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Educational Administration and Management in Australia: Improving the quality of teaching and learning in schools - Best practice insights from Australia and around the world

Sarah Richardson

*Australia*
Introduction

There is increasing evidence that a systematic approach to ensuring the quality of teaching is essential in improving student achievement. This paper looks at a range of ways to ensure that teachers, and the teaching they perform, are of high quality, using Australia as a case study. Looked at globally, Australian students perform relatively well educationally. This achievement is not uniform throughout Australia, however.

Differences in educational achievement within Australia reflect the unique combination of Australian social and geographic characteristics, and pose significant challenges for educational systems in Australia. In this context, a number of initiatives have focused on efforts to improve the quality of teaching and learning. These include the development of a National Curriculum, increasing attention being paid to teacher training and standardised teacher registration requirements.

This paper charts the approaches being used to enhance the quality of teaching and learning in Australia. It starts by considering the strengths and challenges of the education sector in Australia and then explains how education is governed across the country. It goes on to consider different elements that contribute to the quality of teaching. At the large scale these include how the teacher workforce is governed, and which body has responsibility for teacher quality.

For teachers themselves, they include the qualifications required to become a teacher, controls on who is eligible for teacher training and registration processes to commence teaching careers. They also include the professional requirements of teachers and the development opportunities they receive as they move through their careers. At the school level, teaching quality is considered not just in the context of who is employed to teach but also in terms of the environment in which they work and the support they receive to develop their skills.

Strengths and challenges in the Australian education context

In the same way as other countries around the world, Australia places a great deal of emphasis on enhancing student achievement. It does so in a fairly unique context. Although Australia has a population of just 24 million its landmass is more than 7.5 million square kilometers. This means that its school population of just over 3.7 million students is one of the most thinly dispersed in the world, with some students living in very remote parts of the country, particularly in the Northern Territory.

Australia is also unusual in that its population is a combination of Indigenous Australians, who make up approximately 3 per cent of the population (Australian Bureau of Statistics,
2015a) alongside migrants from all corners of the world. With migration to Australia continuing at high levels (there was a net migration gain to Australia of 168 000 in 2014-2015), many students do not speak English as a first language (Australian Bureau of Statistics, 2015b).

In many ways the education system in Australia is regarded as successful. For example results from the OECD's 2012 Programme for International Student Assessment (PISA) indicate that students in Australia scored a mean of 504 for mathematics, 512 in reading and 521 in science, all above the OECD mean scores. Although these results are positive, there remains concern in Australia that students are outperformed by their peers in many countries.

Using the example of mathematics, students in sixteen countries gained mean scores above students in Australia, with Shanghai-China at the top with a mean score of 613 points, equivalent to three years of schooling ahead of the Australian mean (Thomson et al., 2014). Moreover, the performance of Australian students in reading and mathematics declined significantly between 2000/3 and 2012 (Thomson et al., 2014). Taken together, these patterns indicate a need to continue to improve the quality of education in Australia.

A key concern is that there is great divergence in educational achievement among students in Australia. Students in two Australian states or territories – the Northern Territory and Tasmania - scored significantly below the OECD mean in mathematics and reading. The differences are large – for example students in the Northern Territory score below those in the highest performing state by the equivalent of approximately two-years of schooling (Thomson et al., 2014).

The range of scores among students in Australia is greater than the OECD mean range of scores, suggesting that the gap between the top and lowest achieving students is larger than in many countries. These differences are further reflected in results from the Australia National Assessment Program – Literacy and Numeracy (NAPLAN), which is an annual assessment across Australia for students in Years 3, 5, 7 and 9. This shows that student performance in the Northern Territory falls far below that of student performance in the other States and Territories on all subjects, and at all grade levels (ACARA, 2015).

These patterns are of particular concern because they highlight clear variations in performance within the education sector in Australia. First, the lowest levels of achievement are most pronounced among Australia's Indigenous population – Aboriginal and Torres Straits Islander peoples, who make up a relatively large proportion of the population in the Northern Territory. Second, students in metropolitan areas outperform
those in provincial and remote areas (with the definition of ‘provincial’ and ‘remote’ areas including all of Tasmania and the Northern Territory).

Third, although students in private schools outperform those in Catholic and government schools, these differences largely disappear once student and school-level socioeconomic background is taken into account, indicating the important role that socio-economic status plays in determining educational outcomes. Taken together, these patterns suggest a need for a teaching workforce who can help all students – particularly those who are Indigenous, those from regional and remote areas and those with a low socio-economic status – to achieve success. And this requires a number of policies and structures to support relevant teacher training, teacher professional development and quality monitoring around Australia.

**Governance of education in Australia**

The Commonwealth of Australia is the Federal Government in Australia, with oversight over all federal policies throughout the federation. But education is organised by the governments of the six states (New South Wales, Queensland, South Australia, Tasmania, Victoria and Western Australia) and the two territories (Australian Capital Territory and Northern Territory). Primary and secondary education in Australia is provided by either State or Territory governments or by private providers.

In total there are around 9,400 schools, the majority of which are Government schools (6,639) with 1,737 Catholic Schools, 1,028 Independent Schools and 2,765 non-Government schools (Australian Bureau of Statistics, 2015c). Government schools are owned and run by State and Territory Governments with the Australian Federal Government providing additional funding. State and Territory governments are responsible for the development of educational policy, service delivery, performance monitoring and conducting reviews of government schools.

Education is compulsory in Australia for the ten years from approximately age five to age sixteen (Year 9 or 10), although exact ages vary by State and Territory. A statutory body in each State or Territory has the authority to issue secondary school qualifications. While referred to by different names in each state these qualifications can be commonly referred to as the Senior Secondary Certificate. The Australian Curriculum, Assessment and Certification Authorities (ACACA) is the national body for the chief executives of the various statutory bodies in each state and territory.

The Australian Curriculum, Assessment and Reporting Authority (ACARA) is an independent statutory authority that aims to enhance student learning across Australia. It leads national collaboration on the Australian National Curriculum and also runs the
National Assessment Program via the NAPLAN test. ACARA also plays a significant role in reporting data about educational outcomes and, including the Measurement Framework for Schooling in Australia, the annual National Report on Schooling in Australia (ACARA, 2016). ACARA further provides detailed information on individual schools to the broader community (particularly parents) via the My School website.

The Council of Australian Governments (COAG) is the peak inter-government forum in Australia which brings together the Prime Minister, State and Territory Premiers and Chief Ministers and the President of the Australian Local Government Association. Its aim is to promote reforms in policy that require action to be coordinated across all Australian governments (Council of Australian Governments, 2016a). Under its reform agenda focus on schools and education the Council highlights the key role of education in enhancing productivity and focuses on three key areas: teacher quality; better information about schools and working towards a national curriculum (Council of Australian Governments, 2016b).

The Council recognises that “teacher quality and the strength of school leadership are the greatest school-based determinants of educational success” (Council of Australian Governments, 2016b). To this end, all Education Ministers (Federal and State) have agreed to a number of key elements, including endorsing the National Professional Standards for Teachers, the establishment of national accreditation of initial teacher education programs and national consistency of teacher registration.

In 2008 the Council of Australian Governments agreed on a National Partnership on Improving Teacher Quality. The National Partnership Agreement was developed to respond to the need for quality improvements in both teaching and leadership in Australian schools. It focuses on attracting, training, recruiting, developing and retaining teachers. The identified outcomes of the Agreement were defined as:

- “attracting the best entrants to teaching, including mid-career entrants;
- more effectively training principals, teachers and school leaders for their roles and the school environment;
- placing teachers and principals to minimise skill shortages and enhance retention;
- developing teachers and school leaders to enhance their skills and knowledge throughout their careers;
- retaining and rewarding quality principals, teachers and school leaders; and
- improving the quality and availability of teacher workforce data” (Council of Australian Governments, 2008, 7).
These agreement outcomes highlight some of the key challenges facing teaching quality in Australia and a number of steps have been put in place to address the issues raised.

**Attracting entrants to teaching degrees**

There was over 300,000 teaching staff at Australian schools in 2015, more than two-thirds of whom were female. Just over three-quarters of all teaching staff were employed in the three most populous states - New South Wales, Victoria and Queensland – with less than 10,000 teachers in each of the Australian Capital Territory, the Northern Territory and Tasmania (Australian Bureau of Statistics, 2015c).

As in many other countries, the teaching profession in Australia struggles to attract the best high school leavers to become teachers. Professions such as law, medicine, finance and engineering are regarded as much more attractive by school leavers, with the potential for professionals to earn high salaries as their careers progress. As Ingvarson (2016) notes,

> “Australian Governments are not doing enough to ensure teaching is an attractive profession that can compete with other professions for our best graduates. Talk about the importance of teacher quality needs to be matched by polices that ensure high quality entrants to teacher education”.

One of the key factors that dissuade people from becoming teachers is the relatively low salaries they receive. Ingvarson refers to evidence from Akiba et al. (2012), Carnoy et al. (2009) and Dolton and Marcenaro-Gutierrez (2011) that makes clear that student achievement is highest when teachers are “paid more relative to salaries in competing professions”.

As a result of school-leavers preferring to enroll in other degrees, there has been a tendency for education degrees in Australia to accept students with lower and lower grades. As Masters (2012, 1) notes, “students often enter teaching as a fall-back, having failed to gain entry to their course of first choice”. Inevitably these trends have an impact on both the academic ability of students in education degrees and also the length of time that teaching graduates spend in the teaching profession before their lack of commitment lures them to move to another profession.

With a large number of teacher training providers operating in the relatively small population of Australia, and with university funding based on enrolments in what is now a demand-driven system, there is a tendency for more teachers to be trained than are required. This leads to a significant oversupply of teachers in certain parts of Australia (notably the capital cities) who are unable to find employment (Masters, 2012).
coverage of the glut of teachers acts to further deter high-school leavers from deciding to enroll in teaching degrees.

At the same time, the large intake of teaching students can only occur if training providers (most of which are universities) set course entry requirements at extremely low levels, something that Ingvarson (2016) refers to as “shameful opportunism”. Ingvarson uses the example of ATAR scores (in which all school leavers are given a rank out of 100 based on their Senior Secondary Certificate. In 2015, almost 70 per cent of school leavers who gained an offer of a university place had an ATAR of at least 70. But just over 40 per cent of school leavers who gained an offer of a university place to study teaching had an ATAR of 70 or more, and the number accepted into teaching degrees with an ATAR of below 50 had doubled since 2011.

As a result Ingvarson (2016) concludes that Australia has “reached a point where almost everyone who applies now finds a place in a teacher education program”. And as Masters (2012) notes, the falling quality of students entering teaching degrees inevitably results in an increasing amount of time in teacher training courses needing to be spent on remedial teaching (Masters, 2012). This trend has occurred in the context of declining performance of school students in Australia. This suggests significant danger to overall school performance in Australia.

The biggest concern about the acceptance of poor performing students into teaching degrees is the impact that it will have on equity of access to high quality education in Australia. Given what we have already noted about significant differences between academic performance of particular cohorts of students, there is a rising awareness of the risk of these differences being exacerbated rather than closed. Ingvarson (2016) argues:

“Channeling applicants directly into teacher education programs for which they are unprepared will not be in the interests of those disadvantaged school students they may finish up teaching. The brutal fact is that high-performing schools are unlikely to shortlist job applicants who come from universities with low entry standards. As a result, we run the risk of creating serious differences in teacher quality across schools serving students from different socioeconomic backgrounds”.

So what is the solution? Both Ingvarson and Masters recommend that emphasis is placed on raising the status of the teaching profession in order to attract more recruits to teaching degrees, at the same time as having rigorous selection processes to control which students are able to enroll in teaching degrees. This would allow prospective teachers to be selected...
into teaching degrees on the basis of academic achievement, literacy and numeracy, communication skills, emotional intelligence and a passion for the teaching profession.

This approach would put Australia in line with the countries with the highest levels of student performance. As OECD research shows, these countries tend to focus their education policy on recruiting academically successful students (Schleicher, 2013). This approach would also allow teacher training to focus on preparing students for the challenging profession of teaching, rather than spending time on trying to correct poor basic skills. Ingvarson (2016) specifically calls for all entrants to teaching degrees to be able to demonstrate a high level of performance in high school mathematics and English prior to being accepted. As Ingvarson et al (2014, xiii) conclude:

“Australia is unlikely to match the quality of teacher education graduates in high-achieving countries unless concerted policies are in place to enable teaching to compete with other professions in salary and career development terms and to attract a much higher proportion of entrants from the top portion of the age cohort”.

**Accreditation of teaching education providers and registration of teachers**

Teachers need to be registered in order to teach in an Australian school. Each State and Territory has its own teacher regulatory authority but they are required to ensure nationally consistent registration requirements (Australian Institute for Teaching and School Leadership, 2016). There are a number of key elements of nationally consistent teacher registration. These include:

- initial period of registration
- fixed period of registration
- alternative authorisation to teach
- discipline and de-registration
- suitability
- qualifications
- English language proficiency
- mutual recognition” (Australian Institute for Teaching and School Leadership, 2016).

Of all of the elements required to register the most important is that individuals can demonstrate that they you have an appropriate qualification (at least 4 years higher education including an accredited program in initial teacher education in Australia or a foreign qualification assessed as equivalent). There are no registration or outcomes assessments in Australia, as is the case in other countries, and hence the burden of
ensuring that teaching graduates are prepared for teaching falls on education providers, and hence on the authorities that accredit their programmes.

Almost fifty higher education institutions in Australia offer teacher education programs – for a population of just 24 million this is a relatively large number. As Ingvarson et al. (2014) note, the accreditation burden of so many providers is quite high. Moreover, there is no exit assessment of the skills of teacher trainees which would enable outcomes to be compared across institutions and benchmarked against agreed standards. This means that accreditation bodies, and employers, have to trust that universities have fulfilled their responsibilities in providing appropriate teacher training.

Ideally, registration processes should ensure that teachers are fully ready to teach. This incorporates a high level of content knowledge in the subject or subjects they are planning to teach, a thorough understanding of how students learn and the variety of approaches that can be used to stimulate learning (effective pedagogical practices) (Masters, 2012).

**National standards of accreditation for teacher education programs**

A recent study of teacher training was commissioned from the Australian Council for Educational Research by the Australian Government Department of Education to support the work of the Teacher Education Ministerial Advisory Group. The study aimed to identify best practice principles for the design, delivery and assessment of teacher education programs and articulate the features of teacher education programs that most effectively support the successful transition of teacher trainees to effective teaching practice (Ingvarson et al., 2014).

The authors reviewed teacher training in Australia to determine that it is increasingly guided by standards around professional knowledge and practice that are, in turn, used to assess student performance in coursework and placements. They note, however, that there is a broad lack of information about outcomes of teacher education programmes in Australia and highlight the fact that “Australia’s teacher education system currently lacks the capacity and the measures to monitor its own performance and, therefore, to promote improvement”, adding that there is little data to suggest that the accreditation system in Australia promotes quality achievements in teacher education (Ingvarson et al., 2014, xi).

There is also evidence in Australia that graduates from teacher education programmes are not necessarily meeting even the basic standards for literacy and numeracy, a concern that has been raised in a number of national reviews (National Inquiry into the Teaching of Literacy, 2005; National Numeracy Review, 2008). Moreover, studies show that teaching
graduates themselves do not feel well-prepared to teach (Thomson et al., 2008; Angus et al., 2007).

The approach used to overcoming this in Australia has been in setting national standards of accreditation for teacher education programs. Their development occurred due to concerns about inconsistent accreditation of teaching programmes across Australia. The current system now required that teacher education programmes can demonstrate (through the collation of evidence) what impact their programmes are having on students in order to receive accreditation. The evidence is in two parts. First, evidence of the performance of a teaching student during their course of study and, second, evidence of the graduate outcomes of teaching students after they complete their programme (Australian Institute for Teaching and School Leadership, 2015). The standards and procedures are informed by a set of key principles:

1. Impact
2. Evidence-based
3. Rigour
4. Continuous
5. Flexibility, diversity and innovation
6. Partnerships
7. Transparency
8. Research

**National Accreditation System of Initial Teacher Training Programs**

The National Accreditation System of Initial Teacher Training Programs in Australia has three key stages (Australian Institute for Teaching and School Leadership, 2015). In Stage One, for new programs, providers are required to demonstrate how they plan to demonstrate impact – what evidence they intend to use, how this evidence will map to the teaching, practice and assessment of teacher standards and how they plan to demonstrate impact.

If they are considered to have successfully done so, providers will receive accreditation for this stage and can commence teaching students. But they also need to meet the accreditation requirements in Stage Two within the first five years of operations. Stage Two requirements are about how providers have interpreted the evidence that they have collected in relation to demonstrating programme impact. This includes elements such as analysis and interpretation of evidence and an explanation of changes they have made to programmes based on their findings. They also need to show that they have complied with all programme standards. Beyond Stage Two, all providers have to report on an annual
basis, again on data collected and its interpretation as well as programme changes and their overall compliance with standards.

While these accreditation standards are relevant to Australia, there is increasing interest at an international level about the comparability of outcomes across courses and institutions. It is not known whether the skills and knowledge of graduates from different institutions, and in different countries, varies. This creates a number of problems. First, when schools hire teachers they have no idea of the relevant quality of their skills. Second, without knowing which programmes are best at educating teachers it is difficult for best practice to be shared. Third, in a world increasingly characterised by movement, it is difficult for authorities in one country to know whether they should recognise teacher education programmes offered in other countries.

Between 2010 and 2012 the OECD conducted the Assessment of Higher Education Learning Outcomes (AHELO) Feasibility Study. This looked at whether it was technically possible to measure the learning outcomes of higher education graduates across countries, cultures, languages and types of institution. The answer was largely ‘Yes’. The Feasibility Study measured graduate learning outcomes in the disciplines of generic skills, civil engineering and economics but the same approach could easily be applied to teaching. Indeed, in 2013 to 2015 the Australian Council for Educational Research applied what they had learned from leading the AHELO Feasibility Study to measuring the knowledge and skills of final year teaching students across a number of teaching colleges.

This occurred in a Middle Eastern higher education system and arose due to concerns that teaching graduates were improperly equipped for teaching, particularly in the light of a new policy around the approach to school teaching. In this study, ACER worked closely with representatives from all teaching colleges, as well as the government and school leaders to identify what all teaching graduates should know and be able to do by the end of their degrees. On this basis an assessment instrument was developed that asked students to respond to a number of real world situations.

Students were given a series of scenarios and asked to explain what they would do. They were also asked to justify their decision. This was done in order to assess their ability to determine appropriate courses of action and to draw on what they had learned during their degrees to inform their choices. The scenarios were specifically designed to stimulate teaching students to respond to a range of situations that mapped to the key learning outcomes identified in the planning process. The teaching programme providers involved received detailed information about the performance of their students that they were able to benchmark with overall standards. And the government received information on the
relative performance of students at each college to help them in their oversight of quality provision.

There is nothing to stop this approach being applied across countries, and doing so would be a highly valuable exercise. As the AHELO Feasibility Study showed it is technically possible to define agreed learning outcomes with the input of disciplinary experts across countries. It is also technically possible to develop assessment materials that map to these learning outcomes and that assess the ability of students to consider ‘above content’ scenarios based on real world professional practice.

Furthermore, it is also technically possible to implement the assessment across languages, cultures and institution types, collecting contextual information in order to take these differences into account in reporting achievement. Doing so would enhance international cooperation on efforts to improve the quality of teaching and would also enable individual institutions to benchmark themselves against other institutions in their country as well as international benchmarks.

**Development of teaching skills**

The Australian Professional Standards for Teachers define what constitutes quality teachers, describing what teachers should know and be able to do. As the introduction to the standards states, “they define the work of teachers and make explicit the elements of high-quality, effective teaching in 21st century schools that will improve educational outcomes for students” (Australian Institute for Teaching and School Leadership, 2011, 2). There are seven key standards:

- “Know students and how they learn
- Know the content and how to teach it
- Plan for and implement effective teaching and learning
- Create and maintain supportive and safe learning environments
- Assess, provide feedback and report on student learning
- Engage in professional learning
- Engage professionally with colleagues, parents/carers and the community”

(Australian Institute for Teaching and School Leadership, 2011, 5)

For each standard a number of focus areas are given. For example the focus areas for “Know students and how they learn” are:

- “Physical, social and intellectual development and characteristics of students
- Understand how students learn
Students with diverse linguistic, cultural, religious and socioeconomic backgrounds

Strategies for teaching Aboriginal and Torres Strait Islander students

Differentiate teaching to meet the specific learning needs of students across the full range of abilities

Strategies to support full participation of students with disability" (Australian Institute for Teaching and School Leadership, 2011, 8-9)

Rather than one overall standard for each focus area that applies to all students, standards are divided into four categories based on the stage of a teacher’s career: 'graduate', 'proficient', 'highly accomplished' and 'lead'. ‘Lead Teachers’ are described as “exemplary teachers ... who have demonstrated consistent and innovative teaching practice over time” (Australian Institute for Teaching and School Leadership, 2011, 7). The contrast in expectations for each stage of teachers can be seen in the example below (Australian Institute for Teaching and School Leadership, 2011, 12):

<table>
<thead>
<tr>
<th>Career stage</th>
<th>Graduate teacher</th>
<th>Proficient teacher</th>
<th>Highly accomplished teacher</th>
<th>Lead teacher</th>
</tr>
</thead>
<tbody>
<tr>
<td>Standard 3.3 - Use teaching strategies</td>
<td>Include a range of teaching strategies.</td>
<td>Select and use relevant teaching strategies to develop knowledge, skills, problem solving and critical and creative thinking.</td>
<td>Support colleagues to select and apply effective teaching strategies to develop knowledge, skills, problem solving and critical and creative thinking.</td>
<td>Work with colleagues to review, modify and expand their repertoire of teaching strategies to enable students to use knowledge, skills, problem solving and critical and creative thinking.</td>
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When teachers in Australia commence their careers they have provisional registration and they are required to move to full registration within the first five years of their career.
Moving to full registration requires teachers to demonstrate professional development and increases in their competence. The evidence required varies from one jurisdiction to another but involves collating and demonstrating evidence such as (Australian Institute for Teaching and School Leadership, 2014):

- Responding to the needs of students from a range of linguistic, cultural and religious backgrounds;
- Designing teaching activities that support the participation of students with disabilities;
- Using strategies that integrate ICT into learning and teaching;
- Implementing a range of communication strategies to support student understanding and engagement;
- Managing difficult student behaviour by negotiating clear expectations with students;
- Developing relevant assessment strategies to measure student learning;
- Participating in professional development to update knowledge; and
- Establishing respectful relationships with parents about children’s learning.

Ingvarson et al. (2014, xi) suggest that international best practice in ensuring that teacher trainees successfully transition to teaching practice has a number of key elements:

- “It is guided by professional standards;
- It involves mentoring, where mentors are carefully selected for their expertise and receive ongoing training;
- It includes classroom-based learning opportunities for new teachers;
- It provides continuing professional development; and
- It is supported through the provision of resources”.

The authors consider the growing importance of internships in many professional fields and note the importance of novice teachers being able to work closely with experienced colleagues.

Once teachers have passed through their initial period of teaching, and gained full registration, they are required to continue to develop their skills and knowledge in order to renew their registration on a periodic basis. The frequency of renewal depends on jurisdictions but all require that teachers engage in professional development. This can be both formal – through attending recognised training courses – and informal, through discussions with colleagues and self-reflection.

A ‘Learning from Practice’ workbook has been developed by the Australian Institute for Teaching and School Leadership to support teachers in elements such as collating evidence
on their impact (Australian Institute for Teaching and School Leadership, undated). The key philosophy underlying the approach to ongoing professional development of teachers is explained as follows:

“The ability to articulate what it is that you actually do as a teacher on a daily basis, and the capacity to reflect on your practice are learned skills. Effective teachers are able to do this objectively which allows them to continually improve their practice, continue to develop and grow as professionals and continually improve outcomes for students” (Australian Institute for Teaching and School Leadership, undated).

Teachers are encouraged to think deeply about The Australian Professional Standards for Teachers rather than simply accepting them, and are encouraged to reflect on the following questions either individually or with a colleague (Australian Institute for Teaching and School Leadership, undated):

1. “What is your teaching philosophy? How do you believe that children learn? How do you express who you are as a teacher?
2. How are the Standards being used in your school or context for performance and development processes?
3. With a greater understanding of the Standards now, how could you help improve these processes to focus on continual improvement for all teachers?
4. Is professional learning in your school selected based on identified areas in the Standards where improvement is needed?
5. How can teachers effectively collaborate with colleagues to share their professional learning?
6. Does your school have a shared understanding of effective teaching? How could you help to shape/build/develop this?
7. How do the Australian Professional Standards for Teachers assist in defining effective teaching?
8. If there was/was not a shared understanding of effective teaching, what effect would this have on the culture at the school?
9. What is the process of knowledge sharing in your context? Could this process be improved? If yes, how? If not, what makes it so effective”?

In addition to the activities that teachers can do themselves to enhance their expertise schools can do a great deal of facilitation in terms of providing professional development opportunities for teachers. Data from the Australian Government suggests that ‘making effective use of information and communication technology’ is the most popular area for teacher professional development (Australian Government, 2014, 43), with more than half
of all teachers reporting that they had undertaken professional development in this area in the previous twelve months.

Beyond self-reflection and formal training there are also discussions in Australia about how best to recognise and reward the development of specialist knowledge and skill. Masters (2012, 4-5) defines some of the qualities of highly effective teachers as those who:

- “create supportive learning environments in which all students are emotionally engaged and motivated to learn;
- establish starting points for teaching by first exploring where individuals are in their learning and development;
- make explicit to students what they are expected to learn;
- design learning opportunities to address the needs of students who are at different points in their learning;
- connect new material to past learning and assist students to see continuity in their learning over time;
- promote deep learning by emphasising underlying principles, concepts and big ideas;
- demonstrate explicitly what students are to do and check that learning is occurring;
- take advantage of teaching and learning opportunities as they arise;
- provide ongoing feedback to students on their learning; and
- promote positive student beliefs about their own capacity to learn”.

In contrast to many other professions, however, there are few incentives for teachers to strive to become experts in teaching and in the subjects that they teach. Teachers in Australia tend to reach the top pay grade after about ten years (Masters, 2012) and are then likely to have their experience rewarded by increasingly moving out of the classroom and into more administrative duties (such as coordination or leadership roles).

Ultimately this career pathway often ensures that the most expert of teachers do not spend a great deal of time in the classroom if they want to progress their careers. Efforts to reward teaching skill are often blunt and inaccurate, such as rewards on the basis of student performance (despite so much being known about the many other factors that impact on student performance other than teachers).

Developing better ways to reward teaching excellence requires clarity about what expert teaching in particular specialisations looks like (excellence in primary teaching, excellence in science teaching and so on). Masters (2012, 6) emphasises that “teaching expertise is likely to be more effectively recognised and promoted through ongoing employment
arrangements than through one-off recognition schemes (eg, ‘best-teacher’ awards; annual performance bonuses).

**The role of schools in teaching quality**

While training and professional development are important in ensuring the quality of teaching and learning, so too is the school environment in which teachers apply their practice. Great teachers will always be stymied if the school culture in which they find themselves is not supportive. Research around the world suggests that school leadership teams play a vital role in improving the quality of teaching and learning. This is because when leaders are effective they foster context in which high levels of performance are expected and ongoing development is supported.

To support schools improve their practices in a holistic manner the National School Improvement Tool was developed by the Australian Council for Educational Research at the request of the Queensland Government. It is now used by schools across Australia having been endorsed by the Standing Council on School Education and Early Childhood in 2012.

The aim of the Tool is to help improve outcomes for students, including levels of achievement and wellbeing. It brings together findings from international research into elements that contribute to effective schools (Australian Council for Educational Research, 2012). The Tool assists schools to review and reflect on their efforts to improve the quality of classroom teaching and learning. It encourages reflection and discussion on current practice, necessary improvements and measures of progress. The Tool consists of nine inter-related domains including ‘an expert teaching team’, ‘differentiated teaching and learning’ and ‘effective pedagogical practices’.

A key feature of the Tool is the set of performance levels: ‘Low’, ‘Medium’, ‘High’ and ‘Outstanding’. These levels enable schools to make judgments about where they are on their improvement journeys, to set goals and design strategies for improvement, and to monitor and demonstrate school improvement over time. ACER trains inspectors who spend extended time in the school to evaluate all domains and sub domains in detail, working closely with school leaders and teachers.

The inspectors then develop a report on all elements and work with the school to develop an improvement plan for the areas that are agreed as priorities in need of improvement. Detailed descriptions are provided for all domains and to identify the level of quality in each area. For example in relation to ‘An Expert Teaching Team’ the following elements are included in consideration. The extent to which:
• the school places a priority on attracting, retaining and developing the best possible teachers;
• the leadership team has strategies in place to assist teachers to continue to develop and share deep understandings of how students learn subjects/content;
• teachers in the school are experts in the fields in which they teach, have high levels of confidence in teaching in those fields and are eager to expand their subject knowledge to learn how to improve on their current teaching practices;
• the school expects all teachers to be highly committed to the continuous improvement of their own teaching and to be focused on the development of knowledge and skills required to improve student learning; and
• school leaders ensure that opportunities are created for teachers to work together and to learn from each other’s practices.

In this category descriptions for a ‘Low’ and an ‘Outstanding’ performing school include:

**Low** - The development of a professional school-wide team does not appear to be a driving consideration of the principal or other school leaders ... There is little evidence that school leaders are proactive in the recruitment and retention of staff. There is little sense of a whole-school coordinated approach to professional learning and a low priority is given to enhancing staff performance.

**Outstanding** - The teaching staff of the school are experts in the fields in which they teach and have very high levels of pedagogical knowledge and skill ... Teachers and school leaders take personal and collective responsibility for improving student learning and wellbeing, working together and learning from each other’s practices ... School leaders place a very high priority on the ongoing professional learning of all staff and on the development of a school-wide, self-reflective culture focused on improving classroom teaching.

**Conclusion**

This paper has considered the approaches used in Australia to ensure and enhance the quality of teaching. It has considered the challenges faced in the Australian education sector, the way in which education is governed and national agreements about the need to improve teacher quality. With a focus on the steps required to become a teacher in Australia, the paper has looked in some detail at the different elements in turn.

With reference to selection of teacher trainees, the paper has looked at tensions between a need to train sufficient teachers with the need to set appropriate standards to ensure that entrants to teaching degrees are suitable. On teacher registration, the paper points to the
requirement that all teachers have a teaching degree, and hence efforts to ensure that all education training providers are offering high quality courses. It also discusses the potential gains from an international assessment of the learning outcomes of teaching students.

Moving on to the development of teaching skills beyond graduation, the paper considers the professional standards for teachers in Australia and the performance levels expected of teachers at different stages of their careers. It looks at the variety of approaches for teachers to enhance their skills that are implemented and the importance of recognising expertise. It concludes by discussing the National School Improvement Tool and specifically the elements that are included in evaluating the extent to which a school can be regarded as outstanding in the category of ‘An Expert Teaching Team’, providing an optimal environment for quality teaching.

It is not possible to consider every element that relates to teaching quality in a paper of this length. Further issues in Australia that have not been discussed here are the distribution of teachers across Australia, with significant shortages of qualified teachers in remote and regional areas of the country, the rapidly ageing teacher workforce and chronic shortages of teachers in key subject areas such as mathematics and science. Nor has the paper been able to illustrate the many, many wonderful teachers working in Australia and their ongoing (and often un-recognised) efforts to enhance the quality of student achievement and wellbeing.

Australia is a country with relatively strong educational outcomes but where concerns persist about the performance of students in relation to their peers in other countries. As has been discussed, there are particular concerns about the poor educational achievement levels of Aboriginal and Torres Straits Islander peoples, of students in remote and regional areas of Australia and of students from low socio-economic backgrounds.

To reach the levels of educational achievement in higher performing countries there are a number of key areas in which Australia has a great deal of work to do. Ingvarson et al. (2014, 72) suggest that optimal outcomes come from “concerted and coherent policies and systems in place over the long term for assuring a strong teaching profession and quality teaching generally”.

The authors make particular mention of the need to make teaching an attractive career option for the top performing high-school students, ensuring a match between teacher supply and demand, ensuring that there are rigorous policies around who can be admitted to a teacher education course, regulated teacher education systems, rigorous accreditation
and mentoring for new teachers. Many of these elements are currently being addressed in Australia but some remain unaddressed, suggesting that work remains to be done.

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Educational Administration and Management in Bangladesh: Status, Issues and Challenges

Tapon Kumar Das

Bangladesh
Introduction

This paper describes diversified basic education system in Bangladesh along with its planning and management. It also focuses on the actions taken by the government to address the issues related access to education and its achievements, challenges with recommendations.

Bangladesh: National Context

With nearly 150 million inhabitants on a landmass of 147,570 square kilometers, Bangladesh is one of the most densely populated countries in the world, situated in South Asia. Majority (70.6%) of the country’s population lives in rural areas and 29.4% lives in towns and cities. The major language is Bangla (Bengali), spoken by 98.8% of the population. Bangladesh is now ranked one of the highest improvers on the UN’s Human Development Index.

In addition to expanding access to basic education, gender parity has been achieved in enrollment at both primary and secondary levels. The country is expected to benefit from demographic dividend, with a higher share of working age population with a declining ratio, and the per capita gross national income growth is expected to accelerate. Annually 21 million people will enter the prime working age population over the next decade. This presents a great opportunity for Bangladesh to move to the next stage of economic development.

Sectorial Context

Bangladesh’s education system is large, catering to over 30 million students, and complex, characterized by a large variety of providers. According to 2015 APSC, Bangladesh had over100,000 primary level education institutions engaged in formal education. In addition some of the NGOs are offering non-formal primary education for hard to reach children. The majority of students (78 percent) attended formal government primary schools. But primary education system remains characterized by a large variety of providers in 2015. There were more than 20 types of provider institution offered primary education (APSC 2015).

Over the last two decades, the GoB has significantly expanded access to pre-primary, primary, and secondary education through a combination of public and private provisions, joint investments with DPs in a series of large scale operation and made notable
achievements in nearing universal access to primary education and attaining gender equity at the primary and secondary education levels. Gross enrollment rates (GERs) of primary and secondary level have reached 101 percent and 63 percent in 2010, respectively. The primary net enrollment rate (NER) is reported as 97.9 percent (APSC 2015), 73.2 percent (MICS 2012-13), 94.5 percent in 2013 (Education Watch 2015) and 84.7 percent (EHS 2014). Enrollment in pre-primary was 1,222,597 in 2010 and 2,864,877 in 2015 (APSC, 2015) Completion rates for primary, lower secondary and secondary education have increased over time. Bangladesh has also achieved marked reduction in repetition (13 percent in 2010 and 6.2 percent in 2015) and dropout rates (40 percent in 2010 and 20.4 percent in 2015), and made progress in improving access to schooling in marginalized areas.

2. Legal Framework and Commitment

The Legal Framework

The constitution of the People’s Republic of Bangladesh enjoins upon the Government of Bangladesh the obligation to ensure literacy of all the citizens of the country within the shortest possible time through the following provisions. The constitution mandates the state to adopt effective measures for the purpose of:

• establishing a uniform, mass-oriented and universal system of education and extending free and compulsory education to all children to such stage as may be determined by law (article 17).
• relating education to the needs of society and producing properly trained and motivated citizens to serve those need (article 17).
• removing illiteracy within such time as may be determined by law (article 17).

International Commitment

Bangladesh is a signatory to the Declaration at the World Conference on Education for All (WECEFA) held in March 1990 in Jomtein, Thailand. The Government reiterated its commitments in the World Summit for Children held in New York in September 1990. The same commitment was reiterated in the EFA ministerial review meeting of Indonesia held in September 1995, Pakistan in September 1997 and China in August 2001. Bangladesh also participated in many seminars and workshops held on Education for all (EFA) The Government of Bangladesh has made commitments in the World Education Forum (Dakar,
April 2000) towards achievement of education For All goals and targets for every citizen by the year 2015.

National Commitment

To persuade the constitutional obligation and the commitments made in international forums to achieve the EFA goals and MDGs, the government of Bangladesh formulated a number of policies, strategies and initiatives. The following legislative, policy and planning actions have guided basic education development in the country since 1990:

1. Compulsory Primary Education Act 1990
3. National Non-Formal Education Policy 2006 and
4. Non-formal Education Act 2014
5. National Education Policy 2010
7. The Sixth Five Year Plan 2011-15
8. Vision 2021/Perspective Plan 2011-21

In addition, there are other policies and laws which have influenced educational development in varying degree. These include: Comprehensive Early Childhood Care and Development Policy 2013, National Women Development Policy 2011, National Children Policy 2011, and Disabled Persons Rights and Protection Act 2013 and Education Law (proposed)

3. Structure of the Education System

There are three major stages e.g. primary, secondary and higher education in Bangladesh. Primary education is a 5-year cycle while secondary education is a 7-year one with three sub-stages: 3 years of junior secondary, 2 years of secondary and 2 years of higher secondary. The entry age for primary is 6 years. The junior, secondary and higher stages are designed for age groups 11-13, 14-15 and 16-17 years. Higher secondary is followed by graduate level education in general, technical, engineering, agriculture, business studies, and medical streams requiring 5-6 years to obtain a Masters degree.

In the general education stream, higher secondary is followed by college/university level education through the Pass/Honors Graduate Courses (4 years). The masters Degree is of one year’s duration for holders of Bachelor Degree (Honors) and two years duration for holders of (Pass) Bachelor Degree. Higher education in the technical area also starts after
higher secondary level. Engineering, agriculture, business, medical and information & communication technology are the major technical and technological education areas. In each of the courses of study, except for medical education, a 5-year course of study is required for the first degree.

**Different Streams in Education**

Primary level education is provided under two major institutional arrangements (stream)-general and madrasha, while secondary education has three major streams: general, technical-vocational and madrasha. Higher education, likewise, has 3 streams: general (inclusive of pure and applied science, arts, business and social science), madrasha and technology education. Technology education in its turn includes agriculture, engineering, medical, textile, leather technology and ICT. Madrashas (Arabic for educational institution), functional parallel to the three major stages, have similar core courses as in the general stream (primary, secondary and post-secondary) but have additional emphasis on religious studies.

**Primary Education**

There are 3 main types of primary level institutions in the country. These are (i) government primary schools (owned, funded and managed by the government) (ii) partially publicly funded non-government primary schools and (iii) wholly privately funded primary schools. This 3rd category encompasses the following types: (a) non-government non-registered (not registered with MoPME but is under the process of registration; managed by the School Management Committee (b) Ebtedayemadrasha (primary level non-government institutions imparting religious education) (c) Ebtedayemadrasha attached to dakhilmadrasha (dakhilmadrashas are non govt. educational institutions imparting madrasa education at the secondary level having a curriculum different from that taught in the mainstream) (d) secondary school attached primary sections (e) NGO schools (e.g. BRAC schools, GanaSahajyaSangstha schools) (f) Satellite school (schools containing only grade 1 and 2. These schools are established in remote villages where there is no primary school. After completing grade 2-3, students go to the primary schools at the nearest village). (g) Community school (one-teacher school run and funded by the community) (h) kindergartens (English medium schools completely privately owned and managed) (i) Experimental schools (schools attached to the Primary Teacher Training Institutes where the trainee teachers go for practice teaching)
Secondary Education

Post-primary education in the general stream is imparted by junior secondary schools (grade 6-8), senior secondary schools (grade 6-10) and higher secondary schools, known as Intermediate colleges (grade 11-12). Many higher secondary schools also offer courses leading to Baccalaureate degrees in liberal arts and sciences. Institutions containing grades 1-12 (primary to higher secondary) are few in number. Post primary level madrashas are known as Dakhilmadrasha (grades 6-10), Alim madrasahs (grades11-12).

At the secondary level there is a separate stream for imparting technical-vocational education and training. After completing the junior secondary level, students may enter into Vocational Training Institutes for 2-year SSC (vocational) courses and after having SSC Vocational/SSC (science) they may enter into Vocational Training Institutes (VTI), Polytechnic Institutes for 2-year HSC (Vocational)/ 3-year Dip-in-Engineering courses.

In terms of ownership and management of secondary schools, there are two major types: government secondary schools and non-government secondary schools (including Dakhil madrasahs). Nearly 98% of the post primary (secondary and higher secondary) institutions are owned and managed by private sector. However, these institutions are private only in name because 90% of their salaries and wages, and the costs of their physical infrastructure development, durable educational supplies and equipment are provided by government.

Tertiary Education

Tertiary education is designed for the post higher secondary (18-23 age group) students comprise a 3-year Pass course or a 4-year honors course (in the general stream) for Baccalaureate Degree followed by a 2-year and 1-year Master's course for pass graduates and honors graduates, respectively. Except for studies in the field of medicine, which requires the completion of a 5-year course of study for graduation, Baccalaureate degrees in the fields of engineering, agriculture, and textile and leather technology require the completion of 4-year courses of studies. Currently a good number of student are enrolling in 34 public and 66 private universities; 2600 degree college(pass, honors and Masters affiliated with the national universities); 5 regional engineering universities; 12 government and 14 private medical college and Bangladesh Open University through distance learning program.
ICT in Education

The importance of Information and Communication Technology (ICT) in education has been emphasized in the National Education Policy 2010. A national Science and Technology Policy was adopted in 2011 which updated previous policy statements in this area. This policy promotes science education, research, and ICT for development and education in a comprehensive way.

A Master Plan for ICT in Education 2012-21 has been prepared by MoPME as guide to activities in this field. DPE also has formulated an ICT Strategic Vision and Plan in keeping with the policy guideline from the government.

A significant part of the Policy is devoted to the use of ICT in educational management including better teaching-learning as well as measures required for the extension and upgrading of ICT education. The Access to Information (A2I) project in the Prime Minister’s Office has been assisting different Ministries to develop their own plans and strategies for making their contribution to “Digital Bangladesh,” that is aimed at applying ICT in governance and various spheres of national development (Chowdhury, 2011).

During the period 2009-14, MOPME has provided 1,109 primary schools with computers, multi-media equipment and Internet connectivity. Moreover, laptops, and modems have been supplied to 503 Model Primary Schools. ICT labs have been set up in 55 PTIs. Various field-level offices and training/resource centres are functioning by making good use of IT equipment.

Management of Education System

Education System in Bangladesh is being managed and administered by two Ministries, Ministry of Education (MoE) and Ministry of Primary and Mass Education Division in association with the attached Departments and Directorates as well as a number of autonomous bodies.

Ministry of Primary and Mass Education

The Ministry of Primary and Mass Education (MOPME) is responsible for policy formulation, planning, evaluation and execution of plans and initiating legislative measures relating to primary and non-formal education. The Honorable Prime Minister is also the Minister for Primary and Mass Education. There is an advisor to Honorable Prime Minister for Ministry of Primary and Mass Education. In order to carry out the formal and non-
formal education, there are two directorates i.e. Directorate of Primary Education (DPE) and the Directorate of Non-formal Education (DNFE). These is also a professional body named National Academy for Primary Education.

Directorate of Primary Education (DPE)

A separate Directorate, named "Directorate of Primary Education" was established aiming to streamline universal primary education and strengthen the infrastructure. The Directorate is headed by the Director General. In the Directorate, there are five Divisions e.g. Administration Division; Planning & Development Division; Training Division; Monitoring and Evaluation Division; Policy and Operation Division.

The DPE's functions are decentralized at the different tiers of administration e.g. division, district and upazila (sub-district). At the field levels, the key officers are Deputy Directors (divisional/regional level), District Primary Education Officers (at the districts) and Upazila Education Officers and Assistant Upazila Education Officers (at the sub-district levels).

There are number of autonomous bodies like National Academy for Primary Education (NAPE) is responsible for professional development training and Compulsory Primary Education Implementation Monitoring Unit (CPEIMU) is responsible for monitoring of implementation of the compulsory primary education program. National Curriculum and Textbook Board (NCTB), is responsible for curriculum development, textbook approval, printing and distribution.

Ministry of Education

The Ministry of Education is the apex body responsible for policy making, planning, directing, and controlling the administration and management of secondary, higher and technical education in Bangladesh. The implementing bodies are, however, different for secondary education, higher education and technical education.

The chief executive of the MOE is the education minister. He is assisted by a secretary, an additional secretary, and a number of joint secretaries, deputy secretaries, assistant secretaries and other supporting staff. MOE has a planning cell headed by a chief. The planning cell finalises and processes development project proposals submitted by the line organizations under the ministry for approval by the government. In addition, the Bangladesh National Commission for UNESCO is included in the organizational structure of the ministry. The BNCU is a focal point of UNESCO. It implements programmes undertaken...
by the UNESCO.

Under the MOU, there are four directorates/departments e.g. Directorate of Secondary and Higher Education (DSHE); Directorate of Technical Education (DTE); Directorate of Inspection and Audit (DIA); and Facilities Department (FD).

There are several semi-autonomous bodies under MOE. These are: National Curriculum and Text Book Board (NCTB), Boards of Intermediate and Secondary Education (BISE), Technical Education Board, Madrasah Education Board, University Grants Commission (UGC), and Council of Bangladesh Institutes of Technology (BIT). There are two professional organizations: National Academy for Educational Management; Bangladesh Bureau of Educational Information and Statistics; The National Curriculum and Textbook Board is entrusted with the responsibility of curriculum development and textbook production.

The directorate of technical education (DTE) is responsible for the administration and management of technical and vocational education in Bangladesh headed by a Director General, assisted by five directors in charge of five wings: a administrative wing; a planning wing; a vocational training wing; a project implementation unit; and a programme inspection wing. There are 10 assistant directors, and other supporting staff under the directors. There are four regional offices located in the four old divisions of the country (Dhaka, Chittagong, Rajshahi and Khulna), one regional inspector, and one assistant regional inspector in each regional office.

Bangladesh Technical Education Board (BTEB) is responsible for curriculum development for technical and vocational education and accreditation.

The University Grants Commission (UGC) is headed by a chairman. There are two full-time and nine part-time members. In addition, there is a secretary, a number of directors, deputy directors, assistant directors, and supporting staff. The government allocates fund to UGC through the MOE for the development and maintenance of universities and for improvement of higher education and research. UGC re-allocates this fund among universities according to their individual needs and demands. Other responsibilities performed by UGC include assessment of educational needs at the university level, formulation of specific plans for the improvement of higher education, collection of information in respect of higher education, and offering advice to the government regarding establishment of new universities and expansion of existing ones. It is also responsible for the guidance and oversight of the academic programs and management of the university level institutions.

The Council of Bangladesh Institutes of Technology co-ordinates functioning of the four

(19-21 April, 2016, New Delhi, INDIA)
engineering colleges of the country. In 1986, these colleges were renamed as Bangladesh Institute of Technology (BIT) and made degree-awarding institutions. The council under the leadership of a chairman performs the responsibilities of coordination among the BITs, preparing curriculum, and conducting examinations.

4. Assessment System

In classes I & II, there is continuous assessments, while from Class III onwards, quarterly, half-yearly & yearly examination systems take place. On the completion of Class V, there is a public exam is called Primary School Certificate Examination with identical set of questions take place at Upazilla/ Pourashava/ Thana levels (of big cities). On the completion of Class VIII, a public examination takes place to be initially known as Junior School Certificate Examination.

At the end of grade-10, students have to sit an exam to get the level-completion certificate and qualify themselves to enter the higher secondary stream that is called "Secondary School Certificate" (SSC) Examination. This is a countrywide examination, with nearly a million examinees participating. The Education Boards concerned with examination conduct this public examination.

Secondary level education is followed by a 2-year Higher Secondary Course, upon completion of which students sit for a Public Examination for obtaining the "Higher Secondary Certificate" (HSC). Both the SSC and HSC examinations are organized, conducted and controlled by the respective Education Boards.

For Madrasha students, the parallel for SSC is known as Dakhil, and for HSC it is known Alim examination and certificate.

At the tertiary level, student evaluation is through centrally held public examinations under the aegis of the concerned universities. For the students of the affiliated degree colleges, examinations for the pass, honors & masters degrees are managed and administered by the National University.

Governance

Although according to the hierarchy, Directorate of Primary Education (DPE) and Directorate of secondary and Higher Education is responsible for overall implementation of policies, plan and program. They are also responsible for supervision, inspection and monitoring of primary, secondary and higher secondary schools, colleges and Madrasha
through its regional, district and upazilla level office. Besides this, government and non-
government educational institutions at primary, junior secondary, secondary and higher 
secondary level have School Management Committee/ Governing Body that is usually 
constituted local influential person, . The committee/governing body is responsible for 
school management and development. Though teachers recruitment in government 
primary and high schools lies in DPE and DISHE but teachers recruitment in non-
government primary, secondary schools and college held locally by the school 
Management Committee/Government Body. Head Master/ Principal is responsible for 
academic development.

6. Budget Allocation for Education

The government of Bangladesh annually spends around 2% of its GDP. The share of 
primary education in the total education budget has varied between 42 and 46 % in recent 
years from 2009-10 to 2012-13 (UNICEF 2012). The allocation of budget both as 
percentage of the GDP and of the total budget has decreased somewhat from financial 
years 2009 to 2013 from 13% to around 11%.

It is worth-noting that for adult and non-formal education, budgets remained dependent 
almost entirely on external assistance for specific projects. The project approach and 
absence of regular public budget have hindered sustainability of adult and non-formal 
education activities. This has been one of the reasons for the absence of a major adult 
literacy initiative in recent years. An adult literacy project to serve 4.5 million people in the 
age group 15-45 years has been approved recently in February 2014 with financing from 
the national budget, as noted earlier.

7. Teachers Training

There are several institutions for imparting education and training leading to the award of 
non-Baccalaureate certificates as well as degrees for teachers at different levels of the 
education system. There are 54 public sector Primary Training Institutes (PTIs) which offer 
1-year Certificate in Education (C-in-Ed) course for the teachers at the primary schools. 
There are 11 public and 54 private sectors Teacher Training Colleges (TTC) offering 1-year 
Bachelor of Education (B.Ed.) courses and 1-year M.Ed Courses for the teachers of the 
secondary level schools. Bangladesh Open University (BOU) also offers B.Ed. course 
through distance education mode. The Institute of Education & Research (IER) of Dhaka 
University offers 4- year courses leading Baccalaureate degree with honors in education, 
followed by 1-year Master of Education course, as well post-graduate studies leading to
M.Phil and Ph.D in Education. Higher Secondary Teachers Training Institutes (HSTTIs) conduct in-service training for both the secondary school and college teachers. For the technical-vocational stream, there are Vocational Teacher Training Institutes (VTTIs) offering 1-year courses for the teachers of VTls. There is also a Technical Teachers’ Training College (TTTC) which conduct training Courses for the teachers of Polytechnic Institutes.

**Primary Education Development Program (PEDP-3): A Sub-sector-wide Programme Approach for Primary Education**

In order to defusing the strategic challenges of realizing EFA goals, the Directorate of Primary Education (DPE) has been implementing Third Primary Education Development Program (PEDP3) of the government the sequel to PEDP2, supported by nine development partners, is intended to build on the momentum generated in the areas of access and quality, while promoting accountability through a results-based program approach. It continues many of the quality improvement, institutional, and systemic reforms introduced under PEDP2 with an increased focus on how inputs are used at the school level to improve learning outcomes in the classroom and raise primary school completion rates. Results-based-management (RBM) model is followed in program implementation. There are six results areas, which would be monitored through fifteen Key Performance Indicators for outputs in twenty-nine sub-components.

**Initiatives for Ensuring Access for Marginalized groups**

**Stipends in Primary Education and For Rural Girls in Secondary Education**

Government of Bangladesh has been providing stipends or conditional cash transfer to students from poor families at primary level for both boys and girls at the primary level and for girls only in rural areas at the secondary level have been a major equity intervention. This intervention is a part of the social safety net approach of the government and has made a substantial contribution to the growth in enrolment and participation in primary and secondary education and elimination of the gender gap in primary and secondary enrolment. Some 7.8 million girls and boys at the primary level and 3 million rural girls at the secondary level have received stipends in 2013. The benefits for girls, by enhancing girls’ status in society and discouraging early marriage, go beyond increased girls’ participation in education.

*(19-21 April, 2016, New Delhi, INDIA)*

Draft papers for discussion
**Distribution of Free Textbooks**

Distribution of textbooks to all primary school children is a strategic step in addressing the twin objectives of improving quality and equity in primary education. The logistics of producing over 100 million textbooks for different subjects and distributing these throughout the country to over 80,000 schools all at the same time in the beginning of the school year. Schools are also receiving teacher resources and teaching aids and teacher’s guide, and test booklets.

**The PPE Initiative**

The operational framework for the development of PPE, formulated by DPE in collaboration with concerned NGOs and the Bangladesh ECD Network, was approved by MoPME and implemented since 2010 under PEDP2. The objective of framework is to institutionalization of PPE through the development of curriculum and learning materials and the recruitment of and professional support to PPE teachers.

Based on the experience and progress under PEDP2, PPE became an important subcomponent of the PEDP3 aiming create permanent structures for PPE in the primary education system and gradually provide standardized services for all children. The PPE initiative launched in 2010 has resulted in tripling participation in PPE from 895,000 from 2010 to about 2.5 million in 2012, resulting in 50% of first graders arriving in primary school with PPE experience in 2013. DPE reports further progress by 2013, with about two-thirds of primary school entrants participating in preschool. NGOs have contributed significantly to expansion of services by serving a quarter of the children participating in pre-primary education (ICHD 2013).

**The SLIP Initiative**

Under the PEDP-2 program DPE has introduced School Level Improvement Plan (SLIP) is intended to address school and community matters related to learning outcomes and primary completion.

The objective of SLIP was to encourage active involvement of the stakeholders at the grassroots level in planning, implementing and monitoring the educational activities for children. A bottom up planning process was expected to be promoted through SLIP as well as Upazila Primary Education Plan (UPEP).
An evaluation of SLIP indicated that SLIP grants enabled schools to plan and implement improvements in their physical environment and towards creating a welcoming learning environment for children.

**Co-curricular Activities – Sports and Student Councils in Primary School**

National Primary Education Week, Inter-School Sports and Cultural Competition, and Inter PTI Sports and Cultural Competition are commonly observed in primary schools. As a policy, sports activities and student participation in co-curricular activities have been encouraged systematically. With the motto of a “healthy mind in a healthy body,” football, cricket and other sports are encouraged in school.

Since 2009, a national football tournament has been held annually, in which, primary schools participate to compete for the national trophy of a gold cup in the name of Bangamata Fazilatunnessa (consort of the father of the nation Sheikh Mujibur Rahman) for girls and Bangabandhu Sheikh Mujibur Rahman for boys. In 2012, over a million primary students and 60 thousand schools participated in the nationwide competition.

Elected student councils have been introduced to promote student leadership, responsibility and democratic practices. Introduced in 2010, by 2013, student councils were elected in 46,700 primary schools throughout the country (EMIS data from DPE).

**School Meal Piloting**

Nearly half of all children under 5 in Bangladesh are stunted and two-thirds suffer from anaemia and micronutrient deficiencies (UNICEF website) A quarter of Bangladeshi households consume nutritionally inadequate diets that are deficient in energy (WFP 2011). Two school feeding projects under implementation, supported by WFP and EU, are targeting areas based on poverty and educational performance, as determined by poverty map prepared by BBS and WFP.

Studies have shown that micronutrient-fortified biscuits supplied to children as mid-day snack significantly improve the micronutrient status of primary schoolchildren, reduce the prevalence of anaemia and enhance the effect of deworming tablets given to children (Ibid.).

Mothers, school personnel and members of School Management Committees reported that the fortified biscuits reduced hunger and lessened the incidence of skin diseases and
weakness and dizziness in children. As a result, parents believed, children’s ability to learn improved (Ibid.).

Hot mid-day meal is being piloted in Bamna Upazila of Barguna district and Islampur Upazila in Jamalpur district under the umbrella of DPE’s school feeding project. The specific objectives of the pilot are to: a) increase primary school enrolment, attendance and completion rates; and b) increase learning capability of students in school. The pilot is expected to show the way for wider replication.

*Khichuri* (a goulash of rice, lentil and spices) is cooked on the premises and served five days a week and vitamin-enriched biscuits are offered one day in the week. The pilot involves 14,500 students in 66 primary schools in two upazilas. Two well-known and experienced national NGOs – BRAC and Shushilon - have been managing the activities in partnership with government and DPs. A WFP evaluation of earlier school-meal experience in Bangladesh recommended that a comprehensive approach to school feeding in primary education should be adopted with targeted goals for different age groups, including preprimary, primary and older students. It also suggested a policy dialogue to support a strategy designed by the Government and other education bodies to address the issue of quality in schools (WFP 2011).

**Multilingual Education**

In order to address the language problem of ethnic minority groups as well as reduce drop-out Government of Bangladesh is going to develop and introduce PPE materials into five language. It is expected, from 2017, children of ethnic minority groups will have an opportunity to study in their own language. It is noted that by this time some of NGOs already working with MLE in Bangladesh.

**Non-formal and Second Chance Primary Education**

Recognizing persistent inequities arising from economic, ecological and other socio-cultural differences, flexible, non-formal and “second chance” approaches have been promoted as initiatives complementary to formal primary education, the main focus of PEDP2 and 3. Well established non-formal primary education programme of BRAC has served on average a million children per year through its NFPE centres for over two decades. The curricular objectives are taken from the prescribed national curriculum and students are required to pass a national primary school completion examination. The NFPE approach has come to be recognized as an essential strategic approach to reach and serve disadvantaged children, not served effectively by the formal school. Other than
BRAC, two other sizeable projects have been initiated with support of donors who are also contributors to PEDP3.

The Reaching Out-of-School Children (ROSC) project also known as Ananda (joyful) school, funded mostly by World Bank, run along the line of the BRAC model of one-teacher, one cohort of around 30 children, had an enrolment of 549,000 children in over 15,000 centres in 2012 with a pass rate of 73.0% in the national primary school examination. (ASPR 2013)

Another second chance initiative known as SHARE (Supporting the Hardest to Reach through Basic Education) is funded by the European Union. Started in 2011, with funding pledged for six years, it is carried out through partnership with four clusters of NGOs. In 2012, the four sub-projects served 655,000 children in 219 sub-districts both in rural and urban locations. SHARE includes a specific innovative component designed “to learn and disseminate lessons about what works best and why...and to help build result-based management capacity and culture.”(ASPR 2013, p. 107).

Although Bangladesh has made a significant progress in enhancing access and equity in education, with notable achievements in nearing universal access to primary education, attain gender equity at the primary and secondary education levels, reduce repetition and dropout rates, and attain reasonably high levels of completion in primary education. Still there are a lot of challenges exist in the system to ensure quality education for all, The major challenges are:

- Still there are huge gaps in the enrollment rate and completion rate in primary cycle and around 20% students do not complete the five years journey of Primary Education. “As World Bank report, 5 million children are still out of schools either they did not enroll or dropped out.

- Variation is still high in the school situated in urban areas and village areas. Variation or iniquity still exists in different stream as well as same stream of education.

- Quality of Education is not defined properly. In most cases, quality of learning is considered as per the result of formal exam. Which only assess the capacity rote learning of a student. Education Watch-2015 says, students’ performance in the understanding domain lagged far behind compare to knowledge domain.

- Lack of awareness at all level about standards and efficient service delivery. Specially, state actors or duty bearers are not accountable to any organized body in a systematic manner.
- Lack of proper coordination and collaboration between concerned agencies like different Directorates, Boards and Bureaus among at least 3 Ministries e.g. MOE, MOPME, MOWCA etc.

- Supply side is still poor especially in input delivery and quality compare to growing demand of multi-dimensional stream of education.

- Gaps between policies (Education Policy-2010) and practices are very high, which may accelerate weak program implementation including smooth monitoring of program.

- Management and decision making is still highly centralized although there are different stair created within the system but their capacity and authority is still limited.

- Career path is not operational from the teacher to above other officials engaged in the system directly.

- Community participation is not adequate and accountable mechanism is very poor at the grassroots.

- Decentralization as an issue is still depending on mind-set of concerned official and no strong guideline exist.

- Disparity in various level may exclude disadvantaged children e.g. children with disability, ethnicity and children living in remote and isolated areas, not only in enrollment and attendance but getting quality services.

- Education budget is not adequate to meet the targets and challenges.

- No clear direction on the end of 2nd chance education with the strategy of equivalency.

To address the challenges of education sector as well as to achieve quality education for all, the Government needs to allocate at least 6% of its GDP to implement education policies, establish decentralize well coordinated decision making mechanism among the ministries to create smooth access to education at all level. There is a need for establish accountability of public functionaries, create awareness and encourage people participation, and establish linkage between technical and general education.
System Reform and Institutional Innovation of Education Supervision in Shanghai

Du Xiaoli

*China*
Introduction

In China, “educational supervision” means the government supervises, evaluates, and provides instructions to the educational matters in terms of laws and regulations. In specific, it includes supervising relevant functional departments and subordinate governments executing their educational duty legally; providing instructions to the running of all kinds of schools at all levels; monitoring the development of education and evaluation the quality. Educational supervision is one of the “administrative actions” in educational management. Since the establishment of supervision institutions, the insiders of educational supervision in Shanghai has make active actions to promote the system reform and innovate the institutions. With the development of educational transformation in Shanghai, they actively adapt to meet the requirements which ask the strength of administrative supervision.

Major measures in the reform and development of educational supervision in Shanghai

In recent years, Shanghai has made explorations actively in the reform of educational supervision system, team construction, working system construction and applications, etc.

The specific measures are as follows.

Reform in educational supervision system and mechanism

i. Building city education steering committee. In 2010, the government of Shanghai has build “education steering committee”, it is one of the early domestic municipal committees. The director of the committee is the deputy mayor who is in charge of education. The vice-directors are the relevant units, such as City Board of Education, National Development and Reform Commission, Finance Bureau, Human Resource and Social Security Bureau, Builders Exchange Executive, planning, Land and Resources Bureau, etc. And the other 17 units play as members. The education steering committee plays a leading role in supervising the relevant apartments when performing their functions.

ii. Setting specific institution to separate the supervision affairs from other affairs. The municipal education supervision office takes the routine works of Shanghai education steering committee. According to the transformation of the government functions and the separation of the power of decision-making, execution and supervision in education administration, Shanghai has innovates the institutions to strengthen the function of education administration supervision. Shanghai has
build Shanghai educational supervising affairs center (Shanghai educational administrative enforcement affairs center). The core functions of the center are affairs about education supervision and administrative enforcements. It takes charge of either specific affairs in education supervision, or the innovations in system and mechanism of educational administrative enforcement as a professional enforcement entity.

**Column** Innovations of the administrative institutions about educational supervision affairs in Shanghai

The Shanghai educational supervising affairs center is a full allocation public institutions with administration function, and the center belongs to the City Board of Education in Shanghai, it has rights is human resources, affairs and finance independently. The main operating departments include the follows.

(a) Department of educational supervision.

Department responsibilities: 1. Manage affairs about supervising the education in the administrative regions legally under the leadership of the City Board of Education. 2. Follow and check the works of rectification measures in educational supervision and inspector. 3. Affirm the quality of the educational supervisors and appoint the staffs.

(b) Department of administrative enforcement.

Department responsibilities: According to the “administrative penalty law” and being authorized by the City Board of Education, the department is in charge of investigate the illegal educational case, meted out administrative punishments and administrative coercion execution.
The construction of the educational supervisor team

Putting the mechanism in place to promote the specialization of the education inspectors. In 1998, the educational supervision office in Shanghai declares “study on sustainable development of supervising evaluations in school” with “developmental supervisory evaluation system” as the core content. And the issue has been established as a key project of education research in Shanghai. Then, according to the ideals of “developmental supervisory evaluation system”, the educational supervision offices in Shanghai draft topics and practice the research. The practices promote the specialization of the education inspectors. And the mix ways of training, researching, learning, exchanging and practicing, promote the specialization level of the inspectors efficiently.

Experimenting the certification of educational supervision. Since 2009, Shanghai has experiments the certification of educational supervision in Huangpu, Changning, Minhang district, and Pudong new area. It gives a test to certificate the people who aimed to work as an educational inspector. The educational supervision office in Shanghai introduced relevant policies which formulate the people who can take the test, the contents and form of the test. In 2010 Shanghai extend the research to certificates the full-time and part-time inspectors who work in the educational supervision departments. In this way, the educational inspectors progress in education background, skills and abilities.

Organization and Implementation of educational supervision

Making procedures of educational supervision

In 2005, Shanghai put out “procedures of educational supervision in Shanghai”. It includes procedures in preparation, application, resulting and supervising(Table 1). The educational supervision office in Shanghai also brings out the directive rules about educational supervision in primary and secondary schools.
Table 1: The Standards of every procedure mentioned in “procedures of educational supervision in Shanghai”.

<table>
<thead>
<tr>
<th>Procedure</th>
<th>Standards</th>
</tr>
</thead>
<tbody>
<tr>
<td>Institutional Construction</td>
<td></td>
</tr>
<tr>
<td>Publicity system: The department of educational supervision must publish the plan of education supervision every year; and inform the school about the plan before the supervision 15 days early.</td>
<td></td>
</tr>
<tr>
<td>Self-assessment: the schools should conduct self-check and self-assessment on request of supervision department, complete the self-assessment report and prepare the materials.</td>
<td></td>
</tr>
<tr>
<td>Preparation</td>
<td></td>
</tr>
<tr>
<td>Avoidance system: When there are some factors may influence the fairness of the assessment, because of the relationship between the inspectors and schools, the inspector should avoid the assessment.</td>
<td></td>
</tr>
<tr>
<td>Show the certification: The inspectors should show their certification actively when they supervising schools.</td>
<td></td>
</tr>
<tr>
<td>Application</td>
<td></td>
</tr>
<tr>
<td>Feedback system: The supervision department should communicate with the school after draft the report, and seek for opinions; the department should come up with official report in written form within 30 workdays.</td>
<td></td>
</tr>
<tr>
<td>Appeal system: If the schools dissatisfied with the result, it can ask for administrative review according to law, or indict the administrative litigation to the court.</td>
<td></td>
</tr>
<tr>
<td>Announcement: The result should be announced to the public through some certain ways, in order to accept the oversight from society.</td>
<td></td>
</tr>
<tr>
<td>Files system: The department of educational supervision should places all the documents on file according to the rules of file management.</td>
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</tr>
</tbody>
</table>

Setting assessment standards of supervision. Since 1995, the educational supervision office in Shanghai introduced “guidelines of the assessment about running level supervision for primary and middle schools in Shanghai” on request of the nation. According to the reality, every district sets their assessment standards about the running level supervision, and the standards are characteristic, operability and effectiveness. In 1998, the educational supervision office in Shanghai revised “assessment standards of the government educational supervision function in Shanghai”. In 2005, Shanghai formulated” advices
about setting assessment standards for the districts to supervising the education function of the government”, asked each district to self-check their educational affairs and announce it to the public. At the same time, in order to implement the “three increase” of educational finance and other core index, Shanghai announce the executive conditions of educational function which belongs to the district government, and show the effects of the government work to the society and presses.

Exploring a developmental supervision pattern for school. Shanghai has fully implemented” developmental educational supervision assessment for school” and has positive influence on a nationwide scale. The developmental assessment of educational supervision pays attention to the guidelines of self-check procedure. It focuses on collecting information from society, families, companies, etc. Emphasizing the combination of basic evaluation and development evaluation, keep a watchful eye on the feedback and consult affairs after supervision.

Application of educational supervision results

Establishing institutions to guarantee the rectifications will be made within a time limit. According to the supervision situations, the supervision department issues opinion letter and gives requirements and advices on making rectifications within a time limit. Schools which being supervised should make rectifications in accordance with the problems and requirements mentioned in the opinion letter. The schools should report the situations of the rectification within the time limit, so that the supervision department can check the rectification.

Constructing responsibility investigation and accountability system. In the aspect of administrative supervision, according to the results of supervision, the municipal government allocates special funds to award the people who made great contribute in promoting the balance of compulsory education within the district. In the aspect of teaching inspector, the school which violate the rules in “compulsory education law” will be investigated the responsibility and be accountable. As for the school in compulsory education stage, it will be announced to the public and punished by the local Education Bureau until the headmaster be removed from the post, if it was found running a school illegally or increasing the burden of children arbitrarily.

Providing important references for the next supervision. The results come from the special and regular supervisions are the basic of holistic supervision in school. And the problems appeared in the supervision procedure will also be the key points of the holistic supervision.
The main problems in the reform and innovation of educational supervision institutions of Shanghai.

Since the State Council promulgates “education supervision ordinance “and the issue of “education supervision rules in Shanghai”, there are some problems in the institution and system of Shanghai education supervision.

The absence of policy guarantee for the promotion of inspector’s professional and technical posts.

The certification of headmasters ranking and the professional technical duty of teacher requests certain class hour per week. This request prevents the headmasters and teachers who without senior position from working in the supervision office. These problems not only discourage the inspectors in service, but also hinder the expansion and renewal of the staff.

The overabundance of education supervisions and evaluations toward schools.

The department of education supervision has to inspecting preschool education, compulsory education, vocational education, and higher education. And also includes the monitoring on the quality of education, special supervision and the management of educational inspector. At present, the documents from different levels and authorities make sure the implement of the supervisions and evaluations. However, all of these supervisions and evaluations have to put into practice on schools and students. By doing so, it increase the burden for the district administrative departments, supervision sections, schools and the students.

There are big gaps in education supervision assessment indicators and evaluation criterions of different districts.

Internationally, setting a united system of education supervision assessment indicators and evaluation criterions is an important way to improve the education supervision for the country or regions. According to the international experience, a united educational object is vital to assure the education quality of countries and regions. Without a united object or single standard, there is no standardized test, and then the inspectors cannot fairly evaluate the performance and progress of the students from different schools. Using a standardized test can provide comparable data of the quality of teaching and learning from different schools, therefore, the students, teachers, schools or the local education authorities can get and use these data to make a comparison.
The policy suggestions for the reform of educational supervision system and innovation of the educational supervision institutions in Shanghai

To change the government management, first needs to turn into macro-management from micro-management in various functional areas includes education supervision. Then it needs the parents, citizens and social organizations supervise the power of public education. According to the “education supervision ordinance” promulgated by the State Council and the issue of “education supervision rules in Shanghai”, the education supervision department in Shanghai takes steps to meets the needs. The measures of reform and innovation are as follows.

Perfect the organization of education supervision

Many countries set an independent education supervision department. Learning from these experiences, Shanghai promoting the normative organization of the municipal and district education supervision, and relatively separates the function of education management department and education supervision section, during the process of “education supervision rules in Shanghai”. Through these methods, Shanghai can make institutional changes to guarantee the independent of the supervisory duty owned by education supervision department.

Regulate the setting of education supervision organizations. The core of regulating the setting is to make sure the organizations can “function independently”. To make this happen, on one hand, we need employee who meets the access standards, and offer them training and the promotion of technical titles to developing the employees. On another hand, we need funds, equipments and other resources to operate independently. Here we suggest municipal and district government using the “education steering committee + education supervision office “pattern. The committee members are the directors from the functional departments which relevant to the education function performing. And the administrative level of the committee chairman should higher than the department directors. The reasons for this are as follows. First, the committee functions in represent of the government at the same level and responsible to the government, relatively separate from the education management. Second, it can help constructing the coordination institutions and supervise the function performing of relevant departments, and it can integrate the function of different departments to solve the problem in education supervision. Third, it sets up an organization to guarantee the execution of “supervise the relevant department performing educational functions” which stated in “education supervision rules in Shanghai”.

Draft papers for discussion
Improve the education supervision responsibility system. According to the demand of legislation and the supervision works, supervising educational administration, inspecting the teaching and the evaluation are a kind of “trinity”. About the supervising of administration in education, we need to emphasize that the government is the liability subject. Treating the function departments as the supervising object is a kind of approval to the existed regulations and the practices, so we must insist and promote this. About the inspecting of teaching, the government should bring all forms of education at all levels into supervising. “All forms of education at all levels” means all the schools or education institutions in preschool education, compulsory education, high-school education, higher education, vocation education and special education level, as well as the schools and institutions relevant to further education and after-school education. About the evaluation, Shanghai faces with the following tasks. First, the education supervision department should evaluate and inspect the quality of education in depends on the reality and requirements of education. And it also should set a professional institute to announce the assessment report of the supervision and the quality of education. Second, the education supervision department can entrust other organizations, such as lawfully research institutions or other appraisal firms to evaluate and inspect the quality of education. Third, education supervision department should take the evaluate reports and supervising results which provided by the social organizations as important references for the practice of education supervision.

**Construct the Educational Supervisor Team**

Announce rules to limit the amount of inspectors and their specialties. During the process of “education supervision rules in Shanghai”, the municipal and district governments should equip full time inspectors which matches the function and affairs of the institution. The municipal government should present the standards to regulate the inspector equipment. At the municipal level, it suggests 1 inspector for every 600-800 teachers and there are no less than 9 full-time inspectors (includes director inspector and vice-director inspector) of every district. Implement the practice institution to raise the standards of full-time inspectors. Reference to the international experience and considering about the strict requirements for the practical ability of staffs in education supervising, Shanghai government suggests a one year internship for the person who passes the test of supervising. And only the person who passes the assessment after one year internship can get the certification of education supervision. It is a guideline to help selecting and employing people in education supervision practice.

Improve the system of classified management, and apply professional technical job promotion on the full-time inspector who staffing of government affiliated institutions.
Manage the inspectors according to their specialty. All inspectors whether they are full-time or part-time can be divided into 3 types: Management refers to the management from preschool education, primary and secondary school education, higher education, to vocation education and further education level; Discipline which includes the management and research of education relevant to Chinese, math, English, moral education and psychology. Guarantee includes educational economics and management, equipment use and management and the modern educational technology specialty, etc. It also set a new regulation on the rank promotion of inspectors: the full-time inspectors who have professional and technical job may promote under the corresponding management for certain specialty, and authorize the municipal education supervision department cooperates with the municipal department of human resource and social security to set specific methods of job promoting.

Building an institution to secure the professional development of inspectors. Because of the policy-based and practical features which the education supervision affairs possessed, the inspectors need to research and study through cases and participation. It also can set a management mechanism to manage a periodic scientific research projects for inspectors, this research project can encourage the inspectors to carrying out scientific research and promote their professionalism. As for the established pro (includes full-time inspector and part-time inspector) in education supervision field, the education supervision department will build an “education inspect studio” which named after the established pro. The education supervision department also fund and provides facilities to the studios, in order to encourage the qualified inspectors to give professional guidance in theories and practices to the other inspectors within or cross the region. It will reward the inspectors who have specialized skill or the overachieved person an opportunity to be a visiting scholar in the domestic or overseas, a vacation with pay and other awards, etc.

The organization and implementation of education supervision

Integrate the supervision projects and promote the comprehensive effectiveness of the education supervision. One way is to integrate related resources and break the barriers between different departments to approach convergence management in the evaluation of education supervision. The ways of integration includes the cooperation between the education supervision department and others; the teamwork of all the sections in the education system; and the municipal education supervision department in coordination with the district department in Shanghai. The other way is establishing information platforms to strengthen the basic professional capabilities. The concrete methods are as follow: On one hand, build a Shanghai education supervision business information platform which includes the information from all office in City Board of Education, such as the latest
works, documents, research data, and the information collected by the education supervision department. On the other hand, establish and improve an evaluating platform. By the use of modern information technique, we can establish a digital management platform to assessment the quality of education comprehensively. Develop an evaluation tool to offer a technical support for the need of assessment and the work improvement.

Involve the stakeholders and social organizations into education supervision. Inspectors are the key of education supervision works. Therefore, the quality of the inspectors can directly influence the process and result of assessment. But it also needs to construct an efficient participation system to encourage the participation of teachers, students, parents and schools, etc. We need to pay attention on 3 points: First, pay abundant attention on the “information” from students. Since students spend most of the studying time in class, inspectors must get into the class and attend lectures to gather information about “teaching” from teacher and the information of “learning” from students. Second, we need to increase the amount of information that obtained by people or organization. Both in school and beyond them, the contents and methods of education supervision assessment should be open and transparent for the headmasters, teachers, students and parents to understand it, and participate in the assessment process actively. Third, we have to improve the truth and effectiveness of assessment.

Setting the city's unity and normative evaluation standards of education supervision. In the development process of the assessment standards and tools, we suggest combining the assessment standards with the priority of Shanghai’s education development, and take the major education policy orientation into account. For example, the keynote of Shanghai’s compulsory education development is “high quality and balance”. Shanghai is the first country which passed the supervision of balance development of compulsory education among 31 cities and provinces in China. After that, the point of assessment standards became the connotative development of schools and the educational process equity. For instance, the assessment focuses on the students’ differences in class, and pays more attention on the students who have poor habits, improper behaviors and poor performance. The change of the assessment standards guides teachers and schools pay more attention on the equity of education, and request every school and each teacher develop an idea of equality.

According to the reality of each school, execute classified supervision assessment. Since the supervision department faces lots of problems, like understaffed, huge workloads and extensive objects, so we suggest classifying schools according to forms and the development level, then designing classified supervision assessment. First, distinguish the schools by different development type. For example, the supervision department should
adopt different supervision strategies to assess the high-quality school and the poor-performance school. According to the education quality and the risk of decline, the supervision department will change the frequency and the form of supervision to different school. The poor-performance schools and the school which has high risk in the decline of education quality may take evaluation more frequently. Second, it should pay more attention on the schools’ self-assessment. For the schools which already have been comprehensive evaluated for 2-3 times, the supervision department will attach more importance to the self-assessment. And the focus of the supervision shifts to the self-evaluate and the school’s ability of improvement. The self-assessment requires the school to evaluate various aspects which stated in the national standards, then find out the advantage and the weakness of itself and decide the development orientation and establish an action plan with details, eventually, insist on continuous reforming.

**Increase the effectiveness of the education supervision result**

Setting an open results publish system. According to the “education supervision rules in Shanghai”, the results and opinions provided by the education supervision department should deliver to the school which accepts the supervision, and it also have to publish the results on the website of the government, so that the results are accessible to the society. For this reason, we suggests the supervision department should published the supervision results through all the accessible media, and deliver the results to the schools which in the same level of the one accept the inspection in the same district. With the concerns and supervisions from the public, we can promote the effectiveness and authority of the education supervision procedure. In this way, the schools can actually get a healthy and orderly development.

Build an education supervision assessment and monitoring information platform. Building such information platform can establish an interconnected network and share information, and utilize multivariate online information effectively, and then can increase the efficient of education supervision. This information platform can dynamic monitoring, analyze and predict the results, then provides information for assessment, judgment and certification during the process of education supervision, evaluation and review of schools.

Setting an education supervision accountability mechanism in which the rights are equal to responsibilities. In education supervision, the accountability mechanism must be sure that the rights equal to the responsibilities, and establish “3 lists” to clarifying responsibilities. First, the government needs to establish a “power list” to clarify the function of governments at all levels and schools. Second, the government should make a “duty list” to make sure the responsibilities of government in running educations and
schools. Third, as the comprehensive reform experimental of China, Shanghai could make a pilot project of “list of what cannot do”. This list explicates the things schools and government cannot do, so that “can do everything which is not forbidden by laws”. At present, the main method of education supervision accountability mechanism in our country is bear legal liability, such as administrative responsibility and criminal responsibility, and lack of political and moral responsibility. So it is urgent to perfect in practice, so that the accountability mechanism not only implement the account of legal liabilities, but also account the political and moral responsibility.

Setting an organic link system between education supervision and administrative enforcement. There are 2 main aspects of education supervision, one this supervising and inspecting the correct implementation of educational laws, rules, regulations and policies in the lower level government and schools. The other is guides the educational activities of schools in accordance with the laws of education. Based on the 2 aspects, the education comprehensive reform in Shanghai requires that “Setting an organic linked system between education supervision and administrative enforcement; Enhance the inspection and evaluation of education, to guarantee the authority of education supervision.”

There are many problems in schools, such as running a school violating laws and rules, infringing teachers and students’ legal rights, infecting education order and the risk of jeopardizing teachers and students’ personal safety, etc. To avoid and solve these problems, we suggest setting a connection between administrative execution and education supervision; making inspecting regulations for specific cases in the organic linked system; forming a organic interactive connection with legal force between the education supervision and administrative enforcement.
Educational Administration and Management in Cambodia: Existing Practices and Innovations

Sieng Sovanna
Neau Vira

Cambodia
1. Introduction

The Cambodia’s Ministry of Education, Youth and Sport (MoEYS) introduced eight prioritized points in the intensive reform of the educational sector in 2013. By observing and seeing its significant progress over the one-year period of implementation, the MoEYS, once again, has extended its reform program from eight to fifteen points. This intensive reform is based upon the five pillars which has been officially set by the MoEYS, namely (1) Teachers, (2) Curriculum, (3) Inspection, (4) Assessment and Evaluation, and (5) Higher Education.

This qualitative-based study, the results of which were mainly taken from secondary data collection, examines the existing practices and innovations that the MoEYS has put more emphasis on in all the processes of its reform within the contemporary domain of education. This study firstly highlights the existing practices and innovations of the proposed eight prioritized points prior to the further discussion of the extended fifteen points. This study concludes suggestions and recommendations that could be helpful to the MoEYS in its effort to successfully achieve its rigorous reform.

2. The System of Education in Cambodia

The Cambodian system of education has been changed many times in its history. For instance, before 1975, Cambodia adopted the French system of education (6+3+3+1). This means that there was 6 years in primary education, 3 years in lower secondary education, and 4 years in upper secondary education. From 1975 to 1979, there was no formal system of education as the country was turned to be the Killing Field by the Khmer Rouge regime. The education system of Cambodia has been re-survived in 1979 after the collapse of the Khmer Rouge regime. From 1979 to 1986 in response to the huge amount of the enrolment after the Killing Field, Cambodia adopted only 10-year education system. This means that there was 4 years in primary education, 3 years in lower secondary education and 3 years in upper secondary education with 3 national examinations in which those examinations were conducted at the end of each educational level and the examination papers were prepared by the MoEYS. From 1986 to 1996, it took 11 years to complete general education. That means there was 5 years in primary schools, 3 years in lower secondary schools, and 3 years in upper secondary schools with 3 national examinations in which those examinations were conducted at the end of each educational level and the examination papers were prepared by the MoEYS. The 12-year system of education in Cambodia started from 1996 onwards, and it determines the system of (1 + 1 + 3) which means the students from grades 1 to 6 in primary schools and the students from grades 7 to 9 in lower secondary schools follow the same trends as already been set by the MoEYS’s curriculum.
However, when the students get to grade 9, they can have three options and/or three trends, which means they can go to stream 1 (social science), stream 2 (natural science) and stream 3 (technical education). There are two national examinations, which are conducted at the end of grade 9 and at the end of grade 12. The details of which are shown in the table below.

**Table 1: The System of Education in Cambodia: Past and Present**

<table>
<thead>
<tr>
<th>The System of Education in Cambodia: Past and Present</th>
</tr>
</thead>
<tbody>
<tr>
<td>Before 1975 (French system of education)</td>
</tr>
<tr>
<td>From 1975 to 1979 (Khmer Rouge regime, the country was known to the world as the Killing Field)</td>
</tr>
<tr>
<td>From 1979 to 1986</td>
</tr>
<tr>
<td>From 1986 to 1996</td>
</tr>
<tr>
<td>From 1996 up to the present time</td>
</tr>
</tbody>
</table>

Currently, the Cambodian Education System, with its core values are Learn to Know, Learn to Do, Learn to Be, and Learn to Live Together, includes pre-school, primary schools, lower secondary schools, upper secondary schools, higher education, teacher training programs and non-formal education. The education system includes also the development of sports, information technology education, research development and technical education. See the table below for the current system of education in Cambodia.
Table 2: The Current System of Education in Cambodia

<table>
<thead>
<tr>
<th>Official age</th>
<th>Grades/Levels</th>
<th>Pre-Schools</th>
<th>Primary schools</th>
<th>LS schools</th>
<th>US schools</th>
<th>HE</th>
<th>TTPs</th>
<th>N</th>
</tr>
</thead>
<tbody>
<tr>
<td>3, 4, 5</td>
<td>K1, K2, K3</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>O</td>
</tr>
<tr>
<td>6, 7, 8</td>
<td>1, 2, 3 (First cycle)</td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td>N</td>
</tr>
<tr>
<td>9, 10, 11</td>
<td>4, 5, 6 (Second cycle)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>F</td>
</tr>
<tr>
<td>12, 13, 14</td>
<td>7, 8, 9</td>
<td></td>
<td></td>
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<thead>
<tr>
<th>18 onwards</th>
<th>4 years (Bachelor's Degree)</th>
<th>M</th>
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<tbody>
<tr>
<td></td>
<td>2 years (Minimum requirement) (Master's Degree)</td>
<td>A</td>
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<tr>
<td></td>
<td>3 years (Minimum requirement) (Doctoral Degree: PhD, EdD)</td>
<td>L</td>
</tr>
</tbody>
</table>

Pre School Teacher Training Center (01)
(1) Produces teachers for pre schools/kindergartens
(2) Training duration 2 years

Provincial Teacher Training Centers (18)
(1) Produces teachers for primary schools
(2) Training duration 2 years

Regional Teacher Training Centers (06)
(1) Produces teachers for lower secondary schools
(2) Training duration 2 years

National Institute of Education (01)
(1) Produces teachers for upper secondary schools
(2) Training duration 1 year

Regardless of ages
Non-formal Education

According to the statistics of education in the academic year 2015-2016, the total number of educational staff is 115,305 (female 50,145), which is equal to 43.49% of the nationwide government staff. Among those, the staff of the national level is 3,051 (female 825), which is equal to 27.04%, the staff of the sub-national level is 112,254 (female 49,320), which is equal to 43.94%, and the staff who have been trained to become school
inspectors includes 77 (F=14) are inspectors of primary schools, and 42 (F=13) are inspectors of secondary schools. See the table below for more information.

**Table 3: Number of Staff in the MoEYS (2015-2016)**

<table>
<thead>
<tr>
<th>Total # of staff</th>
<th>Staff of national level</th>
<th>Staff of sub-national level</th>
</tr>
</thead>
<tbody>
<tr>
<td>115,305 (F=50,145)</td>
<td>3,051 (F=825)</td>
<td>112,254 (F=49,320)</td>
</tr>
<tr>
<td>= 43.49%</td>
<td>= 27.04%</td>
<td>= 43.94%</td>
</tr>
</tbody>
</table>

Based upon the academic year 2015-2016, Cambodia has 16,595 schools, which can accommodate 3,582,476 pupils and students. Cambodia has 7,913 pre-schools, 7,348 primary schools, 1,294 lower secondary schools, 571 upper secondary schools, 3 technical and general upper secondary schools and 347 community schools. See the table below for the details.

**Table 4: Number of Schools and Teachers in the Cambodian General Education (2015-2016)**

<table>
<thead>
<tr>
<th>School levels</th>
<th># of schools</th>
<th># of teachers</th>
<th>% of teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre schools</td>
<td>7,913</td>
<td>3,369 (F=3301)</td>
<td>97.94%</td>
</tr>
<tr>
<td>Primary schools</td>
<td>7,348</td>
<td>56,423 (F=26,923)</td>
<td>47.71%</td>
</tr>
<tr>
<td>Lower secondary schools</td>
<td>1,294</td>
<td>41,466 (F=16,005)</td>
<td>38.60%</td>
</tr>
<tr>
<td>Upper secondary schools</td>
<td>571</td>
<td>13,751 (F=3,858)</td>
<td>28.06%</td>
</tr>
<tr>
<td>Technical and general upper secondary schools</td>
<td>3</td>
<td>179 (F=31)</td>
<td>17.32%</td>
</tr>
<tr>
<td>Community schools</td>
<td>347</td>
<td>N/A</td>
<td>N/A</td>
</tr>
</tbody>
</table>
Since 2003, the Ministry of Education Youth and Sport of Cambodia has set three policies to be implemented (1) Ensuring equitable access for all to education service, (2) Enhancing the quality and relevance of learning and (3) Ensuring effective leadership and management of education staff at all levels. In order to assure the achievement of the set policies, the Ministry of Education, Youth and Sport introduced eight prioritized points in the intensive reform of the educational sector in 2013. By observing and seeing its significant progress over the one-year period of implementation, the MoEYS, once again, has extended its reform program from eight to fifteen points. This intensive reform is based upon the five pillars which has been officially set by the MoEYS, namely (1) Teachers, (2) Curriculum, (3) Inspection, (4) Assessment and Evaluation, and (5) Higher Education, in the believe that if the factors are enhanced the qualities of education are improved, as a result Cambodia can reach its own target in which the country will changed from the traditional agriculture country to the industrial one by 2025, to the middle incomes country by 2030 and to the developed country by 2050.

This study is aimed at highlighting the existing practices and innovations of the proposed eight prioritized points prior to the further discussion of the extended fifteen points. This qualitative-based study, the results of which were mainly taken from secondary data collection, examines the existing practices and innovations that the MoEYS has put more emphasis on in all the processes of its reform within the contemporary domain of education. The study is also concluded some suggestions and recommendations that could be helpful to the MoEYS in its effort to successfully achieve its rigorous reform.

3. Methodology

In conducting this study, the available secondary data and information, are referred to. Existing document as well as rules and regulations related to the reform policies have been reviewed. Published sources of information and data have been examined extensively especially, the ones that the contents are related to the existing practices and innovations in the educational administration and management. Our purpose is to firstly highlight and secondly analyze the first proposed eight prioritized points prior to further discuss the extended fifteen points, which were basically built surrounding the five pillars of the MoEYS.
4. Highlights of Existing Practices and Innovations in the Educational Administration and Management

4.1. The Five Pillars

The MoEYS has been implementing its intensive reform with special emphasis on the reform of educational, youth, and sport sectors. Within the educational sector, the reform is based on the five pillars, namely (1) Teachers, (2) Curriculum, (3) Inspection, (4) Assessment and Evaluation, and (5) Higher Education. The five pillars, which have been officially adopted and disseminated for the reform within the MoEYS, are the result of countless consultations among the school principals and vice principals of all levels in the general education, heads and deputy heads of offices and departments of both national and sub-national levels, rectors and vice rectors of higher education institutions, Think-Tank Taskforce, and top management of the MoEYS. The details of which are shown in the table below.

<table>
<thead>
<tr>
<th>The Pillars</th>
<th>Descriptions</th>
</tr>
</thead>
</table>
| 1. Teachers (The Implementation of Teacher Policy Action Plan) | • To attract those who are academically competent to serve as teachers  
• To strengthen the teacher training programs at all levels through the improvement of the training curriculum, teacher capacity building, teacher quality, and teacher qualifications  
• To strengthen the effectiveness of teacher management  
• To develop professionalism of teachers  
• To motivate and retain teachers in the system  
• To strengthen good governance of institutions |
| 2. Curriculum (The Review of Curriculum, Textbooks, and School Environment) | • To review textbooks and curriculum of mathematics, science, history, and Khmer literature  
• To build additional secondary schools  
• To prepare programs for school hygiene and sanitation  
• To increase budget for economically poor students |
| 3. Inspections (The Implementation of) | • To prepare regulations and tools for inspections (Guidebooks, Tools and Working Groups)  
• To train more inspectors (in addition to the existing |

Table 5: The Five Pillars
4.2. The eight prioritized measures

The MoEYS has identified four major challenges within the educational sector, namely (1) Management of Personnel, (2) Examinations at all levels, (3) Quality of education, and (4) Youth with lack of skills. Concerning the management of personnel, there were three main challenges in 2013 such as teacher deployment, not regular promotion of salary status, and irregularities during examinations. For the state examinations, there were irregularities that made the public lose trust and confidence in this public institution. Concerning the quality of education, it had been noticed that the quality of education provision was still unsatisfactory, and technical and vocational training were not responsive to the societal needs. Graduates with higher degrees of education found it hard to get well-paid employment as their major of specialization was not much demanded by the job market.

With constant and careful observations of the above-mentioned points, and in response to those challenges, in 2013, the MoEYS has firstly prioritized eight measures, namely (1) Enhancing Quality and Effective Education Service, (2) Strengthening Personnel Management, (3) Strengthening All Types of Examinations, (4) Higher Education Reform, (5) Technical Skills and Soft Skill Development for Youth, (6) In-depth Implementation of
Public Financial Management Reform, (7) Reform of Physical Education and Sport, and (8) Education Think Tank. The details of which are shown in the table below.

<table>
<thead>
<tr>
<th>The Eight Prioritized Measures</th>
<th>Descriptions</th>
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</thead>
</table>
| 1. Enhancing Quality and Effective Education Service | • MoEYS formulated the National Action Plan on Early Childhood Care and Development in 2014-2018  
• MoEYS planned to pilot New Generation School with the purpose to establish an equity fund to promote livelihood of teachers and improve quality of education  
• MoEYS is studying the possibility to establish model schools at secondary level with focus on quality of teachers, implementation of internal regulations, school environment, facilities, experiment equipment and foreign languages  
• MoEYS proposed to construct additional secondary schools in order to increase access to education at secondary level  
• MoEYS has been conducting studies to increase scholarship allowances for poor students in lower secondary education and for poor and outstanding students in upper secondary education  
• MoEYS has developed guidelines on hygiene measures for school feeding programs and drafted the minimum standards on water, sanitation and hygiene for primary schools  
• MoEYS established a committee to inspect sale of not-for-sale books in the markets  
• MoEYS developed a Teacher Policy and Action Plan to improve quality of teachers in Cambodia  
• MoEYS is developing education quality assurance framework in collaboration with Swedish Education Inspectorate covering both internal and external inspection. MoEYS is providing trainings to inspectors on school management and teacher inspections using new mechanism and procedures. MoEYS finished national learning assessment of Khmer and Math subjects at grade 6 and already disseminated the results of stakeholders.  
• MoEYS is reviewing and improving curriculum and textbooks at all levels. MoEYS has developed Life Skill modules for grade 4, English Textbook for grade 4 and... |
<table>
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<tr>
<th>2. Strengthening Personnel Management</th>
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<tbody>
<tr>
<td>- As of June 2014, MoEYS provided salary to 100% education staff at national and sub-national staff through banking system and provided motivation by integrating and adjusting grades and ranks for education staff who did not get promotion of grades or ranks by turn and seniority so far</td>
</tr>
<tr>
<td>- MoEYS reviewed payment procedures of salary and allowances for newly recruited teachers to speed up payment of salary and allowances for newly recruited teachers in a timely manner</td>
</tr>
<tr>
<td>- MoEYS applied the principle of regaining functional allowances of former education staff who successfully passed the examination to become teacher trainees at regional teacher training centers and the National Institute of Education</td>
</tr>
<tr>
<td>- MoEYS discussed with relevant ministries to increase functional allowances for education staff by combining pedagogy allowance, regional risk allowance and health risk allowance together into education functional allowances</td>
</tr>
<tr>
<td>- MoEYS revised the guidelines on appointment of management staff by introducing qualification and performance rating system for individual staff to strengthen the appointment of management staff</td>
</tr>
<tr>
<td>- MoEYS disseminated and implemented the guidelines on automatic promotion for education staff</td>
</tr>
<tr>
<td>- MoEYS finalized the document on education staffing norm and piloted it in Phnom Penh, Kandal, Battambang, Mondulkiri and Svay Rieng from 2014-2015 onwards in order to strengthen management of education staff</td>
</tr>
<tr>
<td>- MoEYS completed the document on education staff performance monitoring and evaluation and piloted it from September 2 of 2014</td>
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<table>
<thead>
<tr>
<th>3. Strengthening All Types of Examinations</th>
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<tbody>
<tr>
<td>- Reform of examination at secondary education level has nurtured trust among candidates and parents under slogan “Those Who Learn Will Pass”</td>
</tr>
<tr>
<td>- MoEYS has gained trust from stakeholders in terms of the organization of the examination by eliminating and</td>
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(19-21 April, 2016, New Delhi, INDIA)
preventing irregularities and promoting the value of education staff

- MoEYS delegated total authorities and responsibilities to each school to organize examination at lower secondary level from designing test paper to administering writing test, correcting, totaling scores and announcing the results.
- For the examination at upper secondary level, MoEYS has improved management mechanism and procedures and how test papers are designed. There are two categories of test paper, one for science class and another for social science class

<table>
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<tr>
<th>4. Higher Education Reform</th>
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<tbody>
<tr>
<td>• The Royal Government authorized higher education institutions to sigh on all types of certificates, temporary certificates an copied version of certificates and issue second copy of certificates</td>
</tr>
<tr>
<td>• MoEYS temporarily disallowed opening of any higher education institutions, which were not responding to priorities of socio-economic development and labor markets</td>
</tr>
<tr>
<td>• MoEYS has developed a policy on higher education vision 2030 and is in the process of developing a policy on scholarship, subsidy and credit scheme for learners at higher education level</td>
</tr>
<tr>
<td>• MoEYS encouraged public and private HEIs to develop a strategic plan and enhance research activities of professors and students.</td>
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<table>
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<tr>
<th>5. Technical Skills and Soft Skill Development for Youth</th>
</tr>
</thead>
<tbody>
<tr>
<td>• The Royal Government approved the National Policy on Youth development. MoEYS has also formulated the National Action Plan on Youth Development</td>
</tr>
<tr>
<td>• The Royal Government decided to establish a General Secretariat to coordinate the implementation of the National Policy on Youth Development and cooperated with Cellcard to install information technology system in youth centers</td>
</tr>
<tr>
<td>• The Royal Government decided to retain the Youth Center in Siem Reap province under MoEYS to allow youths to develop technical skills and soft skills.</td>
</tr>
<tr>
<td>• MoEYS developed modules and provided short-course trainings on entrepreneurship and volunteerism to</td>
</tr>
</tbody>
</table>
| 6. In-depth Implementation of Public Financial Management Reform | • MoEYS has cooperated with Ministry of Economy and Finance to review regulations related to expenditure including the Inter-Ministrial Prakas No. 508 SHV.PrK on Expenditure Guidelines for Program-based Budget in MoEYS by increasing amount for each expenditure item, Sub-Decree No. 174 ANKr.BK dated April 12, 2014 on Scholarship and Dormitory Living Allowances for Students in Public Higher Education Institutions by increasing the amount of scholarship and dormitory living allowances for students  
• MoEYS provided guidance and authorized technical entities and POEs to prepare expenditure budget from 2015 onward including the implementation of full PB  
• MoEYS established a group to be responsible for all types of procurement in order to enhance efficiency and transparency. MoEYS managed to save around USD 7 Million to fund the increased salary for education staff  
• MoEYS reviewed the management and use of state assets and of all types of vehicles  
• MoEYS strengthened the management of asset inventories through ownership titles both at national and sub-national levels  
• MoEYS drafted a guidelines on PB budget auditing and sent to MEF to review and comment |
| --- | --- |
| 7. Reform of Physical Education and Sport | • MoEYS completed the Policy on Development of Physical Education and Sport Sectors  
• MoEYS planned to establish a Management Committee to oversee the development of Olympic Stadium through a Special Operating Agency to improve sport fields, main halls, drainage system and administrative buildings  
• MoEYS cooperated with Cambodian Football Federation to collect athletes under 14 to train in Bati national center and national football school to prepare for SEA Games 2023 when Cambodia will be the host |
| 8. Education Think Tank | • MoEYS established an Education Research Council to facilitate and conduct researches and development of education policies |
4. 3. The prioritized Reform of the Fifteen Points


<table>
<thead>
<tr>
<th>The Prioritized Reform of the Fifteen Points</th>
<th>Descriptions</th>
</tr>
</thead>
</table>
| 1. Financial Management Reform | • MoEYS is one among ten ministries which has been implementing full priority budget  
• MoEYS has good relations with the ministry of economy and finance in the process of budget provision as well as facilitating expenditure and payment  
• MoEYS has officially put in practices the financial management system  
• MoEYS has been examining the relationship between priority policy and school operation budget in cooperation with the ministry of economy and finance and supreme national economics council  
• MoEYS has issued guidelines on the equipment management and supply |
| 2. Teacher Deployment | • MoEYS has deployed teachers to remote and disadvantage areas with the provision of additional 80,000.00 riels per month for rural areas, 100,000.00 riels per month for remote areas, and 120,000.00 riels for disadvantage areas  
MoEYS has proposed for training of 3,000 basic level teachers to become upper secondary school teachers, and to be deployed based on their volunteer  
• MoEYS has collected information and reports from |
| 3. Upgrading Teacher Training College | • Education Research Council has studied the situations of teacher training centers  
• MoEYS has prepared a draft on standard of service provision for teacher training  
• MoEYS has prepared a concept note proposal on teacher training center development to JICA in cooperation with the ministry of economy and finance |
| 4. Upgrading Teacher Qualification | • The grade 12 teachers of mathematics and science have been trained  
• Criteria for teacher recruitment has been improved  
• 56 teacher trainers have been trained for master’s degree |
| 5. Inspection Exercise | • Thematic inspections of mathematics at 198 high schools in 20 provinces have been conducted  
• 32 new inspectors have been trained at the National Institute of Education  
• In cooperation with the Swedish Inspectorate, finalizing the regulation on education quality assurance, and has tested regular inspections at 70 high schools in 6 provinces |
| 6. Student Learning Assessment | • National level tests of grade 3 on Khmer literature and mathematics, and the data of questionnaire, its responses, and teachers have been entered in computer-based system  
• Reports of grade 6 tests have been completed  
• Tests of grade 8 on Khmer literature, mathematics, and science together with report writing have been analyzed  
• Tools of regional tests (SEA-PLM) have been on trial |
<p>| 7. Grade 12 Examination | • Examination results, which are based on the principles of law, fairness, transparency, and acceptable results, have been successfully announced. These were based on the slogan: “Those who study will pass.” |</p>
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</table>
| **8. Curriculum and Textbook Development** | • Technical sub-committee of each subject has been formulated  
   • New Curriculum Framework from pre schools to upper secondary schools has been drafted  
   A workshop, with the participation from concerned, and development partners, has been organized |
| **9. Construction and renovation** | • Has participated, monitored, and evaluated the supply of tables and chairs for primary and secondary education as well as provided furniture for library to municipality and provincial departments of education, youth and sports  
   • Has participated and evaluated the groundbreaking ceremony of the Cambodian Institute of Technology  
   • Has studied the ADB-funded project step III in Udor Mean Chey and Kompong Thom provinces  
   • Quality of construction has been monitored and evaluated  
   • Has trained school management teams on school construction work  
   • Has participated, monitored and evaluated all construction works to ensure that the quality is met |
| **10. Higher Education Institution Evaluation** | • The guidebook of profession has been disseminated for students who wish to enroll at higher education institutions  
   • The importance of science, engineering, free arts/innovation and mathematics has been disseminated  
   • Information, technology, and telecommunication have been integrated in the study of mathematics  
   • English curriculum has been prepared for students who are specialized in English major  
   • Forums for researches and development have been established  
   • Policy documents on long-term development of higher   |
### 11. Enhancement of Sport Sector

- National Policy on Physical and Sport Development has been adopted
- Prakas of inter ministries on expenditure policy for national selection training and intensive policy for international tournament winners, has been prepared and corrected
- The infrastructure of Olympic stadium has been renovated
- Together with the Golden-Heart Organization, the curriculum of physical education at lower secondary schools has been continuously prepared
- A draft of sub-decree and annexes documents on stadium operation agency (SOA) has been drafted
- Principles of expenditure for annual tournaments have been prepared and corrected
- Curriculum for trainers of physical and sport education has been prepared
- The Royal Government, in the purpose of strengthening the sport sector of all types, has permitted in principles to the MoEYS in the process of preparing National Games which are to be conducted in every two years, and to be conducted for four times starting from 2016 up to 2023

### 12. Implementation of Youth Development Policy

- A draft of action plan on the implementation of youth policy development has been finalized
- With cooperation with development partners, entrepreneurship program for training of soft skills for youth has been implemented
- Pupil and youth counsels have strengthened
<table>
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<tr>
<th>ANTRIEP Regional Workshop on Educational Administration and Management: Existing Practices and Innovations</th>
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<tbody>
<tr>
<td><strong>13. Technical Education</strong></td>
</tr>
<tr>
<td>• The Cambodia Japan Friendship Technical Center has been inaugurated</td>
</tr>
<tr>
<td>• Program for youth development in educational sector has been announced, implemented, and dispatched to all provinces</td>
</tr>
<tr>
<td>• MoEYS has adopted the master plan and action plan on technical education of upper secondary schools</td>
</tr>
<tr>
<td>• MoEYS has adopted the curriculum and textbooks of 5 specialties including electricity, electronics, mechanics, agriculture, and accounting, and it has published 500 textbooks per each specialty</td>
</tr>
<tr>
<td>• MoEYS has been implementing life skills which have been taken from the list of 28 life skills at lower secondary schools</td>
</tr>
<tr>
<td>• MoEYS has disseminated curriculum of vocational orientation and soft skills at secondary education</td>
</tr>
<tr>
<td>• MoEYS has a trial of career counseling program in Battambang province</td>
</tr>
<tr>
<td>• MoEYS has drafted the minimum standard for upper secondary level of general and technical education</td>
</tr>
<tr>
<td><strong>14. Future Generation School</strong></td>
</tr>
<tr>
<td>• MoEYS has been preparing concept notes of future generation school</td>
</tr>
<tr>
<td>• MoEYS has been preparing action plans for 2016 and the years after</td>
</tr>
<tr>
<td>• MoEYS has been implementing the future generation school with a focus on school governance, ICT, Technology and Communication, and Science at Sisowath high school in cooperation with development partners</td>
</tr>
<tr>
<td><strong>15. Career Path and School Director Development</strong></td>
</tr>
<tr>
<td>• MoEYS has been preparing concept notes of teacher career pathways</td>
</tr>
<tr>
<td>• MoEYS has been preparing guidebook for school directors</td>
</tr>
<tr>
<td>• MoEYS has been training school directors of all levels on leadership, management, governance, and new inspection system</td>
</tr>
</tbody>
</table>

(19-21 April, 2016, New Delhi, INDIA)

*Draft papers for discussion*
5. Conclusions and Recommendations

To be comparable to the countries in the South East Asian region, and as one of the ASEAN country members, Cambodia, first of all, needs to do the reforms in all sectors of the country, among those, the reform in the field of education is a must. Another reason why Cambodia needs to intensively reform in the domain of education is that the results of grade 12 national examinations in academic years 2013-2014 and 2014-2015 were not satisfactory and far below the average. Because of those results, the MoEYS was, without any clear reasons and/or evidence, heavily downgraded for its operational irregularities such as examinations at all levels were improperly conducted; teachers were nationwide known as being unpunctual, unfair, and not professionally behaved; students were demotivated for many reasons, for instance textbooks were not so attractive, curriculum was not responsive to the labor markets, learning environment was not so pleasant, so on and so forth.

In response to the negative impacts as earlier stated, the MoEYS has prioritized its intensive reform as immediately as possible. Through meetings, workshops, seminars, and conferences among relevant officials and staff of both national and sub-national levels, the priority targets for reform have been identified. The five pillars which are the central focuses of the reform such as (1) Teachers, (2) Curriculum, (3) Inspection, (4) Assessment and Evaluation, and (5) Higher Education, have been firstly defined. Based upon these pillars, eight priority areas of reform namely (1) Enhancing Quality and Effective Education Service, (2) Strengthening Personnel Management, (3) Strengthening All Types of Examinations, (4) Higher Education Reform, (5) Technical Skills and Soft Skill Development for Youth, (6) In-depth Implementation of Public Financial Management Reform, (7) Reform of Physical Education and Sport, and (8) Education Think Tank, have been secondly targeted. Through monitoring and evaluating the significant and constant progress over the one-year period of implementation in 2013, the MoEYS, once again in 2014, has extended its reform program from eight to fifteen points. This in-depth reform has been in the process these days. Interestingly, the targeting areas of in-depth reform, which have been identified by the MoEYS, have received good and remarkable feedback from the MoEYS’s staff as well as getting admirations and appreciations from the Royal Government of the Kingdom of Cambodia.

With active participation, cooperation, and commitment from all levels of the MoEYS’s staff, competent authorities, development communities, development partners, and all concerned people who have been involved in the Phase III Rectangular Strategy of the Royal Government of Cambodia in which its implementation is based on the MoEYS’s Education Strategic Plan 2014-2018 and the MoEYS’s programs of reform, it has been...
considered that the suggested targeting areas for reform are on the right track, and as the result, the MoEYS will surely achieve its goals as scheduled. The study is, therefore, recommended the following ideas for more effective implementation in all the processes of the MoEYS’s targets for reform:

- The MoEYS should publicly disseminate its intension of reform, particularly the target areas of reform
- The MoEYS should seek for advocacy from the Royal Government, Development partners, Donor countries, and other relevant agencies
- The MoEYS should encourage and speed up its proper implementation of reform
- The MoEYS should regularly follow up the progress of each of the 15 areas of reform
- The MoEYS should conduct the mid-term review of the ESP 2014-2018
- The MoEYS should make itself ready in providing its inputs, preparing precise targets and indicators, and scheduling, but being flexible in carrying out those areas of reform

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Educational Administration in Korea:
Existing Practices and Innovations

Sung Jae Park

Korea
I. Introduction

After the establishment of the R.O.K. government in 1948, the Education Act was legislated in 1949 to adopt the “6-3-3-4 school system” which was the most widely used single ladder system in the U.S. education. Korea’s current educational system was built on this system. The current system distinguishes educational years by preschool (age 3-5), 6 years for primary school, 3 years for middle-school, 3 years for high-school and 4 years for university with exception of 2-3 years for community college, 5 years for Architectural design related majors, 2 years for Pre-med program and 6 years for Medical School (including Veterinary Medicine). Other tertiary education includes Graduate Schools, Special Graduate Schools, and Professional School for Law, Business, and Medicine.

Under the Constitutional Law and the Education Act, all Korean nationals ought to receive 6 years of compulsory education at primary school, and middle-school education became mandatory nationwide in 2004. Furthermore, special schools and kindergartens were built to provide people with equal opportunity to get education according to their ability, regardless of their religion, gender, social class or economic status.

To include the preschool course in the school system, kindergartens were placed within elementary schools and began experimental education starting in 1981. The country has been pushing forward educational reforms such as compulsory education extension, educational taxes (since 1982), financial support for private schools to standardize secondary education, revision of admission tests and so on.

On May 31 1995, the Presidential Commission on Educational Reform (PCER) suggested educational reform measures to establish a new education system in Korea, and on December 30 1997, based on Education Act Article 155 (1), primary to middle school curriculum was announced. This is known as the 7th education curriculum of which the goal is to build “an open education society with a lifelong learning system” that provides educational learner oriented education, versatile and unique education, education based on autonomy and responsibility, education of freedom and equality, open education through Education Informatization and higher quality education through a review system.

Despite such efforts to innovate our education system, however, there are endless disputes between conservatives and progressives over Standardization vs. Differentiation, independent private high-school, exams and student evaluation measures, the Teachers Union and distribution of educational finances.
II. Structure, Role and Functions of Educational Administration at National and Provincial Level

1. Separation of General Administration and Educational Administration

The administrative power of Korea consists of three levels including the central government, regional local and basic local governments. For general administration, the regional and basic local governments are autonomous bodies. In case of educational administration, however, the regional one is an autonomous body while the basic local one is a lower organization of the regional one of which authority over human resources belongs to the regional one.

Jurisdictions for educational administrations of primary and secondary education and higher education differ from each other. The central government sets basic plans for jurisdictions on management, and education of primary and secondary school while regional local governments (education offices of the metropolitan cities) execute the plan. The regional local governments make details of the plan and entrust execution of the plan to the basic local governments (education support authority of the Shi (city)), Goon (smaller than city) and Gu (lower district office of metropolitan city). In contrast, jurisdiction of higher education belongs to the central government (Ministry of Education). Different from management and administration of primary and secondary education, higher education is autonomously managed and administered. However, negative approach is implemented in which the government administers the education only in case of violation of government policy and illegality.

Management and administration of primary and secondary school are executed through supervision and school evaluation. The supervision, however, has not been very efficient therefore been reformed as consulting supervision. For school evaluation, the schools are divided into external evaluation group and self-evaluation group. The regional local government supports school consulting service for the schools with poor results from school evaluation. In case of higher education, nearly 400 universities receive evaluation from professional educational organization (Korean Educational Development Institute: KEDI) every three years. The minister of education reduces quota of the ones with poor evaluation results by 10~15% and require strategy measures to the higher education foundations (juristic persons). Furthermore, the facility limits participation of the government in financial support for the universities (Park, 2015).
2. Educational Administration and Autonomous Educational System

In terms of educational administration, Korea's local educational autonomous system follows the principles of a decentralization system to ensure the autonomy of its education. The basic rules are: decentralize power to raise distinctiveness and autonomy in local education and refrain from conformity to the central government's control; adopt democratic control to reflect the will of the people and do away with bureaucratic controls based on representative democratic principles; recognize educational professionalism, separate educational administration from general administration to ensure independence and political impartiality of education; and empower educational professionals to administer education sectors since they understand the nature and characteristics of the area.

Although Korea's educational autonomous system was established with the enactment of Education Act of December 1949, it was June of 1952 when the local boards of education for Goon (smaller than city) and Shi (city) set in, as local assembly was formed in April of the same year. However, while the basic local educational districts formed a fully autonomous system, the municipal board of education was only half-autonomous, and educational boards for Do (metropolitan) and central education boards remained as consultative bodies with no voting rights. Because of this, the autonomous system was criticized. Later in 1961, May 16 a coup d'état abolished all local autonomous systems, and educational autonomy also ceased with the exception of the superintendent system. After that, in December 1963, a renewed Education Act revived the autonomous educational system. From January 1 of 1964, educational administration was separated from general administration, and metropolitan educational administration began to manage autonomous local educational systems.

To protect the professionalism, autonomy and characteristics of local education, the current system, established in 2007, gave residents of each metropolitan and provincial districts the ability to select their own educational superintendents, allowing local autonomous educational systems to deepen their roots.

Superintendents of each municipal and 17 metropolitan districts administer educational affairs of their jurisdiction. As the head of educational office, each superintendent is treated as a public official of vice-minister class. Unlike a general administration system where mayors and governors partially share administrative authorities with smaller district heads of Gu (lower district office of metropolitan city) or Goon (smaller than city), metropolitan Shi (city) and Do (metropolitan and provincial) educational administers have independent authority that is not shared with basic local educational offices, and they appoint each head of basic local offices. Deputy superintendent assists the superintendents,
and superintendents recommend their deputy to the Education Minister and then are confirmed by the President to be appointed. Superintendents have the power to compile budget with the agreement of members of the board of education, and use the educational tax revenue to improve local education conditions. Given that the Education Act stipulates the areas of authority of superintendents, proper practice by a superintendent is not to be interfered by any National Assembly member, Education Minister or the President.

III. Nurturing Teachers: Managing Quality and Working Conditions

1. Managing Education Quality through Evaluations on Teacher Education

We implemented an evaluation system for institutes that train teachers in order to raise the quality of education and control the number of teachers they cultivate. “Improving the quality of teacher education” and “adjusting the number of new teachers” have been two key issues in training teachers since the 1990s. The former has been the main purpose of training institutes since 1998 when the evaluation began, while the latter is rather a policy task of the central government (Ministry of Education) which administers the facilities and management of these institutes. By implementing an evaluation system, the Ministry of Education aimed to fulfill the primary purpose and carry out the policy task at the same time. Improving quality of teacher education was an explicit goal for evaluation of the system from the start, and adjusting the number of teachers was started just before the third phase of the national evaluation which began in 2009 (Ministry of Education, 2009).

Teacher education institutes provide educational courses equivalent to that of universities, vocational colleges or graduate schools. Numerous types of these institutes are certified to issue teaching certificates. The number of preliminary teachers these institutes nurture each year exceeds 50,000. Among them, teacher education institutes and graduate schools of education have annually undergone an evaluation process since 1998, and other graduate schools, Korea National Open University, vocational colleges and technical colleges were also evaluated for the first time during the third phase (2010-2014) of national evaluation.

This evaluation system went through major changes in purpose, contents, benchmarks and application for the last 18 years since 1998. In the early stages of the system, the Ministry of Education looked into the institutes’ operation, problems and challenges to establish policy measures, and also wanted each institute to conduct a self-review and induce them to improve upon their needs. The recent evaluations, however, are turning into liability checklists for the institutes. The number of evaluation indicators decreased, a large portion of them are quantitative assessments, and more indicators reviewing legal requirements
were added. The evaluation results are to support the restructuring of curriculum in leading teacher education institutes, to encourage their self-improvement. They are also used in reducing the number of trainees at teacher education institutes nationwide.

The most important issue in Korea is adjusting the number of teachers. One side's argument says it is a reality to have an imbalanced supply and demand of teachers, but adjusting through evaluation seems overstepping, since the problem lies in having a one-size-fits-all evaluation model without considering a variety of each teacher’s education institute. Because this issue is highly provocative, not only the targets of evaluation but KEDI which conducted the assessments remained in an intense atmosphere during the third phase of national evaluation. The third phase ended in 2014, and now the fourth phase (2015-2019) is underway.

2. Teachers’ Working Environment

From 2011 to 2013, Organization for Economic Cooperation and Development (OECD) conducted Teaching and Learning International Survey (TALIS) 2013. According to a research (Hur et als., 2015) that analyzed the survey, results in head of the school’s leadership, professional development, teacher appraisal and feedback, examining teacher practices and classroom environment, and teacher self-efficiency and job satisfaction are as followed:

First, in leadership section, principals’ characteristics, works, power, professional development, instructional leadership and job satisfaction are laid out. Based on TALIS 2013 results, Korean principals are the oldest (average age of 59) among those of other member states, and female principals took up only 13.3% (TALIS average: 49.4%), which shows significant gender imbalance. In principal’s work section, Korean principals spends most time in the order of (1) “administrative and leadership tasks and meetings,” (2) “curriculum and teaching-related tasks and meetings,” and (3) “student interactions.” This result was similar to that of other TALIS survey participant countries. However, it showed that Korean principals had a much limited power in terms of personnel, allocating school budget, and student and school evaluation. Principals in Korea showed relatively high response rate and higher grades in instructional leadership which supports and provides for teacher-student relationship. However, it appears this positive perception about the instructional leadership of principals does not lead to teacher appraisals to strengthen instructional capability or support professional development. Korean principals participate in professional development mostly through “professional network, mentoring or research activity” or “courses, conferences or observation visits.” The most chosen responses in “Barriers to principal's participation in professional development” are; (1) conflicts with
work schedule: 43%, (2) no incentives: 35%, (3) too expensive: 30%. Also, Korean principals’ satisfaction rate on the job and working environment was high in general.

Second, “elements of teacher professional development” examined in TALIS include induction, mentoring program management and participation, professional development, participation, intensity and type of professional development, predicted effect of professional development, support and demand for professional development, barriers to participation in professional development. According to the TALIS 2013 response, Korean teachers’ “access to formal and informal induction programs or activities” and “participation in professional development” for the last 12 months were all higher than that of other countries’. Korean teachers were engaged in numerous professional development activities such as “courses and workshops,” “participation in a network of professional development,” “mentoring, peer observation and coaching.” Also, they had high regards for professional development activities, in particular, “knowledge and understanding of subject fields,” “pedagogical competencies in teaching subject fields,” “knowledge of the curriculum.” For the cost support in professional development activities, the ones who received financial support were high while percentage of teachers who received schedule time for these activities remained low. Demands for “student career guidance and counselling,” “teaching students with special needs” and “pedagogical competencies in teaching subject field” were the highest among Korean teachers. As for barriers to participation in professional development, these two ranked the highest – “conflicts with schedule” and “lack of support from employer.”

Third, in “teachers’ appraisal and feedbacks,” the research surveyed how teachers and principals perceived formal teacher appraisal (percentage of teachers and appraisal methods), sources of feedback, and methods of feedback, emphasis of feedback and impact on the teacher development. The percentage of Korean teachers who never received formal appraisal was far lower than the TALIS 2013 average, because it is assumed that Korean teachers receive teacher performance ratings, teacher appraisal for professional development and teacher performance pay every year. Korean teachers’ response rate hiked when asked if they received feedback through 6 methods suggested by TALIS, showing that they are receiving feedbacks in multiple ways. Also, they thought feedbacks were significant in every area, but, in particular, “teaching of students with special learning needs” and “teaching in a multicultural or multilingual setting” were relatively high compared to TALIS 2013 average. Not only that, most Korean teachers believe that feedbacks brought them positive changes in “degree of achievement in professional development,” “job responsibility,” “pay and bonus” and “teaching of students with special needs,” and the percentage of these teachers were higher than TALIS 2013 average. However, in terms of “job satisfaction” and “motivation,” feedbacks were not considered
positive to Korean teachers, scoring lower than TALIS 2013 average.

Fourth, in “examining teacher practices and classroom environment,” they looked into “teacher classroom practices,” “time use on task,” “beliefs about the natures of teaching and learning” and “professional collaboration among staff.” According to TALIS 2013 results, Korean teachers using aggressive teaching method were lower than TALIS average, and especially, the use of small group study learning method was the lowest among TALIS member countries. Korean teachers were working 37 hours which was lower than TALIS average of 38.3 hours, however, they spent the most time among the surveyed in student counselling, general administration and meeting the parents or guardians, showing that they spend most hours doing meetings and administrative works. Also, in “use of class time,” Korean teachers spent less hours in teaching and learning during class compared to average TALIS 2013 percentage, and more time in maintenance of classroom order and doing administrative works. Compared with other TALIS member states, Korean teachers scored low in “teacher cooperation,” with exceptionally high rates in “never engage in joint activities across different classes and age groups (51.9%),” “never engage in discussions about learning development of specific students (25.0%)” and “never take part in collaborative professional learning.”

Finally, regarding “teacher self-efficiency and job satisfaction,” the report surveyed on “teachers’ belief in the students,” “teacher self-efficiency in teaching and learning, classroom environment control” and “job satisfaction rate with the profession and with the current work environment.” Korean teachers' self-efficiency and job satisfaction rate was reported low in general compared to TALIS 2013 average. The survey measured teacher self-efficiency rate with 12 questions asking about “belief in students,” “teaching and learning,” “classroom environment control” areas. With exception of only one questionnaire, Korean teachers' self-efficiency was all lower than TALIS 2013 average. Significantly, results showed that about 9 questionnaires were lower than average by more than 10% points. Considering the standard error range is 0.1-0.2, this is a huge gap. In job satisfaction area, their responses reported low satisfaction rate. About 20.1% of the teachers answered 'yes' to “I regret becoming a teacher,” the highest rate in TALIS 2013 member states.

IV. Use of ICT and e-Governance in Educational Administration at Different Levels

1. National Education Information System (NEIS)

The e-government is not an option but a necessity for this information age. The Korean government has been pushing forward digitalization, informatization, and an integration...
process to realize a competitive, open administration with smart e-government. In 2001, a Special Committee for e-Governance was established directly under the President’s Office, and the committee’s 11 major tasks set in. The Ministry of Education, in an effort to embody e-government, built the <National Education Information System (NEIS)>. The system raised the efficiency of the Korean educational administration and improved working conditions for teachers. NEIS is a nationwide integrated information system which connects about 10,000 primary and middle schools, 17 metropolitan and provincial education offices and sub-organizations, and the Ministry of Education through the internet in order to share all education-related information. The internet network connects NEIS, therefore school administration, personnel, budget, accounting and other educational administration works can be efficiently processed as the system is electronically interlinked. Therefore, the NEIS takes all scholastic documents including cumulative records of students or health records that used to be managed in each school separately, and comprehensively manages these through the internet while sharing them with students, parents and teachers. On the downside, such an efficient and convenient system has security issues like personal information leakage.

2. Edufine System

Since 2008, Korea’s 17 metropolitan and provincial education offices and sub-organizations have been using the Edufine System (education & finance e-system) that integrates local educational administrations and finances. For performance finance management, the end-to-end process of education offices’ finance work is automated based on accrual basis double-entry bookkeeping, linking the Ministry of Education with metropolitan and provincial offices, smaller educational offices with schools, and from budget to execution to final accounting. Because of this integrated system, individual unit-task performance can be managed. The Edufine System integrated four major systems (work management, performance management, knowledge management and budget-accounting system) to improve the way public officers and teachers work. It connects the education sector from the central government to local government to schools.

3. Korea Education & Research Information Service

Korea Education & Research Information Service (KERIS) is in charge of informatization of education and academic research field from preschool to primary, secondary and to tertiary education courses in Korea. KERIS is a quasi-government institution operating Edunet (an educational information service that provides learning materials for students and teachers in elementary school and middle school), Research Information Sharing
Service (RISS), National Education Information System (NEIS), and Edufine (lef.moe.go.kr) which integrates local educational administrations and finances. It provides an Information Communications Technology (ICT) service for the Ministry of Education, metropolitan and provincial offices, smaller educational offices and schools.

4. ICT in Curriculum

Korean school curriculums emphasize the self-initiated learning ability to adapt to more globalized and informed world. To provide fundamentals of information technology to students in public education, the country reinforced its computer education courses while encouraging use of information technology in class. The ultimate goal of adopting information technology in education is to foster students who can effectively apply daily ICT data in problem solving, hence enhancing self-initiated learning ability which they can build on to live an active and creative life. In that sense, “Guideline for Information Communication Technology in Primary and Middle School Education” is an imperative in ICT application in classes. As there are some issues regarding ethics in ICT and during the course of study, current ethics education is strengthened on ethical use of computer science and ICT. Connecting such moral attainment education and applicable subjects would promote educational purposes more effectively.

Korean local education offices (metropolitan and provincial) are working on software curriculums to be introduced in elementary and middle schools by 2018, and also, have spurred on informatization education for active use of digital contents and smart education. As we get ready for software education becoming essential in elementary and middle schools, Korea established the “2016 Plan for Promoting Information Education” for digital contents and smart education in classes, including expanding training courses for teachers and selecting research schools to use digital textbooks, software education and software education leaders.

V. School Evaluation and School Consulting for Better Quality Education

1. School Evaluation

1) Purpose

The country began its school evaluation in late 1990s. The system evolved as the evaluator changed from central government to metropolitan and provincial offices to component schools. Such changes in evaluator that reflects the global trend of educational
decentralization where autonomous school management prevails, however, the purpose of school evaluation has not changed.

In the research of Gu et al.s (2013), school evaluation has two purposes - macroscopic and microscopic. The macroscopic purpose is as stated in the Constitution of the Republic of Korea Article 31 stipulates all citizens have the right to equal education, and school evaluation should take place to assess, for instance, if the school is following The National Common Basic Curriculum or not, to ensure equality in education. The microscopic purpose is betterment of the education quality by diagnosing schools, while providing autonomy for school managements, enhancing professional development, securing competitiveness in education, discovering and fostering best practices, advancing education satisfaction and so on. In 2000, the Ministry of Education classified the purpose of school evaluation into three categories; (1) to enhance autonomy and responsibility in school management, (2) to improve school education by understanding the strength and weakness of component schools, (3) to discover and promote best educational practices and bring innovative force to school education.

In Schools under Scrutiny (1995), OECD also suggests two purposes for school evaluation. The first purpose is to raise educational accountability of schools. Since schools are run by government finance, they ought to be regularly evaluated to see if they accomplished social consensus or policy objectives. The other purpose is to improve school education. For schools to provide a better quality education to students, school activities should be reviewed in some way, and professional advices and supports should be provided.

Above views on the purpose of school evaluation can be distinguished into two aspects; (1) to heighten educational accountability, and (2) quality of school education. Looking through the lens of educational value, the first purpose focuses on external value as these schools are subject to evaluations, and the second purpose focuses on internal value to see if all circumstances represent the core virtue of education itself.

2) Changes in School Evaluation

It has not been for long that school evaluation gained attention in Korea. Formerly called “school management evaluation” or “school education evaluation,” school evaluation commenced since the mid-1980s when people began to perceive school evaluation as a tool to raise educational quality and performance (Lee et al.s, 2004). Later on, the evaluation of elementary and middle schools occurred at the national level and metropolitan/provincial level. School evaluation can be divided into four periodic phases (Gu et al.s, 2014).

In 1995, PCER marked the importance of the school evaluation system in Educational reform measures to establish new education system> and made evaluation results consequential to government financial support. In 1996, the Ministry of Education added school evaluation to the performance appraisal standards of metropolitan and provincial education offices, triggering all education offices to embark on nationwide school evaluation.

In 1997, Elementary and Secondary Education Act Article 9(2) stated legal grounds for national school evaluation. In 1998, the Enforcement Decree of the Elementary and Secondary Education Act Article 11 and 12 stipulated subjects and standards of the school evaluation system. The Ministry of Education’s The Five-year Plan for Educational Development> of 1999 suggested implementation measures for school evaluation. The early stage of school evaluation was a preparation period, significant in laying the legal groundwork for the school evaluation system.


From 1998 to 1999, KEDI developed the school evaluation system and verified the validity of the evaluation model through test operation. After undergoing a series of test evaluations between 2000 and 2001, the actual school evaluation took place during 2002 to 2003. The school evaluation system on the national level began to materialize through this process. This is the period when, besides the national-level evaluation, metropolitan/provincial education offices came up with their own plan to conduct school evaluations and carried them out with regular intermissions of 1 to 3 years. During this period, dual enforcement of school evaluations occurred – one on a national level and the other on a metropolitan/provincial level.


Under the dual enforcement of school evaluation system, the central government provided metropolitan/provincial offices with common indicators to conduct school evaluations. First of all, on the national level, the central government developed and supplied common evaluation indicators through design, training and monitoring. At the metropolitan and provincial levels, the education offices carried out the actual evaluation while using both the common indicators from the central government and their own indicators. School
evaluations of this period was funded by shared expenses of metropolitan/provincial offices, so it was possible for them to pursue with more autonomy.

(4) Autonomous Evaluation by Metropolitan/Provincial Education Offices (2011-Present)

Metropolitan and provincial education offices obtained legal basis for autonomy as Enforcement Decree of the Elementary and Secondary Education Act was revised February, 2013. The common indicators developed on the national level was provided as a guideline, as to whether using the indicators or not was based on the autonomous decision of local education offices. Expanded autonomy of local education offices marked a milestone in this period, because each office conducted evaluation under regional specifications and educational conditions. Since 2015, in particular, superintendents of local offices offered their own policies, which completely shifted the system from external evaluation to each school’s self-evaluation.

2. School Consulting

One of the most contentious issues in Korean schools is school consulting. Every year, schools buzz with preparing for or receiving school consulting, while local education offices come up with consulting plans and implementations as they run numerous training projects. School consulting was naturally introduced to Korean schools about a decade ago, and it is now thriving towards establishment. Metropolitan and provincial education offices responded to what local schools were calling for and came up with “consulting supervision” which applied consulting methods and procedures into the original supervision system. There is a school consulting fever in Korean schools.

School consulting prevailed in Korean education society, primarily because society’s demand rose and government policy shifted. Recently, most organizations and their members are looking for professional development within their institutes – the same goes for the schools. School consulting is about making a comprehensive analysis on school management to find problems and suggest some means to fix them. School consulting has become the new alternative for problems of the school education.

As the Ministry of Education revised related statues, the supervision system of local basic offices was abolished in September, 2010, and began consulting supervisions of a more supporting role, further prevailing the trend of school consulting. Now, along with school evaluation, school consulting is used as a measure to advance quality education at schools. School evaluation plays a somewhat passive role in actually providing solutions, while school consulting uses evaluation results and provides solutions analyzed by private
education specialists. Both measures act as effective assistance to one another.

School consulting is divided into two types; (1) a follow-up consulting regarding school evaluation and (2) consulting not regarding school evaluation that is requested by the school. At local education offices’ requests, KEDI conducted school evaluation and follow-up consulting and formed the concept, procedure and measures for a school consulting model. With this background, a tailored consulting model that suits each school’s characteristics spread nationwide. Through using school consulting as a drive for positive changes, we aim to improve problems at school and promote quality education (Gu and Park, 2012).

VI. Problems and Challenges faced by Central Government in Effective Educational Management

1. Circumstances before 2010

Korea had long been a country so accustomed to a centralized administration system, therefore local education offices and superintendents were merely agents dispatched to execute policy orders from the central government, and the Ministry of Education. In 1991, however, a full-fledged implementation of educational autonomy cleared the path for metropolitan/provincial offices and their superintendents, and things began to change. The Education Minister could no longer interfere with intrinsic affairs of local education superintendents. The central government, therefore, came up with a logic that says education affairs delegated by the central government to local government obviously falls under the central government’s jurisdiction. The Ministry of Education began to evaluate the performance of local education offices. However, the evaluation was criticized because the ambiguous range of educational affairs shared by central and local governments sometimes intrudes on local governments' education autonomy. This laid out latent conflict between the central and local governments, but both sides did not butt heads. Under the autonomous educational system, the Education Minister and superintendents of metropolitan and provincial offices maintain their partnership through mutual understanding and cooperation for the nation’s educational development.

2. Circumstances after 2010

In April, 2010, a local election was held nationwide, and for the first time, superintendents were directly elected by the residents. This changed everything. During campaigning, candidates who were supposed to be politically impartial began to induce or accept implicit
support of political parties. After they were elected, they kept up their politically oriented education policies, the country’s superintendents divided into conservative and progressive ideology supporters. Because of this political bias, superintendents who promote opposing education policy measures from the Ministry of Education, and some metropolitan/provincial offices are pitted against the central government. Some of these confrontations even escalated into law suits (Kim et als, 2015).

Such problems are the results of insufficient decentralization in educational administration despite local educational autonomy being ensured by law. Sometimes the ambiguous jurisdiction creates a problem. However, the main cause is the complexity rising from ideological and political differences among superintendents and the Education Minister. Unlike the past of which any differences of opinion were purely based on educational theory, recent conflicts emerging between the decision-makers come from political differences that led to discord in making education policies. There are irreconcilable differences when it comes to distribution of educational resources, labor union issues, student evaluation, school evaluation and education welfare. In extreme cases, the central government even goes through legal measures to draw collaboration from uncooperative local superintendents.

VII. Strategies to Enhance the Efficiency of Educational Administration

To enhance efficiency of the educational administration, the Education Minister needed to build a system through which the central and local education administers can reconcile and habituate cooperative partnership. Primary and secondary educations are the fundamentals of public education, and the superintendents manage them based on education autonomy system. Not only those, superintendents of metropolitan/provincial offices also take charge of the early childhood education and lifelong education, only high-school education is under the control of the central government. Without a major support and assistance of the local offices, the Ministry of Education cannot pull off a successful public education policy. Even if the central government has the authority to introduce and implement a policy nationwide, the actual execution would take place on the local office level, and their support would be paramount in seeing effective results. The Minister of Education and the superintendents of the local education offices, therefore, must remain within cooperative partnership and refrain from being antagonistic toward each other if the public education policies were to work effectively throughout the country.

The central government is using three strategies to achieve this cooperation. First strategy is to deploy an assistant (or deputy) superintendent to a local government so that he or she would adjust differences inside the local education office. Given that superintendents are
the policy-makers of local education offices, assistant superintendents would not attain much power, but they could work as a communications bridge between the central and local governments.

Second, the central government provides financial incentives to 17 metropolitan and provincial offices in different amounts according to the office evaluations, meaning the Ministry of Education can choose preferences by handing out different amount of incentives to the officials, hence to draw out more cooperative attitude from the local education offices.

Finally, when the conflict deepens between the central and local education bodies, then the central government can depend on Dispute Mediation. When the dispute makes a deep gauge between parties, the Ministry of Education does not continue managing the level of conflict and look for ways to resolve certain gridlock situation. Recently, the central government started to pay attention to negotiation, mediation and arbitration within the Alternative Dispute Resolution (ADR) to address particular conflicts. For unusually stagnant cases, the Constitution and the Administrative Law of the R.O.K. provide juristic enforcement measures to secure efficiency of the educational administration.

**VIII. Conclusions**

Since 1948, Korea’s educational system has, in relatively short period of time, established the current education system. By adopting the 6-3-3-4 school system from the United States, the country’s educational framework was built. Educational rights and obligations were stipulated in Constitution and other legislations, providing a system where all Korean nationals can receive equal opportunity education, regardless of religion, gender, social class and economic status. Along with the economic advancement, Korean people called for democratization, hence the government tried to decentralize and lay the groundwork for autonomous educational system. Primary and secondary educations were under the jurisdiction of superintendents from the local education offices, and the Ministry of Education controls tertiary education, creating dualistic execution in the educational administration.

To secure top-tier educational personnel, Korea introduced the teacher evaluation system and the evaluation of teacher training institutes. The school evaluation and school consulting systems are to promote general quality of our school education. The evaluation system consists of the following; the school evaluation, the school management evaluation, the evaluation of office of education support, and the metropolitan/provincial office evaluations. These are all interlinked within the system to improve Korea’s education. In terms of the school evaluation, the subject of the evaluation changed from external to
internal, heightening the acceptancy of the evaluation results. The school consulting resolved negative images of the supervision and teachers’ perception on the evaluation, and offered more responsibility to schools so they can address the problems on their own and improve the circumstances with the help of private specialists in education, not public officials.

Furthermore, by applying ICT in education, all relevant information can be found on the nationwide internet network for high-efficiency of the educational administration. The Ministry of Education, the local education offices and schools can all share the information instantly.

The local educational autonomy has taken its roots in Korea, however, some issues emerged as the system evolved. The direct election of superintendents by the local citizens demonstrated clear political preferences of the elected, and when the central and local governments clash on political ideology, the conflict creates a gridlock in the execution of education policy. To avoid such situation, the central government utilizes three measures; to appoint an assistant superintendent to work as a communication line between the central and local governments; to grant more financial incentives for more cooperative local education offices; and finally, to seek for the efficient educational administration through measures guaranteed by the Constitution and Administrative Law, such as the juristic enforcement measures, the Alternative Dispute Resolution (ADR) including negotiation, mediation and arbitration.
Administration of School Education in India: Organisational Structures and Functions

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Educational Administration in India

The Constitution of India lays down the major goals for education and provides a foundation for the legislative authority between the union and its constituents. The 42nd Amendment of the Constitution placed education in the concurrent list, making it a joint responsibility for the centre and the states. The system of educational administration thus follows two levels of control, namely, central government and the state government. States have to accept full responsibility for the school education as a whole, and in some of the states, local bodies are managing schools at the district, block and village levels. In other words, school education is predominantly a local state partnership. Besides, non-government institutions also manage secondary and senior secondary schools. Education management in India therefore is not only confined to government and local bodies but also to a large number of non-government organizations.

The states and union territories govern education in their own respective ways. There are differences in the process of their policy formulation, planning, administration, and management. Administration has the legal basis which comprises education Acts, Codes, rules and regulations. It includes governing issues like—Grant-in-aid, recognition and opening and upgradation of schools, personnel recruitment, promotion and transfers, financial matters and disciplinary actions, codes of ethics and conduct. The major element
in administration is the administrative structures and functions right from institutional level to secretariat level.

Educational Administration at National Level

The Central government discharges its functions and responsibilities in education within the framework and broad principles embodied in the Constitution and the specific Acts passed by the Parliament, through the Ministry of Human Resource Development and the education and training divisions of various other ministries.

The Ministry of Human Resource Development is under the overall charge of the Human Resource Development Minister who is assisted by two Ministers of state, one each for two departments, namely the Department of School Education and Literacy and the Department of Higher Education. Each department is headed by a Secretary to the Government of India. The Secretary, Department of Higher Education is assisted by an Additional Secretary, five Joint Secretaries, one Economic Advisor and one Deputy Director General (Statistics). The Secretary, Department of School Education & Literacy is assisted by six Joint Secretaries and one Economic Advisor. The Departments are organized into Bureaux, Divisions, Branches, Desks, Sections and Units. Each Bureau is under the charge of a Joint Secretary assisted by Divisional Heads at the level of Director/Deputy Secretary/Deputy Educational Advisors.

Educational Administration at State Level

Tremendous changes have taken place in the educational administration during last two decades as a result of the policy reforms in the governance of school education. Education being in the Concurrent List of the Constitution, several development programmes were introduced by the Centre and States which transformed the educational administration from maintenance-based to mission mode of management. Local and global changes in educational administration have also made the administrative structures, functions and processes more responsive towards effective delivery of educational services. There has been a much needed shift not only in the delivery mechanism of educational services, increased investment in elementary and secondary education, but also in expenditure pattern specifically from staff-salary oriented budget to infrastructure development oriented budget.
Education being one of the largest sectors, its administration has a vast and complex set up. Every state has established its own educational departments. The educational department follows a hierarchical set up with Education Minister at the top and school as an Institution at the bottom. The three important functions: Policy and Plan formulation at secretariat level, implementation of the programmes have been assigned with the directorates and supervisory and monitoring functions are performed at regional, district, block and cluster levels. The size of department varies from state to state depending on various factors such as size of state, demography and political system.

**Structure and Function at Ministry Level**

At present, administrative machinery in all the states is headed by the Minister in-charge of Education Department who is of cabinet rank. In some of the states like Jammu & Kashmir, there is another Minister of state to assist the Cabinet minister. The trends of organization of educational administration emerged along two lines: Unified and diversified education departments. While unified management helps in establishing coordination between different sectors of education, the diversified structure becomes important in focusing sector wise educational programme. In the states with unified education department, all the sectors of education i.e. elementary, secondary, senior secondary and higher education sectors are being managed under one unified education department. In the states with diversified educational department, there are separate ministers for different sectors of education. The nature of diversification also varies from state to state according to their administrative and political requirements. Another important aspect is that in all the major states Higher Education Department has been separately created which is looking after the administration of higher studies. However few states like Himachal Pradesh remain exception where higher secondary classes are attached with higher education.

**Unified Education Departments**

In 12 States- Assam, Mizoram, Manipur, Jharkhand, Jammu & Kashmir, Himachal Pradesh, Punjab, Haryana, Goa, Andhra Pradesh, Bihar and Uttarakhand, education department is unified which is dealing with different sectors of education. In Kerala, the structure of Education Department has changed from diversified to unified. Before 2006, Education was known as Department of Secondary, Primary and Mass Education with tis diversified domain. However in 2006 with the change of the political leadership the Education Department’s name was changed to Ministry of Human Resource Development. The state government adopted unified administrative structure of education with a view to establish coordination between various sectors of education.
Separate Education Department

In 8 states- Odisha, Nagaland, Uttar Pradesh, West Bengal, Chhattisgarh, Madhya Pradesh, Karnataka and Tamil Nadu education administration have separate education departments. States like Odisha and Nagaland have two separate departments for School Education and Higher Education. Uttar Pradesh is the only state where separate departments are functioning for Elementary (Basic) and Secondary and Higher education with three separate education ministers of Cabinet Rank. There are also state education ministers under each Cabinet Ministers. However, at present the charge of higher education department is with the Chief Minister with one state education minister. There are also 3 state education ministers under one Cabinet Minister at present for elementary education. State like West Bengal have much diversification structure of education as it has established departments for School Education, Higher Education, Technical Education and Mass education & Library with 4 education ministers—one for each of the education sector.
### Table 1

#### Administrative Structure at Ministry and Secretariat Level

<table>
<thead>
<tr>
<th>Status of Ministry</th>
<th>Unified Education Departments headed by one Education Minister</th>
<th>Separate Ministers for School and Higher Education Departments</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of States</td>
<td>Name of the State</td>
<td>No. of States</td>
</tr>
<tr>
<td>12</td>
<td>Assam, Mizoram, Manipur, Jharkhand, J&amp;K, HP, Punjab, Haryana, Goa, AP, Bihar, Uttarakhand</td>
<td>8</td>
</tr>
</tbody>
</table>

**One Principal Secretary**  **Separate Principal Secretary/Secretary**

<table>
<thead>
<tr>
<th>Status of Secretariat</th>
<th>No. of States</th>
<th>Name of the State</th>
</tr>
</thead>
<tbody>
<tr>
<td>12</td>
<td>Assam, Mizoram, Manipur, Jharkhand, J&amp;K, HP, Punjab, Haryana, Goa, AP, Bihar, Uttarakhand</td>
<td>8</td>
</tr>
</tbody>
</table>

*Note: West Bengal has four Education Ministers for higher, technical, school education, and mass education and literacy.*

*Source: Reports of Third All India Survey of Educational Administration of Respective States, 2016, Department of Educational Administration, NUEPA.*

### Administrative Structure and Functions at Secretariat level

Secretariat is the highest administrative unit below the ministry of education in states. The education secretary of the state government is the administrative head of the educational secretariat. He works as the principal adviser to the minister of education on all policy matters and looks after all the activities relating to administration within the education department. Education Secretary is a senior most officer of IAS Cadre. Being the head of Education Department, the Secretary is responsible for matters related the policy and programmes formulation, preparation of plan and non-plan schemes, modification in
existing schemes, scrutiny and approval of department budget and estimates, coordination among different directorates of the state and with other departments. In Karnataka, the Principal Secretary of Primary and Secondary Education oversees the work of the Commissioner of Public Instruction, State Project Directors of SSA and RMSA, Directors of Pre University Education, Mass Education, Public Libraries, Printing & Stationery.

Different states use different nomenclature for the post of Secretary. In states like Gujarat, Odisha, Mizoram, Assam and Andhra Pradesh, Education Secretary is known as Commissioner cum secretary. States like Assam and Gujarat also have Additional Chief Secretary responsible for education and Mizroam have Parliamentary Secretary over Commissioner cum Secretary depending on the seniority of the officials. The survey report from different states reflects a remarkable shift in organization of secretariat level set up. As observed in ministry level structure, secretariat level administrative structures are also functioning along unified and diversified lines. Total 12 states are functioning under single command of administration for all different level of education. These states with unified secretariat include: Assam, Mizoram, Manipur, Jharkhand, Jammu & Kashmir, Himachal Pradesh, Punjab, Haryana, Goa, Andhra Pradesh, Bihar and Uttarakhand.

Total 8 states have diversified pattern of education administration at secretariat level which includes Odisha, Nagaland, Uttar Pradesh, Chattishgarh, Madhya Pradesh, West Bengal, Karnataka and Tamil Nadu. Odisha, Haryana and Nagaland. These states have separate secretariat for School and Higher education. Assam, Uttar Pradesh and Uttarakhand have separate secretary for Elementary and Secondary education. West Bengal has maximum number of secretaries with separate secretariat for school education, Higher education, technical and Mass education and Library. Uttrakhand and Assam are two states where Ministry set up is under the charge of one minister but secretariat is diversified under leadership of separate Secretary for Elementary and Secondary Education.

The Education Secretary is assisted by number of subordinate officers as shown in Table 2. It is indicated that Additional Secretaries in Mizoram, Karnataka, Gujarat, Nagaland, Odisha, Jammu and Kashmir, Himachal Pradesh, Tamil Nadu and Bihar are in the second rung after Education Secretary. On the other hand in case of Assam, Andhra Pradesh, Punjab and West Bengal, Joint Secretaries are in the second layer. However, Special Secretary in Uttar Pradesh forms the second tier of hierarchy after Education Secretary. Third layer of education officers also forms different designation in different states. For example, Joint Secretary in Mizoram, Karnataka, Gujarat, Nagaland and Tamil Nadu, Special Secretary in Jammu and Kashmir and Bihar, Deputy Secretary in Himachal Pradesh, Uttar Pradesh and Punjab, Assistant Secretary in Andhra Pradesh form the third layer of administrative hierarchy in Secretariat. Deputy Secretary in Tamil Nadu, Mizoram, Karnataka, Gujarat,
Nagaland and Jammu and Kashmir, and Assistant Secretary in Bihar and West Bengal are in the fourth tire of administration at secretariat level.

**Structure and Functions at Directorate Level**

Directorate is the third and most important tier of administration which is the link between education secretariat and field level administrative units. Directorates are the main implementing bodies in respect of educational policies and programmes in the state. Their main functions include enforcement of legal basis including rules and regulations of education, implementation of educational programmes, personal management of gazatted and non-gazatted staff of the department and ensure the delivery of educational programmes, ensure monitoring and supervision and coordination of all educational activities. Director is the head of concerned directorate in all the states. There are variations in the designations of the heads of the directorate in different states. For example:

- In Karnataka, Commissioner for Public Instruction (CPI) is the executive head of the state education department. In Kerala and Karnataka, Directorate of School Education is known as Directorate of Public Instruction which deals with issues up to secondary schools.
- In Andhra and Telangana, there are Commissionerate of School Education where Commissioner is the head of the department.
- In Madhya Pradesh, Commissioner, Public Instruction is the in charge of secondary education and has controlling authority over Director of school Education (secondary).
- For elementary education there is a Rajya Shiksha Kendra (a conglomeration of SCERT, SSA, Adult and Literacy) in Madhya Pradesh which is also headed by the Commissioner of elementary education.
- Similarly in Maharashtra, Commissioner Education is the executive head having controlling authority above all the Directors of Education.
- In Uttarakhand there is Director General who is the head of Director, Elementary Education, Director Secondary Education and Director of Research and Training.
There are also variations in the process of recruitment of directors of education in different states.

- There are states where recruitment of directors is made directly from IAS Cadre. These include Kerala, Mizoram, Maharashtra, Madhya Pradesh, Delhi and West Bengal.

- In second category, where recruitments are made either from IAS Cadre or State Cadre. These states include: Odisha, Bihar, J&K, Haryana, Punjab Uttrakhand, Nagaland, Assam and J&K.

- Third category includes states where directors come either by promotion from teaching post like in Himachal Pradesh or from State Provincial/Educational Services. In Uttar Pradesh directors of education in all sectors of education belong to Uttar Pradesh Provincial Service. Other states are Karnataka, Andhra Pradesh and Tamil Nadu.

**Type of Administrative Structure at Directorate level**

There are education sector wise directorates almost in all the states. In view of the providing focus on the educational programmes and with a view to decentralize the decision-making process the states have constituted education sector-wise directorate. Majority of the states have established Directorate of Elementary Education (classes I-VIII)

**Table 2
Cadre of Directors in Different States**

<table>
<thead>
<tr>
<th>Recruitment from IAS Cadre</th>
<th>From IAS or state cadre</th>
<th>From Promotion or from State Provincial/Educational Services</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kerala, Karnataka, Mizoram, Maharashtra, Madhya Pradesh, West Bengal (Commissioner), Kerala, Delhi</td>
<td>Odisha, Bihar, J&amp;K, Haryana, Punjab Uttrakhand, Nagaland, Assam and J&amp;K</td>
<td>Punjab, Andhra Pradesh, Telangana, Tamil Nadu, Himachal Pradesh Gujarat, Uttar Pradesh.</td>
</tr>
</tbody>
</table>

*Source: Reports of Third All India Survey of Educational Administration of Respective States, 2016, Department of Educational Administration, NUEPA*
in view of the universalizing elementary education and for conducting programmes of elementary education like SSA and RTE and other related programmes. In view of the focus of the programmes of secondary education like science education and vocational education and of late the programme like RMSA separate directorates were created. However, few states have unified directorate of secondary education.

Table 3
Different Types of Directorates in the States

<table>
<thead>
<tr>
<th>Directorate of Elementary Education (Classes I-VIII)</th>
<th>Directorate of Secondary Education (Classes IX-XII)</th>
<th>Directorate of School Education (Classes I-X)</th>
<th>Directorate of Higher Secondary Education (Classes I-X)</th>
<th>Directorate of School Education (Classes I-XII)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assam, Odisha, Nagaland, Himachal Pradesh, Tamil Nadu, Gujarat, Haryana, Rajasthan, Madhya Pradesh, Maharashtra, Karnataka and Uttrakhand</td>
<td>Assam, Odisha, Nagaland, Himachal Pradesh, Madhya Pradesh, Tamil Nadu, Haryana, Maharashtra, Gujarat, Rajasthan, Karnataka, and Uttrakhand</td>
<td>Kerala</td>
<td>Kerala</td>
<td>Jammu and Kashmir, Mizoram, Manipur, West Bengal, Goa</td>
</tr>
</tbody>
</table>

Source: Reports of Third All India Survey of Educational Administration of Respective States, 2016, Department of Educational Administration, NUEPA.

@ In Himachal Pradesh classes IX-XII are attached with the Directorate of Higher Education.

All the Directors are assisted by a number of other officials such as Additional Directors, Joint Directors, Assistant Directors and Assistant Deputy Directors. Directorate emerged as one of the most diversified administrative unit. With the exception of Mizoram, Manipur, Nagaland, Goa, West Bengal and Jammu and Kashmir, all the states have diversified
These states have single directorate for school education for dealing with all the education related matters at all levels.

The states with minimum two level of diversification i.e. with two separate directorates for elementary and secondary education are: Assam, Odisha, Himachal Pradesh, Tamil Nadu, Haryana, Maharashtra, Karnataka, Kerala and Uttarakhand. While Directorates in Nagaland are dealing with School Education and Higher Education, rest of other states in this category have directorates for Elementary education and Secondary Education. Kerala presents a unique scenario where Directorate of Public Instruction manages school Education upto class X while Directorate of Higher Secondary Education deals with classes XI and XII. In all the states directorate of higher education is separate except Himachal Pradesh where Classes IX-XII are attached with the Directorate of Higher Education.

Other Supporting Directorates and Autonomous Bodies

Table 4

<table>
<thead>
<tr>
<th>S.No</th>
<th>Name of state</th>
<th>Other directorate</th>
<th>Autonomous body</th>
<th>Any comment</th>
</tr>
</thead>
</table>
|   | Karnataka | -Directorate of Urdu and Other Minority Language schools.  
|   |           | -Directorate of State Education Research and Training.  
|   |           | -Directorate of Mass Education.  
|   |           | -Directorate of Vocational Education.  
|   |           | -Directorate of Public Library.  
|   |           | -Directorate of Pre-University Education.  
|   |           | -Directorate of Printing and Stationary,  
|   |           | -Karnataka Secondary Education Board (KSEEB). SSLC Examination, KSEEB (others).  
|   |           | -Regional Institute of English, South India.  
|   |           | -State institute for School -Leadership, Educational Planning and Management  
| 4 | Kerala   | -Directorate of Vocational Higher Secondary Education.  
|   |           | -Directorate of Scheduled Castes Development Department.  
|   |           | -Directorate of Scheduled Tribe Development Department  
| 5 | Maharashtra | -Directorate of Minority  
|   |           | -Maharashtra State  

(19-21 April, 2016, New Delhi, INDIA)
<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
</table>
|   | and Adult Education.  
- Directorate of Maharashtra State Council of Educational Research and Training (Vidya Parishad), | Secondary and Higher Secondary Education Board.  
- Maharashtra State Bureau of Text Book Production and Curriculum Research.  
- Maharashtra State Council of Examination.  
- State Institute of Educational Technology |
|   |   |   |
| 6 | Mizoram | - Directorate of State Council of Education Research & Training.  
- Directorate of Higher and Technical Education.  
- Directorate of Art and Culture.  
- Directorate of Hindi Education.  
- Directorate of Adult Education.  
- Directorate of Physical Education. |
| 7 | Odisha | - Directorate of Mass Education.  
- Directorate of Teacher Education and State Council of Education Research & Training. |
|   |   | - English Language Teaching Institute.  
- State Institute of Open |
<table>
<thead>
<tr>
<th></th>
<th>Tamil Nadu</th>
<th>Telangana</th>
</tr>
</thead>
</table>
| 9 | -Directorate of Higher Education.  
-Directorate of Matriculation schools.  
-Directorate of State Council of Education & Research & Training.  
-Directorate of Government Examination.  
-Directorate of Non-formal & Adult education.  
-Directorate of Backward Class Welfare.  
-Directorate of Tribal Welfare Education.  
-Directorate of Teacher Education. |
| 10 | -Directorate of Teacher Recruitment Board.  
- Directorate of Text Book Corporation. | -Directorate of Government Examination (Independent dept under Ministry of Secondary Education). |
Besides the directorates directly dealing with different levels of school, there are many other directorates, autonomous bodies and State Institutes which are taking care of issues related to school education and its administration as indicated in Table 4. State reports reflect that every state has its own Board of School Education to conduct examination at different level of schools. To note a few of them, Uttar Pradesh Board of High School and Intermediate Education, Maharashtra and Karnataka Secondary Education Board (KSEEB) for SSLC Examination and KSEEB for all other examination. Telangana and Tamil Nadu have Directorate for Government Examinations. Directorate of Mass Education, or Directorate of Adult and Non-formal Education are functioning in Assam, Telangana, Maharashtra, Mizoram, Tamil Nadu and Odisha. States like Telangana and Kerala have Directorates for dealing with welfare of Backward Classes, Tribal Welfare and other social welfare issues. There are other Directorates and Institutes for looking after the development of areas such as vocational and technical education, Public Libraries, Distance/Open Education, publishing Text books etc.
Linkages of Education Secretariat and Directorate with SSA and RMSA

In most of the states development programmes like SSA, RMSA have separate state level offices with State Project Director as a head to look after the programme. However, Education Secretary being overall in charge of school education has direct control on development programmes. Most of the major states have separate registered societies for SSA and RMSA. In Tamil Nadu, Karnataka, Mizoram (SSA), Nagaland, Assam, Odisha, Andhra Pradesh, Himachal Pradesh, Haryana, Punjab, West Bengal, Bihar, there are separate registered societies. These states have parallel well established management structure with advisory bodies, executive bodies and different administrative units like planning, MIS, Community Participation, Finance etc. They have direct coordination with mainstream administration, that is, secretariat and all the directorates.

However, in few of the smaller states like Mizoram, Sikkim, and Uttarakhand directors of education are oversee the SSA and RMSA. In Uttrakhand, Director General of School Education is State Project Director for SSA and RMSA. In Mizoram and Sikkim, Directors of School Education are the ex-officio Project Directors of SSA and RMSA. At National Level Registered Education Societies for SSA, RMSA under MHRD, Government of India directly transfer the funds to state education societies where funds are directly transferred from state level to district level and then to the school level for conducting the educational programmes.

Field-level Set-up of Educational Administration

Within a state, there are different levels of administration, depending upon the size and number of institutions, which perform supervisory functions. In general, there is also a functional relationship between levels of administration and types of institutions, though the system varies from state to state as indicated in Table 5. At the field level some of the major states had also established regional/divisional level set-up of educational administration where senior secondary education is managed by the Regional Director like in case of Uttarak Pradesh.
Table 5

Functional Relationship between Levels of Educational Administration and ANTRIEP Regional Workshop on Educational Administration and Management: Existing Practices and Innovations

Types of Institutions

<table>
<thead>
<tr>
<th>Types of Institutions</th>
<th>Lowest Level of Administration/Supervision</th>
</tr>
</thead>
<tbody>
<tr>
<td>i) Primary Schools</td>
<td>Block/Taluk/Tehsil</td>
</tr>
<tr>
<td>ii) Middle Schools</td>
<td>Sub-division, Circle/Zone i.e. level between Block and District</td>
</tr>
<tr>
<td>iii) High Schools</td>
<td>District</td>
</tr>
<tr>
<td>iv) Higher Secondary Schools</td>
<td>District/Division/Region i.e. a level between State and District</td>
</tr>
<tr>
<td>v) College/Technical Institutions</td>
<td>State</td>
</tr>
</tbody>
</table>

Regional/Divisional Level Administration

In some of the states such as Odisha, Jharkhand, Kerala, UP, Goa, Uttrakhand, Andhra Pradesh and Bihar, there are regional directorates. This office is generally headed by Regional Deputy/Joint Directors. The Regional Deputy/Joint Directors hold several administrative responsibilities. He/she is the coordinating head and/or liaison officer between directorate and the whole division with regard to implementation, monitoring and supervision of almost all educational programmes in the respective region. With his support and coordination, the Directorate is able to monitor all the districts in the state. He is over all in-charge of education within the division having responsibility for the administration of educational institutions and offices. In Tamil Nadu, Chief Educational Officer is in-charge of overall control of schools at revenue district. (contradictory information, Assignment)

District Level Administration

Each state/union territory is divided into a number of districts which are further divided into blocks/mandals while district remains the most important unit of educational administration in every state. In some states there may be educational districts within the revenue districts. The District Education Officer (DEO) in some states is the overall
incharge of elementary as well as secondary education and in some states; there were a
number of District Education Officers for each sector of education like, primary, secondary
and adult education. The DEO is assisted by a number of officers who directly deal with
secondary education in the district. At the block level, a Block Education Officer is
incharge of primary education and non formal education programmes. For administrative
purpose, the Block Education Officers function under the overall guidance and directives of
the District Education Officer.

Under the renewed emphasis on decentralized administration, District emerged as an
important unit of educational governance. The role and responsibility of DEO mainly
includes: inspection and supervision, monitoring of teacher recruitment, their promotion,
career development, implementing policies and programme, to strengthen local initiative
and local controls, to co-ordinate different unit of educational governance and to supervise
the issue of teacher management etc. Wherever regional directorates are established, the
DEOs have to report to regional deputy directors for all correspondence, sanction etc
regarding educational administration.

As the trend of district level educational administration emerged, major states has two
separate district education officers for secondary and elementary—District Education
officer, Secondary and District Elementary Education Officer for looking after the
governance of Secondary and Elementary education respectively in the district.

• The states with unified governance at district level are Mizoram, Odisha, Bihar, J&K,
  Karnataka, Nagaland, Andhra Pradesh and Delhi.

• The states which have separate district level education officers for secondary and
elementary are: Gujarat, Madhya Pradesh, Assam, Jharkhand, HP, UP, Punjab,
  Haryana, West Bengal, Tamil Nadu and Uttarakhand.

• In Kerala, the DEO oversees the administration of high schools, while post of
  Assistant Education Officer has been created to look after the management of
  primary and upper primary schools.

• In Nagaland, the District Education Officer (DEO) is the head of the district level.
  S/he is responsible for elementary education assisted by Deputy District Education
  Officer (DDEO) who looks after the matter related to Higher Secondary Schools.
  DDEO is further assisted by one Junior Education officer (JEO) for Higher Secondary
  and by one JEO for primary sections.

Table 6 indicates the educational administration at field level.
### Table 6

**Education Administration at Field Level**

<table>
<thead>
<tr>
<th>S. No</th>
<th>State</th>
<th>Regional</th>
<th>District</th>
<th>Sub-Regional/Divisional/Zone</th>
<th>Block</th>
<th>Cluster/Circle</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>AP</td>
<td>Regional Joint directors</td>
<td>DEO</td>
<td>Dy.E.O (High Sch)+ParishadEdu Off (ZP High Sch)</td>
<td>Mandal Edo Off (MEO)+DIs (DyInspSch) for Urban (Both EE)</td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>Assam</td>
<td>DEEO for EE + Inspector of School and AIS (Assistant Inspector of School) for SE</td>
<td></td>
<td>Deputy Inspector for EE in Urban areas (What abt rural areas)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>Bihar</td>
<td>Regional deputy Directors of Education (total no8)</td>
<td>DEO (Supported by 5 DPO specialized EE, SE, MDM, Planning and establishment)</td>
<td></td>
<td>BEO (for EE and SE)</td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Delhi</td>
<td>Regional Directors of Edu</td>
<td>Dy Directors of Edu</td>
<td>Education officer (assisted by Dy Edu Officer)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>No.</td>
<td>State</td>
<td>Key Official</td>
<td>Role Description</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>-----</td>
<td>----------------</td>
<td>----------------------------------------</td>
<td>----------------------------------------------------------------------------------</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Goa</td>
<td>Dy Direct of Edu</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Gujarat</td>
<td>DEO (SE+HSE), D Primary EO (EE)</td>
<td>BEO</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>Haryana</td>
<td>DEEO+DEO</td>
<td>BEEO+BEO + assisted by ABRC</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>HP</td>
<td>Deputy Director of Edu (11 for EE+ 12 for HE)</td>
<td>BPEO (No structure for Sec Edu)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>J&amp;K</td>
<td>CEO (Chief Edu Off) assisted by DCEO/DEPO</td>
<td>ZEO assisted by ZE planning Off(Zone/block)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>11</td>
<td>Jharkhand</td>
<td>6 Reg. Dy. Direct of Education</td>
<td>BEEO+ structure for SE not mentioned</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>12</td>
<td>Karnataka</td>
<td>Deputy Director of Public Administration (at edu district)</td>
<td>BEO (domain not clear, possibly for both EE and SE)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>13</td>
<td>Kerala</td>
<td>Dy Director of District Edu Officer at</td>
<td>Assistant Edu Officer</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

(19-21 April, 2016, New Delhi, INDIA)

Draft papers for discussion
<table>
<thead>
<tr>
<th>No.</th>
<th>Name</th>
<th>Education at revenue district (14)</th>
<th>education district (38) (High Schools)</th>
<th>(at sub-district or block) (EE)</th>
</tr>
</thead>
<tbody>
<tr>
<td>14</td>
<td>Mizoram</td>
<td>DEO (unified for EE and SE)</td>
<td>SDEO (for EE) (also use Block for Sub div )</td>
<td>Circle Edu officer (for EE)</td>
</tr>
<tr>
<td>15</td>
<td>MP</td>
<td>DEO (unified)</td>
<td>BEO (unified)</td>
<td></td>
</tr>
<tr>
<td>16</td>
<td>Nagaland</td>
<td>DEO (assisted by DDEO for Higher Sec Edu, DDEO assisted by JEO), 1 JEO for Prim Edu and 1 for UP</td>
<td>SDEO (for EE) (Sub Division is also called Block)+ No separate structure for secondary</td>
<td></td>
</tr>
<tr>
<td>17</td>
<td>Odisha</td>
<td>1 DEO+2 ADEO (for all levels)</td>
<td>1BEO+3ABEO (all levels)</td>
<td></td>
</tr>
<tr>
<td>18</td>
<td>Punjab</td>
<td>DEO (SE) assisted by Dy EO+ DEO(EE)</td>
<td>Block Primary Education Officer (no info for Sec</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>---</td>
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<td>---</td>
</tr>
<tr>
<td>20</td>
<td>TN</td>
<td>CEO (at revenue dist for H Sec Schl)</td>
<td>DEO (High Schl)+ DEEO (EleSchl)+ Inspct of Marti schl+ Inspct of Anglo Indian High Schl)</td>
<td>AEEO+ Addl AEEO+AEE O nursery+AE EO Science (Only for EE and nthong for SE)</td>
</tr>
<tr>
<td>21</td>
<td>UP</td>
<td>Regional Asst. Director (Basic)+Regional Jt Director+Regional Dy Director (last two for SE)</td>
<td>DEO(Basic)+Dist Inspector of School (DIOS) (SE)</td>
<td>ADIOS(SE)+nthing for EE+BEO (EE)+nthing for SE</td>
</tr>
<tr>
<td>22</td>
<td>Uttarakhand</td>
<td>REO (Regional Education Officers)</td>
<td>DEO (EE)+DEO( SE)</td>
<td>BEO(SE)+D y Edu Off (EE)</td>
</tr>
<tr>
<td>23</td>
<td>WB</td>
<td>Dist Primary Edu Inspector + Dist Inspector of Edu</td>
<td>Asst Inspector of Edu (SE) (level of adm not very sure.</td>
<td>Sub-inspector of school at circle level (lowest unit )</td>
</tr>
</tbody>
</table>
Convergence with SSA and RMSA at District Level

As regards the development programmes like SSA and RMSA are concerned, in some of the states District Education Officers are in charge of these programmes. However, there are parallel management structures for SSA and RMSA under District Programme Coordinators. In this case regular district education officers have to converge with these programmes.

In the context of SSA, following trends have emerged:

- The states where responsibility of SSA has been given to the regular district education officers are Maharashtra, Bihar, Madhya Pradesh, Uttarakhand, Karnataka, UP, HP, Jammu and Kashmir, Punjab, Gujarat and Nagaland. In these states the existing education officers are designated as DPC (Nodal Officer at district level) who responsible for the smooth functioning of the programme.

- Kerala, Mizoram, Odisha, Tamil Nadu are the states which has created parallel administration structure for SSA. Most of the states has created a District Project committee where District Project Coordinator is the in-charge. DPC is deployed/deputed from education department who works as head of district office.

The administration of RMSA can be noticed on the following line:

- Maharashtra, Uttrakhand, Karnataka, Mizoram, UP, Assam, Orisha, J&K, Punjab, MP, Andhra Pradesh and Nagaland have not established any separate management structure for functioning of RMSA. In these states, the district education officers are given the charge of DPC, RMSA. They are responsible for all activities relating to planning, management, implementation and monitoring of all components.

Linkages with local Bodies

The local bodies at different level of administration are expected to converge and coordinate with mainstream educational administration. As per their level of convergence, the states can be divided broadly into two categories: Firstly states where the Local Self-Governing (LSG) bodies are directly taking care of school education and secondly the states...
where these are participating indirectly mostly because of common membership of their members in school committees or by having a standing committee of PRI to deal with educational issues. The case of LSG bodies in Kerala can be a noticeable example in this category. After enactment of The Kerala Panchyat Raj Act, maintenance and development activities of government lower primary, upper primary, secondary and higher secondary schools have become the direct responsibility of local bodies. Under the three tier system of local administration i.e. district, block and village, high schools and higher secondary schools come under the control of the District Panchyat, upper primary schools under Block Panchyat and Lower primary schools under Gram Panchyat. In Municipal and Corporation areas, government schools at all levels are controlled by the concerned local body. The important aspect of this devolution is the control over funds. For maintenance and construction etc. the required funds are routed through the local bodies by the government.

Nagaland goes one step ahead in the successful implementation of Decentralization. The policy of Decentralization was put in place, much earlier than the Panchyati Raj regime, through the Village Council and Area Council Act of 1978 where by the village council were empowered to formulate Village Development Schemes and implement development work in the village. The village council, thus has special powers to supervise and monitor various governmental policies implemented in the village including the educational policies. The council plays a pivotal role in the provision of land for school construction, school playground, teacher’s accommodation, electricity and water supply etc. To create a sense of ownership of public institutions and better management of resources, under the Nagaland Communitisation of Public Institutions and Services Act, 2002, certain responsibilities like management of financial resources and administrative powers of communitised schools have been transferred to the village communities through the Village Education Committees (VECs). To mention the another unique aspect of Nagaland LSG scenario, the VEC is empowered to control teachers in a variety of ways, including the powers to withhold the salaries of irregular and absentees teachers and staffs. This power is made possible because the Salary amount for government employees in the schools is deposited in advance into VEC account and the VEC is delegated with the power to disburse the salary.

Similarly in Maharashtra, the responsibility of providing primary education to children in the age group 6-14 is with the Zilla Parishads. Education Committees have been set up in the local bodies at district level and Education Officers appointed by the state government as their member secretaries and executive head of the Zilla Parishads. In case of secondary and higher secondary education (9-13 std), the private management is dealing with these
levels of schools education while LSG bodies are responsible for effective and efficient monitoring of the activities.

There are other states where PRIs have indirectly made their presence felt in educational administration. Either their involvement is visible because of the common membership in School level management bodies or they have been given control over certain area of educational management which they access by making a standing/committee. For example in Bihar, after the Bihar Panchyat Raj Act 2006, the Zila Parishad, Panchyat Samiti, Gram Panchyat in rural areas and Nagar Panchyat, Municiple Councils and Munciple Corporations in urban area are given the task of consolidating the plans for the development of Education through District Planning Committee. All powers related to recruitment, promotion, deployment, disciplinary actions etc were delegated to PRIs and Nagar Palikas. For effective functioning various Standing Committees were made in each tier of PRIs. However pointing out to the ground reality, the State reports mentions that only 'soft powers' are given to the panchyats the local bodies. Major decisions and powers regarding recruitment rules are still lying with the Department of Education, while Panchyat are only the implementing agency.

**Teacher Management**

Teacher management practices are different in various states as the trends indicate from Third Survey of Educational Administration. As regards the recruitment process is concerned, financial crisis of states is a major constraint. Examples of few states can be given in respect in respect of recruitment of primary school teachers.

Odisha, Bihar and Madhya Pradesh, Gujarat have shifted to the contractual recruitment of primary teachers. In Madhya Pradesh at elementary level they are called Samvida Shikshak Varg three and in Bihar and Odisha they are called Niyojan Shikshak and Shiksha Sahayak respectively. In Madya Pradesh initial recruitment of a contract teacher is for three years and after completion of three years of successful service they become eligible to be absorbed in Adhyapak cadre and are called as Sahayak Adhyapak. The successful completion of three years is measured in terms of results of students’ taught, absence of any negative remark, and no leave taken without pay. The State has prescribed Common Entrance Test for teacher's recruitment and candidates who pass in the examination are considered for appointment. For this a combined eligibility test for the contract teachers is conducted through “Madhya Pradesh Vyavsaivyik Pariksha Mandal. During the test candidates are evaluated on subject knowledge and teaching aptitude. Thus a pool of eligible candidates is created. Final selection is done on merit basis which comprises of the
marks obtained in CET + marks of desired qualification with weightage to professionally trained candidates.

In Gujarat the state has established Central Teacher Recruitment Committee headed by Director of Primary Education. The qualified candidates (having adequate educational qualification prescribed by NCTE) are supposed to appear and pass the Teacher Eligibility Test held by the Directorate of Education. The merit of the candidate is calculated in two parts: the result of TET + educational qualification. The weightage of TET result and educational qualification are in equal portion i.e. each segment holds a 50 percent weightage. The candidates are required to apply online on the dedicated website of education department. The MIS calculates the merits and prepares the category-wise merit list. On the basis of merit the candidates are given choice to select the district in which they want to work. After selection of the district by the candidate the recruitment procedure is conducted at the district level. The merit list of the respective district is provided by the state level committee to respective districts. The candidates are again given the choice to select the school. Finally, the DPEO gives an appointment letter to the candidate. The teachers are recruited as Vidyasahayak for five years and paid fixed salary of Rs. 7800. After completion of five years as Vidyasahayak the candidate is converted into regular teacher and given regular pay scale of 5200-20200 + grade pay of 2400.

As regards, the promotion of teachers, states like Uttar Pradesh, Madhya Pradesh, Kerala, Maharashtra and Himachal Pradesh they are promoted to the next cadre. In Kerala teacher can reach to the post of Assistant Education Officer. In respect of teacher transfers, they are frequently transfers in case of Uttarakhand, Uttar Pradesh, Madhya Pradesh, Odisha, Rajasthan, and Kerala. However, teachers are not transferred in case of Gujarat, Maharashtra, Karnataka. There are mutual transfers only.

Major Highlights of Administration of School Education in India Since 2001

Transformation of Maintenance-based Administration to Mission-mode Management of School Education: After introduction of SSA, educational programmes have been managed in the mission mode, that is, programmes are task-based and target oriented, instead of management of educational programmes under the boundary of rules and regulations, education codes and acts as it was earlier. Accountability of administrators is now based on performance instead of accountability to seniority. In several states SSA and other related programmes like MDM, adult and literacy are now managed by regular educational administrators, that is, DEOs at district level and BEOs at block level. As a result capacity of educational administrators has been developed as they were provided...
training on planning and management of education in the mission mode. They are now well versed not only with the rules and regulations but also with the mission-mode management with the task and target oriented. The states of Uttar Pradesh, Gujarat, Orissa and Madhya Pradesh are the cases in point.

**District as a Unit of Educational Governance:** Studies have found (NUEPA Third Survey Studies, 2015) that the district has become a unit of educational governance. In some of the states like UP, Gujarat, Uttarakhand, Karnataka, Himachal Pradesh and Bihar the district education officer besides the overseeing and monitoring the regular administration is also in-charge of SSA, MDM, literacy and other educational programmes. In the states where DEO, secondary education is separate he looks after RMSA and other educational programmes and in some of the states like Andhra Pradesh where DEO is only one, he/she looks after both SSA and RMSA. He/she is specifically responsible managing RTE in the district. As SSA has become the vehicle of RTE, DEO also coordinates and converges with the other departments and also with the local bodies and NGOs for seeking their involvement and support in planning and management of elementary education and implementation of RTE. DEO ensures 25% admission of children belong to deprived sections of society in private schools and also along with the other aspects of school management, is responsible for age appropriate admission of children in the neighbourhood school. Almost all the states in the country are following the 25% admission of children belong to deprived sections of society into private schools.

**Block Education Office as a Unit of Educational Management:** In recent years majority of the states have created Block Education Officer Cadre, where BEO is a leader and overall incharge of elementary education and managing SSA, RTE, literacy programme besides managing regular administration including service conditions of teachers and non-teaching staff. Earlier there used to be Sub-deputy Inspectors or Education Inspectors for inspection and supervision of schools and in some of the state like in Gujarat they were answerable to Block development Officer of revenue department, thereby getting less time for educational purposes and more time for the work other than education. Block education Officer has been made class II gazetted officer and answerable to the DEO. In some of the states like Karnataka, Uttarkhand, Orissa and Haryana BEO is also looking after secondary education as National Policy on Education, 1986 revised in 1992 suggested that at block level school education from classes I-XII should be one unit for better coordination, monitoring and supervision. BEO is also the incharge of BRC thereby managing both administrative and academic functions of educational planning and management.
Decentralization of Educational Planning and Management at District, Block, Cluster and Village Levels: Planning has become demand-based instead of supply-based by conducting habitation-wise school-mapping and micro planning and preparation of Annual Work Plan and Budget (AWP&B) at district level on the basis of school, cluster and block level plans. Management has become participatory with the local governance and by involving community in VEC/SMC/PTA at school level, at block and district level by involving expert committees constituted for different purposes like planning, management of different programmes, for training and capacity building for quality improvement, for providing physical facilities and for the programmes of disadvantaged groups.

Management of Educational Programmes through E-governance: E-governance in educational management has made administrative processes and procedures easier, effective without any time gap in the information management. In several states like Kerala, Karnataka, Gujarat, Punjab, Uttarakhand, Maharashtra and Sikkim administrative, academic and financial matters including GOs, circulars, and other documents are directly sent by the directorates at regional, district, block, cluster and school levels. For organization of any kind of training programmes, meetings and seminars, the information is sent by e-mail, through websites, whatsapp and SMS. This has also given impetus for making the delivery of educational programmes more effective.

Strengthening of Educational Management of Information Systems: Earlier, educational planning and management were based on the data collected and published by states and MHRD, Government of India, which had to take several years and resulted delays in implementation of programmes. DISE has made the information management more effective and minimize the time gap in the availability of data and made the governance of education at district, state and national levels more effective.

Sustainable and Increased Investment in Basic Education: Before introduction of SSA, more than 90% of state education expenditure had to be incurred on teachers' salaries and fewer funds were available for infrastructure development. Since the SSA is based on the premise that financing of elementary education has to be sustainable. Long-term perspective on financial partnership between the Central and State governments has been adopted. On the basis of AWP&B of the district through which the funds are provided for educational programmes, the problem of school infrastructural facilities in the states has almost been solved.

Changes in the Delivery Mechanism: Due to the decentralization of planning and management of elementary education, delivery of educational programmes has become
effective. Establishment of BRCs, CRCs for providing academic support to schools, recruitment of teachers at block and district level thereby minimizing time gap as teachers were recruited earlier at state level and participatory decision-making by VEC/SMC/PTA at school level provided much impetus to make the delivery of educational programme more effective.

Management of Disadvantaged Groups: There have been a more focussed educational programmes on the children from disadvantaged groups like SC, ST, CWSN, children with difficult circumstances like street children and children living in difficult areas. Apart from the regular educational management programmes by the concerned directorates like Tribal Welfare, Social Welfare, SC, ST, and programmes like SCP and STP, SSA has given more intensive focussed programmes and identified the backward blocks where it like KGBV, different types of incentive schemes and incentives.

Convergence: Management of development programmes is not possible in isolation. It has to converge and coordinate with different department and agencies. The SSA is conceived as an “umbrella programme” which subsumed all the on-going projects, programmes and schemes aimed at developing basic education. A convergent approach helped overcome the problems of coordination between intra-sectoral and inter-sectoral programme initiatives and at the same time facilitated effective planning, implementation, monitoring and evaluation of the programme. Following are the main agencies with which education officers has to converge for planning and management of elementary education. These are: Health Department for School Health Programme; Women and Child Development Department for (ICDS) Anganwaris; Rural Development Department for Total Sanitation Programme; Revenue Department for MDM; Department of Water supply for drinking water facility; Department of Roads and Building for construction of school building; Social Welfare Department for scholarships, uniforms, bicycles, education for CWSN, child labour, Juvenile justice, child protection—SCPCR; Migratory children and street children; Civil Societies (NGOs) for help in managing Teaching-learning support; Inclusive education for CWSN, migratory children, street children, teacher training, survey work, SMC & PRIs training; Youth Welfare Department for sports; Education Departments of Universities and institutions like SCERT, DIET for academic support; and IT Agencies., PRIs for programme management.

School Development Plan: The practice of school development plan in primary and upper schools and also in secondary schools under RMSA has been started in almost all the states as preliminary findings of Third All India Survey of Educational Administration indicates.
The SDP which is prepared with the help of SMC in primary and upper primary schools and with the help of SMDC in secondary schools provided opportunity for schools for target setting of the educational activities for the development and growth.

**Quality Improvement in Recruitment and Selection of Teachers:** In all the states and union territories in the country recruitment and selection of teachers is based on essential eligibility conditions which include academic and professional qualifications and the Teacher Eligibility Test pass. This process has a positive impact of quality improvement of teaching-learning process in schools. Several states have cent per cent trained teachers and new teachers are being recruited from the list of TET pass teachers.

**Disaster Management in Schools:** Almost in all the states awareness and sensitization programmes regarding managing disasters and safe schools have been conducted at school level along with the distribution of printed materials and installing equipments like fire extinguishers in schools. In some states safety drills in schools are conducted to deal with the emergency situations. Pre-cautions under emergency circumstances are displayed on notice boards in schools and teachers and education officers have been provided training by organizing programmes at block and district levels.

**Best Practices in Educational Administration**

**Student Achievement Card in Bihar:** The student progress card is a quarterly record of the child learning achievement and social skills. The progress of the student is monitored by the class teacher. It is developed by the state and made available to teachers in every school. It also records the total school days every month, alongside the students’ monthly attendance. It also has a column for mentioning the date on which the students are provided the textbooks, uniforms and scholarship.

**Library Movement for Quality Improvement in Ganjam District of Orissa:** The main objective is to develop reading habits of children which not only create leaning environment in school but also develop love for the books which helps in shaping and enriched the character of children. DEO Ganjam constituted a team of BEOs, CRCs and SMC members, meetings were organised with them and programme of library movement was discussed. Available books of each grade including story books and magazines were labelled by the children with a colour like green, pink yellow and violet. A library corner was created in each classroom in elementary school and grade-wise books were displayed with the help of a rope. The children pick-up the books of their choice in their free time and
put it in its proper place after reading. They are encouraged to speak the stories in prayer class which they read in the books. 7th period of Wednesday is dedicated for reading the books other than the textbooks in each and every school in the district. In the 7th period when the bell starts ringing everybody who presents in the school—students, teachers and non-teaching staff drop everything and start reading the books including story books/magazines/newspapers etc. Students are also encouraged to bring the books from their home to read the books during this period. Headmasters are given responsibility to adjust the school time table as per their local situations. It has created a movement of learning environment in schools which enables children to engage in developing their creative skills and group activities by preparing wall magazine and class magazine. Involving teachers in all these activities has enhanced the teaching-learning process and quality improvement of education in schools.

Communitisation of Elementary Education in Nagaland: With the principal aim to improve the standard and quality of education and develop institutions of excellence through the active participation of the community, teachers and parents, the Government of Nagaland has introduced the Communitisation initiative in the education sector, through the Nagaland Communitisation of Public Institutions and Services Act, 2002. Under this novel Act, certain responsibilities like management of financial resources and administrative powers of the communitised schools have been transferred to the village communities through the Village Education Committees (VECs). The objective of this policy is to help create a sense of ownership of public institutions and better management of resources. The Village Council is empowered to constitute the Village Education Committee (VEC), which acts as the local authority to manage the elementary education in the village. The VEC is empowered to control teachers in a variety of ways, including the powers to withhold salary for irregular and absentee teachers and staffs. This power to withhold the salaries for erring employees was made possible because the Salary amount for the government employees in the schools is deposited in advance into the VEC account and the VEC is delegated with the power to disburse the salary. The community also receives funds for key purposes, such as purchase of textbooks, furniture, repair of school buildings etc. However, all these actions of monitoring and control are done on the supervision and support of the government. This achievement was recognized globally and the government of Nagaland was selected for the prestigious United Nations Public Service Awards for communitisation programme in recognition of its innovative use of rich social capital. The award was conferred to the state government on June 23, 2008 at New York, USA.
Information Management Through What’s App Group: A What’s App Group has been created by state, district and block level education officers, supervisor and heads of schools in Sikkim. Any information including circular, government order, message regarding meetings, seminars or photograph to be sent by any stake holder of education department is sent through the What’s App Group so as to minimize the time gap in sending information. This has made the educational management of school education in Sikkim more viable and effective and accountable.

An Empowered Cluster Head in Maharashtra: In Maharashtra, the cluster head below the Block Education Officer is appointed in regular scale. It is a both administrative and academic post. S/he looks after the functioning of about 10 schools, monitor and supervise the activities of headmasters of elementary schools. S/he helps guides in the teaching-learning process, curricular and co-curricular activities in schools, take at least 4 demonstration lessons per week in the schools in his cluster, report extension officer regarding irregularities found in the schools, to arrange for remedial teaching for the slow learners in schools, visits and monitor the activities in pre-primary schools, anganwadi, mahila prabodhan centre, rural libraries, ashram shalas etc. and meetings at school, block and district levels as required.

Human Resource Development Bank at Block Level in Bageshwar District of Uttarakhand: DEEO Bageshwar has introduced the practice of preparing a list of human resource available at block level. These resource persons will include anyone who could help the school or education office in training, teaching or preparing any good scheme for school development or provide any other resource including finance. These resource persons will include the retired persons from any department in the area including education department, NGOs, or any interested person in the community. This practice has helped the schools very much particularly when a teacher is retired or transferred and studies of children suffer. A substitute teacher provide help in continuation of studies of children in school.

Major Issues in Educational Administration

Parallel Management Structures: The mission mode implementation of SSA was expected to influence and reform the mainstream education department to take up the challenge of universal elementary education. It was expected that it will build the capacity of mainstream education department in respect of educational planning and management. This has met only limited success, and over the last ten years, except few states where SSA is the responsibility of mainstream education department, the education departments and
SSA mission agency have tended to function as dual and parallel structures. The already existing structures at the mainstream education department have remained aloof to it, and have tended to hamper the functioning and deprive the programme of the crucial support. Ideally the Directorates of Elementary Education, SCERTs, DIETs, BRC/CRC, State Textbook Corporations etc., and SSA should have been functioning in unison and pursuing a unified vision of universalization of elementary education, but it has not happened.

**Lack of Coordination:** As the trend of reforms in educational administration indicates, while at the secretariat level the unified command of the Education Department had been bifurcated or trifurcated into school education, higher education and language and sports, at the directorate level separate directorates were come up for primary, elementary, secondary, adult and non-formal and higher education for making them effective for the programme implementation mode. Experiences shows that this has helped in focusing programme implementation and decentralizing various functions of administration, however, there has been its adverse effect principally in three main directions. This has led to the lack of coordination among the different sectors of education. There is no word between primary and secondary education sectors since in majority of the states both the sectors have separate setup of administration right from institutional level to secretariat level. And thirdly, increasing expenditure incurred on maintaining separate offices and departments. Further in majority of the states as mentioned above, the problem of coordination is further worsened between SSA, RMSA and the respective management structures of mainstream educational administration at directorates, district, block and cluster levels.

**Increased workload of the Administrative Machinery:** Except a few states like Punjab, Haryana, Madhya Pradesh, there are no norms for fixing the size of the administrative machinery at any level. As a result of the all out efforts for the universalisation of elementary education, the size of the secondary education system, in term of schools, enrolment, and teachers, has increased and the pressure is on. In the absence of proper planning, size of the administrative machinery has not increased; consequently, pressure of work load particularly on the district level education officers has been increasing (NUEPA, Second Survey, 1991-2001). In Orissa, a circle Inspector of Schools looks after on average of 320 secondary schools, more than three thousand teachers and an average enrolment of 68,315 children. Almost all the states do not have block level set up of educational administration for secondary education, in spite of recommendations made by the National Policy on Education, 1986/1992 for establishing a block unit for school education. This is one of the reasons for heavy workload on district education officers. As a result they find little time to visit the school for monitoring and supervision.
Inadequate Linkages with Local Bodies: The Second Administrative Reforms Commission (2008) also strongly advocated that it was expected in the rural areas, Panchayats in general and Gram Panchayats in particular would have critical roles to play in SSA. Panchayats do figure in the texts of SSA documents, but they do not seem to have been given any crucial responsibility in respect of educational planning and management, monitoring and supervision of the school system. At the District level, the entire task is being handled by the District SSA cell. It is a professional body supposedly constituted as a change management unit but the programme does not envisage its linkage with the District and Intermediate Panchayats. The Commission is of the view that integrating SSA with the PRI system is necessary not only for getting better outcomes from the project, but also for sustainability of processes and the institutions introduced by it.

Insufficient School Supervision: SSA did strengthen the academic support system for the schools, but the administrative and academic supervision of the schools remained a neglected area. The BRCs are neither able to conduct academic supervision and nor to provide help and guidance to teaching learning process. BRPs provide training to teachers in different subjects or involved in monitoring of different activities in schools. The mainstream departmental structures also remained weak, under-staffed and under-trained to do this job effectively. If education officers of mainstream education department go to inspection and supervision, their work remained with the head of school offices only and they are not able to inspect fully some of the basic requirements of functional school, punctuality and regularity of attendance of the teachers, maintenance of records, effective liaison with the parents and community, follow up action on the training programmes etc., could not be ensured. Academic supervision where education authorities need to provide help and support to teaching-learning process by the assessment of gaps between competencies and expected performance through classroom observation is completely absent in majority of the states (NUEPA survey studies on educational administration (1973-81,1991-2001, 2015). They neither visit schools as per norms, nor do they spend enough time in schools, if they visit.

Inadequate Teacher Management: The fact is that despite recognizing the central role of teachers in improving the quality of education, the progress in filling up the teacher vacancies has not been encouraging, particularly in states faced with greater shortage of teachers. Equally unsatisfactory has been the progress in redeployment of surplus teachers. It has also not been able to take effective stand on the quality and service conditions of the teachers, even those teachers sanctioned under SSA. State after state recruited contract
teachers with meagre salaries and poor service conditions. Several states like U.P. have lakhs of vacancies in primary, upper primary, secondary and senior secondary schools. Studies indicated that vacant posts of teachers and administrators and capacity building programmes, lack of the system of performance appraisal, lack of accountability of teachers and schools and inadequate promotional avenues were some of the areas that need immediate attention. Furthermore, frequent transfer of teachers has acquired a serious dimension in majority of the states along with problem of teacher absenteeism. There are unsatisfactory service-conditions in terms of pension, gratuity, leave pay, etc.

**Weak Legal Base:** The Education Acts, Codes, Rules and Regulations do not make teachers accountable to the education system, children, parents and community resulting providing low quality education. Few states have Acts to stop use of unfair means in public examinations but cannot enforce due to political interference and other compulsions. There are rigid provisions of rules related to grant-in-aid, recognition and affiliation of schools. In spite of the best efforts of the states for diversification of education sector-wise administrative structure, there is a lack of delegation of administrative and financial powers particularly at the district level. The powers are delegated for a specific period to the District Level Education Officers and are withdrawn after the task is complete. The powers of transfers, service conditions and disciplinary actions generally rest with the directorate. Even, ordinary matters relating to teachers which could have been safely disposed of at the regional/district level offices are referred to the directorate for final disposal.

**Litigation Cases:** Studies have indicated that district education officers and heads of institutions do not have adequate knowledge of various provisions of the Educational Rules, Regulations, Codes and Acts. As a result there are a large number of litigation cases of teachers and non-teaching staff pending in the District Courts, High Courts and even the Supreme Court. These court cases were related to posting, transfer, promotion, pension, gratuity, and disputes over management of private-aided institutions. States do not have a grievance redressal mechanism at any level of administration. And if some states have a mechanism in the form of tribunals at state level, it is not functional. It indicates an increasing dissatisfaction about service conditions among the teachers and non-teaching staff. With educational litigation on the increase, a large amount of money and other resources are being spent on these, both by individual teachers and district and state education authorities. A large share of time of the district education officers is taken by the court cases. Not only the district education officers, who face contempt of court cases but the directors of education also face this kind of situations. The more surprising is the lack of administrative initiatives to create a responsive grievance redressal system that could be
responsible for judicious and timely solution of teacher problems. Grievance redressal is a major problem with most of the states and Uts. Large number of court cases pending in different courts in various states, are clearly indicative of the dissatisfaction that prevails among the personnel about their individual service matters.

**Issues in Personnel Management:** An efficient system of personnel management ensures the maximum returns from the human resources involved in managing various functions at different levels of educational administration. A critical diagnosis of the existing system of personnel management based on the second survey reports of different states and UTs indicates a lack of accountability, knowledge and skills, commitment and motivation among administrators and teachers. If recruitment is done the posting of teachers are delayed for unknown reasons. Frequent transfers of teachers and educational administrators lead to uncertainties, indecisions and instability.

**Less Period of Stay Period for Senior Officers:** It has been found by the NUEPA survey of educational administration that the average period of an IAS officer on a post like the secretary or director of education is very low and in majority of the states it is less than one year. In the absence of stability at the level of secretary or director of education, a systematic functioning of the department becomes difficult. How could an officer develop a vision and mission for the formulation and implementation of education policy and programmes of a state when s/he always remains in a state of transition?

The trend of appointing persons from department of forest, police, postal, agriculture and engineering etc. to head state level education department and education projects at district level has been an issue in educational administration and management.

**Inadequate Academic Management:** Academic support institutions like the SCERTs have no doubt played an important role in educational development, particularly in dealing with what might be termed as the main concern, that is, the quality of education. The contribution of support institutions has been significant in conducting research and surveys, development of curricula, design of syllabi, preparation of print and non-print teaching and learning materials and training of educational personnel. Their role performance suffers from a number of handicaps: lack of adequate resources (staff strength and expertise, infrastructure, financial constraints), lack of coordination with other institutions, which would allow much sharing of expertise and resources and in designing an integrated and comprehensive strategy for educational development. They have yet to assume the think-tank functions. They seldom critically evaluate the value and impact of their activities and modalities of implementing them.

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Inspection, Supervision and Monitoring: Policies, Practices and Innovations in Uttar Pradesh

Amit Khanna
Prabhat Kumar Misra

Uttar Pradesh
Introduction

Inspection, supervision and monitoring are considered to be the major planks of any strategy to improve the quality and standard of school education. The National Education Commission (1966), while analysing the reasons for the breakdown of supervision programmes in Uttar Pradesh and most other states, stressed the need for introducing the new system of inspection, supervision and monitoring in our schools. The educational functionaries perceived the terms ‘inspection’ and ‘supervision’ differently. Inspection has been referred to the system-based assessment and evaluation of schools, teachers and students. It could be seen as a review and reporting on a school’s work by the local authority.

Personnel, inspectors, and advisors play an important role in reviewing performance, with varying combinations of audit and support. Inspection, supervision and monitoring, however, is more concerned with the assessment of academic aspects of an institution. School inspection since its origin in early nineteenth century, however, has been the main instrument of the quality improvement in schools. Tremendous changes have taken place over the years in its organization, functions, and objectives. Studies have shown that in several countries it is now recognized as a school-based activity and a mechanism for continuous school improvement, which can enhance teaching practices in ways that empower teachers, and facilitate students’ learning.

Inspection, supervision and monitoring is a way of advising, guarding, refreshing, encouraging, stimulating, improving and over seeing cooperation in order for the supervisors to be successful in their tasks. Ogunu (1998) defines inspection, supervision and monitoring as: “the art of overseeing the activities of teachers and other educational workers in a school system to ensure that they conform with generally accepted principles and practice of education and the stipulated policies and guidelines of education authority which controls the system of education and provides professional guidance to them (school personnel) to improve the conditions which affect the learning and growth of students and teachers.” Igwe (2001) stated that to supervise means to direct, oversee, guide or to make sure that expected standards are met. Thus, inspection, supervision and monitoring in the school means that the laid down rules, regulations, principles are followed to maintain the minimum standard for the schools which are carried out effectively and efficiently.

The traditional concept of inspection was authoritarian and rigid and did not include the element of professional guidance to teachers. The modern concept of inspection, supervision and monitoring is more scientific, professional and democratic in character.
and methods. The term inspection, supervision and monitoring, accordingly, implies professional leadership by the head of the institution and senior teachers of the school in addition to similar guidance from outside supervisors. It is a dynamic function involving and stimulating the teachers while evaluating their performance with an ultimate view to improving the entire teaching-learning situation. Inspection, supervision and monitoring, as such, involves demonstration teaching, observation lessons, organization of seminars, meetings and workshops, guidance in the preparation of institutional plans etc. This is, however, the ideal situation. In fact, it is the inspecting officers who supervise class room instruction by virtue of their position in the educational administrative set-up. This also involves rating and indexing of teachers, finding out whether the school has the prescribed number of qualified teachers, noting the state of the building and maintenance of accounts and records, looking into the observance of departmental rules and regulations, following the prescribed curricula and syllabi, proper utilization of grants by private schools, and protection of the rights of teachers serving in them.

Present System of Inspection, Supervision and Monitoring in Uttar Pradesh

In the case of Uttar Pradesh the overall inspection, supervision and monitoring of educational activities of primary and junior high schools in the district is the function of 'Zila Basic Shiksha Adhikari'. His duties include the appointment and transfer of teachers of basic schools of the Basic Shiksha Parishad, selection of candidates for B.T.C., drawing salaries of teachers of Basic Shikha Parishad and its other workers from the public ledger account and departmental budget and maintaining monthly abstract of income and expenditure in respect of the Parishad at district level. How the Inspection, Supervision and Monitoring is performed by the education officers at various levels is as follows:-

Regional Level Inspection of School (Regional Deputy Director)

The regional deputy director is charged with the responsibility for overall inspection, supervision and monitoring of educational activities in the districts of the region. His jobs include approval of the appointments of principals of aided intermediate colleges and high schools, grant of scholarships, sanction of grants of different types to the schools, transfer and posting of teachers, clerks etc. He is also authorised by the Director of Education, to serve as appellate authority for disputes between managements and teachers, approval of schemes of administration of schools under private managements, evaluation of work plan at regional level and coordinating it with other departments above district level. He is also responsible for organising regional sports and rallies.
Regional Inspections of Girls School

The regional inspector of girls schools looks after the improvement of teaching work in secondary schools and intermediate colleges in her region. She is also responsible for promotion of co-curricular activities and for the organisation of games, sports, music and art competitions conducted at regional level and also deal with girl education activities in girls school.

District Level Inspection of School

Educational activities in the district, so far as high school and intermediate education is concerned is the responsibility of the district inspector of schools. His work includes panel inspection of intermediate colleges, implementation of plan schemes, proposals for opening of new schools in consultation with the district development committee, selection of site for school buildings, payment of salaries of employees of aided schools, approval of teachers, acceptance of management committees, counter- signing of scholarships and grant-in-aid bills, serving as a coordinating link with other departments for the plan schemes and any other matters related to high school education. He is also responsible for the conduct of district level sports and rallies. The associate inspector of schools helps the district inspector of schools in his duties and in inspection and panel inspection of 50% of the institutions.

Block Level Inspection (Block Education Officers)

In the case of elementary education grass root level inspection, supervision and monitoring work is done by Block Education Officer in Uttar Pradesh. They conduct inspection, supervision and monitoring in different way which may be-classified as under:

a) Planned Inspection, supervision and monitoring:

As an administrative officer, the BEO’s performance or contribution is needed in the Block in respect of implementation of Government policies and management of activities. He has to chalk out inspection, supervision and monitoring programmes for conducting the activities and monitoring the implementation. Such programmes come under his single inspection or supervision.
b) **Casual Inspection, supervision and monitoring:**

Sometimes the Block Education Officer also has to take up the programme of causal inspection, supervision and monitoring of schools located at far-off places to strengthen and give right direction to the implementation process of provisions and also check how far coordinator/N.P. in-charges/teachers are complying with the directions/orders instructions issued to them in time. This type of working maintains awareness and zeal for performance of duties in the functionaries serving the fundamental right of children to free and compulsory elementary education.

**c) Administrative Inspection, supervision and monitoring:**

The Block Education Officer also has to visit the area for administrative inspection, supervision and monitoring to ensure performance of duties. Such inspection, supervision and monitoring programmes may be conducted in two ways:

(i) **Single Inspection, supervision and monitoring:**
The Block Education Officer himself takes up the programme of inspection, supervision and monitoring single-handedly. The Block Education Officer has to prepare a monthly inspection, supervision and monitoring plan of the Block.

(ii) **Team Inspection, supervision and monitoring:**
The inspection, supervision and monitoring programme is chalked out with BSA, Principal of the DIET and others in the team. While preparing such a programme of team inspection, supervision and monitoring, care is taken to include competent and efficient members so that the team may contribute substantially in the areas of administrative measure as well as educational support.

The subject experts (associate coordinators) also need to be taken along while proceeding on inspection, supervision and monitoring so that direct association with the developmental activities takes place which may motivate teachers to work with zeal and the spirit of dedication.

Along with single inspection, supervision and monitoring plan sometimes it is also necessary to chalk out the joint inspection, supervision and monitoring programme with a team. The success of single inspection, supervision and monitoring depends, to a great extent, on the purposefulness of joint inspection, supervision and monitoring programme, particularly in the context of educational improvement and deciding the way of conducting activities related to children’s achievements. In view of R.T.E. 2009 and N.C.F. 2005 now,
receiving education and more particularly quality education is the fundamental right of children. Besides, now child is not to solicit somebody for knowledge, he is the creator of knowledge and has a right to education. Therefore, along with the teachers of the school, the Block Education Officer also bears the responsibility to safeguard the fundamental right of children and do his best to make an active contribution to facilitate the availability of maximum opportunities for creating knowledge. This is possible only when inspection, supervision and monitoring programme is well-planned and objective-oriented. In addition to this, united efforts with uniformity are needed by those who are associated or linked with the world of education. In order to facilitate uniformity in the activities of inspection, supervision and monitoring, monitoring and support and also unity in efforts, it is absolutely essential that first of all the joint inspection, supervision and monitoring programmes are carried out in the district before the single inspection, supervision and monitoring programme which will naturally be carried out later. Theoretically – Joint inspection, supervision and monitoring programme should be prepared in respect of Block/ Nyaya Panchayat/ school and its team must includes Mentor/ District Coordinator, Associate Coordinator, B.S.A. and DIET principal. This inspection, supervision and monitoring programme should also be compulsorily implemented with all the seven subject experts. For this purpose the team may be constituted as follows:-

(i) Principal/ Subject Experts/District Coordinator
(ii) B.S.A. /Mentor/Block Educational Officer/ subject experts.

Both these teams will visit the schools for educational inspection, supervision and monitoring so that the pace of educational improvement may be accelerated. If administrative / financial points are also to be covered under inspection, supervision and monitoring, the Principal, other representative of B.S.A. office may be included in the team but the team members must have clear knowledge about their role so that there may be no need for giving instructions at the site of inspection, supervision and monitoring.

a) Other type of Inspection, supervision and monitoring:

Unexpected situations may arise in the Block which are not included in inspection, supervision and monitoring programmes, hence one has to be prepared for such situations. In case the Block Education Officer’s diary contains detailed information about problems, difficulties and needs of his Block, then during casual inspection, supervision and monitoring he may present solutions to specific problem before all concerned. From such examples his associates, workers and supporting staff will get indirect motivation for proper use of time and management of activities.
Present policies of Inspection, Supervision and Monitoring


The new norm for inspection, supervision, and monitoring is as follows:-

1. **School grading**: Indentify the week primary/upper primary school according to the school grading norm -

<table>
<thead>
<tr>
<th>S. No.</th>
<th>Point of Grading</th>
<th>Marks</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td><strong>Physical environment</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(a) Maintenance of buildings</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>(b) Availability of toilet &amp; rightful use</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>(c) Planting trees/gardening</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>(d) Availability of hand pump</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>(e) Cleanness of school surrounding</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td><strong>Physical environment</strong></td>
<td><strong>5</strong></td>
</tr>
<tr>
<td>2.</td>
<td><strong>Community participation</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(a) Regular meeting of School Management Committee (SMC)</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>(b) Financial and physical cooperation of the community</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>(c) Regular meeting of parents</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td><strong>Community participation</strong></td>
<td><strong>5</strong></td>
</tr>
<tr>
<td>3.</td>
<td><strong>Attendance against enrolment</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Enrolment:-</td>
<td></td>
</tr>
<tr>
<td></td>
<td>A household survey is conducted by the school authorities to indentify children in the age group of 6 to 14. In a school household survey record not found then 0 marks given.</td>
<td></td>
</tr>
</tbody>
</table>
### Attendance

Increase in students’ attendance headmaster and teachers need extra work. Marks obtained on the day of inspection the physical percentage of attendance.

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) 96 to 100 percent</td>
<td>5</td>
</tr>
<tr>
<td>(b) 91 to 95 percent</td>
<td>2</td>
</tr>
<tr>
<td>(c) Less than 91 percent</td>
<td>0</td>
</tr>
</tbody>
</table>

### Educational level

**Preparation of teacher (Discussion to the teacher)**

<table>
<thead>
<tr>
<th>Requirement</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Weekly time-table</td>
<td>1</td>
</tr>
<tr>
<td>Preparation of lesson plan and its use</td>
<td>1</td>
</tr>
</tbody>
</table>

**Teaching method**

<table>
<thead>
<tr>
<th>Requirement</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teaching method used according to lesson plan</td>
<td>1</td>
</tr>
<tr>
<td>Boy and girl interest in participation in group activities</td>
<td>1</td>
</tr>
<tr>
<td>Boys and girl opportunity to exercise</td>
<td>1</td>
</tr>
<tr>
<td>Evaluation of teaching section</td>
<td>1</td>
</tr>
<tr>
<td>Examine the student work and correction made by student</td>
<td>1</td>
</tr>
</tbody>
</table>

**Teaching method**

<table>
<thead>
<tr>
<th>Requirement</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Subject presentation and availability and use</td>
<td>2</td>
</tr>
<tr>
<td>of TLM in group work</td>
<td></td>
</tr>
<tr>
<td>----------------------</td>
<td></td>
</tr>
<tr>
<td><strong>Use of TLM</strong></td>
<td></td>
</tr>
<tr>
<td>(d) Classroom management</td>
<td></td>
</tr>
<tr>
<td>(i) Build the large group and small group of children and teacher help to children</td>
<td></td>
</tr>
<tr>
<td><strong>Classroom management</strong></td>
<td></td>
</tr>
<tr>
<td>(e) Special teaching</td>
<td></td>
</tr>
<tr>
<td>(i) Identify the class and subject wise lower learning outcomes children and provide special teaching arrangements</td>
<td></td>
</tr>
<tr>
<td><strong>Special teaching</strong></td>
<td></td>
</tr>
<tr>
<td>(f) Co-curricular activities</td>
<td></td>
</tr>
<tr>
<td>(i) Celebration of National festival and prayer place</td>
<td></td>
</tr>
<tr>
<td>(ii) Arrangement of class wise PT/Scout Guide etc.</td>
<td></td>
</tr>
<tr>
<td>(iii) Arrangement of Game/Culture/Educational Competition</td>
<td></td>
</tr>
<tr>
<td><strong>Co-curricular activities</strong></td>
<td></td>
</tr>
<tr>
<td>(g) Participation of SC/ST/Minority children</td>
<td></td>
</tr>
<tr>
<td>(i) Arrangement of Game/Culture/Educational Competition</td>
<td></td>
</tr>
<tr>
<td>(ii) Participation of questionnaires/research/survey activities</td>
<td></td>
</tr>
<tr>
<td><strong>Participation of SC/ST/Minority children</strong></td>
<td></td>
</tr>
<tr>
<td>(h) Girl participation</td>
<td></td>
</tr>
<tr>
<td>(i) Arrangement of Game/Culture/Educational Competition</td>
<td></td>
</tr>
<tr>
<td>(ii) Participation of questionnaires/research/survey activities</td>
<td></td>
</tr>
<tr>
<td><strong>Girl participation</strong></td>
<td></td>
</tr>
<tr>
<td>Participation of CWSN children</td>
<td></td>
</tr>
<tr>
<td>-----------------------------</td>
<td></td>
</tr>
<tr>
<td>Preparation of plan and implementation for CWSN children</td>
<td>1</td>
</tr>
</tbody>
</table>

**Participation of CWSN children**

5. Boys and girls learning achievement in half yearly examination

6. The mark obtained by students in this examination calculation made by the following manner

1. Calculation of student-wise average = Total marks obtained in all subjects / Total number of subjects
2. Class-wise average = Average marks of all the students in the class / Total number of students in class
3. School average = Add class average of all the classes / Total number of classes
4. Performance of student in test = School average \( \times 0.55 \)
5. Obtained number is grading number:

<table>
<thead>
<tr>
<th>Marks</th>
<th>Grading</th>
</tr>
</thead>
<tbody>
<tr>
<td>75-100</td>
<td>A</td>
</tr>
<tr>
<td>60-74</td>
<td>B</td>
</tr>
<tr>
<td>50-59</td>
<td>C</td>
</tr>
<tr>
<td>35-49</td>
<td>D</td>
</tr>
</tbody>
</table>

**Role of Education Functionaries in School Grading**

- School grading is done by two-member joint committee - one team member is NPRC/ABRC and other team member is nominated by principal DIET.
- School grading is done after half yearly examination or month of October.
- School grading information is collected by NPRC/BRC.
- Block Education Officer conducts at least one-time inspection in every school in block.
- Block Education Officer conducts at least 20 schools inspection, supervision, and monitoring in each month.
• District coordinator conducts training inspecting/supervising at least 20 schools in a month.
• BSA and Principal DIET conduct inspecting/supervising 10 schools in a month.
• AD (Basic Education) creates a one task course member of task course for inspecting/supervising 5 schools in each Tehsil covering all Tehsils in a Mandal.
Secretary, Basic Education has issued a circular dated 26 November, 2014 creating a one task force for the purpose of inspecting and supervising in govt. schools. Senior education officer like Director, Additional Director, Secretary Basic Shiksha Parishad and all District Level Officers should inspect the elementary schools according to given norm.
School Inspection, supervision and monitoring Performa

General Check Point:
1- School Name, Block Name, District: .................................................................

2- Head Master/Principal’s Name and Mobile No. -------------------------------
3- Class wise Enrolment and Attendance:

<table>
<thead>
<tr>
<th>Class-1</th>
<th>Class-2</th>
<th>Class-3</th>
<th>Class-4</th>
<th>Class-5</th>
<th>Class-6</th>
<th>Class-7</th>
<th>Class-8</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enrolment</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Attendance Number</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Attendance Percentage</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

4- Working Teacher/Shiksha Mitra’s Number and Attendance:

<table>
<thead>
<tr>
<th>Teacher</th>
<th>Number</th>
<th>Attendance</th>
<th>Absent, Reason of absentees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Shiksha Mitra (Primary School)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Instructor (Upper Primary School)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

5- Are separate functional toilet available for boys and girls-------------------
6- Are safe drinking water facility available-------------------------------
7- Do teacher and parent communicate with each other or not------------------
8- Status of constituting SMC and regular meeting of SMC----------------------

Academic Check Point:
1- Is school arranging regular prayer:------------------------------------------
2- Is school organising classes according to time table:-------------------------
3- Is teaching work done according to lesson plan:---------------------------
4- Are workbook used by boys and girl:------------------------------------------
5- Is writing work of students checked by teachers regularly:-------------------
6- Are the Performa cumulative regard being proper maintaining by teachers and also being continuously -----------------------------------------------
7- Are syllabus completed before inspection date:--------------------------------
8- Primary School

(19-21 April, 2016, New Delhi, INDIA) Draft papers for discussion
ANTRIEP Regional Workshop on Educational Administration and Management: Existing Practices and Innovations

Class-3

- What is the status of ability of Hindi reading?
- What is the status of knowledge of counting and table?
- What is the status of general knowledge?

Class-5

- What is the status of ability of language (Hindi/Urdu/English) reading?
- What is the status of general knowledge?
- What is the percentage of solving Mathematics questions?

9- Upper Primary School

Class-7

- What is the status of ability of language (Hindi/Urdu/English) reading and writing?
- What is the status of general knowledge?
- What is the percentage of solving Mathematics questions?

Class-8

- What is the status of ability of language (Hindi/Urdu/English) reading and writing?
Implementing Steps for Purposive Agenda: in Case of Secondary Education of the State:

There has been a usual practice in the department that the Joint Director Education and the District Inspectors of schools constitute a panel team which has been performing the panel inspection of intermediate colleges. It is notable that the task of inspection, supervision and monitoring of Govt. and Govt. Aided High Schools and intermediate colleges has been going on in U.P. in accordance with the provisions given in the education Act. 1921. For some years a sort of slackness has been marked in this task but in the present context its need has been strongly felt and essential instructions have been issued to all the regional Joint Directors of Education, Deputy Directors of Education and the District Inspectors of schools in this regard.

That for the purpose of inspection, supervision and monitoring it has been directed that a meeting of principals will be convened in the first week of every month in which experts and participants will review and take stock of subject wise curricular activities, difficulties felt by students, panel inspection of institutions, co-curricular activities sanitation and colouring and wall-washing, execution of ICT plan conditions of classroom teaching, the condition of experimental activities to be done by students and the condition of getting the curricular activities completed. Every school will be reviewed and inspection report will be prepared and sent.

According to the educational code one day inspection of High Schools and three-day panel inspection of Intermediate colleges will be performed. The list of school wise experts will be sent by the Joint Director of Education for panel inspection. Keeping this list in view the District Inspectors of schools will fix the school wise dates for subject experts of language.

(19-21 April, 2016, New Delhi, INDIA)
Mathematics, Science and Social Science and invite them for inspection of schools. In the successive order of inspection first of all the Govt. Schools, then Govt. aided High Schools, Intermediate colleges and then unaided recognized schools will be inspected. The schools will be made acquainted with the inspection programme just ten days before inspection. During the inspection programme it will also be assessed what is the position of participation of students in the co-curricular activities, debates, good writing, spelling improvement competition, quiz competition scouting guiding activities and athletics.

The number of days of inspection and night stay is also fixed for regional and district level officers. The details of night-stay and inspection programme will be sent to the Director of Education by the Joint Director of Education and Director of Education (Secondary) will make the report on details of inspection available to the Government. The District Inspector of Schools will make a programme of regular visits of schools of his district to ensure well-planned teaching learning activities there.

Suggestions:

a) Transferring the academic supervisory role from education authorities to heads of schools is now necessary. The value of the head as instructional leader and facilitator has been generally recognized. School-based instructional supervision by heads could bring about and sustain the professional development of teachers.

b) The training of new supervisors and retraining of the old ones should be put into consideration, to enhance teaching efficiency. Special centers should be made available/established by the government for this purpose. This is important because of the idea of introducing the new trends in teaching.

c) If supervisors are reinforced with available working materials such as transportation, conducive working environment and enhanced salaries and allowances the supervisors will be motivated to perform better.

d) Most of the BEO suggested academic supervision and physical verification of records.

e) Most of District Education Officer suggest inspection should take place three times in a month and submission of inspection report every month.

f) The supervisors need to discuss different activities with teachers and give them the opportunity to find out the best way to do them. They should respect and trust teachers while suggesting improvements in their teaching-learning process to them.

g) To improve the skills of school supervisor appropriate actions/sanctions should be taken against erring or deviant supervisors who tend to undermine the expected standard. If supervisors perform well they should be encouraged and rewarded but if found wanting in their jurisdiction measure should be undertaken as a deterrent for others.
With the above mentioned observation the purpose of Inspection Supervision and Monitoring could be achieved and that is what the State Govt. of U.P. is thing to establish with the help of the State functionaries, teacher and the effective cooperation of the society of large who are the major stakeholders in the process of educational development.

References:
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- Govt. order No. 4827/79-4-2016 Dated 26-11-2016.
- Govt. letter No. 56/2015-16/8/4 2015.
- NUEPA Occasional Paper 38 Academic Supervision is secondary schools-R.S. Tyagi.
- Secondary Education India Universelizing opportunity (January 2009 document of word bank).
The Internal Support Mission (ISM) - A New Model for Educational Supervision in Kerala

Johns V John

Kerala
Introduction

This paper is on the implementation of educational supervision. There is no need for an introduction on academic supervision in the context of a well-planned school education system in a developing state of Kerala. Still a look back on what The National Policy on Education highlighted in 1986 on the educational supervision is relevant here too. The Policy told that "the educational supervision is for ensuring quality control through regular inspection and continuous supervision of instructional and other educational services". The Policy also observed that "the supervision is an effort of designated school officials towards providing leadership to the teachers and other educational workers for the improvement of instruction." It also involves the stimulation of professional growth and development of teachers, a selection and revision of educational objectives, materials for instruction, methods of teaching and the evaluation of instruction.

The essence of supervision is, therefore, the monitoring of the performance of teachers, identifying the merits and demerits and using befitting and amicable techniques to ameliorate the flaws while still improving on the merits thereby increasing the standard of schools and achieving educational goals. Supervision is thus an integration of a number of processes, procedures and conditions that are consciously designed with the sole aim of advancing the work effectiveness of teachers and other personnel involved in the schooling process. In order to enhance the quality of instruction, the role of the supervisors should be supportive, assisting, explanatory, encouraging, guiding, advisory, improving and sharing rather directing or imposing.

As educational supervision needs to be supportive, motivational and democratic, its purpose and manner of implementation should be changed. As Nancy Kline pointed out “Supervision should be an opportunity to bring someone back to their own mind, to show them how good they can be.” Educational supervision should bring out teacher’s commitment, pedagogic outlook, and creativity. It also brings about the ways and means within them to design the classroom process that usher in construction of knowledge. Moreover, teachers should feel that they are the essential components of a system, where there is the positive response to the everyday need of refining their methods of teaching.

With this view the objectives and mechanism of the educational supervision that existed in Kerala were examined. Following were the objectives and mechanism of the educational supervision that existed in Kerala;
1. **Basic Principles of effective supervision**

   a) There should be a healthy atmosphere free from pressure and stress. Teachers must be given orientation about the quality of work expected from them. New staff must be given orientation concerning the job.

   b) There should be room for constructive criticism, that is, poor work should be assessed, and advice should be given to the teacher concerned.

   c) Teachers should be given the opportunity to prove their capability; they should be allowed.

   d) To use their initiative when performing certain tasks or taking the decision in some crucial areas.

   e) Teachers should be motivated and encouraged to work, to increase their productivity that will enhance organizational goals. It is mostly based on human relation principles rather than the traditional masters versus servant attitude. It is usually associated with a lot of discussion and exchange of ideas to find out which method works better. They usually come as colleagues rather than fault-finders and reporters. It is regular, scheduled and well planned. It helps in boosting the morale of the teacher and pupils in doing what they do well and in correcting what they do not do well.

2. **Mechanism for supervision that existed in Kerala**

A brief account of the structure of the machinery for educational supervision in Kerala is given below;

   a) The state has the Director of Public Instruction (DPI) and an Additional Director of Public Instruction (ADPI) and two Joint Directors of Education to assist the DPI. There is a Deputy Director of Education in each revenue district as the district level superior for educational supervision.

   b) Deputy Directors of QIP wing of the State Directorate help the above heads to design programs for quality improvement.

   c) District Educational Officers are the responsible personnel in educational districts and the Assistant Educational Officers in the sub-districts for conducting educational supervision at least once in a year.

   d) The DIET faculty and BRC trainers are deputed to provide on-site-support to the teachers.

   e) Heads of School are the responsible personnel for educational supervision of the teachers in each school.
f) Whoever the personnel, educational supervision is carried out only with the help of a pre-designed tool, exclusively for the purpose. After the visits, observations and suggestions were prepared in the form of a report.

Though the above given was the structure of educational supervision, when it was implemented for the last three decades following challenges were noticed from different corners.

3. Challenges of educational supervision

a) Lack of time for the monitoring staff due to other duties.
b) Lack of formal training in supervision and thus the supervising officers were not conversant in the new curriculum.
c) Lack of seminars and workshops for dissemination.
d) No transparency and accountability of what had been supervised.
e) Supervision was limited to administrative matters and no fruitful academic support was provided to teachers.
f) Opportunities for sharing of best practices with the interest groups were rare.

But, modern concepts of educational supervision are different from that of the above one. Following are the modern concepts of educational supervision:

4. Modern concepts of educational supervision

a) Supervision and inspection are considered to be the major planks of any strategy to improve the quality and standard of the school education. The traditional concept of supervision and inspection was authoritarian and rigid and did not include the element of professional guidance to teachers.
b) The modern concept of supervision and inspection is more scientific, professional and democratic in character and the methods. It is a dynamic function involving and stimulating the teachers while evaluating their performance with an ultimate view to improving the entire teaching-learning situation.
c) Supervision, as such, involves demonstration, observation of lessons, the organization of seminars, meetings and workshops in the preparation of institutional plans. The National Education Commission, while analyzing the reasons for the breakdown of supervision programs in most states, stressed the need for introducing the new system of supervision in our schools. The commission considered this as one of the main problems in the reform of school education. Studies conducted in Kerala under the
SIEMAT, DIETs and SSA pointed out that the main reason for the setback in quality in education was due to the absence of effective monitoring mechanism.

This modern outlook towards educational supervision necessitated the formation of the next best alternative, which was the Internal Support Mission. Monitoring and supervision of education in schools faced many challenges and hurdles which adversely reflected in the quality of education. In order to address the constitutional mandate of providing quality education as per the RTE 2011, the state should identify an alternative to traditional monitoring mechanism and to make it a support system. In the circumstances, the General Education Department, Govt of Kerala introduced a novel innovative monitoring mechanism under the caption Internal Support Mission (ISM), which made drastic changes in efficiency and accountability of the educational system within a span of nine months since its inception.

5. Objectives of the ISM

a) To improve the academic standard of students through establishing effective support mechanism.
b) To develop research oriented activities to solve academic issues in a professional way.
c) To identify effective solutions to academic issues.
d) To develop effective support mechanism policies and strategies of school monitoring.
e) To coordinate all interventions of the department, like teacher training, academic management, academic review, and planning, on a common platform.
f) To assess the effectiveness of academic support provided to schools in qualitative and quantitative terms.

6. The Structure of ISM

a) ISM is a mechanism for improving the quality of education through intervening the process of learning in the classroom by ensuring effective monitoring and support system in convergence with all agencies involved in school education.
b) A team of educational administrators (DDE, DEO,AEO)and academic faculties (DIET,SSA)was constituted and given orientation on the process, strategies and approach towards assessment, in order to equip them to undertake the task of educational supervision.
7. ISM in action

The ISM team is expected to design an action plan for the treatment of issues identified in schools by designing objectives, setting hypothesis, activity package, try out and empowering the teacher to continue the process in coming days. The ISM will identify highlights of activities which can be disseminated among other schools. ISM acts as a democratic, inspiring and motivating mission through helping teachers to identify classroom issues, to analyze the issues, and to develop the action plan to address the issues. Teachers are encouraged to undertake research oriented approach to classroom issues by interacting, discussing, debating with the team in a democratic environment. By sharing the success stories of teachers in different schools their confidence and accountability has been increased.

The team will identify the highlights and academic issues through class observation. Analysis of the classroom products, portfolios, answer scripts, and teacher reflection notes will also be completed. The report of ISM will include innovative activities which can be disseminated. Academic issues identified, action plans proposed to address the issues and the academic support provided will also be noted. The findings of the visit are to be disseminated to the stakeholders, society, and the academic community for the improvement of the system, through seminars.

8. Findings of the ISM

a) The ISM teams in all the 14 revenue districts could identify certain number of school level initiatives, which were effective pedagogic experimentations, e.g. Code-switching strategy in the language learning of the children of migrant Labourers in Govt. HS Binanipuram, Various pedagogic interventions in reading and writing of GovtUp school varenikkal, Mavelikkara, Intervention in environmental science of Std IV done by Govt.Tribal school, Kattappana, Idukki etc.

b) Through undertaking such initiatives, the teachers have become professionals with research aptitude to solve pedagogic issues faced by them rather than waiting for external sources to solve them. This attitude helped them empower themselves.

c) Though the visit of the ISM team was only for five or six hours in a school in a day, it gave teachers a sort of alertness towards their planning and implementation of classroom process. They could identify that the purpose of the visit of the ISM team was not administrative, but academic which was an area of interest for them.

d) Teachers felt the functions of the ISM as reciprocal, i.e., it was a give-and-take activity—teachers demonstrate their innovative ideas, while the ISM team enriches the strategies through face-to-face discussion.
One year functioning of the ISM has resulted in certain qualitative and quantitative achievements in classrooms and school atmosphere.

a) Teachers have formulated the assumption that the ISM team is a group of experts who can intervene in solving pedagogic issues.

b) Teachers plan classes to demonstrate their best; otherwise, they make attempts to showcase their excellence. Actually, this is the portfolio of teachers, as the students have their own portfolio that speaks of their growth and development. Likewise, the attempts for demonstration represent teachers’ growth and development.

c) The team approach of the ISM gave a new culture to the middle-level and upper-level officers to work jointly, rather than shouldering the responsibilities of educational supervision as isolated islands. The team approach evolved among the teachers of the individual schools to showcase themselves as a team before the ISM is yet another dimension of the new model of educational supervision.

d) Pedagogic initiatives identified from schools were shared in sub-district level and revenue district level seminars. A few selected ones were presented in the state level seminar. These forums of educationalists, trainers and experts gave opportunities for lifting the teachers to presenters to express their soft skills and presentation skills.

Kerala is a land of concepts, where a special model has been evolved for economic and social advancement, which has been acclaimed as the Kerala Model with its three major features of low birth rate, higher life expectancy, and 100% literacy. No doubt, the ISM has ushered in a new model of educational supervision in the glorious history of the general education in Kerala. Undemocratic and authoritarian outlook with all traditional models of educational supervision has been mitigated in the new model. Therefore, this model should be continued in the ensuing academic years. Training to the ISM is essential as new members are added to or left out of the team every year. The number of visits of the ISM team to each school can be increased from one to two in a year. If the visit of ISM team gets a proper position in the school education calendar of the State, it can be another step that can solve many problems in the classrooms and the schools.

Thanks to all those who cooperated with the concept of the ISM and who laboured for realizing the plan as a reality. Thanks are also due to the officers, DIET faculty, BRC trainers and teachers who contributed data for the present study.
Teacher Management in School Education: Policies, Practices and Innovations in Teacher Recruitment and Accountability

Ratnamala Arya

Madhya Pradesh
Abstract

Thus, policies, practices and innovations pertaining to managing teachers in school education become a crucial and major task for the administrators and policy makers of the country. Different aspects related to the profession should be carefully addressed, planned and implemented for smooth functioning of the education system. Recruitment, deployment transfer, accountability and professional development of teachers are some of the important aspects in teacher management. The paper addresses the need of effective and efficient teacher management in school education and role of innovative practices.

Introduction

“This is a time of accountability in Education.”

Kim Rabon rightly points out about the present need in Education. Education is an essential concomitant of all human societies. It is an essential human virtue, a necessity of society, basis of good life and sign of freedom. It is what places individuals in society. It is the window to the knowledge and progress in the modern society. The percentage of illiterate population in the country is the lost opportunity of the increase in overall knowledge and progress in particular spheres of society life. Human brain is built in a way that it develops itself by absorbing new information and transferring it through internal perception tool in order to receive unique and reasonable outcome in the shape of thoughts, emotions, conclusions and feelings. With that picture in our mind, it becomes evident that we need learning and education is the best way to make this learning process as efficient and effective for our individual needs as possible. Educating is just one of the many things a teacher has to perform.

A teacher is a counsellor, administrator, leader, and facilitator besides being an educator. The roles are several and multi-dimensional. Thus, a teacher’s life revolves around multi-tasking and performing duties. The teacher becomes the yardstick that measures the achievements and aspirations of the nation. The worth and potentialities of a country get evaluated in and through the work of the teacher. The people of a country are the enlarged replica of their teacher. They are the real nation builders. This has been expressed by several commissions and committees. It needs no description that the teacher is the pivot of any educational system of the younger students. On him/her rests the failure or the success of the system. If the teachers are well educated, accountable and if they are intellectually alive and take keen interest in their job, then only, success is ensured. But, if
on the other hand, they lack training in education and if they cannot give their heart to their profession, the system is destined to fail.

**Need and Significance of Teachers in the Education System**

Education is a lifelong process and without the help of a teacher it will be incomplete. According to the National Policy on Education (1986), “no society can raise above the standard above of its teachers”. Stressing on the need for quality teachers' the American President Obama commented as, “the single most important factor in determining a student's achievement isn't the colour of his skin or where he comes from, but who the child’s teacher is”. Development of human resource is the work of a teacher. Education has to develop the spirit of service, social sensitiveness, moral character and cooperation in the student. This is possible only with the help of teachers. To create a positive approach and attitude in an individual teacher is a must. A classroom comprises of many students with different potentials and possibilities. The teacher provides knowledge to all these students and in this way he prepares future teacher, lawyer, doctor, politicians etc. Thus teaching is the mother profession of all other professions. In the words of Henry Adams “a teacher affects eternity; he can never tell where his influence stops”. Though a teacher-training program focuses on training to produce an effective educator, there are actually many more roles a teacher has to play throughout the career. The roles of a teacher are the various responsibilities and activities in which teachers engage.

In the ancient period, teacher had the major role that is of a ‘guru’ where ‘GU’ means darkness and ‘RU’ means to ‘remove’. Guru also played the role of an advisor and role model. Here, teachers were revered as the ‘Param Brahma’, the creator-creator of ideas and ideals; he is the preserver-presenter of truth and justice; he is the destroyer-destroys both intention and deeds of evil. India gave the great glory to the teaching profession because of the voluntary poverty, selfless service, high scholarship and pure moral and spiritual conduct of the teachers. At that time religious and spiritual factors were predominant in the choice of teaching careers. But in the modern age, it is almost deteriorated to merely getting a job.

**Defining Accountability:** Accountability is the assignment of responsibility for conducting activities in a certain way or producing specific results. A teacher's accountability towards the profession matters the most as the future of the any nation would depend on the dedication and devotion of its teachers towards the profession.
The Roles of A Teacher

The word ‘teach’ is derived from the Anglo Saxon word ‘teacon’ which means “to impart”, “to instruct”, “to make aware of” and “to train”. A teacher can be defined as a person who has enough knowledge in any field and conveys this knowledge to the ignorant one. According to UN, “education is a process which draws out the best in man with the aim of producing a well balanced personality”. Education has a very significant role in developing an individual to the level of perfection by drawing out the best citizen from him, best Indian from him. In the opinion of Dr. A. P. J. Abdul Kalam, the former president of India, “the whole purpose of education in a country is to develop and enhance the potential of human resource and progressively transform it into a knowledge society”. To fulfil this purpose of education, teacher has a very significant and non replaceable role. The UNESCO international commission on education for twenty first century has identified four pillars of learning-learning to know, learning to do, learning to be, learning to live together. This can be achieved with the help of teachers. In the field of education, the one which influence the life of students is the teacher. There is a phrase ‘as is the teacher so is the child’.

In the previous system of education, teacher had the principal role. But in the new approach the learner occupies the centre of the education system. The needs, interests, level, age and potentials of the child are taken into account. Now the process of education is not the process of inputting something to the head, but drawing out from the child. Teachers assess the nature of the students, watch their natural interests, encourage potential in them and inspire them to bring out the best in them. Contents and evaluation systems are upgraded and developed. The modern teacher depends on encouragement, suggestion and sympathetic ways. The modern teacher encourages constructivism. The main characteristics of constructivism are:

(A) All knowledge is human construction

(B) Learning is an internal process and that occurs in the mind of an individual

(C) Experience or interaction is required to create knowledge

(D) Follows the principle of collaborative and cooperative learning strategies.

Thus in the new approach, the traditional role of teachers as providing knowledge to the student is totally changed. But the learner centered approach doesn’t reduce the importance of teachers. In the new approach the role of the teacher become more complex. They have to create new insights, competencies and outlooks. The new century is an era of
globalization, knowledge explosion, technological innovations and enormous scientific growth.

The field of education is undergoing changes miraculously. Changes like virtual classrooms, global communications, distance learning, global economies, tele-courses, corporate classrooms, increased competition among social agencies for scarce resources etc. have come. In this situation, in addition to the role of teachers as knowledge provider, s/he has to perform a number of roles. These roles are of a role-model, a guide, a friend, a mentor, a substitute parent, a facilitator, a social engineer, a leader, and a class teacher. The additional roles are that of a creator and provider of knowledge, as a classroom manager, instructional designer, mediator of culture, environmental educator, value educator, inclusive educator, online instructor and so on and so forth. The teacher’s role is not limited by these phrases; a teacher being the curriculum instructor is the destiny maker of the country and thus plays a prominent role in nation building. According to the Kothari commission report (1964-1966) “the destiny of India is being shaped in her classrooms”. Teacher is a maker of man. He is the foundation of all education and thus of the whole civilization of mankind. “No nation reconstruction is possible without the active cooperation of the teacher” (John Adams). Teacher can be called as ‘nation builder’ since the future of the nation is built through education. The teacher influences the minds of the youth and helps them to be proud of their culture, national character and national emblem and ornament themselves with societal conducts. Thus teacher has to play a vital role as nation builder.

Expected and essential qualities for teachers are character, tolerance, talent, truthfulness, efficiency, empathy, attitude, affection, care, honesty, humble nature, enthusiasm, encouragement, research oriented, subject knowledge, punctuality, respect, faithfulness, honesty, obedience, cleanliness, self evaluation, regularity, sincerity, good manners, discipline, patience, sharing, sympathy, justice, loyalty, gratitude, freedom, attitude of impartiality and objectivity, in other words, a complete personality. In this modern era teaching is a complex process and the role of teacher is also complex, multidimensional and challenging. These qualities can prove their prominence only with commitment, dutifulness, responsibility, sense of service, responsibility dedication and accountability. Teachers have to play roles ranging from simple classroom teachers to role model. It is not a simple task; but a time consuming process and need constant concentration of mind. To play these roles effectively teacher has to face great challenges and needed to use technological applications, improved ways of teaching and more than that, he or she should be a continuous learner. They should have good mind and attention to gain all the qualities needed for an efficient teacher. In the age of knowledge explosion also teacher is a must for student’s wellbeing.
“Many of the biggest advances in civilization have been the chief work, not of politicians or investigators, not even of artists, but of teachers”.

Thus the role of teacher in education is everlasting and evergreen.

**Recruitment of Teachers**

The preparation, recruitment, and retention of teachers can be viewed as a pipeline that springs leaks over time. In many developing countries, the number of recruitments has not been able to keep up with population growth. Although the challenges of implementing a policy framework that links teacher preparation, teacher recruitment, and teacher retention are great but they must be met soon to achieve the aims of education. Some of the more important of these challenges have been to plan teacher preparation with the needs of diverse learners, content standards, and contemporary classrooms; simplify and streamline hiring processes so teachers are not discouraged from teaching, particularly in ‘hard-to-staff’ difficult area schools; ensure that the teachers participate in quality induction and mentoring programmes; reinvent professional development for teachers so that it supports sustained growth and is organized around standards for accomplished teaching. Keeping the supply and demand of quality teachers balanced requires a consideration of several factors. There are three major components of teacher demand: pupil enrolment, pupil-teacher ratios, and turnover. When faced with difficulties in finding sufficient numbers of quality teachers, school administrators traditionally do one of three things. They either hire less-qualified teachers, assign teachers trained in one area to teach in the shortage area, or make extensive use of substitute teachers. As a consequence, many students, particularly at-risk students, are being taught by teachers who lack the knowledge and skills necessary to produce desired student learning.

**The Education System of India**

The education system of India has following levels in education:

- **Pre-school**: The Montessori system
- Private play schools
- Kindergarten
- Primary school – PRTs (I - V Class)
- Middle school – TGTs (VI – VIII Class )

(19-21 April, 2016, New Delhi, INDIA)
Secondary school – TGTs (IX & X Class)

Higher secondary – PGTs (XI & XII)

Undergraduate

Postgraduate

If the school management is considered as basis of classification, following types of school are run in India:

**Types of Schools**

- Public/government schools
- Private schools
  - Aided
  - Unaided
- International schools
- National open schools
- Special-needs schools

**Table 1.0 Number of Institutions by Type 2013-14**

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Data Source: For School Education: U-DISE-2013-2014(P) Refer: MHRD Document

**Educational Statistics at A Glance**

National Commission on Teachers – I (1983, Chattopadhyaya Commission) pointed out the shortage of teachers in the schools and made the recommendations that professional
training for the elementary school teachers should begin only after Twelfth class and the training should be of at least two years duration. There is a direct relationship between demand and supply of teachers. The commission emphasized on recruitment of Women/Female teachers. Proper housing and medical facilities in rural and remote areas for Women teachers should be provided for a rural teachers’ job. It expressed concern over low academic profile of teachers. Weightage to academic and interview score together should be considered during recruitment with some reliable tests, of general ability and aptitude for teaching. Teacher Selection Committees should do their selection jobs more objectively and scientifically and communication abilities of a teacher while recruitment must be given due importance. In view of the enormous importance of selecting the right type of teachers wherever it is possible, to recruit a teacher first, after completion of the twelfth class or graduation as the case may be, and then send him for training to a training institution or College of Education. It was with a hope that with a job assured some talented youths may feel drawn to join the profession.

Various strategies are used to deal with the problem caused by the gap between the supply of high quality teachers and the demand for them. They include strengthening teacher preparation programmes by emphasizing standards and accountability, creating alternative pathways into teaching, attracting mid-career professionals, luring retired teachers back into the classroom, and other incentives to attract teachers. As per the Kothari Commission recommendations, the improvement in the salaries of school teachers must be linked with an improvement in their qualifications and methods of recruitment. The responsibility for this was levied on the State Education Departments. The qualifications of teachers should be prescribed by the State Board of School Education and the Education Departments, would have to devise proper procedures for their recruitment. In the light of these and in view of local conditions, the commission had trust that the State Board of School Education would prescribe the qualifications for primary and secondary teachers in all schools-government, local authority or private.

With regard to methods of recruitment, several suggestions were made. It was suggested that recruit the teachers required for their schools through selection committees consisting of a representative of the district school board, the District Education Officer or his representative, and a panel of two or four persons as may be prescribed by Government. Every school recognized and aided by the State Education Department should be required to have a managing committee on which there would be representatives of the Department. The Department should also prescribe the qualifications for teachers which should be similar to those in government institutions. Every post to be filled should be filled should be adequately advertised and interviews should be held by a selection committee duly constituted by the managing committee and having on it one or more experts, depending
upon the importance of the post. A report on the applications received, interviews held and final selection made should be submitted to the Department for approval. As in the case of private affiliated colleges, it will be necessary to leave the authority to appoint teachers with the managing committees of the schools. But unless a teacher is appointed after the procedure prescribed above is followed and approval is obtained, no grant-in-aid should be paid on the salary, and there should be no hesitation in withholding such approval. A discriminating approach will have to be adopted and greater freedom in these matters should be allowed to good and efficient managements while those which fail to maintain standards or leave room for malpractice should be controlled more rigorously. The commission also recommended that the methods of recruitment of teachers in institutions of different categories should also be essentially similar. The teachers are recruited, not to individual institutions, but to a cadre and are frequently transferred from one institution to another. Consequently, they do not ordinarily develop loyalty to any individual institution. They also have the minimum academic freedom and are hampered by rules and regulations at every step.

Kothari Commission also mentioned about the recruitment in private scenarios. The private educational institutions form a very heterogeneous group, falling into three main categories: recognized and aided institutions, recognized but unaided or independent institutions, and unrecognized institutions. The magnitude of the last two of these categories is small and we shall deal with them separately later. But the recognized and aided institutions, in spite of their 'private' management, have to be treated as an integral part of the system of public education. Most of their expenditure comes from government grants and fees; and where fees have been abolished, they depend almost exclusively on government funds. Their main assets are: strong ties with the local community on whom they depend for support; a fair measure of freedom, although this is disappearing rapidly wider increasing departmental controls; and the loyalty of teachers who are recruited, unlike in government or local authority service, to individual institutions. These institutions have main weaknesses: a precarious financial position, due partly to the uncertainty of government grants and partly to their own increasing incapacity to raise funds; and very often, a bad and even unscrupulous management.

From the point of view of quality and efficiency, these institutions fall into two broad groups: a small group of very efficient institutions and a large group of weak and even undesirable ones. The institutions in the former have attracted-and continue to attract-competent and dedicated teachers who often form a self- perpetuating body of their own, and who remain virtually in charge of the management. Consequently, they maintain very
good standards. The latter group includes a number of voluntary organizations which are dominated by sectarian considerations that affect the recruitment of teachers as well as their atmosphere. Several of them are run, not for purposes of education or social service, but for exploitation and patronage and are like commercial undertakings. The conditions of service of teachers working under several of these organizations are far from satisfactory. They have little security of tenure and no pensionary benefits and sometimes not even a contributory provident fund; their remuneration is generally lower than that given to teachers of corresponding status under government or local bodies. In many cases, they do not even receive the amount which supposed to have been paid, to them because the managements, who are unable to raise popular contributions, often try to produce the matching contributions required of them under the grant-in-aid rules by an illegal and unacknowledged cut in teachers' salaries. It must be admitted that, by and large, these schools make a rather negative contribution to education and life, and they pose a major problem in school education. What Kothari Commission discussed and pointed out almost four decades ago are still relevant to the date.

State regulation of teacher education nevertheless emerged with the National Council for Teacher Education (NCTE) established as one of the first independent national social sector statutory regulators in 1993. One of NCTE's early steps was to close down distance education of school teachers, which had led to a sharp drop in teacher quality over the 1990s. Almost simultaneously some states took the retrograde route of recruiting para-teachers to fill gaps in the teacher cadre. This has led to a serious decline in education quality and support and in the diversion of a large share of XI Plan teacher education funds, close to 800 Crores, to retrain those under qualified ‘teachers'. Over the last decade the NCTE has effectively legitimised the expansion of sub-standard teacher education by tacitly enabling the entry of a large number of private players into this 'market' and the consequent emergence of large-scale commercial interests (Singh 2002). With the aim to bring the Curriculum Framework of Teacher Education (CFTE) closer to the vision of the school curriculum framework (NCF 2005), NCERT in collaboration with NCTE completed a review of the CFQTE in 2006 (NCTE-NCERT, 2006). The draft document took stock of a range of issues, including systemic concerns and the current status of teacher education practices. It presents key curricula areas and pedagogic approaches that are likely to bring radical reform in pre-service teacher education and the continued professional development of teachers.

A series of programmes have been implemented by the Central and State/UT Governments to foster quality education and improve student learning outcomes. The SSA has been investing a substantial proportion of its funds in recruitment of additional teachers for Government schools. This has brought about a substantial improvement in teacher...
availability. The total number of teachers engaged in teaching in schools imparting elementary education has increased from 5.2 million in 2006-07 to 7.7 million in 2013-14. The Pupil-Teacher Ratio (PTR) at the primary level has improved from 36:1 in 2006-07 to 25:1 in 2013-14.

Centrally-Run Government Schools

As per Section 2(n) and 2(n)(i) of the RTE Act, 2010 government schools include those that at least impart elementary education and are owned or controlled by the appropriate Government or local authority.

1. **Kendriya Vidyalaya (KVs)**: These schools are administered by the Kendriya Vidyalaya Sangathan, an autonomous body. KV schools are operated till class XII. At regular intervals, the Principal of the KV School submits the list of vacancies to the KV Sangathan. The members of KVS look at the list and release a notification for the exam. This exam is conducted by the KVS and the notification is posted on the KV website, Employment Notice section – [http://kvsangathan.nic.in/EmploymentNotice.aspx](http://kvsangathan.nic.in/EmploymentNotice.aspx). Advertisement on other websites and newspapers is placed. Aspirants have to apply only through the KV website. They also have to pay an administrative fee of Rs.750-1200. On the respective date, the exam is conducted. The merit list is released and qualified candidates are called for an interview. The candidates visit the school for interview. The interview conducted by a 9-panel board including the Principal, fellow teachers and sometimes members from the KVS too. Afterwards, the final merit list is released. Successful candidates who accept the post get a medical check-up done. Then the posting and date of joining is confirmed. Teachers start work. KV Schools have a probationary period of 2 years for their teachers. In most cases, the process is direct recruitment for all kinds of teacher posts including miscellaneous teachers. Permanent recruitment takes a lot of time to complete all the formalities. Many exams have been rescheduled or cancelled.
Fig. 1 Process of Recruitment in Kendriya and Jawahar Navodaya Vidyalaya

2. Jawahar Navodaya Vidyalaya (JNV): These are residential schools administered by the Navodaya Vidyalaya Samiti, an autonomous body. Only above BPL male students from Class IX - XII pay fees of Rs.200 per month. They are committed to providing quality education to children from rural areas. They provide free lodging and expenses on books, uniforms, stationery and transport. The Principal of the NV School submits the list of vacancies to the NV Samiti. The Samiti looks at the list and releases a notification for the exam. This exam is conducted by the NVS and the notification is posted on the NVS website, Recruitment section –<http://www.nvshq.org> Advertisement on other websites and newspapers comes out. Aspirants have to apply through the NV website. On the respective date, the exam is conducted. The merit list is released and qualified candidates are called for an interview. The candidates visit the school for interview. The Selection Committee that takes the interview comprises of members of the NVS, educationists, subject teachers,
representatives of the minorities sections, female members, etc. Afterwards, the final merit list is released. Successful candidates who accept the post get a medical check-up done. Then the posting and date of joining is confirmed. Teachers start work. Sometimes, when it's urgent for vacant teacher positions to be filled, NVS releases notifications for walk-in interviews. It's key to note that interview is a must in their recruitment process. They may skip taking an independently conducted exam but interviews are mandatorily conducted. Their goal is to have a screening process that efficiently assesses the overall personality of the aspirant and to ensure that a good quality, committed teacher is recruited who is dedicated to teach students and improve the quality of education. The salary of teachers in JNV is relatively higher in comparison to KVs. For teachers, they also provide free lodging and incentives such as admission to teacher’s children, special allowances, etc.

**Strategic Approaches**

Section 9.2 of the National Policy of Education (1986) states that the methods of recruiting teachers should be reorganised to ensure merit, objectivity and conformity with spatial and functional requirements. The pay and service conditions of teachers have to be commensurate with their social and professional responsibilities and with the need to attract talent to the profession. Efforts will be made to reach the desirable objective of uniform emoluments, service conditions and grievance-removal mechanisms for teachers throughout the country. Guidelines will be formulated to ensure objectivity in the postings and transfers of teachers. A system of teachers’ evaluation – open, participative and data- based – will be created and reasonable opportunities of promotion to higher grades provided.

Education for All: Towards Quality with Equity India, a report by MHRD has proposed some strategies to improve the educational outcomes. According to the report, the approach to education development is based on the following four mutually supporting strategic priorities, often referred to as four Es.

**Expansion:** The strategy is focused on making educational facilities and learning opportunities available for and accessible to all children, young people and adults. Expansion involves establishing educational facilities in under-served or un-served locations in order to ensure that all children, young people and adults, especially those children in rural and remote areas, have access to education as well as to relevant vocational education and training programmes.
**Equity and inclusion**: The focus of equity/inclusion is on bridging the gender and social category gaps in participation in education. It recognises the right of every individual to education without discrimination on any grounds and according priority to education of the excluded, vulnerable, under-served and other disadvantaged groups. The main thrust is to ensure that educational opportunities are available for and accessible to all segments of the society. The approaches include special initiatives for enhancing access to quality education for disadvantaged and weaker sections of the community such as the Scheduled Castes, Scheduled Tribes, other backward classes, children belonging to Muslim community and differently-abled children. The focus on equity and inclusion also envisages approaches that would help meet the learning needs of diverse groups of pupils and provide opportunities for all learners to become successful in their learning experiences.

**Excellence**: Achieving excellence by improving the quality and relevance of education and enabling all children and young people to achieve expected/specified learning outcomes remains a key goal of education sector development programmes in India. The core elements of the strategy for achieving excellence include: (i) strengthening the quality of teaching–learning processes through comprehensive concerted large scale efforts with simultaneous attention to how these processes translate into better outcomes; (ii) enhancing the motivation, capacity and accountability of teachers for improving learning outcomes at all levels; (iii) improving governance of educational institutions through institutional focus on quality, based on principles of autonomy, accountability and performance, along with measures for re-defining the recruitment criteria, eligibility of teachers and merit-based processes of recruitment in these institutions; (iv) encouraging innovations and diversity of approaches in matters of curricula, pedagogies and community engagements in order to respond to the diversity of learner groups, and (v) strengthening the monitoring and accountability mechanisms.

**Employability**: High priority is accorded to the task of enhancing employability of the products of the education system. Specific measures for enhancing employability include renewed focus on vocational education and making secondary education more job-relevant through skills training within the schools, equipping secondary schools with teachers/trainers who have technical skills and with facilities that are required to impart technical and vocational skills. Vocational education at the secondary stage is redesigned to promote diversification of educational opportunities so as to enhance individual employability, and reduce the mismatch between demand and supply of skilled manpower.
Towards Inclusive Education

A major challenge in inclusive education is to ensure that as far as possible, every child with special needs is mainstreamed and provided the needed resource support. In pursuance of this objective and with the view to enriching academic assistance to children with special needs (CWSN), the National Council of Educational Research and Training (NCERT) has developed exemplar materials on inclusive pedagogy and practices with the key objective of enhancing the skills of regular teachers on handling CWSN in a mainstream classroom so that teachers could extend need-based academic support to CWSN.

The framework for implementation of SSA acknowledges the importance of interventions to promote education of children belonging to Muslim communities. In order to enhance participation of children belonging to Muslim communities in elementary education, various initiatives have been undertaken under the SSA. Some 121 districts with high Muslim population have been identified for targeted interventions under SSA for enhancing access to elementary education and eliminating infrastructure gaps through opening of 1,470 new primary schools and 445 upper primary schools, construction of 45,541 additional classrooms and recruitment of 32,728 teachers during 2011-12. The States have been urged to cover out-of-school children going to Madrasas/Maqtabas. The interventions focused on enhancing access to education have contributed to increased enrolment of Muslim children in primary and upper primary education.

Similarly, in order to attract students from tribal areas, recruitment policies must keep in view the familiarity of teacher personnel with the tribal areas or should have sound knowledge of language and cultural association of targeted place. Recruitment of local tribal teachers should be improved and regulated properly.

Under the SSA, the focus of the education programme for children with special needs has been on mainstreaming CWSN in regular schools and supporting their participation in the schooling process. The main components of the interventions for children with special needs include (i) identification, functional and formal assessment, appropriate educational placement, preparation of Individualized Educational Plan, provision of aids and appliances, teacher training, appointment of resource teachers and therapists, establishing resource rooms to provide specialized support to children with disabilities, and provision of ramps, handrails and disabled-friendly toilets, monitoring and evaluation and a special focus on girls with special needs; (ii) special training for children with special needs with a view to preparing them for schools and promoting their effective inclusion in elementary education; (iii) home-based education Some 3.6 million government school teachers have been given orientation on inclusive education through in-service teacher training while 2.6
million teachers have been provided 3-6 day specific training on inclusive education of CWSN. Besides, general teachers have also been oriented on specific disabilities/need.

There should be capacity improvements in both secondary and higher education, including physical infrastructure improvements, expanded reach to regions with lower enrolments and outcomes as well as enhanced teacher selection and recruitment programmes, to support increased access and equity; Key programmatic thrusts under SSA for promoting girls’ education should ensure the availability of primary schools within one kilometre of the habitation of residence of children and upper primary schools within three kilometres of the habitation; Provision of separate toilets for girls; Recruitment of 50 per cent of women teachers; Specific measures have been undertaken to recruit female teachers for Government-managed schools at elementary level during the past few years. The norm of 50 per cent of all teachers recruited under SSA to be female teachers has resulted in considerable improvement in the proportion of female teachers in schools and in the number of female teachers per 100 male teachers.

**Increasing teacher availability:** The SSA has been investing a substantial proportion of its funds in recruitment of additional teachers for Government schools. This has brought about a substantial increase in the number of teachers. The total number of teachers engaged in teaching in schools imparting elementary education was 5.22 million in 2006-07. This increased to 7.72 million in 2013-14 (U-DISE, NUEPA). Up to March 2013, 1.48 million additional teachers have been appointed under SSA. In addition, 2.65 million teachers were recruited by the State governments. These efforts have contributed to a sharp improvement in PTR at the primary level from 36:1 in 2006-07 to 25:1 in 2013-14. This achievement brings the national average at par with the norms set under the RTE Act 2009.

**Female teachers as percentage of total number of teachers:** The number of female teachers as percentage of total number of teachers in schools has been increasing steadily during the past decade. U-DISE data relating to all schools indicate that the number of female teachers as percentage of total number of teachers in all schools has increased from 41.9 per cent 2006-07 to 47.2 per cent in 2013-14 (Table 2.0).
*Table 2.0: Number of teachers engaged in teaching in schools imparting elementary education and Pupil-Teacher Ratio (2006-07 to 2013-14)*

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of teachers in schools imparting elementary education (in Millions)</th>
<th>% share of female teachers</th>
<th>Pupil-Teacher Ratio (PTR)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>All Schools</td>
</tr>
<tr>
<td>2006-07</td>
<td>5.22</td>
<td>41.9</td>
<td>34</td>
</tr>
<tr>
<td>2007-08</td>
<td>5.63</td>
<td>42.7</td>
<td>33</td>
</tr>
<tr>
<td>2008-09</td>
<td>5.79</td>
<td>43.5</td>
<td>32</td>
</tr>
<tr>
<td>2009-10</td>
<td>5.82</td>
<td>44.8</td>
<td>32</td>
</tr>
<tr>
<td>2010-11</td>
<td>6.40</td>
<td>45.5</td>
<td>30</td>
</tr>
<tr>
<td>2011-12</td>
<td>6.69</td>
<td>46.3</td>
<td>30</td>
</tr>
<tr>
<td>2012-13</td>
<td>7.35</td>
<td>46.4</td>
<td>27</td>
</tr>
<tr>
<td>2013-14</td>
<td>7.72</td>
<td>47.2</td>
<td>26</td>
</tr>
</tbody>
</table>

*Source: U-DISE, NUEPA*
But caution is necessary. Over-reliance on this process may lead to an informal but implicit legitimization of limited, non-formal education for girls, and subsequently to the recruitment of female teachers who are rewarded with low pay and few career prospects.

**Tracking Progress on Goals:** A teacher’s eligibility test was introduced in 2012 to maintain quality education and improve the professional input. The first Central Teacher Eligibility Test (CTET) was conducted for those who had completed a course of pre-service teacher training. In all, ten CTET examinations have been conducted until February, 2016. At the state level, barring Karnataka, Goa, Sikkim, Meghalaya, Mizoram and Tripura, all the states have conducted at least one round of testing. Some have conducted more. The CTET conducted by CBSE is applicable in case of UTs without legislature.

Periodic in-service teacher training for up to 20 days in a year, 30 days of induction training for newly recruited teachers, and two-year training for teachers who do not meet professional qualification as laid down by the National Council of Teacher Education (NCTE) constitute an important component of the quality improvement initiative.

**Meeting the deficiencies relating to teacher quality:** The key challenges relating to teacher quality are to ensure that young talent enters the elementary/secondary school teaching profession, that teachers are professionally prepared, academically supported and retained in the profession through appropriate career development and occupational mobility options. Specific teacher-related challenges include: putting in place institutional mechanisms to overcome shortfall of professionally qualified teachers without compromising long-term goals of a sustained cadre of professionally qualified teachers; recruiting teachers who are socially closer to children and who are professionally prepared to meet the learning needs of diverse groups of learners.

**Conclusion**

Providing all children with elementary education, UEE, was an aspiration of India’s freedom struggle. The Constitution incorporated this aspiration as a Directive Principle of State policy. The erstwhile Article 45 of the Constitution called upon the State to ‘endeavour to provide, within a period of ten years from the commencement of the Constitution, free and compulsory education for all children until they complete the age of fourteen years.’ In 2002, the Constitution was amended making education to all children of the age of six to fourteen years a justiciable Fundamental Right (Article 21 A). India is a federal polity with 28 States and 7 Union Territories, and 18 major languages. Centre-State relations have an important bearing on educational development, for Constitution places...
elementary education in the Concurrent list, and consequently on the Centre and States share a joint responsibility for ensuring UEE. Further, the National Parliament and State legislatures have concurrent legislative powers in regard to education. However, should there be Central and State legislation on any aspect of education, the Central legislation would generally prevail. However, rather than rely on its legal power to lay down uniform policies and programs for elementary education, the Central Government has been relying on dialogue with the States. This is, as it should be given the diversity of the continental nation, the fact that almost all schools are either owned or regulated by State Governments, and that States account for nearly eighty percent of the public expenditure on elementary education. As different political parties rule at the Centre and in the States and States are constitutional entities in their own right, the Central government cannot command and control the State governments but has to rely on persuasion and fiscal incentives.

Teachers are critical in shaping learning outcomes so efforts to lift the overall quality of education need to consider ways to improve teacher effectiveness. In India high rates of teacher absence and low levels of effort have long been recognized as having a major deleterious impact on school learning. Para-teachers are recruited locally, normally on a fixed-term contract, to work in public schools. Part of the rationale for recruiting para-teachers was to assist regular teachers but in practice para-teachers often perform the same function as regular teachers, despite being paid a fraction of regular teacher salaries. The policy makers need to consider accountability policies that will effect teacher recruitment. The (EFA) Education for All goals and (MDG) Millennium Development Goals cannot be realized unless needs of all learners are met and this is highly dependent on teaching quality. Teaching quality is a mix of both teacher characteristics, such as inputs (professional qualifications, experience, place of residence, in-service training, etc.), and what the teacher ‘does’ and demonstrates in the classroom (practices, attitudes, content knowledge). It can be understood as teaching that produces learning.

In a multicultural and multilingual country like India, multicultural education in schools becomes the responsibility of the teacher to meet the needs of their classes. It is also the teacher's responsibility to develop lessons that are aimed at analyzing specific stereotypes. An important part of the teacher’s role is to bring issues on differences and tensions to the classroom and discuss them professionally with the students. Another aspect of the teacher’s role is that of becoming a resource person for the students; to collect, compile, and use community resources to enrich students’ experiences and lives. Therefore, a teacher influences thinking and behaviour of children to a great extent. Educational accountability of teacher targets the processes and results of education. So while recruiting teachers for the profession, the administrators, managers and planners of education system must keep in view the diverse needs of the country. Low learning levels in India's
government schools are most frequently blamed on the lack of accountability of teachers and school administrators in a system that has historically been highly centralised.

To address this, successive governments have advocated the decentralisation of schools, requiring the formation of School Development and Management Committees (SDMCs). These committees, comprising parents and members of the local community, are vested with the responsibility of overseeing teachers and ensuring learning. However, available evidence from India and other countries suggests that this transition to a system in which teachers are accountable to the local community has had scant impact on learning (Blimpo and Evans 2011, Pradhan et al. 2011). But these disappointing research results need not signal a failure of local accountability. Accountability can be strengthened by increasing community involvement in school management and providing beneficiaries, including parents and other local members of the community, authority to play a role in selecting teachers as well as an appropriate mandate to punish or reward good performance. Such beneficiaries may have a considerable informational advantage over remotely located government officials in monitoring teacher performance and understanding the needs of local students. One can sight to a number of reasons for this low teacher accountability in India is the power of teachers unions, low moral accountability of teachers, and the wrong people entering the teaching professions and so on. But moreover it is the combination of a lack of political will, and a centralized education system, due to which there is low community participation (parents/students have no power) in the education system. It is quite important for the educational thinkers and policy makers to think of innovative ways to gain the community’s respect for the schools and is crucial to examine what teaching practices are adopted in the classrooms. Thus, it is concluded that recruitment of dedicated and responsible teachers and accountability of in-service teacher matters the most for a better India.

“Improving Teacher Accountability and Recruiting Keeping in View the Present Needs are the Key for a Better Quality of Education and Equity in India.”

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Elementary Education in Karnataka: Structure, Strategies and Challenges

V. B. Annigeri
A. R. Kulkarni

Karnataka
Introduction

India’s commitment to the spread of knowledge and freedom of thought among its citizens is reflected in its Constitution. The Directive Principles in the Constitution state (Article 45) “the state shall endeavour to provide within a period of ten years from the announcement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years”. Other provisions of the Constitution with regard to any citizen having a distinct language, script, special care of economic and educational interests of the unprivileged sections, particularly scheduled castes and scheduled tribes is laid down as an obligation. Though education is currently in the **concurrent list** of the Constitution, the State Governments play a very important role in the development of education especially in the Primary and Secondary Education sectors.

Government of India has set up various committees to address the problems of education and make feasible recommendations. The prominent among them are; Kothari education commission 1964-66, new educational policy of 1986, revised new educational policy 1992, District Primary Education Programmes 1994, Programme of action 2000 and Sarva Shiksha Abhiyan 2000. Keeping in view, the Constitutional mandate, The Government of Karnataka, has been implementing various programmes for the educational advancement of these communities to ensure access, equity and quality of education. The recent move of Right to Education (RTE) has further assured relief to the marginalized sections of the society in availing admissions to the educational institutions especially at the school level.

**Brief Profile of Karnataka**

Karnataka is the eighth largest state in terms of area in India, accounting for 5.83% of the total area of the country. As per 2011 Census, the State’s population was 61.1 millions. Karnataka is the one of the fast growing economy in the country. This growth is largely based on the on the knowledge base of the society. The state has been implementing many reforms in the education sector along with the increased public investment. These have resulted in ensuring access, equity and quality in education, with community involvement.
Structure of Education System

The National System of Education articulated in the National Policy on Education, 1986/92 envisages a common educational structure. The 10+2+3 structure has been accepted in all parts of the country. As in the other States of India, 10 years of school education is being imparted in Karnataka also. Up to 2001-02, Lower Primary School comprised of 1 to 4th standard, Higher Primary School comprised of 5 to 7th standard and High School comprised of 8 to 10th standard. The Educational Task Force constituted by the Government of Karnataka under the chairmanship of Dr. Rajaramanna has recommended to impart 8 years of Primary Schooling. As a first step of this recommendation during the year 2001-02, 5th Standard was clubbed to Lower Primary School and in the second step during 2003-04, 8th Standard has been clubbed to Higher Primary Schools. 8th Standard has been started in Higher Primary Schools where there is no High School facility within the radius of 3 Km. By this the Lower Primary School education is of 5 years' duration, Higher Primary School education is of 3 years' duration and that of High School is 2 years.

- Lower Primary Schools (LPS, class I to V),
- Higher Primary Schools (HPS, class I to VII/VIII) and
- High Schools (VIII to X).

Administrative Structure

The mission of the Department of Primary and Secondary Education is to equip children of the State with specified knowledge, skills and values to enable them to become good human beings and productive, socially responsible citizens and to achieve excellence in whatever they do. Elementary education is managed by the Department of Elementary and Secondary Education headed by Minister for Education. Next to Secretariat, Commissioner for Public Instruction is functioning to implement the policies and programmes of the department of public Instruction into active. Earlier there was only one commissioner for public Instruction at state level. During 2003-04, two (2) Additional Commissionerates of Public Instructions have been established at Dharwad and Gulbarga in order to decentralize academic and administrative powers to North Karnataka Region (backward region). Pre-service and in-service training institutions, Sanskrit education, Hindi, Commerce, Music, Dance, Drawing, and Arabic education also come under the administrative purview of the Department.
The Office of the Commissioner of Public Instruction (CPI) dealing with elementary education manages the government as well as regulates the private institutions. In the case of private aided institutions, this includes granting sanction for teachers’ posts in line with the “Grant-in-Aid Code” and payment of teachers’ salaries; in the case of unaided institutions, the main role of the government is to ensure that these institutions satisfy the minimum eligibility criteria for granting “recognition”, a status that enables these institutions to allow their students to appear for public examinations. The Commissioner for Public Instructions acts as chief co-ordinator for 10 Directors of Public Instructions holding different responsibilities each enjoys the status of a head of the departments. These departments are as follows;

1) State Project Director, Sarva Shiksha Abhiyan, Karnataka.
1) Director, SSA
3) Director of Primary education.
4) Director of Secondary Education
5) Director of Urdu and other Minority Language Schools
6) Director of Public Instruction, K.S.E.E. Board
7) Director of State Educational Research and Training and Textbooks.
8) Director of Public Instruction, K.S.E.E. Board (other exams)
9) Director, Commissioner’s Office, Dharwad
10) Director, Commissioner’s Office, Gulbarga

The Directors in his/her capacity exercise over-all financial administrative and supervisory power in respect of matters he/she is competent to deal with as per rules. He/she assisted by number of other senior level officer like Joint Director at Divisional level, etc.

The district is the most important unit of educational administrator in Karnataka. The Deputy Director of Public Instructions is the over all in charge of the primary as well as the secondary education. Education up to secondary level (1 to 10th class) is also managed by the Panchayath Raj Institutions in Karnataka. In every Zilla Panchayath there is a committee for Health and Education. This committee supervise and implementation of policies and programmes of primary and secondary education at the District level. D.D.P.I is having academic and administrative duties and also he serves as selection authority for Government primary school teacher and appointing authority for Government High school teachers as per the rules.
At the block level, Block education officer is the administrative as well as academic head of the appointing authority to Government primary school teachers selected as per C.R. rules. At the institutional level Head Master of the school plays important role in management and development of school. 75 per cent of the Head Master posts are filled by promotion and remaining 25 per cent are filled by direct recruitment through Karnataka Public Service Commission. SDMCs are working with Head Masters in preparing school development plans and managing the school activities.

The Karnataka State is recomposed in 33 educational districts. The thirty administrative districts of the state are grouped into four Educational Divisions with headquarters at Bangalore, Belgaum, Gulbarga and Mysore. Besides two divisions – Belgaum and Gulbarga divisions are having Additional Commissionerates for effective administration. There are 60912 Elementary schools in the State, of which 26308 are LPS, 34604 are HPS during 2014-15. Schools of the State are run by many types of Managements. The prominent types are:

- Department of Education
- Department of Social Welfare
- Local Self – Government Institutions
- Private Aided
- Private Un-Aided, and
- Others (Jawahar Navodaya, Central, Sainik, NRI, Madarasas, Arabic, etc)

Schools run by the Department of Education, Department of Social Welfare and by the Local Self Government Institutions are classified as Government Schools. Department of Public Instruction monitors these schools for achieving the universalisation of quality education. The following sections depict the efforts of the department in meeting the challenges faced by the education sector.

**Community Participation in Education**

Community participation in education is felt necessary to ensure universalisation of equitable quality education to all children. Many reports/studies have suggested that a system of decentralised management of education is the only effective strategy for sustained improvement. In Karnataka, the Task Report by Raja Ramanna Committee on quality improvement of Elementary education underlined the importance of management and community participation for ensuring quality education and emphasised community ownerships of the school should be ensured through legislation providing for the establishment of School Development and Monitoring Committees.
Karnataka has been one of the pioneers in adopting School Development and Monitoring Committees. In 2001, government of Karnataka ordered all the schools to set up SDMCs replacing the earlier Village Education Committees to bring about ‘qualitative change’ and also to reaffirm the role of community in school education and administration in the state. The SDMC circular specifying the composition, objectives, duties, responsibilities, and procedures was disseminated to all the schools. Accordingly, every school has a School Development and Monitoring Committee equipped with clear cut powers in every school. SDMCs are constituted out of the parents’ council of the school. They are accountable to Gram Panchayats. The funds relating to teacher grant, school grant, school maintenance grant (major repairs) civil works (basic infrastructure like class rooms, provision of drinking water and toilet facilities, compound wall) are sent directly to SDMCs. The SDMC consists of following persons;

- Parental representatives: consists of 13 members who are elected from parents council and one among them elected as the chairman of SDMC.
- Ex- officio Members: Head Master of the concerned school, Anganwadi worker and Health worker are the Ex- officio Members of the committee.
- Nominated Members: One elected represented of Local body, one teacher representative and one student of that school.

Totally there are 19 members in the committee out of which 10 members are women.

Study conducted by ‘Centre for Child and Law’, Policy Planning Unit, Bangalore finds that about 82 per cent of persons are aware of SDMC formation. It reports that SDMCs played significant role in civil works (48%), positive impact on retention/attendance and enrolment (365). 17 percent reported improvement in teacher attendance. Experience of investigators during the field study of Nali Kali reveals that the SDMC members are not actively involved in management of the school. They do have self and political motivated interest which cannot lead to better management of the school. Many of these members are not co-operating with the identification of out of school children in the village. There are many reasons for a child to remain out of school. The major reasons include household work, migration, earning compulsion, socio-cultural reasons, lack of interest, lack of access and others. Here, the community participation is necessary to bring back the children to the school. The following case study shows how the family conflict resulted in child being out of school.
Teachers’ Certification”A Best Practice of Managing Teaching Career as A Profession

Idris HM Noor

Indonesia
I. An Overview of Educational System and Context/Conditions in Indonesia

(Brief introduction of education system in the country which should include general education scenario of school education including the situation of access and quality)

There are two kinds of education in Indonesia, formal and non-formal. Non-formal education consists of package A, B, and C, and several kinds of courses. Package A is equal to elementary school, package B is equal to junior secondary school, and package C is equal to senior secondary school/vocational school. The formal education consists of pre primary school, elementary school (ES) for 6 years, junior secondary school (JSS) for 3 years, senior secondary school (SSS) as well as vocational school (VS) for 3 years, and higher education/university (4 to 5 years) for undergraduate program, 2 years for master degree, 3 years for doctoral degree, and 3 or 4 years for Diploma certificate (D III or D IV).

ES and JSS have become a compulsory education since 1994 where every child has to complete his/her study at JSS. This a nine year compulsory education has been successfully implemented and now Indonesia is conducting a twelve year compulsory education for SSS as well as VS. This policy aims at giving access of the school age children of 14 or 15 to 18 years old to go to secondary school either to formal education (SSS or VS) or to non formal education such as package C.

Indonesia is also aware that there will be a tight competition of workers in the era of globalization and ASEAN Economy Community (AEC) which needs high quality human resources. Therefore, besides the enhancement of the status of schooling of the children of the 14 to 18 at SSS, the policy of MOEC is also to improve the quality of education to achieve high output of students’ learning achievement. This is indicated by the national examination and the number of graduates working in industries or other private sectors.

In relation to the improvement of the education, MOEC should improve teacher’s quality particularly the teaching and learning process through ‘a Best Practice or Innovation named Teacher’s Certification’. This best practice of managing teacher’s carrier as a professional teacher puts a teacher as a key person in improving education in school level.
The importance of assessing teacher certification

Theoretically as well as practicality, the assessment of teacher’s certification has some advantages particularly in improving the quality of teachers. The important of this certification are:

1. As a tool for developing a standard of teacher’s competence. This standard is to know what aspect the teacher does not know or need to be improved and how to improve the teacher’s quality, how many teacher are to develop, and what the teacher needs to be improved (Mulyasa, 2007):

2. As a tool for recruitment of the teacher. Through the assessment of competence, it is hoped that the teacher be recruited are those who have pedagogic, professional, social dan individual competences, creative, professional, innovative, etc.

3. To group the teacher, of whom has a right to get an additional salary and of whom has no right to get additional salary

4. As a guide to help teacher develop his/her profession

5. As a basis for developing curriculum

6. To enforce teacher to conduct effective and efficient teaching and learning using a right teaching methodology, technology such as using IT in teaching and learning
process, developing teaching material, evaluation as well feedback of the teaching and learning activities.

II. The structure of educational administration and management about teacher certification at the sub national (province/state) and local level and vertical and horizontal linkages between structures and sub-structures of educational administration

Where do teachers come from? (Pre service training institution and school) in Indonesia

WHERE DO TEACHERS COME FROM?

Previously, teacher of preprimary school up to senior secondary school should have a certification from teacher training institute or university which have a teacher training program. But since the government policy in 2005, a teacher can be graduated from other institutes or universities. Therefore, to control the quality of teacher the government set up a policy about teacher qualification called teacher certification which means all teachers should have a certification of professional teacher. It means that teachers who share and deliver knowledge, empower others to unfold and develop their abilities, develop their talents, explore their potential competencies in a psychologically safe and socio culturally, enrich environment, creative, open in accepting diversity and uniqueness of children of all backgrounds, (TAN. 2007: xxxii). This challenge affects not only their professional qualifications but also their individual personality and professional roles in the educational system, class, school, and neighborhood (Urban in TAN. 2007:176). According to the Rule of Teacher and Lecturers chapter IV article 13 that a certification of teacher for a professional teacher, a teacher should qualify in some aspects of competencies (pedagogic, professional, social, and individual competences). New competencies are demanded which go far beyond the administration or management of the technical aspects of personnel management such
as recruitment, induction, teacher registration, budgeting for professional development and the setting up of appraisal systems and procedures Middlewood and Cardno (2001:13).

The teacher’s status in school consists of public teacher and private teacher or honorarium teacher. Public teachers are recruited based on the needs of public schools while the private schools are recruited to meet the needs of the school and the foundation. The recruitment of the teachers in those school are different where the teacher of public school are recruited by the State Minister or Control of Machinery of the State while teachers of private schools are recruited by the foundation based on the needs of each school under the foundation.

Professional teachers means that a teacher must have good competence such as intellectual, social, moral, individual, and spiritual (Surya, 2003:28), while Tilaar (1999:205) promotes a profile of professional teachers: mature and developing personality, understand a science knowledge comprehensively, having good skill to motivate students, professional sustainability, have a good commitment to help students in helping their learning process, responsibility to monitor student’s learning process, be able to think systematically, as a part of learning society.

From those ideas and perception about professional teacher, it shows that a teacher should have several qualification to a professional, means he or she should have or acquire strong competences (pedagogical, academic, individual, social) and this reflects to his/her skill and competence in implementing them in his/her activities particularly in the teaching and learning process.

How are the teachers be recruited? (The structure of public teacher’s recruitment)
The procedures of recruitment of the teacher is that: the school identify the number of needed teachers - class teachers for preprimary and elementary school and the subject teachers for junior and senior secondary as well as vocational school. The document and data of the candidate of teachers are sent to district education to be proceed to educational provincial office. From educational provincial office, the data will be sent to MOEC. MOEC decided the number of teachers to be recruited for public teachers. The recruitment for teachers at private schools varies from one foundation to another. In general, the candidate teachers of private schools are tested by the school principals and the foundation.

Having identified the number of teachers needed for every school, MOEC announce the number of the teachers' candidates which have fulfilled the requirement through on line, then the teachers apply at the State Minister. MOEC appoint the teacher training institute to conduct a test and a training for the selected teachers. During the process of selecting the candidates teachers, all candidates use computer on line to fulfill the administration as well doing the test. After finishing doing the test, the candidates is informed directly whether he/she passes the exam or not.

III. System of teacher management in the country focusing on policies, practices and innovation relating to education qualification & training recruitment, deployment, transfer, professional development, accountability of teachers etc.

Due to the tight competition of workers in the era of globalization and ASEAN Economy Community (AEC), it cannot be denied that it is important to have high quality human resources. Teachers whose responsibility to prepare professional workers should also be professional. Therefore, the government set up a policy for improving teacher's quality by deciding a program of teacher certification which means a certification for a teacher to have a right for teaching as a professional teacher. This policy involves the central government, Teacher Training Institution (TTI) or universities which have a teacher program, provincial and district of education office, and schools.

In order to get high quality teacher, the government set up an innovation to get a professional teacher in 2007 called teacher professional certification. This certification gives a right to the teachers to teach at the school levels according to their certification. For
school teachers for example, a teacher should have a certification of a professional primary school teachers as well as the secondary school ones. For the primary school teachers, a teacher's certification is a certification of class teacher while a secondary school teachers keep a subject teacher.

The recruitment of the teachers was previously using portfolio which means that a teacher sent the document such as S1 certification from teacher training institution or universities, research report, teaching experience, certificate of professional teacher, and other documents. These documents are assessed by the team from the appointed teacher training institution or universities. If they fulfill the requirements, the teacher will be given a certification of professional teacher then he is also given an additional salary which is equal to his regular or monthly salary. The article 14 of 2005 about teachers and lecturer says that a teacher who has not got an academic qualification (minimum diploma IV or Bachelor of Arts/S1 Stratification) of teaching should have a certificate of education and teaching experience at least 10 years. The regulation states: 1) a teacher whose master or doctor degree and has the achieved the level of IV/B for the government rank of public service is directly given an Education Certification (DGEC), 2) a professional teacher through portfolio (PTP) is given to the teacher whose S1 certificate (graduate from TTI/university) and those who has no S1 certification but should have level IV/a or has been 50 years old and has been teaching minimum for 20 years, and 3) a professional teacher by Education and Training (PTET), and the teacher who is appointed after the regulation is set up, the certification is conducted through Education of Professional Teacher (EPT).

The recruitment of PTET and EPT is done by TTI. TTI will verify the teacher document sent by the district educational office then TTI will give a written test about general knowledge, English, major subject, and interview about the teacher’s motivation and talent. If they pass the test, they will be sent to TTI to attend the training. The training will be a tutorial, workshop, seminar, and teaching practice at some schools. The subject matter given in the training will be a part of policy in determining teacher’s tasks in school, testing of the teacher competence, a supporting certification salary, evaluation of teacher’s work, and the sustainability of professional development.

The regulation of 14 year 2005 article 82 says that the teacher and lecturer who have no academic qualification and certificate of education should compulsory fulfill the requirement of certification in 10 years. For a teacher whose certificate of a profession teacher before the regulation implemented is directly given a certification while a teacher who was appointed to be a teacher after the regulation is implemented, the training for certification is given after attending on the job the training.
During the implementation of the system, the government evaluates the efficiency and effectivity of the teaching process of the certified teachers. The finding of the evaluation conducted by the MOEC, the recruitment of the professional teachers using portfolio has many weaknesses, such as the teacher did not show his or her capabilities in managing teaching process as well as evaluation of students learning achievement. Therefore, from 2011 the government took another way of recruitment of professional teacher called education and training teaching profession. This training is conducted by the appointed Teacher Training Institute/university for 90 hours or 9 days. From 2015, this program is conducted for one year.

The structure of selecting and training of a professional teacher

The procedure of applying for a professional teacher through a portfolio is that, a teacher both from public and private school send their application with a complete document to the District of Education. Then the District Education sends all the teacher's document to MOEC to be selected by the team from the Ministry and from the teacher training institution/universities. If the document is complete, then the teacher is given a teacher certification which means that he/she has a right to teach in school and is given an additional salary which is equal to his/her regular or monthly salary. If the document is not complete, the teacher will proceed to attend the training conducted by the teacher training institution.

(19-21 April, 2016, New Delhi, INDIA)
Teachers Group and Structure of Teacher Certification

Nowadays, there are 1.6 million teachers of the three million teachers who have not got certification of education. Teachers who have no teaching certificate until December 2015 are not allowed to teach (the regulation of 14 year 2005) and this regulation raises a problem where some schools particularly in remote areas do not have enough teachers. The reducing of teachers may affect teaching and learning process in school which means the activities of teaching process cannot run well.

There are two kinds of teacher status, that is teacher in pre teaching status and teachers who has been teaching in school. The teacher who has been teaching until December 31, 2015 may get the teachers’ certification through DGEC, portofolio (PTP), and PTET.

Teachers who have been teaching from 2006 until 2015 can get the teachers’ certification through Education of Professional Teacher (EPT). The teachers in pre-teaching status and have been teaching from 2006 can get the teachers’ certification through Education and Training for Teacher Profession/PTET (Pre Service Training).

The certification of professional teacher through portofolio

The regulation of MOEC No. 18 Year 2007 says that teacher certification for a teacher who has been teaching may be conducted through the assessment of portofolio. This portofolio contains several aspects of criteria as follows.

Component of getting certification through portofolio based on regulation of the Ministry No. 18 year 2007, consists of:

1. Academic qualification means that those who have already graduated from higher education and get S1 or D IV, Master degree, or doctor degree.
2. The certification of the training related to the improvement of the teacher's competence and skill

3. Teaching experience which shows the number of years of teaching in formal education

4. Planning and implementation of teaching activities, consisting of objectives of the teaching and learning, teaching material, competence that students will get, teaching and learning process (teaching method, technique, evaluation, the use of ICT)

5. The result of evaluation from the supervisor about competence of pedagogic, professional, social, individual competence

6. Academic achievement which means that the teachers' performance in the academic competition conducted by the district office, provincial office, or MOEC, and the certification of skill in certain subject.

7. A certification of the participation in national examination or other participants in the development of the teacher's career

8. Certification of participation in academic forum in sub district, district, provincial, national, and international seminar

9. The experience in teacher's organization and social activities at the level of village, sub-district, district, provincial, national, and international or other additional task from school principal

10. The certification of the reward on his education and social activities from village, sub-district, district, provincial, national, and international level.

The pathway of teachers' certification through portofolio's certification

1. A teacher who has been teaching in school collects the documents of portofolio based on the guidelines of portofolio's documentation

2. The document is sent to district of educational level, then assessed by the team consisting of the experts from teacher training institute, administration from district of educational office, educational provincial office, and other relevant personnel of MOEC

3. If the assessment of this portofolio has achieved the standard score determined by the team, the teacher will be appointed to be given a certification of education
4. If the assessment of the document has not achieved the standard of score determined by the team of consortium of teacher's certification, a teacher should do some educational activities related to the development of teaching profession until he/she achieved the standard of the achievement or to achieve the score of 841 to 849 of 1-100 the scale

5. If he/she is successful or pass the assessment, he/she will be sent back to educational district office

The certification of professional teacher through education and training

The certification of professional teacher through education and training is a kind of certification of a teacher conducted for 2 semesters (MOEC regulation No.40 Year 2007). This education and training is conducted by the teacher training institute (TTI) or university appointed by MOEC (MOEC Regulation No. 122/P/2007 about the higher education who may conduct the training for teacher certification). This path of certification is for the junior teachers who are teaching at the primary and junior secondary school.

The pathway of teachers’ certification through education and training certification

1. Teacher should register at District of Educational Office

2. District office assesses the document, then chooses two junior secondary school teachers of each subject and two primary school teachers

3. The copy of the document is sent to central office (Directorate of Higher Education)

4. TTI or universities conduct the training for the primary and secondary school teachers

5. Participant determined the system of credit per semester (SCS)

6. Participant should attend the education and training for two semesters, and they must pass the final exam. If they do not pass the examination, they will be given a chance twice to attend the reexamination. If they are still not successful, they will be sent back to the district educational office to get a personal guide to develop teaching activities.

Aspects to be examined at the teachers’ certification

According to the Rule of Teacher and Lecturers chapter IV article 13, in teacher certification, to be a professional teacher, a teacher should qualify competencies
(pedagogic, professional, social, and individual competences). Pedagogic competence consists of understanding the student's individual characteristics, planning the teaching and learning activities, evaluation of student's learning achievement, and development of student's characteristics. Individual competence means that the teacher should be mature in education, creative, critic, eager to study or to get some knowledge, long life learning, well mannered, honest, humanism, etc. Students should have good morality and apply the religious message, stability, having the character of authority, wise, set an example of his/her students, be a good character, etc.

Professional competence consists of qualify in mastering the subject he teaches, developing teaching material, teaching activities, learning evaluation, design teaching activities using ICT, developing program of teaching and learning, competence in analyzing student’s activities, understand other knowledge, science and technology related to his/her subject, and understand the policy of education, and so on.

Social competence is a teacher's competence as a part of society to communicate effectively with students, colleagues or other teachers, students’ parents, and other community around the school.

IV. Use of ICT and e-governance in school education at national, provincial/state/field level/institutional

The use of ICT is one of the systems in the teacher's certification. The decision of the participants of the education and training who have been successful of the assessment of the documents will be announced through on line information such as the information of registration, the information the acceptance of the training participants, the announcement of the result of the assessment and examination, etc. The list of the rank of the candidates of the participants of the training is informed on www.sergur.kemdiknas.go.id.

V. Inspection, supervision and monitoring of school policies, practices and innovation

Inspection, supervision, monitoring, and evaluation are key to achieving the goals and objectives of teacher's certification programmes. Monitoring is an ongoing process that regularly measures progress towards goals and objectives of teacher's certification programmes. It allows teacher's certification program staff to make changes during the certification program or project cycle to ensure that they stay on track for achieving their goals and objectives.
There are three institutions that conduct the evaluation and monitoring, i.e. The central government (MOEC), the District Education, and the Teacher Training Institute/Universities who conduct the training.

The Directorate of Teacher at MOEC chooses some activities of teacher training in certain districts as a sample of evaluation and monitoring to understand the effectivity and efficiency of the teacher’s certification program and to know the problems in implementing the program. It is in line with the government program called a Nine President’s Programmes (Nawacita) that the quality of teacher should be high whether the teachers who have got the professional teacher status or not and they should show well performed in teaching and learning and have the particularly pedagogic and professional competences. The tool of evaluation of the teacher competencies is the result of test of teacher competence (UKG) which has been attended by 1.6 million teachers.

The district educational office and District of Religious Affair conduct monitoring and evaluation of the program is to know the impact of the program of the certification towards the work of teachers, to identify and analyze problems of the implementation of the certification programs, and to give a recommendation to MOEC. Monitoring also aims at making guarantee of the quality of teacher’s certification including the training: a) to know the preparation of training, b) the implementation of the training, c) to make guarantee that the training run well, d) to know the work of training towards the improvement of the teachers’ competence in implementing the 2013 curriculum, e) to know the efficiency of using the budget and finance in the training.

The Teacher Training Institute (TTI)/Universities evaluates the implementation of the training focusing on the activities of the workshop and training done by each of the institute of teacher training and universities. The workshop is a part of the training to strengthen teacher competencies of his/her subject and teaching methodology. The procedure of evaluation is that the evaluator takes a video about the teacher activities during the workshop followed by Focus Group Discussion (FGD) about the video attended by the evaluator and the representatives of each instructor of each subject study.

VI. **Mechanisms to ensure transparency and accountability in educational administration**

Transparency and accountability are the part of working in the teacher certification which aims at analyzing the relationship between what have been done in school and the use of budget in relation to the result of the teaching and learning process as well as the students’ achievement. This principle is a kind of responsibility of the committee of the training in
conducting the activities whether the committee is able to give a real report about the implementation of the training particularly whether the training is effective or not. The accountability reflects the whole activities in achieving the target of policy or program planned and it shows that the activities is in line with the program in implementing good governance. The principle of accountability in teacher certification is based on the principles of openness, transparency, accessibility, and reconnecting with the public. There are several activities that the teacher should have ensured transparency and accountability in educational administration

- Teaching task
- Schedule of teaching minimum 24 hours each week
- Yearly program (A program for one year)
- Semester program
- Designed syllabus
- Teaching program
- Teaching activities based on the planning
- Using text book and reference
- Instrument of evaluation
- Assessment of the student’s quiz
- Giving homework to students
- Documentation of student’s task
- Analyzing the result of students task
- Giving remedial teaching to low learner’s students
- Other data of teacher’s administration
- Having agenda of teaching
- Having a guide book about designing syllabus, developing teaching and learning material
• Doing developing material
• Writing article
• Doing action research (http://datadapodik.com)

VII. Policies and practices related to administration and management of education are responsive to the needs of education delivery

The rule of 2003 No 20 about national educational system, article 11 about the Rule of government and the district office, it is compulsory to serve and make easy and guarantee about the implementation of quality education for every citizen without discrimination, the rule of teacher and lecturer and the rule of government of 2008 No 74 state that a teacher should have academic qualification, healthy both physics and mental to conduct national objectives.

In relation to the rules above, article 1 (11) the rule of 2005 No 14 says that teacher's certification is a process of giving an educational certification to a teacher and a lecturer. Then, article 8 the rule of 2005 No. 14 manages about a teacher who should have an academic qualification, competence, healthy both physics and mental to conduct national objectives.

Based on the rules above, the following is the responsible of related institutions in the implementation of teacher certification.

1. Ministry of Education and Culture (MOEC)

MOEC as an institution that is responsible for the policy and regulation of teacher's certification produced a Ministerial Regulation. However, there is a problem in the implementation due to the changes of the rules every year caused by the inconsistency and contradict with the national regulation. This is caused by the uncertainty for the implementer of the teacher's certification. Other constraint is the coordination among the institutions such as district ministry of religious affair, MOEC, and the ministry of finance which is responsible the budget of the teacher's allowances. These problems found are the distribution of the material of certification, teacher who does not pass the examination, a process of teacher’s registration number, and impassing as well as the teacher’s allowance.
2. Teacher’s Certification Consortium (TCC)

The main task of TCC is to design a standard of the process and the result of the teacher’s certification as well as to synchronize the policy of the teacher’s certification. However, there are still many problems found by TCC, as follows:

a. TCC as a policy maker that has a role in determining a policy of teacher’s certification found difficulties in coordinating among institutions so that TCC cannot take a decision to overcome the problems found in implementing the teacher’s certification.

b. TCC keeps a role in designing an evaluation of the teacher’s certification, however TCC has not conducting monitoring and evaluation of the implementation comprehensively. For example, the evaluation does not occur to the training material as happened in some training conducted by universities or institute of teacher training.

c. Teacher’s certification through block model is very tight and very time consuming because it is conducted for 10 days starting from morning until 10 o’clock p.m. It is suggested that training be conducted for 20 days from morning until 5 p.m. Participant is also be given a task to make a paper or report everyday after the training is over at 10 p.m. Physically, the participants may feel tired and do not have time for rest.

d. Until now, the policy of the teacher’s certification does not take attention for honorarium teachers both from public and private schools eventhough they have been teaching for more than 5 years, so that it is suggested that these teachers should be given a chance to attend the training. This policy contradicts with the Rule of 2005 No 14 which says that certification is a process of giving certificate of education for teacher and lecturer. It means that this rule gives a chance for all teachers to get teachers’ certification.

3. Teacher Training Institution (TTI)

TTI as an institution that has a role to conduct education and training for professional teacher based on the Ministerial regulation using Memorandum of Understanding (MOU) between TTI and the Office of Human Resource Development (HRD), meanwhile before 2012 MOU was conducted between TTI and provincial educational office. Another important role of TTI is to determine whether the participants pass the examination or not after they have been attending the training. However, the standard of determining the passing grade at each TTI is different. This is due to the needs of each TTI to keep the
standard quality of the graduates. For example, in TTI Public University Surabaya East Java the number of failed participants is 77 percent for biology while in TTI Public University Malang also in East Java the number of participants who failed the final test is 40% for geography and 55 percent for English. The different strategies applied by each of those TTI is meant that they keep their quality of training they held. The problems often found in managing the training is the lack of finance, so that the committee is difficult to find the cheaper accommodation for the participants

4. Institution for Educational Quality Assurance (IEQA)

IEQA is an institution which has a very important role to train both teacher and administration staff and has a capacity to conduct a teacher certification. However, IEQE has not been keeping its role as it is. One of the main tasks of IEQA is to determine the quota of teachers of the training participants of each district/municipality and to verify the data of the participants. However, this task is also done by the district educational office. IEQA is invited by the district of educational office as if a resource person to help conduct the district educational office task not to do their own job.

5. Educational Provincial Office (EPO) and the District of Educational Office (DEO)

In conducting the teacher’s certification, EPO and DEO set up a committee of teacher’s certification at the province and the district/municipality level which has a function to verify the data of the participants, coordinate the related organization/institution, managing the activities starting from planning, implementation, and sustainability of the activities. However, there is still a constraint such as the delivery of information related to teacher’s certification.

The responsibility of EPO and DEO is very strategic, however in reality there is still a constraint such as there has not been socialization of training material optimally so that there are still many teachers who have not known about certification material. This is due to the time limitation for EPO and DEO to socialize the program.

6. Provincial and District Religious Office

The task of Provincial and District Religious Office is more similar with the task of provincial and district educational office in conducting teacher’s certification. In this office, the data of participants is still using manual system so that they find difficult to update the data of the participants. The registration number of religious teachers is still done by MOEC and this makes the process of teacher’s certification is rather late.
VIII. The problems and challenges faced by government/administration in effective educational management

1. The rule No 14 Year 2005 about teacher and lecturers states teacher should have S1 or D IV academic certification and educational certification until the end of 2015. However, until now there are still a lot of teachers who have not achieved the target and not complete the requirement of the rule.

2. There are still many teachers who have those certificate however they do not have enough competences (ACDP/Education Sector Analytical Capacity and Development Partnership)

3. Ironically, from 3.015.315 teachers whose teacher's number (number of education and administration/NUPTK, only 1.6 million teachers that have certification. It means that there still 1.4 million teachers who do not have NPPTK yet.

4. There are 2.7 million teachers in 2015 in which 60% of them has not got academic qualification (not graduate from S1 or D IV) (MOEC)

There are also some problems found in the process of implementation of teacher's certification as follows:

1. Registration of the candidates

Formally, all data of the teachers are sent to the district education, then the district of education sends those data to MOEC. However, the process of sending the data through on line sometimes is inaccuracy such as the data sent by the district office does not occur with data sent through on line. For example, the data of such a person who has already died or retired is still registered in the data of MOEC. The weaknesses of the data sent in the form of hard copy with a long list of the data cannot be updated by the office of district education in some municipalities.

2. Socialization

The frequency of socialization of the teacher's certification is still limited so that many teachers are unable to understand comprehensively about the implementation of the teacher's certification. The effect of this, there are still many candidates who do not prepare all document well. This is also caused by the late of sending the technical regulation to district of education, so that the team of socialization are unable deliver the system or the regulation of the teacher’s certification well to all candidates. For example, the regulation of Ministry of Education No 11 Year 2011 about teacher's certification for teachers who have
been teaching is registered on March 10, 2011, however this regulation was sent to the District Educational Office on April 2011. In this case, the delivery and socialization of the regulation by the team cannot run well.

Another problem of the socialization is that there is a lack of coordination among the institutions involved in the teacher's certification such as district educational office, teacher training centre, religious district office, and institute of teacher training. (https://isomudin63.wordpress.com).

3. Quota of the teacher's certification

The quota of the teachers who will be processed to be certified teachers every year is very limited, so that the target of teacher's certification in 2014 as stated in the regulation No 14 Year 2005 article 82 (2) which says that: teacher who does not have academic qualification and certificate of education must fulfill these requirement within 10 years since the regulation stated cannot be fulfilled.

The quota of teacher's certification from 2007 until 2012 is 1,390,450 teachers. Therefore, the average of quota every year is 231,741 teachers while the number of teachers throughout Indonesia 2,925,676 persons. This indicated that the certification of teachers is impossible to fulfilled until 2014 except in 2013 and 2014 is determined 767,604 teachers/year.

4. The regulation of implementation of teacher's certification is always changed every year

The changes of the regulation of the implementation of the teacher's certification makes the team or consortium of the teacher's certification is difficult to conduct the training because the participant and the team have to be adjusted using new form while the time for socialization of the regulation is limited and the guide book of the implementation is often late to deliver to the team. Besides, the changes of the regulation makes the team lack of planning and preparation which also affects the implementation of the teacher's certification particularly teachers at remote areas which is far away from the city.

Until now, the policy of the teacher's certification has not given a right to the honorarium teachers who teach at the public school. It means that there is a gap between civil servant and the honorarium teacher in the form of the salary and allowances.

There is no regular evaluation of the teachers who have been appointed to be professional teacher which have been given teacher certification, whether they are consistent to implement their professional in the process of teaching and learning in the class or not. It
also needs an accurate data of the teachers who have been given allowance for their professional.

IX. **New strategies adopted to enhance the efficiency of educational administration in the country**

- Based on the condition above, MOEC takes an initiative to design a program to send the teachers to teacher training institute/universities to continue their studies (MOEC). This program is to fulfill the needs of regulation of 14 year 2005 about teachers and lecturers ([http://www.salamedukasi.com/2015/06/jumlah-guru-belum-bersertifikat.html](http://www.salamedukasi.com/2015/06/jumlah-guru-belum-bersertifikat.html))

X. **Conclusion**

Having described and discussed the teacher’s certification from several angels such as the policy, the aims, procedures, and the units or institutions involved and responsibility of the certification, procedures, it can be drawn a summary or the conclusion about the teacher’s certification. Primary aim of the teacher’s certification is to enhance the quality of education as well to give the access of the society to get minimum standard of education until the level of Senior Secondary School (SSS). This is intended to get high quality human resources to face a tight competition of workers in the era of globalization and ASEAN Economy Community (AEC).

The main purpose of this teacher’s certification is to improve teacher’s quality particularly the teaching and learning process so that the output of teaching learning which reflects to student’s achievement will hopefully be in standard of the achievement or well. In order to be a professional teacher, a teacher should have or acquire strong competences (pedagogical, academic, individual, social) and this reflects to his/her skill and competence in his/her activities particularly in the teaching and learning process.

The recruitment of the teachers was previously using portfolio which means that a teacher sent the document such as S1 certification from teacher training institution or universities, research report, teaching experience, certificate of professional teacher, and other documents. These documents are assessed by the team from the appointed teacher training institution or universities. If they fulfill the requirements, the teacher will be given a certification of professional teacher then he is also given an additional salary which is equal to his regular or monthly salary.

Implementation of teacher certification is as follows
1. Ministry of Education and Culture (MOEC) is responsible for the policy and regulation of teacher's certification produced a Ministerial Regulation.

2. Teacher’s Certification Consortium (TCC) is to design a standard of the process and the result of the teacher's certification as well as to synchronize the policy of the teacher's certification.

3. Teacher Training Institution (TTI) has a role to conduct education and training for professional teacher based on the Ministerial regulation using Memorandum of Understanding (MOU) between TTI and the Office of Human Resource Development (HRD). Another important role of TTI is to determine whether the participants pass the examination or not after they have been attending the training.

4. Institution for Educational Quality Assurance (IEQA) is responsible to train both teacher and administration staff and has a capacity to conduct a teacher certification.

5. Educational Provincial Office (EPO) and the District of Educational Office (DEO) EPO and DEO set up a committee of teacher’s certification at the province and the district/municipality level which has a function to verify the data of the participants, coordinate the related organization/institution, managing the activities starting from planning, implementation, and sustainability of the activities.

6. The task of Provincial and District Religious Office is more similar with the task of provincial and district educational office in conducting teacher’s certification. In this office, the data of participants is still using manual system so that they find difficult to update the data of the participants. The registration number of religious teachers is still done by MOEC and this makes the process of teacher’s certification is rather late.

Inspection, supervision, monitoring, and evaluation are very important to achieve the goals and objectives of teacher’s certification programmes.

There are three institutions that conduct the evaluation and monitoring, i.e. The central government (MOEC), the District Education, and the Teacher Training Institute/Universities who conduct the training.

The Directorate of Teacher at MOEC chooses some activities of teacher training in certain districts as a sample of evaluation and monitoring to understand the effectivity and efficiency of the teacher’s certification program and to know the problems in implementing
the program. The tool of evaluation of the teacher competencies is the result of test of teacher competence (UKG) which has been attended by 1.6 million teachers.

The district educational office and District of Religious Affair conduct monitoring and evaluation of the program is to know the impact of the program of the certification towards the work of teachers, to identify and analyze problems of the implementation of the certification programs, and to give a recommendation to MOEC. Monitoring also aims at making guarantee of the quality of teacher’s certification including the training: a) to know the preparation of training, b) the implementation of the training, c) to make guarantee that the training run well, d) to know the work of training towards the improvement of the teachers’ competence in implementing the 2013 curriculum, e) to know the efficiency of using the budget and finance in the training.

The Teacher Training Institute (TTI)/Universities evaluates the implementation of the training focusing on the activities of the workshop and training done by each of the institute of teacher training and universities. The workshop is a part of the training to strengthen teacher competencies of his/her subject and teaching methodology. The procedure of evaluation is that the evaluator takes a video about the teacher activities during the workshop followed by Focus Group Discussion (FGD) about the video attended by the evaluator and the representatives of each instructor of each subject study.

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Educational Administration and Leadership in Malaysia: Existing Practices of Monitoring, Supervision and Innovation in Schools

Marzita binti Abu Bakar

Malaysia
Background

The Malaysia Education Blueprint (2013-2025) was formulated to provide a comprehensive developmental framework that can transform the education system in a quick and sustainable manner. The Malaysian education system provides Malaysians with necessary knowledge and skills to spur economic growth and prosperity of the country. The aspirations mentioned in the Blueprint are designed to deliver a continuous, fast and comprehensive transformation, in line with the improved capacity and capability of the system. There are eleven shifts to be implemented to produce the desired changes. One of the shifts is strengthening the school leaders by developing their competencies in order to have a high performing principal or headmaster. They need to equip themselves with knowledge and skills to face challenges internally and at the external level specially to foster the human capital.

UNESCO recognized our planning is high quality yet findings University Malaya (2011), shows that that is a discrepancy along the line of implementations since 1957. It should be noted that efforts to transform the organization urgently requires a credible leader who is capable of driving the implementation portion of the transformational process, and who could win the trust and support of the stakeholders. Good leaders are essential to ensure the success of any changes in the organization. In order to transform, we need a capable and creditable leader as a driver to ensure the success.

Leadership Practices and Innovation

The objective of the Ministry of Education, Malaysia (MoE) is to ensure that every school at all levels is led by an effective principal. The MoE will also broaden the scope of the leadership to include the middle managers, such as senior assistants, heads of department and subject panel heads. The quality of leadership besides teachers determines the success of the students. Therefore, MOE has made compulsory to all new principals to go through National Professional Qualification in Education Leaders (NPQEL) course before being nominated in 2014. This will reveal more effective school leaders. International research shows that excellent school leaders who practise instructional leadership technique contribute 20 percent to the success of students.

Professional principals must be an expert in his field. He needs to develop professional qualities such as proficiency, competence, commitment, dedication, and even altruism. Principals must work with enthusiasm, earnest dedication and be willing to make sacrifices in order to attain their objectives with full responsibility. They need to improve their
knowledge and upgrade their skills in order to keep up with current changes and demands rather than being static and become obsolete and pursue nothing.

Leadership usually refers to the ability to influence one’s followers to perform a task in order to achieve upon agreed objectives. Therefore, a principal should have wisdom and take into account differing values, views, ideas, opinions and abilities when dealing with teachers and students.

**Personal leadership** refers to the noble values which define the character of a leader. All civil servants including principal and teachers must practice the principles of clean, efficient and trustworthy governance. Principals must portray good character as they are role models for teachers and students besides gaining respect from the community nearby. Some of the crucial values are wise in making decisions and problem solving, carrying out the tasks entrusted to them, fair and carry out things they promise. Furthermore, they have the courage to take risk and challenges with patience. Principals are also responsible to deliver a clear and precise message with effective communication skill and good networking with all teachers, students, parents and stakeholders.

i. **Wisdom:** Principals must be wise in making decisions, solving problems, planning and organizing school programs and activities. They should be judicious in choosing the best methods and approaches in developing the school. When presenting ideas and views, wisdom, wit and ingenuity must prevail. Besides this, principals must try to develop the wisdom of teachers and students in their school as well.

ii. **Trustworthy:** Principals must carry out the tasks entrusted to them. It is their duty to take good care of the teachers, supporting staff, students and school property. The career development of the teachers and the students’ future are to be their main concern and priority.

iii. **Truthfulness:** Truthfulness must be valued by principals in every circumstance in order to gain the trust of everyone. Thus, they must be fair and carry out their duties with through consideration. As people who represent and defend the truth in every situation and action, they must be exemplary role models. Delivering on their words and promises are the hallmark of real principals. Making false promises, or lying even once in a while, will undermine the trust and confidence of teachers, students and support staff. As a consequence, this will ruin the principal’s credibility as a leader.
iv. Deliverology: In order to deliver a clear and precise message, principals must have effective communicational skills and build good relationships. Effective communicational and networking will ensure harmony and understanding amongst the school community. Principals must explain their school vision, mission and thinking strategies with clarity, so that it is accepted by all the teachers, students, parents and stakeholders.

v. Courage: As every action and decision certainly has its intrinsic risk, principals must have courage in carrying out their duties. Risks, challenges and obstacles which jeopardize the success of the school must be faced with courage, for the benefit of teachers, support staff and students. Courage here does not refer to reckless actions that could completely destroy the values mentioned above, but wisdom grounded in courage, honesty and truth, which should be exercised prudently and judiciously.

vi. Patience: Principals must perform their duties with the utmost patience, especially when confronted with the whims and vagaries of people under their leadership. School leadership and management must be carried out with patience, because the school consists of layered structures. This refers to stakeholders, teachers, students, supporting staff and parents, all with differing needs and interests.

By practising wisdom, principals will, over time, be able to be more influential not only in the school but also in the larger community. Good character is the essence of good leadership as it highlights the principal’s personality and supports his personal leadership capacity. Consequently, this will help him focus on values and educational outcomes, develop interpersonal skills and implement changes for the betterment and progress of the school. Principals are important role models in school for teachers, support staff, students and the community and should be “leading by example”.

Effective leadership and moral influence can be developed as follows:

i. The Principal must always be ethical.

ii. He should model positive personal traits in terms of initiatives, ideas and leadership.

iii. He must praise, show compassion, understanding, and trust towards teachers, support staff and students and thus encourage them.
iv. He must initiate genial working relationships and mutual cooperation. Principals should be concerned and compassionate with regard to their subordinates.

**Professional Leadership**

As professional leaders, principals must develop their knowledge and skills related to the profession referring to the theories and models of educational leadership. A competent principal must master the theories of leadership as these theories are of utmost importance to the leaders, as the function of theories is to provide a rational explanation of an issue, provide the expected outcomes of regular practices, provide a research framework, generate new knowledge, and provide a guide for actions.

There are an assortment of leadership theories that principals can refer to for knowledge and guidance. Among the selected theories of leadership that must be mastered and applied by school principals are:

1. **Transformational Leadership Theory**

Transformational leadership refers to the ability of leaders to develop followership by empowering them to achieve the organizational goals. The priority of the leaders is to change and transform the attitudes and behaviour of their followers through their own performances. This results in the follower demonstrating confidence, loyalty, admiration and respect for their leaders.

The three ways in which a leader can transform his followers are by increasing awareness of the importance of their role and the necessity to understand good values, appealing to them to place organizational goals above personal interests, motivating them with passion, and a desire to achieve results. The principal who uses this theory and approach can achieve these three basic goals:

i. Assist teachers and support staff to collaboratively and professionally improve and maintain an excellent school culture.

ii. Encourage teachers in their careers and in the pursuit of knowledge.

iii. Help teachers solve problems effectively.

Consequently, philosophies, values and leadership styles can be linked with the needs of religion, society and the nation. To achieve this, the principal must integrate the following ideals in their leadership tasks; (i) be energetic and implement the required transformation; (ii) inspire, improve performance and reputations; (iii) be courageous in
facing challenges; (iv) identify suitable and competent teachers to tackle demanding tasks; (v) focus on tasks that will produce the maximum impact and (vi) be resilient.

2. Situational Leadership Theory

According to this theory, effective leadership is something that is neither obvious, nor always manifested in the same form. On the other hand, this theory is dependent on several factors like as the interdependence, interrelatedness and interactions between human beings and their environment.

In schools, Principals must first evaluate their teachers, support staff and students, all of whom are from diverse backgrounds and have different values. Leading experienced teachers who have taught for decades would definitely differ from leading novices, or teachers with just a few years of teaching experience. Their maturity levels can vary. Hence, the principal would need wisdom, be astute in assessing the level of ability, maturity and motivation of the teachers to enable him to effectively employ the appropriate leadership style. Similarly, leading the support staff and students of different age groups requires wisdom.

The following leadership styles may be used as a guide by the principals:

(i) Directing: Provide specific instructions and supervise novice teachers closely.

(ii) Coaching: Principals may either advise or ask for suggestions from the teachers. At the same time, principals may explain to the teachers how to perform these tasks. This method can be used for experienced teachers. Although these teachers might demonstrate good skills and seem confident, they might still need further guidance.

(iii) Supporting: Decisions are made together, and the principal must offer his full support to the teacher during the implementation stage. This style is effective with creative teachers. Creative ideas from these teachers are given due consideration, with the principals providing support later.

(iv) Delegating: The principal empowers the teachers to perform certain tasks. This style is effective for experienced teachers; those who have the requisite ability, capacity, and creativity to work independently.
**Organisational Leadership**

Initially, the letter of appointment as the principal is due to the authorization as an administrator or representative of the government. Subsequently, the principal has to develop himself from a mere administrator to a true leader. Therefore, he needs to influence his subordinates subtly so that they could engage voluntarily. Only then, a shared vision and mission be realized. In order to exert the right influence on his subordinates, the practice of all the attributes mentioned above is a necessity.

In the context of organizational leadership in schools, it is vital that the principal blends and maximises all available resources to achieve specific objectives. To ensure the success and effectiveness of the school, the principal must focus on consolidation or unity in school, so that all understand the vision and strategy that has been developed, developing teamwork in the organization, involving all members of the school community so that they can contribute to the success of their school. Their commitment and active involvement as team players is crucial towards the school’s achievement. Internalisation of policies, programmes and activities is imperative for all teachers, supporting staff and students so that they are more focused in the deliberation of the assigned tasks, fostering good values and excellent work culture in his school. Highlighting best practices will enable to prosper new culture in schools. Then, school ethos and culture can be developed.

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**Diagram 1 : Dimensions of Leadership: Personal, Professional and Organisational Leadership**


(19-21 April, 2016, New Delhi, INDIA)
Diagram 1 shows the integrated dimensions of a principal’s Personal Leadership, Professional Leadership and Organizational Leadership. Personal Leadership emphasizes character building and the key qualities of an individual. Professional Leadership emphasises on professional knowledge, skills and confidence. People, technical and structural elements as well as systems are incorporated in Organizational Leadership. The integration of these three dimensions enable the principal to exercise his influence in order to lead the teachers and optimise all the available resources to achieve the mission and vision of the school, and thereby attain the aspirations of the country.

**Monitoring and supervision**

**1. Capacity Building**

Capacity building provides opportunities for the members of an organization to work together in new ways. Collegiality is the core of capacity building. One of the reasons why schools fail is the absence of a professional community, intellectual discourse and shared beliefs. In successful schools, there is a climate of collaboration and shared commitment in doing work. This climate is created via discussions and dialogues amongst organizational members. Moreover, teachers actively play a significant role in the pursuit of knowledge and learning, collectively creating a learning community. Teachers’ learning is as important as the pupils’ learning.

Indeed, capacity building involves building relationships, trust and the community. Capacity building ensures a self-development force, generated through progress and changes in the school and classrooms. Therefore, schools need to build their internal capacity to manage change and stay ahead. This situation is consistent with the findings from Hopkins et al., 1996 (in Harris, 2002) on internal school improvement. According to their research, school improvement is dependent on these assumptions; (i) the capacity to make improvements; (ii) involves cultural change; (iii) conducive classroom; (iv) greater capacity building in order to facilitate change.

Harris and Lambert (2003) pointed out that if school improvement is dependent on only one person, a few people or on external directives, then change will not occur. Over-dependence on a strong leader or seeking alternative authorities as a source of directives and guidelines will lead to failure. Therefore, Harris and Lambert recommended that principals must develop and foster the leadership capacity of their teachers. As a result, teachers will be able to contribute to the improvement and progress of their schools.
Among the assumptions that underlie leadership capacity building of teachers and students are that:

(i) Everyone has the right, responsibility and ability to lead.

(ii) The adult learning environment in school is an important factor in refining the teachers’ leadership.

(iii) In the adult learning environment, opportunities for involvement and skills should be a priority.

(iv) The way one defines leadership will determine the level of one’s involvement in the school.

(v) Teachers should be committed and professional, and hence make leadership an important aspect of their professional lives.

(vi) Teachers should be determined, and through their leadership, realize the objectives of the school.

Therefore, capacity building must reflect the level of the development, skill and ability to manage and facilitate productive change at the school level. Hence, for leaders, capacity building is suitable to drive progress, changes and school improvement.

To increase the capacity of schools to meet current challenges and changes, especially with regards to the capacity building of the teachers, students and even parents, the principal needs to consider these factors; (i) building relationships, (ii) building trust, (iii) building a community, and (iv) building a learning organisation. When all of these four factors intermingle, the school may then attain high capacity. An active involvement of principals, teachers, parents, and students can contribute to continuous school improvement.

In conclusion, leadership capacity building encompasses wider involvement and skilful management by all members of the school community. Both the leadership capacity enhancement and progress of schools must occur continuously and sustainably. As such, Principals need to shape teachers' leadership skills and raise their capacity in order to sustain progress. Harris and Lambert (2003), noted that schools with high levels of capacity exhibit the following characteristics:
a. Sharing the vision of producing sustainable school programs.
b. Making decisions and taking actions based on informed judgment and research.
c. Raising the bar of the student achievement consistently and continuously.
d. Student achievement is high and increases both consistently and continuously.
e. Involving broad-based and experienced leadership.

2. Nurture High Culture

Developing the culture includes not only the teachers, but also the support staffs and students. Key elements in implementing high culture are:

a. Excellent work culture amongst teachers. Teachers need to appreciate and practice Total Quality Management (TQM), universal values and high standards at all times. Then, these practices are aligned with the principal’s effort and exemplify a good role model.
b. Excellent work culture of the support staff. All support staff must understand the importance of excellent work culture in order to contribute to the school’s progress.
c. Excellent learning culture of students in the hostels and at school. Students must be trained in self-management and equip themselves with learning skills through an execution of a quality and well-planned set of activities, that is scheduled for them.
d. Quality learning culture in the classroom. In order to optimize benefits, students must be trained in listening skills, focusing, taking notes and systematically preparing as well as revising school work.
e. Nurturing a moral culture and good character. Promoting a healthy lifestyle, developing character as well as cultivating generic and soft skills, prepares students for their future careers and a challenging life ahead.

3. Expected Result

Emphasising on high culture among teachers, support staff and students, we expects to produce students who will: (i) become leaders, while acknowledging that future progress and success of the country is their responsibility; (ii) have the wisdom, intelligence, talent and knowledge to address future challenges; (iii) be aware of the importance of one’s
health and safety, and therefore, maintain their physical fitness by participating in sports and games. The countries and organisations are in dire need of citizens and leaders who are spiritual, intelligent and healthy so that they can make a difference by making significant contributions to the nation and the organisations they lead; (iv) be courteous, polite and humble as this is an important communicational skill in managing and leading the country and organisations; (v) be God-fearing and faithful as spiritual knowledge helps students overcome the challenges and threats that may affect national and organizational progress; (vi) be holistic, that is, possess suitable generic soft skills of a good citizenry as a pre-requisite on becoming effective organisational leaders.

Principals are the key players who shape the climate, set the tone and the impetus for a successful school. Ethical principles of fine character will be perceived as persons of integrity and honesty; respected and admired by all. They must lead schools in a professional manner, utilizing all available resources to effectively contribute towards a successful organization. Nevertheless, principals are unable to lead schools single-handedly. Hence, the support and the motivation of the teachers, support staff, students, parents and other stakeholders is necessary for progress and school improvement. Therefore, principals are required to develop the leadership capacity of all members of the school community in order to achieve a high level of performance. To achieve this objective, all individuals concerned must work together as a strong, high performing team, with excellent work culture. As an outcome of this, the school will then produce high quality, honourable, responsible, knowledgeable and skilled students, consistent with the aspirations of the government in the Malaysia Education Blueprint (2013 -2025).

**Goal and Operational Plans**

Personel leadership, profesional leadership and organizational leadership should be blend together to build the capacity and nurture high culture in school. Empowering school leaders with excellent school leadership competencies will able them to analyse, diagnose, plan, implement and evaluate to produce interventionas shown in the diagrambelow.
Practices and Innovation

Case Study 1: Vandalism

The Challenge

1. The last day of the Sijil Pelajaran Malaysia (SPM) examination has a unique and distinctive meaning to the candidates. The feeling of ‘freedom’ from the stress and routine of schooling has prompted them to behave aggressively and eventually vandalizing the school property. The intensity of this misconduct increases significantly on the last day of SPM.

2. The consequences of this behaviour vary. Violators are exposed to safety risks especially when performing destructive behaviours that are harmful such as using firecrackers and punching the glass panel. The fear of getting caught also increases the violator’s safety risk. The school becomes the ‘victim’ who we have to spend a huge amount of money to repair the damages. In the year 2012, the school spend RM18,000.00 to repair the vandalized school property.
Creative Process Intervention

3. Objective of this intervention is to shift the focus from external control to empowerment effective internal control of the students. These activities are carried out based on experiential learning approach which is a dynamic blend of active reflection and reflective action.

Choosing a theme: The theme of school’s strategic planning 2014-2016 (Tekad, 2016) is chosen. This selection aims to increase awareness, acceptance, commitment to the school. With the hope that they will contribute to the development of the school even after completing their secondary education. In addition, the combinations of school colours are assigned: blue, red and yellow.

Forming groups: SPM 2013 candidates who are involved in this activity were divided into eight groups based on existing classes to strengthen their existing relationships and generate better competition among the groups.

Briefing: The briefing was given by the Principal. The session began with a prayer and the sharing of hope. The students were given information regarding the purpose of the activity, procedures, and safety precautions. Students were encouraged to ask questions if they need clarification.

Leading the activity: Each group is facilitated by a teacher. The facilitator is responsible to determine the smooth running of the activity. The students undergo a formative assessment and propose an improvement plan immediately. The process involved reinforcement of learning through the application of reward and punishment.

Reflecting: Facilitators reflect on the emotional content of the discussion to uncover the thoughts and/or emotions of the students involved. Both verbal and emotional responses were considered essential. These responses were explored and shared with other students. This exploration and sharing are enhanced through another point of view (reframing).

Conclusion: At the end of this activity, all participants seems to be better prepared, gain better understanding and acceptance of Tekad 2016. ‘Iqra’ is the keyword which was mutually agreed in this activity.
Reinforcing: Information and updates regarding the event are distributed to all stakeholders through group emails, sms, WhatsApp, Telegram, etc. It is essential to get feedback for continuous improvement.

Impact

4. Overall, these activities have accomplished the objectives and provide a long term impact on the students involved.

Greater involvement: This activity has attracted active participation from various groups of students, teachers and staffs. As a result from their active participation, their awareness, understanding, and commitment towards the Tekad 2016 have also increased.

Returns cost per unit: These activities involved more participants with less cost in a shorter time span. These activities also provided high flexibility for all participants. Any participants who are unable to participate from the beginning can still comprehend and enjoy these objectives since the beginning of the activity carried out.

Reduce the cost of maintenance: There is a significant reduction in the cost of maintenance caused by the destructive behaviour of the SPM 2013 candidates compared to the cost of repair which had to be spent as a result of the same behaviour emulated by the SPM 2012 candidates.

Students’ support: Almost all SPM 2013 candidates have actively participated in this activity. However at an early stage (during briefings), some of them were not convinced by the seriousness of the principal in conducting the intended activity. Some also expressed satisfaction and relieve through these activities.

Teachers’ support: Teachers had a positive perspective towards the activity. They trusted the management team who conducted this activity. They also argued that it is not wrong to try out the activity even though it is something new.

Community support: Many of the school community members came to see the graffiti produced and associated themselves with this graffiti through photography. Some even expressed understanding of the philosophies behind the implementation of these activities.

Room for improvement: However there was little resistance from some individuals. They expressed discomfort with the decision of the management team to carry out this activity.
The conclusions and recommendations

5. The implementation of this activity was very successful. This conclusion was based on the active involvement among the participants from various age groups and backgrounds. At the same time, this activity was carried out in a short time with minimum cost but still provided an excellent impact. The spontaneity, humor and creativity shared among the participants were the success criteria of this activity.

However generalizations and applications of this activity should be done cautiously. The differences of school background and dynamics must be first understood and taken into account before conducting this activity.
Case Study 2: Computer Lab

The Challenge

1. After 10 years, all equipment under Computerization Project Phase 2 (2005) is outdated. Desktops are no longer updated and should be disposed. LCD projector became dim. Screen is covered by fungi. Tables made of fibreboard have been decaying and collapsed. The air conditioning is no longer functioning. More and more electrical and network cables became malfunction.

2. School Net has been replaced with 1BestariNet Project. The school has received 41 units of chrome books under this project. The teachers are challenged to manage the process of teaching and learning without tables, chairs, and projector. Students have to sit on the floor. They feel uncomfortable.

3. In recent years, the school has yet to receive any allocation for repair work and replacement for disposed equipment. Existing allocation is just enough to pay for utilities and household. The management team required to revolutionize the existing equipment to be appeared as good as fresh equipment.

Creative Process Intervention

4. Emphasis is given to the empowerment of thinking and the power of collective action and cumulatively revolutionizes the use of existing resources to new methods and forms which can fulfil the customer needs.

Choosing a theme: The theme of ‘Bushido’ as ‘unified factor’ on the grounds of racial diversity that characterizes the environment in the school. The seven core values have been identified

- Quality (Hinshitsu)
- Achievement (Seika)
- Innovation (Kakushin)
- Teamwork (Gun)
- Speed (Jisoku)
- Caring (Dekiai)
- Honest (Shojiki)
**Leading**: The existing equipment was readjusted in a new and different way to get a better climate.

- **LCD Projector**: Readjusted and mounted on the ceiling. This projector is installed at the middle of the room to increase students' engagement.

- **The screen**: The existing screen was uninstalled and disposed. The projector mounted on the ceiling emitting presentation slide into the wall in a larger size.

- **Soft board**: The existing wood frame soft board mounted in landscape is changed to the portrait. The print out information printed is put on display independently on the soft board.

- **Curtains**: The existing 6 ft x 8 ft curtains were modified to 2 ft x 10 ft and hung on the ceiling. This gives the impression of privacy.

- **Iron grille**: The grille was used as an exhibition venue which affects more casual users 'SOHO'.

- **Tables**: Replaced with side table 24 in x 12-in from the board layer 4 mm and fixed to the wall using angle iron 8 in each unit 'SOHO'.

- **Chairs**: Chairs are available and reuse with a low side table set 2 mounted on the floor.

**Leading**: The work of renovation undertaken by the management team with the help of support staff during the mid-semester 1 break, 2015.

**Reflecting**: Reflection is carried out as often as possible. It's important to nourish a healthy work climate so that feedback can be given with sincere genuine and freely accepted immediately for continuous improvement.

**Reinforcing**: Information about any events is distributed to all stakeholders via emails, SMS, WhatsApps, Telegram, etc. It's important to get feedback for continuous improvement.

**Impact**

5. These activities have accomplished the objectives and also provide extensive impact in the long term.
Greater involvement: The involvement of the school community in this project is over and the time limits set. In addition to administrators, teachers and students, and workers cleaning AKP have also felt compelled to get involved.

Extensive Support: This project was well accepted by the school community and the stakeholders. They expressed their support and their 'admiration' to the work processes and results of the project. In the long term, this project also contributes to the acceptance and support for other projects such as the Frog Classroom and Smart Cafe.

Room for improvement: Koperasi SMK Tanjung Sepat Bhd. has produced a strong brand based 'Way of the Warrior'. The main products are Leadership Training Modules, Organizations Development Training Modules and shirts.

The conclusions and recommendations

6. The implementation of these activities is very successful. The project has been able to revolutionize the use of existing computer lab equipment that has been worn out. A more stimulating working climate can be built and nurtured during the working process. Teaching and learning climate has also become more favourable after the completion of a Chrome Lab.
Conclusion

To be an effective principal who exerts great impact on the school, he must possess strategic and creative thinking, focus on getting the best out of his teachers, and encourage staff under his leadership. The principal and his staff need to understand the bigger picture and learn how to pool their efforts and resources together. These are the clues to being a great, efficient and excellent principal. Overall, principal focused strategic leadership includes people, planning, process and performance. Based on the two cases on vandalism and computer lab in school, the school leader was able to use the available resources with creative thinking to overcome problems that arise in his school.

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Educational Administration and Management in Maldives

Ibrahim Asif Rasheed

Maldives
Introduction

A well-resourced, internationally recognized, values-based education system built on the principles of Islam, that develops critical thinking and ensures provision of holistic, quality education to all from kindergarten to advanced level, inclusive of vocational/technical education and higher education opportunities that caters for all sectors in the country, that produces life-long learners who are productive and successful, and effectively contribute to an improved quality of life at personal as well as national and international levels.

The traditional style of education in the Maldives used to be learning basic Arabic, Dhivehi, basic arithmetic, and the recitation of Quran. In early days, education was provided in ‘Kiyavaages’ and ‘Makthabs’ where children learned the ability to read and write ‘Dhivehi’, the mother tongue of Maldivians. The main focus of these educational establishments was to teach children Quran.

‘Kiyavaages’ and ‘Makthabs’ evolved to ‘Madhrasas’ which included teaching additional subjects. Educational in the Maldives is not compulsory. The traditional education system is now greatly replaced by the British system of education with the establishment of primary and secondary schools. The literacy rate of Maldives is one of the highest in the world (98%) and the educational standards are highest in the region.

Education system in Maldives is currently undergoing a significant reform with the introduction of the new curriculum in 2015. The education system of Preprimary, Primary, secondary and higher secondary is being replaced by 6 key stages. Foundation stage that starts at the age of 4 and last for 2 years and key stage 1 from the age of 6 that lasts for 3 years, key stage 2 from the age of 9 and lasts for 3 years and key stage 3 from the age of 12 years and continues for 2 years while key stage 4 starts at the age of 14 years and lasts for a period of 2 years where all students appear for secondary school completion examination of London GCE O’ level examination of Cambridge. Key stage 5 for higher secondary starts at the age of 16 and is of 2 years.

The Maldivian Constitution entitles all children to access primary and secondary education (Hussain, 2008:9). However, the compulsory education age range has yet to be given legal status, even though past initiatives have targeted all children attaining at least 7 years of primary education from the age of 6 and completing at the age of 12 (UNData, 2012). Literacy rate in the Maldives is a remarkable 96% (ranked 29th out of 121 countries) with little difference between male and female literacy rates (Nationmaster, 2012)
Education has a long history in the Maldives. Education in Maldives was officially recorded as it began in December 1897 with 4 makthabs, opened in each of the 4 wards of Male'. The Ministry of Education was established in 1932. Formal education was first introduced in the atolls in 1977. At present virtually all children of school going age have access to primary education and 95% or more of the islands have access to secondary education. Currently there are 222 schools with 7,022 teachers teaching 64,260 students. Tables 1 and 2 present some key indicators.

Table 1: Key Indicators of Education Sector

Table 1 Enrolment Ratios by Level of Education

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<td>Both Sexes</td>
<td>111.</td>
<td>110.</td>
</tr>
<tr>
<td>Female</td>
<td>110.</td>
<td>109.</td>
</tr>
<tr>
<td>Male</td>
<td>109.</td>
<td>108.</td>
</tr>
</tbody>
</table>
Source: Ministry of Education (All data are based on 2014 figures.)

### Table 2: Pass Percentage: O’ Level / A’level

<table>
<thead>
<tr>
<th>Exam</th>
<th>Male’/Atolls</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>O’level</td>
<td>Male’</td>
<td>56%</td>
<td>57%</td>
<td>55%</td>
<td>65%</td>
</tr>
<tr>
<td>Pass%</td>
<td>Atolls</td>
<td>32%</td>
<td>33%</td>
<td>36%</td>
<td>41%</td>
</tr>
<tr>
<td>A’Level</td>
<td>Male’</td>
<td>60%</td>
<td>48%</td>
<td>49%</td>
<td>42%</td>
</tr>
<tr>
<td>Pass %</td>
<td>Atolls</td>
<td>45%</td>
<td>39%</td>
<td>37%</td>
<td>33%</td>
</tr>
</tbody>
</table>

Source: Ministry of Education Statistics 2014

### Table 3: Student Teacher Ratio & Percentage of Untrained/Expatriate Teachers

<table>
<thead>
<tr>
<th></th>
<th>Untrained Teachers</th>
<th>Expatriate Teachers</th>
<th>Student Ratio</th>
<th>Teacher</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-primary</td>
<td>27%</td>
<td>0.6%</td>
<td>17</td>
<td></td>
</tr>
<tr>
<td>Primary</td>
<td>14%</td>
<td>12%</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>Lower Secondary</td>
<td>7%</td>
<td>56%</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Higher Secondary</td>
<td>12%</td>
<td>61%</td>
<td>9</td>
<td></td>
</tr>
</tbody>
</table>

Source: Ministry of Education Statistics 2014

Quality assurance has assumed prominence among education policy makers of Maldives too in recent years. Quality assurance provides a framework for the systematic review and monitoring of an education system to determine whether an acceptable standard of quality is being achieved over the medium-term, and enhanced over the long-term in line with global developments in education. Quality assurance reaches deep into the education system as the standard of education in each school is open to evaluation through the protocols and processes of the quality assurance framework [MOE (2010)]. The ultimate
goal of a quality assurance system is to assure every child of a high quality of education [Materu (2007)]. The development of a quality assurance framework is an important recent policy initiative in the Maldives. The MOE has introduced quality indicators for Child-Friendly Baraabaru Schools (CFBS)2 [MOE (2010)]. CFBS is a new model that provides a comprehensive tool kit for the evaluation of school performance. The main objectives of CFBS are to facilitate the assessment of education processes by schools (self-assessment) and national level authorities (external assessments). The CFBS model helps to identify the strengths, weaknesses and development needs of schools, and assists school-based development activities. The CFBS indicators can be used for school self-assessments and for external assessments. The CFBS quality indicators are categorized into five dimensions of education quality. These 2 Baraabaru means „good“ in Dhivehi. 11 are: (a) inclusivity; (b) child-centered teaching and learning; (c) health and safety; (d) family and community partnerships; and (e) leadership and management [Table 3]. For each dimension, there are standards of quality. And for each standard, there are indicators that serve as criteria for ratings within the standard. There are four levels of rating: emerging, procession, achieving, and achieved. The indicators are used for both self-evaluation and monitoring. The quality assurance evaluation processes can be implemented by schools, with the support of the zonal desks and national level authorities.

**Table 4. Dimensions of Education Quality in CFBS**

<table>
<thead>
<tr>
<th>Inclusivity</th>
<th>Child-centered teaching and learning</th>
<th>Health and safety</th>
<th>Family and community partnership</th>
<th>Leadership and management</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy on inclusivity</td>
<td>Curriculum and syllabi</td>
<td>Health personnel and facilities</td>
<td>Family participation</td>
<td>Planning</td>
</tr>
<tr>
<td>Annual enrolment and projections</td>
<td>Lesson planning Teaching and learning strategies</td>
<td>School health policies</td>
<td></td>
<td>Professional development</td>
</tr>
<tr>
<td>Inclusion plan</td>
<td>Teaching and learning strategies</td>
<td>Health and nutrition services</td>
<td>Community involvement</td>
<td>Professional qualifications and skills</td>
</tr>
<tr>
<td>Children at risk</td>
<td>Teaching and learning resources</td>
<td>Health education</td>
<td>Community resources</td>
<td>Human resources management</td>
</tr>
<tr>
<td>Leadership and mentorship</td>
<td>Learning</td>
<td>Healthy physical</td>
<td></td>
<td>Infrastructure</td>
</tr>
</tbody>
</table>

(19-21 April, 2016, New Delhi, INDIA)

_Draft papers for discussion_
environment and finance

- Learner centered assessment
- Fitness activities
- Leadership and management
- Community collaboration
- Student leadership

Source: MOE (2010).

Strategic Options for an Effective Quality Assurance Program While a conceptual framework for quality assurance in the Maldives has been prepared, it now needs to be implemented effectively. In particular, the two dimensions of quality assessment, the internal reviews or self-assessments by schools, and the external reviews through mechanisms such as school inspections, need to be carefully developed and supported. Priority policy attention is required for the program to be successful. Considerable capacity will need to be built to implement a sound quality assurance program in the atolls and islands. The capacity of schools has to be developed to undertake 12 internal reviews and self-assessments. A significant degree of variation exists between and within atolls in terms of the education levels and capabilities of parents and local communities. In consequence, the MOE needs to clarify the roles and responsibilities of stakeholders from the local communities in the quality assurance process. In addition, the capacity of atolls to implement the protocols and procedures for external quality assurance activities has to be developed. A geographic unit to function as the hub for the implementation of external reviews, such as the provincial or atoll has to be defined by the MOE and the necessary capacity built within this geographical unit. Decentralized delivery of the quality assurance program will help to improve the cost effectiveness of implementation. Given the geography of the country with multiple and scattered islands, centrally driven quality assurance processes such as quality assurance inspections can be expensive. As such, the decentralized levels of the education system, especially atolls and islands, will need to implement nearly all the activities for the quality assurance program to be cost-effective. The program would also have to rely heavily on self-assessments by schools, with external reviews taking place according to a time cycle that is affordable. The MOE needs to develop...
on-line tools that can support the atolls, islands and schools to implement the quality assurance program efficiently.

Maldives being an island nation consisting of about 1190 islands, out of which only 200 islands are inhabited where 222 schools provide formal education in the country. For administrative reason Maldives Islands are divided into 20 Atolls and Male’ the capital city separately. For the purpose of administration and management of the schools Ministry of education has divided the islands into 4 zones. Which include the 20 atolls and Male too. These zones are managed by desk in the central Ministry of Education.

Ministry of Education (MOE) is Responsible for post primary to tertiary education in Maldives. There are three main types of School level education institution in Maldives. There are- Government schools. (Owned, funded and management by the Government); Public Private Partnership schools; and wholly privately funded schools (Non-government schools). The MOE is the apex body for formulating overall policies and programs for education and ministry also implement these policies. The School Administrative head is a Director General. Its functional sections (zones) headed by three Education Officers at the central ministry. The zone functions are decentralized at the different tiers of administration. The key personnel of field level are atoll focal point appointed amongst the principals of each atoll.

National Institute of Education (NIE) which provide training to the teachers, leading teachers and principals; on new curriculum in Teacher Resource Centers. National Institute of Education (NIE) is also responsible for the Curriculum and Textbook formulation.

Management of Higher Education is by the Department of Higher Education and the Department of Higher Education is the apex body for policies planning and program formulation relevant to the post-secondary higher education and implementing body of these policies, programs and strategies. The universities and the colleges are monitored by the Department of Higher Education. All tertiary education institutions are registered with them

Technical Vocational Education Training Authority (TVETA) is responsible for running programs for youngsters under the age of 18 in school or out of school. While Technical Vocational Education Training Authority runs the program its policies planning and program formulation related schools are done with the Ministry of Education.

The major policy implemented though out the country is “No child left behind”. In order to effectively run this program several policies are being formulated while a separate depart has been established with in the Ministry of Education. The “Ufaa Office” which is
responsible for providing assistance to school with delinquency children and school dropouts back to school programs. The Ufaa Office plays a critical role in providing psycho-social support to children and families on delinquency children and school dropouts. Ufaa Office works in coordination with School Administration.

**Teacher Management**

Maldives being a developing country where the moist important human resource capital is still a scarce resource imports many number of professional staff from overseas. The staff requirements for the government schools are done in a central level at the Ministry of Education in Male'. Teacher requirement once established for the forth coming year the Human Resource Division liaises with local Universities and Colleges to collect data on fresh graduates under Education. Any shortfall to meet the requirement is met by employing from overseas. All recruitment process is done centrally by the Ministry of Education. Ministry of Education has laid out policies for teacher loads and procedures in recruiting and appointment of teachers. Though according to the policy each teacher should have a minimum load it is not practical throughout the country. As Maldives being an island nation with scattered islands with a small population as low as 300 in some islands and the effort to provide access to all in primary and secondary education some of the policies needs to have exemptions. In order to minimize these exemption Ministry of Education has started to implement Multi grade teaching to small schools (student below 100).

Recently Ministry of Education has taken steps towards setting up minimum qualifications for teachers. In this regard the minimum qualification for a teacher has been set to Diploma level effective from 2016. When it was implemented there were 1205 teachers without the required qualifications. In 2015 training requirements were set and opportunities were created for the teachers to acquire the qualifications. Teachers study policy was implemented on 2015. This policy requires each school to draw up its own Human Resource plan in order to identify the individual school training needs. A collective training need is to be drawn from the individual school Human resource plan to facilitate central training needs requirement plan. Maldives is working towards implementing teacher licensing policy in a near future. This is to ensure the quality and the professionalism of teachers. The broad guidelines which govern the teacher licensing policy are the teachers professional and ethics policy. Teacher transfer has been ad hoc for some time though out the country. All local full time teachers can only be transferred according to the civil service guide lines and the teacher transfer policy of Ministry of Education. Contract teachers though qualified will only be according to the policy and is managed by centrally. Ministry of Education has recently launched a program to train existing teachers to degree level.
While the school systems employs more than 7000 teachers we still have 2000 plus teachers below graduate levels. All levels of academic staff are appraised yearly at school levels. Minimum achievement levels are set out centrally to have a consistency throughout the country while professional staff is being appraised.

Maldives too similar to other under developed countries and developing countries face teacher supply problems. Shortage of teachers, resulting in unqualified teachers especially in outer atoll scarcely populated islands. This also results in expatriate teachers. Shortage in specific subjects typically Islam Quran, mathematics, sciences and often English language are major challenges of teacher supply.

Since 2010 the Ministry of Education has made it mandatory to all teaching staff to complete 15 hours of Professional Development. The academic calendar has set out dates for school to conduct Professional development. Individual schools are responsible for conducting the professional development activity for their teachers while the National Institute of Education is responsible for monitoring and providing professional assistance and guidance to school.

**ICT and E Governance**

Schools have been venturing into ICT friendly classrooms since last five years. But, the smart school has become more so with the introduction of the new curriculum in 2014. The new curriculum rolled out in the Maldives in 2014 is being implemented in 5 stages, with each key stage being implemented every year and the whole curriculum being rolled out in 5 years. In this curriculum ICT has been integrated in all subject areas. While the curriculum focus on preparing children for life it encompasses the daily life very much. Ministry of Education has also launched a program to cater the needs of the new curriculum by ensuring all schools are with adequate resources “Waseelaiyhamamaqbool School”. In this regard the communities are taking initiative to make smart classrooms and smart schools. It is trough out the country that each and every single school is equipped for multimedia lessons for its students. All government schools are being provided with minimum internet connection of 2mbps. All schools have been provided with sufficient computers for the staff and students with internet connections. Schools have been also provided with Wi-Fi connection for staff to work with. Computer labs for children are being constructed across the country. Higher secondary schools have been provided with interactive science lessons to overcome the limitation of science rooms and science laboratories.

Ministry of education is working on a project to connect all schools of the country into the national e governance administrative system. This system is a comprehensive
administrative program for sending and receiving official documents. Under this project the autonomous schools (schools with independent budgets) will be linked up with the Ministry of Finance and Treasury for their financial matter with a live SAP system. Presently the schools link up with Education ministry through the official mail system. All administrative and financial works too are carried via email system. Maldives is also will be linking school with Education Management Information System (EMIS) by late 2016. In the day to day activities the principals and their zone coordinators are linked via a dedicate viber group for each atoll.

Most of the school in Male and outer atolls have their own intra network systems. Which enables the staff to send and receive communications while their lessons and schemes of work and other teaching materials to be stored. With the introduction of the new curriculum the assessment has been changed for key stages one and key stages 2. While earlier throughout the system all students are assessed summative. In the new curriculum key stage 1 and key stage 2 being assessed on a continuous basis teacher needs to record the information regularly. The new curriculum being based on competencies regular records are is of high importance. Hence, the report card is being computerized and could be done online using the laptop. All teachers working in key stage 1 and key stage 2 are being trained using educational teaching platforms such as canvas.

Ministry of Education has taken major step in defying distance and time by installing video conferencing system in each atoll. Presently we have 10 teacher resource centers and Ministry of Education connected. The work is being carried out to connect 20 atolls and the ministry and the National Institute of education by mid-2016. It is through this system many orientation programs and meetings being held while each one being in their own work site.

**Supervision and Monitoring**

Inspection and supervision of schools in the Maldives is overseen by the Educational Supervision and Quality Improvement Division (ESQID) of the MoE. Internally, some schools also have their own mechanisms set up for quality assurance. The inadequate quality control system in schools is evident given the relatively high number of students that are promoted to a higher grade despite failing compulsory subjects and this is seen as a long unchecked practice within the schooling system of the Maldives. In the year 2015 a Quality Assurance Department was created under the ministry of education to address the issue. The mandate of this new department has been made to ensure the schools have been providing the service up to the quality approved.
Ministry of education has developed a school self-evaluation guideline with the help of UNICEF known as CFBS (child friendly baraabaru school) which has been implemented on 2011. The CFBS includes the external verification of internal school self-assessments as this is a critical issue of nationwide standards. The quality control mechanisms in the Maldives have been reviewed and Quality Assurance Department has been established as mentioned earlier. The internal quality control in schools appears to be inconsistent, unregulated and ineffective. The quality control system in education of Maldives has been reviewed because of the disparity in the standard of education across schools in Male’ and other islands; the lack of resources and autonomy and resources allocated in school in the past history.

A new strategy is being implemented across the country which mandates the schools to self-evaluate the school with the participants of the stakeholders. The school based management policy is to ensure participation of stakeholders in school management and policy-making. The implementation of School-based management (SBM) brings the education system of Maldives into a new era to tie in with global developments. It is expected to contribute to the personal growth of students, builds a competent workforce to sustain the social, economic and cultural development of Maldives and further enhances our competence in providing a world class education.

With the introduction of SBM, the Ministry of Education (MoE) devolves more responsibilities to the schools and provides them with greater autonomy and flexibility in managing their operations and resources and planning for school development. As the quality of school education has a direct impact on students’ learning outcomes, the quid pro quo to additional autonomy is that schools have to be more transparent in their operations and accountable to the community for their performance and proper use of funds. With school-based management, schools will develop a management system to ensure the quality of teaching and learning. This framework of governance is school-based, student-centered and quality-focused. To promote quality education, a school should adopt a model of teaching and learning and a management framework that suit the needs of the students and the community. Through school-based management, the school develops its own characteristics, establishes its culture and identity, seeks self-improvement and pursues excellence.

In order to monitor the progress of the education sector the following indicators are being utilized by the Ministry of Education.

a) Percentage passes in the Cambridge ‘O’ level and SSC exams and GCE ‘A’level London Edexcel exams to give an indication on the rising level of students passing.
b) Percentage of students enrolled in higher education institutions and those going abroad on higher education scholarships and the percentage of students who graduate successfully.

c) Percentage of students completing Polytechnic courses, TVET programs, BTEC courses and Dhasvaaru (apprenticeship) programs.

d) Percentage of trained teachers showing the stages discretely that would show an indication of not having to rely on expatriate teachers.

e) Results of National Assessment on primary education that gives an indication of how well students can think critically and creatively.

**Transparency and Accountability**

Introducing a participatory governance framework involving School Board, the principal, teachers, parents, alumni and independent community members is essential, as direct participation in school decision-making and different input of these key stakeholders help enhance transparency and accountability of school governance and contribute to more effective school operation.

To ensure stakeholders’ direct participation in school management, the Ministry of Education has introduced a policy to lay down rules and regulations governing its implementation. Under the School Board Policy, all government schools are required to set up a School Board to advice and support the school principal in effectively managing the school. The Ministry will offer support measures to help schools put in place this new model of governance.

Policies and practices responsiveness to administration

In the last two years with the election of a new government in late 2013 several changes has come to educational policy and administration. With the new government in place the education is focused on a revolutionary change to education system.

**Major Policies and Programs**

In this regard the government has set out specific goals to be achieved in the area of education in Maldives. In order to counter the lack of resources and facilities in most remote islands of the country, under the pledge of "Waseelaiyhamamamqbool School (Reputed schools with adequate resources)," the necessary infrastructural changes will be brought about for schools across the country. ICT opportunities will be created in schools.
across the country. Broadband Internet connectivity will be ensured in collaboration with Dhiraagu. Each school will be provided with a library or a resource room that will cater every student’s reference needs. One PC and associated resources for every thirty students will also be provided. In addition to this, funds will be secured from agencies and extra classrooms will be introduced to schools with double sessions to transform into single session schools.

Regarding the issue of untrained teachers in pre-schools, teachers will be trained and teaching materials will be prepared to help teach the new curriculum along with the infrastructural amendments needed for the schools. In addition, with respect to professional support, 100 professionals will be trained every year to be specialized in school management. Schools will be headed by professionals who have acquired a Bachelor’s degree with a minimum of a diploma in school management. Special emphasis will be given to train and qualify competent local teachers to replace expatriate teachers in the lower secondary and higher secondary grades. In order to strengthen the capacity of teachers, all teachers teaching in government schools should attain a minimum teacher qualification of a diploma by the end of 2015. For this, the government has undertaken a project of providing training to teachers for diploma level, in collaboration with the National university of Maldives.

Under the pledge of “Igtihsadheeningilaabdhohoolhunaru” (skills related to economic revolution) the higher education providers in the country will be encouraged and provided assistance to coordinate with overseas universities to run one to two-year courses on special areas such as Off-shore financing, Managerial Economics, Banking, Accounting, Auditing & Tourism. Students who take such courses will be provided assistance through a loan scheme. Moreover, skills and training required for new industries will be included in the national training requirement. Also, internship opportunities shall be created for those who work in these fields. Technical institutes that are specialized in skills and training required for the new industries will be identified. A registry will be formed pertaining to the students who left school but are not employed and a need analysis will be conducted.

Under the pledge “No child left behind” provision of quality teachers has been on top of the priority and has established minimum qualification for teachers for the first in the history of country. In order to facilitate teachers to get the minimum qualification of Diploma in Ministry of Education has developed a policy to release teachers from their official duty while on the job to acquire the necessary training towards achieving the qualifications. In consideration of the dispersed population and the remoteness of the islands employing and deployment of qualified teachers Education ministry has announced a special scheme for

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1 Dhiraagu= Maldives Telecommunication Company

(19-21 April, 2016, New Delhi, INDIA)
these remote island to train teachers. Under the scheme “101 furusathu” (hundred and one training slots) teachers or potential candidates are sponsored to study for a teaching qualification required for those islands which has difficulty in getting trained teachers. In order to sustain teachers, government has pledged to increase the pay scale. On 2015 teachers pay scale has been revised which includes a qualification allowance to motivate teachers to get better qualifications and training. In order to ensure every child is accounted for and does get an opportunity in the education system reforms has been brought to the education system by rolling out a new curriculum in 2015. The schools system has been diversified to accommodate vocation education, which has never before been official in the school system. The newly introduced vocation stream into schools encompasses skill based training and international vocational qualifications such as Edexcel B.tech programs for lower secondary and higher secondary.

To address the issues of data management and data sharing from the remote islands of Maldives many approaches has been used in the past. Unfortunately due to many reasons we still are unable to establish a system until now. Today for the ease of administration and sharing all schools in Maldives has internet connection of 2Mbps as the lowest and upto 8Mbps. In March 2015 all school has started to use an online report card system for Key stage 1 and 2. While for the secondary grades of all schools operate in an online data base which shares the student information and results. In collaboration with UNICEF the Government of Maldives has started to customize the UNICEF Open Emis for Schools.

**Challenges**

The pre-school or a pre-primary education set-up in each of the islands although it is officially recognized as school education and has not been fully addressed in the policy context. Early childhood education is an important aspect of education yet to be emphasized. Pre-school education has been included as the foundation stage of the new national curriculum. With the implementation of the new curriculum the challenges of untrained teachers and lack of resources and materials have been felt.

The primary objective of providing universal access to basic education through rapid expansion of enrolment has been achieved. However, the national assessments of learning outcomes at grades 4 and 7 show that learning levels are unsatisfactory. Students are found to be performing extremely low in questions that require higher order thinking. This leads to students lacking critical thinking skills when they complete primary education and join lower secondary. Hence, the enormous challenge of providing a quality education that puts emphasis on developing students’ critical thinking skills and helping them become more productive and successful in their future endeavors is yet to be realized.
Maldives being an island nation scattered in the Indian Ocean spread out over 90,000 square kilometers, with 99 percent of the country formed by the ocean; the land area stretches 823 kilometers from North to South and 130 kilometers from East to West is the biggest challenge. While the country has 1192 islands only 188 islands are inhabited. With a population of 341,256 out of which 133,019 people reside in the capital city of Male'. Hence, except for a few handful of island the remaining islands are very lowly populated. The skilled work force does not exist in many of these low populated islands. Most of the school leaders in the many schools are untrained or needs to be trained in management. While, one of the main reasons for students poor performance also account for untrained teachers.

Wide dispersion of islands and low population has also resulted in lack of resources in many of the small islands. Schools not having adequate infrastructure and other facilities does, hinder the administration and quality of education. Maldives being very recently graduated to the status of developing country faces many challenges securing finance on development projects. While only 188 islands being inhabited there 212 government run schools, and private 10 schools. Majority of the student population is concentrated in the capital city Male'. Hence, the capital faces the problem of over population in schools.

There has been a gradual improvement in the “O” level and SSC passes increasing from 37% in 2011 to 47% by 2014. The country cannot however be satisfied with 53% of students failing. Increasing the pass percentage and providing career opportunities for the low academically achieving students is no minor challenge. The low pass percentage in the ordinary level exams leads to low gross enrolment at higher secondary education especially in the atolls. It is no wonder that the percentage of students joining higher secondary is comparatively less. Statistics show that out of the students who join lower secondary grades only 24% move forward to study for advance level in higher secondary from higher education sites. Also, a network of information will be developed to provide information to the public regarding scholarships available in the country as well as overseas and easy access to this service shall be created.

New Strategies

One of the main focuses of the education sector is to adopt strategies to overcome the challenges faced by the sector. Human resource being a major challenge, strategies needs to be adopted to address the training needs. One of the areas schools in dire need for training being subjects taught in local language has been addressed entering into understanding with the local universities to train potential 5000 candidates in 10 5 years. In order to
increase the standard of teachers a special program to train 2000 teachers to degree level is being launched by end of March 2016.

Furthermore, videoconferencing is introduced in every atoll of the country, which would help in training teachers and students alike, across the country. In order to develop psychosocial services in the school system, school counselors are also doing in-house trainings as well as online courses, to develop and improve on their skills to better engage and empower students to address their issues through effective solutions which are based on the students’ strengths and capacities.

In order to strengthen the school monitoring and evaluation through empowerment of school leaders School Based Management is being implemented with the assistance of the World Bank project on Enhancing Education Development. Under the World Bank program infrastructure development and capacity building is also included.

Multi grade teaching is being introduced in small populations. In those islands where the school population is below 100 from grade 1 to 10 usually it’s almost impossible to get a trained teacher or a qualified school leader from these scarcely populated islands. With the introduction multi grade teaching many challenges faced by small islands gets solved. In order to closely monitor and provide assistance to these schools a multi grade cell is established in the National Institute for the implementation of the policy and ease of administration.

In conclusion, new programs and policies are being implemented in the country to address the issues and challenges faced in administration and management of education.

Reference


Teacher Management and Professional Development Initiatives in School Sector Development Plan

Kabi Prasad Pokhrel

Nepal
Introduction

Nepal is at a crossroads both at the global level with moving from the millennium development goals (MDGs) (2000-2015) to contextualizing and adopting the sustainable development goals (SDGs) (2015-2030) era and at the national level with the rollout of the federal system under the recently promulgated constitution (GoN, 2015a). Nepal has made impressive progress across most of the MDGs. The drop about one percent per year meant that the 17 percent target for was achieved ahead of schedule. Poverty has declined at an average 2.5 percent between 2004-2011 (NPC, 2013a).

Nepal’s new federal constitution was promulgated on 20th September 2015 and it defined the federal state of Nepal as an independent, indivisible, sovereign, secular, inclusive, democratic socialism-oriented federal democratic republican state. The goal of transformation into federal democratic republic is building on the decentralization of governance that the country has adopted decentralization as a major government policy to engage people on planning and development. With regard to this changed context, school sector development plan (SSDP) has been developed through an inclusive and participatory approach encompassing the broader policy framework for the quality inputs in terms of teachers, teaching-learning resources, and the enabling education environment. SSDP emphasizes to equip Nepalese people with the skills and agency to contribute to socio-economic development and reduce disparities by facilitating all citizens with opportunity to develop life skills and knowledge required to enjoy a productive life (DoE, 2016).

The changed context and evolving socio-political order under the new constitution provide the foundation for reforming educational governance and management system, the plan document stresses on improving the relevance, quality and equity in teacher management and professional development. Further, the plan focuses to make teacher management and professional development mission more reliable in terms of core competencies and linked to in service follow up support and monitoring of performance and strengthens safe schools with adequate technical oversight (DOE, 2009; Mpokosa et al., 2008)). The governance and management of educational system and its delivery mechanism thus have to be materialized in applicable modality to fulfill the intent and mandates of the recently promulgated constitution. The gradual devolution of governance and management to the local level has to be the major focus of the plan. Because of ensuring quality and needs based teacher’s professional development and performance based and accountable teacher management is one of the main components of SSDP. Around 57.01 percent to 42.99 percent between teacher salaries to non-teacher salaries cost has been estimated to the total budget of the plan (MoE, 2016). This is the main investment of the plan and seems to
be considered as the prime resource to establish quality education over the upcoming seven years (2016-2023). The school sector reform plan (SSRP-2009-2015) clearly evinced that building strong ownership of the program among teachers and teacher’s professional organizations remained key element for the action to coming days. Therefore, it is important task of the plan to transform teacher management and professional development responsibility, structure, and mechanism to accommodate the upcoming decentralization of the educational system under the new federal system. The plan has also aligned with the overarching to national goal of Nepal graduating from least developed country to developing country by 2022 (NPC, 2014). The major covenants and commitments related to the educational sector have provided the path and basic guidelines for developing the program and working strategies of teacher management and professional development in the working strategies of SSDP (CBS, 2012; UNESCO, 2015).

In above mentioned issues, initiatives and intentions including in the SSDP, this paper is an attempt to assess and overview the overall status of existing teacher management system and professional development practices in Nepal. It concentrated to assess teacher selection, recruitment, and placement policies and processes adopted by government of Nepal. Further, it devoted to make an inquiry into deployment and redeployment situation of the teacher and analyze provisions for teacher development including legal measures for teacher transfer and promotion. Key issues and challenges related teacher management system were also discussed in order to way out the measures to implement in the upcoming 7 years of SSDP.

Descriptive, analytical and exploratory research method with the mixed approach of both qualitative and quantitative inquiry was used to map out the existing situation of teacher management system. However, the focus of the paper was in the qualitative methodology. The qualitative data were analyzed and interpreted using content analysis method in the narrative style. Quantitative data were interpreted with the help of simple statistical tools.

**Selection, Recruitment and Placement Provisions**

The section 5 (ka) rule 22 (na) of education regulation, 2049 BS(1992) as well as the section3, rule 9 and 10 of teacher service commission (TSC) ,2057 have made policy provisions for the recruitment of teachers. Based on the same government of Nepal has lunched TSC regulation 2057 according to the delegated authority of the article 19 of the education act 2028BS (1971). With these legal provisions TSC is the responsible for the selection, recruitment and placement of teacher at central level. TSC as an administrative wing of the ministry of education (MoE), it deserves the sole authority of selecting and recruiting teachers for permanent post. However, it had not executed properly for the long
and not announced the vacancies for the permanent post of teachers since 2052 BS (1995) due to the decision of government not to fulfill the permanent post of teachers for some years. Due to this, the seventh amendment of education act has made provision of recruiting temporary and other teachers through school management committee (SMC). Following rules and regulation SMC has announced the vacancies for teachers incorporating details of the post including minimum qualification. The managing committee in the chair of SMC forms a teacher selection committee in assistance and cooperation of district education office (DEO). After this, public notice has published to call the application from eligible candidate. The then teacher selection committee has conducted written and practical examinations of 150 full marks. On the merit basis the selection committee has certified with recommendation to the SMC for recruiting selected candidate as a teacher and make placement to the school. Accordingly, the SMC has recruited the selected teacher and make placement to the school and has sent the same decision to the DEO for necessary approval. Recently practiced policy and procedures of recruitment, selection and deployment of teachers has been presented in figure-1 for the intelligibility of the procedure in way that is more comprehensive.

![Fig-1: Teacher recruitment and placement policy procedures](image-url)
**Status of Teacher Recruitment**

There is lacking of update data regarding the status of school teacher status as how many teachers are permanently recruited and how many are in temporary basis and so on. This assessment has been made on the data base of a study report of 2012. The teacher recruitment status has been on the basis of sampled schools in covering all geographical regions, rural urban areas and development regions which is presented in table-1.

**Table-1: Teacher Recruitment Status by Posts**

<table>
<thead>
<tr>
<th>S.N.</th>
<th>Types of the Teacher Post</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Permanent</td>
<td>60.00</td>
</tr>
<tr>
<td>2.</td>
<td>Temporary</td>
<td>25.00</td>
</tr>
<tr>
<td>3.</td>
<td>Rahat</td>
<td>10.00</td>
</tr>
<tr>
<td>4.</td>
<td>PCF</td>
<td>2.00</td>
</tr>
<tr>
<td>5.</td>
<td>Private</td>
<td>2.00</td>
</tr>
<tr>
<td>6.</td>
<td>Others</td>
<td>1.00</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>100.00</td>
</tr>
</tbody>
</table>

Source: Study Report on Teacher Management in Community Schools, 2012

The table 1 shows that only 60 percent schools teachers are permanent whereas around 25 percent teachers are temporary followed by 10 percent Rahat, 2 percent PCF and private, and 1 percent others. It shows that 40 percent teachers have recruited and made placement by SMC and only 60 percent have recruited by teacher service commission as permanent teacher.

**Student Teacher Ratio**

Government of Nepal has adopted the data based funding for recruiting teachers at school level. For this, the per capita cost funding (PCF) teacher’s quota system has been introduced. The recruitment of teacher has been based on the number of students enrolled at school. According to the PCF directory 2010, teacher at school are recruited according the number of students enrolled at school. In this case the student teacher ratio (STR) has
the important role to recruit teachers at school whose status is other than permanent. The existing STR of sampled schools has been given in table-2.

**Table-2: Sampled Schools Existing Student Ratio**

<table>
<thead>
<tr>
<th>S.N.</th>
<th>Level of School</th>
<th>STR</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Primary</td>
<td>17.41:1</td>
</tr>
<tr>
<td>2.</td>
<td>Lower Secondary</td>
<td>22.42:1</td>
</tr>
<tr>
<td>3.</td>
<td>Secondary</td>
<td>30.74:1</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>28.51:1</td>
</tr>
</tbody>
</table>

Source: Study Report on Teacher Management in Community Schools, 2012

The table 2 shows that the average student–teacher ratio at schools is 28.51 students per teacher. As the level-wise STR is concerned the primary, lower secondary and secondary level have 17.41, 22.42, and 30.74 students per teacher respectively. This may not be generalized in the whole spectrum of teacher management. However, it has presented a glimpse of the STR scenario at schools.

Quoting flash report (DEO, 2014/15), the mid-term evaluation report of SSRP presents the following STR at schools in Nepal (table-3).

**Table-3: Schools Existing Student Ratio**

<table>
<thead>
<tr>
<th>S.N.</th>
<th>Level of School</th>
<th>STR</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Primary</td>
<td>37:1</td>
</tr>
<tr>
<td>2.</td>
<td>Lower Secondary</td>
<td>60:1</td>
</tr>
<tr>
<td>3.</td>
<td>Secondary</td>
<td>30:1</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>42.33:1</td>
</tr>
</tbody>
</table>

Source: Department of Education, 2015

It is evident from the table 2 and 3 that there is great variation between the national figure of STR and the STR observed in sampled schools in all levels of school education.
Variation in Teachers Post

The mid-term evaluation of SSRP(2012) noted 12 types of teachers working at Nepalese schools as—Permanent teachers, Temporary teacher, Rescore person, Kaaj teaches, Special school teacher, Rahat teacher, PCF quota teacher, Substitute teacher, Female teacher, Community funded teacher, I/NGo funded teacher, and Voluntary teachers. Whereas the teacher’s union claimed 18 types of teachers working at Nepalese schools. But at the school level permanent, temporary, Rahat, PCF, Private and other types of teachers were observed. There found different types of teachers at schools but the classification does not find prompt and intelligible. It is due to the reason of TSC is not recruiting teachers for permanent post, government of Nepal has made provision of recruiting temporary and contract teachers through SMC at local level to solve the problems of teacher management at schools. As the nature of teacher recruitment they are mainly of the three categories such as permanent teacher, temporary teacher and contract teachers. The variation of teachers at schools has really created some problems in teacher management and can’t not upgrade quality of education until the variation of teachers cannot be eliminated at school. Further, it has resulted variation in the quality of service they delivered. This is why; different types of teachers working at schools themselves are the serious problem for teacher management at schools.

Policy and Process

Policy, process, and status related to recruitment, selection and deployment/placement of teachers, SMC is remained as a responsible unit/body for appointing teachers at schools. According to TSC there are 108,500 posts of teachers created by the government of Nepal in which approximately 20 thousand posts are still vacant. However, flash report 2014/15 also corroborated it. The TSC has not announced vacancies for permanent post of teachers for 17 years. The main reason behind this situation to occur, as indicated by the informants, is the lack of appropriate policy and process that can help to overcome the problems associated with teacher management. In one hand, government indicating the financial constraint does not allow the TSC to announce the vacancies for permanent post of teachers. In the other hand, the TSC does not have sole authority to conduct its entire activities independently. It is therefore, TSC should be an independent and solely authorized constitutional body in federal system to solve the problems of teacher selection.

As article-11 of Education Act, 2028 (1971) defines about the formation of TSC, government, following the delegated authority of article-19 of the Act, has released Teacher Service Commission Regulation-2057 (2000). This shows that TSC is not an
independent and rightful separate agency in the lack of even its own separate Act. Thus, need is to release the separate TSC Act to situation and environment. It may help the commission to be functional independently and to be rightful constitutional agency to work according to its own rules, regulations and law. At present, TSC is actually as a paralyzed institution due to political influence and intervention. Under the new constitution provide provisions TSC should be a constitutional organ to work efficiently and effectively. It is clear that the TSC has least enough and strong legal base and provisions to solve all the problems related to teacher management, especially, in the selection of the teachers. Thus, it is necessary to release a separate TSC Act to make it more active and functional than what it is now. However, it only cannot solve the entire problems. For the long-term solution of teacher management in Nepal, it is seen necessary to make the TSC as an independent constitutional organ like public service commission(PSC) so that it can decide its entire actions, plans, functions, and activities strongly with no effect and influence of any external (and/or internal) power.

**Deployment and Re-deployment of Teacher**

Government of Nepal has formed the Teacher Service Commission as the central authority for the deployment of placement quota of the teachers. For this, government has released TSC regulation 2057(2000), under education act-2028(1971). However, there is no separate act for TSC. As international system of teacher deployment is concerned there are only two systems like deployment with central authority and deployment in market system. Teachers are hired by the central government and deployed over the country in a system with central authority. In a market system, each school advertises and recruits its own teachers. This system of teacher deployment has benefit of easy administration and quick response to shortage however, it may not be free from local pressure.

Deployment of teachers with the central authority is, thus a centralized practice. It basically, expects top-down approach to teacher deployment. Market system is a mean for decentralization practice in which teachers are managed locally for this, the requirement set by education regulation for the deployment of teachers at school is given in table-4.

**Table-4: Requirement Set for Teacher Deployment at School**

<table>
<thead>
<tr>
<th>S.N.</th>
<th>Level of education</th>
<th>Grade</th>
<th>Required teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>pre-primary</td>
<td>-</td>
<td>1 Teacher</td>
</tr>
<tr>
<td>2.</td>
<td>Primary</td>
<td>1-5</td>
<td>Minimum 3 Teacher</td>
</tr>
<tr>
<td>3.</td>
<td>lower-secondary</td>
<td>6-8</td>
<td>Minimum 4 Teacher</td>
</tr>
<tr>
<td>4.</td>
<td>Basic</td>
<td>1-8</td>
<td>Minimum 7 Teacher</td>
</tr>
</tbody>
</table>
Government of Nepal has also delegated its authority of teacher management to the SMCs. However, there are many problems in the local level. As the local situation is analyzed, the local authority (SMC) has many deficiencies because SMCs are formed more politically than academically which are unable to solve the problems related to teacher management and not make work friendly. The main reasons behind this are the SMC members have low academic qualification, they have no managerial trainings, and local people are least aware and least capable of assisting proper management. By this, most of the SMCs are not able to handle the overall managerial aspects of the school and it remains as the difficult task for them. As a result, they suppose that the teacher management at school is possibly from the intermediate body (DEO/DEC) or from central authority (TSC). The Education Regulation, 2049 has set a criterion of minimum requirement for teacher deployment. Some of the conditions set for teacher deployment are:

- Distribution of STR based on geographical region
- District-wise STR
- Teacher demand projection
- Teaching license
- Availability of the candidates etc

The regulation has also set some of the requirement of STR based level wise and grade wise teachers' deployment projection in Kathmandu valley/ terai, hill and mountains. Similarly, deployment of teacher from central authority system, teachers performance, composition and dynamics of teachers, need of the society and the preparedness of the teachers are taken into consideration however, market system has some more other local consideration.

As the process of teacher deployment in present context to Nepal, teachers are deployed in permanent, temporary, Rahat, PCF, and community funded quotas. There are separate processes for their deployment. Different provisions set in different rules and articles of TSC Regulation, Education Regulation and Education Act, the following stepwise process of teacher deployment can be observed. For permanent quota, SMC request and increase teacher quota to the DEO, DEO checks and analyzes the need, DEO forwards the need to MoE, MoE decides annual teaching post allocations based on available enrollment figure and staffing need estimate, MoE provides Quota to district, and DEO deploys teachers in
school (the teacher is appointed as recommended by TSC). Similarly, For temporary quota, SMC with the permission from DEO, recruits temporary teachers in the vacant post for 6 months. For Rahat quota, SMC request DEO for Rahat quota on the basis of high STR, DEO checks and analyzed the need, DEO forward the need to MoE, MoE decides on need, estimate MoE distributes quota to district DEO through SMC deploys teachers at school (Note: the system of teacher deployment was stopped from 2009). While PCF quota system is also based on the STR, as same as Rahat quota. Thus, the deployment of teachers follows the same procedures based on the STR. What is difference between Rahat and PCF teacher is the salary for Rahat teachers are minority block grant equal to 13-month salary however, PCF salary is based on the students number in the block grants. Thus, the salary of PCF teacher may have fluctuation. SMC recruits community funded teachers with locally managed fund in case of the requirement of additional teacher. Salary of these teachers is decided by SMC.

The deployment of teacher is affected by many internal and external reasons as pointed out by Bhatta (2008). Some of them are insufficient teacher quota, weak management, no incentives to work at rural areas, political interference, nepotism and favoritism, facilitate life style of teachers, geographical difficulties, and weak infrastructure. Lack of security, seasonal migration, and caste-based patriarchal society are also responsible to affect proper deployment of teachers at schools.

Redeployment of teachers has taken is a mean to overcome the uneven deployment of teachers at schools. There is a provision to make balance in teacher management through redeployment from over-staffed schools to under-staffed schools and also from urban as well as well facilitated area s to remote places. According to the rule, District Education Committees (DECs) are responsible for teacher redeployment. However, most of the DECs are completely passive due to local politics and central level political intervention. According DEO, DOE s and TSC officials, teacher redeployment in recent years is affected by the lack of support from teacher union and politically affiliated teacher’s professional organizations. Some stakeholders argued that they sometimes did it to control the unjustified actions against teachers and their profession especially through political intervention. This shows that, some influence of union also lies in the redeployment process.

In this regard, DOE (2010) stated that the redeployment and implementation of further guidelines for inter-district deployment of teachers is effective measure to settle the problem. He added that a long-term vision to deploy teacher is required for balanced deployment from the beginning of teacher recruitment and placement. Capacity building of local authority as well as district and national level staffs is also required to monitor and
deal with uneven deployment. Particularly, it is required to monitor the resourcing school, including staffing, when they are in process of upgrading their level. Overall situation of teacher’s deployment of Nepal is uneven based on level of school, geographical location, ecological variation and school wise variation within the same homogeneous community settlements.

SSDP Initiatives

With regard to teacher management, SSDP document mentioned that the TSC at the federal level will continue to accredit and certify teachers, as well as monitor the criteria for the recruitment, appointment and promotion of teachers at the state level. To ensure ownership, local bodies will have compulsory participation in the recruitment and appointment of teachers. Thus, SSDP has the policy framework to explore the possible ways of teacher management at upcoming federal system in Nepal. For this, the four-step model of teacher management has proposed in upcoming decentralization education under federal system. According to this model, the TSC as a constitutional organ of the country will select teacher in close coordination and collaboration with the Federal Education Commission (FEC). Each federal state will have an FEC of its own. According to the result of TSC, FEC will certify each of its DEOs for recruitment and deployment of the selected teacher candidate at school within the federal state. Accordingly, the DEOs will recruit and deploy the teachers at the schools. Rests of all the aspects of teacher management will be the responsibility of the concerned SMCs. The model for teacher management under decentralization education in federal system is presented in figure-2.
By following the required legal provisions, it is necessary to reduce the types of teachers only as Permanent, Temporary, and Contract teachers. The temporary teachers can be managed from the district wise standing list of alternative candidates of TSC (permanent post) for a certain period. The authority of selecting and recruiting contract teachers within the set criteria has to be given to the intermediate and local level. As SMCs are the managers of the schools, it is necessary to empower the SMC members and develop their capacity to handle proper management of teachers at school. For this, the intermediate level of administrative authority of TSC (DEOs) can be the appropriate authority for deployment and redeployment of teachers at school. To improve the deployment situation of teachers during the SSDP implementation period at schools, capacity development of strategies has been identified to develop the managerial capacity of SMC members and reduce the political intervention in deployment.
The main policy directions and working strategies of SSDP are listed below for teacher for deployment of teachers at schools:

- Management of teachers in line with the new constitutional mandate
- A balanced approach to recruiting teachers from under represented population
- Management of separate head teacher for secondary schools
- Development of a roadmap for the appointment of subject teachers from faculties like science and humanities
- Review and strengthen eligibility criteria for teacher licensing and participation in teacher service examinations.
- Increment of teacher quotas at school
- Community awareness and capacity building of the local stakeholders, especially managerial trainings for SMC persons
- Establishment of a concrete and strict system
- Different incentive packages for teachers, especially for them who deserve examples of best practices and for them who serve in the remote areas
- Strengthening physical infrastructures
- Reducing political interference, nepotism and favoritism in decision making process
- Strict supervision, monitoring and evaluation system
- Effective redeployment and periodic transfer

**Teacher Professional Development**

Lesson learned from the implementation results of SSRP (2009-2015) evince that serious efforts are needed to build the strong ownership of school sector development program among teachers and teachers’ professional development organizations to ensuring access and quality in school education particularly and whole education system in general(MOE, 2009). Due to inadequate and less competent teachers in the core subjects like math, science and English many students still fail in these subjects in their SLC examination. There are number of crucial issues related to ensuring quality and relevance of education by lacking appropriate and sufficient pathways and bridges that enable students to shift from purely academic to practical and vocational streams. The evaluation report of SSRP clearly indicates that this is mainly inadequate supply of subject specialist teachers and head teacher with management skills. Inadequate investment in continuous professional development for teachers also observed. Another big challenge is the management of teachers yet to be rationalized and the recruitments for appointment are defined by certification and training not by competencies. Many teachers do not spend the required time time-on-task. Though five priority minimum enabling conditions (PMECs) were already envisioned to establish the minimum enabling conditions (MECs). In ground
reality, only a small number of schools found to meet the PMECs at the end of the SSRP. PMECs have not included in classroom activities. Teaching and learning in the classroom is largely driven by the nature of board exams. Teachers and students still tend to focus primarily on memorization and knowledge recall. Critical thinking analysis and creativity are lacking.

To address the above mentioned challenges and ensuring quality and needs based teacher professional development is one of the most important component of SSDP which focuses to information communication technology (ICT) based effective and successful teacher professional development (TPD) for high quality and relevant to teachers’ need. With regard to this, the role of education training centers (ETCs) at district and state level will be restructuring and strengthened to accommodate the upcoming decentralization of the education system under new federal system. SSDP has framed to adopt three broad categories of TPD. They are: (a) Standardized TPD as the centralized approach to disseminate information and skills among large teacher populations. (b) Site-based TPD for intensive learning by groups of teachers in a school or region promoting profound and long term changes in instructional methods. (C) Self-directed TPD as an independent learning initiative at the learner’s discretion using available resources that may include computer and Internet.

The SSDP document clearly speaks that teachers during their tenure will come to ETCs for in service and refresher training at the set time and translate the obtained skills and techniques into practice with consulting senior teacher in the respective school. Further, the document frames to build the teachers capacity through continuous assessment for education within classroom to accommodate the needs and interest of students. There is also an provision encourage teacher to undertake regular self and peer assessment to identify their preferred professional development based on their competencies and needs. This has been introduced with a view to promote teachers with creative and critical ideas and skills to bring changes in their teaching. From this program has a high expectation from the teachers with regard to their personal and professional development. However, our planners, who do not have to train and teach, at the policy making level have envisioned bringing substantial changes in current educational scenario by implementing the teacher professional development program (Head & Taylor, 1997).

In current practice, teacher professional development, (pre-service and in-service), backlog clearance, and qualification upgrading trainings as well as teacher's transfer and promotion have been regarded as the key to teacher's development. For this, Government of
Nepal has launched educational programs in the universities and HSEB board as I. Ed/ +2, B. Ed and M. Ed. as the level wise requirement of training for teachers. Beside this, HSEB is running +2 and special-12 programs in faculty of education to provide the required training to the teachers. Around 99 private teacher-training centers affiliated with NCED have provided pre-service training for primary teachers with required qualification. One-year additional training as a teacher preparation course (TPC) has also been conducting under the faculty of education in TU for those teachers who are from non-education faculty. The TPC is available in different unitary educational campuses of TU. NCED has a network of 29 educational training centers (both ETC-As and ETC-Bs) along with five sub centers. The 29 ETCs are conducting trainings in 29 districts and 46 lead RCs in rests of the districts all over the country. Trainings provided by all these organizations are mainly three types as mentioned above with different packages.

The Flash report of DOE 2014/15 recorded that the proportion of fully trained teachers in community was about 95 percent in primary level, 82.6 percent in lower secondary level and above 92 percent in secondary level. However, field study data showed that around 90 percent of the teachers are trained at schools. While 13 percent teachers have only the academic qualification as pre-service training, other 24 percent have 10 months training in which 20 percent of them have backlog clearance with TPD. Rests of 61 percent teacher have both pre-services training with TPD.

**Teacher Transfer**

Transfer of teacher is also a part of teacher development as it is directly related to the professional issues and career path. Before the eighth amendment of the Education Regulation, the transfer of teacher was only possible after the work of five years in remote and seven years in urban areas but the amendment eased in transfer system. The regulation permits transfer only for the permanent teachers. According to its new provisions, teacher with less than one-year experience or teachers who are going to retire in less than one year will not be transferred. Generally, teachers of public school will not be transferred opposed to their will. Individual teacher who want transfer, can apply to transfer if both the SMCs agree the transfer process. After the application, district education officer verifies the process and make transfer of him/her. The transfer system of teacher has two different steps. Though district education committees are responsible for teacher transfer but DEOs are reported to be passive due to local politics. Thus, DoE and DEO are only the authority for teacher transfer according to the Education Regulation and DoE can transfer permanent teachers nationwide while DEO can transfer teacher within the district only after the permission from regional educational office.
Teachers’ Promotion

Education regulation has set criteria for teacher promotion. There are two types of promotions—file promotion and internal examination. However, the standard of teacher promotion in district is complicated. The education regulation has the determined the standard for teacher promotion at the district level. (Table-5).

Table-5: Teacher Promotion Quota

<table>
<thead>
<tr>
<th>Total Seats</th>
<th>Third Class</th>
<th>Second Class</th>
<th>First Class</th>
</tr>
</thead>
<tbody>
<tr>
<td>5</td>
<td>4</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>10</td>
<td>8</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>15</td>
<td>12</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>20</td>
<td>16</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>25</td>
<td>20</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>30</td>
<td>24</td>
<td>6</td>
<td>0</td>
</tr>
<tr>
<td>35</td>
<td>28</td>
<td>7</td>
<td>0</td>
</tr>
<tr>
<td>40</td>
<td>32</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>45</td>
<td>36</td>
<td>9</td>
<td>0</td>
</tr>
<tr>
<td>50</td>
<td>40</td>
<td>9</td>
<td>1</td>
</tr>
</tbody>
</table>

Source: Education Regulation, 2057BS(2000)

The table 5 shows that the total number of teacher by class in the districts is limited. Because of this, not all the qualified experienced and eligible teachers working at school are promoted. There is another separate standard and content of file promotion which is presented in table 6.
Table 6: Content of file promotion for teacher

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Category Point</th>
</tr>
</thead>
</table>
| Minimum qualification point/year (up to 35) | 2.5
|                                   | 20 point (more than 60% -15, more than 45% -13, more than 40% - 11) |
| Level beside minimum qualification | More than 60%-5, more than 45%-4, more than 40%-3 qualification |
| In-service training 10 point      | (final result scoring more than 60%-10, more than 45%-8, more than 40%-6) |
| Teacher evaluation 35 point       | Student achievement-15, research 5, special responsibility 5, external evaluation 10 |

Source: Education Regulation, 2057Bs.(2000)

The table 6 shows that there is clear legal provision to provide the promotion by adopting prescribed criteria. But the field study data showed that only 10 percent teachers were promoted to the upper class due to having limited numbers of promotion quota.

The aforementioned discussion shows that there are three classes of teachers and promotion form one class to another depends on the availability of the post in the district. According to the rule, 75 percent of the promotion is based on file promotion and 25 percent on internal examination. However, many teachers perceived that the rule is just for rule's sake, as it is not implemented appropriately. It is reported that the difficulty of being promoted to permanent status is a major source of frustration for many teachers, many of whom have waited years for a permanent position. At the same time, mass promotion of teachers with certain teaching experience is criticized to be frustrating factor for well performing teacher. Due to this complexity in teacher’s promotion system, many teachers are not satisfied with their promotion. It is indicative that DoE and DEO are the authority for teacher transfer. Though district education committees are responsible for teacher transfer, they are passive due to local politics. DoE can transfer permanent teachers nationwide while DEOs
can transfer teacher within the district only after the permission from regional educational office. In relation to teacher's promotion, there are three classes of teachers and promotion form one to another depends on the availability of the post in district. There are two types of promotion systems—file promotion and internal promotion. According to the rule, 75 percent of the promotion is based on 'file promotion' and 25 percent on 'internal examination'. The contents for file promotion are found as Minimum qualification, in-service training, and Teacher's performance evaluation.

**Policy Direction for Teacher Professional Development**

With regard to teacher professional development SSDP has to adopt regular refresher and capacity building of school teacher by redefining roles and responsibilities among institutional arrangement that will establish in upcoming decentralization education under new constitution. The major activities that included in SSDP document are briefly listed below.

- Introduce a career path for the direct promotion of teachers to higher level in line with the civil service act
- Run teacher preparation programs to supply adequate teachers to teach core subjects such as science, mathematics, English as well as social studies
- Develop a support and mentor program that enforces peer support and monitoring of translating professional development into improved quality teaching—learning environment
- Develop teacher performance appraisal system and career paths for basic and secondary teachers by introducing separate career paths
- Introduce a compulsory inclusive education module in pre-service program to provide basic knowledge and skills on needs and abilities with special needs, child-centered pedagogical methods, and active and participative learning techniques
- Strengthen the alignment between school curriculum and teacher education course, introduction of competencies and professional standards
- Introduce program to support continuous learning and professional development and strengthen CAS as a tool that guides teachers in self—and—peer assessment of applying student centered and child friendly teaching methodology
- Facilitate outstanding teachers with letters and certificates
- Engage with universities to reform and strengthen the preparatory courses for teachers.
- Conduct mandatory biannual performance appraisals of all teachers
- Develop good subject teachers in lead schools to lead local professional development of basic and secondary school teachers in feeder schools.
• Equip ETCs and LRCs with facilities with audio/video conferencing for trainings, and
• Develop teacher leadership with strengthening capacity on assessment and evaluation, classroom supervision and curriculum development.

Measures to Improve Teacher Management

Review of previous studies as well as the government initiations, legal provisions and field level practices of the present condition of teacher management and professional development could be improved if certain interventions can be applied in it. For this, following interventions have been suggested to apply for improved teacher management in upcoming decentralization education system under new constitution.

Strong Management System

Clear and well-defined roles and responsibilities is one of the parts of good management. For this, proper distribution of duties, roles and responsibility needs to be allocated to different levels and stakeholders. Thus, responsibility sharing model of management among the central, province, district and local level authority has to make the management system strong and effective. For this, teacher selection by TSC (central level) recruitment, deployment/redeployment and transfer by province/DEOs (district level) and (other) management by SMCs (local level) has to be provisioned. For this, it is necessary to lunch 'effective and objective' capacity development packages of trainings to SMC persons and other local level stakeholders for their immediate empowerment in one hand. Different trainings related to managerial skills as well as workshops and interaction regarding educational administration and policy procedures are also required. In the other hand, the amendment in Education Act, Education Regulation, and TSC Regulation can include the responsibility-sharing model of management among the central, province, district and local level authority in order to make the management system strong and time relevant.

Teacher’s Participation in Decision Making Process

As an intervention to improve teacher management, it is necessary to make participation of teachers at decision-making process. This provides opportunity to put forward their views in policy formulation and could automatically increase the responsibility and accountability of teachers towards their duties. Thus, GoN should consult and make participation of teachers in decision-making process to solve the problems of teacher management at schools.
Effective Pre-service and In-service Training

As teacher’s training is one of the indicators of appropriate teacher management, an effective training can overcome some of the problems of teacher management related to teacher’s professional development. As there are the provisions of both pre-service and in-service trainings for teachers, they need some improvement for better service. As pre-service training is concerned, the degrees in educational programs in the universities and HSEB board (I. Ed/ +2, B. Ed and M. Ed.) are recognized as the level wise requirement of training for teachers with quota system for student enrollment in faculty of educational, application of modern and scientific teaching-learning methodologies, self-discipline in students and teachers, focused on practical rather than theoretical courses in graduation as well as implementation of laboratory school concept for effective teaching practice can be practiced. Further, teacher preparation course (TPC) need also be brought into effective implementation. In relation to in-service training, the effectiveness of TPD requires to be assessed and new intervention based on the result of assessment.

Effective Appraisal System

Another intervention for improved teacher management in schools is an effective appraisal system. The following appraisal system has been suggested for applying for the proper teacher management at schools.

![Fig. 10 Stages of appraisal process](source: Adopted and edited form VSO and CfBT (2008))

Conclusion

As such learning is to be at the centre of the reforms under SSDP, the quality of inputs needs to be assured in terms of teacher management, teaching-learning resources and the enabling education environment. Teachers, especially in core subjects like mathematics,
science, English and social studies need to strengthen their subject –knowledge to foster creative thinking and to enable core skills. The professional development of teachers thus, needs to revisit in order to ensure quality education during the implementation period (2016-2023) of SSDP in Nepal.

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Educational Administration and Management in Pakistan: Existing Practices and Innovations

Dawood Shah

Pakistan
Introduction

Structure, Role and functions of Education Administration at National and Provincial Levels

The Structure of Education

Pakistan has an inclusive, dynamic and emerging system of education. The structure of education has been changing and transforming due to rapid expansion and development of education enterprise. Each new government has tried to develop and implement education policy consonant with its political agenda resulting structural changes in education system. The Pakistan education system was used to consist of four tiers till 1979 and it was reduced to three tiers i.e. elementary, secondary and tertiary in pursuance of 1979 education policy’s recommendations. In addition to these three tiers, provision exists in all education policies for categories of education which include pre-primary, technical, vocational and professional education. A brief description of each tier/category is presented below:

Pre-primary

Pre-primary education is functional and managed in schools throughout country, however, there is no budget provision for hiring of pre-primary teachers and other assistance. Public primary schools provide pre-primary education as part of socialization process, however, there is no separate pre-primary schools in public sector. Students attending pre-primary class are called Kachi. The age group for pre-primary is 3 to 5 years. A limited part of grade-I national curriculum is taught to this group. The ECE has been provided in some elite urban private schools which have Montessori or kindergarten programs and a few public schools supported by donor agencies. The National Education Policy (NEP) 2009 highlighted the importance and need of ICE. The policy has proposed various measures to institutionalize the ECE. In view of NEP provisions, majority of the provinces have tried to institutionalize ECE in their province. A national curriculum has been developed for ECE. Free learning materials including story books are provided to ECE children. The total enrolment at pre-primary stage is 8.635 million out of which 4.619 million (53%) children enrolled in public sector and 4.016 million (47%) children in private sector.

Elementary Education

The elementary education comprises two distinct stages- Primary and Middle.

(i) Primary Stage

This stage consists of five grades (I-V) and enrolls children of age 5-10+ years. The medium of instruction in most of the schools is Urdu being the national language. There are English-medium schools as well. However, the curriculum for primary classes is almost the same throughout the country. The major focus of this stage is on basic mathematical and literacy skills, appreciation of traditions and values, and socialization. Promotion to next class depends on the result of the school examinations. The government has allowed coeducation in some urban and most of the rural schools. The total number of primary schools across the country comprised of 147,228 in 2014-15, out of which 127,829 (87%) schools were in public sector, whereas 19,399 (13%) schools were in private sector. The total enrolment of students at primary level consisted of 18.368 million, out of which 11.357 million (62%) students in public sector schools and 7.011 million (38%) in private sector.

(ii) Middle Stage

The Middle stage (Grades: VI-VIII) is of three years duration and is offered in schools either having primary or secondary classes. The age of people is 10-13+. The curriculum is common for males and females as well as for urban and rural dwellers. The focus of this stage is to strengthen foundations of first and second languages, mathematics and science and developing understanding of family, community, environment, health and nutrition. Provincial Education Departments as well as schools conduct terminal examination at this stage. The total number of middle schools is 44,818 of which 16,998 (38%) in public sector and 27,998 (62%) private sector. The total enrolment at middle stage is 6.419 million of which 4.103 million (64%) in public sector and 2.315 million (36%) in private sector.

Secondary Education

Secondary education comprises of two stages as under:

4 Ibid
5 Ibid
(i) **Secondary Education**

The secondary education stage is of two years duration comprising grades: IX-X and corresponding age of students is 13-15+. The aim of secondary education is to prepare students for different careers and equip them with knowledge and skills. There is a Secondary Schools Certificate (SSC) examination at the end of the X class and is conducted by the Boards of Intermediate and Secondary Education throughout the country. Streaming of children starts at this stage and students opt for a group of their choice such as Science, Humanities, and Technical. The total number of secondary school is 31,255 of which 12,267 (39%) in public sector and 18,688 (61%). The total enrolment at secondary stage is 3.366 million of which 2.1189 million ((69%) in public sector and 1.176 million (31%) in private sector\(^6\).

(ii) **Higher Secondary Stage**

The higher secondary stage consists of grades:XI to XII) ant it is imparted at both Intermediate Colleges and Higher Secondary Schools. It covers 15-16 year of Cohort of children. The students follow two years Programme of study at higher secondary level, which lead to the Higher Secondary School Certificate (HSSC) and is a pre-requisite for entrance to university or an institution of higher education. The medium of instruction at this stage is English throughout the country. The Boards of Intermediate and Secondary Education (BISE) conduct the examinations for higher secondary school certificates. This stage has various streams like pre-medical, pre-engineering, computer science and general which prepare students for further education. There are 5,393 Higher Secondary Schools/Intermediate Colleges of which 1,810 (34%) in public and 3,583 (66%) in private sector. The total enrolment at this stage is 1.665 million of which 1.298 million (78%) in public sector and 0.366 million (22%) in private sector\(^7\).

**Higher Education**

Higher education in Pakistan starts after the completion of grade 12. It is carried out in universities, degree colleges and other such institutions. The universities and degree awarding institutions are autonomous but are characterized by their respective provincial governments and the Higher Education Commission Pakistan. Higher education starts at the age of 17+ from grade-xiii leading to the first or Bachelor degree. The first or Bachelor degree under the traditional or conventional stream is of two years, but under the new

\(^6\) Ibid

\(^7\) Ibid

(19-21 April, 2016, New Delhi, INDIA)
stream this is of four years duration. The total number of degree college is 1,410 of which 1,252 (89%) in public sector and 158 (11%) in private sector. The total enrolment in degree colleges is 1.144 million of which 1.018 million (89%) in public sector and 0.126 million (11%) in private sector. Master degree requires two years of studies after Bachelor degree mostly offered by universities and in some colleges affiliated with the universities. Universities are now offering four years Bachelor degree and two years Master/M.Phil degree. PhD studies are offered by some department of universities which take 4-5 years. Presently there are 163 universities of which 91 (56%) in public sector and 72 (44%) in private sector. Total enrolment in the universities is 1.299 million of which 1.112 million (86%) in public sector and 0.186 million (14%) in private sector.

Higher Education Commission was established in 2002 as an autonomous body with board of governors and Prime Minister in chair. The main purpose of HEC is to facilitate quality assurance of social and technical education and infrastructure both in public and private sectors. HEC is guiding higher education policy and assisting universities as well as degree award institutions in pursuit of quality education. HEC is offering professional development courses for teaching faculty of institute of higher learning. It has launched various scholarship programs for students.

Technical and Vocational Education

Technical and Vocational Education & Training (TVET) is basically the skill-development of workforce working in the industry of a country. Technical Education refers to post-secondary courses of study and practical training aimed at preparation of technicians to work as supervisory staff. It starts at the age of 15 and 16 years after secondary education. The course duration comprises 3 to 5 years depending on whether a diploma or degree after the terminal examination. Vocational Training, on the other hand, refers to the lower-level education and training for the preparation of skilled or semi-skilled workers in various trades. It starts at the age of 13+ after the elementary education. Vocational education is offered by some technical colleges and vocational schools managed by Technical and Vocational Authority. The National Vocational and Technical Training

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8 Ibid
9 Ibid
Commission (NAVTTC) was established in 2006 responsible for policy making, coordination with all stakeholders, regulating and evolving strategies to meet national and international demands for skilled manpower\(^1\)! Presently, there are 3,579 technical and vocational institutions of which 1,073 (30\%) in public sector and 2,506 (70\%) in private sector. Total enrolment in these institutions is 0.309 million of which 0.135 million (44\%) in public and 0.174 million (56\%) in private sectors\(^1\!

**Professional Education**

A Bachelor’s degree in medicine (MBBS) requires 5 years of study after intermediate stage (12 years of education). Similarly, a Bachelor’s degree course both in engineering and veterinary medicine is of 4 years’ duration after the intermediate examination. The duration of first degree in agriculture is also four years after intermediate in science. The courses in commerce and business at intermediate level are I.Com and D. Com while at bachelor level these are B.Com, BBA and BBIT.

**Role and functions of Education Administration at National and Provincial Levels**

**Pre Eighteenth Amendment: Federal and Provincial Governments Roles and Functions**

The Constitution of 1973 had included education in concurrent legislative list which indicates that it is a joint function of federal and provincial governments. The concurrent legislative list contained subjects like education policy, planning, curriculum, syllabus, standards of education and Islamic education (Entry 38 & 39)\(^1\). The concurrent list had empowered the federal government to play an important role in the affairs of education. Moreover the Constitution of Pakistan promised to its citizens in Article 37 (b) & (c) that "the State shall remove illiteracy and provide free and compulsory secondary education


\(^{11}\)Academy of Educational Planning and Management, Ministry of Federal Education and Professional Training, *Pakistan Education Statistics 2014-15* (Islamabad: Academy of Educational Planning and Management, 2016)

within the minimum possible period; make technical and professional education generally available and higher education equally accessible to all on the basis of merit”

According to the 1973 Constitution of Pakistan, the federal government was entrusted with the responsibilities for policy, planning, and promotion of educational facilities in the federating units besides providing funds. These responsibilities include development and coordination of national policies and plans, collection of education statistics, development of physical and financial norms, setting standards for curriculum and textbooks development, establishing an assessment and examination system, and setting up regulatory and institutional framework. Universities located in various provinces were administered by the provincial governments, but funded by the federal government through the Higher Education Commission (HEC). Thus Ministry of Education was overall policy making, coordinating, standard setting and advisory authority on development of education.

**Provincial Governments**

The Provincial Education Departments are responsible for the management of elementary, secondary, technical and higher education in their provinces. They have to develop their own planning and implementation schemes in accordance with the national education policies and plans. Each provincial Department of Education has various bodies like Curriculum Bureau, Provincial Institute of Teacher Education, Textbook Boards, Boards of Intermediate and Secondary Education (BISE) and Directorate of Schools and Colleges. The provincial governments had assumed new role under the devolution of power introduced by government during 2001. Under devolution, decentralization of education of school education especially the responsibility of primary and secondary education was entrusted to the district governments. Powers and functions of educational planning, management and monitoring and evaluation of elementary and secondary schools were decentralized and devolved to districts. Each district was empowered to devise the education plans in the light of national and provincial guidelines and implement them through District Education Department. Managing teaching and non-teaching staff was also devolved to the districts, however, creation or abolition of posts was remained with provinces. They retain primary responsibility for pre-service teacher training and share responsibility for in-service training with the district governments. Potentially, provinces had an important role to play in ensuring equity, access to schooling, influencing curriculum and ensuring quality.

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15 Constitution of Islamic Republic of Pakistan1973, Article-37 a & c

(19-21 April, 2016, New Delhi, INDIA)
Post Eighteenth Amendment: Federal and Provincial Governments Roles and Functions

Federal

The Eighteenth Constitutional Amendment was passed by National Assembly of Pakistan in April 2010 which had changed the existing legal structure for distribution of powers between federal and provincial governments. The Amendment has introduced significant changes which have direct bearing on the education sector. As a result of Eighteenth Amendment, Concurrent legislative List which contained subjects in the shared legislative jurisdiction of federation and province was abolished and these subjects came under legislative and executive power of provinces. Moreover, the Ministry of Education was also abolished in consequence of Eighteenth Amendment. Under 18th Constitutional Amendment, Article 25-A was inserted in the constitution which declares “free and compulsory education” a fundamental right for all children aged 5 to 16. The Article 25-A states that

“The State shall provide free and compulsory education to all children of the age five to sixteen years in such a manner as may be determine by law”16.

The federal legislative list contained only two entries relating to education i.e. entry 16 and entry 17 which state that “Federal agencies and institutes for the following purposes, that is to say, for research, for professional or technical training, or for the promotion of special studies” and “…Pakistani students in foreign countries and foreign students in Pakistan”17. These two entries have remained unchanged, thus the primary role of federation has been positioned on the basis of these two entries. Moreover, there are 9 Articles of the 1973 Constitution of Pakistan which assign roles and responsibilities to the federal government regarding provision of basic education to the children age group 5-16, standards setting for higher education and technical education and coordination on implementation of treaties and agreements signed by the country in the field of education.

Soon after the abolishment of Federal Ministry of Education in March 2011 the government has realized the need for creation of an official body to undertake responsibilities of administration of various organizations which were either financed by the Federal Government or their function fell under its constitutional domain. Under Article-25-A, the federal government still has certain functions to perform at national level especially for

16Constitution of Islamic Republic of Pakistan 1973, Article 25-A
17Constitution of Islamic Republic of Pakistan 1973, Federal Legislative List, Part-I, Entry-16 and Entry-17

(19-21 April, 2016, New Delhi, INDIA)
coordination, accreditation and vocational training. Moreover, it has the responsibility to provide education in the areas that do not form part of any province, such as Islamabad Capital Territory (ICT) and Federally Administered Tribal Areas (FATA). In order to fulfill these functions, a new Ministry of Professional and Technical Training was created in July 2011 and it was renamed in June 2014 as the Ministry of Federal Education and Professional Training (MoFE & PT). The Ministry is responsible for the management of 13 important organizations which are functioning under its administrative control. Following are main functions of the Ministry of Federal Education and Professional Training are given below:

- Higher Education and Standards in Higher Education
- Technical Education and Vocational/Professional Training
- Non Formal Basic Education
- Adult Literacy
- Coordination with Provinces/ Areas
- Secretariat of Inter Provincial Education Ministers’ Conference (IPEMC)
- National Curriculum Council (NCC)
- National Education Policy (NEP)
- International Cooperation

Provincial

The new framework has re-configurator the federal and provincial relationship in terms of education governance. Emerging scenario has resulted in a re-articulation of the federal role in the education sector and significantly enhanced the role and responsibilities of provincial governments. The key functions devolved to the provinces as a result of 18th Constitutional Amendments include Policy, Planning, Curriculum, Syllabus, Standards of Education, Center of Excellence and Islamic Education. Now education is the exclusive domain of provinces except in those areas which comes under the jurisdiction of federal government. Since 1973, financing, planning and administration of school education have been the responsibility of the provincial government. Federal government was responsible for curriculum and standards only, which in case of school education, has also been now developed to the provinces. Hence, provinces have the major responsibility of providing free education and bringing all children aged 5-9 years living in their areas into the schools.

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(19-21 April, 2016, New Delhi, INDIA)
District

The functions and responsibilities of district management have not been changed after the passage of 18th amendment. Districts are responsible for planning, management, monitoring and evaluation of education system at district level especially elementary and secondary education. District administration is responsible for implementation of provincial education policies and plans, monitoring and supervision of education institutions, recruitment, posting and transfer of teaching and non-teaching staff in light of provincial policy, coordination with provincial government, quality and standard of education, collection of education statistics from schools, preparing district plans for development of education in light of provincial policies and guideline and preparation of annual educational budget. There are also responsible for up-gradation, repair, maintenance and provision of basic facilities to schools, promotion of community participation, award of scholarships to students, and conduct of grade 8th standard examinations.

Administrative Organization

Ministry of Federal Education and Professional Training

Federal Minister of State for Education heads the Ministry of Federal Education and Professional Training and he is assisted by the Education Secretary. The Education Secretary is assisted by Additional Secretary. The Ministry has four sections i.e. (i) Administration (ii) Technical Vocational (iii) Education and (iv) Professional Training. Each section is headed by a Joint Secretary, however, the Education Wing is headed by Joint Educational Adviser. The Ministry has 13 subordinates and attached departments for its assistance.

Provincial Departments of Education

All provinces have Departments of Education headed by Provincial Ministers of Education. The Department of Education is responsible for the administration of elementary, secondary, technical and higher education in the province. The education secretary is the administrative head of the department. He is responsible for the proper conduct and efficient working of the department. He is assisted by additional secretaries; they in turn have deputy secretaries and section officers respectively. For management of elementary, secondary, and higher education, Secretary is assisted by a Director Public Instruction Colleges and Director Public Instruction Schools (one each for secondary education and
elementary education) in the province of the Punjab. In other provinces, there is no post of Director Public Instruction. Instead, Directors of Schools and Colleges are responsible for implementation of education policies and field supervision. However, there is a separate Director for Technical Education in each province. Directorates of Curriculum and Research, Bureaus of Education and Education Extension Centre are also attached to the Secretariat. The directorates advise the Provincial Government in the formulation of education policies relating to college education, secondary and elementary education and responsible for implementation of education policies. Moreover, each provincial department of education has many bodies such as Provincial Institute of Teacher Education, Textbook Boars, Boards of Intermediate and Secondary Education (BISE) etc. to carry out various functions. Punjab and Khyber PakhtunKhwa have separate departments for School (Elementary & Secondary) and Higher Education, whereas in Sindh and Balochistan, all the functions are performed by single Department of Education. Education management and direction is mainly done at district level, under the administrative supervision of provincial directorates and provincial departments of education.

**District**

The department of education at district level is headed by Executive District Officer (EDO-E) in Punjab whereas in other provinces the district set up varies from province to province. There is no uniform structure across the provinces. In Balochistan, district education department is headed by District Education Officer (DEO) and he is assisted by District Officer Education (DOE) male and female. Each DEO reports to Divisional Director who is working under administrative control of Director (Schools) at provincial level. In KPK there is separate District Education Officers for male and female. DEO (male) is responsible for management of male schools and DEO (female) responsible for administration of female schools from primary to higher secondary level and they report to Director (Elementary and Secondary) at provincial level. In Sindh there are separate DEOs for Elementary and Secondary education. DEO (Elementary) looks after the affairs of elementary schools (primary and middle) and DEO (secondary) is responsible for the administration of secondary and higher secondary schools in the district. DEO (elementary) is working under the administrative control of Regional Director (elementary) and DEO (secondary) reports to Regional Director (secondary). At provincial level there are separate Directorates for elementary and secondary education. In Punjab there is DEO (college) responsible for supervision of colleges and he reports to Director Public Instruction (colleges) at provincial level. In other provinces the affairs of colleges at district level are look after by the Directorate of College working at provincial level. In Punjab also, there are separate DEOs (elementary) for male and female who report to EDO.
EDO/DOE is the overall in charge of education department at district level. DEO is assisted by Deputy District Education Officer and Assistant District officer. Deputy District Education Officer is responsible for the management of education at Tehsil level and Assistant Education Officer provides academic guidance and monitors schools at grassroots level (Circle/Markaz).

Role of Federal and Provincial Governments in Implementation of Education Policies and Programs

Since the adoption of the 1973 Constitution, the development and coordination of national policies, plans and programs in education, as well as the development of curricula has remained the key mandate of the Federal Ministry of Education. The removal of the concurrent list under the 18th Constitutional Amendment has devolved the key roles of educational policy, planning, curriculum and put them in the exclusive legislative jurisdiction of the provinces. The change has given rise to a number of questions and issues concerning policy formulation, planning and curriculum, in conjunction with issues of macro level. The major issue however remain as to how nationally coherent policy alternatives will be articulated and the choices will be made without compromising the provincial autonomy and integrity19.Since 1947, 10 education policy documents have been formulated.

The current National Education Policy (NEP) was developed in consultation with all stakeholders including federating units. The National Education Policy (2009) has mainly focused on universal primary education, equity and quality of education and it aimed to revitalize the existing education system and enable Pakistan to fulfill its international commitments. The National Education Policy (2009) proposed that the literacy rate to be increased up to 86 percent and universal primary education to be achieved by 2015 as well as reducing drop rate at the primary level. The Policy also proposed allocation of at least four percent in education budget for literacy and non-formal education by the provinces and an increase in budget allocation for education up to 7% of GDP by 201520.

National Education Conference was held under the chairmanship of Prime Minister on September 16, 2011 and a ‘Joint Declaration on Education’ was issued. According to the Joint Declaration on Education, “National Education Policy 2009, subject to such

adaptations as are necessitated in view of the 18th Constitutional Amendment, shall continue to be jointly owned national document\textsuperscript{21}. All the provincial governments have adopted the NEP 2009 and they have not developed their own education policies. They have developed their education sector plans which were based on NEP 2009 guidelines.

As a result of the amendment, provincial governments are free to devise education policy, planning and curriculum as per their needs. Subsequent to the 18\textsuperscript{th} Amendment, most of the provinces have evolved institutional mechanism for planning and monitoring of education reforms. Balochistan has established Policy Planning and Implementation Unit (PPIU) in 2010. The Unit was formed to design, coordinate and oversee education reforms. Moreover, Balochistan has also prepared Education Sector Plan encompassing the NEP 2009’s recommendations that has been implemented\textsuperscript{22}. In light of NEP 2009 guidelines, Khyber Pakhtunkhwa has also prepared Sector Plan that has been implemented. Government of Punjab is committed to make serious and strenuous efforts to improve access, quality, equity and governance in education sector by enhancing education facilities within the minimum possible time. In order to address these issues, the Punjab Education Sector Reforms Program has now been implemented for almost a decade. Appropriate policies have been formulated and strategies have been devised to achieve the national goal of quality education for all\textsuperscript{23}. Moreover, implementation and monitoring mechanism is in place to supervise the education sector reforms. Sindh has established Reform Support Unit (RSU) in 2006 to build the institutional capability of the department of education. The main functions of RSU include providing inputs for policy formulation and to develop reporting mechanism on monitoring & evaluation pertaining to different interventions of the department of education. In view of NEP 2009’s recommendation and enactment of Article 25-A by government of Sind, it has developed Education Sector Plan 2014-18 focusing on access, equity, quality, adult literacy and governance. The Plan monitoring and coordination responsibility has been entrusted to RSU\textsuperscript{24}.

After the abolishment of Ministry of Education as result of 18\textsuperscript{th} Amendment, there was no coordination mechanism to monitor the implementation of NEP 2009 and matters pertaining to education. After establishment of Federal Ministry of Education and


\textsuperscript{22}Academy of Educational Planning and Management, Ministry of Federal Education and Professional Training, \textit{Implementation Status of National Education Policy 2009} (Islamabad: Academy of Educational Planning and Management, 2015)


Professional Training, Inter Provincial Education Minister Conference (IPEM) has been revived in 2014 which provides a coordination platform with provinces to discuss matters relating to implementation status of NEP 2009, Article 25-A and international treaties and conventions signed by the country. The first meeting of IPEM was held in February 2014 and attended by all provincial and area governments’ education ministers and secretaries. IPEM meeting has been held regularly on quarterly basis.

Teacher Management

Since independence, the government of Pakistan has produced seven major education policy documents. These policies deliberated on issues and problems of teacher education and suggested various measures to improve the quality of teacher education. National Education Policy (2009) recommended a Bachelor degree with Bachelor of Education (B.Ed) as a minimum requirement for teaching at the elementary level and Master degree with B.Ed for teaching at secondary and higher secondary levels. It also suggested that Primary Teaching Certificate (PTC) and Certificate in Teaching (CT) shall be phased out through encouraging the present set up teachers to improve their qualifications, whereas, new hiring of teachers shall be based on advanced criteria. The policy further recommended that Diploma Education (D.Ed) may be used as an Intermediate qualification till B.Ed teachers are available universally. The policy advocated for adjustment of teachers education curriculum to the need of school curriculum and schemes of studies. It also recommended a separate cadre of specialized teachers’ trainers. Moreover, teacher training arrangements, accreditation and certification procedures will be standardized and institutionalized.

The public sector teacher training institutions are located throughout the country which provides both pre-service and in-service training to teachers. Pre-service education includes all the stages of education and training that precede the teacher’s entry to paid employment in a school. The pre-service training to Primary (I-V) and Elementary (VI-VIII) teachers is imparted in College of Elementary Teachers/regional institute of Teacher Education. Bachelor of Education (B.Ed) is a one year program after Bachelor of Arts (BA)/Bachelor of Science (B.Sc). It is offered by Colleges of Education and Institutes of Education and Research/ Departments of Education in general universities. Colleges of Education are affiliated to universities. B.Ed degree holders are eligible to teach at secondary schools. Master of Arts in Education (MA Ed) is a two years program after Bachelor of Arts (BA)/Bachelor of Science (B.Sc) and Master of Education (M.Ed) is one year program after B.Ed.

MA/M.Ed programs are offered by Institute of Education and Research/Education Departments of various universities. The graduates of these institutions are eligible to teach in elementary, secondary and higher secondary schools. Moreover, universities also offer M.Phil and PhD programs in the field of education; however, for getting admission in these programs, the candidates have to qualify the Graduate Record Examinations(GRE), both General and Subject GRE conducted by the National Testing Service (NTS) of Pakistan.

Pre-service teacher education has been offered by both public and private sector education institutions; however, the quality of the teachers produced by these institutions is very poor. The teacher training institutions used to offer certification courses, i.e. PTC and CT to primary and elementary teachers with the duration of nine months resulting inadequate quality teachers. The PTC and CT programs have been stopped in all the provinces instead they have introduced two years Associate Degree in Education (ADE) and four years B.Ed Honor program; however, the holders of PTC/CT qualifications are eligible for recruitment as primary and elementary teachers up to 2016 in some provinces especially in Balochistan. A two year Associate Degree in Education is being offered after intermediate (12 years of education). ADE will lead to a four year B.Ed honor program which has also been launched by some universities for pre-service education of teachers26.

Punjab province has raised the minimum academic qualification for recruitment of elementary (I-VIII) teachers to Bachelor degree with B.Ed. as professional qualification and MA/MS with M.Ed. for secondary school teachers since 2003. Following the recommendations of NEP 2009, most of the provinces enhanced the academic qualification to intermediate (12 years education) with Associate Degree in Education or Bachelor degree with B.Ed. for recruitment of elementary school teachers. For secondary teachers the minimum academic and professional qualification is either BA/BSc with B.Ed or MA/MSc with B.Ed/M.Ed.

In-service training is imparted to the teachers recruited by departments of education to update and refresh their knowledge, skills and competence. Teacher Education has been considered as provincial subject. Each province has a centralized organizational structure for teacher education. In Balochistan and Sindh Provinces, Bureau of Curriculum and Extension Center/Wing is responsible for pre & in-service teacher training. In Khyber Pakhtunkhwa, Directorate of Education and Teacher Education handles pre & in-service teacher training in the province. In these three provinces, in-service training programs are

conducted by Provincial Institutes of Teacher Education (PITE). In Punjab province, Directorate of Staff Development is responsible for in-service teacher training. At the federal level in-service teacher education is conducted by the National Institute of Science and Technology Education (NISTE).

The total number of teachers consists of 1,652,141 out of which 859,608 (52%) teachers are in public sector and 792,533 (48%) in private sector. The overall education system is served by 42% male teachers and 58% female teachers. Majority of teachers in public sector i.e. 96% are trained with required professional qualifications.

Currently there are 206 teachers training institutions in the country with the enrolment of 722,728. Out of total teaching training institutions, 155 (75%) teacher training institutions with the enrolment of 717,557 (99%) are in public sector, 51 (25%) teacher training institutions with the enrolment of 5,171 (1%) are in private sector. Out of the total institutions, 50 (24%) institutions are for male, 41 (10%) institutions are for female and 115 (56%) institutions are with co-education. Female students accounted for about 34% to all students enrolled in teacher training institutions.

To improve the quality of teaching, it is essential to make the recruitment process transparent and merit based. District education department is responsible for recruitment of teachers in Basic Pay Scale (1-15). According to recruitment policy adopted by all the provinces. Teachers are hired through a test usually conducted by the National Testing Service (NTS) after vacant posts are advertised by the education department. District selection committees headed either by DCO/DC or EDO/DEO have been constituted. These committees are responsible for recruitment of teachers following the recruitment rules of the respective province. National Testing Service (NTS) conducts test from the prospective teachers. The candidates who qualify the test are called for interview by the committee. In most cases the recruitment process is transparent and selection is made on merit.

**Supervision and Monitoring**

In Pakistan external school evaluation is carried by the supervisors to assess the performance of institutions against the policy provisions and norms. The supervisors are mainly responsible for improvement of institutional programs, innovation of teaching.

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28 Ibid
materials, and evaluating teachers and teaching methods. On the other hand the administrative supervision is also conducted to identify deficiencies in provision of educational facilities, teaching staff, teaching and learning materials and to ensure punctuality of teachers. The main objective of the administrative supervision is to improve the efficiency of schools. Most of the supervisors conduct the administrative supervision or inspection and they are unable to offer academic supervision and pedagogical guidance to schools due to lack of professional skills and knowledge.

The supervision and management of school education is mainly the responsibility of district education department. Executive District Officer (Education)/District Education Officer is responsible for supervision and monitoring of primary, middle, secondary and higher secondary schools. At tehsil level, there are Deputy District Education Officers and Assistant Education Officers responsible to supervise and monitor the public primary and elementary schools. In Punjab and Sindh, the secondary schools are supervised and monitored by their respective DEOs (Secondary) whereas in Balochistan and KPT there are no separate DEOs for secondary schools, therefore these are supervised by DEOs. Except Punjab, the colleges at district level are supervised by Directorate of Colleges functioning at provincial level. The main duties of EDO/DEO include regular inspection of schools, checking the maintenance and repair of the building, ensuring adequate supplies, availability of teaching learning materials, writing annual reports about their district, posting and transfer of teachers, enrolment campaign, and helping the Director of the Bureau of Curriculum and Extension with in-service teacher training programs. The internal supervision of school is the responsibility of head teachers and he/she performs the role of instructional leader. He/she is mainly responsible for punctuality of teaching staff, effective teaching learning activity, coverage of syllabus in time and implementation of government policies at school level.

There were two types of school visits i.e. planned and surprise visit. Usually the schools are identified for planned visits. However, there are no criteria for identification of schools for the planned visits. For the planned visits, the head of institutions is usually informed in advance. This is a detailed visit of schools in which the supervisors examine the teachers and students attendance, classrooms instructional work, teachers study work plan, cleanliness of school, library books issued to the students, physical facilities in the school, school's accounts record, construction work, meetings with teachers to know about their problems and overall environment of the school. During the surprised visits, the head of the school is not informed in advance. The main purpose of surprise visit is to check the teacher absenteeism and students attendance. The teachers are required to sign in the
attendance register at start of the school. The supervisors usually check the attendance register and verify presence of teachers. They also check the attendance of students\textsuperscript{29}.

To monitor the public-sector school affairs, now some provincial governments have established Monitoring Cells headed by District Monitoring Office, especially in Punjab and KPK. The Monitoring Assistants visit schools on monthly basis. During their visit they collect information relating to students’ enrollment and attendance, attendance of teaching and non-teaching staff, construction work, availability of teaching learning materials especially free text books, and school cleanliness. They pass on the collected information on monthly basis to the provincial education department for consolidation which is used for monitoring of schools.

According to official norms the supervisors are required to allocate ten days in each month for school visits. In reality they are unable to do so because they are overloaded with other official assignments so they cannot give proper attention to monitoring of schools. The number of the schools has been increased whereas the number of supervisors is the same. Some of them do not have the vehicles to visits schools. Moreover, the schools are scattered and in some cases in-accessible through road.

**Use of ICT and e-governance in school education**

Like other developing countries in the region, Pakistan has witnessed a significant growth in the ICT sector. ICT is seen as a key potential driver of socioeconomic development. A separate Ministry of Information Technology was created in November 2002, with the aim to building Pakistan’s information technology competency in the 21st century. National information and communication technology strategy for education in Pakistan was developed in 2007. National Education Policy has proposed the following actions:

- ICTs shall be utilized creatively to assist teachers and students with a wide range of abilities and from varied socio-economic backgrounds.

- ICTs shall be used to strengthen the quality of teaching and educational management\textsuperscript{30}.

\textsuperscript{29}Dawood Shah, “Monitoring the Quality of Secondary Education in the Context of Decentralization in Pakistan”, *Bulletin of Education and Research* 31(June 2009):1-25


(19-21 April, 2016, New Delhi, INDIA)
All the provinces are using ICT in education to enable students and teachers to use ICT in teaching and learning process. The provinces have taken various measures to introduce ICT in education. Punjab education department has established Punjab Information Technology Board to encourage the use of ICT in education. The Board has launched a special project namely ‘e-learning which aimed to facilitate and encourage the use of Information Technologies by providing digitized content, relevant supplementary resources and online assessment tools for students and educators. As a first step, digitized versions of textbooks of Biology, Physics and Chemistry for 9th and 10th grades and Science and Mathematics of 6th, 7th and 8th grades are being made available online along with links to supplementary material available on the Web. These online books are supplemented with animation, simulation, videos and self-assessment exercises. Department of Staff Development (DSD), Punjab is imparting IT training to teachers. Computer Science is an optional subject at Secondary and Higher Secondary level whereas it is a compulsory subject at middle level. All the secondary schools have computer laboratories and computer teachers whereas about 60% of the Elementary Schools have computer labs. Sindh education department has introduced computer science as a subject at middle level and established ICT academies in 40 schools and colleges. Electronic whiteboards have been deployed in various schools and colleges in order to facilitate teaching learning process in classrooms. Moreover, ICT labs have been established in 206 schools and 37 Computer Labs have been established in teacher training institutes31.

Current Scenario of Education

According to Pakistan Education Statistics 2014-15, the total number of education institutions in the country comprised of 267,955 of which 180,926 (67%) were in public sector and 87,659 (33%) were in private sector. The total enrolment of students in all categories of education institutions consist of 44.435 million of which 27.387 million (62%) students were enrolled in public sector education institutions and 17.048 million (38%) students were enrolled in private sector education institutions. The total number of teachers consists of 1,652,141 out of which 859,608 (52%) teachers were in public sector and 792,533 (48%) were in private sector32.

Access and Equity

31 Academy of Educational Planning and Management, Ministry of Federal Education and Professional Training, Inclusive Education and Relevance (Islamabad: Academy of Educational Planning and Management, 2015)
32 Academy of Educational Planning and Management, Ministry of Federal Education and Professional Training, Pakistan Education Statistics 2014-15 (Islamabad: Academy of Educational Planning and Management, 2016) 72, 87, 107

(19-21 April, 2016, New Delhi, INDIA)
Access to education at all levels of education is low as compared to other South Asian countries of the region. Access related indicators portray a gloomy picture. In 2014-15, the Net Intake Rate (NIR) at primary level for Grade-1 was 81% (male 86% and female 75%). The net enrolment rate at primary was 72% (male 78% and female 66%) during 2014-15. Out of school children of age group 5-9 were 6.078 million of which 3.528 (58%) million were girls. The net enrolment rate at middle level was 48%, 52% for boys and 43% for girls. The net enrolment rate at secondary level was 39% (male 43% and female 34%). The out of school children of age group 10-16 were 17.945 million of which 9.249 (52%) million was girls. The total out of school children of age group 5-16 was 24.023 million of which 12.778 million (52%) were girls. Pakistan has the world’s second highest number of out of school children of age group 5-9. The survival rate to grade-V is 67%, 68% for boys and 66% for girls. About 33% students drop out before completing primary cycle of education. The gender parity index based on NER at primary level was 0.85 which indicates that 100 boys were enrolled against 85 girls in primary school. The GPI at middle level was 0.83 and GPI at secondary level is 0.81.

**Literacy Rate**

Literacy is a fundamental human right and a basic tool for making informed decisions making and participating fully in the development of society. Low literacy rate is key challenge in Pakistan. The literacy rate of the population (10 years and above) was 61% (male 72% and female 50%) in 2014-15, however, wide disparity exists by gender, region and location. The adult literacy rate for both sexes (15 years and above) was 57% (male 69% and female 45%) in 2014-15.

**Financing in Education**

Budgetary constraints, historically, Pakistan’s overall national expenditure on education as percentage of GDP has remained around 2%. Provinces have shown a strong commitment to education by allocating a substantial portion of their total provincial budget for education. KPK has allocated 26% of its total budget to education, Punjab allocated 24%,

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33 Ibid
34 Ibid
36 Ibid
Sindh allocated 22% and Baluchistan allocated 19% in 2014-15\textsuperscript{37}. Provinces have substantially increased the share of primary education in their education budget i.e. about 30%-41%, however, the share appears to be deficient for achieving the target of universal primary education in near future. Current budget gets the major chunk of education budget especially for salaries and a meager portion of budget is left for development expenditure.

**Education Reforms**

Federal and provincial governments have made every possible effort within available resources to enhance access to education, reduce gender disparity, improve quality education and governance as well as to achieve NEP 2009 and EFA targets. To some extent success has been made, for example the target of early childhood education was fully achieved. Some improvement has also been made in primary education, adult literacy, learning and life skills, parity index and provision of quality of education. Moreover, federal and provinces governments have initiated a number of reforms for development of education in the country. These reforms include abolishment of school fee in all public schools, provision of free textbooks to students of public schools up to secondary level, enrolment awareness campaign each year in April, stipend for girls students in some selected districts, imposing ban on corporal punishment, provision of missing facilities in public schools, raising the minimum qualification for recruitment of elementary and secondary teachers, merit based teacher recruitment, introduction of incentivized teacher performance system especially in Punjab, establishment of education management cadres in KP and Sindh, substantial allocation for education in provincial budget i.e. about one-fourth allocation for education in their budget, development of National Plan of Action (2013) to accelerate education related MDGs, development of Education Sector Plans by all provinces, continuous professional development of teachers, community participation through Parent Teacher Associations/School Management Committees, opening and upgradation of schools, introduction of vouchers Scheme for provision of quality education to deserving and poor students through Public-Private Partnership Program in Punjab and KPK, enactment of Free and Compulsory Education under Article 25-A, and setting a robust monitoring system based on real time data in Punjab and KPK. At national level, Inter Provincial Education Minister Conference (IPEM) has been revived in 2014 which provides a coordination platform with provinces to discuss matters relating to implementation.

\textsuperscript{37}Academy of Educational Planning and Management, Ministry of Federal Education and Professional Training, *Financing in Education Sector: Public and Private* (Islamabad: Academy of Educational Planning and Management, 2016) (Un-published)
status of NEP 2009 and international commitments. A National Council with the representation from each province and region has been constituted to evolve national curriculum framework and curriculum standards.

**Challenges**

Like many other developing countries, the situation of the education sector in Pakistan is very encouraging. The major challenges and issues of Pakistan education system include high illiteracy rate, low budget provision in terms of GNP, low enrolment rates at all levels of education, high dropout rate, inequality in educational provisions across regions and gender, inadequate facilities for professional development of teachers, poor quality of teaching and learning materials, poor physical infrastructure, political interference, corruption, poor management and supervision system, poor quality of education, lack of quality standards, police interference in posting and transfer of teachers and poor governance.

**Conclusion**

Pakistan has an inclusive, dynamic and emerging system of education. The structure of education has been changing and transforming due to rapid expansion and development of education since 1947. The system consists of three tiers i.e. elementary, secondary and tertiary since 1979. The education system of the country is consisting of 267,955 institutions, 44.435 million students and 1.652 million teachers. One-third institutions are in private sector which serve 39% students. Since the adoption of the 1973 Constitution, the development and coordination of national policies, plans and programs in education, as well as the development of curricula and standards were the key mandate of the Federal Ministry of Education. As a result of 18th Amendment, concurrent legislative list was abolished and the subjects contained in the list were devolved to the provinces. Now education has become exclusively provincial subject except in those areas which comes under the jurisdiction of federal government. An important and positive change under 18th Amendment is the insertion of 25-A in the Constitutional which declares “free and compulsory education” a fundamental right for all children aged 5 to 16. In wake of 18th Amendment, provinces have major responsibilities for management and development of education in terms of education policy formulation and planning, development of curriculum and textbooks, setting standards and fulfilling legal and constitutional obligations to provide free and compulsory education to all children aged 5-16 in their areas. The government of Pakistan has been cognizant about the issues and problems of education since 1947 and it has a strong resolve to address these issues through various...
education policies. However, the policies were not implemented in letter and spirit and their objectives could not realize. The federal and provincial governments had initiated various measures to enhance access to education, reduce the gender gap, improve the quality of education and governance by abolition of school fee, provision of free textbooks, stipend for girls students, raising the minimum qualification for recruitment of elementary and secondary teachers, recruitment of teachers on merit, professional development of teachers, setting robust monitoring system, enrolment campaign and allocation of one fourth of provincial budget for education. Despite all these initiatives the education system is still facing myriad challenges such as low access to education, gender disparity, high illiteracy rate, low quality of education, poor governance, high dropout rate, low budgetary provision in terms of GDP and low institutional capacity of the provinces to plan and implement educational reforms.
Bibliography


Educational Administration in Sri Lanka: Status, Reforms, and Innovations

Ranjith Chandrasekara

Sri Lanka
1. Introduction

Education is the principal driving force of socio-economic development. This is so in such countries as Sri Lanka where human resource is abundant compared to physical and financial resources. The present government has declared human resource development is a top priority of government policy. The government is committed to accelerating allocation of funds to education in the years to come. To reach the targets the government introduced new policies and programs in the directions that are desirable for overcoming problems in education system in Sri Lanka and fulfilling the aspirations of stakeholders. These policies are implementing by innovation of new education administration process.

Sri Lanka is a small country where its administration system is divided in to two as central government and provincial council. According to the categorization all the services are governed by the central government or a provincial council except for land authorities, police and the defense services. The education system in Sri Lanka is a decentralized system governed by the government and the provincial council. Out of the 10,121 schools in Sri Lanka 357 schools are national level schools. There are 37,325 teachers are employed by central government in out of 232900 total teacher cadre. Therefore administration of the education system can be identified in two categories. The structure of the central government’s education administration consists of broad and complex duties. In the past, education administration has evolved with changes for the betterment of the system, but reasonable changes haven’t made to the system during the last few years. A new reform to the systems is a much needed change for the time being. The reason for broadening the obligations of the education administration in national level is the conditions and the processes levied by the fund suppliers to the education.

Education administration in Sri Lanka is controlled by the authority of “Sri Lanka Education Administrative service”. Large amount of vacancies are enduring in the systems due to less efficient recruitment process for the officers. This has caused major concerns in delegation of duties among the officers. Further, potentials of the newly recruited officers are challenging.

This paper point out the problems faced by the Sri Lankan education administration and the methods, processes as well as challenges faced by the authorities to solve the problems arises. Further, paper discusses the educational reforms and innovations for education administration in Sri Lanka.
2. Education System in Sri Lanka

History

Education in Sri Lanka has a history of over 2300 years. It is believed that the Sanskrit language was brought to the island from North India as a result of the establishment of the Buddhism in the reign of King Devanampiya Tissa from the Buddhist monks sent by Emperor Asoka of India. Since then the education system evolved based around the Buddhist temples and pirivenas (monastic colleges), the latter primarily intended for clergy (even to this day) and higher education. Evidence of this system is found on the Mahawamsa and Dipavamsa, the Chronicle of Lanka that deals with the history of the island from the arrival of Prince Vijaya and his followers in the 6th century BC.

With the outset of the colonial expansion on the island, first in the coastal provinces and then interior, Christian missionary societies become active in education. The Church’s monopoly in education ended following the Colebrook Commission set up by the British administration.

Education in Sri Lanka has a long history that dates back two millennia. The Constitution of Sri Lanka provides for education as a fundamental right. Sri Lanka’s population has a literacy rate of 98.1%, higher than that expected for a developing nation; it has the highest literacy rate in South Asia and overall, one of the highest literacy rates in Asia. Education plays a major part in the life and culture of the country and dates back to 543 BC. Sri Lanka’s modern educational system was brought about by
its integration into the British Empire in the 19th century. Education currently falls under the control of both the Central Government and the Provincial Councils, with some responsibilities lying with the Central Government and the Provincial Council having autonomy for others.

**Primary and secondary schools**

A standard system of schools was begun by the British based on the recommendations of the Colebrook Commission in 1836. This is regarded as the beginning of the modern schooling system in the island. It started with the establishment of the Royal College in Colombo (formerly the Colombo Academy) and lead to the formation of several single sex schools constructed during the colonial period, by the British. Some of these schools were affiliated to the Anglican Church. These included S. Thomas' College in Mount Lavinia and College in Kandy. The education in vernacular schools was largely free due to government grants to cover the cost of teaching and local philanthropists providing the buildings, equipment and the books.

In 1938 the education system in Ceylon (now Sri Lanka) was made formally free following the granting of universal franchise in 1931. The Minister of Education, late Hon. Dr. C.W.W. Kannangara, and the Executive Committee of Education which included members such as H. W. Amarasuriya took the initiative in establishing free education. Under this initiative the government established Madhya Maha Vidyalayas(MMV, Central Colleges) that were scattered around the island to provide education to all. The medium was either Sinhala or Tamil.

In 1942 a special committee was appointed to observe the education system and, among the suggestions that followed, the following play an important role:

i. Make available to all children a good education free of charge, so that education ceases to be a commodity purchasable only by the urban affluent.

ii. Make national languages the media of instruction in place of English so that opportunities for higher education, lucrative employment open only to small number of the urban affluent, would become available to others as well.

iii. Rationalize the school system so that educational provision is adequate, efficient and economical.

iv. Ensure that every child is provided with instruction in the religion of his/her parents.

v. Protect teachers from exploitation by managers of schools.

vi. Make adequate provision for adult education.
After independence, the number of schools and the literacy rate substantially increased. According to the Ministry of Statistics, today there are approximately 10,121 public schools serving close to 4,030,000 students, all around the island.

During the colonial times, late national heroes like Anagarika Dharmapala with foreigners like Colonel Henry Steel Olcott and Madame Blavatsky of the Buddhist Theosophical Society installed Buddhist schools to foster Sinhala students with an English education rich in Buddhist values and to bring Buddhism to life, at a time when it was slowly fading away. Most of these schools were established in the capitals of the major provinces of Sri Lanka. The first of these were Ananda College, Colombo (formerly English Buddhist School); Dharmaraja College, Kandy (formerly Kandy Buddhist High School); Mahinda College, Galle (formerly Galle Buddhist Theosophical Society School); Musaeus College, Colombo and Maliyadeva College, Kurunegala (formerly Kurunegala Buddhist Institution) which were followed decades later by Visakha Balika Maha Vidyalaya(formerly Buddhist Girls College), Colombo, Nalanda College, Colombo and Mahamaya Vidyalaya, Kandy.

Sri Lanka also has many Catholic schools such as St. Joseph’s College, St Bridget’s Convent, St Peter’s College, St. Anthony’s College, Kandy and the College named after the Sri Lankan saint Joseph Vaz. The earliest schools such as Richmond College, Galle, Jaffna Central College, Wesley College, Colombo, Kingswood College, Kandy(formerly Boys’ High School, Kandy); Girls’ High School, Kandy and Methodist College, Colombo were started by the Methodist Church.

Many schools were built in the post-colonial era. However, the established schools who had their origins in the colonial era dominate social life in Sri Lanka mainly due networks of old boys and old girls. Several superficial changers to the school system took place in the post-independence era. These include the change of the primary medium of education to the national languages, nationalization of private schools and the introduction of national/provisional school system.

University
Higher education in Sri Lanka has been based on the several prominent pirivenas during the local kingdoms. The origins of the modern university system in Sri Lanka dates back to 1921 when a University College, the Ceylon University College was established at the former premises of Colombo affiliated to the University of London.
However, the beginning of modern higher education in Ceylon was in 1870 when the Ceylon Medical School was established followed by Colombo Law College (1875), School of Agriculture (1884) and the Government Technical College (1893).

The University of Ceylon was established on 1 July 1942 by the Ceylon University Ordinance No. 20 of 1942 which was to be unitary, residential and autonomous. The university was in Colombo. Several years later a second campus was built in Peradeniya. The University of Ceylon became the University of Sri Lanka follow in the University of Ceylon Act No. 1 of 1972 resulting in a more centralized administration and more direct government control. This gave way for creation of separate universities after the Universities Act No. 16 of 1978. Even though new universities of independent identities were created, the government maintained its direct control and centralized administration though the University Grants Commission. Until amendments to the University Act were made in 1999 only state universities were allowed to grant undergraduate degrees; this has since changed.

**Primary and secondary education**

**Structure**

Sri Lanka’s education structure is divided into five parts: primary, junior secondary, senior secondary, collegiate and tertiary. Primary education lasts five to six years (Grades 1-5) and at the end of this period, the students may elect to write a national exam called the Scholarship exam. This exam allows students with exceptional skills to move on to better schools. After primary education, the junior secondary level (referred to as middle school in some schools) lasts for 4 years (Grades 6-9) followed by 2 years (Grades 10-11) of the senior secondary level which is the preparation for the General Certificate of Education (G.C.E) Ordinary Level (O/Ls). According to the Sri Lankan law, it is compulsory that all children go to school till grade 9 (age 14) at which point they can choose to continue their education or drop out and engage in apprenticeship for a job or farming. However, the Ministry of Education strongly advises all students to continue with their studies at least till the G.C.E Ordinary Level. Students who are pursuing education must pass the G.C.E O/Ls in order to enter the collegiate level to study for another 2 years (grades 12-13) to sit for the G.C.E Advanced Level. On successful completion of this exam, students can move on to tertiary education, there for the GCE A/Ls is the university entrance exam in Sri Lanka.

Due to the variety of ethnic groups in Sri Lanka, many schools teach only in either Sinhala medium or in Tamil medium and not the English medium. The elite colleges in major cities such as Colombo and Kandy teach in all three media.
Normal ages

Primary
- Kindergarten: 4-5 year olds
- Grade 1: 5-6 year olds
- Grade 2: 6-7 year olds
- Grade 3: 7-8 year olds
- Grade 4: 8-9 year olds
- Grade 5: 9-10 year olds - Scholarship Examination

Secondary

Junior secondary
- Grade 6: 10-11 year olds
- Grade 7: 11-12 year olds
- Grade 8: 12-13 year olds
- Grade 9: 13-14 year olds

Senior secondary
- Grade 10: 14-15 year olds
- Grade 11: 15-16 year olds - G.C.E Ordinary Level Examination

Collegiate
- Grade 12: 16-18 year olds
- Grade 13: 17-19 year olds - G.C.E Advance Level Examination

NB: In some cases students may be slightly younger.

Government schools
Most of the schools in Sri Lanka are maintained by the government as a part of the free education. Currently there are 10,121 government schools with a student population of 4.0 million and 2,32,900 teachers, 561 Pirivenas. With the establishment if the
provincial council system in the 1980s the central government handed control of most schools to local governments. However the old schools which had been around since the colonial times were retained by the central government, thus creating three types of government schools;

- National Schools
- Provincial Schools
- Pirivenas (Schools for Buddhist priests)

**National schools**

National schools come under the direct control of the Ministry of Education and therefore have direct funding from the ministry. Most of these schools were established during the colonial period and therefore are established institutions. These few are referred to as famous schools or elite schools since they have a rich history and better maintained facilities than the average public school. This is mainly due the support of their alumni. In recent years newer schools and several central colleges have been upgraded to national schools from time to time, thereby making the total number of national schools 357.

**Provincial schools**

Provincial Schools consists of the vast majority of schools in Sri Lanka. Funded and controlled by the Provincial Council and Educational Administration conducting by Provincial Department of Education. There are 09 Provincial Education Department in the Island.

**Piriven**

Piriven are monastic colleges (similar to a seminary) for the education of Buddhist priests. These have been the centers of secondary and higher education in ancient times for lay people as well. Today 561 Piriven are funded and maintained by the Ministry of Education. Young priests undergo training at these pirivenas prior to being their Ordination and study for GCE O/L and A/L examinations. They may gain entrance to State Universities for higher religious studies.
Non-government schools

Private schools

There has been a considerable increase in the number of private schools in Sri Lanka, due to the emergence of the upper-middle class during the colonial era. These private schools follow the local curriculum set up by the Ministry of Education in the local language mediums of Sinhala, Tamil or English. Many of the private schools have access to newer facilities than state run schools. Currently there are 66 Private schools (registered before 1960 and not since then) of these, 33 non-fee-levying Assisted Private Schools (also known as semi-government schools) and 33 fee levying autonomous Private Schools, in addition to the Government Schools.

International schools

Schools in Sri Lanka are not restricted to the expatriate community, anyone with the ability and willingness to pay can join these schools. Starting in the late 1980s these schools have no regulation or control by the Ministry of Education as it comes under the Board of Investment (BOI), due to this the standard of education varies greatly between schools and with lesser levels of student discipline compared with other types of schools. The schools are mainly for the children of the expatriate community, charge high tuition fees and can therefore provide good facilities and high standards.

The majority of International schools prepare students for the Edexcel General Certificate of Education (GCE) Ordinary, Advanced Subsidiary (AS) and Advanced (A2) Level examinations, which is the most popular qualification. Preparation for Cambridge International Examinations is also offered by a few schools but is less popular.

Tertiary education

Undergraduate education in state universities is free but extremely competitive, limited and standardized. Fewer than 16% (less than 30,000 students) of those who qualify get admission to state universities and of that only half graduate. Admission to the university system is based on the highly competitive Level examination. Selection of students is done on the basis of rank order on average Z Scores obtained by candidates at the GCE Advanced Level under a transparent national policy to replicate a district basis representation. Only the top students from each district get admissions.

The top students from urban and rural districts get the chances of having tertiary education. However, top students who got qualified under the minimum Z Scores
requirements for admissions from remote districts may get in with relatively lower marks than those from urban districts. As a result, many students who are not granted admission find other means of higher education. Around 8% those qualified but could not get admission for higher education go abroad to pursue their studies, others enroll themselves at the Open University of Sri Lanka or at the few state-owned autonomous degree awarding institutes (such as the SLIIT, ITS), or study as external students of traditional universities or at private institutes (such as the IIT) that conduct classes and exams on behalf of foreign universities (such as the ULEP).

Some study for entrance/membership for professional bodies both foreign (such as CIMA, BCS, ACCA, etc.) and local (such as ICASL, SLIM) or do studies at vocational technical colleges that specialize in mechanical and electronic subjects. Government has schemes to provide financial aid in addition to free education to financially support to those qualified to get admission to state universities.

There are only 15 state universities in Sri Lanka. The prominent ones are University of Colombo, University of Peradeniya, University of Ruhuna, University of Kelaniya, University of Sri Jayawardenepura and University of Moratuwa. In recent years, with changes to the University Act, a few institutes have been given permission to grant their own degrees: The most prominent is the government-owned Sri Lanka Institute of Information Technology.

**Vocational education and training**

Vocational education and training in Sri Lanka is managed by the Tertiary and Vocational Education Commission of the Ministry of Vocational & Technical Training. Training includes course based curriculum at vocational technical training centers and apprenticeship at private or public organizations. Higher education in vocational fields could be archived though several universities. The National Vocational Qualifications Systems in Sri Lanka (NVQSL) provides a structured seven levels of qualifications from Level 1 to Level 7. Vocational education and training is carried out for degree level at the Open University, Sri Lanka and the University of Vocational Technology, as well as at diploma level at 37 technical colleges, Sri Lanka Institute of Advanced Technical Education and the Sri Lanka School of Agriculture.

Apart from these, the Ministry of Education has launched a non-formal vocational education program which allows school drop-outs and adults who did not complete their school education, to earn a living, through self-employment. Most of these courses are held at community centers and they cover a wide range of fields such as...
dressmaking, beauty culture, hairdressing, stitching, carpentry, plumbing, painting and so on.

Key Performance Indicators for Education in Sri Lanka

1. Ensuring opportunities of access to education for all children in the age of compulsory education and increasing form 85% to 90% of the survival up to G. C. E. (O/L)

2. Transforming 1000 Mahindodaya (Technical Laboratory) Secondary Schools and 5000 Primary Schools with Child Friendly approach

3. Increasing the percentage of passing the G. C. E. (O/L) examination from 61% to 75%

4. Increasing the percentage of passing the G. C. E. (A/L)
   A. Science Stream from 50% to 53%
   B. Commerce Stream from 51% to 60%
   C. Arts Stream from 59% to 63%

5. Increasing the G. C. E. (A/L) participation
   A. Science and Technology Stream from 21% to 36%
   B. Commerce Stream from 27% to 34% and
   C. Diversifying the Arts Stream

6. Increasing the percentage of teachers with professional qualifications from 81% to 90%

7. Increasing students’ literacy in IT from 30% to 60% and the percentage of teachers with IT skills from 30% to 65%

8. Laying the foundation for 100,000 students leaving schools after G. C. E. (O/L) and (A/L) to obtain National Vocational Qualifications at school level

9. Ensuring trilingual learning opportunities at all 10,121 Schools as the basis of promoting social reconciliation producing a trilingual teacher-student generation
3. ICT and e-Governance

During the past decade, there has been an enormous transformation in the field of technology from Information Technology to Information and Communication Technology. However, this has made many people to be aware of what information is and how that can be used in the information age for the betterment of their day today activities. ICT has enabled the compression of time and space. As a result, time and location are no longer barriers for integration and it has turned the world into a global village. Today in many cases ICT is harnessed with education to improve the efficiency and effectiveness of delivering knowledge and skills to students. In a world of economic system, which is fast shifting towards knowledge-intensive economy, the need of integrating ICT in higher education is a vital fact. As immediate members of the labour market, the students of the higher educational sector can be focused and there by necessary steps should be taken to improve their ICT skills. Even though Sri Lanka is a country with a small geographical span, the power of ICT plays a major role in almost all the markets’ affairs. Even though many initiatives have been taken to improve ICT in Sri Lankan context, the policies not yet made addressing National issues.

In Sri Lanka, the National Policy for Information Technology in School Education (NAPITSE, 2002) was formulated with a clear goal to “envisage and foresee the future global challenges in IT education and lay the foundation for appropriate human resource development to meet such challenges.” In addition, it seeks to improve information literacy of all its citizens, create lifelong learning opportunities through the school system, and enable the use of ICT as a tool in teaching learning at all levels of general school education. Specifically, the NAPITSE articulates the need to:

- Introduce, sustain, and enhance IT involvement into general education in schools and create opportunities for IT-based learning and teaching.
- Introduce IT into pre-service and in-service teacher development and training programmes and create opportunities for system-wide professional development of teachers.
- The NAPITSE also mentions the need to set up a Multimedia Education Software & Web Development Centre.

Recognizing the lack of relevant content in local languages as an impediment to adoption of ICT by a large number of people, the Government of Sri Lanka through its Information and Communications Technology Agency (ICTA) has launched Shilpa
Sayura Project to create digital content related to the school curriculum in Sinhalese to help students. Shilpa Sayura enables students to interact with ICT to study eight subjects digitally at Tele Centres and develop their knowledge to prepare for national examinations. The National ICT Literacy Project aims to increase the e-literacy level of the population by providing them training through a network of rural service delivery centers called “nensalas”.

**Major Elements of an ICT for Education Policy**

Use of ICTs for education is a horizontal activity that requires elements from different verticals to come together to enable meaningful learning experiences for the students. The following major aspects need to be addressed in a Policy for ICT in Education in Sri Lanka.

- **Curriculum**
- **Content/Digital Resources**
- **Infrastructure**
- **Capacity Building**
- **Monitoring and Evaluation Framework**
- **ICT for Education Management**
- **Community demand for ICT.**

**Challenges**

- **Training of Teachers, School Leaders, & Education Department Personnel**
- **Role of ICT for professional development of teachers in pre service and in service training recognized by most countries**
- **Strengthening of Teacher Training Institutes with multimedia resources highlighted in most focus countries**
- **Training and orientation for school leaders recognized as important by some countries (India and Pakistan)**
- **Training for education department personnel in general ICT in day to day activities.**
- **Teacher attitudes toward ICT**
- **Lack of relevant content**
- Lack of access to internet and computers after school
- Lack of adequate funding and resources
- Lack of training facilities.

### ICT Policy in Education

<table>
<thead>
<tr>
<th></th>
<th>Policy</th>
<th>Current Status</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Providing the literacy of Information and Communication Technology for school students</td>
<td>Policy accepted. At present implemented in Grades 10 - 12</td>
<td>Provide the facility from Grade 3-13</td>
</tr>
<tr>
<td>2</td>
<td>Provide schools with infrastructure necessary for disseminate literacy of Information and Communication Technology</td>
<td>2000 Senior Secondary Schools provided with Computer Learning Centres</td>
<td>Infrastructure and training to be provided to schools by 2015</td>
</tr>
<tr>
<td>3</td>
<td>Teaching Information and Communication Technology as a Subject in the School</td>
<td>ICT Education introduced in Grades 10 And 11. General Information Technology</td>
<td>Offer ICT as a subject from Grade 3</td>
</tr>
<tr>
<td></td>
<td>Curriculum</td>
<td>(GIT) in Grade 12</td>
<td></td>
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</tr>
<tr>
<td>4</td>
<td>Establish a management structure at the Ministry and Provincial levels to strengthen the capacities of ICT teaching in the school system</td>
<td>Management structure established</td>
<td>Management structure will be further strengthened</td>
</tr>
<tr>
<td>5</td>
<td>Establish a monitoring mechanism for the programmes conducted to ensure compliance with national ICT policy</td>
<td>Coordinating committee functioning</td>
<td>Role of the Coordinating Committee to be clearly defined and implemented</td>
</tr>
<tr>
<td>6</td>
<td>Development of content and preparation of software in education to suit the national languages and the culture</td>
<td>Content development commenced, need to scale up</td>
<td>Content to be developed for Computer Assisted Learning for all core subjects in both national languages</td>
</tr>
</tbody>
</table>

(19-21 April, 2016, New Delhi, INDIA)
<table>
<thead>
<tr>
<th></th>
<th>Use Information and Communication Technology as a subject and as an aid for teaching and learning in all teacher education programmes</th>
<th>Information and Communication Technology introduced in Pre-service Education programmes usage is very minimal</th>
<th>Introduce short courses for all pre-service and in-service teacher training programmes and to develop competencies for Computer Assisted Learning among entire teacher community</th>
</tr>
</thead>
<tbody>
<tr>
<td>7</td>
<td>Use of Information and Communication Technology in an ethical manner for education development initiatives</td>
<td>SchoolNet access provided to schools through a filtering Process. Awareness programmes ongoing</td>
<td>Provide awareness programmes for all teachers and through schools convey the message to students</td>
</tr>
<tr>
<td>8</td>
<td>Introduce National Level Certification for ICT for</td>
<td>Discussions ongoing</td>
<td>Several incremental certification levels</td>
</tr>
<tr>
<td>9</td>
<td></td>
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</tr>
<tr>
<td><strong>10</strong></td>
<td><strong>Students</strong></td>
<td>to be introduced Several incremental certification levels to be introduced</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>10</strong></td>
<td><strong>Provision of Administrative and Financial support to computer centers in the school system to strengthen the performance each of the center</strong></td>
<td>Process established Management and quality standards to be established</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td><strong>11</strong></td>
<td><strong>Update curricula of ICT Education by the National Institute of Education</strong></td>
<td>Innovations in ICT accommodated speedily in the curricula Discussions ongoing</td>
<td></td>
</tr>
<tr>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td><strong>12</strong></td>
<td><strong>All teachers training on ICT Education to be planned and coordinated by the Ministry</strong></td>
<td>A clear process available Strengthen the coordination</td>
<td></td>
</tr>
</tbody>
</table>
### 4. Structure, role and function of Educational Administration

<p>| | | |</p>
<table>
<thead>
<tr>
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<th></th>
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</thead>
<tbody>
<tr>
<td><strong>13</strong></td>
<td>Plan and implement a suitable methodology for the maintenance of computers and the computer networks</td>
<td>No suitable methodology other than the warranty given by vendors/manufactures</td>
</tr>
<tr>
<td><strong>15</strong></td>
<td>Prepare and maintain national standards for ICT</td>
<td>Quality Assurance Unit/MOE kept informed</td>
</tr>
</tbody>
</table>
The responsibilities of Ministry of Education shall include the following:

1. To draw up strategies, policies and plans for educational reform and development; and to draft relevant rules and regulations, and supervise their implementation.

2. To take charge of the overall planning, coordination and management of all forms of education at various levels; to formulate, in collaboration with relevant departments, the standards for the setting-up of schools of all types at various levels; to guide the reform of education and teaching methods; and to take charge of the statistics, analysis, and release of basic educational information.

3. To promote all-round development of compulsory education and equitable education; to take charge of the macro-guidance and coordination of compulsory education; and to direct the regular primary education, secondary education and senior secondary education.

4. To provide guidance for the supervision over education national wide, organize and direct the inspection and evaluation of the implementation compulsory education.

5. To administer teachers’ work; to formulate and supervise the implementation of the standards for qualification for teachers of various types and at various levels.
together in collaboration with relevant departments; and to direct the training of people for the education.

6. To provide all human and physical resources for the government school to implement their activities.

**Organization Structure for Provincial Department of Education**

![Organization Structure Diagram]

**Role of Administration for Department of Education**

1. Providing the primary & secondary schools with various services.
2. Preparing educational programs according to the provincial and national education policies and allocating resources accordingly.

3. Monitoring classes in schools.

4. Implementing special education programs for students with special needs, providing special education equipment, and training teachers for special education.

5. Maintaining professional training institutions in the central province.

Administration Structure

Major functional areas

Administration

- Collecting data from zonal education office and sending where necessary.
- Registration of A/L External applicants.
- Duties regarding inter zonal/province transfer on teacher and principal services.
- Issuing permanent appointment letters for teacher service and principal service.
- Deployment and placement of teachers, principals and other staff
- Annual transfers
- Maintenance of personal files of education officers
- Institutional matters of Divisional Directors of Education
• Salary conversions, annual payments, salaries for office staff
• Approval of loans
• Extension of service of teachers and principals
• Pension matters of Provincial Education staff
• Approval of leave
• Co-ordination, monitoring and supervision of Navodya and Isuru schools

Education Development

• Implementation of Education Development Plan
• Co-ordination, monitoring and supervision of learning and teaching process and maintain standards
• Training of principals and education officers
• Co-ordination, monitoring and evaluation of pre-service, in-service training programmes
• Quality development of teaching-learning process
• Supervision of special education programmes
• Implementation, monitoring and evaluation of school curriculum
• Design curriculum at provincial level and supervision
• Conduct term test at provincial level
• Seek assistance from NIE for revise and modernize curriculum
• School supervision, follow up and monitoring
• Registration of Pirivenas, management, administration and supervision

Planning

• Preparation of Provincial Investment Planning Unit (UPDE)
• Preparation of Provincial Education Development Planning Unit (UPDE)
• Preparation of Annual Implementation Planning Unit (UPDE)
• Forward structural matters to the Provincial Secretary, Ministry of Education for approval
• Assist the Provincial Secretary, Ministry of Education to prepare annual budget
• Maintain office cadre
• Identification of office staff requirements
Accounts

- Prepare annual budget
- Provide budget proposal to Provincial Ministry of Education and Line Ministry
- Pay salaries to office staff and conversions according to new curricular
- Issue cheques to the zonal education offices for the teachers' salaries
- Advance payments for in-service programmes

5. Issues and Challenges of Education Administration

Issues

1. Problems in educational administration stem from lack of leadership
2. Confusion results when administrators do not have regular and open lines of communication with their stakeholders (teaching staff or superiors.)
3. Educational institutions often lack the funding and manpower to develop and implement its Planning and Technologies.
5. Lack of Infrastructure facilities for implementing training component.
6. Continuing process for Evolution and Monitoring of Education management
7. Education Administrators are often experienced with political influence.

Challenges

1. Relevant and well-designed curriculum and assessment are essential to prepare young people to participate productively in a 21st century economy and society.
2. Getting the right people to become teachers and the managers.
4. Utilization of human resource and physical resources.
5. To Set up a mechanism for ensure Accountability and Transparency.
6. Find out the ways of financial support for institutional Development.
6. Innovation of Education Administration.

(Edward sector development framework and programme (ESDFP)

The current national education plan covering the period 2012 to 2017 has been prepared by the Ministry of Education (MoE) in consultation with the national-level education agencies and the provincial education authorities (PEAs) based on the sector-wide approach (SWAp). It is a comprehensive plan based on national education policies, international commitments, government policy declarations on education and the concerns of PEAs. A consultative policy formulation process, a blend of top-down and bottoms-up approach has been followed. Following the rolling planning approach at the end of the first year the plan for the next five-years has been prepared, example: 2013 to 2017. This process will be continued over the coming years.

Policy themes of the ESDFP

This plan is prepared under three themes, the foundation and a crosscutting activity. These are:

**Theme 1: Increasing equity of access to primary and secondary education;**

**Theme 2: Improving the quality of primary and secondary education;**

**Theme 3: Strengthening governance and delivery of education services;**

**The foundation:** Education sector development strategic rolling plan; and

**Crosscutting activity:** Results-based on monitoring and evaluation (MoE, 2012; 2013).

Components of the ESDFP

**Theme 1: Increasing equity of access to primary and secondary education**

Under this theme the primary objectives are to ensure that all children in the agegroup five years to sixteen years complete 11 years of schooling in a formal school or an alternative educational institution acceptable to the MoE and all children are provided equal opportunities to receive an education to develop their talents to the optimum level. The government provides free-education and a number of welfare services such as free textbooks, school uniforms, midday meal for primary children, bursaries, subsidized transport, and free health services to ensure participation in formal education. Out-of-schoolchildren are looked after through
non-formal education (NFE) programmes and differently-able children through special education programmes. Further, the government is implementing a flagship programme to develop one thousand secondary schools which have facilities for teaching subjects like science, mathematics, ICT and English. Attached to these schools five thousand primary schools will be developed as feeder primary schools. The key strategies proposed in the five year plan of the MoE under this theme are given below:

1. Ensure successful implementation of free-education policies.
2. Strengthen non-formal education (NFE).
3. Strengthen special education.
4. Reduce out-of-school children and increase survival rates.
5. Strengthen Pirivena education.
6. Strengthen school health and nutrition programme.
7. Transforming 1,000 secondary schools and 5,000 primary schools to ensure the achievement of the objectives of knowledge-based development of future Sri Lanka, as envisaged in the MCVF (2010):
   7.1 Expansion of networks of good quality primary schools to ensure equity in access to and participation in primary education; and
   7.2 Development of a 1,000 good quality secondary schools (the flagship programme).

Theme 2: Improving the quality of primary and secondary education

Quality improvement envisages the improvement of the instructional programme in schools in order to enhance the learning achievement of students and to equip them with the generic skills which are required in the labour market as well as to face the challenges of life successfully. Some examples of skills that are required are communication skills, creativity, critical thinking, productive thinking, reasoning ability, inter-personal relations, leadership, empathy, coping skills etc. These skills are achieved through practical work, project work, extra-curricular activities, social activities which have been described as the “hidden curriculum”. The curriculum is prepared to meet these needs and the professional development of teachers is provided to enable them to deliver the curriculum. The components in the five year plan in this theme are given below:
Primary education:
1. Primary education related development programmes
1.1 Curriculum revisions and upgrading (primary education)
1.2 Improve the quality of primary education

Secondary education:
2. Curriculum revision (secondary education)
3. First languages and second national languages (2NLs)
4. Science education
5. Mathematics education
6. English and foreign languages
7. ICT education
8. Bilingual education
9. Commerce education
10. Agriculture education
11. Technical and technological education
12. Social sciences (History, Geography, Civics)

Crosscutting components:
13. Religious education
14. Aesthetics education
15. Sports and physical education
16. Co-Curricular Activities (CCAs) and peace education
17. School library development
18. Tamil medium and plantation area schools and Muslim schools development
19. Career Guidance and Counseling (CG&C)
20. School disaster safety
21. Teacher development
22. Quality assurance
23. National testing and evaluation
24. **Education textbooks and publications**

**Theme 3: Strengthening governance and delivery of education services**

This theme covers the area of management. The empowerment of schools has been carried out under the Programme for School Improvement (PSI). School Development Committees (SDCs) have been delegated the authority to take decisions even on financial matters. These committees will work for the planned development of schools.

Similarly, the Divisional and Zonal Education Offices will be strengthened. Human resource development (HRD) programmes will be implemented to upgrade the skills of officers in the SLEAS, SLPS, SLTS and SLTES. The activities to be implemented under this theme are:

1. Strengthen balanced-control model of SBM: PSI;
2. Human resource management, development and capacity building:
   (a) Leadership development;
   (b) Recruitment and deployment of staff of educational services (SLEAS, SLPS, SLTS, SLTES); and
   (c) Strengthening of zonal and divisional education offices.
3. School supplies

**The foundation: Education sector development strategic rolling plan**

The foundation of the ESDFP is the Education Sector Development Rolling Plan (ESDRP). Under this concept at the end of every year a five-year development programme will be formulated for the following five-years. The three-year investment plan of the government will indicate the financial allocations planned to be made available for the education sector. It will enhance efficiency and equity of resource allocation in the education system. This approach will also establish a planning culture in the education sector.

1. ESDRP (this includes education policies, education plans and budgets, provisions of School-Based Learning Improvement Grants (SBLIGs), methodology of financing for results and outcomes, performance indicators and National Assessments of Student Achievements which measure system performance and help policy-making and medium-term planning).
2. Data management

Crosscutting Activity: Results-based monitoring and evaluation

ESDFP has oriented the education system towards results-based planning and monitoring. Regular progress review meetings will be conducted and finally it is expected to establish a digital database for monitoring and evaluation of results. The activities under this theme are:

1. Monitoring and evaluation;
2. Research and studies;
3. Education for all (EFA) assessments; and
4. Public awareness on education achievements

Awareness of this national framework on the education sector is relevant for school planners as they are expected to conform to these guidelines in the preparation of school development plan.

7. Good governance in Public Sector of Sri Lanka

With those future challenges are in view, the President of Sri Lanka envisages to develop the Public Service within a framework of social democratic values and function in the best interest of the general public. The President emphasizes that the state institutions should be people friendly, efficient and effective. The government believes in public sector driven development where the public sector is in the driving seat so that priority is given to strengthen the public sector.

In view of delivering on the priorities and objectives discussed in the foregoing sections the public service has to play a critical role in implementing work programmes in response to social and economic demands, by developing an excellent public service capable not only for innovative policy formulation and strategies, but also delivering services by implementing development programmes and projects in an excellent manner. These new challenges call for skilled, dedicated and self-motivated public officers at every level who can channel their energies and enthusiasm to achieve national outcomes. This can only be achieved through empowerment of public servants and creation of a culture characterized in organizational learning, continuous improvement in obtaining new competencies and skills inspired to action by a shared vision. Sri Lanka has realized the critical importance of building a new generation of
excellent leaders in key strategic positions who can steer the institutions and people towards the proclaimed goals.

It needs to have a public sector which possesses ‘the quality of being outstanding or extremely good’. Public service excellence will just not happen; it has to be achieved by working diligently. Public service excellence is about increasing the services to an outstanding position by being more efficient and effective in everything we do. Excellence means not only improving service delivery, but also improving in good governance, such as transparency, accountability, and responsiveness in public service.

As our recent experience suggests, Some of the necessary ingredients to achieve excellence in public sector are appropriate public sector reforms and allow decentralization of service delivery to the door step of service recipients, innovative use of new technology including ICT to facilitate the service delivery, development of entrepreneurial leadership, results orientation, competitive benchmarking, encouraging innovative capabilities at all employee level, empowerment of employees and employee involvement in team working and problem solving leading to productivity and quality improvement, recruitment of highly qualified personnel to the public sector and giving them cutting edge training, capacity building of employees through providing necessary hard and soft skills and thus allowing employee development in order to achieve very high level of professionalism in what they are doing and thus create motivated and committed employees.

**Accountability and Transparency**

Accountability in public governmental inspection is necessary in the various sphere of managerial, legal, financial, professional and internal or external auditing.

Transparency is considered a tool of Accountability, because its presence enables the public to be informed of the results of certain actions. Governmental obligations to the public encourage participation and the use of governmental information. Transparency has to make possible with regard to both procedure and finance.

As public Sector of Educational Administration has to run over though introduced new governmental policy. According to policy Ministry of education has taken some necessary steps to ensure Accountability and Transparency of Education administration. Most important thing is to be set up new Accountability and Transparency Culture among Educational Administrators.
Ministry of Education in Sri Lanka has taken following actions to enhance Accountability and Transparency for better Educational Administration.

1. The enforcement of the requirement to conduct statutory annual financial audits is a collaborative effort that involves key sectors (Provincial Ministries, Provincial Education Departments, etc.
2. In order to ensure the availability consistent and reliable data to facilitate Educational planning and Management, Ministry has established EMIS link up all provinces.
3. Annual and quarterly designed clear monitoring and Evaluation process to identify performance of Education plans/Projects.
4. Provide Necessary Human and Physical resources for empowered Investigation Unit in the ministry of Education.
5. The enforced clear instructions to follow government policy of procurement, and recruitments, for the Education Administration.

8. Conclusion

The importance of the education administration is based on system of the education process. Therefore Education Administration of the country should be design by systematically. There are few problems and issues are identified with operations of education administration in Sri Lanka. These issues are mainly highlighted in school development process in rural area in the Country. The Country has identified main issue is lack of qualified and trained human resources. The Development in education is significant even with all the difficulties. High literacy level, High level of student enrollment and high progress of examination results are the main indexes identified. This Paper explains the education administration in Sri Lanka and its socio economy background with challenges which it meets. As a developing country, compared to other south Asian countries Sri Lanka has achieved a considerable amount of progress in education administration and it is changing in a positive manner.

9. References

1. ICT in Education in Sri Lanka. Dissanayake Anura. 2015
7. Historical Overview of Education in Sri Lanka - Ancient Period (543 BC - 1500 AD), Ministry of Education.
13. Present Education System and Management Structure, Ministry of Education.
Leadership Role of Educational Administration in Implementation of Policies and Programmes of School Education in Sri Lanka

Duminda Palihakkara

Sri Lanka
Background

Sri Lanka is an agricultural country in the Indian Ocean located to the south of the Indian subcontinent as a beautiful island. It lies between $5^\circ$ 55/ and $9^\circ$ 50/ north latitudes and between $79^\circ$ 42/ and $81^\circ$ 53/ east longitudes. Total area of the island is 65,610 square kilometers of which land area covers 64,740 square kilometers. The relief features of the island consist of the mountainous mass somewhat south of the centre with heights exceeding 2,500 meters surrounded by broad plains. Sri Lanka’s climate is tropical, influenced by elevation above sea level, but marked by only slight seasonal variations. Temperature at sea level varies from 25$^\circ$C to 30$^\circ$C and in central mountain areas from 14$^\circ$C to 16$^\circ$ C. Annual precipitation in wet zone averages 250 centimeters on dry zone it varies from 120 to 190 centimeters.

The school system in Sri Lanka is a vast enterprise which, cater to the needs of 4 million students. The teacher force amounting to nearly 200,000 teachers consists of almost one fourth of the entire public sector servants. Sri Lanka’s Education system is unique in its efforts to introduce new innovations. In 1945 a free education scheme from the kindergarten to the university was introduced. This was followed by the adoption of mother tongue as the medium of instruction. In the 1940s a special category of schools, named as Central Schools were established in distant cities to provide deserving students from the villages to receive an equally better education as the privileged. In the late 1950s and 1960s, Science teaching was extended to secondary grades of better developed schools in the rural areas which was until then limited exclusively to few privileged urban schools. In early 1960s practically all private schools were taken under state control. To move away from the academic curriculum, island wide reforms were introduced in 1972, life skills in 1984 and continuous assessment in 1986. The Cluster school system was introduced in 1981 and School Development Boards in 1993. The country also introduced several welfare measures at regular intervals, some of which are; scholarships to children from lower income families, free text books to all, free mid day meals to all, a free uniform scheme and subsidised bus fares. Though some of the innovations did not last long the efforts have to be admired.

Political & Administrative Background

Having gained independence from British in 1948, Sri Lanka adopted a parliamentary system of government. The country was declared a republic within the commonwealth in 1972. The constitution of the Democratic Socialist Republic of Sri Lanka, 1978 guarantees
fundamental rights of thought, conscience and worship and established unitary state with strong executive power. A President, elected directly for six-year term, serves as chief of state and government and appoints cabinet of ministers. Parliament has the power to pass laws by simple majority and amend constitution by two third’s majority. The provincial council system was designed in 1987 to decentralize administration within the framework of a unitary state, to have a system of devolution of power. There are nine provincial councils functioning under the existing set up. At lowest governmental echelon administrative functions are carried out by popularly elected municipal, urban and town councils and Pradeshiya Sabhas.

01.3 Demographic features

According to the central bank report 2013, the population of Sri Lanka is 20.48 million. More than 85.40 percent of the population is rural. The density of population varies widely from 3305 per square kilometer (in the Colombo district – 2013) to 50 (in the Mullaitivu district). The national average is 314 per square kilometer. Annual growth rate of population is 1.1 percent and average life expectancy is 74.07 years for males and 76.4 years for females. Gender ratio is 49% males and rest females.

The structure of educational administration and management in Sri Lanka

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 hase 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 nearly 10000 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 (school census 2013).
Table No 02.1 - The corresponding official age for difference level of education

<table>
<thead>
<tr>
<th>Age</th>
<th>Grade, Colleges and University</th>
</tr>
</thead>
<tbody>
<tr>
<td>18+</td>
<td>Universities, Teacher Training Colleges, Technical colleges &amp; similar institutes</td>
</tr>
<tr>
<td>16+</td>
<td>Collegiate (Grade 12 - 13)</td>
</tr>
<tr>
<td>14+</td>
<td>Senior Secondary (Grade 10 -11)</td>
</tr>
<tr>
<td>10+</td>
<td>Junior Secondary (Grade 6 -9)</td>
</tr>
<tr>
<td>5+</td>
<td>Primary (Grade 1 - 5)</td>
</tr>
</tbody>
</table>

School census 2013

The structure and organization of the education system

Considering the responsibilities of the national level administration and management of the education system, it can be divided into main four layers and they are national (Ministry of Education), Provincial (Provincial Ministries), Zonal (Zonal Education Offices) and Divisional (Divisional Education Offices). Sri Lanka has a devolved system of education administration. The country is divided into nine provincial councils in terms of the 13th constitutional amendment in 1987 and each Provincial Council is responsible for the administration of the schools located within its borders, except those designated National Schools, which are administered by the central Ministry of Education.
Figure No 02.1 General organization structure of the education system in Sri Lanka

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.

The Secondary School runs through Grades 6 – 13 and the Grade 6 – 11 is considered the Junior Secondary School, and Grade 12 – 13 is considered 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

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. The network of government schools provides universal access to primary and secondary education.

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.
Sri Lanka has a devolved system of education administration. The country is divided into nine provincial councils in terms of the 13th constitutional amendment in 1987 and each Provincial Council is responsible for the administration of the schools located within its borders, except those designated National Schools, which are administered by the central Ministry of Education.

**The Type of Schools**

Having emphasized human and other infrastructure facilities, the Sri Lankan school system has been established in main four difference types of schools and

### Table No: 02.3 Type of school in the education system

<table>
<thead>
<tr>
<th>Type of School</th>
<th>Schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>1AB</td>
<td>959</td>
</tr>
<tr>
<td>1C</td>
<td>1852</td>
</tr>
<tr>
<td>Type2</td>
<td>3603</td>
</tr>
</tbody>
</table>
1. National Schools – School with classes up to grade 13 that include G.C.E (A/L) Science, Art and Commerce streams. They are administered by ministry of education. They are 324 National schools in Sri Lanka. All most every school of this type is situated in urban areas in the every district. The human resources and other all facilities have been provided higher sufficiently, comparing with other type of the schools. At the same time, they have very big competition for the grade one admission.

2. Type 1AB - School with classes up to grade 13 that include G.C.E (A/L) Science, Art and Commerce streams which are structured on the same lines as National Schools, but are administered by Provincial Authorities of Education. They are 297 1AB schools. They are also situated in every district. Considering the resources, they are not that much but they have enough resources.

3. Type 1C – School with classes up to grade 13 that include G.C.E (A/L) Art and Commerce streams. They are fully administrated by Provincial Authorities of Education. They are 1810 1C schools. The most of them are situated in both urban and rural areas. There is no any completion for the grade one admission.

4. Types 2 - School with classes up to grade 11. They are also completely administrated by Provincial Authorities of Education. They are 4237 Type 2 Schools. Most of them are in rural areas and low human and infrastructure facilities.

5. Type 3 - School with classes up to grade 5 or 8. They are 3034 type 3 Schools and administrated by Provincial Authorities of Education. They have very poor facilities, comparing the other type of schools in the system.

<table>
<thead>
<tr>
<th>Type3</th>
<th>3707</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>10,121</td>
</tr>
</tbody>
</table>

Source: school census - 2013
Figure No 2 - Structure of the General Education Administration System in Sri Lanka

Table No. 4 Government Schools, Private Schools and Pirivenas - 2014

<table>
<thead>
<tr>
<th></th>
<th>Schools</th>
<th>Students</th>
<th>Teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Government Schools</strong></td>
<td>10,121</td>
<td>4,078,401</td>
<td>229,664</td>
</tr>
<tr>
<td><strong>Private &amp; Special Schools</strong></td>
<td>103</td>
<td>131,397</td>
<td>6,476</td>
</tr>
<tr>
<td><strong>Pirivenas</strong></td>
<td>747</td>
<td>62,870</td>
<td>6,162</td>
</tr>
<tr>
<td><strong>Sri Lanka</strong></td>
<td>10,971</td>
<td>4,272,668</td>
<td>242,302</td>
</tr>
</tbody>
</table>

Source: MOE Report 2008

Source: Annual School Census 2014
Figure 3 Education administration structure in Sri Lanka


The responsibility of education in Sri Lanka is shared by the central government and the provincial councils, in terms of the 13th constitutional amendment in 1987 for the devolution of power to the provinces. The power of controlling all the administrative and developmental activities in education in respective provinces within the national policies has been decentralized to the nine provincial councils established under the above constitutional amendment. A provincial education ministry and a provincial education...
department bear the responsibility of the management and administration of education in a province. The zonal education offices are the functional units of management and administration of education operating under the provincial department divisional education offices are being implemented as a field office. At the Provincial level education management system consists of the following.

- 9 Provincial Departments of Education each headed by a Provincial Director of Education.
- 98 Zonal Education officers each headed by a zonal Director of Education. The administration functions and supervision of schools are mainly handled by the Zonal Education officers.
- 311 Divisional officers each headed by a Divisional Director of Education. Divisional Director of Education works as a field officer to assist the Zonal Director of Education with In-Service Adviser.
- In addition to that all the principals are support to manage the system and manage their school well.

**Ministry of Education**

Vision of the MOE

To reach excellence in global society through competent citizens who share the Sri Lankan identity

Mission of the MOE

Develop competent citizens keeping with the global trends through innovative and modern approaches to education leading to efficiency, equity and high quality performance ensuring stakeholder satisfaction

**National Institute of Education**

The National Institute of Education, Sri Lanka is the prime institute in the country responsible for providing leadership for the development of general education with quality, equity and relevance in a pluralistic society.

One of the objectives of the National Institute of Education according to its Act being: “to provide for the development of professional and managerial competence of personnel in
the education system" the Centre for Education Leadership Development (CELD) is charged with the task of developing well managed educational institutes by enhancing the management and leadership of its personnel. It is one faculty of the NIE.

**Courses and Programmes conducted by CELD for the principals**

CELD already has an impressive portfolio of education management programmes. The Centre will run five certificated courses namely, Post graduate Diploma in Education Management (PGDEM) Full time and Part time, Master of Science in Education Management (MSc), Diploma in School Management (DSM), Diploma in School Management (Overseas) (DSMO), Diploma in Primary School Management (DPSM).

The centre also conducts Short courses for officers in the Sri Lanka Education Administrative Service (SLEAS) in addition to the long-term induction courses specially designed for new recruits of the SLEAS. The thematic courses conducted by the centre are designed to provide an in-depth knowledge on selected themes in education management. It is open to educational managers at all levels and is of three days duration. The Centre also provides training to School Management Teams in selected schools where School Autonomy is a priority.

CELD has made a significant contribution in raising the profile of management development across the island, particularly in respect of school leadership programmes. This has been important in supporting the many initiatives inherent in the recent Education Reforms. If these changes are to be successful they will rely heavily upon the effective management performance of school Principals. These leaders will need the confidence to let go of power and enable the cadre of middle managers to take more responsibility for the operational management of schools, so that Principals can take a more strategic overview of school development planning. Offering a clear direction to the desired destination to enable the vision to be realized will be an essential leadership quality and management skill. Such skills are already part of the armory of many Principals who have been exposed to CELD training and development programmes.
**Graph No.1 Type of Schools**

![Graph showing the percentage distribution of different types of schools](image)

**School Census 2014**

**Table No 5 Schools on medium of instruction**

<table>
<thead>
<tr>
<th>Medium of instruction</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sinhala only</td>
<td>6355</td>
</tr>
<tr>
<td>Tamil only</td>
<td>2949</td>
</tr>
<tr>
<td>Sinhala &amp; Tamil</td>
<td>60</td>
</tr>
<tr>
<td>Sinhala &amp; English</td>
<td>446</td>
</tr>
<tr>
<td>Tamil &amp; English</td>
<td>164</td>
</tr>
<tr>
<td>Sinhala ,Tamil, &amp; English</td>
<td>38</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>10012</strong></td>
</tr>
</tbody>
</table>

School Census 2014
Table No. 6  Number and Percentage of Schools by No. of Students

<table>
<thead>
<tr>
<th>Schools on student population</th>
<th>Number</th>
<th>percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-50 students</td>
<td>1614</td>
<td>16.10%</td>
</tr>
<tr>
<td>51-100 students</td>
<td>1561</td>
<td>15.60%</td>
</tr>
<tr>
<td>101-200 student</td>
<td>2052</td>
<td>20.50%</td>
</tr>
<tr>
<td>201-500 students</td>
<td>2491</td>
<td>24.90%</td>
</tr>
<tr>
<td>501-1000 students</td>
<td>1342</td>
<td>13.40%</td>
</tr>
<tr>
<td>1001-1500 students</td>
<td>425</td>
<td>4.20%</td>
</tr>
<tr>
<td>1501-2000 students</td>
<td>200</td>
<td>2.00%</td>
</tr>
<tr>
<td>2001-2500 students</td>
<td>127</td>
<td>1.30%</td>
</tr>
<tr>
<td>2501-3000 students</td>
<td>82</td>
<td>0.80%</td>
</tr>
<tr>
<td>3001-3500 students</td>
<td>50</td>
<td>0.50%</td>
</tr>
<tr>
<td>3501-5000 students</td>
<td>55</td>
<td>0.50%</td>
</tr>
<tr>
<td>Total</td>
<td>10,012</td>
<td>100%</td>
</tr>
</tbody>
</table>

School Census 2014

Table No 02.7  Number and percentage of the students by Cycle

<table>
<thead>
<tr>
<th>Students by Cycle</th>
<th>Students Number</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary cycle (Grade 1-5 &amp; special Edu)</td>
<td>1,718,675</td>
<td>42.6</td>
</tr>
<tr>
<td>Junior secondary cycle (Grade 6-9)</td>
<td>1,272,645</td>
<td>31.5</td>
</tr>
<tr>
<td>Senior secondary cycle (Grade 10-11)</td>
<td>567,396</td>
<td>14.1</td>
</tr>
<tr>
<td>Collegiate cycle (Grade 12-13)</td>
<td>478,441</td>
<td>11.9</td>
</tr>
<tr>
<td>Total</td>
<td>4,037,157</td>
<td>100.0</td>
</tr>
</tbody>
</table>

School Census 2014
Graph No 02.2  Number and percentage of the students by Cycle

![Bar Graph]

School Census 2014

Table No 02.8  Students’ enrolment of cycles

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>NER 1-5</td>
<td>98.51%</td>
<td>98.57%</td>
<td>98.46%</td>
</tr>
<tr>
<td>GER 1-5</td>
<td>99.67%</td>
<td>99.83%</td>
<td>99.50%</td>
</tr>
<tr>
<td>NER 1-9</td>
<td>99.22%</td>
<td>99.76%</td>
<td>98.66%</td>
</tr>
<tr>
<td>GER 1-9</td>
<td>100.91%</td>
<td>101.64%</td>
<td>100.15%</td>
</tr>
<tr>
<td>NER 1-11</td>
<td>96.54%</td>
<td>96.81%</td>
<td>96.26%</td>
</tr>
<tr>
<td>GER 1-11</td>
<td>97.55%</td>
<td>97.98%</td>
<td>97.10%</td>
</tr>
<tr>
<td>NER 6-11</td>
<td>94.78%</td>
<td>95.24%</td>
<td>94.30%</td>
</tr>
<tr>
<td>GER 6-11</td>
<td>95.65%</td>
<td>96.32%</td>
<td>94.97%</td>
</tr>
</tbody>
</table>

School Census 2014

(19-21 April, 2016, New Delhi, INDIA)
03. System of teacher management in Sri Lanka

Sri Lankan education system has nearly 200,000 teachers. 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.

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 certain other subjects. 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.

The student numbers are declining and the number of teachers required is less. Therefore, the pupil-teacher ratio has been established as 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 recruitment of 17,000 university graduates as teachers. 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.

Chart No 03.01: Teachers by gender

![Chart No 03.01: Teachers by gender](image)

School Census 2014

Table No 03.1: Number and percentage of the schools by teachers
### School Census 2014

#### Graph No 03.1 Teachers' qualification profile of the Sri Lankan

<table>
<thead>
<tr>
<th>Schools on teacher number</th>
<th>Number</th>
<th>percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>seconded teachers only</td>
<td>1</td>
<td>0.01%</td>
</tr>
<tr>
<td>1 Teacher schools</td>
<td>62</td>
<td>0.62%</td>
</tr>
<tr>
<td>2 Teacher schools</td>
<td>128</td>
<td>1.28%</td>
</tr>
<tr>
<td>3-9 Teacher schools</td>
<td>2862</td>
<td>28.59%</td>
</tr>
<tr>
<td>10-25 Teacher schools</td>
<td>4413</td>
<td>44.08%</td>
</tr>
<tr>
<td>26-50 Teacher schools</td>
<td>1669</td>
<td>16.67%</td>
</tr>
<tr>
<td>51-100 Teacher schools</td>
<td>659</td>
<td>6.58%</td>
</tr>
<tr>
<td>101 Teachers &amp; above</td>
<td>218</td>
<td>2.18%</td>
</tr>
<tr>
<td>Total</td>
<td>10012</td>
<td>100.00%</td>
</tr>
</tbody>
</table>

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(19-21 April, 2016, New Delhi, INDIA)

**Draft papers for discussion**
Use of ICT and e-governance in Sri Lanka

Considering the international trend on the knowledge based economy and the production, the policy of the Information Communication Technology (ICT) implementation in the school system has to be rapidly strengthened for achieving the ICT targets in field of education in the future. Our education system has good opportunities for implanting ICT policy such as high literacy rate (92%) of the citizens, public –private sector partnership, positive driving force by the nation to implement ICT in Education system and rising demand of the career opportunities in ICT sector. At the same time, properly established and scattered schools and education administration systems provide easy access to the school community which helps to deliver the skills on ICT.

Sri Lankan education system has many challenges of implementing ICT Policy in Education such as understand (knowledge?) on ICT among the adults /senior level officials, inadequate knowledge in English (language barrier), schools without electricity facility in rural areas (35%) of schools, unbearable internet and electricity bill for the schools of remote areas, lack of sufficient qualified Human Resources, administration regulations to establish separate ICT teacher cadre in schools, require more funds for the implementation and maintenance of ICT labs and cost of equipments and components.

Private + Public Partnerships for Strengthening ICT Education in Sri Lanka

Concerning the private - public partnerships for strengthening ICT Education in Sri Lanka, some measures have been taken into account such as the Microsoft Partners in learning technical assistance collaboration for teacher training, Intel Foundation assistance under “World World Ahead” for teacher training and Telecasting the education programmes through Dialog satellite TV channel. National Teacher PC Drive and Innovative Teacher’s competition have planned as an ICT Education special initiatives with Private Sector

Inspection, supervision and monitoring of the schools in Sri Lanka

The inspection, supervision and monitoring activities are 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 management teams including the Principals can take correct decisions by establishing in the school system a monitoring and Evaluation mechanism based on indicators of
educational standards covering all aspects that should be evaluated in all schools under 8 main components such as General Management, Management of physical and human resources, Systematic curriculum Management and evaluation at class level, Management of Co-curricular activities, Student Achievement, Student welfare, School and Community and Development of students towards a knowledge based society. All Principals, school management committees, teachers, Provincial and Zonal Education officers should set about their tasks committed to proper standards for assuring a quality education to our students. It is the clear responsibility of the National Institute of Education to ensure that the In Service Advisers enhance their competencies for supervision and evaluation of the schools. Evaluation and supervision procedures are evaluated by four levels of officers.

Four level of supervisions
- Divisional level (Master teacher/ In Service Advisor)
- Zonal level school supervision
- Provincial level school supervision
- Ministry level

At the divisional level, the Master teachers / In Service Advisors have been attached to divisional and zonal education offices to help/facilitate teaching-learning process. Each master teacher is assigned a subject for this purpose.

At the Zonal supervisory level Zonal Director prepare a programme to supervise school under his/her pervious throughout the year with the help of other officers. Each zonal office has about 18 officers as Assistant Directions or Deputy Directors appointed for this purpose. They are allowed to visit schools individually as well as at least 2 days a week. The supervisor will expect to submit a report to zonal director after completing supervision. The Zonal Director has the authority to make amends if there are shortcomings in the school by way of feedback.

At the provincial's level, Provincial Department of Education officers coordinate and make necessary arrangement for their development based on the reports which are supervised by zonal officers and in service advisers. In addition to that, there are Provincial level school supervision parties which comprise about 10 officers attached to that office.

In the education ministry level, a separate unit has been established as a school supervision unit under the control of one additional secretary of the education ministry. The main propose of this unit is to supervise national school, to coordinate the supervision programme with provincial and divisional level related officers and to organize the training programme and conduct related research with collaborate of National Institute of Education.

(19-21 April, 2016, New Delhi, INDIA)
Transparency and accountability in educational administration in Sri Lanka

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. 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. In order to achieve good governance certain basic principles needs to be followed and strengthened. There are maintaining vice of accountability, establishing political stability, maintain the government effectiveness, strengthening the quality of regulatory framework, maintaining rule of law and controlling of corruption.

Policies and practices related to administration and management of education

Considering the responsibility of defining the educational policies, the Secretary of the Ministry of Education is the responsible for that. The Ministry of Education is responsible for laying down National Policy of Education, monitoring the maintenance of standards in educational institutions, formulating the National Curriculum and training the trainers, management of National Schools, teacher education and public examinations. The National Institute of Education is also involving to develop suitable curriculum for the system, and advice the minister of education for developing the education system and the education policies.

Two three decades ago, political problems also as a result of youth unrest have been created by educated unemployed youth. A Youth Commission was appointed in 1989 to disclose causes for such a situation and to find out facts which should be based in the formulation of national policies. Its report was published in 1990. As a result of this, in 1991, the National Education Commission was established. The National Education Commission put forward the following National Goals of Education targeting a future learning society.

Education sector development framework and programme (ESDFP) implemented by the Sri Lanka Education system has identified main three themes to implement the policies and practices related to the administration and management of the education. Themes are 1:
Increasing equity of access to primary and secondary education; 2: Improving the quality of primary and secondary education and 3: Strengthening governance and delivery of education services.

Problems and challenges faced by government / administration in effective education management.

Problems and challenges faced by administration in effective education management have been identified to maintain the quality, equity, relevancy and safety of the education in Sri Lanka such as 1 The policies of recruiting, deployment and transferring principals to the school system, 2 The policies of recruiting, deployment and transferring teachers to the school system, 3 Training and development of the education officers, principals and teachers, 4 Access and coverage issues in education system, 5 Grade 1 admission policy, 6 The grade 5 national scholarship examination, 7 Low levels of achievements in Mathematics, Science and English, 8 Private tuition, 9 Students’ welfare policies, 10 Private and international school, 11 Admission to the university, 12 Non formal education, 13 Mismatch between education and employments, 14 Unequal distribution of human and physical resources among schools.

Sri Lankan education system has introduced the SBM for providing more autonomy to the school level to manage the school efficiency but later SBM concept was changed as a result of different political interventions. Now, it is implemented as a PSI programme by providing some autonomy to the school level. The obstacles for SBM implementation has been identified as follows (Perera, W.J 2000)

- Lack of shared vision (principals, teachers, administrators, parents, community)
- Lack of experience (principals and teachers)
- Insufficient training (principals)
- Excessive demands for paperwork (principals)
- Adherence to traditional roles (principals, teachers, administrators)
- Lack of sense of belonging or ownership (teachers)
- Unwillingness to accept that their practice need change (principals and teachers)
- Incompetence (teachers)
- Lack of teacher solidarity (teachers)
- Lack of leadership (principals)
• No faith in the advantages of SBM (principals, teachers, administrators)
• Doubts about parental commitment (principals and teachers)
• Increased stress (principals, teachers, administrators, parents, community)
• Uncertainty about the legal status of SBM (principals)
• Financial constraints (principals and teachers)
• Lack of resources to make changes (principals and teachers)
• Lack of authority to make changes (principals)
• Excessive time demands/work loads (principals, teachers, parents, community)
• Lack of interest in broader issues (parents, community)
• Hesitancy to speak out at meetings (parents, community)
• Perceive that principals and teachers dominate councils (parents and community)
• Low percentage of parents are interested and involved (parents and community)
• Low expectations on children education (parents)
• Lack of trust and respect for teachers (parents and community)
• Lost of early enthusiasm (principals and teachers)
• Perceive that principals, parents and community do not regard them (teachers)
• Perceive council meetings as time wasters (principals and teachers)
• Power struggle among individuals, groups (principals, teachers, parents, community)
• Lack of role definition (principals, teachers, administrators, parents, community)

The new strategies for enhancing the efficiency of educational administration in Sri Lanka

Considering the new strategies for enhancing the efficiency of educational administration in Sri Lanka, the programs such as Program of School Improvement, School based planning and policies of the decentralising of the power and autonomy from national level to school level have been implemented to achieve three themes indentified by ESDFP in practicing the people centric approach for good governance.
**Strengthening governance and delivery of education services**

This theme covers the area of management. The empowerment of schools has been carried out under the Programme for School Improvement (PSI). School Development Committees (SDCs) have been delegated the authority to take decisions even on financial matters. These committees will work for the planned development of schools.

Similarly, the Divisional and Zonal Education Offices will be strengthened. Human resource development (HRD) programmes will be implemented to upgrade the skills of officers in the SLEAS, SLPS, SLTS and SLTES. The activities to be implemented under this theme are:

- **T3.1 Strengthen balanced-control model of SBM: PSI;**
- **T3.2 Human resource management, development and capacity building:**
  - (a) leadership development;
  - (b) recruitment and deployment of staff of educational services (SLEAS, SLPS, SLTS, SLTES); and (c) strengthening of zonal and divisional education offices.
- **T3.3 School supplies**

**Conclusions**

This country paper has included descriptive analysis of the leadership role of educational administration at national level in implementation of policies and programmes of school education. The sub topics such as brief introduction of Sri Lankan education system, the structure of educational administration and management leadership role, teachers’ management, use of ICT in school education, supervision and evaluation of schools, transparency and accountability in educational administration, prevailing policies and practise related to administration and management of education, problems and challenges and new strategies adopted to enhance the efficiency of educational administration in Sri Lanka have been discussed briefly in this paper.
Reference

• Human Development Unit, South Asia Region. Colombo: The world Bank
Educational Administration and Management: Existing Practices and Innovation in Vietnam

Cong Phong Tran

Vietnam
Introduction

Vietnam is a country with its total area of 331,211.6 km$^2$ and population of 90.4 million (2014) consisting of 54 ethnic groups of which 86.2% belong to Kinh and 13.8% belong to other ethnic minorities. GDP in 2015 achieved around 204 billion USD, and GDP per capita was 2,228 USD$^{38}$. The economic structure is being transformed with the increase of portions of industrial and service sectors which achieved above 83% in 2015 (39% for industrial sector and 44% for services). The proportion of agricultural labour in the whole social labour decreases, falling to about 46.5%$^{39}$. The HDI (2014) of Vietnam was 0.666, ranked 116/185 countries, belonging to the group of average in HDI.

National education system and Vietnam's education situation

Vietnam's national education system

Vietnam’s national education system is stipulated in Article 4 of Education Law 2005 by the Socialist Republic of Vietnam, amended and supplemented in 2009 (see Figure 1)

a) Formal education and continuing education (non-formal education)

b) Educational levels and training qualification in the national education system include:
   - Early childhood education with nurseries and kindergartens;
   - General education with primary education, lower secondary education, and upper secondary education;
   - Professional education with professional secondary education and vocational training;
   - Higher education with college, undergraduate, master and doctoral degrees

$^{38}$Government Prime Minister, 2015. Report on Socio-economic situation of 1015 and of 5-year period 2011-2015; directions and tasks for 2016-2020 period and the year of 2016 (The Report was presented by the Prime Minister at the National Assembly Congress, on 20 October 2015)

Characteristics of Vietnam’s national education system based on the Education Law 2005: formal education and non-formal education are two (2) components which are closely connected, circulated and supplemented to each other with the aim to facilitate people regardless of age, of qualification in accessing education anywhere, anytime.

**Vietnam’s education situation**

**Achievements**

Being identified as top priority and “investment for education is the investment for development and human capita” (accounting for 20% out of the State budget), Vietnam’s education is developing towards a high quality education meeting requirements of socio-economic development and characterized with the followings:
a) Vietnam’s education system which is being expanded is relatively complete, unified and diversified with the formation of all educational levels and training qualification ranging from preschool to postgraduate. Vietnam has eliminated all “blank communes” of preschool education. Primary schools have been built up in all communes, lower secondary schools found in most of communes or inter-communes while upper secondary schools have been founded in all districts. In those provinces or districts with huge population of ethnic minority people, boarding or semi-boarding schools have been set up. The network of continuing education centers and community learning centers have been rapidly developed. Vocational training centers and professional secondary schools have been established in most of crowded localities, urban areas including disadvantaged areas.

b) Education scale is increasing, gradually meeting learning demands of the society. In academic year 2014-2015, there were 22.21 million pupils and students with 1.24 million of teachers and lecturers (see Figure 2 and 3)

c) Education quality at different educational levels and training qualifications is in progress. Knowledge and knowledge-based competencies by students have been improved. In 2012, Vietnam participated in PISA and was ranked 8th in terms of Science, 17th in Math and 19th in Reading among 65 countries and territories. The rate of drop-out and class repeating is low at all grade levels. The percentages of continuous learning to grade 5 and of primary level completion are both in raise in the past 7 years, from 88% to 93%, and from 85% to 92% respectively.

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40 Source: MOET

(19-21 April, 2016, New Delhi, INDIA)
d) **Social equality in education access has been enhanced.** People from ethnic minorities, children from poor families, girls and disadvantaged people have been increasingly paid attention to. Vietnam did complete the goal of primary education universalization in 2000, of lower secondary universalisation in 2010; preschool education universalisation for 5-year-olds and right-age primary education universalization. Universalization of upper secondary education is implemented at several localities. The rate of literacy among 15-year olds upwards is 94.7%41.

e) **Educational administration and management has made positive progress towards bettering negative phenomena in the sector,** standardizing teaching and managing staff, renewing financial mechanism in education; promoting decentralization aiming at increasing autonomy and accountability for localities and educational institutions; applying widely ICT; developing social monitoring over education quality; promoting administrative reform in the sector; expanding friendly education environment.

f) **State’s budget allocated for education has been increased considerably,** from 15% out of total expended budget in 2001 up to 20% in 2007, and the percentage of 20% remains unchanged up to now.

**Shortcomings**

Along with the gained achievements as mentioned above, Vietnam’s education has not yet been timely responsive to more and more demands on human resource for developing society and realizing industrialization and modernization, which are shown in the following aspects:

a. **Quality and efficiency in education and training are still low** compared to the demands on country’s development, have not yet approached the educational level and results of developed countries in the region and in the world. The low quality in education is exposed with the following aspects: Students have poor abilities to integrate; upon graduation, students’ abilities are still limited in terms of creativeness, performance skills, career adaptability...The efficiency of educational activities is not high. The rate of graduates at the end of each educational level in comparison with the initial enrolment is low. Ratio of trained laborers is also low while a huge number of graduates are unemployed.

b. **In terms of education – training structure:** Qualification structure, career structure and location structure have been better adjusted however seem to be unbalanced. Much unreasonableness has been found with regard to the location structure. Such forms of

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(19-21 April, 2016, New Delhi, INDIA)
education as non-formal education, out-of school education particularly for laborers have not yet been focused on.

c. *Teaching staff is insufficient in numbers, inconsistent in structure and low in quality;* a part of them has not yet caught up with the requirements set by educational innovation and development42.

d. Budget allocated for education and training has met about 70% of minimum demands on education and training.

e. *Facilities are still in poor and backward condition.* The teaching/learning conducted without necessary facilities is common. The need for standardization and modernization of facilities remains a big challenge.

f. *Curriculum and teaching methods are still slow in terms of renovation and modernization.* The curriculum is heavy in theory and testing, does not emphasize sufficiently on student’s creativity, performance competencies and career orientation, and not closely connect to the real needs of socio-economic development, of the learner and of techno-scientific researches.

### Educational administration and management in Vietnam

#### State management of education

- *State management of education* is a key factor that ensures the success of educational development. *The goal of State management of education* in Vietnam is to ensure the abeyance of legal obligation in educational activities.

- *The organisation apparatus in the State management of education in Vietnam* includes civil authorities established by the State from central to local levels. The apparatus is decentralised and authorised according to the State’s regulations and the established educational administrative mechanism.

- *Contents on the State management of education:* The State carries out the unified management of the national educational system in terms of goals, programmes, contents, educational plans, teachers' standards, examination regulations and system of degrees/diplomas; focus on the management of educational quality, exercise decentralization on educational management; strengthen the autonomy and accountabilities of educational institutions.

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Manage and direct the implementation:  

Co-operate, provide guidelines, monitor:  

Figure 4: Organizational structure of State Management of education in Vietnam

Current Status of State Management of education in Vietnam

Decentralization of management and autonomy of the school: This has been stipulated in the Education Law and Government’s decrees. Government has stipulated the autonomy and accountability on task implementation, organizational apparatus, staff quantity and financial issues for public organizations. However, in reality, the decentralization of management is still overlapped, especially there is lack of co-operative mechanism between educational agencies and other functional branches.

Diversification of education suppliers: Legal issues on this point have been repeatedly amended, supplemented in Education Law and in Government’s resolutions and decrees. Up to the academic year 2014-2015, Vietnam had 2622 non-public educational institutions including 1820 preschool institutions, 586 schools, 128 professional secondary schools, 28 colleges, 60 universities.

Social participation in education and training: The movements of developing learning promotion funds, contributing financial and human resource for educational development have been implemented at many localities country wide. In the recent years, the fund contributed by the people for educational activities has accounted for around 40%. Additionally, the Government has also promulgated regulation related to foreign investment for education The resources collected from the social participation in education and foreign investment together with State budget create strength which promote the course of education and training, serving requirements of the socio-economic development and learning needs of the people.

Marketization of educational activities: The regulation “prohibit all kinds of commercialization activities in education” which was stated in the Education Law 1998 was removed in the Education Law 2005. The recognitions of market mechanism, of educational service development and competiveness in education have been officially mentioned in a number of documents.
**State management on education quality:** The Education Law 2005 has issued stipulation on quality standardization and accreditation. However, the importance has not yet been attached to the State management of education that leads to the loose management. In addition to the need of specification of quality accreditation, the issue of quality management is still in lack of legal foundation, it is quality insurance. As of now, apart from regulations on educational standards which are under development, the issue of quality insurance have not yet been completely legally regulated, which make difficult for educational institutions to implement their activities.

**Transparency of educational activities:** This is an important need. On the one hand, it relates closely to the educational democratization, and on other hand it must be in line with implementation of school autonomy. In the past years, following the movement “Say no to negative phenomena in examination and “achievement disease” in education”, along with considerable progress in the administrative reform and socio-technological development, the matter of accountability has just made preliminary steps in terms of legal aspect. Vietnam has promulgated Regulations of Transparency for educational institutions in the national educational system.

**School administration in Vietnam**

*School administration* is understood as the implementation of administrative/managerial activities within the school under impacts of out-school administrative/managerial bodies (high level administrative/managerial bodies) with the view to i) guide and accelerate activities conducted by the school or school-related activities conducted by the community; ii) set directions for supporting the development of the school.
Abbreviation:
YU: Youth Union
PC: Pedagogical Council
VP: Vice Principle
SBG: Subject-based group

Contents of the School administration: is a chain of activities related to the planning, organisation, leadership and monitoring of the school activities.

Organizational structure of a school in Vietnam is regulated by the Education Law and the School Charter (see Figure 5)
The school administration includes:

i. **Personnel administration**: Organize, properly use teachers and school staff; and make plans for training, re-training, professional development for the staff.

ii. **Administration of funds and facilities**: Mobile and effectively use financial resource and facilities serving teaching activities.

iii. **Administration of teaching/learning, educational and other activities**: This is a key task of the school.

**In terms of teaching/learning activities**:

- *The principal* is responsible for administrating: the implementation of educational programs as per regulated objectives, contents, methods and ways of teaching/learning organization; teachers' teaching activities, students' learning activities; facilities serving teaching/learning activities; the collaboration between the school and community.

- *The head of subject-based group* is in charge of: developing and organizing the realization of set plans; assigning teachers to monitor and assess the implementation of the plans/programs; administrating teachers' teaching activities; guiding teachers how to make plans; monitoring and assessing the quality of classroom lessons and of students' outcomes; organizing professional, subject-based topics; administrating students' learning activities; controlling facilities, equipments for teaching/learning activities.

- *The teacher* administrates teaching/learning activities through specific activities such as: implementing teaching plans and programs; managing students' learning activities.

- *Administration of educational activities* includes administrating the development, approval and implementation of activities; mobilizing resources; and monitoring, assessing the implementation of set plans.

- *Administration of other activities in the schools* includes administrating educational universalization activities; mobilizing community involvement in school development.
(i) Internal monitoring is one of principals' tasks in order to evaluate the implementation of assigned tasks, encourage the good and adjusting the wrong for the purpose of reaching the set goals.

(ii) Administration of education quality: is the mobilization of all efforts to develop, maintain and improve education quality, meeting demands on teaching and learning by teachers, students and community in an effective manner.

Currently, Vietnam is in the process of radical and comprehensive renovation of education and training with the focus on competence-based teaching at schools. To meet this demands, the educational administration and management in Vietnam has been renovated considerable suiting the new context. The MOET has promulgated directive documents related to decentralization of management and increase of autonomy for schools. However, as in preliminary steps, there have been unavoidable shortcomings and obstacles. For instance, i) the planning making in some schools are still in formative manner, therefore the approved plans could not meet real needs; ii) with regard to personnel administration, in some localities the poor cooperation between home affairs agencies and educational administrative agencies in personnel making plans have made the education sector difficult to set up its development plans; iii) ways of financial management and the procedure of budget approval also create difficulties for the education sector. According to the budget allocation procedure, the budget is provided directly by financial agencies, which may result in the delay, cut-off or improper use of fund.

**Teacher administration in Vietnam**

*System of teacher administration*

Vietnam has been implementing the management decentralization of general education institutions\(^{43}\). The Provincial people’s committee is in charge of administrating upper secondary schools, multi-level schools (in which upper secondary level is included), boarding ethnic minority schools, semi-boarding ethnic minority schools. The District People’s commitee administrates primary schools, lower secondary schools, multi-level schools (in which upper secondary level is excluded).

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\(^{43}\) Decree No. 115/2010/ND-CP dated 24/12/2010 by the Government regulating responsibilities on State management of education
The MOET takes responsibility in directing the level upgrading of servants, regulating professional criteria, servant group levels, servant evaluation criteria in education sector.

According to the regulations on autonomy and accountability at educational institutions as stated in the Education Law, the Head of a public educational institution is empowered in personnel administration, including recruitment of, use of, training for and remuneration for managers and teachers. However, in reality, Provincial departments of education and schools have not yet enabled to carry out several contents related to teacher development, such as:

a) Provincial departments of education are not enabled to decide, but only consult and cooperate in appointing teachers for further training using State’s budget, as well as ineligible to receive out-of-locality teachers or attract good teachers for their localities.

b) Schools are not enabled to send teachers for further training, to sign contracts with teachers, to decide unpaid teaching suspension for teachers or to attract good teachers. Instead, they have to obey decisions made by the Provincial Department of Education and District Board of Education.

c) Schools are not empowered to exercise full autonomy on their provided financial resource as to purchase facilities and equipments for teaching. They have to wait for the allocation and approval by authorities. Financial resources are normally not provided timely, effecting school activities and teachers’ lives.

**Standard for school teachers**

Vietnam Education Law stipulates the standard of training qualification and profession for teachers as follows:

**Standard of training qualification:**

- Primary school teachers must have pedagogical secondary school diplomas;
- Lower secondary school teachers must have pedagogical college degrees;
- Upper secondary school teachers must have pedagogical university degrees.

Training qualification standard is one of criterion for standardization and evaluation of quality of general education teaching staff. As of school-year 2014-15, 99.61% primary school teachers, 99.58% lower secondary school teachers and 99.03% upper secondary school teachers meet standard and above-standard. However, it is the fact
that the standard of training qualification for primary and lower secondary school teachers is lower than the requirements of training high quality human resource for the socio-economic development and international integration.

*Professional standard*

Professional standard for primary and secondary school teachers is stipulated by Ministry of Education and Training. This standard is designed to help teachers self-evaluate their political quality, moral, lifestyle, professional capacity and used as a basis for annual assessment and ranking of teachers to serve for staff development planning, developing training plans and deployment of teachers. Professional standard is also used for other purposes such as development of training programs for teachers, research on and recommendation of policies and implementation of policies for teachers, provision of educational materials for educational management.

1.1 *Training and professional development for teachers*

Teacher education and training is an essential activity to help teachers strengthen their profession, skills and the system improve teaching staff quality. Teacher education and training is stipulated by the Education Law. Teacher education is provided by pedagogical/educational departments/colleges/universities. Presently, there are 133 teacher education and training institutes in Vietnam. As regulated by the Education Law since 1998, students studying at pedagogical/educational departments/colleges/universities are exempted from tuition fee and given priority for scholarship and social allowances. Teacher training is provided annually through an 120-period program per school-year to help enhancing teacher professional qualification. Ministry of Education and Training bears the responsibility for leadership and providing guidance on training contents, plans, routines and other conditions for the said training program.

**Teacher recruitment**

Recruitment of teacher in Vietnam is followed Ordinance on deployment of officers and employees and Law on deployment of officers and employees\(^44\). Teacher recruitment is decentralized to provincial Departments of Education and Training.

\(^44\) Law on deployment of officers and employees coming into full effect from 1 January, 2012.
Provincial People’s Committees and District People’s Committees are responsible for supervision and inspection of the teacher recruitment at the local educational institutions. Provincial Departments of Education and Training and District Boards of Education and Training collect recruitment information and announces on the mass media the recruitment criteria and results from their subordinate units and provide guidance, check and supervise recruitment examination contents and process. Teacher recruitment methods have been reformed to meet local actual condition, and step by step towards openness, transparency to recruit the right staff, contribute to enhance the quality of school teaching staff.

Teacher mobilization and transfer

Teacher mobilization and transfer is a policy aiming at reasonable allocation of teaching staff. In order to mobilize and transfer teachers, cities/provinces develop their own plans for staff mobilization and transfer, including teachers and education managers. However, the fact has shown that the implementation of this policy has limits. Many teachers working in mountainous areas for decades who wish to move down to reunion with their family were unable to make their dreams come true.

Teacher evaluation and ranking

Teacher evaluation and ranking is implemented in two ways:

- *General evaluation of teachers as civil servants.* Periodically, evaluation of teachers’ political quality, moral, lifestyle, working results and professional development (including pedagogical skills and knowledge, expertise, management capacity, and social activities, etc.) is conducted every school year.

- *Professional-standard-based evaluation.* Professional standard consists of criteria for teacher evaluation and ranking. Teacher evaluation and ranking process according to the professional standard is conducted in three independent steps, including: Teacher’s self-evaluation and ranking; Teacher evaluation and ranking by the expertise group; Teacher evaluation and ranking by principals. Evaluation and ranking results are then informed to teachers, expertise group and reported to the direct upper management units. Teacher evaluation and ranking according to professional standard is an innovation in teacher evaluation and express high expectation of education sector and society for teaching staff, contribute to improving the quality of teachers in particular and quality of education in general.
Teacher salary policies

In addition to salary as civil servants, school teachers are entitled to following allowances:

a) General allowance for school teachers\textsuperscript{45}:

\begin{table}[h]
\centering
\begin{tabular}{|l|c|c|}
\hline
\textbf{Level} & \textbf{Cities and delta areas} & \textbf{Mountainous, island, remote areas} \\
\hline
Primary school & 35\% & 50\% \\
\hline
Lower secondary school & 30\% & 35\% \\
\hline
Upper secondary school & 30\% & 35\% \\
\hline
\end{tabular}
\caption{Allowance for teachers}
\end{table}

- Seniority allowance for long experience teachers is equal to 5\% of their current salary. From the next year onwards, additional 1\% per year is added to seniority allowance.

b) Allowances\textsuperscript{46} for teacher working in special schools, extremely socio-economic difficult regions.

\begin{table}[h]
\centering
\begin{tabular}{|l|c|}
\hline
\textbf{No.} & \textbf{Beneficiaries} & \textbf{Levels} \\
\hline
1 & Teachers and education managers working at semi-boarding schools, prep schools & 50\% \\
\hline
2 & Teachers and education managers working at boarding schools, gifted upper secondary schools, schools/classes for students with physical difficulty/handicap. & 70\% \\
\hline
\end{tabular}
\caption{Levels of allowances}
\end{table}

\textsuperscript{45} Decision No. 973/1997/QĐ-TTg on allowance for teachers working at public schools.

\textsuperscript{46} Decree No. 61/2006/ND-CP and Decree No. 19/2013/NĐ-CP
- **Encouraging allowance:** Local teachers and education managers or those who are mobilized from other locations to work in extremely socio-economic difficult regions are entitled to encouraging allowance at the level equal to 70% of their current salary.

Different allowances help improve teachers’ income and contribute to attract manpower for education, at the same time, narrow the shortage of teachers in special schools and schools in the extremely socio-economic difficult regions. Limits in the implementation of the teacher salary policies in Vietnam are: (i) delay in the issuance of guidance on the implementation of policies for teachers; (ii) documentation system is missing, overlap, inconsistent and lack of details and feasibility; (iii) the implementation of teacher policies in provinces is not timely; (iv) education and teacher policies are not interesting to attract high quality manpower for education sector.

### The inspection, monitoring of school curriculum and policy implementation in Vietnam

According to the Inspection Law issued in 2010, the inspecting bodies consist of the State inspecting agencies and those agencies being appointed with specialized inspecting functions. Educational inspectorate shall implement inspection rights within the State management of education, in order to ensure law enforcement.

**Educational inspectorate** shall have the following functions: Inspecting of compliance with educational laws; Inspecting the implementation of educational objectives, plans, programs, contents and methods, professional regulations, the compliance with regulations on examinations, diploma and certificate issuance; the completion of necessary conditions of educational quality assurance at educational institutions.

**Educational inspectorate** shall inspect the school curriculum conducted by teachers include: inspecting the implementation of teaching plans; the preparation for lessons; the reform of teaching methods; guiding learners to learning; the implementation of assessment of learning results; Educating and teaching according to educational curriculum of teacher are constantly inspected and monitored. These activities enable managers to see the rate of progress of the implementation and achieved results,
helping them understand the relative state of the implementation of the teacher in comparison with presumable targets, defining influencing factors and causes to put forward adjustably effective solutions.

Apart from educationally professional inspectorate, the National Assembly and the People’ Councils at different levels are responsible for assessing those agencies, organizations and individuals being under their supervision in the obedience of the Constitution, laws, resolutions by the National Assembly, and the resolutions by the standing committee of the National Assembly and People’s Councils to education.

The mechanism ensuring the education transparency and accountability in educational management of Vietnam

Like other countries in the developing process, the system of public management policy of the Vietnamese state tends to focus on citizen-centered governance with basic aspects: transparency, decentralization, democratic participation, contract-implemented services, accountability, and these are shown in the educational sector.

The mechanism for educational accountability in Vietnam

Being regarded as the national leading priority sector, the educational accountability is implemented in accordance with the law system of Vietnam. Along with the Law, the government's resolutions, the Ministry of Education and Training has its own rules regulating the accountability of the Agencies of State management of education to law-regulated missions and rights: The regulation of making public of the educational institutions in the national education system; The regulation of the procedure and quality accreditation cycle of the general educational institutions ruling of making public and accountability of these organizations.

Draft papers for discussion

47Decision No 83/2008/QĐ-BGDĐT dated 31 December 2008 by Minister of Education and Training stipulating the procedure and quality accreditation cycle of the general educational institutions.
### Abbreviation

CTAD – Colleges of Technical and Education

ETD- Education and Training Department

G - Government

LSA- Labour – Invalids and Social Affairs Department

MOET – the Ministry of Education and Training

MOLISA – Ministry of Labour – Invalids and Social Affairs

NA- the National Assembly

PPV- the People's Procuracy of Vietnam

SPC- The Supreme People's Court

ULSA - University of Labour and Social Affairs

UTAE - University of Technology and Education

VATS - Vocational and Technical Schools
Figure 6: The educational accountability of Vietnam
Figure 6 is the general of education accountability of Vietnam, it, however, is not only expressed in terms of bottom –up approach regularly and irregularly, but the managers of educational institutions have to have accountability of different issues to student’s parents, students, community as well.

**The contents of transparency in education**

The giving notifications of the educational institutions aims to make the transparency, democracy, autonomy and self- accountability better with human resource management and education quality assurance. MOET has guided to giving notifications of the educational institutions including three aspects:
Figure 7: Procedure of transparency for educational institutions (based on Circular 09/2009/TT-BGD BT)
1) *The educational quality and the real quality*: a) Committing to educational quality; b) The real quality of education; c) The minimum quality, national standards; d) Accreditation of educational institutions.

2) *The conditions for quality insurance of the educational institutions*: a) Facilities; b) Teaching staff, managers and other employees;

3) *Finance*: a) The financial state of the educational institution; Tuition fees and other incomings from learners; School-year expenditures; the policies and its results on subsidy and reduction/exemption of tuition for learners from social policy targeted groups; The auditing results (if any); b) The rates of annually school fees and other incomings and expected incomings of the whole year; c) The policies on scholarships and its implementation yearly.

All the educational and training institutions have to give notifications as the regulations by the MOET. They have to report on what they have given on 30 September yearly, and they receive the assessment report from the direct managing agency within 30 days. The summary results are made public on 31 December annually by the MOET.

The transparency of commitment to education quality by educational institutions and transparency of the real quality, of conditions ensuring education quality and financial activities enable learners; members of the educational institutions and society participate in monitoring and assessing these organizations in accordance with the laws.

**The relevance of educational administration/management and current educational needs.**

In the process of reform of state management in education, Vietnam has renovated ways of organizing education and of developing educational managers and teachers; expanded democracy in education; facilitated economic and socio-political organizations to engage in supervising educational activities; protested against negative phenomena in teaching, learning, in student examining and diploma/degree granting; as well as against bureaucracy, corruption and waste in education; increased transparency level in three (3) aspects: transparency in committing training quality and the real quality; transparency of educational institutions’ resources serving the training (including teachers, training programs, facilities...); and transparency in receipts and expenses by educational institutions. The educational administration and management in Vietnam have been renovated to meet educational demands, as follows:
a) Educational system structure has been adjusted in accordance with legal documents towards suiting the political and socio-economic context as well as international educational systems; shifting from a rigid educational system into an open and life-long-learning education with the circulation both domestically and internationally;

b) Educational administration and school management have been renewed in the direction where the learner’s competencies are specified through accreditation, quality standards, transparency...; making the educational management mechanism be relevance with market economy; expanding relationship in education with all nations in the region and in the whole world;

c) Educational management decentralization has been renovated from central to local levels following the principles of united power, close collaboration among state branches and ministries in realizing legislative and executive power, in executing their responsibilities and rights. School councils are established to implement autonomy in many aspects within the school activities while connecting to the accountability;

d) The social participation in education which has been paid attention to and implemented nation-wide, initially has mobilized various resources for education development, meeting demands of leaners and of labor market.

Challenges faced by Vietnamese Government/local authorities in gaining effective education administration

a) With impacts by the globalization, a lot of world’s ideas have been shared, entered and converted into the process of educational administration renovation in Vietnam, resulting in the lack of synchronization in the policy system which always appears to be passive with the rapid changes in Vietnam’s educational reality.

b) To develop the school-, teacher- and learner-centered educational administration model, it is necessary to renovate components belonging to the educational administration, including administrative tools, administrative mechanism, administrators/managers and administrative environment.

- In terms of administrative tools: It is needed to complete the legal system on education, enhance the quality of legal documents, ensure the enforceability of legal documents, improve quality of inputs in developing educational policies, focus on the combination of legal tools and moral education.
In terms of administrative mechanism: Though the educational administration mechanism is clearly stated in the Education Law, it appears to be ineffective in reality: lack of cooperative mechanism among ministries/branches in state management of education; the execution of autonomy in schools is still limited; the accountability is not attached importance to in the whole administrative mechanism.

In terms of administrators/managers: Competencies of the managing staff are not responsive to requirements of administration of a complicated education system. Besides, the task of manager training has not yet been paid due attention to, particularly the training of such competencies as policy making and policy implementation.

In terms of administrative environment: A notable point here is there is no legal strictness, which has been brought about by the transfer from bureaucratic administrative mechanism into legally administrative one.

Those are obstacles needed to be overcome by the Vietnamese Government in the course of radical and comprehensive renovation of education.

Solutions for renovating State management of education in Vietnam

In order to enhance the effectiveness of educational administration and management, Vietnam has affirmed that “educational management renovation” is the key solution in the Educational development strategy 2011-2020 and in the Project of radical and comprehensive renovation of education. Vietnam focuses on the followings:

(1) Develop and complete a synchronic legal documents which serve as a foundation for implementing radical and comprehensive renovation of education;

(2) Exercise the decentralization in management in a synchronous manner; perfect and implement the cooperative mechanism between ministries, branches and localities in State management of education towards clarifying functions, tasks, authorities and responsibilities while increasing monitoring and inspection;

(3) Increase autonomy and accountability for educational institutions; and perfect the mechanism of transparency, ensuring the monitoring by State agencies, socio-political organizations and the people;

(4) Ensure the democratization in education. Implement the bottom-up assessing mechanism where students can assess teachers, teachers/lecturers assess their
managers, low level managers assess their higher managers, educational institutions assess those agencies belonging to State management of education;

(5) Perfect the structure of the national education system, develop national educational qualification framework being relevant to that of other countries in the region and in the world, meeting demands on human resource and facilitating opportunities of life-long learning for the people.

(6) Classify education quality of general education, vocational education and higher education based on national quality criteria; implement the administration according to educational strategies/plans and manpower development planning set by localities/branches in each period suiting the socio-economic development and national defense and security;

(7) Standardize the output and quality insurance conditions;

(8) Exercise transparency in terms of education quality, of infrastructure, financial and human resources managed by educational institutions; conduct social supervision over educational quality and effectiveness.

(9) Promote the use of ICT to enhance administrative effectiveness at all levels.

To carry out successfully the above mentioned contents, Vietnam needs to:

(1) Renovate education radically and comprehensively from perception, thinking to practically educational activities, from central to local and institutional administration levels;

(2) Carry out synchronous innovation of all aspects, at all educational levels and training qualifications, of various educational activities so that the factors could interact to each other towards a thorough renovation.

(3) Identify key points and links of the renovation. It should be started with educational administration from central to local and institutional levels. It is necessary to renew the institution and mechanism of educational administration, unify administrative clues and transfer from controlling as executed currently in State management into monitoring;

(4) Transfer from rigid administrative management to quality management;

(5) Administer education by the socialist rules of law in a market economy; better ensure the connection between educational development and socio-economic development; link the economic growth to the educational development in the
direction where the education would be responsive to demands of society, of labour market and of learners.

(6) Develop learning society where people can carry out lifelong learning;

(7) Increase educational democracy. This is the best way helping managers listen to the people and see the whole picture of education, hence putting forward proper policies and effective administrative mechanism, making a new turning point in educational development.

Conclusion

Educational administration and management play important role in achieving the vision and realizing educational objectives. Vietnam is in the process of implementing radical and comprehensive renovation of education with key points identified as renovating basically educational administration and management, ensuring democracy in education, increasing autonomy and accountability of educational institutions, paying attention to quality management.

The report introduces Vietnam’s educational system, State management of education, school administration in Vietnam as well as directions for the future; analyses directive role played by the State management of education at national and local levels in realizing teacher policies and conducting school curriculum. The renovation of educational administration is a breakthrough that helps Vietnam successfully implements the Educational Development Strategy and the course of radical and comprehensive renovation in education. Focusing on the development of teaching and managing staff, forming a mechanism to ensure transparency and accountability, promoting inspection and monitoring of policy implementation and school curriculum conduction are issues being concerned by Vietnam in enhancing efficiency of educational administration and management.
References

Teacher Management in School Education in Bhutan: Processes, Practices and Innovations

Rinchen Samdrup

Bhutan
Country context

Bhutan is a small landlocked mountainous country in the Eastern Himalayas bordered by India in the east, west and south and China in the north. The country has a total land area of 38,394 Square Km. Within this small area, the elevation of the country varies from 160m in the south to more than 7000m in the north. With only a small flat land area near the Indian border, a major land mass of the country is in the mountainous and hilly areas and about 70 percent of the Kingdom is covered with forests.

The North to South mountain band divides the country into three distinct regions of West, East and South. Administratively, Bhutan is divided into 20 Dzongkhags (districts), four thromdes (major towns) and 205 gewogs (blocks). The country is largely an agrarian economy with 79% of its population engaged in agriculture and livestock farming.

As of 2016, the projected total population in the country was around 770,000 people (NSB, 2016). The majority of the population lives in rural areas (66%) but the urban population (34%) is expected to increase with rapid rural – urban migration (Poverty Analysis Report, 2012).

Bhutan’s economy is one of the world’s smallest and least developed countries with GDP of USD 1.7 billion (2013), yet the country has a GDP per capita of USD 2,088 (2013).

In 2008, Bhutan made the transition from absolute monarchy to constitutional monarchy. The overall development philosophy of Gross National Happiness (GNH), which aims to balance the spiritual and material advancement and hence Bhutan’s high investment in health and education, has contributed to promising trends in health and education outcomes.

The net adjusted primary school enrolment ratio of 98.8% demonstrates the impressive scale up of education services across the country. The gender parity in primary education has also been achieved. Bhutan has achieved some of the Millennium Development Goals.
(MDGs) and is on track to meet all of the millennium development goals (Annual Education Statistics, 2015).

**Development of modern education system:**

Until the 1950s, education in Bhutan was mainly monastic. Literacy was confined to the monasteries, and many eminent Bhutanese scholars travelled to Tibet to study Buddhist scriptures. The only formal education available to Bhutanese students, (with the exception of a few private schools established in 1913/1914), was through Buddhist monasteries.

Today, the education system in Bhutan has three main elements: general education, monastic education and non-formal education. The first type of education is by far the biggest and is commonly seen as the only educational structure. While monastic education continues to provide traditional monastic education, the current formal education system has expanded since the first Five Year Plan in 1961 to develop human resources required for the socio-economic development of the country and improve the quality of life (Royal Education Council, 2013).

Within a period of five decades, modern education system has expanded from about 11 schools prior to the first Five Year Plan in 1961 to 815 schools and institutes in 2015, spanning from early childhood care and development (ECCD) centres, primary schools to tertiary and technical institutes.

The expansion of the education system has been triggered by rapid growth in the student enrolment. From about 400 students in the early 1960's, total enrolment has increased in all levels of formal education and tertiary institutes in Bhutan to about 193,000 as of 2015.

For those who could not attend general or monastic education, basic and post literacy courses are offered all across the country through Non-Formal education centers. Since 2006, the Ministry of Education initiated a continuing education programme for adults who could not complete basic education to upgrade their academic qualification.
The Ministry of Education has initiated a community based early childhood care and development (ECCD) programmes in many communities mainly to provide the best start in life for young children and especially those from the disadvantaged sections of the community. This initiative was carried out mainly to enhance the quality of education since many studies have shown a strong link between ECCD and its positive impact on the learning achievements of the children at the later stages of education. It is also being implemented to prepare young children (age 3 to 5) for the formal learning system, which normally begins at age 6.

This programme is being implemented through community based ECCD centres as well as the centres run by the private sector. As of 2015, there are 251 ECCD Centres with 5,894 children and 510 facilitators in the country.

**General Education Structure:**

The school-based education structure in Bhutan comprises of 11 years of free basic education from classes PP to X, divided into seven years of primary education (PP-VI), which starts at the age of six, and four years of Secondary Education (VII-X). At the end of the cycle (Class X) there is a national board examination, Bhutan Certificate for Secondary Education (BCSE).

Beyond class X, students either continue their general education in classes XI and XII in Higher Secondary schools or join the technical training institutes or enter the labour market based on the students’ performance in the board examinations (BCSE). Students who do not qualify for Public Higher Secondary schools attend private higher secondary schools in Bhutan or abroad and vocational courses offered by private training institutes.

The duration of technical training in both government and private institutes varies from six months to two years depending on the type of course. After completing class XII (public and private), graduates either continue their studies at the tertiary institutes under the Royal University of Bhutan (RUB) for a diploma or a bachelor’s degree, or enter the job
market. Selection for the RUB courses is based upon Bhutan Higher Secondary Examination Certificate (BHSEC) results.

A limited number of students are selected for government scholarships for professional studies abroad, while others fund themselves to tertiary education institutes in country and abroad. Some graduates from the Technical Training Institutes are selected to continue education at the Tertiary level.

**Schools in General Education**

At the primary level, there are primary schools and extended classrooms. Primary schools offer seven years of education from PP-VI and extended classrooms (ECRs) offer four years of education from PP-III. Extended Classrooms are extensions of primary schools in remote and scattered settlements, established with the objective of bringing education closer to communities and reducing walking distances for young children.

At the secondary level, the classification of a school depends on the final class that is taught. Schools that have Class VIII as their final class, are called Lower Secondary, while schools that have Class X or XII as their terminal classes are called Middle Secondary and Higher Secondary Schools respectively.

**General Education Curriculum**

The overall objective of school education is to equip our students with relevant knowledge, skills and values towards realizing the national goal of Gross National Happiness. At primary level, students are provided with basic literacy and numeracy skills, knowledge on country’s history, geography, culture and traditions and the fundamentals of agriculture, health & hygiene and population education.
Moral and value education are given special attention. Activity-based learning is used uniformly across the country to teach these skills and knowledge. At class IX, students can choose between Economics, Commercial Studies and Computer Applications while in higher secondary education students have to choose between Arts, Commerce and Science. From 2011, six schools located near technical training institutes also offer vocational skills as an optional subject in classes IX and X.

The assessment from class PP-XII comprises of Continuous Formative Assessment, Continuous Summative Assessment and Term End Summative Assessment. The Bhutan Council for School Examinations and Assessment (BCSEA) conducts the national examinations for classes X and XII. For Class III and VI, BCSEA provides questions, model answers and the marking schemes, while the examinations are conducted and evaluated by school themselves.

**Education Administration**

The responsibility for the administration of education in Bhutan is shared amongst the Ministry of Education (MoE), REC (Royal Education Council), Ministry of Labour and Human Resources (MoLHR), Royal University of Bhutan (RUB), Dzongkhags/Thromdeys and Gewogs. Monastic education is the responsibility of the central monastic body and privately managed independent monasteries.

The MoE is responsible for policy planning and administration of school education (Primary up to class XII) and Non Formal and Continuing Education. It is also responsible for ex-country tertiary level scholarships, and the design and implementation of Higher Education Policy.

This includes liaising with institutions at the level, such as RUB. Curriculum development for the school education is the responsibility of REC.
The Dzongkhag/Thromde Administrations are entrusted with a range of responsibilities in the education sector, both formal and non-formal education which include school construction and maintenance, supply of teaching learning materials, deployment of teachers within the Dzongkhag/Thromde and implementation of national policies. These responsibilities are carried out by Dzongkhag/Thromde Education Officials (TEO/DEOs), all of whom report to the Dzongdag/Thrompon and the Ministry of Education.

MoLHR is responsible for technical training after class X and the Royal University of Bhutan (RUB) is responsible for planning, curriculum development and administration of the twelve tertiary institutions responsible for the provision of public education after class XII.

**Education Monitoring & Supervision**

The monitoring and evaluation of educational services in the Dzongkhags and schools are carried out by the Education Monitoring Division (EMD) of the Ministry of Education. It carries out regular monitoring to assess the performance of schools in terms of their effectiveness and accountability in the provision of quality education to the children. In 2010, the Ministry introduced Performance Management System (PMS) to assess schools holistically: school leadership; school ambience; curriculum planning & practices; holistic assessment of children; and school community vitality.

**Access and quality education**

Bhutan has made good progress in realizing EFA and MDG goals since 2011. Gross Primary Enrolment Ratio has increased from 72% to 112% in 2015 and the Net Primary Enrolment Ratio from around 53% to 95.2% in 2015. 100% completion rate for primary school has also been achieved.
While Bhutan is on track to achieve universal primary education, many new challenges still remain. The task of enrolling the remaining children will be harder as these are the children in the difficult to reach areas such as the nomadic communities, and children with special needs. There is also a need to enhance girls' enrolment especially in the higher secondary and tertiary education.

In spite of the difficulties and costs implications involved, Bhutan is committed to ensuring access to quality and inclusive education through increased support for special needs education programme, gender sensitive policies and strategies and other targeted interventions.

Recognizing the importance of early childhood care and development (ECCD) in laying a strong foundation for primary education, the Government supports the provision of ECCD programmes by expanding community based ECCD centers in the rural areas. While the provision of ECCD services continues to increase, the challenges of lack of proper infrastructure and facilities and competency of ECCD facilitators remain. Bhutan is committed to enhancing the quality of ECCD programmes to all parts of the country, especially rural areas.

Acknowledging that human capital is essential for sustainable economic development of the country, the Government facilitates and supports the development tertiary education. At present, access to tertiary education continues to be a challenge due to limited intake capacities in the existing tertiary institutions in the country and limited private sector participation.

In this regard, Bhutan continues to make concerted efforts to strengthen and expand tertiary education and promote private sector participation to provide improved access. Within the current five year plan period, the main objective of the Ministry of Education is to improve the quality and relevance of school education, and also enhance sustainability of school education by 2018.
While Bhutan has made good progress in enrolling children in schools, the Government has also come under tremendous pressure to improve the relevance and quality of education to those already enrolled. Various studies have indicated the need to enhance overall learning outcomes of our students and to reduce existing gaps in the performance of students between rural and urban schools.

The study conducted by iDiscoveri India and the Royal Education Council in 2009 also discovered a huge gap between the current and the desired state in the quality of learning outcomes due to existence of numerous cross-cutting patterns in our children’s learning, classroom practices, school processes, and education support systems, etc. and had recommended to address the following critical areas as a priority (Bhutan Education Blueprint, 2014).

a) Putting in place capable school heads;

b) Improving teacher quality; and

c) Giving schools greater autonomy.

Further, due to societal expectations and growing youth related problems expressed at various forums including parliaments, interim government reports, and on the local media on the system’s ability to adequately prepare the young Bhutanese to face the challenges lying ahead, the present education system has not only come under increased public scrutiny and debate but also come to acknowledge that there does exist really concerns on the overall quality of education.

**Teachers in School Education**

Education is a national priority for the Royal Government of Bhutan (RGoB). Bhutan’s success in primary-level education is reflected in the increasing numbers of students who are progressing onto secondary and post-secondary levels (Teacher HR Policy, 2014).
Supporting the expansion in number of schools and students, along with the scope of the Education Ministry’s responsibility, the number of teachers and other education related personnel has also grown substantially. The number of teachers in public schools has increased from about 4300 in 2005 to 7887 in 2015, which is about 83% increase.

From a time when the education system was fully dependent on expatriate teachers, the system has evolved to such an extent that today only about 10% of our teachers are non-Bhutanese. Today, the Ministry of Education is responsible for the deployment and administration of 7887 teachers in the public school system. However, with the expansion in services and personnel, the challenges have also increased over time.

As of 2015, the total number of teachers is 8605 with 7887 teaching in government schools and 718 in private schools. The proportion of female teachers in the public schools is around 40% and about 45% for private schools.

**Proportion of Non-Bhutanese Teachers**

From an almost total dependence on expatriate teachers in the 1960s, the Bhutanese education system has moved towards self-sufficiency. However, dependence on expatriate teachers continues at the secondary levels and private schools recruit a comparatively large number of expatriate teachers. As of 2015, expatriate teachers make up about 3% of the total teaching force. A comparison between 2008 and 2015 shows a notable decrease in the proportion and absolute numbers of non-Bhutanese teachers in the public schools over the years (from 647 in 2008 to 268 in 2015)
Pre-service training

Pre-service teacher education is provided at the Colleges of Education (CoE) in Samtse and Paro, the former established in the year 1968 and the latter in 1975. There are two pre-service programmes offered, a Bachelor of Education (B.Ed) and a Post Graduate Diploma in Education (PGDE). The four-year B.Ed. programme caters for primary, secondary and Dzongkha teaching and one-year PGDE programme for secondary teaching are provided in both the CoEs. The enrolment in the two teacher colleges has increased to about 2,707 trainees in 2014 as shown below.

In-Service training

Although many factors combine to make a successful school and therefore a successful education system, a high quality teaching force is the most important factor for success of the education system. This is especially crucial when the success of a school is defined by the ability of a school to raise the achievement of its students.

Teachers are therefore the linchpins on which the success of the Bhutanese education system hinges. Teachers are regularly updated on new developments in curriculum and other educational issues through in-service training and workshops organized at national, Dzongkhag and school levels, as well as through fellowships outside the country.

Current situation of Teacher Management in Bhutan

According the survey conducted by the Bhutan Education Blueprint Development Team in 2014, it was found out that the leadership quality of the principal, teacher competency, teacher accountability and values in education are areas that need immediate attention to improve the overall quality of education.
The following sections deliberate on the current situation and challenges faced by the principals and teachers.

**Leadership of Principals**

School leaders matter for school success. Numerous studies over the past three decades link high quality leadership with positive school outcomes. It is confirmed that replacing an average principal with an outstanding one can improve students' learning outcomes by up to 20 percentile points.

**Lack of stringent selection and recruitment process for principals**

The selection and recruitment of principals is based on the Bhutan Civil Service Rule (BCSR). Although the policy is driven towards recruiting the most qualified and capable candidate, there are concerns on the selection process, as there is no room for the teachers and staff from their respective schools to provide feedback during the selection process. The present selection process gives high weighting to tenure thus, disabling young and competent teachers from participating in the selection interview.

Since school performance depends on the leadership of the principal, most capable and competent teachers with right attitude must be recruited and therefore, there is a need to make the selection of principal highly competitive.

**Inadequate Professional Development (PD) programmers for Principals**

Research has shown that principals need adequate training prior to appointment and continued professional support throughout their service, particularly on the key dimension of instructional leadership. This is particularly true for the first three years which is the...
most critical years for the formation of principal’s leadership style and skills. Currently, the preparatory and induction training for new principals and onward professional development programmes depend on the availability of fund. The Education Blueprint survey indicated that 58 percent of the principals received induction programmes as novice principal but only 73 percent of the principals have availed PD programmes in the last three years. Therefore, there is a need to provide relevant PD programme for the principals to make them effective leaders in the school.

Teachers

The draft National Education Policy articulates, ‘a teacher ought to find himself or herself securely inside the Triangle Noble – endowed with a deep love of children, an abiding passion for knowledge, and firm conviction of the importance of education as an instrument of empowerment’ (Draft National Education Policy, 2014)

Teaching not always a profession of choice

In the top performing education system such as Finland, South Korea and Singapore the entry to teacher training is highly selective with interviews and tests as selection mechanisms. Teachers in these systems are recruited from amongst the top 30 percent of the graduates. Research on teacher quality in Bhutan indicated that low academic and professional standards for entry into teaching are the major constraints in the system which affects students’ performance.

In Bhutan, grade XII graduates are selected for admission to the two Colleges of Education based on merit ranking. The top percentage of each cohort of grade XII graduates is first selected for ex-country scholarships to pursue professional courses. The next cohorts of the student are selected for in-country scholarship to pursue higher studies. It has been observed that generally, teaching is the last choice for most of the grade XII graduates.
However, there are also undergraduate students who pass the Bhutan Civil Service Examination join the Colleges of Education to pursue a yearlong Post Graduate Diploma in Education on their choice. The general public also expressed their views that quality of education could be improved if the entry academic qualification is raised to that of Bachelor's degree.

In addition to the academic requirements, teachers must also possess a set of attributes which are very essential in teaching such as a deep love for children, strong interpersonal and communication skills, willingness to learn and the motivation to teach. Currently, the academic dependent selection criteria of teacher candidates does not take into account the personal attributes and other essential attributes of teachers.

**Low Teacher Morale and Motivation**

Teacher Job Satisfaction Study revealed that although intrinsic factors such as student achievement and opportunity to learn and grow motivate teachers, extrinsic factors such as poor working conditions and disproportionate remunerations affect their morale and motivation.

Involvement of teachers in non-academic responsibilities seems to dilute the status of the profession and thus affect teacher morale. Teachers’ Job Satisfaction in Bhutan (2013) recommends good starting salaries in comparison to other profession to attract high performing university graduates into the teaching profession.

The same study also recommends raising the entrance position of the teachers from position P5 to P4. During various forums, teachers expressed that poor working environment and conditions, limited access to the internet, printers, computers and fax and lack of proper accommodation affect their motivation level (Bhutan Education Blueprint, 2014). Limited or no flexibility in school systems to accommodate personal and domestic
inconveniences in times of serious domestic problems also tends to affect teacher morale and motivation.

**Teacher Shortage**

As per the Annual Education Statistics (2015), the national student-teacher ratio is 20:1; however, there is teacher shortage at Primary level in subjects like Dzongkha, Science, Health and Physical Education, Geography, History, Information Technology and Mathematics.

Teacher shortage in the country is mainly attributed to the following reasons:

- Improper teacher deployment is one of the reasons for teacher shortage in the country.
- Rural schools suffer from shortage of teachers leading to multi-grade teaching by inexperienced teachers. On the contrary, urban schools have high student-teacher ratio which impedes effective teaching and learning.
- Existence of small schools in the remote corners of the country is one of the factors leading to teacher shortage.

Teacher projection exercise carried out by the Ministry of Education in 2015 indicated that competent and experienced teachers mostly were found in urban schools, whereas new teachers with minimal experienced were posted in rural schools. Public at the consultations have also questioned the competency of the contract teachers and the teachers who were deployed without proper training in teaching (Bhutan Education Blueprint, 2014).
Teacher attrition

As per Annual Education Statistics (2015), between 2014 and 2015, 198 teachers, or roughly 3% of the total teachers in the government schools, left the teaching profession. Of the 198 teachers, 142 teachers voluntarily resigned from the profession, 25 separated from service due to unfortunate events such as death and termination, 27 superannuated, one were compulsorily retired and three left the teaching force upon contract expiration. This is a one percentage point increase from the attrition rate of 2% compared to 2014.

In the recent times, general public through media expressed concerns with qualified and experienced teachers leaving the system. It has also been expressed that there are frequent teacher transfers in schools which affect the smooth functioning of schools, especially in teaching and learning.

Policy initiatives to address the specific needs of the teachers and the teaching profession

Teacher Human Resource Policy 2014

As mentioned in the earlier sections, one of the biggest challenges for the education sector is maintaining the quality of education while increasing student enrolment. Given that teachers are the key element in ensuring the quality of education, the Ministry has developed Teacher HR Policy in 2014 to improve teacher morale and motivation, and attract and retain the best and the brightest in the teaching profession.

During the launch of Teacher HR Policy in 2014, the present Hon'ble Prime Minister, Tshering Tobgay said that the education sector would benefit if teachers are well taken care of, and that while the country took pride in the work of teachers, he was also concerned about teachers leaving the profession.
Therefore, in line with the Bhutan Civil Service rules and Regulations 2012, and cognizant of the specific nature and needs of the teachers and the teaching profession and also based on the concerns on the current situation of teachers, the Ministry of Education, has developed the Teacher Human Resource Policy in 2014 with the following purposes.

1. Attract and retain the best and the brightest into teaching profession;
2. See teaching profession as a career of choice;
3. Create an enabling environment to enhance the morale and motivation of teachers; and
4. Promote and strengthen fair and transparent human resource management.

The policy seeks to improve the situation of teachers through five major initiatives as follows.

1) Career Tracks

To provide teachers with clear career pathways, advancement opportunities, specialisation choices, and entry and exit requirements resulting in professionalization of teaching profession, a new career tracks have been created for teachers and principals that will be different from other civil servants.

The new career crack offers multiple career advancement pathways where teachers can choose to continue along the normal career track or follow the competitive track. It also provides opportunities to teachers for vertical and horizontal movements. Teaching profession will now have three distinct career advancement opportunities that is Teaching Track, Administration Track, and Specialist Track.

**Teaching Track:** This track is general and compulsory for all new entrants of the profession. Teaching Track begins at P5 level as Teacher III and the highest position is Master Lead Teacher at Executive Specialist level. In this track, a Teacher may choose to
become Senior Lead Teacher, Cluster Lead Teacher, and Master Lead Teacher through open competition while they may advance to Senior Teacher I position at P1 level through normal promotion.

**Administration Track:** This track is for administration and leadership position holders and begins with Senior District Education Officer/ Senior Thromde Education Officer; Principal III; and Vice Principal II at P3 level. The post for Dy. Chief DEO/Dy. Chief TEO at P2 level may be also opened for competition. After serving a minimum of 2 years as Dy. Chief DEO/Dy. Chief TEO, Principal II, VP I and fulfilling other set criteria, they may compete for the post of Chief DEO/Chief TEO at P1 level. The highest position one may attain in this career track is Principal at Executive Specialist level based on recommendation of the Ministry and approval of the Royal Civil Service Commission.

**Specialist Track:** This track is a technical track requiring in-depth knowledge and skills in specific fields. This track offers positions for Curriculum Officers and Education Monitoring Officers. CO/EMO begins their career at P3 level as CO II/EMO II. They may advance to ES level as Curriculum/Education Monitoring Specialist. Teachers may also compete for the post of School Counsellor at P3 level after fulfilling the set criteria and become Counselling Specialist at ES level.

There is horizontal movement across the three career tracks up to P2 level. In order to enhance specialisation at different career tracks, the movements beyond P2 level positions will take place in two ways viz. (i) open competition and (ii) normal promotion.

**2) Recruitment**

In order to recruit qualified professionals with the right aptitude and attitude into the teaching profession, the policy will allow recruitment of teachers from multiple sources. It creates opportunities for potential professionals from different sources to become teachers. While the door to enter the teaching profession is open to many, the quality is ensured through civil service entrance examinations. Once recruited, the Ministry of
Education will endeavour to retain the best in the teaching profession through various schemes and intervention. It will ensure that schools not only have sufficient teachers but they are also of high quality.

Therefore, the recruitment will be based on the following:

- Multiple entry opportunities from different sources (graduates from colleges of education, university graduates, contract teachers, community based teachers, or other civil servants) will be created to attract and recruit the best into the teaching profession.
- Stringent entry tests will be conducted to recruit the most competent candidates into the teaching profession.
- Effective strategies and incentives comprising attractive remuneration, professional development and training opportunities, good working environment etc. will be put in place to attract and retain the best in the teaching profession.
- Teachers’ professional practice will be legalised through the issuance of Teaching License which will be renewed periodically on the basis of their performance. This will also apply to private school teachers as well.

All potential candidates for teachers must demonstrate academic excellence, aptitude to teach, communication skills, genuine interest for teaching as a profession, love for children, potential to learn, personality and appearance, and respect for values.

Further, the Ministry of Education will also develop a five year teacher requirement projection subject-wise and school level to enable the Colleges of Education under the RUB to plan their programmes accordingly.

As a part of this policy, the Ministry of Education will also introduce or strengthen conducive working environment, attractive remuneration, allowances and incentives, opportunities for professional development, and recognition and reward systems to attract and retain the best teachers.
The policy also instituted a National Award for teachers who excel as teachers will be celebrated coinciding with “Teachers’ Day” with live TV and radio broadcast and coverage in print media. This would be used as one of the strategies to enhance the morale of the teachers and also attract eligible candidates into teaching.

3) Deployment

This area focuses on facilitating a decentralized mechanism to ensure that teachers are deployed according to the actual requirements of the schools and that there is a mix of senior and new teachers. It will ensure that schools have sufficient teachers who will teach their specialised subjects. To ensure effective deployment system, the Ministry of Education also plans to strengthen and/or introduce various schemes and incentive packages to encourage teachers to serve in rural, remote and difficult schools.

Inter-Dzongkhag/Thromde and inter-agency transfers are carried out by the MoE while Dzongkhags/Thromdes are responsible for intra-transfer of teachers, VPs, and Principals of all levels of schools.

As per the policy, teachers need to serve a minimum of three years in rural, remote and difficult schools in the initial 10 years of their teaching career. Teachers serving in rural, remote and difficult schools will be provided with additional financial and non-financial incentives.

The Chief DEO/Chief TEO and Dzongkhag/Thromde Administrations must also ensure that teachers are deployed based on the needs of the schools. The Ministry, Dzongkhags/Thromdes and schools works closely for efficient deployment of teachers.

The Ministry deploy teachers to Dzongkhags/Thromdes and they in turn place teachers in schools as per the guidelines.Dzongkhag/Thromdes are required to ensure that the fresh
teacher recruits are placed in schools where there are senior teachers who can provide mentorship.

Teachers including Principals and Vice Principals will be eligible for transfer after serving a maximum of 5 years in urban and semi-urban schools; however, they can be transferred to rural, remote and difficult schools at any point of time, if requested, subject to requirement and vacancy; and minimum of 3 years at a stretch in rural, remote and difficult schools subject to requirement and vacancy. Teaching professionals shall be eligible for transfer outside the MoE.

There are two types of transfer, inter district transfer done only by the Ministry, and intra district transfer that can be carried out by the district administration. For inter district transfer, the application should reach the Ministry by 30th September endorsed by the district education office. Once approved, the applicants will be notified in the first week of December.

Preference for transfer based on seniority shall be given to teachers who served in rural, remote, and difficult schools for a minimum of three years. The transfers are approved based on reasons such as medical, marital, domestic and others.

4) Professional Development

The Ministry of Education (MoE) spends a significant amount of resources in providing continuous Professional Development (PD) training for teachers every year. While the investment in in-service training for teachers indicates the predominance of pedagogy-related training, the general perception is that pedagogy related in-service training needs to be reassessed for relevance and should be focused on addressing the immediate challenges faced by teachers in the classroom. There is also a need to make specific and systemic improvements in the way in-service training is administered, delivered, and supported.
The Ministry of Education has developed the In-service Training (INSET) Master Plan in 2014 to provide focused PD programmes to all categories of teachers and school leaders. Therefore, guided by the INSET Master Plan, the Ministry of Education is working towards ensuring that all teachers receive adequate opportunities to upgrade their professional and academic qualifications both in-country and ex-country to impart quality teaching. A new PD Division called “Teacher Professional Support Division” under the Ministry of Education has also been established to take this responsibility.

This new division will be implementing the following 10 key strategies of the INSET Master Plan, some of which are being implemented already:

- National INSET Accreditation Board
- Professional Development (PD) Division
- Professional Development (PD) Strategy and Recommendations
- Professional Learning Teams
- Teacher Resource Centres (TRCs)
- Master Lead Teachers and Lead Teachers
- Quality and Certification
- Progression (and alignment with PD policies)
- Monitoring and Evaluation Strategy and Framework
- INSET Management Information System (MIS)

5) Performance Management

The Teacher HR Policy also aims to promote a performance-based culture to inspire quality performance of the teachers. This has been done through creation of teacher's performance management system, which is a practical tool to objectively evaluate the potentials of teachers and provide appropriate recognition, promotion, mentoring, and PD programmes. Teachers’ Code of Conduct plays a pivotal role in inspiring the teachers to strive and ensure
high quality performance. Hence, teacher's performance will be linked to renewal of Teaching License.

The objectives of Performance Management are to:

- Enhance the effectiveness of the teachers, directly leading to better learning for the students;
- Ensure objectivity and consistency in performance evaluation across the teaching profession;
- Determine competence and strengths of the teachers and reward them appropriately; and
- Provide support and mentoring where needed.

Under the performance management system, high performing teachers will be recognised through the following incentives:

- Out-of-turn promotion/other promotion categories in line with the BCSR;
- National and Regional Awards;
- Consideration for fellowship/scholarship

The policy states that teachers who underperform will not be terminated or dismissed immediately, but would be provided with Performance Improvement Plan (PIP). However, in spite of providing PIP, if a teacher's performance does not improve for two consecutive years, he or she shall be transferred to a school where constant mentoring would be available. The supervising Principal and Chief District/Thromde Education Officer will need to constantly monitor the performance of the teacher. If a teacher is rated underperformer for four consecutive years, then he/she will be forced to exit the teaching profession. Teachers who continue to underperform in spite of PIP will also be deprived of renewal of Teaching License.
Conclusion

The quality of a school system cannot exceed the quality of its teachers and, therefore, quality candidates must be recruited into teaching profession and develop them to enhance students’ learning outcomes. At present teaching is not always a profession of choice. Teachers are generally burdened with heavy teaching load and additional co-curricular responsibilities. Moreover, their working and living conditions, and remunerations are not always commensurate to their workload.

Recognizing the importance of teachers and principals the Teacher Human Resource Policy in 2014 was developed mainly to streamline the recruitment and retention, enhance professional development, and improve the teacher morale and motivation. Earlier, all public teachers were treated at par with other civil servants, but now with this new policy, teachers are treated differently from other civil servants including their career pathways and other incentives.

The Ministry has also recently commissioned a Task force to review the teaching loads of the teachers to ensure that teachers are not overloaded and also that heavy teaching load does not affect the performance of the teachers.

Therefore, such policies and practices of Bhutan is one case example of an attempt to enhance the quality of education through sound teacher management.
References


