the results and the family incomes, government awards 10,000 scholarships to the students having higher scores and also who are eligible under low family income criteria. The scholarship holder can maintain the scholarship until the end of Senior Secondary education at Grade 13. The cumulative number of students now holding Grade 5 scholarship at grade levels adds up to 77,778. Each scholarship holder receives Rs. 5,000/ a year in monthly payments of Rs 500/. Scholarship scheme provides an opportunity for

access to better schools for the grade five students of all primary schools and the bursaries are targeted to bring equity to lower income group. The year 2006 allocation for bursaries estimated Rs 275 million. This will continue to increase because the number of bursaries has now increased to 10,000 a year.

133. **Free-Textbooks:** Government provides free textbooks to all students from Grade 1 – 11. There are 70 titles in the primary school curriculum and 7.34 million books are printed and distributed to all primary school children annually. There are 253 titles for Grade 6 – 11 students and government provides 21.32 million books annually for the Grade 6 – 11 students and it is expected that the 33 percent of the used books of the previous year will be re-used. The total subsidy for textbooks now amounts to Rs 1,165 million per year. The textbook subsidy reaches all households including the private schools and high income households.

134. **School Nutrition:** Students of Grade 1 and 2 in approximately 8,023 schools are covered by the nutrition programmes. The larger number 6,454 schools are supported with the government subsidy, The World Food Programme supports 1,378 schools and the Provincial Councils support 191 schools. Programme targets the school children in difficult areas, children of the marginalized families and the schools where over 30 percent of the students are malnourished. The allocations are based on Rs. 15/ per child basis and Rs. 500 million are allocated by MOE.

135. **Supply of Spectacles:** The needy students of the selected schools are provided with spectacles on request. This is a targeted programme and approximately Rs. 330,000 are allocated annually.

136. **School Season Tickets:** This is a price subsidy paid to the service providers and currently estimated as Rs. 250 million. MOE will reexamine this item in view of the school admission criteria because most of the students are admitted to schools from the nearest homes and therefore the need for season tickets has to be assessed through the school administration because this is not a targeted subsidy that addresses inequity. However, when Grade six placements of students to 1AB schools are done through the National Assessment as proposed, the subsidy will be needed and will be rationalized to ensure equitable access.

137. **School Uniforms:** Rs. 1,260million are allocated to this subsidy and is the largest subsidy of all items and is not targeted to bring equity. The cost includes cutting, packeting and distribution to

schools. Rs. 4/ is paid for cutting and packeting a piece of material. Distribution cost is high. There is no need of this subsidy for the students coming from the high income category. Therefore, the subsidy needs to be rationalized. Government will assess the possibility of doubling the subsidy to the neediest children in the lowest 40 percent of the population.

138. **Targeting:** The most important concern is that these programmes need to be targeted to the 70 percent of the children who belong to the lower income category. Some subsidies such as school uniforms have to be doubled and must be for needy children of the lowest 40 percent of the income deciles should get it. Currently even the children in the private schools get free textbooks. However, targeting of subsidies is a difficult procedure. That is one reason why these programmes had been for all. On the other hand if it is given to all children that does not address the issue of equity. Therefore, the Criteria of Selection or targeting has to be carefully developed.

139. **Criteria of Targeting:** In developing specific criteria for the selection of schools for subsidies the following general criteria will be considered. Yet there is no system in place and MOE will assess and evaluate all possible options to have criteria that allow enhancing subsidies to the bottom 30 percent, keeping the present subsidies to the middle 40 percent and take some subsidies away from the high income 30 percent.

1. Schools will be targeted and not the students. It is unethical to target students and also that can lead to other psychological problems. Therefore, deserving schools will be targeted for the subsidies.

2. Criteria of identifying schools for subsidies will consider the location of the schools. Schools located in high poverty areas including the urban pockets will be selected in consultation with the Samurdhi programmes and other poverty ratings of World Food Programme etc.

3. For the withdrawal of subsidies from about 30 percent of the higher income bracket, the following criteria will be evaluated. However, a declaration will be taken from the parents of children who are in reputed schools / 1AB schools whether their children still need subsidies. The size of the school will be considered as one of the criteria for stopping subsidies because the larger schools are now catering more to the children of the high income bracket. This will also help to bring down the school size to a manageable size and increase the

student numbers in smaller schools.

4. Subsidies will be enhanced to all Type two and Type three schools. The total enrollment in 2 Schools is 1.1 million and enrollment in Type three schools is only 340,000. The type 2 and 3 together amount to 1.4 million students and are likely to fall in the lowest 30 percent in the income deciles and deserve to get two sets of school uniforms and extra nutrition. This will ensure the functioning of the smaller schools attracting more students. Schools having a large number of students will not require the same level of subsidy. There are 165 schools with over 2,500 students, and another 469 schools with 1,000 -2,500 students. The 646 1AB schools have 1.3 million or 31.6 percent of the students. Of the current system of grade 1 admission the 1AB schools enroll 22 percent (60,000) of the total enrolment of 300,000. These will be further assessed and evaluated through consultations with relevant experts and departments.

5. Under any circumstances, the students now holding bursary subsidy will continue to receive all subsidies uninterrupted regardless of the school where he or she is studying.

### **Proposed Strategies to Rationalize Education Subsidies to Address Inequities:**

140. Therefore the following policy directions will be adopted:

1.33. Beginning from January 2007 the private school students now receiving free textbooks and school uniforms will not receive these services free. Arrangements will be made for the textbooks to be directly purchased from the Publication Department.

1.34 MOE will assess and establish criteria of identifying schools that are catering to the children of the high income category. Free textbooks, and free school uniforms will be stopped to the students of those schools and arrangements will be made for the schools to purchase these through the nearest service provider. However, a declaration from the parents will be taken before withdrawal and any parent declaring that their child need the subsidies will continue to receive it provided the necessity is justified.

1.35 All students holding scholarship examination based bursaries and studying at any school will continue to receive all free education

benefits. The actual cost of textbooks and school uniforms will be added to the December bursary payment. Season ticket subsidy will be added to the monthly bursary payment.

1.36 Considering the high operational cost of cutting, packeting and distribution of school uniforms, children of all selected schools will be issued a voucher for the entitled value and will be allowed to buy the prescribed uniform material or prescribed readymadegarments from any open market. The students in Type 2 and Type 3 schools will receive two vouchers for two sets of uniforms.

1.37 Additional subsidies will be directed to Divisions to ensure 95 percent completion of compulsory education. The Divisional Director's and Project Assistant's job descriptions are to be revised with these additions. The divisional office in consultation with the Samurdhi Officer, Gram Seva Officer, Public Health Nurse and the other relevant officers attached to the Divisional Secretariat will identify the schools catering to the lowest 30 percent income category to enhance subsidies to ensure that every child is admitted and continued in school till the completion of compulsory education at grade 9. It is expected that no-child is dropped out due to economic hardships.

1.38 Bursaries will be provided to students if a student is transferred to a better school from an isolated school or a small school under rationalization to enable the student to continue on to Grade 9. The 44,800 students in schools with less than 50 students as per School Census of 2005 are the only ones who will be eligible to receive these bursaries under rationalization. The 80 percent monthly minimum school attendance criteria will be applied to receive monthly bursary payment.



## **THEME TWO:**

### **Enhancing the Quality, Economic Impact and Social Relevance of Basic and Secondary Education by Supporting Initiatives to Improve Learning Outcomes and Orient the Education System to the World of Work**

#### **Issues on Theme Two:**

1. The relevance of the school curriculum is low in meeting with the demands of the 21<sup>st</sup> century and the global economy.

2. There is an obviously significant disparity in the level of academic achievement amongst the provinces at primary and Junior Secondary levels.

3. There is inequity in deployment of teachers; there are more teachers in some schools while severe shortage of teachers exist in some other schools; there is an excess of teachers for some subjects and there is a deficit of teachers for some other subjects.

4. The leadership is poor at all levels of education system due to not following the established procedure for recruitment and promotion of personnel to managerial levels, including school Headteachers and Principals.

5. Teacher recruitment is supply driven and adds to wastage with over supply of teachers for certain subjects while there is a deficit of teachers for more demanding subjects. Teacher motivation is low due to lack of opportunities for professional advancement and an objective career path.

6. There is too much of dominance on lower level cognitive skills in the curriculum. Teaching, learning and assessments are more oriented to lower level cognitive learning.

7. In the recent years the supply of textbooks has not been efficient and there had been delays in providing books to schools and students at the beginning of the school year. Also there were gaps between the teacher guides and the textbooks. Conformity of teacher guides, textbooks and syllabi are important to avoid confusions in classroom.

8. In view of the current on-going civil conflict and ethnic segregation more emphasis should be placed on promoting values, ethics, civic consciousness and social cohesion in schools.

#### **Objectives of Theme Two:**

1. Increase relevance of curriculum to future requirements and to higher order abilities through curriculum and examination reforms.

2. Reduce disparity in achievement levels through divisional and school level planning and allocation of resources to divisions.

I. Introduce divisional level teacher recruitment and deployment to ensure availability of the required teachers to all schools.

II. Ensure efficient school leadership by appointing school principals through correct procedures and filling up of all vacant positions at all levels on a regular annual fixture to provide managerial leadership and providing them with regular training at Staff College.

III. Establish an annual assessment system of all schools at Grade 5 and Grade 8 to establish performance profiles for schools and divisions to monitor learning by enhancing resources and divisional level planning to promote student learning at all levels.

3. Ensure teacher effectiveness at school level by introducing on-site school based training and further professional training.

4. Reorganize the National Colleges of Education to serve as demand driven training institutes.

5. Reform Examination System and enhance the capacity of the Department of Examinations (DOE) to handle O/L and A/L examination to assess higher order learning abilities and also to introduce Formative Tests at Grade 5 and 8 as National Assessment to provide direct assistance to students and schools to reach minimum standards.

6. Ensure that high standards are adhered

to in the preparation of textbooks, teacher's guides and other teaching learning materials and are provided to schools before the new school year begins.

7. Promoting values, ethics, civic consciousness and social cohesion in schools.

### **Strategy Formulation for Theme Two:**

*Issue: The Relevance of The School Curriculum is Low in Meeting with the Demands of The 21<sup>st</sup> Century and the Global Economy.*

*Objective: Increase Relevance of Curriculum to Future Requirements and to Higher Order Abilities through Curriculum and Examination Reforms.*

141. *Quality of Education:* Quality of education is an outcome of many interactive factors. It needs sound management of all factors affecting learning. In a centralized unitary system of learning such as that prevalent in Sri Lanka, the curriculum, the instructional system and assessment play the major role in shaping learning behaviours of the student. However, due to the long prevailing inequities in the delivery of education and lack of opportunities for all passing students to continue on to the desired next stage of education, an undesirable level of competition and coaching for examinations has crept into the formal education system. The high examination oriented student behaviour is hindering the expected total development of the child and has created too much of an academic bias. Therefore, measures are needed to change the curriculum, instructional system and examinations to more school based participatory learning and make the examination to test higher order skills with multiple abilities than present memory based testing.

142. *Quality is viewed more as an academic achievement.* Quality of education depends on several factors such as student's level of participation, teacher competence and the degree of commitment to teaching, school leadership, quality spaces and inputs such as laboratories, libraries, text books and other teaching learning material, social climate, community support, improved curricular and examination system. Current policy objectives of the government under this theme are to improve learning outcomes by promoting the development of generic skills such as creativity, communication, problem solving and decision making, as well as non-cognitive achievements such as team work, adaptability, initiative, responsibility and leadership. Sev-

eral innovative and new education policy development initiatives, such as teacher deployment, performance monitoring, school level planning, teacher development and the examination and testing system, will be the focal points under ESDFP.

143. *Secondary School Curriculum:* The primary school curriculum has been reformed and there is a high level of acceptance of its relevance. There are a number of problems associated with the secondary school curriculum and the prevailing system of examinations has not allowed learning to be either interesting or enjoyable to our children. In addition to the prominently observed content overload and teacher-centered approaches for imparting the content, the piecemeal approach adopted for curriculum development, compartmentalization of learning by subjects and level of education and uncoordinated implementation support extended by important functional areas such as teacher education, management development and educational publications have failed to prepare the child for a fuller life.

144. *Developments:* School-based assessments introduced in the last reform to minimize negative effects of learning and teaching what is examinable at sit-in summative tests have also not yet reached the expected targets. Feedback received, from the hierarchy through its monitoring and evaluation activities and the agencies responsible for research and development, is also found inadequate to make informed curriculum decisions for the future. Moreover, the public, unaware of new trends in education has not supported the new strategies introduced for learning, teaching and evaluation. All this has not allowed the goals set out for education to be achieved in full to produce youth who can contribute successfully to nation building.

145. *Question of Relevance:* The relevance of the secondary school curriculum has to be reviewed from time to time, enhancing the quality, economic impact and social relevance of basic and secondary education by supporting initiatives to improve learning outcomes and orient the education system to the world of work. The Secondary School Modernization Project with Asian Development Bank assistance is reforming the curriculum laying a greater emphasis on higher order learning competencies and enhancing the facilities for G.C.E A/L studies.

146. *The secondary school curriculum* also suffers from the following:

- Ad-hoc curriculum decision made in the absence of adequate empirical evidence.
- Over emphasis of lower order mental skills, that can be tested at sit in examinations.
- Traditional approaches for imparting the content that is not in line with the needs of the Information Age.
- Difficulty of coping with the mechanisms made available for SBA
- Incomplete practical learning due to inadequate attention paid to establish horizontal and vertical links across the content covered by different subjects of the same grade and different grade levels.
- Weak implementation support particularly in relation to instructional leadership.

147. **Considering the main problems mentioned above, this first curriculum reform in the new millennium intends:**

To make a conscious effort to move away from the current practice of retaining the known, learning the predetermined and conserving what is, to pay a *concerted effort to develop higher order skills that are much needed to revise the known, explore the undetermined and construct what might be.*

*To introduce a curriculum approach that better reflects modern international trends in curriculum practice, effectively disseminate curriculum goals, values and aims to stakeholders, and provide strong implementation support for curriculum reforms to schools. Introduce a rational and modern curriculum for grades 1 to 13 with systematic links between curricula developed for primary, secondary and senior secondary cycles.*

2.3 *To have a high degree of vertical integration of the curriculum, so that systematic links and a seamless transition across the major school cycles, primary (Grades 1-5), junior (Grades 6-9), GCE OL Grades*



(10-11) and GCE AL (Grades 12-13), is established. A serious limitation that is faced with the GCE A/L curriculum is that it is tied up with university education entry requirements and that suppresses the improving relevance to the world of work and real life. Eventually the universities need to find a different selection mechanism like in other developed countries than totally depending on the GCE A/L results. Curriculum reform activities will include the formulation of a vision and guidelines to assist future curriculum development, revising the number, content, organization and time allocation of existing subjects, introducing new subjects, enabling cross-curricula themes, and facilitating the transformation role of the teacher.

2.4 *The curriculum reform programme will pay attention to subject content as concepts, rules, and principles, meta-cognitive and self-regulating skills involving planning and monitoring, and non-cognitive factors such as motivation and perceived self-efficiency. The desired learning outcomes in each grade will be outlined according to the curriculum framework above, and communicated to teachers and principals, so that schools can plan and deliver their teaching and learning activities to achieve the curriculum goals. The implementation of the Grade 6 – 9 curriculum has already started in 2006.*

2.5 *Develop support systems and models that facilitate curriculum implementation at school level. Support to schools to implement modernized curricula will include guiding teachers to engage in multi-level teaching, adopt constructivist and co-operative learning practices in classrooms, plan instruction with awareness of horizontal and vertical subject links, facilitate computer assisted learning, and develop the instructional leadership role of the school principal. In addition, new curriculum material will be disseminated through print and electronic media, and in-service advisors at provincial and zonal level trained to assist schoolteachers and principals to introduce and establish the new curriculum initiatives in the school system. Schools are encouraged to utilize the electronic media in addition to teacher dominated teaching. Schools should encourage students to listen to radio and television programmes to enhance learning. NIE will make a concerted effort to utilize digital and electronic media to close the gap that exists due to shortage of qualified teachers and use the able excellent teachers to teach all children using electronic media.*

2.6 *All 1AB and 1C schools will be equipped to provide Information Technology to all students in Grade 10 – 13 by 2010, and all students in Type 2 and 3 schools will have the IT learning*

facilities by 2015. Since there is a delay and constraints such as shortage of teachers, of introducing IT teaching in all schools, MOE will authorize schools to procure private sector service providing institutes for

*such services in a transparent manner to provide IT education to all children and such arrangements should be procured by school and notify the respective local education authorities. MOE will issue guidelines to this effect by 2007.*

2.7 *In order to meet with the current demand for English medium education government will develop a center of excellence for training of English teachers and all 17 Colleges of Education will be linked with this centre at Peradeniya. In the meantime schools having teachers to teach in English medium will be allowed to adopt bilingual instructional practice to offer some of the subjects in English in Grades 6 and above, if the school can ensure the availability of competent teachers to teach some subjects in English medium at Grade 6 – 13. Those students learning under a bilingual scheme will appear for the subjects at GCE O/L or A/L examination in the same language that the child received bilingual instruction. This policy applies only to the secondary education level.*

2.8 NIE will assess the possibility of introducing a semester-based-curriculum than a year-based-curriculum to have a wider flexibility for diversification of secondary education beyond Grade 9.

*Issues: There is obvious significant disparity in the level of Teacher Deployment contributing to low academic achievement in students at primary and Junior Secondary levels.*

*There is inequity in deployment of teachers, there are more teachers in some school and less teachers in some other schools; there is excess of teachers for some subjects and deficit of teachers for some other subjects.*

**Objective: Reduce disparity in achievement levels through divisional and school level planning and allocation of resources to divisions.**

148. **Learning Disparity:** There is a significant level of disparity in learning across the provinces. The actual disparity is even greater if a more in-depth analysis of the rural schools is done. Although the World Bank report (2005) states that there is better equity of public spending on primary education a study by National Education and Research Cen-

ter (NEREC, 2003) of the learning outcomes of grade four students in Sinhalese, Mathematics Source – NEREC - 2003 and English show significant disparities amongst the provinces. The disparity amongst schools could be even more severe though there is no research evidence to illustrate this.

149. *Disparity at Primary, Secondary Levels:* The **Table 3-2-1** shows the disparity in achievement levels at Grade Four. The achievement level in any

Province	Sinhalese	Math	English
Western	51	52	20
Central	34	33	8
Southern	43	44	13
North Eastern	23	25	5
North Western	42	43	9
North Central	36	41	8
Uva	34	35	8
Sabaragamuwa	40	43	10
Sri Lanka	37	38	10

Source – NEREC - 2003

other province is significantly lower than the achievement level of the Western Province. **Table 3.2.2** shows the disparity in pass rates of the (O/L) candidates. It varies from 48 percent in the Western Province to 31 percent in Uva and North Central Provinces. When one candidate out of two passes the examination in the Western province, it is one candidate out of three passes the examination in Uva and North Central Provinces. The NEREC (2006) study assessing Grade 8 and 10 achievement scores illustrates that there are three levels in subject-wise performance and Western and North Western Provinces show relatively higher achievement than the other six provinces. Central and Uva Provinces show the lowest level of achievement and could be largely due to the Estate sector schools. The GCE A/L examination results (2003) show fewer disparities across provinces. However, only 44 percent qualify for university admissions and 57 percent pass three or more subjects. 10 percent fail in all subjects.

150. There is an undesirable level of disparity amongst the schools of the same category. The disparities amongst the 1AB schools are evident because only 450 schools out of 682 offer science, mathematics and technology at GCE A/L. There is much disparity amongst the 1C schools. Therefore, the parents are motivated to send their children to some

schools and not interested in sending their children to other schools because of the disparities. Though the World Bank reports that there is more equity in primary education it is only considering the participatory levels and not the real academic achievement. The reality is that the disparity amongst the primary schools is huge in academic achievement. Therefore, it is important to establish norms for all 1AB, 1C and Primary schools. The rationalization of schools and divisional level planning will be geared to establish these norms at every school.

Province	Percentage
Western	48
Central	32
Southern	37
North Eastern	32
North Western	38
North Central	31
Uva	31
Sabaragamuwa	34
Sri Lanka	37

Source – Department of Examination

151. *Factors Contributing to Learning Achievement Disparity:* Provincial disparity is due to many factors. However obvious inequities in the distribution of physical and human resources are seen as one of the important issues to be addressed. The following are the major contributing factors.

- I. Poor Deployment of Teachers.
- II. Poor leadership at school level, and
- III. Lack of early assessment of student learning and any remedial teaching arrangements at school level.

These inequities have a direct adverse impact on quality. Moreover, private coaching is another variable that operates side by side with school based education. Other than the disparities and the less examination oriented teaching-learning at school level, particularly in the urban areas the parents have got accustomed to send their children to private tutors to ensure their child's success at examinations. It has now created a vicious cycle within the school system. Schools do not compete with tuition, but facilitates their students attending private classes, particularly at G.C.E A/L. Reforms are needed to introduce measures to increase higher order skills in the curriculum, introduce school-based assess-

Table 3-2-3: Teacher Excess and Deficit by Province and Subject Area

No	Province	Teacher Requirement														Guide. & Counce.	PRIN CIPALS	TOTAL	
		1-5			3-5			6-11			12-13			Sectional Heads					
		Gen.	English	Sci/Maths	English	Others	Science	Art/Com.	Others	1-5	6-11	12-13	12-13	12-13					
1	Western	Available	9,155	1,660	4,765	2,343	8,702	989	2,525	394	433	867	268	129	1,169	33,399			
		approved	10,370	1,641	4,258	1,880	9,523	761	1,973	1,012	750	1,376	191	383	1,251	35,369			
		Excess/Deficit	-1,215	19	507	463	-821	228	552	-618	-317	-509	77	-254	-82	-1,970			
2	Central	Available	5,247	754	2,545	1,377	5,136	430	2,017	175	208	482	130	216	928	19,645			
		approved	4,695	1,016	2,236	1,031	4,926	301	1,441	603	216	678	94	194	933	18,364			
		Excess/Deficit	552	-262	309	346	210	129	576	-428	-8	-196	36	22	-5	1,281			
3	Southern	Available	6,485	1,093	3,259	1,693	6,665	646	2,032	247	196	307	87	225	987	23,922			
		approved	6,558	1,259	3,022	1,397	6,682	460	1,493	708	370	895	127	253	1,048	24,272			
		Excess/Deficit	-73	-166	237	296	-17	186	539	-461	-174	-588	-40	-28	-61	-350			
4	North east	Available	1,397	103	485	209	1,008	32	307	22	12	30	4	6	236	3,851			
		approved	1,253	267	533	274	1,154	36	220	96	35	127	14	38	308	4,355			
		Excess/Deficit	144	-164	-48	-65	-146	-4	87	-74	-23	-97	-10	-32	-72	-504			
5	North - Western	Available	6,403	1,036	2,636	1,340	5,887	348	1,619	561	288	452	111	165	1,071	21,917			
		approved	5,610	1,195	2,493	1,213	5,472	310	1,323	584	259	677	91	190	1,093	20,510			
		Excess/Deficit	793	-159	143	127	415	38	296	-23	29	-225	20	-25	-22	1,407			
6	North - Central	Available	3,644	474	1,443	612	3,012	145	688	97	117	209	30	86	709	11,266			
		approved	3,383	742	1,498	702	3,321	124	621	266	130	441	45	133	661	12,067			
		Excess/Deficit	261	-268	-55	-90	-309	21	67	-169	-13	-232	-15	-47	48	-801			
7	Uva	Available	3,673	482	1,588	747	3,351	196	880	133	186	242	83	91	636	12,288			
		approved	3,351	691	1,547	745	3,374	146	749	319	148	449	44	141	637	12,341			
		Excess/Deficit	322	-209	41	2	-23	50	131	-186	38	-207	39	-50	-1	-53			

No	Province	Teacher Requirement															
		1-5	3-5	6-11			12-13			Sectional Heads			Guide. & Counce.	PRIN CIPALS	TOTAL		
				Gen.	English	Sci/Maths	English	Others	Science	Art/Com.	Others	1-5				6-11	12-13
8	Sabaragamuwa	Available	4,737	763	2,205	1,094	3,823	341	1,663	147	184	341	55	93	882	16,328	
		approved	4,518	998	2,143	1,013	4,693	237	1,002	445	199	607	74	184	924	17,037	
		Excess/Deficit	219	-235	62	81	-870	104	661	-298	-15	-266	-19	-91	-42	-709	
	Sri Lanka	Available	40,741	6,365	18,926	9,415	37,584	3,127	11,731	1,776	1,624	2,930	768	1,011	6,618	142,616	
		approved	39,738	7,809	17,730	8,255	39,145	2,375	8,822	4,033	2,107	5,250	680	1,516	6,855	144,315	
		Excess/Deficit	1,003	-1,444	1,196	1,160	-1,561	752	2,909	-2,257	-483	2,320	88	-505	-237	-1,699	

ment, deploy teachers more effectively and strengthen school level supervision.

#### Disparity and Issues in Teacher Deployment:

152. The disparities in teacher deployment and availability are serious issues contributing to poor student learning that the education system is faced with. *The school based formal learning system rests more on the availability and quality of the teachers and their actual performance.* Though teachers are allocated to provinces there is no assurance of equal distribution to all schools. This has happened more since the handing over of education to Provincial Councils and the poor management of human resources at central level in the last decade.

153. **Firstly** the student numbers are declining and the number of teachers required is less. The required number will further decrease if the student number declines further. Therefore, the pupil-teacher ratio has lowered below the established norms: 26:1 for primary, 22:1 for Junior Secondary and 12:1 for Senior Secondary. The current average of 20:1 is even further dropped due to the recent recruitment of 17,000 university graduates as teachers. It is expected that when the teacher - pupil ratio is healthy and satisfactory learning will be better. This has not happened in Sri Lanka. *See Table 3-1-2 under Theme One* where schools with less than 15 students have a teacher pupil ratio of 1:4, and Schools with 16-50 students have a ratio of 1:7. Therefore, school rationalization and rationalization of teacher deployment have to go hand in hand to ensure a quality school for students, particularly the children of the poor.

154. **Secondly**, there is an excess of teachers who are qualified and trained to teach certain subjects, yet there is a deficit of teachers to teach some of the other subjects in the curriculum (**See Table 3-2-3**). The system needs over 4,000 more English language teachers. There is a shortage of teachers to teach in the Tamil medium in general and teachers to teach Tamil in Sinhalese medium classes. There is a shortage of teachers for Information Technology (IT) at 1AB and 1C schools where IT facilities are being provided. There is a shortage of teachers for Physical Education, Western Music, English Literature and subject areas that are more demanding with new developments.

**Thirdly**, there is a deficit for specialized teachers in some provinces while there are excess teachers with the same specialty in some other provinces. The Western Province is short of primary specialized teachers (over 1,000 vacant places), but there are excess numbers of primary trained teachers in North Central, Uva and Sabaragamuwa provinces. Due

to the personnel issues and the Provincial Council system, it is difficult to transfer these teachers to achieve the required balance. As a result of having excess of teachers for some subjects and shortage for some other subjects, schools have deployed the available teachers to teach a subject that the teacher is not qualified to teach. Today this is very common in all schools. The poor quality of teaching is a prime factor causing poor learning performance.

155. **Fourthly**, it is aggravated by further recruitment of new teachers by Colleges of Education without adhering to the demand or the ground situation. Although some changes have been introduced at Colleges to train teachers for new subject areas such as IT, Western Music and a few other demanding subject areas, the instructors are not in place. Some of the instructors are re-trained with short training to teach highly specialized subjects such as IT and it will hinder the quality of the newly trained teachers. New mechanisms are needed to get quality instructors to teach those subjects. Therefore, teacher training must follow a future demand based model, estimated on projected demand at least ahead of a 10 year period. And this is not in place.

156. **Fifthly**, even if teachers are assigned to a province, those teachers are not efficiently deployed to schools. There is a severe shortage of teachers in rural schools and there are excess teachers in the urban pockets of the rural areas and in the urban schools. Analysis of school wise data illustrated that some schools in such urban pockets in the rural areas have got 16 teachers for 64 students. There are schools with 2 students and 2 teachers. Teachers who are deployed to schools often do not have the right subject qualification to teach a given subject for which there is a need for teachers at school levels. *In some schools the head of school keeps his or her favourite teachers falsely justifying and assigning them*

*subjects that the teacher is not qualified to teach. Therefore, it is necessary to ensure that schools can have teachers only for specified posts (**sanctioned posts with teachers holding the specified subject qualifications**) and others deployed to a school will not be paid. In a few years time government will have to go for direct school level recruitment of teachers on contracts. However, government will explore the possible methods of keeping a National Registry of teachers and also will have a retirement benefit scheme attached to contract teachers to ensure that a teacher who has served longer years on contract qualifies for retirement benefits.*

157. **Sixthly**, the teacher issues are further aggravated by assigning 17,000 graduates to teaching position without considering the availability of positions or need. Assigning graduates without any rational basis to serve as teachers is an absolute wastage because the excess of teachers is more at the Higher Secondary Level. Almost all of these graduates have the subject training in the areas where there is an excess of teachers. Ministry will have to create a provision to re-deploy them and train in career guidance programme which is proposed under these reforms for secondary school children.

158. **Teachers are appointed for a Regular Lifetime Job**: The problem is more serious and beyond correction for many years because the teachers are appointed to regular permanent jobs. Therefore, removal of excess teachers to recruit teachers for the demanding subjects where there is a shortage of teachers, is a costly option. The system will suffer for years. Sri Lanka's reputation as a high performer in education sector is now at risk due to mismanagement of teacher recruitment and deployment. *Therefore, the government has to take steps to introduce the recruitment of teachers on contract basis by 2012.*





159. **Performance Evaluation:** Moreover, there is no teacher performance assessment system yet introduced and whether a teacher is efficiently deployed or not their annual salary increments are granted. Annual salary increment is expected to be granted only on satisfactory performance. *The teacher performance assessment system is now being developed and MOE will introduce it soon.*

160. **Choice between 'Losing of Training Cost' or 'Committing a National Crime':** Even when there are trained teachers available to be recruited, if the required number of teachers are already in place, there is no point in recruiting more of the same kind of teachers. By not recruiting them for permanent postings, the government will only lose the cost of training the teacher. If such a teacher is recruited the system will suffer for over 30 years having a teacher who cannot be deployed efficiently. Therefore, steps will be introduced under reforms to deploy teachers efficiently. Future recruitment will be done only if there is a need for that teacher to be hired. This is the only way to mitigate the adverse situation that is causing poor learning in schools and perhaps has also contributed to the growing private coaching culture. These measures alone will not be sufficient to achieve efficiency in deployment. Colleges of Education must ensure that new recruits are taken only on demand. *Ministry of Education will assess the future possibility of hiring teachers directly to schools on renewable five year contracts.* By stopping a permanent appointment of a teacher for a subject area where there is an excess of teachers, the government will only incur the loss of training cost; but if a wrong teacher is appointed to the job then the damage to the school system will last longer and the younger generation will be the victims. It will be a crime committed to destroy the future of an educated nation.

### Poor Leadership at Schools

161. **School Leadership:** Learning is an outcome and it needs to be managed both by student and school. The recent research is more directed to school level leadership as one of the key factors of school level learning and personality building in children (Fullen 2000)<sup>3</sup>. All good schools have good school principals. All reputed private schools in Sri Lanka follow a long search process for the identification of a Principal to manage the school, because it is the key variable of a successful school. Just paper qualification and experience are not sufficient. A school principal is a personality, a role model that guides the development of teachers and students at school. The government has an established procedure for the selection of principals, sectional heads and head teachers. Although it has shortcomings, yet there was an objective system in place. In the last 12 years this machinery has not been activated and most of the school heads have been appointed on political favours. There are over 6,000 vacant positions, over 50 percent of the total number is vacant and all these places are currently having Acting School Heads never selected under any objective criteria. This has contributed to the poor leadership in schools, and also has de-motivated good teachers, thereby contributing to poor learning at school level. A reputed good leader does not go behind a politician to get his or her promotion. It is the weaker ones who do that. This has contributed to sub-standard school conditions in most of the rural and urban small schools. It is the delay in recruitment that has caused this situation. When such political appointments are made the more reputed and respected good teachers serving in the system will be highly de-motivated. The system dampens the spirit of the good teachers and the loss cannot be estimated or assessed. Many inno-

cent students will be the victims.

162. **Shortcomings due to not having an Adequate Staff Training Facility:** Further, most of the school heads are not properly trained. *The Staff College* which was on a good footing and was well established and was serving well to provide school managers was dismantled. And the regular training system that existed was derailed. Ministry that employs the largest number of professionals in the country that required over 12,000 school level managers has to have a permanent arrangement to train school leaders. Having an attrition rate of over 10 percent due to recruiting the senior staff as school managers, MOE annually needs over 1,000 school heads to be trained as replacement carder. MOE had no reasons to close down the Staff College that well-served this purpose. The principals of schools who had training at Staff College had an ownership feeling towards their own staff college that trained them and guided them in their work. That professional support mechanism to school heads should be there for them to turn back for any feedback. *This cannot be achieved through a hired training out-fit to do a one time job of training.* If at all if there were shortcomings that should have been corrected than closing down an established institution. This has created another undue and undesired vacuum in the system and schools have suffered over the last 12 years without good leaders. The present arrangement at Meepe Centre is grossly inadequate to fill up this need.

163. **Urgency:** *Therefore, it is necessary to fill up all existing vacancies of heads of schools. Through the established procedure a set amount of assessment points may be granted to any Headteacher who was in acting posts for over three years. The Staff College has to be revived to train all heads of school on a fast track initiative. MOE will up-grade the Meepe Centre to a Staff College with immediate effect with a mandate for the Staff College to come up with a fast-track initiative for leadership and school manager training.*

### **Lack of Early Assessment of Learning:**

164. **Comparative Formative Assessment of Learning:** Learning needs to be guided. Schools and teachers need to be alerted to manage learning effectively. Though there is learning assessment at school level with teacher made tests, term tests and promotion tests etc. there is no system of assessing the comparative standards of performance of students and providing additional support to bring them up to standard. The education system has no system to compare a student's learning performance with any established standard before a student reaches a criti-

cal examinations stage such as GCE O/L. Therefore, the student has no idea about his or her level of performance in comparison with another student in another school or a set standard for the same examination.

165. **Zonal level Term Tests:** Although often school Zones arrange common term tests and promotional tests no attempt is made to analyze those tests to provide feedback to schools or students. Neither are there any remedial learning arrangements offered at school to help the weaker students to reach the expected level. The able parents or parents who are concerned and keen on their children's passing of examinations turn to private coaching classes to ensure that their child is given what is required for the passing of the examination. *Over the years school has gradually lost its place and credibility and more and more students are turning to private coaching classes to pass public examination. Lack of an assessment mechanism and remedial teaching system at school for the weaker students is causing over 53 percent to fail GCE O/L examination after 11 years of schooling.* The 2004 GCE O/L results show that six percent failed in all subjects, 37 percent passed two subjects or less of the eight subjects offered. *Therefore, an early assessment of a Performance Profile of students, schools and educational divisions will be required and introducing remedial teaching programmes at school is much needed for the schools to take additional steps to ensure success at GCE O/L examination.*

166. **Ensure Minimum Competence at the end of the Compulsory Phase of Education:** Although the compulsory education phase ends at Grade nine, students leaving at that stage leave with no assessment of their level of achievement. Although there is an excess of teachers in the system, there is no deployment of any teachers to provide additional remedial teaching to a weaker or under-performing student. It is important to have the learning assessment as well as learning mentoring system in place to ensure that every child achieves minimum learning before leaving the 9 year compulsory education phase of education or before appearing for G. C. E (O/L).

167. **School Profile Analysis and Introducing PSI:** Also the public expenditure on education is not linked with school performance. It is important for MOE and Provincial administrations to ensure that funding is provided to weaker schools on a priority basis rather than providing enhanced assistance to more privileged schools. The World Bank study shows that there is less equity in public spending at Junior and Senior Secondary levels. Therefore, what is required a formula for providing additional funds based on school profiles to make the weaker schools

achieve the expected norm through school level planning. *The Programme for School Improvement (PSI) which is now being piloted will be expanded with necessary adjustments to address school level performance issue linked with a school profile analysis. The PSI program needs to be linked with the social mobilization process that will be initiated under non-formal education rather than running two parallel items.*

**168. In order to address these issues the following policy directives will be adopted:**

15.15 Rationalize teacher deployment to ensure all schools are provided with the required number of teachers as estimated by the guidelines issued by Circular No 2003/38 or by the most recent circular.

I. *Schools will have a number of sanctioned positions and salaries will be paid only for the teachers holding a sanctioned post and if any excess teachers are placed in a school above the sanctioned positions they will not be eligible to receive salary. All excess teachers will be re-deployed.*

II. *All heads of schools will have to submit formal qualifications of the assigned teacher to a sanctioned post for authorization of that teacher's salary and if any misreporting is observed the head of school will be responsible and will result in disciplinary action.*

III. *Teacher performance assessment system will be introduced in all schools by 2007 and annual salary increments will be linked to performance assessment and the automatic salary incremental system will be ceased by year 2008.*

IV. *The trained teachers graduating from the Colleges of Education will be recruited to a division only, and will be appointed only if there is a vacant position for the specialized subject that the candidate has qualified for. All College of Education graduates will be wait-listed and will be considered for appointments when a vacancy arises for that specialized area .*

V. *MOE by year 2008 will establish an appropriate comprehensive Digital Teachers Data Bank as a part of the Central EMIS and will be utilized for effective deployment under different scenarios and options to rationalize teacher deployment and future recruitment of teachers directly by schools.*

VI. *MOE will initiate procedures for hiring of teachers directly to schools on renewable five-year contracts by 2012 and develop capacity at division and school level to manage direct recruitment of teachers by 2012.*

VII. *MOE will assess the teacher numbers in excess categories who are not willing to be redeployed to divisions with teacher deficits to be offered either (i) re-training, if below the age of 35 years, to offer non-academic positions in general School Counseling, proposed Career Guidance at secondary schools, and Office Staff positions at school level, or as Project Assistants to divisional offices under new job descriptions or(ii) Other options including early retirement.*

VIII. *Teacher in the deficit categories in a given province will not be authorized to be deployed to non-teaching positions at schools unless the teacher has received specialized training and had been holding that position for over three years.*

IX. *University graduates will be recruited only for subjects where there is a deficit and able to teach in two media, the mother tongue and English, and preference will be given to candidates with formal qualifications in IT or established performance records in sports.*

X. *1AB and IC Schools will be permitted to hire qualified teachers or an enlisted and accredited instructional service provider such as a one for IT instructional systems on contract for the subject areas where there is a severe deficit and demand at school. It is difficult to attract and sustain a qualified IT person as a full time teacher under the government salary scales because the open market rates for IT specialists is much higher than the regular salary of a teacher. Therefore, the Ministry will issue guidelines and procedure for hiring such services.*

XI. *Schools having difficulty of finding qualified teachers to teach in English medium at junior and senior secondary level having a minimum of 15 students per subject will be allowed to hire recently retired teachers who are qualified and competent to teach in English medium on a two year renewable contracts; and guidelines and procedure of hir-*

ing will be established by MOE.

2.09 MOE will fill up all vacancies in the Heads of Schools, Sectional Heads category as an urgent requirement and complete the process by 2007.

2.10 Revive the Staff College and provide management training to all selected Headteachers, Sectional Heads and Principals and develop a system of having a pool of Headteachers selected and trained and lined up for deployment when vacancies arise to avoid delay of appointment of heads of schools or sectional heads.

2.11 The Staff College will train all newly appointed Heads of Schools and Sectional Heads on a fast track initiative and continue on to full course of training over a three year period.

2.12 The Staff College and HRD will develop a system to select school heads one year ahead for the arising vacancies and have them trained and lined-up for deployment.

2.13 *Performance assessment of School Principals and education sector officials and all staff of Teacher Education will be introduced by 2010* and annual increment of salary will be linked to satisfactory performance. The Divisional Administration and School Administration will be held accountable for student performance at all national level examinations.

2.14 All schools in remote areas and difficult areas will be identified and priority will be given to those schools to provide with teachers quarters, water and electricity and other essential facilities.

2.15 Divisional and School level planning will be introduced. Develop capacity at the division to support schools to achieve the expected norm by 2015 with physical facilities, teachers and other instructional facilities.

15.15 *The Divisional office will be strengthened by assigning present Project Assistants with a new job description to assist the Divisional Director and Master Teachers now attached to Zonal Office will be deployed to the Divisions.* Teachers will be deployed at school level. Each school will have the sanctioned number of specified posts and deployment and recruitment be strengthened at divisional basis. Zonal Office will oversee the functioning of the Divisions and performance of schools and deem it accountable for efficiency of management of the divisions until the divisional offices achieve capacity to operate.

15.16 Introduce *National Learning Assessment at Grade 5 and Grade 8* for All Schools and All Students.

- I. Prepare performance profile for every school, Divisions, Zones and Provincial Councils and link it with the Central EMIS to enable transpose of learning achievement on other variables.
- II. Develop norms for all Primary, Junior Secondary and Higher Secondary Schools and bring all schools under School Improvement Programme to ensure minimum satisfactory conditions are in place to offer quality education in all schools,
- III. Utilize student profile and school profile established by the National Assessment to provide remedial teaching to weaker students/schools by deploying the excess teachers.
- IV. Utilize School, Divisional and Zonal Student assessment profiles as tools of planning to uplift school level performance and allocating resources to divisions.
- V. Offer incentives (Study Visits to ASEAN countries) to Divisional Officials and School Principals of the schools and Divisions demonstrating highest gain in student achievement after establishing National Assessment Benchmarks for each school and Division.

**Issue:** *Teacher recruitment is supply driven and adds to wastage with an over supply of teachers for certain subjects and a deficit of teachers for the more demanding subjects, leading to a low level of motivation among teachers/teacher motivation.*

**Objectives:** *Ensure teacher effectiveness at school level by introducing on-site school based training and further professional training.*

Reorganize the Colleges of Education to serve as demand driven training institutes.

**169. Incorrect Practice of Recruitment of all Trained Teachers:** There are two major concerns with regards to the training of teachers. One is the teacher training and the other is the teacher development. The teacher's training and teacher recruitment is highly supply driven. Whoever was trained by NCOEs were recruited by MOE as teachers. Over the years due to poor projections or for not making accurate projections, the system has been overloaded by this incorrect practice.

**170. Lacks Motivation:** Teachers in most of the schools are less motivated. Teacher attendance in school and classroom and teaching in classes are

not happening as expected. This situation is partly due to poor leadership at school and the lack of a performance monitoring system in place to recognize teacher effectiveness.

171. **Training of Teachers:** There are 17 National Colleges of Education (NCOE's) to provide pre-service teacher education to all non-graduate entrants into the teaching profession. On the average about 3,500 trainees per year are enrolled. It is important to ensure that the planning of teacher training is directly linked with projections taking account of (i) the attritions of different categories of teachers, (ii) expected / 10 year projection of student numbers considering the time gap between selection, likely deployment, and life of the appointment (iii) estimated number of teachers required in meeting the changes in curriculum, and (iv) school based requirements of teachers with competence of handling school activities such as guidance and counseling, games and athletics, aesthetics, technical subjects etc. Unplanned intakes to Colleges of education and unplanned recruitment have over-loaded the education sector with an excess of teachers. Therefore, from year 2007 onwards the intake to NCOEs will not be authorized to enroll trainees if estimates are not justified based on reliable projections on the items listed above. Early action must be initiated to collect reliable information immediately to avoid non-approval of an intake.

172. **Wastage at Colleges:** Teacher education has not demonstrated the capacity of handling its expected work load and introducing the expected changes to meet the growing demands. In recent years some courses have been discontinued but the academic staff that were deployed for that course continue to remain in the same place, in a position of either not having a workload or having a workload that he or she is not qualified to carry out. At the same time there is a shortage of lecturers for the newly introduced subjects. This should have been projected a few years back. The colleges do not have the right type of instructors/lecturers for the newly introduced courses. There are trainers and other academics serving as Lecturers and Counselors without having the requisite subject qualifications. Information Technology is taught by instructors who have had a couple of weeks of training. Administrative matters hang for a long time without decisions. This is not very different from what is observed in schools. In fact it is not possible to attract a qualified person to teach IT or Technology at a college for the salary that is paid by the government sector. A qualified person in IT, Western Music or Technology earns more in the open market. Therefore, NCOEs will be allowed to hire qualified personnel for such subject on contractual arrange-

ments. Guidelines and procedures will be issued by MOE to this effect.

173. **Quality of Training:** The quality of training is unsatisfactory when compared with the functioning of the Colleges in 1980s and early 1990s because suitable staffing changes have not taken place along with the changes made in the training system. Colleges have stopped very useful programmes for the development of teacher personality and competence such as community project work that was done in the 1980s, which any modern teacher education programme should promote. Colleges are paying less attention to physical education programme that was given high priority in the 1980s. This is equally important as subject based training to prepare teachers for school level co-curricular activities, make them all-rounders and to keep the teachers physically fit and smart to be a role model for the young children at school.

174. **Other Actors in Training:** In the case of continuing teacher education apart from the MoE, the Provincial, Zonal and Divisional Education Offices, NIE and Regional English Support Centres (RESCs) act as different delivering agents of teacher education programmes. Some issues identified in teacher education are overlapping of programmes delivered by different agents, lack of quality, and lack of identifying the real needs of teacher development, lack of coordination among different delivering agents.

175. **The Current Workload:** The Teacher Education Section operates following general programmes annually.

- Assist administration of 17 NCOEs, 10 TTCs, and 100 TCs. (Provide resources – financial, physical and human relevant to activities of staff, planning monitoring and evaluation and supervision).
- Assist the student admission of NCOEs and TTCs.
- Assist conduct of academic activities (Pre service and continuing teacher education) and co-curricular activities.
- Assist conduct of internship programme.
- Conduct and assist to conduct professional development programme for academic and non-academic staff.
- Assist conducting Continuing Teacher Education Programmes..
- Select Graduate Teachers for Post Graduate Diploma in Education (full-time) and internal programme.

176. **Teacher Development Programme:** The objective of the teacher development initiative is to enhance teacher motivation, skills and performance. The government has established a countrywide network of seventeen National Colleges of Education (NCOEs). In addition, the government has introduced a network of ninety-four Teacher Centres (TCs) and seven Teacher Education Institutes (TEIs) to provide institution-based in-service teacher training to all teachers on a cyclical basis. These provide a solid foundation for continuing teacher education and in-service teacher training with groups of teacher educators delivering training programmes within the NCOEs, TCs and TEIs. This model of continuing teacher education will be used, chiefly, to enable teachers to acquire new knowledge related to subject content and thus upgrade subject knowledge.

177. **Purpose:** Under the new wave of education reforms the focus of policy attention will be on *teacher development*. This is a broader and higher level concept than just teacher education and training, which are sub-sets of teacher development, and include such factors as professional career paths, performance standards, and remuneration, rewards and incentives for teachers. A key feature of teacher development will be a system of regular and continuing on-site school based support to teachers. A wide range of human resources, including in-service advisors, teacher educators, and university academics will be available within the school based teacher development system. This system will be managed and administered chiefly by education zones under policy guidelines, norms and standards set by the MoE. *School-based on-site teacher development will be the main mode through which the skills and motivation of teachers will enhance, on a recurring and regular basis, to attain and maintain a high standard of teacher performance.*

178. **The need to review:** The MoE introduced an incentive allowance, equal to about 40 percent of the value of a teacher's salary, to teachers serving in schools located in remote areas and unpopular regions. This allowance has been integrated to salary scale and so its effect is lost. As a result, the availability of teachers for difficult and disadvantaged schools has become a problem. In addition, the MoE has revised the Teacher Service Minute, Principals' Service Minute and Teacher Educators' Service Minute, to establish clear service entry conditions, remuneration guidelines, professional development needs and promotion criteria for teachers, principals and teacher educators. These minutes will be periodically reviewed, during the ESDFP, to ensure their continuing relevance and applicability, and updated or revised where necessary.

179. **In view of the discussion the following policy directions will be followed:**

15.17 MOE is planning to establish a **Comprehensive Educational Information Management System** (EMIS) because most of the shortcomings are due to lack of accurate information on critical variables and lack of projections to guide planning of teacher training and development. The Teacher Education Section and Human Resource Section totally depend on the projections made by the planning.

- (i) The EMIS to incorporate a Digital Teacher's Data bank to generate all teacher related information.
- (ii) From year 2007 the new enrollment to Colleges of Education should be done only on justified ten year projections of teacher recruitments by divisions taking note of the declining student population, availability of teachers for specific subject areas, actual attrition rates due to retirement, redeployment and promotions.
- (iii) Colleges of Education to discontinue training of more teachers in the subject areas if there is an excess of teachers in those areas in all provinces. The purpose is not to scale down the number and departments but to recruit candidates for the identified and designated divisions where there is a future deficit of teachers,
- (iv) Colleges of Education to re-deploy the Trainers of such department to Teacher Development Centers or any other suitable and mutually agreeable opted service by the Trainers before the next academic year begins.
- (v) No academic staff will be allowed to be a trainer without the approved full qualifications to teach an assigned subject,
- (vi) Instructors and staff handling trainees at Colleges of Education where English medium and Tamil Medium are used must have qualifications and competence to use that medium of instruction at all levels in all jobs.
- (vii) MOE with the cooperation of the University Faculties and Departments and NIE will train all newly recruited untrained graduates.
- (viii) MOE is to ensure that all un-

trained teachers are trained by 2012.

15.18 MOE to review the NCOE status and functioning and in consultation with the NIE to assess the possibility of up-grading Colleges of Education to grant an *Associate Degree in Education*.

15.19 On-site Teacher Development will be scheduled to bring all teachers for refresher training and training schedules will be established based on :

- (i) Urgency of re-orientation to new curriculum changes.
- (ii) Urgency of developing skills for the implementation of the new curriculum at school level, and
- (iii) Up-grading of knowledge and skills.

2.21 MOE to review SLTES minutes and make new recommendations to redeploy excess lecturers and staff to other services to avoid wastage.

2.22 Facilitate restructuring and the introduction of demand driven curriculum and courses through contractual arrangements with service providers, such as IT training, Western Music etc. where there are no qualified instructors to train teachers. MOE to issue guidelines for the recruitment of such contractual services for Colleges of Education.

2.23 Review and revisit career path and the issue of re-deployment of excess lectures of the Colleges of Education to other institutions and non-academic positions to immediately arrest the possible deterioration of the quality of teacher training and wastage in the deployment of trainers.

**Issue:** *The Examination system only serves as a Summative Examination System and examinations are loaded more with lower level cognitive ability testing, which causes adverse effects on the school system, the learning behaviour of the students, as well as the teaching of school subjects.*

**Objective:** *Reforming the Examination System and enhancing the capacity of Educational Testing Services to handle National Assessment*

180. **The Functions:** The Department of Examinations (DoE-NETS) is responsible for the conduct of all major examinations in Sri Lanka – school examinations and other selection, promotion and certificate examinations. The department is held in high esteem by everybody in Sri Lanka. The general public, Universities - both local and foreign, and employers in Sri Lanka and in other countries accept the results it produces.

181. **The Department conducts three major examinations:**

- a) *Grade Five Scholarship Examination*  
- About 350,000 students sit the examination in about 2500 examination centres and the students take two question papers.
- b) *GCE Ordinary Level Examination* - About 550,000 students sit the examination in about 3800 examination centres. Question papers are prepared for 52 subjects in Sinhala, Tamil and English media.
- c) *GCE Advanced Level Examination* - About 250,000 students sit the examination in about 1700 examination centres. Question papers are prepared for 47 subjects in all three media.
- d) The department also conducts *education professional examinations* for promotional purposes. In the last decade these examinations have not been conducted. Although this was due to the failure of MOE to initiate such requests, in future the department of examinations will schedule all education sector examinations in an annual fixture and provide results on time for MOE to process promotional selections and appointments.
- e) Apart from these examinations, about 300 *other examinations* such as selection, promotion and certificate examinations are conducted by the department and more than 1,000 question papers are set and these examinations are conducted island wide or in various parts of the country as the case may be.

182. **The Main Concerns:** Setting of question papers, printing of question papers, distribution of question papers, conduct of examinations, evaluation of answer scripts, release of results, issuing of certificates and preparation of analyses of examination results and evaluation reports are the main concerns of the department.

183. **Two Major Responsibilities under Reforms:** The objective of this initiative is to modernize the examination and assessment system. The Examinations Department has two major tasks under new reforms. First is the *quality improvement of GCE O/L and A/L examinations to reflect the expectations of the new curriculum to assess higher order*

skills other than loading the examinations with memory based low cognitive items. The second challenge is to undertake annual National Assessment Testing at Grade 5 and 8 as formative tests. This is a new task and a challenging one. In place of present Scholarship examination, all schools and all students of grade 5 and grade 8 will appear for the National Assessment Test. The Grade five assessments will be introduced by year 2006 and the Grade 8 assessment will be introduced by 2010. The results have to be analyzed in detail to provide profiles for each student, school, division, zone and province. The national assessment is to compare a student's, school's and division's performance levels and provide remedial arrangements to ensure all students and schools are raised to the level of minimum satisfactory standard by 2015.

184. **Examinations and Curriculum:** In particular, the ESDFP seeks to use the examination system to support the efforts made in the curriculum reforms to promote the acquisition of higher-order transferable skills, defined in terms of complex processes such as analysis, understanding, creativity, association, synthesis, application, conceptualization and problem solving of students. Three key activities will be implemented under the ESDFP to achieve this objective.

185. **School Based Assessment:** First, the public examination system will be reformed to combine centralized, national examinations at Grade 11 (the GCE OL) and Grade 13 (the GCE AL) with school-based assessment (SBA) from Grade 6-13. The GCE OL and GCE AL results, when announced, will report both the examination marks and the grades obtained through the SBA. The purpose of this important reform is to enable the advantages of the certification function of the national GCE 'O' and 'A' level examinations, which enjoy strong public confidence, to be combined with the potential benefits of the school based assessment system, which facilitates continuous monitoring of student performance, enables schools to receive regular feedback and promotes the activity based approach to secondary education, with its emphasis on project work and practical assignments.

186. **Assess Higher Order Skills:** Second, examination test items will be designed to assess higher-order transferable skills. This is to support the efforts of schools to foster these skills. It is difficult to find examiners who are competent of writing test items to assess higher order skills. Therefore, it will be a challenge to train the examiners and item writers to make them competent of writing such items. In case of multiple-correct response items this will

be even more difficult to be achieved.

187. **Item Bank:** It is planned to develop an Item Bank, rising progressively from 2,000 items in 2006 to 10,000 items by 2010. The items in the bank will be classified on a table of specifications for various levels of skills and subject content and regularly compared with the content of examinations in developed and developing countries with similar public examination systems to facilitate the attainment and maintenance of international standards. DoE/NETS will also improve the quality and effectiveness of examinations to assess the higher mental abilities of students and as well as to provide, an examinee friendly question paper which would dispel the 'so-called examination fear' and enable the students to demonstrate their true abilities.

188. **Examination Guidelines:** Third, the Department of Examinations -National Evaluation and Testing Service- (DOE-NETS) will prepare, publish and disseminate examination guidelines, initially for the G. C. E O/L examination and later for the G. C. E AL examination. These guidelines, which will contain specifications of the expected learning competencies at the relevant examinations, will promote awareness and understanding among schools of the expected standards and facilitate the academic work of the schools.

189. **National Assessment:** The DOE-NETS will strengthen its research and evaluation capacity to handle National Assessment Programme (NAP). This needs capacity building and strengthening of NETS to have appropriate know how and equipment to perform a successful national assessment system. It is advised that the DOE-NETS is provided with technical experts through a contractual twinning institutional arrangements with one of the leading testing centres experienced in carrying out such national assessment, such as the Educational Testing Services (ETS) of Princeton University, Iowa Testing Program (ITP) at University of Iowa or California Testing Program (CTP) at University of California at Los Angeles (UCLA). The twinning arrangement will take a team of potential officials with right qualifications in quantitative analysis and skilled in IT for tailor made training on the specified Terms of Reference. They will be assigned the development of analytical tools, software, procurement of compatible equipment, and setting up of the system at DOE, and will be provided with training for all involved staff at DOE and in the Provinces, training of test item writers, and training of all school heads, divisional and Zonal officials on the utilization of student and school profiles for planning and development. The National Assessment Test must be a comprehensive one to assess operational skills in important subject areas



such as Writing, Comprehension, Vocabulary, Mathematics, etc. rather than recall type questions. This will enable DOE-NETS to improve the quality of examinations and assessments. Profile analysis will be used as a planning tool to improve student and school level performance.

190. **In view of the above expectations the following policy directions will be introduced:**

2.24 MOE to develop NETS to lead the National Assessment Programme (NAP) and develop capacity for analysis and reporting and training of national level and provincial level personnel.

2.25 Examinations Department capacity to undertake its expected responsibility of developing tests to assess higher order learning abilities and skills, and to efficiently carry out the National Assessment at Grade 5 and 8 and setting up of the Item Bank, will be developed through *Institutional twinning arrangement with a world reputed National Assessment Institution* such as ETS (Educational Testing Service at Princeton University), ITP (Iowa Testing Program at University of Iowa) or CTP (California Testing Program at University of California at Los Angeles).

DOE in consultation with NIE will:

- (i) Identify human resource requirements for DOE, at all levels.
- (ii) Identify item writers for further training, select Chief Examiners and train them on the assessment of higher order skills to ensure quality improvement in examinations.
- (iii) Assess capacity at Zonal Offices to house the National Assessment Database of the Zone and identify the requirements.
- (iv) Identify a set of National Trainers to be trained in Sri Lanka by the Consulting Twining Institution.
- (v) Develop National Assessment Testing (NAT) Manual.
- (vi) Assess the implementation requirements in view of the present scholarship exam and the new NAT requirements.

2.26 MOE to develop a comprehensive TOR covering all areas where DOE needs to improve with high level professional inputs to procure a twinning Institution by 2007 and identify the likely Testing Organizations to invite for bidding by May, 2007.

2.27 DOE/MOE to procure twinning institution by June 2007 and consider this a priority item.

2.28 The G. C. E O/L and A/L with higher Order test items will be administered in 2008, DOE will introduce such test items to the test before that to gradually attune the students and schools to such form of testing, DOE and NIE to ensure School Based Assessment too are directed at higher order activities and skills and are guided to ensure genuineness that the actual work is done by the student.

2.29 DOE to target the first National Assessment at Grade 5 to be administered in 2008 following the same time frames of the Scholarship Examination.

2.30 Selection for placement of students at Grade 6 in all 1AB school Awarding of Scholarships and bursaries will utilize the National Assessment results of year 2008.

2.31 National Assessment in **Grade 8** will be carried out in year 2009.

2.32 DOE to identify minimum physical facilities required for effective functioning, taking account of utilization of high speed machinery than manual labour which requires more space.

2.33 DOE and MOE in consultation with the Provincial Councils to identify suitable places to develop as Provincial Examination Marking Center cum Conference and Training facility to avoid closing of schools for marking of examinations papers.

**Issue:** *In the recent years the supply of textbooks and teacher guides has not been efficient.*

**Objective:** *Ensure that textbooks, teacher's guides and other teaching learning materials are provided to schools before the new school year begins and conform to approved syllabi.*

191. **Responsibilities:** The Government's free textbook scheme was introduced in 1980 and the responsibility of implementing the free textbook scheme was entrusted to the DEP. Since 1980 DEP has been producing free textbooks for Grades 1 to 11 in Sinhala and Tamil media for schools island wide. English Language textbooks continued to be produced for grades 3-11 coupled with a workbook. When English was re-introduced as a medium of instruction in 2002 to post primary grades in government schools the Department was called upon to produce textbooks in English from grade 6 upwards. The Department also produces other educational material such as supplementary readers, workbooks, glossaries, dictionaries and textbook guides. These books are mainly produced for the

GCE AL, while some books are also produced for the higher education sector.

192. **Publication Policy:** In addition to the new and innovative policy initiatives in the areas of curriculum, teacher development and examinations the government also plans to sustain an important policy measure from the previous reform programme initiated in the late 1990s in the area of textbooks. Up to the late 1990's textbook publication in Sri Lanka was a public sector monopoly. However, the quality of textbooks, in terms of key features such as content, presentation, durability and readability, was poor. The government, realizing the need for diversification, adopted a policy to dismantle the public monopoly and introduce competitive private sector publication of textbooks. Two types of textbook publication will take place: (a) contract publishing, where the Education Publications Department will tender textbook publication, on a competitive basis, to the private sector, and (b) in-house publishing by the DEP of sensitive textbooks, such as religion books and others which do not come under the core subjects.

193. **Congruence of Textbooks and Teacher Guides:** In the recent years there had been lapses due to non-conformity of the textbooks to the teacher guides. Teacher's guide is a comprehensive guide for the teachers, whereas the textbook is for the student. It is important that there is good consistency in the two documents. The teacher's guides have been prepared by NIE and the textbooks are managed by the Department of Publications. There are disparities in the two documents and this should be avoided particularly with the introduction of the new curriculum as such disparities and differences could create chaos.

*The objectives of the textbook and educational publications components within the ESDFP, will be on the following policy lines:*

2.34 Improve Textbook quality standards: the content and physical quality while increasing the life expectancy of textbooks and assess possibility of introducing interactive textbooks at least in some subjects by 2015 when all 1AB and 1C schools are equipped with computers and internet facilities.

2.35 Introduce mechanisms to improve the range and availability of textbooks for all subjects in grades 1-9.

2.36 Improve consistency of textbooks with the syllabi and teacher's guides having closer coordination with NIE.

2.37 Efficient procedures for procurement and timely delivery of books to schools.

2.38 Assess all possibilities for lowering the cost of textbooks.

2.39 Develop a consultative process with local and regional publishers to produce more supplementary books in line with the school syllabi and also that ensure adequate quality books are made available for Grades 10-13 in all three media.

2.40 Strengthen and develop the institutional framework of EPD, which is the premier institution for the production and distribution of educational material.

**Issue:** *To arrest the current on-going civil conflict and ethnic desegregation there is no sufficient emphasis in place on promoting values, ethics, civic consciousness and social cohesion in schools.*

**Objective:** *Promoting values, ethics, civic consciousness and social cohesion in schools.*

194. **Critical Issues:** There are several critical issues which need to be addressed to bring better social cohesiveness amongst children. Being a democratic nation ensuring and promoting democratic values and behaviour has been a priority area in government activities over many years. Despite these, terrorist activities have arisen and increased in recent history. In fact, terrorism has become the biggest threat to humanity and Sri Lanka is going through a difficult period of over 20 years facing ethnicity based terrorism. And the education system was partly responsible for this because these undemocratic activities happened mostly through the youth who left school a few years back or the youth who are still students.

195. **The Past Practices:** In the past there was better ethnic integration in education due to children of different ethnic groups having education under the same school roof. With the introduction of mother tongue as the medium of instruction, particularly for children of Sinhalese and Tamil origin, children were segregated and gradually the schools expanded and established as Sinhala, Tamil and Muslim Schools. Due to segregated schools children have lost the opportunity of growing up together as members of a plural society. More and more the language became a barrier for communication between and amongst different ethnic groups. The way religion has been taught has not prepared our younger generation to develop mutual respect for all religions.

196. **Gender Parity:** Gender is one area in which Sri Lanka has made good progress yet equality is not fully achieved by women due to strong cultural factors. Although there is gender parity in school enrollment, it is important to strengthen the gender concerns through education to overcome the cultural constraints on girls and women.

197. **Value and Religious Teaching:** Ethics and values too are on cross roads due to high rate of exposure to different cultures and open positioning of media scripts of all types. With the opening up of various avenues through media and other services children today are more exposed to social ills. There is a growing fear that the values and ethics of our culture may drain and deteriorate unless we take collective steps to conserve the good. While good progress is made in the textbooks and syllabi to appreciate and respect diversity, the on-going reforms in the education sector must take a stronger account of its importance. The reforms will introduce teaching all children at least one module on all religions. The child will learn his or her own religion as the main subject but will also learn about all other religions and their values and practices and festivals etc. to develop mutual respect for all religions. Establishing multi-ethnic schools, bi-lingual education, learning all three languages, and learning about other religions are steps towards promoting national integration, peace building and enhancing social cohesion.

198. **ESDFP takes on board this key area and a detailed work plan to achieve the objectives of the programme:**

2.41 School curriculum to pay emphasis in all subjects to develop social, emotional and affective competencies in designing of lessons.

2.42 Provincial Administrations to begin a consultative process with other ethnic groups and schools to bring children of different ethnic groups under one school

house to have multi-ethnic schools (ethnic reintegration of schools) in the urban areas and where there is plurality in society. Also expand English medium education allowing children of all ethnic groups to enroll in the same class. Introduce introductory modules on every religion as a compulsory section of religious education.

2.43 Introducing inclusive and activity-based citizenship curricula from Grades 6 to 11. Introduce a "Children's Parliament" in all schools for students in Grade 6 – 9 as a part of Civics, a compulsory subject in these grades where all children will take the position of different ethnic groups, religious groups, minority and majority roles to learn more about the views of the minority and majority and opposition groups, through *the method of role-play* to develop a cohesiveness and respect for others. The children's parliament will also make the students learn about how the democratic machinery works.

2.44 Strengthening teaching of second national languages and English in schools to promote communication among children of different ethnic groups.

2.45 Lessons and methods of teaching and school activities to promote learning and appreciation of unity within diversity.

2.46 Schools will develop dramas, musical entertainments with a wider coverage including performance of other ethnic groups and cultural groups.

2.47 All schools will celebrate all religious festivals at school level and allow children to learn more of other cultural and religious practices and learn to appreciate, respect and value other cultures.

2.48 Schools will promote gender integration and mutual respect for boys and girls and emphasize the equal rights and equality in all aspects of life and learn mutual respect for each other.

## THEME THREE:

### Strengthening the Capacity of the Education System to Allocate and Distribute Public Resources Efficiently and Equitably Within the School System

199. Resource Allocation and utilization need to be objective and transparent at all levels. **Efficiency and Equity** is a cross cutting issue and a rather challenging issue to address due to long established practices. Equity means giving all children a fair share of the educational system. Efficiency is optimization of the system to be cost effective. It is directly related to competence and good management of all resources, stopping wastage and producing the expected outcomes through the investment. Today 98 percent of school aged children are enrolled, 83 percent continue on to secondary school and the dropout and grade repetition issues are satisfactorily dealt with. *There is a satisfactory level of internal efficiency achieved.* Sri Lanka is looking for quality education for all children. Equity is to ensure that all children have access to quality education. Due to un-planned investments disparities were further widened. Undesirable construction work has taken the rare resources that should have gone to facilitate higher order learning activities. Under a decentralized system it is difficult to monitor investments if there is no investment framework in place.

200. There are three important issues that need to be addressed under equity and efficiency:

1.1 There is a very high degree of disparity due to unplanned investments and inequities in the distribution of resources, both physical and human.

1.2 There is no assurance in the flow of allocated and disbursed resources to the activity earmarked and this systemic deficiency is contributing to inefficiency and disparities.

1.3 There is *lack of transparency in public spending.*

#### Objectives of Theme Three:

1.1 Improve equity in the distribution of resources by developing an overarching education sector plan ensuring that equity and efficiency issues are addressed under access, quality and governance themes.

1.2 Establishing a Medium Term Budgetary Framework for Education Sector mechanisms to ensure

proper disbursement and utilization of resources.

1.3 Establishing a public expenditure and quality of education tracking system to ensure funds are rightly utilized.

#### Strategy Formulation:

*Issue: There is a very high degree of disparity due to unplanned investments and inequities in the distribution of resources, both physical and human.*

*Objective: Improve equity in the distribution of resources by developing an overarching education sector policy and investment framework.*

201. *Past practice of historical budgeting:* The policy initiatives under this theme seek to improve the efficiency and equity of education resource allocation by addressing key issues. Investment in education in the past has been based chiefly on a single year budgeting framework, with resources allocated to various expenditure heads on a historical basis. Public expenditure in education in the past has been based on ad-hoc short-term plans and crisis management measures, rather than a long-term, flexible, rolling development plan. The flows of expenditure through the various tiers of the education system have not been transparent, so that information concerning the procedural efficiency and equity of resource flows in the education system has been scarce. This has led to an inefficient pattern of resource allocation over time. For instance, the annual historical budgeting process and absence of a long-term development plan has resulted in old priorities, such as classrooms, staff rooms and administration buildings, receiving a surplus of resources whereas important new priorities, such as higher order learning spaces like computer centers, science laboratories and library resources centers, and capital assets such as equipment, technology machinery and tools, have received inadequate resources. Also funds for maintenance, repair and replacement activity have been scarce, resulting in unduly heavy depreciation of the education capital stock and assets. Historical budgeting and the absence of a public expenditure tracking system have also led to inequities in the allocation of resources, as education institutions that received generous resources in the past have continued to be well funded while other institutions which were under-resourced in the past

have continued to be disadvantaged. In addition, the absence of clear information on the volume of resources reaching the various levels of the education system has meant that inequities have often persisted over unduly long periods of time, as policy makers have lacked timely information to address the issue.

**202. *The ESDFP is a policy initiative to improve the efficiency and equity of resource allocation in the education sector:***

1.1 Development of an overarching education sector development plan to ensure that education sector investments adhere to equity and efficiency principles. The MoE and the Provincial Councils, through public consultations, the consolidation of bottom up school based plans, and the production of complementary action plans from central, provincial and zonal education authorities, have developed a long-term five-year education sector development plan for the period 2006-2010. However, this is needed to be expanded to 2015 to fall in line with overall government plans. This plan provides the overarching framework for the expansion and improvement of the education system in the country. The plan is an indicative, rolling plan that will be updated annually, especially in the light of new information from monitoring and evaluation activities, school and divisional profiles achieved through the national assessment programme and policy research and analysis. The multi-year plan will enable education institutions to prioritize and time sequence their development activities and work within a broader resource envelope and longer time horizon. It will also ease and facilitate the work of education policy makers as they seek to forge synergy between different sets of education development initiatives. Education Sector Development Framework and Programme will be the key instrument of longer term planning and the ESDFP now formulated for 2006 – 2010 will be further expanded to cover 2015 time frame. ESDFP will be a living instrument that can be attuned to suit emerging issues.

**The following strategic directions will be further incorporated to:**

- I. ESDFP will shift its administrative unit for resource allocations to Division from Zones to ensure equity concerns but for the time being the divisional allocations will be disbursed and utilized through the Zonal office until the divisional capacity is enhanced to handle the full scope of expected responsibilities by 2010 .

- II. When the Divisions achieve full capacity by 2010 the Division will directly function under the Provincial Office and the Zonal Office will cease its operation.

- III. ESDFP will initiate further processes to set Norms for the four types of schools and direct investment for all schools to achieve the established norm.

- IV. ESDFP will establish guidelines and an inter-sectoral strategy for the rationalization of schools at divisional level, new rules on new recruitments and deployment of teachers to divisions, set rolling plans and monitoring mechanisms for teacher development, set fixtures for recruitment and promotions for HR to follow.

- V. ESDFP will set guidelines for rationalization of teacher deployment and takes steps to *establish 'sanctioned posts' to schools* by December 2007 and ensure teacher salary allocations and disbursement adheres to proposed policy framework. All teachers should be alerted to find a more suitable school in a Division that suits the teacher and the provincial authorities to facilitate the re-deployment of teachers to schools in difficult areas by providing basic facilities to attract teachers.

- VI. ESDFP will include guidelines and criteria for the rationalization of education subsidies to ensure that no-child is left out of school due to school rationalization or poverty reasons.

- VII. ESDFP will ensure National Assessment is institutionalized and *school profiles are established by Divisions to monitor progress and provide additional resources for school improvement programmes.*

***Issue: There is no assurance of the flow of allocated and disbursed resources to the activity earmarked and this systemic deficiency is contributing to inefficiency and disparities.***

***Objective: Ensure multi year planning and monitoring of education sector investments by establishing a medium-term budgetary framework (MTBF) for education.***

203. **The Purpose:** The main objective of the MTBF is to facilitate multi-year planning and monitoring, at the national, provincial and lower tiers of the education system. The MTBF will outline, in advance, the budgetary allocations for capital, recurrent and maintenance expenditure over a three-year period. These medium-term budget estimates will be updated annually, and provide the resource base for the rolling education development plan. The MTBF will enhance the external efficiency of the education system by prioritizing the allocation of resources to promote human capital accumulation among school children, including the acquisition of general competencies such as team work and a positive work ethic, and specific cognitive outcomes such as IT literacy, fluency in modern languages, especially English, and Mathematical competence. The MTBF will strengthen the internal efficiency of the education system by better enabling policy makers to tailor resource flows to education development needs and reducing mid-stream procedural bottlenecks such as financial illiquidity and cash rationing. And the MTBF will promote equity by favoring poor and needy schools in the distribution of resources.

204. **Higher Order Processes:** Within the MTBF, the funding formula of the education capital budget will prioritize investment in higher order spaces such as computer centres, libraries, science laboratories, activity rooms, home science rooms and workshops, and higher-order capital assets such as equipment, technology, machinery and tools. The funding formula of the recurrent education budget will prioritize investment in higher order processes, especially to improve the competencies and performance of teachers, the management and leadership capabilities of principals and the efficiency and output of education administrators. The MTBF will also explicitly incorporate a generous programme for maintenance, repair and replacement activity.

2.2. *MOE will establish a medium-term budgetary framework (MTBF) for education:* and ensure the monitoring of the following:

- I. MOE to establish a Monitoring and Evaluation Unit under the Director Planning, headed by a Deputy Director and linking with designated provincial level officer/s to operationalize MTBF and link it with public expenditure tracking system.
- II. Equity in access through the rationalization of schools at divisional level as stated under Theme One.
- III. Rationalize education subsidies through targeting to bring equity programmes for the lowest 70 percent not receiving the fair share of the increased national income.
- IV. Ensure schools that establishing sanctioned posts and salary disbursement are targeted with authorized school level positions.
- V. New recruitment of teachers and teacher trainees to NCOEs are targeted to needs and the deficits.
- VI. Gradually empowering of the Division and Schools as unit of resource allocation and Zonal level to fade away by 2012.

**Issue:** *Lack of transparency in public spending.*

**Objective:** *Promote equity and transparency by introducing a Public Expenditure Tracking System.*

205. **Equity and Disbursement:** Since the introduction of the 'free education' policy, the total cost of education has been borne almost wholly by the government. In order to fulfil the government responsibility, since independence, all successive governments have made several attempts to establish equity across the system. Nonetheless, the unequal distribution of resources to schools continued to exist. Within these circumstances, the distribution of resources is an issue that needs to be addressed. The top-down policy approach, some times, may not be workable at the implementation stage and there are large disparities and 'disadvantaged schools' across the country. Within these circumstances, National Education Commission (1992) proposed to introduce a new school financing mechanism and to delegate power to school level, ensuring equity and efficiency respectively. Accordingly, the government with the financial assistance of the World Bank, introduced Norm-Based Unit Cost Resource Allocation Mechanism (NBUCRAM) under the Second General Education Project (GEP2). This led to implementation of some form of School-Based Resource Management (SBRM). This formula is concerned with the distribution of learning resources only (i.e. consumables and perishables, and capital equipment). However, there is no strong link between educational inputs and educational outputs/outcomes. Under the implementation of NBUCRAM, schools received significant amount of funds to acquire recurrent educational learning materials and consumable capital in the form of

learning equipment compared to pre-NBUCRAM era. However, in terms of SBRM context very little attention is being paid to the relationship between school resources and pupil attainment. According to the agreed policy, five per cent of the total provincial recurrent and capital allocation should be allocated to the disadvantaged schools, but this proportion was not fully released to schools, due to financial difficulties experienced by Provincial Councils. The lack of transparency works against the poor and the impoverished.

**206. *Resource Allocation to Schools:* Moreover, it is difficult to measure the volume of resources allocated to school level by different administrative hierarchy. Most of the time school principals (as well as other authorities) do not have a clear idea about the volume of resources they should receive in the given fiscal year. As a result, funds received for various activities at the end of the year are spent sometimes on less-priority activities on ad hoc basis. The education sector has a complicated (and extended) governance framework in relation to financial powers and authority between the central government and provincial levels. Hence, various administrative hierarchies existed and are involved in providing resources to schools. They deliver services to schools and provide resources in kind directly and through other agencies. Sometimes it is complicated to measure the resource distribution. For example, under the NBUCRAM some funds are directly released to schools and some are spent at zonal, provincial and national level to provide resources in kind. Therefore, some school principals do not have records of how much funds are spent for the given purpose. Many central and provincial level agencies are directly or indirectly involved in resourcing schools. Though it is assumed that agencies have sound data-bases on financial distribution, operational evidence shows that reliable data on such spending is lacking. This available information does not show the relationship between resources and educational outputs as well as outcomes. *The school level planning and resourcing should be linked with proposed program for school improvement so that the SDC and SMC will assist the school in the management of resources.***

**207. *Compounding in resource utilization:* Further, it is difficult to distinguish allocation by primary and secondary levels in schools as well as other operational costs due to classification of the present budget. For example, teacher salaries are difficult to be divided into primary and secondary as teachers are not appointed as primary or secondary. Therefore, many assumptions are used for calculations and this would not be accurate. Hence there**

**is a need for tracking the financial allocations for given purpose.**

**208. *Denial of Purpose:*** Distribution of resources is another critical issue which challenges the equity principle as well as the adequacy criteria. As past experience shows many donor-funded projects have spent large proportions of funds for administrative functions than for the real needs of target groups (beneficiaries). On the other hand it has been experienced that beneficiaries do not receive the resources they need. Before reaching the target groups a large proportion of financial resources are wasted at different levels. It might benefit the target groups only indirectly. Hence, ESDFP is to re-think of a 'client-oriented resource distribution mechanism' and tracking system for public expenditure on education.

**209. *Tracking of Public Expenditures:*** The main objective of the PEQETS is to promote equity and transparency in resource distribution by tracing the flow of expenditures to, and through, the various levels of the education system, such as central education agencies, provincial councils, zones and schools. The PEQETS will enable policy makers to monitor the extent to which resources intended for various activities, at the different level of the education system, actually fulfill their intended purpose, and refine resource distribution accordingly. Also, by improving transparency, the PEQETS will facilitate more equitable resource distribution among education agencies, and enable stakeholders to exert pressure on decision makers to ensure that resources allocated actually reach them. The introduction of the PEQETS will be time sequenced. The PEQETS will be initially pilot tested in selected zones and among national schools, be expanded to two full provinces after that, and finally established countrywide.

**210. *ESDFP will articulate the following policy directions at all levels of education sector financing to achieve a higher level of transparency and accountability:***

**2.2.** ESDFP will introduce a *Public Expenditure on Education Tracking System (PEOETS)* at all levels. This is a key operation for education. The expenditure and output tracking system will be an element feature of the ESDFP. It is part of the programme 'strengthening the efficiency and equity of resource allocation'. The tracking system is a vital component of the entire ESDFP since this contains many activities with budget allocations. It is therefore important to monitor funds

spent and the subsequent changes in performance of the educational system that these activities intended to bring about. In addition, the tracking system needs to be extended to all expenditure lines in budget for general education, in order to increase transparency and accountability, promote efficiency and provide evidence on access and the equity of the distribution of educational resources. Hence, the proposed system will track both expenditure and the quality of education in the general education sector.

I. PEQETS will include central administration (Finance Commission,

Ministry of Finance, ME, Provincial Ministries of Education, Provincial Chief Ministries, and Provincial Departments of Education and Zonal Education Offices) and donor-funded projects in national and provincial schools.

II. PEQETS implemented in 2008, including strategies for tracking resource utilization at school level.

## THEME FOUR:

### Strengthening Governance and Institutional Capacities of Central and Provincial Agencies to Deliver Higher Quality Services.

211. *Good Governance:* The objective of this theme is to improve the quality of governance and service delivery in the system by addressing several key problems. Good governance demands objectivity, transparency, efficiency and effectiveness. Objectivity is the foundation for achieving the rest. Objectivity comes only when objectives are clearly understood and implemented by the policy makers, managers, planners and implementers. A perspective five year plan, a three year rolling budgets and conformity of annual plans to the policy framework are all steps taken under Theme Three towards increase of objectivity. Transparency comes with conformity of all actions to plans, establishing procedures following rules and regulations and openness to the public on all public dealings. Transparency is best achieved through the involvement of non-bureaucrats, non-policymakers and non-politicians in the implementation of programmes and openly making all critical information available to all stakeholders. Efficiency is the timely delivery of expected services by all to achieve the expected ends. Effectiveness is how much the expected outcomes have been achieved through these processes.

212. In order to achieve good governance certain basic principles needs to be followed and strengthened. The most important of all is the objective procedures and efficient management of human resources because everything else rolls on the capability and the quality of the human resource.

#### Issues on Theme Four

1.1 Lack of efficiency in the management of Human Resources to increase objectivity and transparency towards good governance.

1.2 Lack of school level community involvement in school management to increase transparency and good governance.

1.3 Though there are several public sector agencies and Provincial Councils responsible for the efficient and effective functioning of the education sector, there is lack of clarity, congruence and concurrence of roles and function at all levels; they lack effective and efficient coordination in achieving the common objectives of education; and there is no system of assessment of personnel at work.

#### Objectives of Theme Four:

1.1 Increase efficiency of human resource management by having job-descriptions, setting up of performance targets for all officers and programmes at all levels of education service delivery and by introducing monitoring performance at all levels and personnel.

1.2 Increase transparency by increasing community participation at school level and publicizing divisional level and school level allocation of resources to programmes.



1.3 Increase efficiency, effectiveness and inter-agency coordination of education sector activities through a capacity analysis and filling up of the gaps which now exist within and amongst the agencies.

#### **Strategy Formulation for Theme Four:**

*Issue: Lack of efficiency in the management of Human Resources.*

*Objective: Increase efficiency by setting performance targets for all officers and programmes at all levels of education service delivery and by introducing monitoring performance at all levels and personnel.*

213. **Re-structuring of MOE:** MOE will examine how best the MOE can be reorganized (re-structured) to cope with Provincial Council system to gain efficiency in the implementation of policies, programs and budgets. With the introduction of the provincial system, the Ministry has not been adequately re-structured to maintain the role of the ministry in the monitoring of policies, practices, programs and budgets at provincial level. This has caused some of the ills in the system. Therefore, the MOE will appoint an inter-ministerial committee to look in to a better structure for gaining efficiency.

214. **The Two Key Functions of HR:** The objective of the human resource strategy is to provide high quality human resources for the education system, at Ministry, Provincial Council, Zonal, Divisional and school levels, over the long-term. There are two key areas the HR has to be concerned with. *One is the recruitment and promotion of personnel to meet with the attritions, projected human resource requirements to keep the education machinery moving efficiently. The other, is developing the human resource to meet with new challenges, changes by up-grading and orienting personnel to be effective in their job.*

215. **Human Resource Development:** Human resource development activities in the recent past have been unsystematic, unplanned and unbelievably delayed. As a result, there had been too much of political interference in the appointment of personnel on acting capacity to positions. There is severe shortage of managerial staff in the education administration and planning levels and schools. There exist an excess and a deficit in teachers due to the failure of providing the directions for recruitment. There is an excess of staff in the services be-

low the professional level. Also, the Ministry of Education and Provincial Education Authorities experience a severe shortage of skilled professionals to serve as managers. And there is a lack of consistency and coherence between the various education services, such as the Education Administrative Service, Principals Service, Teachers Service and Teacher Educators Service, in terms of entry criteria, training opportunities, career prospects, mobility across and between services, salaries and benefits, and performance standards.

216. **Promotional System:** MOE finds most of its senior personnel to managerial posts through the promotional system. Yet, over the last decade career promotional examinations have not been held and no established procedures were followed in the appointment of personnel to key positions. As a result, a large number of senior managerial positions at all levels remain vacant and through the political machinery, personnel favoured by the political administration have been appointed in acting capacity to cover up duties. This has lowered the level of objectivity, transparency and has contributed to inefficiency and ineffectiveness. Inefficient HR department contributes more to poor governance than any other variable because when personnel are appointed on favours, disregarding the qualifications of the other more suitable personnel, they also in turn do favours to the line managers. This eventually leads to corruption. Therefore, it is important to follow the established transparent procedures in recruitment and promotion of personnel and it is important to make appointments and fill vacancies on time to have the right person at the right position.

217. **Lacks HR Management Information:** Further, there is neither any records on the likely attrition numbers of all category of personnel including subject specialized teachers nor has any projection on the basis of shrinking student population and growing demand for new interventions to decide how many and what type of personnel would be required. There is very poor coordination at HR as well as HR and other departments. Human resource development activities are also carried out as unplanned and ad hoc activities. There seems to be a long delay in producing the HRD plans.

218. **The Need to Have a Staff College:** See Para 166 for details. A core element of the human resource strategy will also include strengthening the leadership and management capabilities of principals, and other middle level managers of schools. Strengthening the leadership skills and managerial competencies of school principals, and section heads is a key initiative under the ESDFP. The

Principal's Training Center at Meepe will act as the hub of this initiative. MOE is to assess the need of reviving of the Staff College that functioned quite efficiently in the past. Important leadership and management skills that principals will be expected to acquire, must be enhanced before they are appointed to the post. Therefore having a selected and trained set of Principals for ready deployment to schools as and when the vacancies arise is important.

219. ***Under ESDPF the following strategies and policy directions will be established and followed to ensure the efficient functioning of the HR department:***

1.1 MOE to establish a comprehensive *Educational Information Management System (EMIS)* on urgency basis to be able to improve efficiency and effectiveness of the management of the system and MOE will seek external technical assistance to achieve this.

1.2 With immediate effect establish a regular annual calendar for recruitment and promotional examinations.

1.3 Set a regular annual fixture for approval of vacant positions, gazetting inviting applications, conduct of examinations, selecting, appointment and deployment.

1.4 HRD to develop the following year's 'attrition map' and 'HR projected requirements' etc. by March every year.

1.5 Human Resource Development will be needs-based on identified needs. The HRD plan will be in place by January 2007 and all trainings will conform to the HR plans.

1.6 MOE will reestablish Staff College to provide high quality professional training to Sectional Heads and School Principals.

1.7 All newly recruited graduate teachers will be provided with short-training at the Universities to ensure minimum standards,

1.8 Establishing consistency and coherence among the various education services, such as the Sri Lanka Education Administrative Service, Sri Lanka Principals Service, Sri Lanka Teachers Service and Sri Lanka Teacher Educators Service.

1.9 Performance assessment system will be introduced for all categories of personnel officials, and principals by 2010 and for teachers by year 2008.

1.10 Appoint a high-powered committee to ex-

amine the structure of MOE in view of the provincial council system and on the MOE's mandate.

***Issue: Lack of school level community involvement in school management to increase transparency and good governance.***

***Objective: Improve transparency by increasing community participation at school level and publicizing divisional level and school level allocation of resources to programmes.***

220. ***School-Student-Community Triangular Relationship:*** One of the best mechanisms proven to be working all over the world in increasing transparency and also achieving the expected outcomes of education is parental and community involvement in education, mainly at school level. The most recent research by Hoy and Hoy (2006) confirms that optimum student learning is achieved only if school-faculty; parents and students are effectively brought together. This single fact had been more significant than all the other factors studied in this study of 96 schools of all types. Therefore, enhancing school improvement through community participation is much recommended by all international agencies. There are a lot of examples in Sri Lankan schools to show that wherever the community participation in school management is high, the school performance too is high. It creates a sense of ownership among the beneficiaries which will lead to a greater commitment to run their schools efficiently and effectively. In this programme the schools will remain accountable to a Central Authority for the manner in which resources are allocated and utilized. If MOE uses the Public Expenditure Tracking System and if effectively utilized side by side with the school improvement interventions through community participation, the transparency as well as effectiveness will be achieved.

221. ***People's Participation:*** School improvement will strengthen democratic governance which leads to participation of people at school level. Parents and teachers are the people who have the greatest interest in the welfare of their children. They should be given the discretion to take decisions, as far as possible, with regard to the running of the school. Each school has its unique environment and decisions to be taken by people who are closely connected to the institution. The School Improvement Programme is a synergetic approach by which the in-school staff and all other related stakeholders of the school would combine themselves to improve the quality of the services provided by the school. At present there is no clarity as to who is responsible for achieving the school objectives. Under the *School Improvement Programme* the responsibility will clearly

be with the School Development Committee which will be held accountable for the success of the school.

222. *Under ESDFP the following strategies and policy directions will be established and followed to ensure a higher degree of community participation in school management and improvement:*

1.11 Expansion of Programme for School Improvement (PSI) with necessary amendments as the pilot phase is assessed and evaluated by 2009:

- I. Establishing School Development Committee (SDC) and School Management Committees (SMC) in all schools with a mandate for total school improvement on specified flexible terms of reference and link the PSI with social-mobilization and parental education programs and NFE activities.
- II. The SDC/SMC would consist of Teacher/ Parent/ Past Pupil representatives and a representative of the Education Authority. The Principal shall function as the Chairperson of the SDC throughout his/her period of office in the school. The Deputy Principal (the person who heads the school in the absence of the principal) will be the Deputy-Chairperson and its functions and expectations will be established within a legal framework as it matures.
- III. PSI will also ensure regular training of teachers through the on-site teacher development, proposed teacher re-training programs and guide SDCs and SMCs to identify the types of teachers and resources the school requires to reach the established norm for schools.
- IV. SDCs and SMCs will be a part of school level planning of school improvement programmes and quality improvement interventions. They ensure full participation of all students and parents to achieve efficiency and effectiveness through transparent procedures.
- V. Resources will be disbursed to SDCs/SMCs through formal channels. A legal framework will be established for smoother functioning and accountability.

*Issue: Though there are several public sector*

*agencies and provincial councils responsible for the efficient and effective functioning of the education sector, there is lack of clarity, congruence and concurrence, and effective and efficient coordination in achieving the common objectives of education.*

*Objective: Increase efficiency, effectiveness and inter-agency coordination of education sector activities through a capacity analysis and filling up of the gaps now existing within and amongst the agencies.*

223. *Education sector institutional system:* The education sector consists of so many institutions: MoE, NIE, DoE, EPD (the central level agencies) and Provincial Departments (08) and Zonal Education Offices (92), Divisional Offices (324) and schools (9760). There is also National Education Commission (NEC) a policy organization directly reporting to the President of Sri Lanka. There is lack of clarity in the implementation responsibilities and the scope of work of each organization (central and provincial) pertaining to education policy. Although time to time these agencies have identified and established the effective overall coordination and responsibilities it largely depends on the leadership of the Ministry than the statutory standing.

224. *Organizational needs assessment:* Therefore, an organizational assessment of the education system is a need. This organizational assessment will: (a) review the institutional framework and organizational capacity of the various educational agencies under the Ministry of Education and Provincial Councils; (b) assess the vision, mission, strategies and operational plans of the key education agencies; (c) clarify roles and responsibilities across and within agencies; (d) identify gaps in roles and responsibilities; (e) identify duplication of roles and responsibilities; and (f) identify organizational capacity, constraints and weaknesses. Based on this organizational assessment, the MoE and Provincial Councils will develop and implement an organizational capacity building programme.

Therefore, under ESDFP MOE will initiate:

4.12 An organizational assessment of central and provincial education agencies during 2005-2006.

4.13 The human resource strategy and organizational capacity building programme for these agencies will commence in 2007.

4.14 The organizational assessment at Zonal and Divisional levels will be given priority because

the ESDFP is targeting the Division as the unit of resource allocation and planning. Resource channeling and coordination of planning and implementation will be vested with the Zonal office. Therefore the capacity assessment of the Division and the Zone will be carried out during 2007 to enable the division to carry out the rationalization of schools and effective teacher deployment and school level planning through divisional planning. Accordingly, the organizational capacity building programme at divisional levels will commence in 2007.

4.15 Inter Agency coordination mechanisms will be introduced. MoE will bring NIE, DoE and EDP to have regular joint monthly meetings and reviews. MOE will also introduce Quarterly Joint Reviews with all Provincial Councils to ensure policy implementation.

## Donor Coordination

225. Donor Coordination: The ESDFP is the mechanism that would lead the education sector towards SWAp. Government expects enhanced donor participation within ESDFP for Sri Lanka to achieve its aspirations in the education sector. Sri Lanka has successfully achieved all EFA goals and objectives and beyond. The government's aspiration is to enhance human capital for effective partnership in achieving a global economy and this needs enhanced support of all development partners particularly to bring modern technology to stu-

dents and teachers and strengthen efficiency and effectiveness of the education system. The advantages of SWAp are well known to all development partners. Therefore, coordination of all donor financing and activities under ESDFP is a priority to gain the expected efficiency in programming and programme implementation. MOE in consultation with donors expect to have a *Code of Conduct* for all development partners, including the international and large national NGOs contributing to development of the education sector. All large donors will be encouraged to have joint Donor Missions twice a year and produce a Joint Aide Memorandum than several individual donor memos to bring about better congruence with in the ESDFP. MOE will have consultations with all donors to avoid having separate project offices but to provide technical assistance directly to the respective departments/divisions of MOE and the Provincial Councils to develop efficient systems, to provide on-the-job training to key officials, and enhance sustainable capacity towards gaining better efficiency, transparency and effectiveness in programming and monitoring of result based program implementation. The development partners will be encouraged to carry out independent assessments and evaluations to assist the government to achieve a better level of transparency, towards a better performing system of education for Sri Lanka while satisfying the universally accepted goals and objectives as well as principles of education.

# PART FOUR

## STRENGTHENING MONITORING AND EVALUATION

### THEME FIVE

5.1 Strengthening, Monitoring and Evaluation of Education Outputs and Outcomes.

226. Clearly, an ambitious and broad programme such as the ESDFP requires careful monitoring, evaluation, research and analysis. Monitoring and evaluation are integral components of the ESDFP. From 2006 onwards the government budget will make resources available for monitoring, evaluation, policy research and analysis.

227. The monitoring and evaluation activities will focus on programme inputs, processes, outputs, results and outcomes. A detailed framework for monitoring and evaluation has been worked out, and is given in the Results & Monitoring Framework of the ESDFP.

#### *Monitoring of Progress:*

228. The monitoring activities will be undertaken mainly by the implementing government education agencies, such as the Ministry of Education, National Education Commission, Finance Commission, the Ministry of Finance & Planning, Provincial Councils, National Institute of Education (NIE) and National Evaluation and Testing Center (NETC-DOC) of the Examinations Department. The main purpose is tracking progress of the implementation of the programme components by the implementing agencies. All programme components will have pre-identified performance targets and indicators to assess performance of the programme component. Each programme component has its critical time lines, and in implementation of the ESDFP an over all review mechanism will be institutionalized to track progress and take stock on a monthly basis. The programme managers at each agency will review progress one week prior to the monthly review by MOE. All implementing agencies will send a monthly progress report based on pre-set performance criteria.

229. **Evaluation:** Evaluation activities will generally be contracted out to independent research agencies, such as the National Education Research and Evaluation Centre (NEREC) and private consulting firms. These could be either longitudinal studies to track student performance, emerging trends and patterns to guide policy or a one-time

assessment of any situation that needs further information and understanding to make decisions.

230. **Policy Research:** Policy research will be undertaken mainly by specialized research agencies, such as universities, NIE, research centers including NEREC and other policy research institutes. These are macro analysis than micro studies. Policy research embraces in education naturally have to take stock of inter-sectoral perspectives.

231. National Assessment Programme and Monitoring of Performance: **ESDFP will lay the foundation for a National Assessment Programme which will serve in the medium and longer-term to monitor public expenditure and quality of education through progressive monitoring of school profiles which will have a direct impact on learning. Its purpose is to establish profiles at various levels to track progress, direct resources and monitor programmes. This serves as a multipurpose instrument and is largely utilized to bring about the expected change in quality of education through comparative analysis of students, schools and administrative levels and guiding resource allocation and planning to address issues on an annual basis. By comparative analysis of these profiles disparities in learning outcomes will be illustrated. By comparison of school performance and the divisional performance against national norms authorities can monitor quality of education across the country and guide planning and budgeting to address inequity issues more effectively.**

232. It is proposed to have a National Assessment at Grade 5 and 8 to strengthen interventions towards quality improvement. The purpose of National Assessment is different from the NEREC studies that are based on samples. Those should continue to assist policy formulation.

233. Regular national assessment of learning outcomes at the basic education and secondary education cycles will be conducted as part of the ESDFP. Activities that are to be pilot tested in selected educational zones or provinces will be evaluated using systematic techniques such as randomized trials. Key policy actions to improve education quality, such as the initiatives in teacher development, will

also be studied regularly. Participatory methods, such as citizen report cards and community score cards, will be used to assess measures designed to evaluate initiatives intended to improve the quality of service delivery such as organizational strengthening of provincial and zonal education offices.

234. The monitoring and evaluation system will focus on both performance indicators and monitoring indicators.

235. Performance indicators **are progress tracking indicators and will be used to follow the progress of the education system in terms of inputs, process and outcomes. For instance: the disbursement of funds on time as indicated by the time frames, how many schools have submitted the school level plans, are performance indicators. A programme performance such as NFE the number of out of school children enrolled; average rate of annual attendance, percentage of students promoted at Grade five and entered grade six, completion rate, percentage passing a test, percentage completing Grade 9, percentage of students demonstrated achievement of a given competence are all performance indicators. Each programme will have such performance indicators for tracking of progress at set intervals. MOE management taking periodic assessments of progress in agreed timeframes in each component and giving feedback, resolving implementation problems will be institutionalized to monitor ESDFP towards its expectations.**

236. Monitoring indicators **will be used to follow the implementation of critical development measures and steps to achieve overall ESDFP outcomes. This will be a macro level assessment based on identified indicators. These indicators will naturally be a composite of the performance indicators. These will be linked to actions and activities that introduce new initiatives or that can have a significant long-term impact on the development of the education system, such as the introduction of the balanced control model of school improvement programme and the modernization of the examination system.**

## 5.2 Key Development Operations of the ESDFP

237. Under the four themes described above, several key development operations have been identified as major policy initiatives. These key development operations are shown in the Figure 3.1 below. The conceptual Frameworks are presented in the form of concept papers in Section 3.4 ( **See Figure 5-2-1Key operation** ).

## 5-3 Indicators for Results Monitoring Framework

238. **Figure 5-3-1** continued for each Theme provides **the strategy and objectives wise Performance and Monitoring Indicators** that could be employed in the monitoring of ESDFP. The Performance Indicators are **more** activity bound and is needed to track the status and achievement of the objectives. The Monitoring Indicators are for the monitoring of the Theme and encompasses several activities. However, it is important for the MOE to identify the Indicators that are achievable through information because there is no ESDFP based EMIS in place for the efficient estimation of performance (See **Figure 5-3-1**).

**Figure 3.1:Key Operations**

Junior Secondary School  
Grade 1 - 9

Technical Colleges  
Technician

Primary School  
Grade 1 - 5

Senior Secondary School  
Grade 10 - 11

Vocational Training  
Trade & Artesian

Ministry of Finance and Planning

Dept. of Management Services

National Budget Division  
(Capital + Recurrent)

Department of National Planning

For Provincial Schools

For National Schools

Ministry of Education

Finance Commission

Provincial Chief Ministry

Provincial Ministry of Education

**Provincial Department of Education**

**National Schools**

**Provincial Schools**

**COMPULSORY EDUCATION PHASE**  
**Compulsory Junior Secondary Education**

**Compulsory Primary Education**

**Figure -2-2-1 CHANGING SCENARIOS**

Source - Ministry of Education

**Figure 5.2.1**

Source: Department of Examinations

Figure 5-2-1 Key operations

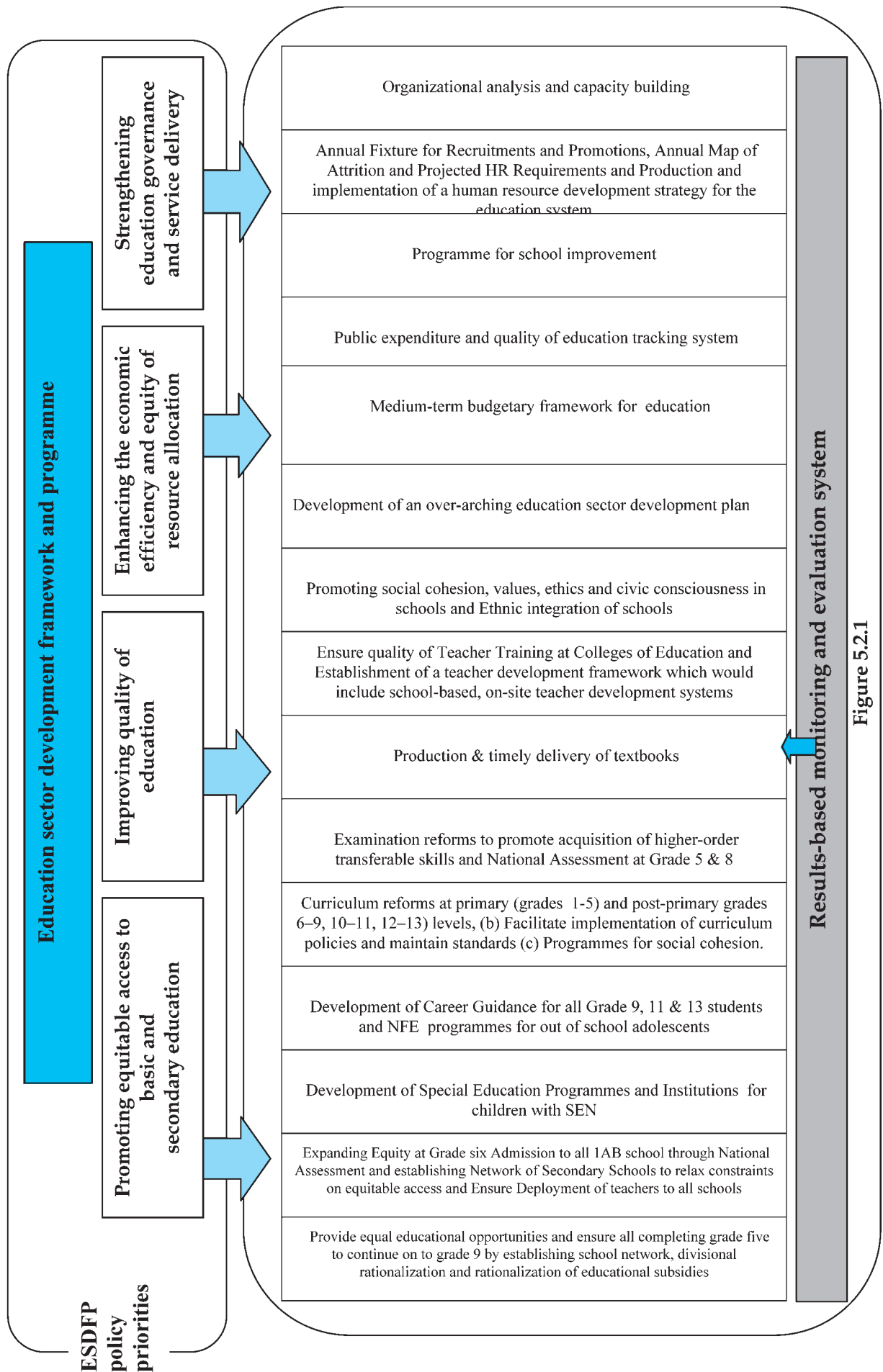


Figure 5.2.1



**FIGURE : 5-3-1 INDICATOR FOR THE MONITORING OF ESDFP**

**THEME ONE: PROMOTING EQUITY BY ENABLING ALL CHILDREN IN THE COUNTRY TO ACCESS AND COMPLETE BASIC AND SECONDARY EDUCATION**

ISSUES	OBJECTIVES	STRATEGIES	PERFORMANCE INDICATORS	MONITORING INDICATORS
<p>1.1 Although there is a compulsory Education Act all entering students to Grade 1 do not complete the compulsory basic education cycle (Grades 1-9),</p>	<p>1.1 Ensure 95 percent of under 14 year children completion of Grade 1-9 Compulsory phase of education by 2015</p>	<p>1.1 MOE and Provincial Councils and Zones to introduce level planning to ensure networking of schools with Junior Secondary phase to ensure all Grade 5 graduates continue on to Grade 6 within or out side the division by 2008.</p> <p>1.2 Rationalization of schools on divisional basis to establish a school network that ensures 100% transition of Grade One student to secondary level by year 2010</p>	<p>Net enrollment rate at Grade one % of Grade 5 completed students enrolled in Grade 6</p> <p>Number of divisions out of 324 divisions completing school rationalization exercise</p>	<p>Net Enrollment rate at Grade one</p> <p>Divisions wise percent of Grade 5 completed students enrolled in Grade six</p>

		<p>1.3. Rationalize the use of education subsidy budget in consultation with Provincial/Divisions to ensure channeling of subsidies to ensure no child is left out in the transition of students from Grade 5 to 6 in the rural and particularly in the divisions where dropout rate is higher</p> <p>1.4 MOE to ensure School profiles, Divisional Profiles and Zonal Profiles are developed and included in the <b>Educational Information Management System</b> at all levels and link Schools, Divisions, Zones and Provinces with the central EMIS with Planning Departments by year 2009</p> <p>1.5 Early Identification of potential dropouts at school level</p> <p>1.6 Monitoring of school attendance by School/Division and Zones to ensure every student is continued on from Grade to Grade and zero-in dropout by year 2010</p> <p>1.7 Use National Assessment at Grade 5 and Grade 8 to monitor learning outcomes, school level planning to overcome constraints through allocation of resources to school level and division by year 2009.</p>	<p>Percents of small schools received extra subsidies to prevent dropout due to rationalization of schools</p> <p>Percent of schools having student, school and divisional profiles</p> <p>Percents of school dropouts at each grade level</p> <p>Average monthly rate of student attendance grades and school wise</p> <p>% School and Divisions received the National Assessment Profiles by 2009</p>	<p>Divisions wise the percent of students dropout at each grade level from Grade 1 - 9</p> <p>Number of schools utilizing National Assessment results and profiles for school level planning by 2009</p>
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		<p>1.8 De-link Grade 1 -5, primary section in all 1AB schools and stop automatic placement of grade 5 students in Grade 6 in all 1AB schools by January 2009. Admission of students to Grade one in 1AB schools to stop from January 2008.</p>	<p>Number of 1AB school stopped admitting students to Grade one in January 2008</p> <p>Number of small schools having increased enrollment</p>	
<p>1.2 There is inequity in the school system particularly in the distribution of 1AB schools and</p>	<p>1.2 Provide equitable access to G. C. E. (O/L) and (A/L) at all divisions by year 2010</p>	<p>1.9 Enhance the number of Scholarships at Grade 5 targeting the children in the lower 30% income deciles and rural schools who need to be relocated to another school under the expected rationalization of schools, if the small school ceases its operation,</p> <p>1.10. Rationalization of schools by establishing a minimum of one 1AB school in each educational division by 2010 ( see 1.1.3 as a pre-condition)</p>	<p>Number of Provinces with No 1AB school in 2005 have up-graded schools to 1AB level,</p>	<p>Percent of education divisions with one or more 1AB school</p>

<p>selection to grade 6 admissions to 1AB schools.</p>		<p>1.11 Ensure all 646 1AB schools are equipped and provided with the right kind of teachers to offer all streams of education by 2009</p>	<p>Number of 1AB schools providing all curriculum streams for GCE A/L</p>	<p>Percent of 1AB Schools enrolled candidates at GCE A/L for all curriculum streams  Percent of students enrolled in GCE A/L Science stream I</p>
		<p>1.12 1AB schools to assess the number of students could be admitted to Grade 6 and continue on to Grade 11 and 13 using the additional space added due to the de-linking of the primary sections.</p>	<p>Number of places increased at 1AB schools for Grade Six student admissions by division</p>	<p>%Percent of Students admitted to Grade 6 at 1AB schools based on National Assessment Results</p>
		<p>1.13 Develop Criteria of Student Admission to 1AB schools using National Assessment Test Results, proximity, School Zones and the present quota set aside for the children of the past pupils of the school</p>	<p>Criteria for admission to Grade six at 1AB schools is in place by August 2007</p>	
<p>1.3. There is no satisfactory level of access to special education due to lack of an institutional systems in place at Provincial level to ensure</p>	<p>1.3Provide access to special education to all needy children, including the severely disabled children of the compulsory education age by 2015</p>	<p>1.14 Developing new instruments to identify children with special education needs;</p>	<p>Number of Divisions identified with number of children special education through household surveys.</p>	<p>National and Provincial estimates of Special Children household surveys is established.</p>
		<p>1.15 In conjunction with the Public Health Nurses and the Grama Seva Officials MOE/Provincial Councils to divisions wise enlisting of all disabled and Special Needs children by 2008</p>		

all severely disabled children to be enrolled		1.16 Carry out a Needs Assessment Study at school level to assess the special education requirements and the number of students require special education at school and divisional level;		
		1.17 Strengthening and/or Establishing a National Center and a Provincial Center for Special Education;	% of places available at National and Provincial centers to accommodate severely disabled children	% of places available at National and Provincial center to accommodate severely disabled children
		1.18 Mobilize public and private sector resources and entrepreneurship to enhance the capacity of the existing institutions and motivate each Provincial Council to establish special education institutions where there is none through public-private sector partnership		
		1.19 Conducting regular surveys to identify children with special education needs;		
		1.20 Conducting periodic education camps for children with special education needs and their parents and Creating awareness among parents and the general public or special education needs ;	Number of camps conducted and the number of parents of disabled children attended the camp	

1.4 The large number of students leaving school at different stages of the schooling system is not directed to other national		<p>1.21 Updating the syllabus/modules for special education programmes and producing new syllabi/modules where needed;</p> <p>1.22 In consultation with Faculties of Education of University of Colombo, Open University and the National Institute of Education to establish Special Education Programme to continue professional development in special education for teachers; and training regular teachers in inclusive education;</p> <p>1.23 All school improvement interventions and all new schools and additional buildings and renovations must adhere to the all inclusive education policy requirements in the physical facilities for the special needs students.</p>	<p>Number of institutions and programmes updated the special education syllabi</p> <p>Number of places available for the training of Special Education Teachers</p> <p>All new school designs should be child friendly with special needs</p>	<p>Number of places available for the training of Special education Teachers</p>
1.4 The large number of students leaving school at different stages of the schooling system is not directed to other national	1.4(a). Provide Career Guidance to potential school leavers and link school leavers with public and private sector labour force development /vocational and skill	1.24 NFE / MOE to develop a plan of action to introduce Career Guidance to all students at Grade 9, 11 and 13 by 2010 to enlighten them on vocational and skill development programmes and career prospects.	Number of teachers trained and deployed for career guidance at 1C and 1AB schools	Number of school leavers immediately entering the vocational training programmes increased

<p>intervention towards labour force development. Also there is no system for the out of school children of the schooling age to have a second chance to achieve basic education.</p>	<p><i>development programmes to enable them find further prospects towards employment.</i></p>	<p>1.25 NFE/MOE to develop a consultative process with public and private sector vocational and labour force development institutions and programmes and establish formal linkages with education and vocational training system which is lacking due to bifurcation of the ministries,</p>	<p>Joint steering committee is formed with vocational training institutes and service providers to establish linkages</p>	
		<p>1.26 NFE/MOE to expand the consultative process and establishment of linkages with public and private sector labour force development initiatives to Provincial Council levels to strengthen the linkages to ensure school leavers finding placement in vocational programmes,</p>		
		<p>1.27 NFE/MOE in consultation with the Provincial Councils to have school level presentations on vocational training opportunities for school leavers in the public and private sector to enhance awareness</p>	<p>Number of career guidance demonstrations held at 1AB and 1C schools</p>	
		<p>1.28 MOE through linkages with Public and Private sector labour force development authorities to circulate such important notices such as recruitment to Apprenticeship Training, Vocational Programmes etc to all schools with Grade 9, 11 and 13 classes</p>		

	<p>(b) Provide Non-Formal Education opportunities for the out of school youth of the schooling age to have basic education and develop entrepreneurship and vocational skills by 2015</p>	<p>1.29 MOE/NFE to promote Non-Formal Education programmes at Zonal/Divisional level through a consultative process with Provincial Councils and National and International NGOs for the out of school youth and the school leavers to develop entrepreneurship skills, Self-employment opportunities and vocational skills by 2015</p> <p>1.30 NFE to continue to work on <i>Basic Literacy Classes and Functional Activity Based Literacy Classes and Programmes for street children to provide them with a second chance for education</i></p> <p>1.31 MOE and Provincial Councils to carryout divisional level parental education programmes through the 8,500 established committees to ensure 100% participation of their children in compulsory phase of education, identification of disabled children and out of school children and enhance awareness of possible vocational training programmes for their children when they leave school.</p>	<p>Number of out of school children brought under NFE basic education programme</p> <p>Number of divisions and schools offer parent education sessions</p>	<p>The rate of decrease of school dropouts</p>
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<p>1.5 Education subsidy allocation is not sufficiently directed to the deserving children in the lower income deciles, on the contrary subsidies are also given to children of in the 30% very high income deciles.</p>		<p>1.32 The Project Assistants will be redeployed to Divisional Office with a new job description based on the above proposed NFE strategies and other proposed divisional level planning activities. The additional required number of Project Officers to Divisional Officers will be re-deployed from the recent recruited graduates. MOE will make arrangements for the training of Divisional Directors and the Project Assistants under the Zonal Planning Officer and the Zonal Technical Team. MOE will also assess possibilities of developing a career path for the Project Assistants.</p>		
<p>1.5 Education subsidy allocation is not sufficiently directed to the deserving children in the lower income deciles, on the contrary subsidies are also given to children of in the 30% very high income deciles.</p>	<p>1.5 Education subsidy allocation to be rationalized to enhance subsidies for the children of the lower income deciles</p>	<p>1.33 Beginning from January 2007 the private schools students now receiving free textbooks, and school uniforms will not receive these services free. Arrangements will be made for the textbooks to be directly purchased from the publication department.</p>	<p>Number of private schools taken off the subsidies</p>	<p>% of students from the lowest 30% income category receiving</p>

<p>criteria of identifying schools those catering to the children of the high income category and free textbooks and free school uniforms will be stopped and make arrangements for the schools to purchase these through the nearest service provider. However a declaration from the parents will be taken before withdrawal and any parent declaring that their child need the subsidies will continue to receive them yet will be necessary to justify,</p>	<p>and students volunteered not to receive free textbooks and other subsidies</p>	<p>Percent of students of the high 30% income category relinquishing subsidies</p>
<p>1.35 All students holding scholarship bursaries and studying at any school will receive all free education benefits and the actual cost of textbooks and school uniforms will be added to the December bursary payment. Season ticket subsidy will be added to the monthly bursary payment</p>	<p>Number of bursary holders received subsidies uninterrupted</p>	

		<p>1.36 Considering the high operational cost of cutting, packing and distribution of school uniforms, children of all selected schools will be issued a voucher for the entitled value and will be allowed to buy the prescribed uniform material or prescribed readymade garments from the open market and students in Type 2 and 3 schools will receive two vouchers for two sets of uniforms.</p> <p>1.37 Divisions to ensure 95% completion of compulsory education. The Divisional Director's and Project Assistant's job descriptions to be revised with these additions. The Divisional Office in consultation with the Samurdhi Officer, Gram Seva Officer, Public Health Nurse and the other relevant officers attached to the divisional Secretariat will identify the schools catering to the lowest 40% income category to enhance subsidies to ensure that every child is admitted and continued in school till the completion of compulsory education at grade 9. It is expected that no-child is dropped out due to economic hardships.</p>	<p>Number of students in Type 2 and Type 3 schools receiving vouchers for two sets of uniform material</p>	<p>Number of village committees activated and actively working with an inter-sectoral officials</p>
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		<p>1.38 Provide bursaries to students if a student is transferred to a better school from an isolated schools or a small school under rationalization for the student to continue on to Grade 9. The 44,800 students in schools with less than 50 students as per School Census of 2005 are the only ones who will be eligible to receive these bursaries under rationalization. And 80% monthly minimum school attendance criteria will be applied to receive monthly bursary payment.</p>	<p>Number of bursaries granted to likely dropouts due to rationalization of schools to continue their schooling</p>	
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**FIGURE : 5-3-1 INDICATORS FOR THE MONITORING OF ESDFP**  
**THEME TWO: IMPROVE THE QUALITY OF BASIC AND SECONDARY EDUCATION**

ISSUES	OBJECTIVES	STRATEGIES	PERFORMANCE INDICATORS	MONITORING INDICATORS
2.1 The relevance of the school curriculum is low in meeting with the demands of the 21 <sup>st</sup> century and the global economy.	2.1 Increase relevance of curriculum to future requirements and to higher order abilities through curriculum and examination reforms.	<p>2.1 <i>Concerted effort to develop higher order skills that are much needed to revise the known, explore the undetermined and construct what might be</i></p> <p>2.2 <i>To introduce a curriculum approach that better reflects modern international trends in curriculum practice, effectively disseminate curriculum goals, values and aims to stakeholders, and provide strong implementation support for curriculum reforms to schools</i></p> <p>2.3 <i>To have a high degree of vertical integration of the curriculum, so that systematic links and a seamless transition across the major school cycles, primary (Grades 1-5), junior (Grades 6-9), GCE O/L Grades (10-11) and GCE AL (Grades 12-13), is established.</i></p>	Learning competencies over the basic and secondary education cycles clearly specified and communicated to schools.	Number and percentage of students passing the new GCE O/L examination with higher order skill assessment

		<p>2.4 <i>The curriculum reform programme will pay attention to subject content as concepts, rules, and principles, meta-cognitive and self-regulating skills involving planning and monitoring, and non-cognitive factors</i></p> <p>2.5 <i>Develop support systems and models that facilitate curriculum implementation at school level.</i></p> <p>2.6 <i>Develop support systems and models that facilitate curriculum implementation at school level.</i></p> <p>2.7 <i>In order to meet with the current demand for English medium education government will develop a center of excellence for training of English teachers and all 17 Colleges of Education will be linked with the this center</i></p>	<p>Number and percentage of teachers oriented to the new curriculum</p>	<p>Successful implementation of the curriculum meeting timelines and resource requirements</p>
<p>2.2 There is obvious significant disparity in the level of academic achievement amongst the provinces at primary and Junior secondary levels,</p>	<p>2.2. Reduce disparity in achievement levels through divisional and school level planning and allocation of resources to divisions.</p>			<p>Number of English teachers graduated at Center of Excellence</p>

<p>2.3 There is inequity in deployment of teachers, there are more teachers in some schools while severe shortage of teachers in some other schools, there are excess of teachers for some subjects and there is a deficit of teachers for some other subjects.</p>	<p><b>2.3</b> - Introduce divisional level teacher recruitment and deployment to ensure availability of the required teachers to all schools,</p>	<p>2.8 Rationalize teacher deployment to ensure all schools are provided with the required number of teachers as estimated by the guidelines issued Circular No 2003/38 or by the most recent circular;</p> <p>1 Schools will have a number of sanctioned positions</p> <p>II .10 All heads of schools will have to submit formal qualifications of the assigned teacher to a sanctioned post for authorization of that teacher's salary</p> <p>III. Teacher performance assessment system will be introduced in all school by 2007</p> <p>IV The trained teachers graduating from the Colleges of Education will be recruited to a division only,</p> <p>V MOE by year 2008 will establish an appropriate comprehensive Digital Teachers Data Bank as a part of the Central EMIS</p> <p>VI MOE will initiate procedures for hiring of teachers directly to schools on renewable five-year contracts by 2012</p> <p>VII MOE will assess the teacher numbers in excess categories who are not willing to be redeployed to divisions with teacher deficits to be offered options</p>		<p>Number and percentage of schools where teacher deployment is based on sanctioned posts</p> <p>Salary increments to teacher beginning from year 2008 is based on the ratings of the Teacher performance assessment system</p>
				Databank on teachers is incorporated with EMIS by 2010

<p>2.4The leadership is poor at all levels of education system due to not following the established procedure of recruitment and</p>	<p>2.4 Ensure efficient school leadership through correct procedures and fill up all vacant positions at all levels</p>	<p>VIII Teacher in deficit categories in a given province will not be authorized to be deployed to non-teaching positions in schools</p> <p>IX University graduates will be recruited only for subjects where there is a deficit and able to teach in two media, the mother tongue and English.</p> <p>X IAB and IC Schools will be permitted to hire qualified teachers or an enlisted and accredited instructional service provider such as IT instructional systems on contract for the subject areas where there is a severe deficit and demand at school.</p> <p>XI Schools having difficulty of finding qualified teachers to teach in English medium at junior and senior secondary level having a minimum of 15 students per subject will be allowed to hire recently retired teachers qualified and competent to teach in English medium on a two year renewable contracts; and guidelines and procedure of hiring will be established</p>		
		<p>2.9 MOE will fill up all vacancies in the Heads of Schools, Sectional Heads category as an urgent requirement and complete the process by ----- 2007</p>		<p>Number and Percentage of schools without properly appointed (Acting) heads of schools</p>
				<p>Guidelines issued to schools by January 2007 on the hiring of contractual services to teach demanding subjects where a teacher is not available</p>



<p>promotion of personnel managerial levels, including school and Headteachers Principals,</p>	<p>on a regular annual fixture to provide managerial leadership,</p>	<p>2.10 Revive the Staff College and provide management training to all selected Headteachers, Sectional Heads and Principals and have a selected set of school heads trained and lined up for deployment when vacancies arise to avoid delay of appointment of heads of schools or sectional heads,</p> <p>2.11 The Staff College will train all newly appointed Heads of Schools and Sectional Heads and they will be provided training on a fast track initiative and continued on to full course of training over a three year period;</p> <p>2.12 The Staff College and HRD to develop a system to select school heads one year ahead for the arising vacancies and have them trained and lined-up for deployment;</p> <p>2.13 <i>Performance assessment of School Principals and education sector officials and all staff of Teacher Education will be introduced by 2010</i></p>	<p>Staff College is re-established with a new mandate</p>
		<p>2.14 All schools in remote areas and difficult areas will be identified and priority will be given to those schools to provide with teachers quarters, water and electricity and other essential facilities;</p>	<p>Number and percentage of newly appointed schools principals and sectional heads trained at Staff College</p>
			<p>Year 2010 salary increments to Principals and officials is based on Performance Assessment ratings</p>
			<p>Number of schools and Divisions with school level and divisional plans in place and are brought under PSI</p>

			<p>2.15 Divisional and School level planning will be introduced. Develop capacity at the division to support schools to achieve the expected Norm by 2015 with physical facilities, teachers and other instructional facilities.</p> <p>2.16 <i>The Divisional office will be strengthened by assigning present Project Assistants with a new job description to assist the Divisional Director and Master Teachers now attached to Zonal Office will be deployed to the Divisions.</i></p>		
			<p>2.17 Introduce <i>National Learning Assessment at Grade 5 and Grade 8</i> for all Schools and all students,</p> <p>I. Prepare performance profile for every school, Division, Zone and Provincial Council and link it with the Central EMIS to enable transpose of learning achievement on other variables.</p> <p>II. Develop norms for all Primary, Junior Secondary and Higher Secondary Schools and bring all schools under School Improvement Programme.</p>	<p>National Assessment programme is implemented in Grade 5 in year 2008 and in Grade 8 in year 2009</p>	<p>All schools and Divisions receiving school Profiles by January 2009 based on Grade 5 performance</p>
	<p>II. Establish an annual assessment system of all schools at Grade 5 and Grade 8 to divisional level planning to increase student learning at all levels establish performance profiles for schools and divisions to monitor learning by enhancing resources and</p>				

<p>2.5 Teacher training and recruitment is supply driven and adds to wastage with over supply of teachers for certain subjects while there is deficit of teachers for more demanding subjects and teacher motivation is low due to lack of opportunities for</p>		<p>III. Utilizing student profile and school profile established by the National Assessment to provide remedial teaching to weaker students/schools by deploying the excess teachers,  IV. Utilize School, Divisional and Zonal Student assessment profiles as tool of planning.  V. Offer incentives (Study Visits to ASEAN countries) to Divisional Officials and School Principals of the schools and Divisions demonstrating highest gain in student achievement after establishing National Assessment benchmarks for each school and Division.</p>		
<p>2.5.1 Reorganize the Colleges of Education to serve as demand driven training institutes,</p>	<p>2.18 I. The EMIS to incorporate a Digital Teacher's Databank to generate all teacher related information;  II From year 2007 the new enrollment to Colleges of Education should be done only on justified 10 year projections  III Colleges of Education to discontinue training of more teachers in the subject areas if there is an excess of teachers at all provinces</p>	<p>2.18 I. The EMIS to incorporate a Digital Teacher's Databank to generate all teacher related information;  II From year 2007 the new enrollment to Colleges of Education should be done only on justified 10 year projections  III Colleges of Education to discontinue training of more teachers in the subject areas if there is an excess of teachers at all provinces</p>	<p>Selections to NCOEs is based on the 10 year projections of teacher requirement</p>	<p>Reliable and valid 10 year projection is in place by year 2008 and up-dated annually</p>

<p>professional development and an objective career path,</p>		<p>IV Colleges of Education to re-deploy the Trainers of such department to Teacher Development Centers or any other suitable and mutually agreeable opted service by the Trainers before the next academic year begins,</p>		<p>100% of the Lecturers deployed to courses at NCOEs having the expected qualifications to serve in that particular course</p>
		<p>V. No academic staff will be allowed to be a trainer without the approved full qualifications to teach an assigned subject,</p>		
		<p>VI Instructors and staff handling trainees at Colleges of Education where English medium and Tamil Medium is used must have qualifications and competence to use that medium of instruction at all levels in all jobs;</p>		
		<p>VII MOE with the cooperation of the university faculties and departments and NIE will train all newly recruited untrained graduates,</p>		
		<p>VIII MOE is to ensure that all untrained teachers are trained by 2012,</p>		<p>Number of untrained teachers reduced by 50% by 2009</p>
		<p>2.19 MOE to review the NCOE status and functioning and in consultation with the NIE to assess the possibility of up-grading Colleges of Education to grant an <i>Associate Degree in Education</i>;</p>		

	<p>2.5.2.Ensure teacher effectiveness at school level by introducing on-site school based training and further professional training,</p>	<p>2.20 On-site Teacher Development will be scheduled to bring all teachers for refresher training and training schedules will be established</p> <p>2.21 MOE to review SLTES minutes and make new recommendations to redeploy excess Lecturers and staff to other services to avoid wastage,</p> <p>2.22 Facilitate restructuring and the introduction of demand driven curriculum and courses through contractual arrangements with service providers, such as IT training, Western Music etc. where there are no qualified instructors to train teachers. MOE to issue guidelines for the recruitment of such contractual services for Colleges of Education;</p> <p>2.23 Review and revisit career path and the issue of re-deployment of excess Lectures of the Colleges of Education to other institutions and non-academic positions to immediately arrest the possible deterioration of the quality of teacher training and wastage in the deployment of trainers.</p>	<p>On-site training schedule is implemented</p>	<p>Number of teachers receiving on-site training in a given year</p> <p>No excess lectures are attached to NOCEs</p>
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<p>2.6 Examinations at G. C. E. O/L and A/L are loaded with lower level cognitive material and quality of teaching also follows the same because teaching is more examination oriented. Further testing is carried out only as Summative tests and is not much of use to students and school to help students to achieve necessary abilities before they appear for O/L and A/L. Also students and school level performance is not assessed to enhance assistance to schools on the basis of performance,</p>	<p>2.6 Reform Examination System and enhancing the capacity of Department Examinations (DOE) to handle O/L and A/L examinations to assess higher order learning abilities and also to introduce Formative Tests at Grade 5 and 8 as National Assessment to provide direct assistance to students an schools to reach minimum standards,</p>	<p>2.24 MOE to develop NETS to lead the National Assessment Programme (NAP) and to develop capacity for analysis and reporting and training of national level and provincial level personnel,</p>		<p>DOE/NETS achieving capacity to run National Assessment Programme by year 2008</p>
		<p>2.25 Develop Examination Departments' capacity to undertake its expected responsibility of developing tests to assess higher order learning abilities and skills, and to efficiently carryout the National Assessment at Grade 5 and 8 and setting up of the Item Bank. It will be developed through <i>Institutional twinning arrangement with a world reputed National Assessment Institutions</i> such as ETC, ITS or CTS; DOE in consultation with NIE .</p>		
		<p>2.26 MOE to develop a comprehensive TOR covering all areas where DOE needs to improve with high level professional inputs to procure a twinning Institution by December 2006 and Identify the likely Testing Organizations to invite for bidding by February 2007;</p>		
		<p>2.27 DOE/MOE to procure twinning institution by June 2007;</p>		<p>A selected institutes services is procured by June 2007</p>
		<p>2.28 The G. C. E. O/L and A/L with higher Order test items will</p>	<p>Training of examiners to write higher order test</p>	<p>Higher order test items are included in the Year</p>

		be administered in 2008, DOE will introduce such test items to the test before that to gradually attune the students and schools to such form of testing, DOE and NIE to ensure School Based Assessment too are directed at higher order activities and skills and are guided to ensure genuineness that the actual work is done by the student.	items is completed by August 2007	2008 GCE O/L examination
		2.29 DOE to target the first National Assessment at Grade 5 to be administered in 2008 following the same time frames of the Scholarship Examination,		All schools receiving school profiles by the end of year 2008
		2.30 Selection for placement of students at Grade 6 in all 1AB schools and awarding of Scholarships and bursaries will be utilized the National Assessment results of year 2008.		Year 2008 Scholarships and placement of students at 1AB schools is done on the basis of National Assessment
		2.31 National Assessment in Grade 8 will be carried out in year 2009,		All schools receiving school profiles by end 2009
		2.32 DOE to identify minimum physical facilities required for effective functioning, taking account of utilization of high speed machinery than manual labour which requires more space,		Release of examination results has taken lesser number of days than in the previous year

					Number of schools closing down for examination work
				2.33 DOE and MOE in consultation with the Provincial Councils to identify suitable places to develop as Provincial Examination Marking Center cum Conference and Training facility to avoid closing of schools for marking of examinations	
				2.34 Improve Textbook quality standards; the content and physical quality while increasing the life expectancy of textbooks and assess possibility of introducing interactive textbooks at least in some subjects by 2015 when all 1AB and 1C schools are equipped with computers and internet facilities,	Quantity, timeliness of delivery and quality of textbooks available to children are satisfied
				2.35 Introduce mechanisms to improve the range and availability of textbooks for all subjects in grades 1-9;	
				2.36 Improve consistency of textbooks with the syllabi and teachers guides having closer coordination with NIE,	High level of congruence is observed
				2.37 Efficient procedures for procurement and timely delivery of books to schools,	Open bidding and strict timelines imposed
				2.7 Ensure textbooks, teacher's guides and other teaching materials are provided to schools before the new school year begins,	
				2.7 In the recent years the supply of textbooks has not been efficient and had been delays in providing books to schools and students at the beginning of the school year. Also there were gaps between the teacher guides and the textbooks. Conformity of teacher guide, textbooks and syllabi are important to avoid confusions in classroom,	



<p>2.8In view of the current on-going civil conflict and ethnic desegregation there is not sufficient emphasis is place on promoting</p>		<p>2.38 Assess all possibilities for lowering the cost of textbooks,</p> <p>2.39 Develop a consultative process with local and regional publishers more supplementary books in line with the school syllabi and also to ensure adequate quality books are made available for Grades 10-13 in all three media;</p> <p>2.40 Strengthen and develop the institutional framework of EPD, which is the premier institution for the production and distribution of educational material.</p>	<p>Availability of supplementary readers to children in all grades</p>	<p>Floor price of textbook is achieved through transparent mechanisms</p>
<p>2.8Promoting values, ethics, consciousness and social cohesion in schools</p>		<p>2.41 School curriculum to pay emphasis in all subjects to develop social, emotional and affective competencies in designing of lessons;</p>	<p>All textbooks adhere to the principles of social cohesiveness</p>	

<p>values, ethics, civic consciousness and social cohesion in schools.</p>		<p>2.42 Provincial Administrations to begin a consultative process with all ethnic groups and schools to bring children of different ethnic groups under one school house to have multi-ethnic schools (ethnic reintegration of schools) in the urban areas and where there is plurality in society and also expand English medium education allowing children of all ethnic groups to enroll in the same class,</p> <p>2.43 Introducing inclusive and activity-based citizenship curricula from Grades 6 to 11. Introduce a “Children’s Parliament’ in all schools for students in Grade 6 - 9 as a part of the Civics, a compulsory subject in these grades</p> <p>2.44 Strengthening teaching of second national languages and English in schools to promote communication among children of different ethnic groups.</p> <p>2.45 Lessons and Methods of teaching and school activities to promote learning and appreciation of unity within diversity,</p>	<p>Number of Ethnic re-integrated schools increased</p> <p>Children’s parliament is introduced and practiced in all schools</p> <p>Number of schools teaching second language Tamil in Sinhala schools and Sinhala in Tamil Schools</p> <p>Number of schools presenting cultural shows with cultural diversity</p>	<p>Number of Ethnic re-integrated schools increased</p> <p>Number of Sinhala medium candidates appearing for Tamil as a second language at GCE O/L and Number of Tamil Medium Candidates appearing for Sinhala as a second language at GCE O/L</p>
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		<p>2.46 Schools will develop dramas, musical entertainments with a wider coverage including performance of other ethnic groups and cultural groups,</p>		
		<p>2.47 Schools will celebrate all religious festivals at school level and allow children to learn more of other cultural and religious practices and learn to appreciate, respect and value other cultures,</p>		
		<p>2.48 Schools will promote gender integration and mutual respect for boys and girls and emphasis the equal rights and equality in all aspects of life and learn mutual respect for each other.</p>		

**FIGURE : 5-3-1 INDICATOR FOR THE MONITORING OF ESDFP**  
**THEME THREE: ENHANCING ECONOMIC EFFICIENCY & EQUITY OF RESOURCE ALLOCATION**

ISSUES	OBJECTIVES	STRATEGIES	PERFORMANCE INDICATORS	MONITORING INDICATORS
<p>3.1 There is a very high degree of disparity due to unplanned investments and inequities in the distribution of resources, both physical and human,</p>	<p>3.1 Improve equity in the distribution of resources by developing an overarching education sector plan ensuring equity and efficiency issues are addressed under access, quality and governance themes;</p>	<p>3.1 Development of an overarching education sector development plan to ensure education sector investments adhere to equity and efficiency principles.</p> <p>3.1.1 ESDFP will shift its administrative unit for resource allocations to Division from Zones to ensure equity concerns but for the time being the divisional allocations will be disbursed and utilize through the Zonal office until the divisional capacity is enhanced to handle the full scope of expected responsibilities by 2010.</p> <p>3.1.2 When the Divisions achieve full capacity by 2010 the Division will directly function under the Provincial Office and the Zonal Office will cease its operation,</p>	<p>ESDFP is up-dated along the approved policies of MOE and meeting the set timelines</p> <p>Steps and timelines are set for capacity building and empowering of the Division</p>	<p>ESDFP Supporting MOE Policy meeting set timelines</p> <p>Division is empowered by 2010 and Zones are Seized by 2010</p>

		<p>3.1.3 ESDFP will initiate further processes to set Norms for the four types of schools and direct investment for all schools to achieve the established norm,</p> <p>3.1.4 ESDFP will establish guidelines and an inter-sectoral strategy for the rationalization of schools at divisional level, new rules on new recruitments and deployment of teachers to divisions, set rolling plans and monitoring mechanisms for teacher development, set fixtures for recruitment and promotions for HR to follow,</p> <p>3.1.5 ESDFP will set guidelines for rationalization of teacher deployment and take steps to establish 'sanctioned posts' to schools by December 2007 and ensure teacher salary allocations and disbursement adheres to proposed policy framework and all teachers should be alerted to find a more suitable school in a division that suits the teacher and the provincial authorities to facilitate the re-deployment of teachers to schools in difficult areas by providing basic facilities to attract teachers,</p>	<p>Norms for four types of schools are established by 2008</p> <p>School rationalization plans are prepared by the divisions by 2008</p> <p>School Rationalization is implemented by 2010</p> <p>Number and % of schools identified the Sanction Posts for Teacher Deployment</p>	<p>ESDFP resourcing the schools to achieve the established norm</p> <p>Number of divisions successfully implemented school rationalization</p> <p>Teachers are deployed on sanctioned posts by 2010</p>
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<p>3.2 There is no assurance in the flow of allocated and disbursed resources to the activity earmarked and this systemic deficiency is contributing to inefficiency and disparities,</p>		<p>3.1.6 ESDFP will include guidelines and criteria for the rationalization of education subsidies to ensure that no-child is left out of school due to school rationalization or poverty reasons,</p> <p>3.1.7 ESDFP to ensure National Assessment is institutionalized and school profiles are established by divisions to monitor progress and provide additional resources for school improvement programmes,</p>	<p>ESDFP has accommodated rationalized subsidy system by 2008</p> <p>National Assessment at Grade 5 is implemented by 2008 National Assessment at Grade8 is implemented by 2010</p>	<p>Number and % of Divisions achieving 98% enrollment at Grade One and 95% enrollment at Grade Six</p> <p>Number and % of schools having school profiles</p>
<p>3.2 Ensure multi year planning and monitoring of education sector investments by establishing a medium-term budgetary framework (MTBF) for education</p>	<p>3.2MOE will establish a medium-term budgetary framework (MTBF) for education: and ensure the monitoring of the following:</p> <p>3.2.1 Equity in access through the rationalization of schools at divisional level as stated under Theme One,</p> <p>3.2.2 Rationalize education subsidies through targeting to bring equity programmes for the lowest 70% not receiving the fair share the increased national income,</p> <p>3.2.3 Ensure schools establishing sanctioned posts and salary disbursement is targeted with authorized school level positions,</p>	<p>Approved ESDFP recommendations are included in the MTBF 2008</p>	<p>% net enrollment in Grade Six</p> <p>% Completion of Grade 9 compulsory education phase</p>	

3.3 Lack of Transparency in public spending	3.3 Promote equity and transparency by introducing a Public Expenditure Tracking System	<p>3.2.4 New recruitment of teachers and teacher trainees to NCOEs are targeted to needs and the deficits,</p> <p>3.2.5 Gradually empowering of the Division and Schools as unit of resource allocation and Zonal level to fade away by 2012.</p> <p>3.3ESDFP will introduce a <i>Public Expenditure On Education Tracking System (PEOETS)</i> at all levels.</p> <p>3.1.1 PEQETS will include central administration (Finance Commission, Ministry of Finance, ME, Provincial Ministries of Education, Provincial Chief Ministries, and Provincial Departments of Education and Zonal Education Offices) and donor-funded projects in national and provincial schools.</p> <p>3.1.2 PEQETS implemented in 2008, including strategies for tracking resource utilization at school level;</p>	PSQEST is expanded to school level by 2008	PEQUEST findings are presented at a Joint Donor-Government Annual Education Sector Review
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**FIGURE : 5-3-1 INDICATOR FOR THE MONITORING OF ESDFP**  
**THEME FOUR: STRENGTHENING EDUCATION GOVERNANCE AND SERVICE DELIVERY**

ISSUES	OBJECTIVES	STRATEGIES	PERFORMANCE INDICATORS	MONITORING INDICATORS
4.1.Lack of efficiency in the management of human resources to increase objectivity and transparency good towards governance,	4.1.Increase efficiency of human resource management by setting performance targets for all officers and programmes at all levels of education service delivery and by introducing monitoring performance at all levels and personnel,	<p>4.1 MOE to establish a comprehensive <i>Educational Information Management System (EMIS)</i> on urgency basis to be able to improve efficiency and effectiveness of the management of the system and MOE will seek external technical assistance to achieve this;</p> <p>4.2 With immediate effect establish a regular annual calendar for recruitment and promotional examinations,</p> <p>4.3 Set a regular annual fixture for approval of vacant positions, gazetting inviting applications, conduct of exams, selecting, appointment and deployment ,</p> <p>4.4 HRD to develop the following year's 'attrition map' and 'HR projected requirements' etc by March every year ,</p>	Technical Assistance for EMIS is procured by 2007	A comprehensive EMIS is in place and in use by 2008
			Annual promotional examination calendar is established by end 2006	% vacancies at all promotional grades are filled annually through the established procedures
			The Following years attrition map and projected HR requirements approved by March in the previous year.	Degree of consistency of hiring with the HRD Plan



		4.5 Identify Human Resource Development will be on needs-based. The HRD plan will be in place by January 2007 and all trainings will conform to the HR plans. 4.6 MOE will reestablishes Staff College to provide high quality professional training to Sectional Heads and School Principals; 4.7 All newly recruited graduate teachers will be provided with short-training by the Universities to ensure minimum standards, 4.8 Establishing consistency and coherence between the various education services, such as the Sri Lanka Education Administrators Service, Sri Lanka Principals Service, Sri Lanka Teachers Service and Sri Lanka Teacher Educators Service, 4.9 Performance assessment system will be introduced for all categories of personnel officials, principals by 2010 and for teachers by year 2008	HRD Plan is ready by January 2007  Staff College is re-established by 2007 Number of School Heads Trained annually at Staff College	Number and % of School heads trained  % of un-trained graduate teachers  Recommendations of the committee is implemented  Salary increments granted on the basis of Performance Evaluation
		4.10 Expansion of Programme For School Improvement (PSI) with necessary amendments as the pilot phase is assessed and evaluated by 2009;	Number of schools under PSI	
4.2. Lack of school level community involvement in school management to	4.2. Increase transparency by increasing community participation at school level and publicizing divisional			

increase transparency and good governance,	level and school level allocation of resources to programmes	<p>4.11 Establishing School Development Committee (SDC) and School Management Committees (SMC) in all schools with a mandate for total school improvement on specified flexible terms of reference,</p> <p>4.12 The SDC/SMC would consist of Teacher/ Parent/ Past Pupil representatives and a representative of the Education Authority. The Principal shall function as the Chairperson of the SDC throughout his/her period of office in the school. The Deputy Principal (the person who heads the school in the absence of the principal) will be the Deputy-Chairperson and its functions and expectations will be established within a legal framework as it matures,</p> <p>4.13 SDCs and SMCs will be a part of school level planning of school improvement programmes and learning quality improvement interventions and ensure full participation of all students and parents to achieve efficiency and effectiveness through transparent procedures,</p> <p>4.14 Resources will be disbursed to SDCs/SMCs through formal channels and legal framework will be established for smoother functioning and accountability.</p>	Number of schools with SDCs and SMCs	Number of Schools under PSI Number and % of schools with SDCs and SMCs
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<p>4.3 Though there are several public sector agencies and Provincial Councils responsible for the efficient and effective functioning of the education sector there is lack of clarity, congruence and concurrence, and effective and efficient coordination in achieving the common objectives of education.</p>	<p>4.3 Increase efficiency, effectiveness and inter-agency coordination of education sector activities through a capacity analysis and filling up of the gaps those now exist within and amongst the agencies.</p>	<p>4.15 An organizational assessment of central and provincial education agencies during 2005-2006,</p> <p>4.16 The human resource strategy and organizational capacity building programme for these agencies will commence in 2007,</p>	<p>Number and % of schools having school development plans integrated and coordination with the on-going activities in the other sectors through Divisional Secretariats</p> <p>Level of community participation in school improvement activities</p>	<p>MOE and Provincial Council having inter-sectoral committees to increase inter-sectoral participation at school level</p> <p>% of community resources mobilized to school improvement</p>
		<p>4.17 The organizational assessment at zonal and divisional levels will be given priority because the ESDFP is targeting the division as the unit of resource allocation and planning. Resource channeling and coordination of planning and implementation will be vested with the Zonal office.</p>	<p>The type of Organizational capacity enhancement programmes implemented</p>	<p>Improved functioning and better inter-agency coordination and cooperation is achieved and demonstrated</p>

# RESULTS AND MONITORING FRAMEWORK OF THE ESDFP

## Monitoring and Evaluation of Results and Outcomes

Clearly, an ambitious and broad programme such as the ESDFP requires careful monitoring, evaluation, research and analysis. Monitoring and evaluation are integral components of the ESDFP. From 2006 onwards the government budget will make resources available for monitoring, evaluation, policy research and analysis. The monitoring and evaluation activities will focus on programme inputs, processes, outputs, results and outcomes. A detailed framework for monitoring and evaluation has been worked out, and is given in pages 156-174.

The monitoring activities will be undertaken mainly by government education agencies, such as the Ministry of Education, National Education Commission, Finance Commission, the Ministry of Finance & Planning, Provincial Councils and National Institute of Education (NIE). Evaluation activities will generally be contracted out to independent research agencies, such as the National Education Research and Evaluation Centre (NEREC) and private consulting firms. Policy research will be undertaken mainly by specialized research agencies, such as universities, NIE research centres (including NEREC) and research institutes (including NIE).

Regular national assessment of learning outcomes at the basic education and secondary education cycles will be conducted as part of the ESDFP. Activities that are to be pilot tested in selected educa-

tional zones or provinces will be evaluated using scientific techniques such as randomized trials. Key policy actions to improve education quality, such as the initiatives in teacher development, will also be studied regularly. Participatory methods, such as citizen report cards and community score cards, will be used to assess measures designed to evaluate initiatives intended to improve the quality of service delivery such as organizational strengthening of provincial and zonal education offices.

**The monitoring and evaluation system will focus on both performance indicators and monitoring indicators. Performance indicators will be used to follow the progress of the education system in terms of outcomes such as school enrolment and completion, cognitive achievements, school completers with skills and competencies that enjoy high economic returns, and stakeholder satisfaction levels. Monitoring indicators will be used to follow the implementation of critical development measures and steps to achieve overall ESDFP outcomes. These will be linked to actions and activities that introduce new initiatives or can have significant long-term impact on the development of the education system, such as the introduction of the balanced control model of school improvement programme and the modernization of the examination system.**

**Table 1: Results framework**

Project Development Objectives	Outcome Indicators	Use of Outcome Information
<p>Enhance equitable access, quality, efficiency and service delivery in basic and secondary education to benefit all children in the country.</p>	<ul style="list-style-type: none"> <li>• Net enrolment rates in primary and basic education.</li> <li>• Net completion rates in primary and basic education.</li> <li>• Learning achievements in basic and secondary grades.</li> <li>• Increase in school completers with skills that enjoy high economic returns, such as ICT and English.</li> <li>• Education stakeholders assess school based management favourably.</li> </ul> <p>All outcome and results indicators will be reported by: (a) province and (b) gender, wherever relevant.</p>	<p>Outcome information, along with results monitoring, research and policy analysis, will be used to:</p> <p>(a) regularly determine whether the program strategy requires any modification;</p> <p>(b) adjust funding to strengthen performance; and</p> <p>(c) provide a foundation for continuous policy development in the education sector.</p>
Intermediate Results	Results Indicators	Use of Results Monitoring
<p><b>Theme One: Increase Equitable Access to Basic and Secondary Education.</b> The education system is able to attract and retain all children aged 6-14 and widen opportunities for secondary education in science and technology streams.</p>	<ul style="list-style-type: none"> <li>• Number and percentage of children aged 6-14 enrolled in formal schooling, and special education and NFE programs.</li> <li>• Number and percentage of primary and secondary schools with sufficient essential spaces, facilities and services, as per norms</li> </ul>	<p>Inadequate progress on achieving targets will signal potentially serious delays and shortcomings in program implementation which, in turn, will point to the need for diagnostic analyses and corrective action.</p>

	<p>set by the Ministry of Education.</p> <ul style="list-style-type: none"> <li>• Number and percentage of primary and secondary schools with adequate higher order spaces and assets, as per norms set by the Ministry of Education.</li> </ul>	
<p><b>Theme Two: Improve the Quality of Basic and Secondary Education.</b> Schools become increasingly more conducive to the achievement of curriculum goals, especially learning competencies.</p>	<ul style="list-style-type: none"> <li>• Learning competencies over the basic and secondary education cycles clearly specified and communicated to schools.</li> <li>• Schools staffed with trained and certified teachers, and supported by a high quality teacher development system.</li> <li>• Quantity, timeliness of delivery and quality of textbooks available to children.</li> <li>• Examinations emphasize the acquisition of higher-order transferable skills such as analysis, understanding, creativity, association, synthesis, application, conceptualization and problem solving.</li> </ul>	<p>Inadequate progress on achieving targets will signal potentially serious delays and shortcomings in program implementation which, in turn, will point to the need for diagnostic analyses and corrective action.</p>
<p><b>Theme Three: Enhance the Efficiency and Equity of Resource Allocation and Distribution in the Education Sector.</b> A medium-term budgetary framework and a long-</p>	<ul style="list-style-type: none"> <li>• The recurrent education budget prioritized, on the basis of funding formulae, to support higher-order inputs and processes, such as provision of consumable teaching-</li> </ul>	<p>Inadequate progress on achieving targets will signal potentially serious delays and shortcomings in program implementation which, in turn, will point to the</p>

<p>term education sector development rolling plan provide the foundation for efficient and equitable public investment in education.</p>	<p>learning material, teacher development and capacity building of school principals and education officials.</p> <ul style="list-style-type: none"> <li>• The capital education budget prioritized, on the basis of funding formulae, to support the development of: (a) higher-order spaces, such as activity rooms, computer centres, libraries, science laboratories, workshops, home science rooms, and (b) higher-order assets such as equipment, technology, books and reading material, and machinery and tools.</li> <li>• Resources allocated for maintenance, repair and replacement of the education capital stock, on the basis of funding formulae.</li> <li>• Resources allocated in the recurrent education budget for monitoring, evaluation, research and policy analysis to support the ESDFP.</li> </ul>	<p>need for diagnostic analyses and corrective action.</p>
<p><b>Theme Four: Strengthen Education Governance.</b> Schools become increasingly self-managing, with strong community involvement, and the capacity of central and provincial education</p>	<ul style="list-style-type: none"> <li>• The pilot model of the PSI initially completed and evaluated, in one zone per province, followed by two full provinces.</li> <li>• Programme for school improvements established country-</li> </ul>	<p>Inadequate progress on achieving targets will signal potentially serious delays and shortcomings in program implementation which, in turn, will point to the need for diagnostic</p>

<p>institutions to deliver services efficiently within a decentralized framework is strengthened.</p>	<p>wide, after incorporating lessons from the pilot program.</p> <ul style="list-style-type: none"> <li>• Organizational capacity review of the MoE and provincial and zonal education authorities completed.</li> <li>• A long-term human resource development plan produced and forms the basis for staff development in the MoE &amp; among Provincial Education Authorities.</li> <li>• Organizational capacity building activities of central, provincial and zonal education offices completed satisfactorily.</li> </ul>	<p>analyses and corrective action.</p>
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**Table 2: Arrangements for Results Monitoring by each Theme**

**Theme 1:** Increase equitable access to basic and secondary education  
**Key policy initiatives:** Non-formal education, Special education and School network

Indicator & status	Organization /Province	Baseline 2005 %	Targets					M&E mechanism	MOV	Data collection and instruments	Res.
			2006	2007 %	2008 %	2009 %	2010 %				
NER Ages 6-14 Yrs	PME/PDoE:							Progress reviews and Surveys	School Census Census HIES MoE reports	School Census and population projections based on decennial population census  Household surveys (periodic)	Sec/PMEs PDE DE/NFE & Sp.Ed.
	WP	82	82	83	83	83	83				
	CP	89	89	90	90	91	91				
	SP	86	86	87	87	87	87				
	NEP	71	71	72	73	75	75				
	NWP	84	84	85	85	85	85				
	NCP	82	82	82	83	83	83				
	UP	73	74	74	75	75	75				
	SaP	78	78	78	79	79	79				
	SL (MoE)	81	82	82	82	83	83				

**Theme 1:** Increase equitable access to basic and secondary education  
**Key policy initiatives:** Non-formal education, Special education and School network

Indicator & status	Organization /Province	Baseline 2005 %	Targets				M&E mechanism	MOV	Data collection and instruments	Res.
			2006	2007 %	2008 %	2009 %				
Survival rate through grade 9	PME/PDoE		Demand & supply side measures especially NFE officers activated.				Progress reviews	School Census (annual) and population projections based on decennial population census (most recent in 2001)	Sec/PMEs	
	WP	85		86	88	89	Surveys		PDE	
	CP	77		79	81	84			DE/NFE & Sp.Ed.	
	SP	84		85	87	89				
	NEP	66		67	70	74				
	NWP	78		79	82	84				
	NCP	81		82	84	87				
	UP	72		74	77	80				
	SaP	79		80	82	84				
	SL (MoE)	78		79	81	84			Household surveys (periodic)	

**Theme 1:** Increase equitable access to basic and secondary education  
**Key policy initiatives:** Non-formal education, Special education and School network

Indicator & status	Org./ Prov.	Baseline 2005 %	Targets				M&E mechanism	MOV	Data collection and instruments	Res.
			2006	2007 %	2008 %	2009 %				
Number and percentage of children aged 6-14 enrolled in the education system and completing the basic education (grade 1-9) cycle	PME/ PDoE	Focus of demand & supply side initiatives to promote school attendance concentrated chiefly on the primary cycle (grades 1-5)	Focus of demand & supply-side initiatives to promote school attendance widened to cover the full basic cycle (grades 1-9)	The No. of out-of-school children decreases by 7500:	The number of out-of-school children decreases by 12500:	The number of out-of-school children decreases by 12500:	The number of out-of-school children decreases by 12500:	The number of out-of-school children decreases by 17500:	School Census (annual) and population projections based on decennial population census (most recent in 2001)	Sec/PMEs PDDE DE/NFE & Sp.Ed.
	WP		1411	2191	2191	2191	2191	2679		
	CP		911	1638	1638	1638	1638	1969		
	SP		742	1243	1243	1243	1243	1476		
	NEP		1556	2705	2705	2705	2705	5160		
	NWP		874	1488	1488	1488	1488	1812		
	NCP		509	844	844	844	844	791		
	UP		775	1254	1254	1254	1254	1751		
	SaP		722	1136	1136	1136	1136	1863		
	SL (MoE)		7500	12500	12500	12500	12500	17500		

**Theme 2:** Improve the quality of basic and secondary education  
**Key policy initiatives:** Curriculum reforms, teacher development framework, strengthen examination systems, & improve quality of textbooks

Indicator & status	Org./ Prov.	Baseline 2005 >50%	Targets				M&E mechanism	MOV	Data collection and instruments	Res.
			2006	2007	2008	2009				
Cognitive achievement scores in first language (Sinhalese or Tamil)	PME/ PDoE		Initiatives to improve vocabulary, comprehension, syntax & writing skills promoted.	Initiatives to improve vocabulary, comprehension, syntax & writing skills strengthened.	Cognitive skills emphasized in teaching & learning updated in the light of new information on cognitive shortfalls from national assessment of learning outcomes	Further strengthening of cognitive skills emphasized in teaching & learning updated in the light of new information on cognitive shortfalls from national assessment of learning outcomes	Cognitive achievement tests	Cognitive achievement tests  Research reports	PSSE PDDE DE/NS	
	WP	82				86				
	CP	67				73				
	SP	72				76				
	NEP	60				65				
	NWP	75				79				
	NCP	71				75				
	UP	64				70				
	SaP	71				76				
	SL (MoE)	69				73				

**Theme 2:** Improve the quality of basic and secondary education  
**Key policy initiatives:** Curriculum reforms, teacher development framework, strengthen examination systems, & improve quality of textbooks

Indicator & status	Org./ Prov.	Baseline 2005 >50%	Targets				M&E mechanism	MOV	Data collection and instruments	Res.
			2006	2007	2008	2009				
Cognitive achievement scores in Mathematics	PME/ PDoE		Initiatives to improve understanding of concepts, procedures & problem solving promoted	Initiatives to improve understanding of concepts, procedures & problem solving promoted	Cognitive skills emphasized in teaching & learning updated in the light of new information on cognitive shortfalls from national assessment of learning outcomes	Further strengthening skills emphasized in teaching & learning updated in the light of new information on cognitive shortfalls from national assessment of learning outcomes	Cognitive achievement tests  Research reports	Cognitive achievement test	PSSE PDDE DE/NS	
	WP	81				85				
	CP	64				69				
	SP	71				75				
	NEP	53				59				
	NWP	74				78				
	NCP	72				76				
	UP	63				68				
	SaP	69				74				
	SL (MoE)	67				71				

**Theme 2: Improve the quality of basic and secondary education**  
**Key policy initiatives: Curriculum reforms**

Indicator & status	Org./ Prov.	Baseline 2005 %	Targets				M&E mechanism	MOV	Data collection and instruments	Res.
			2006	2007	2008	2009				
Learning competencies over the basic & secondary education cycles clearly specified & communicated to schools	PME/ PDoE	Learning competencies specified only for grades 1-5	Publication and dissemination to school communities of curriculum referenced learning competencies in basic & secondary grades, in line with the introduction of the updated curriculum.	Publication and dissemination to school communities of curriculum referenced learning competencies in basic & secondary grades, in line with the sequencing of the updated curriculum.	Schools have teaching lesson plans based on the curriculum referenced learning competencies: 30%	Schools have teaching lesson plans based on the curriculum referenced learning competencies: 40%	Schools have teaching lesson plans based on the curriculum referenced learning competencies: 50%	Annual MoE report	NIE records Teacher studies Beneficiary assessment	PSSE PDDDE ADG/NIE Subject Directors
	WP		30%	40%	50%					
	CP		30%	40%	50%					
	SP		30%	40%	50%					
	NEP		30%	40%	50%					
	NWP		30%	40%	50%					
	NCP		30%	40%	50%					
	UP		30%	40%	50%					
	SaP		30%	40%	50%					
	SL (MoE)		30%	40%	50%					

**Theme 2:** Improve the quality of basic and secondary education  
**Key policy initiatives:** Teacher development framework

Indicator & status	Org./ Prov.	Baseline 2005 %	Targets					M&E mechanism	MOV	Data collection and instruments	Res.
			2006	2007	2008	2009	2010				
Schools staffed with graduates or certified teachers, & supported by a high quality teacher development system		Teachers either graduates or certified trained teachers:	Teachers either graduates or certified trained teachers:	Teachers either graduates or certified trained teachers:	Teachers either graduates or certified trained teachers:	Teachers either graduates or certified trained teachers:	Teachers either graduates or certified trained teachers:	Progress reviews Reporting	Annual MoE report	Study of teacher performance	CCTE
	WP	82%	84%	86%	88%	90%	90%				
	CP	82%	84%	86%	88%	90%	90%				
	SP	82%	84%	86%	88%	90%	90%				
	NEP	82%	84%	86%	88%	90%	90%				
	NWP	82%	84%	86%	88%	90%	90%				
	NCP	82%	84%	86%	88%	90%	90%				
	UP	82%	84%	86%	88%	90%	90%				
	SaP	82%	84%	86%	88%	90%	90%				
	SL (MoE)	82%	84%	86%	88%	90%	90%				

**Theme 2: Improve the quality of basic and secondary education**  
**Key policy initiatives: Improve quality of textbooks**

Indicator & status	Org./ Prov.	Baseline 2005 %/	Targets				M&E mechanism	MOV	Data collection and instruments	Res.
			2006	2007	2008	2009				
Quantity, on time delivery and quality of textbooks available to children		Grade 6-9 textbooks procured through competitive publishing to acceptable standard	Specification & dissemination of textbooks quality standards & procedures for timely delivery to schools	Review & strengthening of textbooks quality standards and procedures for timely delivery to schools	Attainment of textbooks & standards & on time delivery to schools	Attainment of textbooks & standards & on time delivery to schools	Attainment of textbooks & standards & on time delivery to schools	Text books study	CC/EPD	
	40%				50%	60%				
	40%				50%	60%				
	40%				50%	60%				
	40%				50%	60%				
	40%				50%	60%				
	40%				50%	60%				
	40%				50%	60%				
	40%				50%	60%				
	40%				50%	60%				
WP										
CP										
SP										
NEP										
NWP										
NCP										
UP										
SaP										
SL (MoE)										



**Theme 2: Improve the quality of basic and secondary education**  
**Key policy initiatives: Examination reforms**

Indicator & status	Organization/ Province	Baseline 2005 %	Targets					M&E mechanis m	MOV	Data collection and instruments	Res.
			2006	2007	2008	2009	2010				
An examination item bank developed and examination guidelines specified and communicated to schools and stakeholders	DoE/NETS	Examinations based on a limited item bank, no examination guidelines published and no review of papers against international standards	Examination items bank commenced	25% of examination items bank completed	50% of examination items bank completed	75% of examination items bank completed	100% of examination items bank completed	Progress reviews Reports	DoE records Beneficiary assessments MoE reports	Examination department records Beneficiary assessments	CG/DoE
			Examination papers, assessment methods, guidelines and syllabi of core GCE 'O' & 'A' level subjects reviewed in relation to countries which show high student achievement	Examination papers, assessment methods, guidelines and syllabi of remaining core GCE 'O' & 'A' level subjects reviewed in relation to countries which show high student learning outcomes	Examination guidelines for core GCE OL subjects published & disseminated widely to school communities and stakeholders including 75% of Type 2 schools	Examination guidelines published for GCE AL subjects, published and disseminated widely to school communities and stakeholders including 75% of Type 1A and Type 1C schools	Examination guidelines published for popular non-core GCE 'O' & 'A' level subjects and disseminated widely to school communities and stakeholders including 75% of Type 1A, 1C and Type 2 schools				

**Theme 3:** Enhancing the economic efficiency and equity of resource allocation and distribution in the education sector  
**Key policy initiatives:** Education sector development plan, Implementation of MTBF for education & Implementation of PEQETS

Indicator & status	Organization/ Province	Baseline 2005 %	Targets				M&E mechanism	MOV	Data collection and instruments	Res.
			2006	2007	2008	2009				
The recurrent education budget prioritized to support high-order processes such as teacher development, and capacity building of principals and education officials, and higher-order inputs such as consumable teaching-learning materials		Recurrent education budget (net of textbooks) allocated to higher-order process and inputs	Recurrent education budget (net of textbooks) allocated to higher-order process and inputs	Recurrent education budget (net of textbooks) allocated to higher-order process and inputs	Rec. edu. budget (net of textbooks) allocated to higher-order process and inputs	Rec. edu. budget (net of textbooks) allocated to higher-order process and inputs	Exp. Reports Progress reviews  Budget estimates (MoE and Provinces)	MoE, PEA and FC budget records and PEQETS	PSSE PDDE CA/MoE Heads of Divisions Heads of Institutions	
	WP	2%	2.2%	2%	2%	3%				
	CP	2%	2.2%	2%	2.7%	3%				
	SP	2%	2.2%	2%	2.7%	3%				
	NEP	2%	2.2%	2%	2.7%	3%				
	NWP	2%	2.2%	2%	2.7%	3%				
	NCP	2%	2.2%	2%	2.7%	3%				
	UP	2%	2.2%	2%	2.7%	3%				
	SaP	2%	2.2%	2%	2.7%	3%				
	SL (MoE)	2%	2.2%	2%	2.7%	3%				

**Theme 3:** Enhancing the economic efficiency and equity of resource allocation and distribution in the education sector  
**Key policy initiatives:** Education sector development plan, Implementation of MTBF for education & Implementation of PEQETS

Indicator & status	Organization/ Province	Baseline 2005 %	Targets				M&E mechanism	MOV	Data collection and instruments	Res.
			2006	2007	2008	2009				
The capital education budget prioritized to support the development of : (a) higher-order spaces, such as activity rooms, ICTUs, libraries, science laboratories, workshops, home science rooms, and (b) higher-order assets such as equipment, technology, books and reading materials, and machinery and tools		Capital education budget not prioritized for higher-order learning spaces and higher-order learning assets	Capital budget (net of other donor funds) allocated for higher-order learning spaces and assets	Capital budget (net of other donor funds) allocated for higher-order learning spaces and assets	Capital budget (net of other donor funds) allocated for higher-order learning spaces and assets	Capital budget (net of other donor funds) allocated for higher-order learning spaces and assets	Capital budget (net of other donor funds) allocated for higher-order learning spaces and assets	Capital budget (net of other donor funds) allocated for higher-order learning spaces and assets		
	WP		30%	32%	35%	37%	40%	Exp. Reports Progress reviews	Budget estimates (MoE and Provinces)	PSSE PDDE CA/MoE Heads of Divisions Heads of Institutions
	CP		30%	32%	35%	37%	40%		MoE, PEA and FC budget records and PEQETS	
	SP		30%	32%	35%	37%	40%			
	NEP		30%	32%	35%	37%	40%			
	NWP		30%	32%	35%	37%	40%			
	NCP		30%	32%	35%	37%	40%			
	UP		30%	32%	35%	37%	40%			
	SaP		30%	32%	35%	37%	40%			
	SL (MoE)		30%	32%	35%	37%	40%			

**Theme 3:** Enhancing the economic efficiency and equity of resource allocation and distribution in the education sector  
**Key policy initiatives:** Education sector development plan, Implementation of MTBF for education & Implementation of PEQETS

Indicator & status	Org/Prov.	Baseline 2005 %	Targets				M&E mechanism	MOV	Data collection instruments	Res.
			2006	2007	2008	2009				
Resource allocated for maintenance, repair and replacement of the education capital stocks		Capital education budget allocated for maintenance, repair and replacement activities	Capital education budget (net of other donor funds) allocated for maintenance, repair and replacement activities	Capital education budget (net of other donor funds) allocated for maintenance, repair and replacement activities	Capital education budget (net of other donor funds) allocated for maintenance, repair and replacement activities	Capital education budget (net of other donor funds) allocated for maintenance, repair and replacement activities	Exp. Reports Progress reviews	Budget estimates (MoE and Provinces)	MoE, PEA and FC budget records and PEQETS	PDDE S/PME DE/PPR CA FC
	WP	10%	12%	14%	15%	15%				
	CP	10%	12%	14%	15%	15%				
	SP	10%	12%	14%	15%	15%				
	NEP	10%	12%	14%	15%	15%				
	NWP	10%	12%	14%	15%	15%				
	NCP	10%	12%	14%	15%	15%				
	UP	10%	12%	14%	15%	15%				
	SaP	10%	12%	14%	15%	15%				
	SL (MoE)	5.0%	12%	14%	15%	15%				

**Theme 4: Strengthening education governance and service delivery**  
**Key policy initiatives: Programme for School Improvements**

Indicator & status	Org./ Prov.	Baseline 2005 %	Targets				M&E mechanism	MOV	Data collection and instruments	Res.
			2006	2007	2008	2009				
The PSI pilot tested and evaluated, and established country-wide after incorporating lessons from the pilot programme		1 zone per province commenced in 2005	1 zone per province	Pilot programme extended to 2 zones per province	Pilot programme completed and evaluated	PSI expanded according to targets derived from the pilot programme	PSI established nation-wide			
				Favourable assessment of the PSI pilot by stakeholders		Favourable assessment of the PSI pilot by stakeholders				
	WP		Colombo							
	CP		Wattegama							
	SP		Ambalangoda							
	NEP		Jaffna							
	NWP		Chilaw							
	NCP		Thambuththegama							
	UP		Wellawaya							
	SaP		Kegalle							
	SL		08 zones, all national, all Navodya and all Central schools	16 zones						
								Progress reviews Reports	MoE annual report, Impact evaluation reports	Monitoring report Study of PSI pilot Stakeholder assessments

**Theme 4: Strengthening education governance and service delivery**  
**Key policy initiatives: Organizational capacity buildings and human resource development**

Indicator & status	Organization /Province	Baseline 2005 %	Targets				M&E mechanism	MOV	Data collection and instruments	Res.
			2006	2007	2008	2009				
Organizational capacity (CB) review of the MoE, provincial, zonal and divisional authorities completed			Review at provincial level completed	Review at zonal & divisional levels completed	CB activities at central and provincial levels completed					
			CB activities at central and provincial levels commenced	CB activities at central and provincial levels in progress and zonal level commenced	Favourable assessment CB activities at mid-point, by stakeholders					
					CB activities at zonal level in progress	CB activities at zonal level completed				
	WP		ditto	ditto	ditto					
	CP		ditto	ditto	ditto					
	SP		ditto	ditto	ditto					
	NEP		ditto	ditto	ditto					
	NWP		ditto	ditto	ditto					
	NCP		ditto	ditto	ditto					
	UP		ditto	ditto	ditto					
SaP		ditto	ditto	ditto						
SL		ditto	ditto	ditto						
		Review commenced at central 2005					Favourable assessment CB activities by stakeholders	MoE and PEA records Stakeholder assessments	DE/ PPR DE/ HRD	

**Theme 4: Strengthening education governance and service delivery**  
**Key policy initiatives: Organizational capacity buildings and human resource development**

Indicator & status	Organization/ Province	Baseline 2005 %	Targets					M&E mechanism	MOV	Data collection and instruments	Res.		
			2006	2007	2008	2009	2010						
A long-term HRD plan produced and forms the basis for staff development in the national MoE among the PMEs. Core skills to be emphasized are: planning, budgeting, administration and monitoring		Some key vacancies at SLEAS Class II and III filled in 2005	HRD five year master plan drawn up for the MoE up and HRD actions commence	MoE HRD plan implemented and completed	MoE HRD plan implemented and completed	MoE HRD plan implemented and completed	MoE HRD plan implemented and completed	Higher quality of human resources reflected in the annual update of the rolling ESDFP plan at provincial levels and the effectiveness of implementation	Progress review reports	MoE and PEA records	DE/PPR DE/HRD PDDE		
				HRD five year master plan drawn up for the MoE up and HRD actions commence	PME HRD plan implemented and completed	PME HRD plan implemented and completed	PME HRD plan implemented and completed					PME HRD plan implemented and completed	
													Higher quality of human resources reflected in the annual update of the rolling ESDFP plan at provincial levels and the effectiveness of implementation
	WP				40%	60%	80%					80%	
	CP				40%	60%	80%					80%	
	SP				40%	60%	80%					80%	
	NEP				40%	60%	80%					80%	
	NWP				40%	60%	80%					80%	
	NCP				40%	60%	80%					80%	
	UP				40%	60%	80%					80%	
SaP		40%	60%	80%	80%								
MoE		20%	60%	80%	80%								

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