

EDUCATION FOR ALL:

Policy and Planning
Lessons from Sri Lanka



by Angela W. Little

Educational Papers

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Abbreviations

| | | | |
|---------|---|---------|--|
| AED | <i>Academy for Educational Development, Washington DC</i> | LTTE | <i>Liberation Tigers of Tamil Eelam</i> |
| CEC | <i>Cambridge Education Consultants</i> | MA | <i>Master of Arts</i> |
| DFID | <i>Department For International Development</i> | MEHE | <i>Ministry of Education and Higher Education</i> |
| DG PPRD | <i>Director General Policy Planning and Review Division</i> | MIS | <i>Management Information System</i> |
| DM | <i>Deutsche Marks</i> | MFP | <i>Ministry of Finance and Planning</i> |
| ECCD | <i>Early Child Care and Development</i> | MPPE | <i>Master Plan for Primary Education</i> |
| EFA | <i>Education For All</i> | MPPE/ | <i>Master Plan for Primary Education</i> |
| EMIS | <i>Educational Management Information System</i> | PEPP/ | <i>Primary Education Planning Project</i> |
| ERIU | <i>Education Reforms Implementation Unit</i> | NBUCRAM | <i>Norm-Based Unit-Cost Resource Allocation Mechanisms</i> |
| FFA | <i>Framework For Action</i> | NEC | <i>National Education Commission</i> |
| FYPPE | <i>Five Year Plan for Primary Education</i> | NER | <i>Net Enrolment Rate</i> |
| GCE | <i>General Certificate of Education</i> | NGO | <i>Non-Governmental Organisation</i> |
| A LEVEL | <i>Advanced Level</i> | NIE | <i>National Institute of Education</i> |
| O LEVEL | <i>Ordinary Level</i> | NIIR | <i>Net Initial Intake Rate</i> |
| GDP | <i>Gross Domestic Product</i> | NPD | <i>National Planning Department</i> |
| GEP | <i>General Education Project</i> | ODA | <i>Overseas Development Administration</i> |
| GEP1 | <i>General Education Project 1</i> | PEB | <i>Primary Education Branch</i> |
| GEP2 | <i>General Education Project 2</i> | PEDP | <i>Primary Education Development Project</i> |
| GNP | <i>Gross National Product</i> | PELP | <i>Primary English Language Project</i> |
| GOSL | <i>Government Of Sri Lanka</i> | PEPP | <i>Primary Education Planning Project</i> |
| GTZ | <i>Deutsche Gesellschaft für Technische Zusammenarbeit (German Agency for Technical Co-operation)</i> | PMP | <i>Primary Mathematics Project</i> |
| IDA | <i>International Development Association</i> | PPMD | <i>Policy, Planning and Management Division</i> |
| IIEP | <i>International Institute of Education Planning</i> | PPP | <i>Policy Planning Process</i> |
| IJSD | <i>Improvement of Junior Schools by Divisions</i> | PPRD | <i>Policy Planning and Review Division</i> |
| ISA | <i>In-Service Adviser</i> | | |
| JICA | <i>Japan International Co-operation Agency</i> | | |

Abbreviations

| | | | |
|--------|---|--------|--|
| PPT | <i>Provincial Planning Team</i> | TETD | <i>Teacher Education and Teacher Deployment</i> |
| PSDP | <i>Primary Schools Development Project</i> | TIP | <i>Teacher In-service Project</i> |
| PSEDP | <i>Plantation Schools Education Development Project</i> | TOR | <i>Terms Of Reference</i> |
| PTF | <i>Presidential Task Force</i> | TSDP | <i>Teacher Training and Staff Development Project</i> |
| Rs | <i>Rupees</i> | UK | <i>United Kingdom</i> |
| SEK | <i>Swedish Kroner</i> | UN | <i>United Nations</i> |
| SIDA | <i>Swedish International Development Agency</i> | UNDP | <i>United Nations Development Programme</i> |
| SPCoEP | <i>Sri Pada College of Education Project</i> | UNESCO | <i>United Nations Educational Scientific and Cultural Organisation</i> |
| SRP | <i>School Restructuring Programme</i> | UNICEF | <i>United Nations International Children's Educational Fund</i> |
| SYPPEP | <i>Six Year Provincial Primary Education Plan</i> | USA | <i>United States of America</i> |
| T.V. | <i>Television</i> | US\$ | <i>United States Dollars</i> |

Executive Summary

1. This monograph has six objectives. It
 - (i) describes the International Frameworks for Action for Education for All (EFA) that were set out at Jomtien in 1990 and Dakar in 2000, the World Goals for EFA and the expectations of National Governments in their creation of National Action Plans for EFA
 - (ii) introduces and applies an analytical model of educational policy and planning that emphasises the influence of policy and politics on the technical processes and contents of planning
 - (iii) presents a substantial case study of educational policy and planning in Sri Lanka, with particular reference to the Five Year Plan for Primary Education (FYPPPE). The case study describes the policy and planning conditions that prevailed during the 1990s, out of which the planning process emerged. It describes the processes by which the plan was developed and the outcomes of that planning process. It focuses on Goals 2 and 6 of the Dakar Framework
 - (iv) explores the interface and interactions between the conditions for, and processes and outcomes of educational planning in Sri Lanka and the international community
 - (v) draws lessons from Sri Lanka for frameworks of analysis
 - (vi) draws lessons from Sri Lanka for the practices of EFA planning internationally
2. The evidence cited in the monograph is based on documentary analysis, interviews and critical reflections on the author's professional practice as a member of a national planning team and as a participant in the Jomtien and Dakar conferences.
3. Chapter 1 addresses objectives (i) and (ii). Chapters 2, 3 and 4 present the conditions, processes and outcomes, respectively, of the planning case study (objective iii). Chapter 5 addresses objective (iv). Chapter 6 addresses objectives (v) and (vi).

Executive Summary

4. Lessons drawn from Sri Lanka for EFA planning more generally include
 - (i) the importance of National Policy in the production of National Plans for EFA
 - (ii) the need to relate National Plans to education plans developed at the levels to which authority for planning and finance have been devolved
 - (iii) the role of detailed plans for curriculum developers, teacher educators and teachers to accompany National Plans for EFA
 - (iv) the value of selective rather than wholesale borrowing of ideas and practices from the international EFA community
 - (v) the choice of language(s) in the development, writing and dissemination of plans
 - (vi) the treatment of the National Plan of Action for EFA as a portfolio of plans created by planning groups responsible for the different Goals for EFA

Chapter 1

EFA: Frameworks for Action and Analysis**1.0 Introduction**

The World Education Conferences held in Jomtien, Thailand in 1990 and in Dakar, Senegal in 2000 were landmark events in the international education community's efforts to promote 'Education for All' worldwide. Recognising the progress that had been made during the 1990s, those who attended the World Education Forum in Dakar re-affirmed the Jomtien vision, declaration and framework for action and committed themselves to a new Dakar framework for action (hereafter Dakar FFA) (www.unesco.org/education/efa). Central to the Dakar FFA are the notions that 'the heart of EFA activity lies at the national level' and that National Action Plans need to be developed or strengthened by the end of 2002 at the latest.

The purpose of this chapter is twofold. First it presents the Jomtien and Dakar World Goals for EFA and the requirement for National Plans of Action contained within the respective Frameworks for Action. Second it describes a framework for the analysis of the process of educational policy-making and planning. These two frameworks, the one advocating EFA planning, the other inviting an analysis of EFA policy and planning – will be used subsequently in the presentation of the case study of educational planning in Sri Lanka. They will also be used in the drawing of lessons for EFA in the future.

2.0 World Goals

The Goals and Targets for Education affirmed at the World Conference on Education for All held in Jomtien, Thailand, in 1990, and at the World Education Forum held in Dakar, Senegal, in 2000 are set out in *Figure 1.1*. The order of presentation of the Goals follows that in the Jomtien FFA. The additions from the Dakar conference are set alongside, though not in the order in which they appear in the Dakar FFA. While several of the Goals and Targets set out in the Jomtien and Dakar FFA are almost identical, there are some significant differences.

Expansion of early childhood care is a Goal in both the Jomtien and Dakar FFA, though neither Goal has a specific Target attached to it. Universal access to and completion of primary education is a Goal in both, though the time target has shifted from 2000 (Jomtien FFA) to 2015 (Dakar FFA).

The Dakar FFA contains the Goal of 'free... primary education of good quality', and emphasises the needs of 'girls, children in difficult circumstances and those belonging to ethnic minorities'. Both FFA contain Goals for learning achievement, though they differ in terms of percentages and the specifications of the learning outcomes. Where the Jomtien FFA focused on improvements in learning achievement, such that targeted percentages (e.g. 80%) of children would attain or surpass defined levels of necessary learning achievement, the Dakar FFA extended this to 100 percent of 'measurable learning outcomes', especially in literacy, numeracy and essential life skills. In addition the Dakar FFA mentions 'improving all aspects of the quality of education'. The Goals for adult literacy retain their focus on improvements in rates. The rates and target years are differently expressed. In the Jomtien FFA, they are a

EFA: Frameworks for Action and Analysis

reduction of the illiteracy rates to half the 1990 level by 2000; in the Dakar FFA, an improvement of the literacy rates by 50 percent by 2015. The focus on girls and women at Jomtien is intensified at Dakar. Dakar makes the elimination of gender disparities a Goal in its own right, with Targets attached. Jomtien highlights the need to reduce gender disparities in Goal 4 but leaves this need implicit in all other Goals. Programmes for young people and adults are mentioned as Goals in both FFA though Jomtien refers to ‘essential’ skills, while Dakar

Figure 1.1

Goals and Targets for EFA affirmed in Jomtien (1990) and Dakar (2000)

| JOMTIEN | DAKAR |
|--|---|
| 1. Expansion of early childhood care and developmental activities, including family and community interventions, especially for poor, disadvantaged and disabled children | 1. Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children |
| 2. Universal access to and completion of primary education (or whatever higher level of education is considered as ‘basic’) by the year 2000 | 2. Ensuring that by the year 2015 all children, particularly by girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality |
| 3. Improvement of learning achievement so that an agreed percentage of an appropriate age cohort (e.g. 80% of 14 year olds) attains or surpasses a defined level of necessary learning achievement | 3. Improving all aspects of the quality of education and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills |
| 4. Reduction of the adult illiteracy rate to say, one half of its 1990 level, by the year 2000 with sufficient emphasis on female literacy to significantly reduce the current disparity between male and female illiteracy rates | 4. Achieving a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults |
| 5. Expansion of the provision of basic education and training in other essential skills required by youth and adults, with programme effectiveness assessed in terms of behavioural change and impact on health, employment and productivity | 5. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes |
| 6. Increased acquisition by individuals and families of the knowledge, skills and values required for better living and sound and sustainable development, made available through all education channels | 6. Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls’ full and equal access to and achievement in basic education of good quality |

Source: *Jomtien Framework for Action to Meet Basic Learning Needs (1990)*

Dakar Framework for Action for EFA: Meeting our Collective Commitments (2000)

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refers to ‘appropriate’ skills. Jomtien emphasises the need to work through all education channels and media; Dakar does not.

For ease of comparison *Figure 1.1* presents the Dakar Goals alongside the respective Jomtien Goals. However the order in which the Dakar Goals are presented varies a little. *Figure 1.2* presents the Goals in the order in which they were presented in Dakar.

Figure 1.2

EFA Goals as stated and ordered in the Dakar Framework for Action

| | |
|---------------|---|
| <i>Goal 1</i> | Expanding and improving comprehensive childhood care and education, especially for the most vulnerable and disadvantaged children. |
| <i>Goal 2</i> | Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and are able to complete primary education that is free, compulsory and of good quality. |
| <i>Goal 3</i> | Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes. |
| <i>Goal 4</i> | Achieving a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults. |
| <i>Goal 5</i> | Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls’ full and equal access to and achievement in basic education of good quality. |
| <i>Goal 6</i> | Improving all aspects of the quality of education and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills. |

3.0 National EFA Plans

Educational planning is integrally linked with the achievement of EFA Goals. Educational planning is a necessary condition for the realisation of Goals through systematic identification of needs, strategies and actions required over time. Both the Jomtien and Dakar FFA set out the requirement that countries should develop National EFA Plans.

The Jomtien FFA emphasised that countries need to set targets for themselves, and to develop or update comprehensive and long-term plans of action (from local to national levels) to meet the learning needs defined by the country as ‘basic’ (*Jomtien FFA 1.1*). It emphasised the need for plans of action to be multi-sectoral, and the need for national and local plans to allow for varying conditions and circumstances. It set out a very laudable, ambitious and complex list of suggested contents for the plans. It urged countries to develop, or update, comprehensive and long-term plans.

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To achieve the targets set for itself, each country is encouraged to develop or update comprehensive and long-term plans for action (from local to national levels) to meet the learning needs it has defined as ‘basic’. Within the context of existing education-sector and general development plans and strategies, a plan of action for basic education for all will necessarily be multi-sectoral, to guide activities in the sectors involved (e.g. education, information, communications/media, labour, agriculture, health). Models of strategic planning, by definition, vary. However, most of them involve constant adjustments among objectives, resources, actions, and constraints. At the national level, objectives are normally couched in broad terms and central government resources are also determined, while actions are taken at the local level. Thus, local plans in the same national setting will naturally differ not only in scope but in content. National and sub-national frameworks and local plans should allow for varying conditions and circumstances (*Jomtien FEA: 6 -7*).

A number of content areas were suggested for inclusion in the plans, *inter alia*

- Studies for the evaluation of existing systems (analysis of problems, failures and successes)
- The basic learning needs to be met, including cognitive skills, values, attitudes, as well as subject knowledge
- The languages to be used in education
- Means to promote the demand for, and broad scale participation in, basic education
- Modalities to mobilise family and local community support
- Targets and specific objectives
- The required capital and recurrent resources, duly costed, as well as possible measures for cost effectiveness
- Indicators and procedures to be used to monitor progress in reaching targets
- Priorities for using resources and for developing services and programmes over time
- The priority groups that require special measures
- The kinds of expertise required to implement the plan
- Institutional and administrative arrangements and needs
- Modalities for ensuring information sharing among formal and other basic education programmes
- An implementation strategy and timetable

By the time of the EFA mid-decade assessment held in Amman in 1995, few countries had developed or updated such plans. By the time of the Dakar Forum the need for National Plans for EFA was being re-iterated. The Dakar FFA (*para. 14*) reads:

‘Countries will prepare comprehensive National EFA Plans by 2002 at the latest... each National Plan will

- (i) be developed by government leadership in direct and systematic consultation with national civil society
- (ii) attract co-ordinated support of all development partners

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- (iii) specify reforms addressing the six EFA goals
- (iv) establish a sustainable financial framework
- (v) be time-bound and action-oriented
- (vi) include mid-term performance indicators
- (vii) achieve a synergy of all human development efforts, through its inclusion in the national development planning framework and process'

Since Dakar, countries have been requested to develop National EFA Plans by 2002 at the latest. This is to be done either by developing new plans for the six EFA Goals and/or by updating existing plans. UNESCO, mandated by the Dakar Forum as the lead agency for the co-ordination of the EFA effort over the next decade, has produced a set of 'generic criteria for assessing the credibility of national plans' and is encouraging National EFA Teams to address these criteria in their preparation.

4.0 National EFA Planning Teams

Since Dakar it has been assumed that the responsibility for the development of National EFA Plans lies with National EFA Planning Teams, co-ordinated by National EFA Co-ordinators. The status of National EFA Teams and National EFA Co-ordinators was unclear in the post Jomtien decade; it remains so. From the outside, National EFA Co-ordinators and Teams are seen as a stable conduit for the two-way exchange of EFA monitoring information from the country to the region and the global community, and from both of these to the country. From the inside, National EFA Co-ordinators and Teams are also seen as a kind of conduit. Key members of these teams attend sub-regional, regional and international workshops and conferences and receive documentation from the various components of the international community. But the composition of these teams and the status of the co-ordinators vary from country to country. Membership of the team is often small, fluctuating and *ad hoc*. The co-ordinators are sometimes individuals with no background in either educational policy-making or planning. Larger teams, chaired by senior members of the Ministry are created to address specific expectations of the international community (e.g. the EFA Assessment conducted in 1999 in the run up to the Dakar Conference). These teams often disband once the work is done and the report submitted. The structural, power and status relationship between those who plan in Ministries of Education and other EFA-relevant Ministries, and those who are appointed as EFA co-ordinators and are held responsible by the international community for the production of plans, is unclear. In some countries the EFA co-ordinator is also a senior education planner with clear lines of communication to senior civil servants. In others, the co-ordinator may be a junior person given a temporary appointment with few expectations, a national consultant employed by a Ministry in order to undertake a specific piece of work, or a relatively senior person but with little knowledge of the planning systems in place within his/her own workplace. The emergence of *ad hoc* activities and quasi-systems for educational

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planning frequently arise when extra-national initiatives are driving or influencing activity within a government Ministry.

5.0 Educational Policy-Making and Educational Planning: Analytic Frameworks

In the 1960s ideas on the principles and practices of education planning were disseminated by UNESCO and its International Institute of Education Planning (IIEP). Education planners were assumed to work within educational planning units in National Ministries of Education that in turn directed educational programmes and activities. Education planners were assumed to have specified, largely technical functions that supported both the policy-formulation and policy-implementation work of a Ministry of Education. However, as Jacques Hallak, former Director of the IIEP notes, the work of the educational planner has changed over time:

The scope of educational planning has been broadened. In addition to the formal system of education, it is now applied to all other important educational efforts in non-formal settings. Attention to the growth and expansion of educational systems is being complemented and sometimes even replaced by a growing concern for the quality of the entire education process and control of its results
(Hallak, in Haddad with Demsky, 1995:5).

In the same volume Windham, referring to the period 1975-1995, writes:

The last two decades have seen a shift in the balance of interest between education planning (with its emphasis on design, implementation and monitoring) and educational policy-making (with an emphasis on how educational policy alternatives are identified and final choices made)...This shift in interest among planners has occurred simultaneously with the shift in educational responsibility to regional/local government agencies, to non government organisations, and to the private sector in many countries. This means that the planners' greater attention to policy-making issues is occurring at the very time that the policy-making process is increasing dramatically in complexity and diffusion.... *(p.9 Preface by D. Windham, in Haddad with Demsky, 1995).*

A framework for analysing relations between policy and planning has been designed by *Haddad with Demsky (1995)* and referred to hereafter as the Policy-Planning Process (PPP) framework. Within the PPP framework the concept of educational planning has been broadened to embrace the arena of educational policy-making. Educational policy-making is presented 'as a cornerstone of (fundamental) educational planning' (*Haddad with Demsky, 1995:15*):

Planners who do not understand how policies are formulated are not ensured of success: neither can they be of great help to policy-makers *(Hallak in Haddad with Demsky 1995: 6).*

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Contrasting their approach to educational planning with what they see to be the more traditional approach, *Haddad with Demsky (1995)* suggest:

The notion of educational planning – making the education sector grow and function more effectively – may implicitly suggest a well structured field of unambiguous issues, clearly defined objectives, mutually exclusive choices, undisputed causal relationships, predictable rationalities, and rational decision-makers. Accordingly, sector analysis has predominantly focused on the content – the ‘what’ of educational development: issues, policies, strategies, measures, outcomes etc. In contrast to this simplistic vision, educational planning is actually a series of untidy and overlapping episodes in which a variety of people and organisations with diversified perspectives are actively involved – technically and politically. It entails the processes through which issues are analysed and policies are generated, implemented, assessed and redesigned.... (*Haddad with Demsky, 1995:17*).

Policy is defined to mean:

An explicit or implicit single decision or group of decisions which may set out directives for guiding future decisions, initiate or retard action, or guide implementation of previous decisions. (*Haddad with Demsky, 1995:18*).

The PPP framework combines two essential dimensions of policy-making: who does it (*the actors*) and how (*the process*).

The Actors

Actors are described along a bi-polar continuum ranging from the societal personalistic mode at one extreme to the organisational bureaucratic mode at the other. In the societal personalistic mode ‘decisions are reached by negotiation among a variety of interest groups (including government ministries, teachers’ unions, etc.), driven by their own conceptions of the problem and individual values’ (*Haddad with Demsky, 1995: 22*). In the organisational bureaucratic mode ‘decisions are made within the organisational entity (i.e. the military, the international education community etc)’ (*Haddad with Demsky, 1995:22*).

Processes

Processes are described along a bi-polar dimension with the synoptic (i.e. comprehensive) mode at one extreme and the incremental at the other. Using *Lindblom and Cohen’s (1979)* distinction the authors describe the synoptic process mode, in extreme form as ‘one single central planning authority for the whole of society, combining economic, political, and social control into one integrated planning process that makes interaction unnecessary’ (*Haddad with Demsky, 1995:20*). In the incremental process mode piecemeal analysis is undertaken, policy options are based on uncertain and fluid knowledge and only limited policy

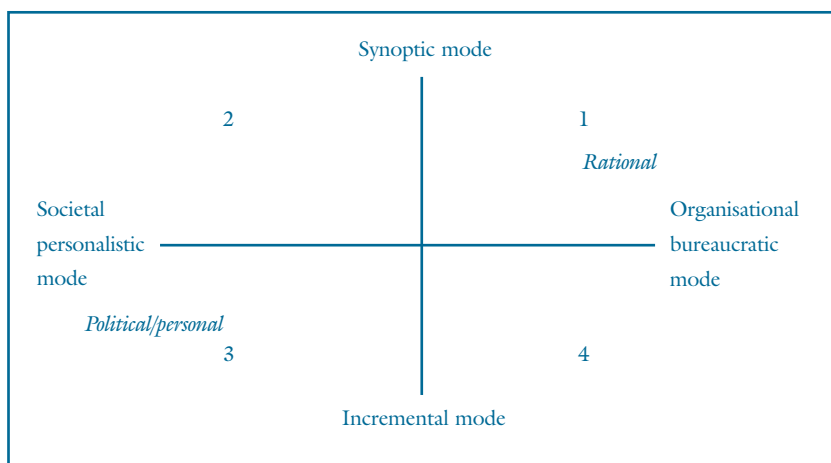
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adjustments are made. This process mode relies on ‘interaction rather than on a complete analysis of the situation to develop a blueprint for solving problems’ (Haddad with Demsky, 1995:20).

These two dimensions combine orthogonally to generate four quadrants (Figure 1.3). Quadrant 1 hosts the *rational model of policy formulation* in which the process is synoptic and the actors organisational-bureaucratic. Decision-making is ‘unitary, rational, centrally controlled, completely technical and value maximising’ (Haddad with Demsky, 1995:22). Quadrant 3 hosts the political/personal model of policy formulation in which process is incremental and the actors societal-personalistic. Here policy-making is a ‘political activity, characterised by political bargaining, value judgements and multiple rationalities’ (Haddad with Demsky, 1995:22).

Figure 1.3

A Consolidated Model for Policy-Making



Source: Haddad with Demsky, 1995:21

Notwithstanding the analytic value of the rational and political models, the authors recognise that real world practice of most policy-making falls somewhere in between these two:

Analytic techniques carried on in ignorance of political, social and bureaucratic realities do not go very far. Similarly a pattern of vague and unsystematic political decisions loaded with self-interest, patronage and value judgements can lead to breakdown, if not to chaos. (Haddad with Demsky, 1995:22).

The *prima facie* importance of the PPP framework for analysing how policy-makers and planners work is two fold. First, planning is a crucial and complex set of co-ordinated activities that is related to, but separable from, policy-formulation. Second, the policy goals set for education emerge from a national policy dialogue. It is to this second point that we will turn in the next chapter.

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The next three chapters describe an educational planning process consistent with two of the EFA Goals:

- (i) access to and completion of free and compulsory primary education
- (ii) improving all aspects of the quality of education

The expression *consistent with* rather than *in relation to* or *in response to* the World EFA Goals is deliberate. As we shall see, Sri Lankan story of educational policy and planning for primary education during the Jomtien-Dakar decade is one that has proceeded with relatively little reference to the international community's urgings on Education for All.

The primary education planning case is presented in three chapters. Chapter 2 focuses on the conditions for educational planning in the mid 1990s i.e. the educational policy environment and the culture of educational planning. Chapter 3 focuses on the processes through which a long-term plan for primary education was developed. Chapter 4 focuses on the outcomes of that process and the key characteristics of the plan itself.



Chapter 2 **EFA In Sri Lanka: Achievements, Policies and Planning**

1.0 Introduction

This chapter is the first of three that presents the Sri Lankan case of planning for primary education over the period 1997-2000. This chapter focuses on the conditions for planning. It introduces the reader unfamiliar with Sri Lanka to EFA achievements and the education system. It analyses the education policy environment and dialogue during the 1990s and the educational planning culture within which the primary education planning process was initiated.

2.0 EFA Achievements

More than half a century ago, the *Universal Declaration of Human Rights (1948)* asserted that ‘everyone has a right to education’.

In Sri Lanka considerable progress towards Education for All had been made well before this Declaration in 1948. At the beginning of the twentieth century the 1901 *Population Census* indicated that around one quarter of children were enrolled in school in Sri Lanka. In his report, the Census Superintendent remarked on this very low level of enrolment. The recommendations of the *Wace Commission influenced the Town Schools Ordinance (no. 5, 1906)* to provide for compulsory education in municipal, local boards and small towns and the *Rural Schools Ordinance (no. 8, 1907)* to extend provision for vernacular education in rural areas. Though limited in their success, subsequent legal provisions, especially the *Ordinances of 1920 and 1939*, contributed significantly to the expansion of access to primary education. By 1946, just two years before independence, the literacy rate among the population aged five years and over was 57.8 percent (70.1% males and 43.8% females), compared with the 1901 figure of 26.4 percent (36.1% males; 5.3% females). Girls’ enrolment in school relative to boys’ had increased from 34.6 percent in 1925 to 44.8 percent by 1948 (*Jayasuriya, 1979*).

Within the international literature on human and social development, Sri Lanka’s achievements in educational participation, and in other aspects of social development, are held up as exemplars for other countries. The democratic socialism of the pre-independence period strongly influenced social policies in the second half of the twentieth century, the cumulative impact of which was to raise performance on a par with international standards of social welfare (*Alailima, 1995*).

In relation to the measures of ‘development’ employed by international organisations towards the end of the twentieth century, Sri Lanka’s achievements in literacy, life expectancy, infant mortality and fertility are judged to have exceeded expectations in relation to economic levels (*Isenman 1980, Sen 1981, Aturupane, Glewwe and Isenman 1994, Datt and Gunawardene 1997*). For example, in 1994, Sri Lanka and South Africa demonstrated very similar scores on the Human Development Index (a combination of literacy, life expectancy and infant mortality) at a time when South Africa’s GNP per capita was five times that of Sri Lanka (*UNDP 1997*).

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Figure 2.1 presents a summary of EFA achievements in Sri Lanka between 1990 and 2000. The summary is drawn from the *Year 2000 Assessment* undertaken by the Ministry of Education in Sri Lanka in preparation for the Dakar World Education Forum. It indicates that EFA achievements at the time of Jomtien were already high. Net enrolment rates were high but still not 100 percent by the late 1990s. Grade repetition rates appeared to decline between 1990 and 1997 and the survival rate between entry to Grade 1 and entry to Grade 5 increased. The sole indicator of educational quality – achievement in literacy, numeracy and life skills – shows some improvement over a five-year period in life skills and numeracy but none in literacy. Aggregate adult literacy rates had approached a high level of gender parity by 1999, though the parity index remained low for socially disadvantaged groups.

3.0 Population and Economy

Sri Lanka's population in 1997 was estimated to be 18.5 million. Sri Lankan society is multi-ethnic, multi-religious and multi-lingual. The ethnic composition of the population is: Sinhalese (74.0%), Sri Lankan Tamil (12.7%), Indian Tamil (5.5%), Moors (7.1%) and others including Malays, Burghers, Eurasians (0.8%). The major religious groups are Buddhists (69.3%), Hindus (15.5%), Muslims (7.6%) and Christians (7.6%).

Sinhala and Tamil are the official languages of government administration. Sinhala, Tamil and English are regarded as the three national languages. Teachers in all government schools teach through the medium of Sinhala or Tamil. English is gradually being introduced for the teaching of Science in senior high school, is the medium of instruction in most of the so-called private 'international schools' and, from 2002, is being introduced on a small-scale experimental basis from Grade 6.

Ethnic differences have underpinned civil disturbances since the late 1970s, during which many thousands, mostly young and educated persons, have died, mainly in the North-East province. A significant, but unknown number of children and their families, reside in refugee camps or are displaced, especially in the North-Central province. Many schools continued to function, but under very difficult circumstances. In February 2002 a memorandum of understanding was signed between the Tamil militants and the recently elected government. A ceasefire is in force in order to facilitate negotiations. The rehabilitation task in the former war torn areas is immense.

Achievements in education and social development more generally are underpinned by economic growth. During the five-year period 1992 - 1997, and despite the costs of war, Sri Lanka recorded an average annual growth of 5.6 percent in GDP, showing an impressive improvement over the 3 percent annual growth rate during 1985 - 89. This can be attributed to a number of policy measures adopted during the 1990s. These include a reduction in legal restrictions on economic activities particularly those involving foreign trade and exchange, increased integration into the global economy and promotion of direct

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Figure 2.1

The Year 2000 EFA Assessment: a summary

| Indicator | Base year – Jomtien | Latest year available |
|--|--|---|
| 1. Gross enrolment in early child care and development programme | 1994: 43% of 3-5 yr olds | 1999: 63% of 3-5 yr olds |
| 2. Percentage of new entrants to Grade who have attended ECCD programme | Not applicable | 1999: Estimated 90% |
| 3. Apparent (gross) intake rate to primary education | 1990: 99.4% | 1998: 98.5% |
| 4. Net intake rate | Not applicable | 1998: 94% |
| 5. Gross enrolment ratio | 1991: 112% | 1998: 107% |
| 6. Net enrolment ratio | 1991: 89% | 1998: 90% |
| 7. Public current expenditure as a % of GNP | | |
| (a) education | 1991: 2.9 | 1991: 0.53 |
| (b) on primary education as a % | 1998: 2.3 | 1998: 0.4 |
| 8. Public current expenditure on primary education as a % of total expenditure on education | 1991: 18.13 | 1998: 16.57 |
| 9. Percentage of primary school teachers (govt) with the required academic qualifications | Not applicable | 1998: estimated that 90% have GCE A level |
| 10. Percentage of primary school teachers (govt) who are certified according to national standards | Not applicable | 1997: 'qualified' to teach in primary schools 55.2% |
| 11. Pupil teacher ratio of qualified teachers in primary cycle | Not applicable | 1998: 32:1 (gross, not 'qualified teachers') |
| 12. Repetition rates by Grade (government schools) | Grade 1 2 3 4 5 1990: 6.2 9 9 8.5 7.4 | Grade 1 2 3 4 5 1997: 3.8 5.4 5.8 5.5 5 |
| 13. Survival rate to Grade 5 (government schools) | 941/1000 | 965/1000 |
| 14. Coefficient of efficiency (government schools) | 86.8% | 90.4% |
| 15. Percentage of Gr 4 pupils who master a set of nationally defined basic learning competencies | 1994: Literacy 62 Numeracy 45 Life Skills 27 | 1999: Literacy 61 Numeracy 50 Life Skills 55 |
| 16. Literacy rate 15-24 years | Not applicable | Not applicable |
| 17. Literacy rates 15+ | 1994: 90% | |
| 18. Literacy Gender Parity Index: Ratio of female to male literacy rate | 1984: 0.83 | 1999: 0.96 |

Source: Figure created by the author from Education for All: The Year 2000 Assessment, The Country Status Report, Sri Lanka, 1999. Note that Indicators 4, 5 and 6 excluded the (small) numbers of students enrolled in private schools. The inclusion of these numbers would increase the percentages.

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foreign investment, privatisation in key economic sectors including communication, and high investment in social development especially in education and health care. While agriculture grew at a modest rate (1.9%) between 1992 and 1997 and contributed 20.7 per cent of the GDP in 1999, the manufacturing and service sectors grew at 8.9 per cent and 5.8 per cent and contributing 16.4 per cent and 53.5 per cent respectively of the GDP in 1999 (*FYPPE Annex 1.1*). With a per capita income of around US\$ 800, Sri Lanka is on the threshold of classification by the international UN community as a middle-income country.

Despite major achievements in social development and economic growth, approximately 22 per cent of the Sri Lankans (24% rural, 18% urban), subsist below the poverty line. While the proportion of the poor has changed little over the past two decades, their number has increased. Despite the expansion of employment in manufacturing and service activities and foreign employment, the unemployment rate still exceeds 10 percent. The incidence of unemployment among women is twice as high as that among men. To combat the problem of poverty and unemployment, the government has committed itself to policies of economic growth and poverty reduction programmes.

4.0 The Education System

National and Provincial Responsibilities for Education

Late in 1987 a system of Provincial Councils was established through the 13th Amendment to the Constitution. The principal motivation for the establishment of the Provincial Council system was the resolution of the long-standing ethnic conflict. The 13th Amendment provided for a degree of self-governance to the provinces. Three lists (the Provincial List, Reserve List and Concurrent List) and three Appendices covering the subjects of Law and Order, Land and Land Settlement and Education spelled out the devolution of powers.

Considerable powers for planning and implementation in education were devolved upon the provincial authorities i.e. the Provincial Ministries of Education and Provincial Departments of Education. In principle there are nine provinces, but during the period of civil strife the provinces of the North and the East were amalgamated for public administration purposes.

The devolved powers included the provision of facilities to all government schools, the preparation of plans, the supervision of the management of all government schools and development and implementation of the annual implementation plan. *Figure 2.2* describes the powers devolved in 1987. It would take many years for the provinces to realise their powers.

Zones and Divisions

Zones and divisions mediate between the schools and the provincial authorities. The main functions of the zones are to pay teacher salaries, to organise quality development programmes and to develop annual zonal educational development plans. The main function of the divisions within the zones is to organise and co-ordinate the work of the

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Figure 2.2

Provincial Authority and National Ministry Responsibilities for Education

| Provincial Authority (Ministries and Departments of Education) | National Ministry |
|---|--|
| <p>Provision of facilities for all government schools, other than specified schools</p> <p>Supervision of the management of all government schools other than specified schools indicated above</p> <p>Preparation of plans</p> <p>Implementation of the annual implementation plan</p> <p>Recruitment into the teaching service of those with diplomas and degrees, from Colleges of Education and Universities</p> <p>Appointment of principals to Type 2 and Type 3 schools</p> <p>Establishment of school boards conforming to national specifications, and their supervision</p> <p>Appraisal of the performance of principals, teachers and education officers</p> <p>Conducting of in-service training programmes for which prior approval of the National Institute of Education has been obtained</p> <p>Implementation of non-formal education programmes</p> <p>Obtaining the approval of the National Institute of Education for local variations in the primary curriculum</p> <p>Construction and maintenance of education buildings libraries and playgrounds</p> <p>Procuring and distribution of teaching aids, visual aids and audio visual materials, furniture and other equipment, including science equipment</p> <p>Production and distribution of school textbooks after approval by the Ministry</p> <p>Organisation and development of school libraries</p> | <p>Provision of facilities, supervision and management of national schools</p> <p>Supervision of private and pirivena schools</p> <p>Appointment of principals to Type 1AB, and 1C schools</p> <p>Appointment of Provincial Boards of Education</p> <p>Supply of free school uniforms</p> <p>Conduct of Grade 5 scholarship exam</p> <p>Management of special development projects</p> <p>Inspection and supervision of the management of provincial schools</p> <p>Development and revision of curricula and approving provincial adaptations</p> <p>Approving in-service training of teachers to be run by the provinces</p> <p>Pre-service training through the National Colleges of Education</p> <p>Training of education officers and principals</p> <p>Monitoring and progress review of the implementation of provincial education development plans</p> |

Source: FYPPE 2000

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In-service Advisers in their school visit programmes and teacher workshops. Prior to the introduction of the provincial system of administration, schools were organised through districts which covered areas smaller than provinces but larger than zones. As we shall see in Chapter 3 the district has continued to be used as a convenient unit of administration in parts of the North-East province.

Schools

To outsiders the organisation of schools appears complex. In 1997, there were four ‘types’ of government schools – Type 1AB, Type 1C, Type 2 and Type 3. Type 1AB schools offer science, arts and commerce curriculum streams to the Grade 13 GCE A level Examination. Type 1C schools offer the Arts and Commerce streams, but not Science, to the Grade 13 GCE A level Examination. Type 2 schools offer a wide range of subjects up to the Grade 11 GCE O level Examination. Type 3 schools offer education to Grade 5 or Grade 8.

In 1998 4.13 million students were enrolled in Grades 1-13, of whom just under half, 1.8 million, were enrolled in the primary grades, Grades 1-5. In 1998 there were 186,435 teachers in government schools. Because many schools offer primary and post primary education teachers are not rigidly bound to teach only in the primary grades. However, estimates suggest that just under 30 percent of all government teachers teach only in the primary grades and a further 10 percent teach in both the primary and post-primary grades (*FYPPE 2000*).

Figure 2.3 presents schools by Type and by Grade Span for 1997. The table indicates that the majority of schools are of Type 3 and Type 2. Less than 6 percent are Type 1AB schools. *Figure 2.3* also shows that a number of schools depart from the official definition. One hundred and seventy six Type 1C schools, (just under 10%), offer Grade 11 rather than Grade 13 as their terminal grade. One hundred and forty five Type 2 schools (3.9%) offer education to Grade 5 or Grade 8, rather than to Grade 11. One hundred and seven Type

Figure 2.3

Government Schools by Type and Grade Span - 1997

| Grade span | Type 1AB | Type 1C | Type 2 | Type 3 | Total |
|------------|------------|--------------|--------------|--------------|--------------|
| Grade 1-5 | 0 | 3 | 41 | 2765 | 2809 |
| Grade 1-8 | 1 | 1 | 104 | 1085 | 1191 |
| Grade 1-11 | 2 | 176 | 3514 | 107 | 3799 |
| Grade 1-13 | 393 | 1530 | 31 | 0 | 1954 |
| Grade 6-11 | 0 | 6 | 22 | 3 | 31 |
| Grade 6-13 | 191 | 144 | 1 | 0 | 336 |
| TOTAL | 587 (5.8%) | 1860 (18.4%) | 3713 (36.7%) | 3960 (39.1%) | 10120 (100%) |

Source: School Census 1997, MEHE and Little (2000)

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3 schools (2.7%) offer education to Grade 11. Almost 80 percent of all schools are either Type 3 or Type 2 schools.

Almost every government school (96%) admits children from Grade 1 for the primary stage of education (Grade 1-5). Only 367 schools, some 4 percent, admit pupils from Grade 6.

The majority of Sri Lankan schools are government schools. Of these the provincial authorities run the vast majority (98.1% in 1998). A minority (1.9% in 1998) of high-achieving government schools are run by the National Ministry of Education and are known as National Schools.

The majority of schools offer instruction in the primary grades through the medium of Sinhala or Tamil. Among those schools that offered education at the primary stage in 1998 70.9 percent did so through the Sinhala medium and 27.4 percent through the Tamil medium. Less than 1 percent offer both media. Schools are also classified in terms of the ethnicity of the majority of students enrolled in them. In 1998 71.2 percent of schools offering primary stage education were classified as Sinhalese, 21 percent as Tamil and 7.5 percent as Muslim. The majority of schools are co-educational. Of those schools that offer the primary stage 97 percent are co-educational; 1.2 percent being boys only and 1.7 percent girls only.

In addition to government schools there were, in 1998, 62 private schools, between 50-100 so-called 'international schools' (private schools offering English medium and operating outside the remit of the Ministry of Education), and 24 special schools catering to the educational needs of disabled children. A further 564 Pirivenas offered education to young Buddhist monks (mostly at the post-primary level).

5.0 National Educational Policy-Formulation

The main responsibility for the formulation of education policy during the 1990s has lain with the National Education Commission (NEC).

The establishment of the National Education Commission and the need for a national policy on education had been driven by a youth insurrection during the 1980s that had two distinct dimensions. The first was a longstanding ethnic crisis (since the late 1970s) that involved disaffected Tamil youth from the North and the East and the Sinhala-dominated security forces. The second was a class conflict between disaffected Sinhala youth and the Sinhala-dominated security forces, a conflict that emerged first in 1971 and re-asserted itself in 1986-88.

In 1989 a Youth Commission had been appointed to inquire into the causes of youth unrest and insurrection, and to propose reforms for the eradication of causes for their grievances. The Youth Commission had observed:

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the mismatch between education and employment, leading to large scale joblessness and frustration among the school leavers either before or after their examinations irrespective of whether they had passed or failed their examinations. They had also noted the moral vacuum, which the curriculum and the teaching methods or indifferent teachers had created. There were of course, other major factors which had also caused much of the youth discontent, *but defects in the educational system, inclusive of tertiary education, had been perceived as one of the roots of the problem* (author's emphasis) (NEC, 1992:1).

The National Education Commission was established to recommend and advise the President on continuity in educational policy and enabling the education system to respond to the changing needs of society (NEC. 1992: v). Membership of the Commission was wide-ranging, and included the chairpersons of the University Grants Commission and the Tertiary and Vocational Education Commission; members appointed on the recommendations of the Minister of Education and Higher Education and of Finance; a member appointed to represent the concerns of Provincial Councils; and members of distinction in the fields of Education, Administration and Management and other professions.

The President stressed that the Commission's main areas should be Character building, Nation-building, Development of General Competencies and the Development of Specific Capabilities. The Commission issued its first report in May 1992 after extensive public hearings in Colombo and in the provincial capitals (except in the North and East for security reasons). Some four hundred witnesses included schoolchildren, Vice Chancellors and Chancellors, private citizens, Cabinet Ministers and Chief Ministers, political parties from extreme left to right, laymen to professionals, orthodox clergy, free thinkers and specialists (NEC 1992:2). Members of the Commission undertook a series of field studies in schools and in universities. The views of educational experts, including those in the Ministry of Education and Higher Education and the National Institute of Education were heard. The Commission established an Information Data Bank that supported much of its policy formulation work.

The importance of improvements in education within the overall development policy of Sri Lanka was highlighted in President Kumaratunga's first policy statement delivered on 6th January 1995. The policy statement highlighted the decline in the resources allocated to education (from around 4% of the GDP or 15% of the government expenditure in the 1960s, to 3% of the GDP or 10% of the government expenditure in the 1990s). This decline, it was asserted, resulted in inequities and a decline in the quality of education. The government's medium term strategy of investment envisaged an increase in public resources to education and included initiatives designed to reduce or remove inequities in education, upgrade the quality of education, expand opportunities for vocational training and restructure the tertiary system.

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Later in 1995 the National Education Policy was produced in two documents viz: (i) Towards a National Education Policy and (ii) An Action-Oriented Strategy. The objectives of the policy were the:

- democratisation of education to ensure universal and equal access to educational opportunity
- translation of national goals into educational goals and objectives
- creation of opportunities for educational attainment in keeping with the potential of each individual
- all-round and balanced development of the individual
- provision of an education which enables the fulfilment of social, economic, cultural, religious and political objectives
- development of civic consciousness and a deep and abiding concern for the natural environment

With respect to primary education the NEC emphasised the need for investment in quality. Although access to education in Sri Lanka is widespread for most social groups, and non-selective up to year 11, radical reforms of primary education quality initiated in the 1970s, had not been well institutionalised. The NEC also stressed the need for continued efforts in the democratisation of access to education for the 5-14 age group and to a general improvement in the quality of education across the system. In recognition of the fact that 8 percent of children aged 5-9 years and 30 percent of children aged 10-14 years are not enrolled in educational institutions, the Commission recommended the introduction of regulations on compulsory education for children aged 5-14 years.

The NEC recommended a rationalisation of the school structure. This would shift the system of four school types (1AB, 1C, 2 and 3) and six combinations of grade spans (1-5; 1-8; 1-11; 1-13; 6-13; 9-13), towards two school types and two grade spans (Junior Schools 1-8; and Senior Schools 9-13). The grade divisions would be revised subsequently at the Grade 8/9 division. In the *General Education Reforms Document of 1997* Junior Schools embraced Grades 1-9, and Senior Schools 10-13. The Junior School was further subdivided into the Primary Section (Grades 1-5) and the Junior Section (Grades 6-9). The use of the term 'Junior' to describe both the school type and a section within it was unnecessarily confusing to those on the edges of the decision-making process.

The strategy for the improvement in the quality of education was envisaged to have three main elements; curriculum, assessment of learning outcomes and learning materials. The curriculum would be organised in four stages; the primary stage, the junior secondary, the GCE Ordinary Level stage and the GCE Advanced Level. Proposals for assessment included innovative work in the assessment of basic competencies at the primary and junior secondary stages of the curriculum. The competencies focused on the basic competencies of communication - literacy, numeracy and graphics. Changes were also proposed in the structure and style of learning materials - with a greater emphasis on self-study textbooks,

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workbooks and supplementary readers. The proposals contained a number of recommendations for teacher education and for training in curriculum development.

By the mid 1990s national policies for primary education, especially *quality improvements in primary education*, were gaining ground both within the work of the high profile National Education Commission and the Ministry of Education and Higher Education. While the policies were *consistent with* EFA Goals, they appear not to have been influenced by them. The policy dialogue revolved around a discourse that was generated nationally and had national and intra-national referents.

The reader will recall the PPP framework set out in Chapter 1. Combining dimensions that describe the actors and processes of policy-formulation, the framework generated two opposing modes of policy-formulation. In the ‘rational’ model decision-making is unitary, rational, centrally controlled, completely technical and value maximising. In short, policy-formulation is synoptic (comprehensive) and driven by organisations. In the ‘political/personal’ model decision-making is a political activity, characterised by self-interest, political bargaining, value judgement and multiple rationalities. In short, policy-formulation is incremental and led by political and personal concerns.

Some aspects of the process of national policy-formulation in Sri Lanka resonate well with these descriptions, others less well.

With its roots in the youth crises of the late 1980s, the process was driven by a strong political imperative that was linked with the survival of the democratic and ethnically plural Sri Lankan state. As explained above the imperative was dual in character (the long-running Tamil youth - Sinhala state crisis and the shorter-term Sinhala youth - Sinhala state crisis). Of the two it was arguably the Sinhala youth crisis that posed the greater challenge to the legitimacy of the Sinhala state and spurred the establishment of the Youth Commission that in turn gave rise to the NEC.

In the PPP framework of the process of policy-formulation aspects of both poles of the *Process* and the *Actor* dimensions are apparent.

The NEC that formulated the National Education Policy was appointed by the President as the single authority for the formulation of general and higher education policy. The assumption was made by this Commission that major educational reform across all sectors of education was possible. In the context of major conflicts involving youth from many sections of society and a continuing civil war, the working assumption was that a value consensus had to be found. In this sense the process might be described within the PPP framework as synoptic or comprehensive (*cf. Chapter 1 Figure 1.1*). However, the NEC was not the single authority for the planning of *all* aspects of society and economy. That role fell

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to the Ministry of Planning and Finance and took the form of co-ordination and financing of policies that emerge from a range of government authorities i.e. Ministries and Commissions. In this sense the process was incremental not synoptic.

In terms of the PPP *Actor* dimension, the membership of the NEC was wide-ranging and included representatives of various constituencies far beyond education. The Secretary to the Ministry of Education represented educational administration and implementing agencies. As the Commission was a new body, attracting to it members who held a range of other major and minor professional roles, one may conclude that it did not conduct its business in an organisational/ bureaucratic mode. One may assume that members acted in the societal/personalistic mode where various interests were played out, heard and negotiated. Its work appeared nonetheless to attract strong support across the major political parties. One indication of this was the survival of its Chairman without change through the general elections and change of government in 1994.

6.0 The Educational Planning Environment

Systematic work on the development of important legislation on compulsory education through the 1990s, lent weight to the policy objective of democratisation of educational opportunity. The compulsory education age was deemed to be 5-14, consonant with Grades 1-9. A series of measures was introduced to ensure that participation was compulsory. *The Compulsory Education Act* was passed in 1997.

Important legislative provisions aside, there was, at mid decade, little evidence that policy objectives were being translated into implementable educational plans. Though it had an Information Bank that had informed policy formulation, the NEC had neither the capacity nor the mandate to move its work forward from policy-formulation to detailed planning.

The mandate for planning and for implementation continued to reside with the Ministry of Education and Higher Education, and also, since late 1987, with the Provincial Education Authorities. The Policy Planning and Review Division (PPRD) of the Ministry had been created in the mid 1980s. But for a number of reasons it was not equipped to translate the goals of the national education policy, especially relating to primary education, into implementable plans and action. A review of the origins and development of educational planning work in the Ministry has suggested that although systematic nation-wide educational planning work had been undertaken in the mid 1980s at sub-national levels to create a National Education Plan, this nation-wide process was in disarray by the early 1990s. In part this was due to provincial devolution in 1987 and the re-organisation of educational administration units and functions. By the mid 1990s there was considerable ambiguity over the roles and responsibilities for policy and planning at the national, provincial and sub-provincial levels (*Mallawarachchi and Sivagnanam, 2000*).

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6.1 External Reviews of Educational Planning

In the early 1990s educational planning and management was attracting attention from foreign-funded projects. A review undertaken in 1992/3 for the World-Bank funded General Education Project (GEP) described the educational planning system as one that had traditionally been characterised by top-down decision making, short term or crisis management and political influence. Personnel trained in educational planning and management were few. Information technology was under-utilised. Strategic and long-range planning for all levels of the education system, including primary education, had generally been absent (*AED 1993*).

In 1997, another external review of educational planning confirmed and extended much of the above. Most planning was based on one-year time horizons, was incremental in nature, and was better described as yearly budgeting. Much educational planning had consisted of annual increments to the budgets of previous years, followed by activity plans to meet financial allocations. Long range, or strategic planning was rarely practised, techniques of education planning were seldom used below the national level and plans were generally descriptions of programmes or projects. Some planning of primary education did take place at both zonal and provincial levels, but was confined to small-scale development planning and small-scale funds. Here, primary education was treated simply as one of 29 'subjects' competing with 28 other subjects that were usually the curriculum subjects found in the post primary grades. The officer with special responsibility for *all* curriculum subjects in the primary stage was just one among many officers competing for funds. The distinction between a stage of education and a curriculum subject was invisible at this level. There also appeared to be very little relationship between goal and activity planning on the one hand and financial planning and activity planning on the other (*MPPE 1997*).

By 1997, authorities at the provincial level were undertaking a number of important budgetary planning activities. The Provincial Education Department prepared annual estimates of financial and human needs of the provincial schools including teacher deployment, the appointment of some school principals and in-service training of teachers. The Provincial Ministry of Education negotiated the annual budget for general education (including primary) with the Finance Commission. The Provincial Education Minister and Provincial Education Secretary were responsible for the provincial budget ratified by the Provincial Council and submitted to the Finance Commission every year. Without the support of the Provincial Council, education development plans for the province were unlikely to be proposed for funding. Notwithstanding the emergence of the National Policy of Education in 1995 and the establishment of the Presidential Task Force in 1996 there appeared to be little awareness of them in the provinces in 1997 (*MPPE 1997*).

6.2 The Emergence of Planning Voids

The increasing role of the Provinces in educational and financial planning, and the increasing role of the National Education Commission (NEC) in policy formulation, created role

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ambiguities for the National Ministry. The NEC played a key role in policy-making at the national level, but was not directly concerned with the implementation of policy, which used to be a MEHE responsibility but had increasingly become a provincial responsibility. The function of national policy-maker had moved away from the Ministry to the NEC. The function of planning had now to be shared between the National Ministry and the Provincial Education Authorities. In this process of change a *planning void* had developed in the National Ministry.

The reader will recall the observations made by *Windbam (1995)* in Chapter 1. The first was that education planners were moving away from their traditional concerns with design, implementation and monitoring, and towards new concerns with the identification of policy *alternatives* and the making of final choices. The second was that responsibilities for education were moving away from the centre and towards regional and local government agencies. The second appears to find confirmation in the Sri Lankan case; the first does not. As the role of policy formulation had moved beyond the Ministry to the NEC, the Ministry planners were neither engaged in formulating policy alternatives, nor in informing their creation to a significant degree. Because the planning function had now to be shared with the provinces, considerable role ambiguity had arisen and emasculated the planners in the Ministry.

The planning voids came to be filled by four specific initiatives from around 1996, especially in relation to primary education.

First, towards the end of 1996, a Presidential Task Force (PTF) on Education was established to provide momentum for the implementation of the National Educational Policy. The task force consisted of twelve technical sub-committees charged with translating the 1995 policy into detailed and implementable work plans. One sub-committee was invited to work on primary education and early childhood development. The work of the technical committees was presented to the President early in 1997, in preparation for the launch of the reforms in primary education in January 1998 in the pilot district of Gampaha and their nation-wide introduction in 1999. The document *General Education Reforms* set out the main characteristics of the reforms for primary, junior secondary and senior secondary education. The report on Primary Education and Early Childhood Development set out work plans for the implementation of the primary education reforms. *Figure 2.4* sets out the several reforms envisaged for primary education.

Second, and emerging out of the work plans referred to above, an Education Reforms Implementation Unit (ERIU) was established in the MEHE in May 1997 to implement these work plans at the national and provincial levels. Headed by a former Secretary of the Ministry of Education, the ERIU was staffed with handpicked personnel, working on a part-time basis alongside their permanent responsibilities in, for example, the MEHE or NIE. This unit had a separate sub-committee for primary education.

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Figure 2.4

The Reform of Primary Education: Key Actions

| |
|--|
| Educational Opportunity |
| <ul style="list-style-type: none"> • Introduction of compulsory education regulations • Surveys of non attending children • Substitution of affidavit for birth certificates, where these are unavailable • Provision of incentives • Establishment of crèches and day care centres to release girls to attend school • Activity and open schools |
| Quality Improvement |
| <ul style="list-style-type: none"> • Curriculum reform for Grades 1-5, organised in three key stages • The development of a ‘competency-based’ curriculum, with competencies specified in relation to communication, environment, ethics and religion, play and leisure and ‘learning to learn’; and specified further as ‘essential’ and ‘desirable’ • The introduction of the subjects of Environment-Related Activities and Activity-Based Oral English, from Grade 1 • A strong emphasis on pupil-centred learning translated into three modes of teaching and learning; guided play, activities and desk-work • The development and use of continuous assessment by the teachers, through observation, questioning, listening, as well as through written tests • Revision of syllabi, production of text books, work books and supplementary material • Focus on gifted, as well as average and slow learners |
| The Teaching Profession |
| <ul style="list-style-type: none"> • Reforms of the pre-service teacher education curricula in primary education • In-service training for serving teachers, in-service advisers, staff in Colleges of Education and Teacher Training Institutes • The training of all untrained teachers • More equitable teacher deployment between schools |
| Management of Education and Resource Provision |
| <ul style="list-style-type: none"> • Appointment of appropriately qualified and trained personnel with devolved authority and resources, as Principals or Heads of Primary Sections • The establishment of primary education development committees at school level • MEHE, NIE and Provincial Education Authority collaboration in the monitoring and supervision of the implementation of the reform programme • Resources for new construction and refurbishment of the physical environment for learning • School rationalisation |

Source: adapted from FYPPE 2000

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Third, the World Bank, through the Ministry of Education and Higher Education, embarked on two major loan projects – the Teacher Education and Teacher Deployment Project (TETD) and the General Education Project 2 (GEP2) (an extension of GEP 1 that had run from 1990-1995). Within both TETD and GEP2 were components and activities that would have implications for the planning of the entire set of education reforms for general education, Grades 1-13. The major education planning proposals concerned human and physical resource allocation mechanisms, in particular the *Ready Reckoner* for Teacher Deployment, national norms for student: teacher ratios, norm-based unit cost resource allocation mechanisms (NBUCRAM) for quality inputs, and school rationalisation. These would have implications for Grades 1-5 as well as for the post primary grades.

Fourth, the Ministry of Education and Higher Education proposed the establishment of a project to develop a ‘Master Plan for Primary Education’. This had arisen in response to a report setting out options for the development of primary education presented by the Overseas Development Administration of the British Government in 1995. Of six possible areas for future collaboration the Ministry gave high priority to two – (i) the development of a Master Plan for Primary Education and (ii) Primary Mathematics. The Ministry proposals were made in early 1996.

The implementation of the Master Plan for Primary Education (MPPE) project, began early in 1997 shortly after the work of the Presidential Task Force established its technical committees for planning the pilot launch of the reforms. The Goal of the MPPE was to strengthen the capacity of officers in the Ministry and in the Provincial Ministries and Departments of Education, in planning, management, monitoring and evaluation of primary education programmes within an agreed policy framework. Its more specific purpose was the creation of a Master Plan for Primary Education, developed by the provinces and the centre.

7.0 Educational Planners: who and where are they and what do they do?

Section 6 above analysed the shifting responsibilities for policy and planning through the first half of the 1990s, the emergence of planning voids and the initiatives that arose from various quarters to fill them. The initiative with which the rest of this monograph is concerned is the Master Plan for Primary Education (MPPE), described briefly above. But before that initiative could be launched and a planning system established, the planners in the central Ministry, together with a small group of outside consultants, needed to understand the prevailing planning cultures at each level of the education system – from the school level through to the National Ministry of Education and beyond to the Finance Commission. This section addresses four questions.

who, at the inception of the MPPE, are the education planners?

where are the planners sited?

how is planning undertaken?

for whom is planning being undertaken?

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These questions were addressed through interviews with persons working at each of these levels¹.

7.1 Planning at School Level

At the school level, principals co-ordinate a number of planning activities. The time-tabling of lessons, grades and use of space, plans of yearly activities and classroom planning appears to be taking place in most schools. In several schools visited, these various forms of activity scheduling were combined in one document - the school plan. In one or two of the larger schools, plans went further with a series of programmes or projects outlined to address perceived problems in achievement, or inadequate library facilities etc. Even in some poorer schools regular classroom planning by teachers was noted. Schools were encouraged by divisional and zonal officers to prepare written plans and the use of Gantt charts in the schools visited was common. The school principal is the key influence in the preparation of these plans. In general, the main focus of planning activity is curriculum and lesson planning. The financial resources under the control of the school are those raised through facilities fees and School Development Society funds. The amount of funds raised through these means varies enormously between schools. In some schools the amounts are substantial; in others negligible (*Chandrasiri quoted in Little 2000*). Parents are represented on School Development Society bodies and have some say in how funds are spent. Through the School Development Society parents may be involved in planning and undertaking school level activities on a voluntary basis. Schools have no control over teacher recruitment, teachers' salaries and the procurement of equipment and materials for the school. The school principal provides the Zonal Office with a completed Annual School Census Form with particulars about students, teachers and school facilities on an annual basis.

7.2 Planning at Divisional Level

Divisions do not feature largely in the process of plan preparation either at the school level or at the zonal level. Divisional officers and 'Master' (supervisory) officers attached to this level give advice and guidance to schools, but have no control over resources. Divisional officers plan their own schedules of visits to schools and monitor the plans of the In-Service Advisers. Their influence in planning at the school level or the zonal level is little.

7.3 Planning at Zonal Level

Decentralisation of some authority has been effected at the zonal level - though the picture varies from province to province. In matters of resource allocation, zones act mainly as the conduits for resourcing requests to the provincial departments of education and as administrators of the resource allocations to schools, once provincial budgets are known. The zones disburse teachers' salaries but the zone has no power to plan the allocation of teachers or other educational resources. Their major role is as implementers of the development plans agreed at the provincial level such as in-service teacher training. Four

¹ Adapted and extended from MPPE Inception Report Doc 1 1997

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officers are influential in the implementing of primary education programmes at the zonal level - the Zonal Director, the Planning Officer, the Development Officer and the Primary Education Officer.

7.4 Planning at the Provincial Education Department level

Provincial Education Departments have a dual role. They have a budgetary line responsibility to the national Ministry, but they also have a budgetary and line responsibility to the Provincial Ministry of Education. Most Provincial Education Departments have a Deputy Director of Planning and a Deputy Director for Development as well as an officer responsible for primary education. These three officials, together with the Director of the Provincial Education Department, play key roles in the planning and resourcing of education including primary education. They prepare yearly estimates of the financial and human resource needs of the schools in the respective province including teacher deployment, the appointment of some school principals and in service training. For teacher deployment they use nationally-determined circulars, for example the *'Ready Reckoner'*. The officer responsible for primary education prepares a plan specifically for the primary sector. However, most planning is yearly budgeting based on an increment over the previous year's budget. Little long-term financial planning is undertaken. The only planning which is not incremental is the planning of the development (i.e. capital) budget. This is done annually and is not afforded the protection from budget cuts which teachers' salaries enjoy.

7.5 Planning at the Provincial Ministry of Education level

The Provincial Ministries of Education do not, generally, play a technical planning role but do play an important political role. Their principal function with respect to primary education is to agree or negotiate the yearly budget for general education (including primary) and the development budget. In particular, the Provincial Education Minister and Provincial Education Secretary have responsibility for the provincial budget that is submitted to the Finance Commission every year and ratified by the provincial council. Without their support education development plans for the province are unlikely to be proposed for funding.

7.6 Planning at the National Ministry Level

The MEHE has a Policy Planning and Review Division (PPRD), a number of whose staff has been trained (mostly abroad) in educational planning. However, the activities of the PPRD are constrained by the fact that the predominant model of planning at the national level is characterised by short term institutional and political considerations rather than long term data-based ones. Consequently, long range planning is not a traditional and integral activity of the department. The key officers at the national level with respect to the planning of primary education were, in 1997, the DG PPRD, the Director Primary Education Branch and the Secretary for Education.

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7.7 Planning at the National Institute of Education Level

The National Institute of Education is linked with the Ministry of Education and Higher Education but also enjoys some autonomy from it. It has responsibilities for educational planning in important areas. These include planning the national curriculum and producing related text books and learning resources; planning the content of curricula for teacher education; and planning and organising in-service training workshops at both the national and provincial levels.

7.8 Planning and the National Education Commission

The National Education Commission was established in 1991 through an Act of Parliament. Its purpose was to recommend and advise the President on the National Education Policy. Its first report was issued in 1992 and much attention was given to the need to improve the quality of education at the primary stage. While participation rates in the primary stage were already high, attention was also given to the need to achieve 100 percent participation. The National Education Commission established an Information Data Bank in support of their analyses and recommendations for policy. However the Commission does not have a remit to translate the *policy* objectives into national and provincial *plans* and *actions*. That translation is the formal responsibility of the Ministry of Education. While the Commission has played a key role in policy-making at the national level, it is concerned with neither the implementation of policy, nor with detailed technical planning work.

7.9 Planning at the National Ministry of Finance and Planning Level

The National Ministry of Finance and Planning is responsible for the construction of National Development Plans across all sectors including education. The National Planning Department (NPD), headed by a Director General, appraises and approves project proposals submitted by different sectors. Approved projects are then included in a 'project pipeline'. Within the NPD the Human Resource Development Division appraises and approves projects in the education sector. Also within the NPD are the divisions of macro-economic planning and sector co-ordination. These provide guidance for the development of general development plans and the co-ordination of sectoral plans. Although the National Development Plans cover five-year periods, the time that elapses between a request from the NPD to the line Ministry for proposals and the date of submission by the line Ministry to the NPD can be very short. It is the task of the Ministry to identify domestic and external resources for plans. The Director General of the External Resources Department within this Ministry and his/her Deputy play important roles in securing foreign funding for education programmes.

7.10 Planning and the Finance Commission

Closely linked with the Ministry of Finance and Planning is the Finance Commission. Since provincial devolution the responsibility for negotiation of the provincial block grant for education resides with the Finance Commission, rather than the Ministry of Education. The key officer at the Finance Commission is the Chairman who is also responsible for the

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Education Sector. Requests for provincial block grants flow from the Provincial Education Department to the Provincial Council and on to the Finance Commission. After discussions with respective Provincial Councils and the Ministry of Finance, the Finance Commission recommends the agreed budget estimates to the Cabinet of Ministers via the President. These funds are channelled to the Provincial Councils through the Ministry of Provincial Councils.

The account presented above describes several arenas of educational planning and the many actors working at different levels who might be regarded as members of the education planning community. Short term planning of educational activities - daily, termly and yearly, is more likely to occur nearer the point of educational delivery, at the school level. Annual planning of financial resources for teachers and capital investment in particular schools occurs at the provincial level. Longer term planning of activities linked with policy reforms and of financial resources linked with National Development Plans occurs at the level of National Ministries of Education and Planning.

8.0 Summary

This chapter has provided a brief historical overview of achievements in EFA, especially in primary education. It has also presented the educational policy and planning environments in the 1990s within which plans for primary education emerged. Two important shifts in responsibilities for educational policy and planning in the late 1980s, early 1990s were described. The 1987 policy of provincial decentralisation transferred many planning and implementation powers from the central Ministry to the provinces. The establishment in 1991 of the National Education Commission transferred powers in national policy-formulation away from the National Ministry of Education. These provided the background for the consideration of responsibilities for educational planning. It was suggested that the shifts of policy responsibility from the centre to elsewhere in the centre, and of planning from the centre to the provinces created role ambiguities for educational planners and planning voids. The several responses to these voids were described. One of these, the Master Plan for Primary Education Project (MPPE), forms the subject of subsequent chapters. In the final part of the chapter the roles of education planners located at the national and provincial levels of educational administration in 1997 were described. This was the planning environment in which the MPPE initiative would take root.

Chapter 3

The Process of Developing a Long Term Plan for Primary Education

1.0 Introduction

This chapter describes the development of a long-term plan for primary education. It describes a process that began in 1997 and culminated in the production and dissemination of a plan in 2000. It begins with the *plan to develop a plan* – a description of a project whose aim was to build planning capacity and provide support for the production of plans at national and provincial levels. It describes the interface of responsibilities for policy-formulation and planning and the tensions that can arise as the process moves from the stage of policy-formulation to planning. It describes a process of training that was integrated with the planning work and some of the obstacles faced. It describes how the establishment of networks of professional actors supported and stimulated the process of plans and acceptance of the plan contents. The links between education planning and broader development planning are explored and questions of the language of planning are raised. Finally, the broader political and security environments within which the planning project operated and survived are discussed.

2.0 The Planning Project

The work on the development of a long-term plan for primary education was structured around a planning project. The planning project was designed to develop simultaneously long term and strategic plans for primary education and the processes of planning. Named initially the Master Plan for Primary Education (the MPPE) Project, it was co-funded by the Ministry of Education and Higher Education and the Overseas Development Administration (ODA) (subsequently the Department for International Development (DFID)) under a framework of 'project funding'. The project was subsequently named the Primary Education Planning Project (PEPP), and will be referred to throughout this chapter as the Master Plan for Primary Education/ Primary Education Planning Project (MPPE/PEPP).



The simplest way of providing readers with a bird's eye view of the project is through the logical planning framework, or the 'log frame'. We start with a simplified prose version of the logical planning framework, supported by a 'log frame' summary.

MPPE/PEPP was designed with a single Goal and a single Purpose. The Goal was to:

Strengthen Capacity of the Ministry of Education and Higher Education and provincial authorities of education to plan, manage, monitor and evaluate primary education programmes, within an agreed policy framework.

The Process of Developing a Long Term Plan for Primary Education

The Purpose of the project was to:

Develop and agree a 5 year Master Plan for Primary Education (MPPE), and move it to its initial stages of implementation by the end of the project period.

In the language of the project log frame there were seven main outputs. The outputs were (i) the establishment and operation of a management system for the preparation of the MPPE (ii) the training of national and provincial primary education and planning staff (iii) the production and dissemination of draft plans for primary education (iv) the conduct of a public awareness programme about issues in primary education (v) the development of and agreement to proposals for the financing of primary education (vi) the agreement to, publication and dissemination of the MPPE and (vii) the initial implementation of the first year of the Master Plan.

The relationship between the Goal, Purpose and seven Outputs is presented in *Figure 3.1*. Each of the seven outputs was linked with lists of activities, the achievement of which was assumed to lead to the achievement of outputs. The activities designed to achieve each of the outputs are presented in *Annex 1*.

Figure 3.1

The Goal, purpose and Outputs of the MPPE/PEPP

| | |
|--|---|
| Goal | |
| Strengthened capacity of MEHE and provincial ministries of education to plan, manage, monitor and evaluate primary education programmes, within an agreed policy framework | |
| Purpose | |
| A 5 year Master Plan for Primary Education [MPPE] developed, agreed and in the initial stages of implementation nation-wide | |
| Outputs | |
| 1. Management system for the preparation of MPPE designed, established, equipped and in operation | 5. A set of proposals for financing national and provincial primary education programmes completed and agreed |
| 2. National and provincial staff, with responsibility for primary education and planning trained | 6. Final MPPE agreed and published |
| 3. Draft 5 year plans produced and disseminated | 7. National and provincial Annual Action Plans initially implemented |
| 4. Politicians, officials, academics, teachers, parents and the general public consulted and informed about the issues of primary education | |

Source: MPPE 1997

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3.0 The Interface Between Educational Policy-Formulation and Planning

MPPE/PEPP was conceived by its designers (one Sri Lankan, two non Sri Lankans) as a set of activities that would serve and support the long-term implementation of National Education Policy and the General Education Reforms. While supportive, the relationships between policy-formulation and planning are neither static nor one way. Policy emphasises change and planning should be responsive. Simultaneously the exercise of planning generates insights to which policy formulators should respond. In principle, the relationships are reciprocal and the exercise of planning plans, organic and emergent.

Though organic and emergent in principle there is also a strong sense in which project design, and especially foreign-funded project design, has a static quality. A project may be designed in response to a perceived need. In the case of Sri Lanka the perceived need in 1995 was for a planning mechanism that would give much needed momentum to the translations of policy into planning and on into implementation. Presented with six options for foreign donor (ODA) support to education in August 1995, the Secretary to the Ministry (and a member of the NEC) enthusiastically informed the donor of his desire to see the Master Plan for Primary Education project designed. The design work was undertaken in December 1995. The perceived need was translated by project designers into a project Goal, with a more specific purpose, outputs and activities. The designers included a financial analysis that led to a project budget (to develop a plan, as distinct from a budget to implement the plan in schools), a financial contract and a budget discipline that cannot, in practice, be changed very easily. A contract was awarded in November 1996 to a UK management company. Work started officially in February 1997.

An extremely important set of planning activities that would naturally take political precedence was emerging in parallel. In Chapter 2, we explained how the President felt that the 1995 policy was losing momentum. In her view the policy was not being moved into its stages of planning and implementation quickly enough. She had also become aware of the rather disappointing results of the survey of learning achievements among primary school children, as part of the UNESCO-UNICEF project on Monitoring Learning Achievement. Towards the end of 1996 the President established her Task Force for Education and declared 1997 as the Year of Education. The Task Force comprised of twelve technical committees, each of which was charged with translating the 1995 policy into detailed and implementable work plans. One committee was designated to work on primary education and early childhood development.

Essentially the technical sub-committees of the Presidential Task Force were planning committees. The committees were located outside of the Ministry structure, though some Ministry staff were members of them. The committees were set up to translate the policy goals into implementable work plans. They were meeting intensively in the early months of 1997 at the same time as the DFID project commenced formally. The work plan of this

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committee was presented to the President on March 3rd 1997. The MPPE/PEPP had begun its planning work just the previous month.

3.1 Perspectives on Planning

From the beginning those who worked inside MPPE/PEPP needed to work hard to establish space – to explain how and what they were doing was complementary to, rather than in competition with ongoing policy and planning work. Was this duplication of function? Was a parallel system of policy and planning emerging? Some outside the planning project, especially those outside the Ministry, thought it was. Some went further and imagined that the purpose of the MPPE/PEPP was to create a new and competing *policy* (a ‘Master’ Policy) for primary education. Others felt that intensive work on planning would lead to proposals for foreign funding and foreign intervention in primary education. As early as 1995 the then Chair of the National Education Commission said that it would be a ‘sad day for Sri Lanka if foreign aid was required to support Sri Lanka’s primary education’ (*interview, Dec 1995*).

The insiders argued that the goal of the MPPE/PEPP is the strengthened capacity of MEHE and *provincial authorities* of education to plan, manage, monitor and evaluate primary education programmes, within an agreed policy framework. The important emphasis here was the provincial level. Hitherto the National Education Commission had focused on national policy. The sub-committees of the Presidential Task Force focused on national workplans. Membership of these committees included but went beyond Ministry officials. Although a number of handpicked persons working in the provinces were members of its committees and the primary education sub-committee in particular, they were not empowered to plan and budget for their province. Rather, their role was to feed ideas about activities into the national level from their province-based experiences. By contrast, the project viewed the establishment of a provincial-level planning system for primary education and the development of plans for primary education within it as a necessary complementary activity if the policy reforms were to be implemented and, eventually institutionalised in the provincial school system.

The insiders argued that the planning time frame of the Task Force sub-committee was immediate and short term where as the planning time frame of the project was long term. The President wanted to forge ahead rapidly with policy-implementation at the school level from Grade 1 with effect from January 1998. There was little time in which the new curricula for primary schools could be developed, materials published and teachers trained. Fulfilment of these immediate requirements needed to be planned and executed by the relevant institutions, especially the Primary Education Section of the National Institute of Education. Curriculum planning would be done by the NIE. The longer term resource and support planning for the reformed curriculum would be addressed by the MPPE/PEPP. Moreover, the insiders reasoned, ad hoc sub-committees are transient. They do not endure.

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Their work is often vital in meeting the immediate and short-term political imperative of launching the implementation of the reforms. But more permanent planning processes and structures at the national and provincial levels are necessary to ensure that persistent and long-term support for policy-implementation is available to schools and teachers.

The insiders argued that while the Task Force sub-committees focused on activity planning their TOR did not cover financial planning. This reflected the traditional approach to educational planning in Sri Lanka. MPPE/PEPP by contrast would place much importance on linking activities, programmes and goals with costs, and would seek to identify sources of finance to sustain the implementation of policy over a long period of time.

The insiders argued that, far from being in competition with the work of the Task Force, they would rely on and work from the plans of its technical sub-committee. They would assess the feasibility of the immediate implementation of the reforms – to inform decisions regarding the activities for inclusion in the long-term (Five Year) Master Plan.

The insiders argued that they would support the work in the provinces in the immediate term through a training focus on annual plans as well as long term planning. The annual provincial plans, being immediate, would complement the work of the Task Force committee, whose focus was more on the work plans for national authorities.

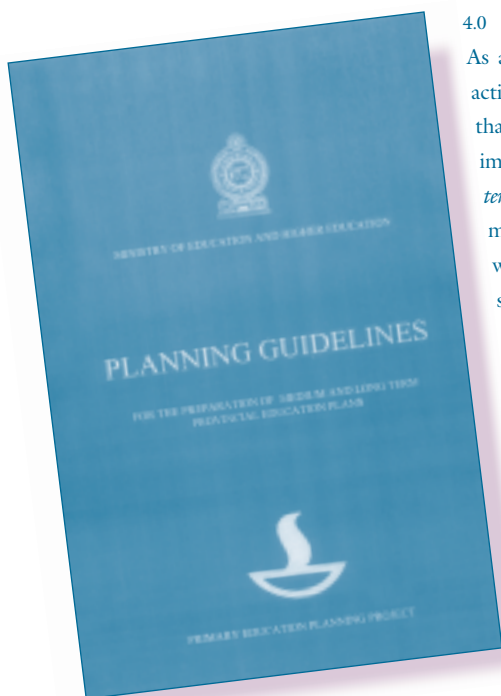
In one of several attempts to communicate intentions more clearly the MPPE/PEPP decided to change the name of the project. The force of the technical-rational arguments seemed to get lost in the interplay of perceptions that were at once emotional and political. There appeared to be sensitivities surrounding the English term 'Master' and the Sinhala term 'Pramuka'. Although the term had been chosen initially by the project designers in line with terminology found in the public administration system of Sri Lanka more generally (e.g. the Tea Master Plan, the Highways Master Plan), its association with a foreign-funded project, may have conveyed an unintended, albeit unfortunate, message to senior policy-makers in the National Education Commission.

Three issues appeared to be underlying the tension. The first was that the MPPE/PEPP was funded by a foreign government that had colonised the country before independence. The second was that the Master Plan was perceived by some to be presenting itself as superior to national policy. The third was that many policy-makers appeared not to make a clear distinction between a plan and a policy, whereas the planners did. In view of this clear misperception ('clear', that is, from the planners' perspectives) the name of the project was changed from the Master Plan for Primary Education (MPPE) Project to the Primary Education Planning Project (PEPP). This change had the dual advantage of removing the term 'Master' and focussing on the processes of planning as much as the plan itself.

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As a result of the change of title of the planning project the title of its main output – a five year plan – also changed - from Master Plan for Primary Education to National Plan for Primary Education. A second change in title, from *National Plan* to the *Five Year Plan for Primary Education* in 1999 emerged in response to the discussions within the Ministry about how and whether to include references to Provincial Plans within the National Plans. This sensitivity arose at a time when provincial authorities working in a sector other than education were questioning the relationship between national and provincial government in the determination of policies and plans.

Thus was the distinction between the policy for primary education and the long term plan for primary education drawn, and space for the MPPE/PEPP negotiated.



4.0 The Planning Cum Training Strategy

As a result of their 1997 assessment of planning activity (then current) the project team decided that the provincial and zonal levels were the most important levels at which improvements in *long term* planning could be made. Shorter-term school management planning, in which planning featured, was the focus of extensive training programmes for school principals organised under the World Bank's General Education Programme 1. The Bank's General Education Programme 2 was expected to continue this programme. The focus of the MPPE/PEPP on provinces and the World Bank on schools were perceived by MPPE/PEPP staff to be complementary.

While the production of plans would be central to the work of the planners at the national, provincial and zonal level, training was also key. This was especially important

at the provincial and zonal levels where few staff had received training in planning. At the national level, some staff had formal training in planning and others had some experience of donor-funded project planning. The pressing issue here was less the training and experience of actors and more the absence of a planning culture or environment in which planners could act and work; an absence of expected processes, structures and timetables of planning. The planning environment was oriented to the short-term needs of politicians or foreign funders.

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If long-term planning was rarely a concern of the National Ministry it was certainly low down on the list of priority activities among the provincial education authorities to whom powers to develop education plans had been devolved under the 13th amendment to the Constitution some nine years earlier. The project set about establishing Provincial Planning Teams (PPTs) in each of the provinces.

Training of these teams went hand in hand with the work of developing plans. The content of training was designed to be very practical. Those who designed training exercises used available zonal and provincial level issues and information. The training was perceived to support the development of plans very directly and immediately. Training exercises became part of the set of 'planning guidelines' that would be drafted and that would emerge eventually as a self-study manual for educational planners. On-the-job plan development and feedback via training workshops would influence the planning guidelines. Training, the development of planning guidelines and the practice of developing plans would feed from and reinforce the other.

The training of Provincial Planning Teams was guided by a national level 'Core Training Team'. The development of the provincial plans was undertaken by the Provincial Planning Teams guided and supported by members of the Core Training Team and other members of the Ministry co-opted to support particular needs (e.g. projections of students and teachers). The training strategy that emerged had four main strands (*PEPP Doc 5*):

Members of the national Core Training Team would develop materials for training for use during training sessions and subsequently revised and edited to become part of a set of self-study planning guidelines

Subsequent to training, members of the Provincial Planning Teams would use the guidelines to support their office work in developing plans, initially a one year plan. They would continue to be supported in this work by members of the Core Planning Team moving around the country to the provinces

Having experienced the development of one year plans the Provincial Planning Teams would move on to developing the 5 year Provincial Plans

The provincial plans would then feed into country plan

This was the planned training and plan development strategy.

4.1 The Strategy in Practice

As explained earlier planning activity at the provincial level was perceived to be fundamental to the planning and training approach. The PPTs comprised the Director of the Provincial Educational Department, the Deputy Director Educational Development, the Deputy

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Director Planning, the Primary Education Co-ordinator, an officer from the finance section and a representative from the Provincial Ministry of Education. Zonal officers, and also Divisional and School level officers were co-opted as necessary and appropriate. The work of the PPTs was guided through workshops and on-the-job training. Planning guidelines were drafted and revised to support the immediate work and to provide guidance for those who would plan for education in the future. The contents of these planning guidelines are presented in *Figure 3.2*. Focused primarily on planning at the provincial level, many of the principles translate well to the national and zonal levels. Available in print form in English, Sinhala and Tamil they were distributed widely among planning officers at the national, provincial and zonal levels. Available since 2002 on the world wide web in English they can be used by members of the EFA planning community world-wide (www.ioe.ac.uk/leid/slpepp).

One-year Provincial Plans were produced during 1997. This provided an experience of systematic planning and created an awareness of the need for longer-term plans. This was followed in 1998 by the start of work to create Six-Year Plans 1999-2004. An internal evaluation of the planning process had revealed skill and knowledge weaknesses in some areas. These included the realism of Goals and Targets; the connections between the diagnosis of provincial primary education issues, the goals and targets and action plans; consideration of options for achieving the same goal/target; and understanding of financial analysis and programme costings (*Sarri, 1999*).

Figure 3.2

Content of the Planning Guidelines

| | |
|--|---|
| 1.0 Introduction | 6.0 Setting Goals and Goal Targets |
| 2.0 The Process of Preparing a Plan | 7.0 Plan Options |
| 2.1 Who should be involved? | 8.0 Plan Elaboration |
| 2.2 The sequence of planning | 9.0 Costing of a Plan |
| 2.3 Planning the plan | 10.0 Monitoring the Plan |
| 2.4 Summary | 10.1 Thinking about monitoring (what and who) |
| 3.0 National Education Policy | 10.2 The role of indicators in monitoring |
| 4.0 Diagnosis of the Primary Education Sector | 10.3 Monitoring schedules |
| 4.1 Socio-economic profile of the province | 11.0 Financing the Plan |
| 4.2 The provincial education system | 12.0 Plan Presentation |
| 4.3 School characteristics | 12.1 Audiences |
| 4.4 Student characteristics and projections | 12.2 Tables and graphs |
| 4.5 Teacher characteristics and projections | 12.3 Presenting tables |
| 4.6 School projections | 12.4 Numbering and sources |
| 4.7 Financing | 12.5 Assumptions |
| 4.8 Quality inputs | 13.0 Documentary Sources |
| 4.9 Management | |
| 5.0 Key Issues Arising from the Diagnosis – Provincial Policy Priorities | |

Source: MPPE/PEPP 1999

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The content of future training reflected attempts to rectify these weaknesses. Over time, slowly, and with considerable support from the national level and the external consultants, some of these would be overcome. Time for trial and error seemed to be very important – and planners needed affirmation for what they had done well, as well as constructive support for what they had not. The external the national, and where possible, the provincial level. The national level staff needed to spend much time supporting those working at the provincial level. Educational decentralisation multiplies considerably the human resource requirements for educational planning. The volume of support and training required at the provincial and the national levels had been under-estimated initially by the project designers. The reader is referred to *Sarri (2001)* and to *Sivagnanam (2001)* for further information on the work at provincial levels.

5.0 Obstacles to Planning

Two types of obstacles presented themselves throughout the implementation of the training cum planning strategy. The first was the turnover of planning staff, especially in the provinces. The second was the time it took for some basic planning criteria and tools to be designed, negotiated, agreed and applied.

5.1 Planner Turnover

The importance of analysing the role of key actors in the policy-planning process over time is most forcibly demonstrated when we recognise the changing composition of the planning teams at provincial level. As *Sarri (1999)* explains:

The composition of provincial planning teams has evolved since the inception of the project: By January 1999, all core members of the PPT had changed in 3 provinces out of total 8 provinces. In addition changes had taken place in composition of some of the 5 PPTs. The turnover rate in PPT staff was estimated to be around 40% (since their establishment in mid 1997) in January 1999. Now, at the time when the SYPPEPs and the FYPPE are about to be officially launched, the turnover of staff in PPTs is estimated to be about 60%.

The rate of staff turnover among the very key members of the PPTs, i.e. Provincial Primary Education Co-ordinators, is 75% over the whole PEPP period. The Co-ordinator has changed in six provinces out of the total of eight. The situation in two provinces (North-Central and North-Western) is exacerbated by the fact that the Co-ordinator has changed twice over the PEPP period. Only in Uva and Sabaragamuwa Provinces has a same person been the Co-ordinator all the time since the inception of the PEPP.

This high rate of turnover, especially of the Primary Education Co-ordinators had implications for continuity, or lack of it, and the need for new staff to be oriented to planning work, the specificities of a province, or both. It had implications for the quality of the draft Six Year Plans that in turn created an unanticipated level of support that needed to be provided from the National Ministry.

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Planners come and go; sometimes they come from and go to role positions that feed constructively one from the other. Sometimes they retire and disappear from the system. Planners facilitate and create change; they also impede change. The movement of some planners from the scene can be a blessing in disguise; of others an impediment to future development; and of others a significant loss of human resource.

5.2 The Absence of Key Planning Norms

Throughout much of the planning period there was an absence of agreement at the highest levels about key planning norms on school rationalisation and on the number of teachers per school. Under their loan agreement with the World Bank the Ministry was reviewing the management and financing of the education system, from Grades 1-13. The Bank was backing the NEC's proposal to re-structure the school system into just two types of school spanning Grades 1-9, and 10-13. Simultaneously it was concerned that the Ministry and provincial authorities improve the efficiency of resource allocation and the equity of teacher deployment between schools.

The work of the MPPE/PEPP depended on these planning norms in various ways. The norms of school restructuring were designed to ensure that schools would achieve minimum student enrolments and to determine which schools would offer education across which grades. The application of these norms would have implications for the number and types of school in each province, and in projected numbers of students per school. In turn the projected student numbers would have implications for the number of teachers per school. The teacher norms were expressed in the form of targets (e.g. the national average teacher: student ratio should be 1:28).

The development of the norms on school restructuring were influenced strongly by political and community resistance to the initial proposals. Though the MPPE/PEPP planners were not themselves responsible for the development of these norms their application would have implications for other technical calculations. The norms on teacher cadres were disputed less but their application by the MPPE/PEPP team was hampered by technical limitations of data.

School re-structuring

As noted above a major plank of the General Education Reforms, supported strongly by the World Bank, was the restructuring of the school system into just two types of schools– those covering Grades 1-9; and those covering Grades 1-8. The reader will recall from Chapter 2 the complexity of the Types and Grade Spans of Schools.

It was partly in response to this long-standing complexity that the NEC decided to recommend a simplification of the school structure. But a more important argument advanced by the NEC was the need to reduce the rate of student dropout from the early years of Secondary School. The NEC reasoned that students would be more likely to stay in school if that school offered

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education up to Grade 9 than if they had to make a transition from a Grade 1-5 school to another offering Grade 6.

The two tiers proposed initially were designed as Grade 1-8 and Grade 9-13 (*NEC 1995*). The Ministry took steps in 1996 (*Circular 1996/31*) to instruct the provinces to begin work on re-structuring, justifying this instruction in terms of the need to rationalise the school network and reduce wastage of scarce resources (*Wehella 2001*). Early in 1997 The Presidential Task Force changed these to Grade 1-9 and Grade 10-13 (*PTF 1997*).

The NEC and the Ministry issued guidelines early in 1997 to Zonal Directors and Zonal Education Planners on school mapping and preparing the ground for the restructuring. A supplementary circular was issued in March 1997 advising the provinces that if any serious inconvenience or hardship for pupils had resulted from the implementation of the previous circular then the provincial authority should take reasonable and proper action. During 1997 and 1998 the implementation of the two-tier plan was meeting with community and political resistance. By 1999 the World Bank Review Mission recognised that policy framework for the school restructuring programme was proving to be a major bottleneck and that it required a revision of planning criteria that were sensitive to ethnicity, religion, the cultural and historical background of schools as well as cost effectiveness. A crucial factor in the call for this revision may have been the realisation that the likely costs of re-structuring were prohibitive. *Gunaratne and Perera (2001)* estimated that it would require US\$ 200 million in civil expenditure and the movement of about 75 percent of all students and teachers from existing schools. The criteria were revised, leaving the previous multi-tier structure more or less intact – and with clearer guidelines on student numbers and class sizes. How the initial development of the criteria occurred, who participated in the process, why the pilot zone was chosen, and why cost estimates had not been undertaken in the initial stages is beyond the scope of the present analysis. But the development and fate of the re-structuring planning criteria illustrates the fluidity of the informational environment in which the MPPE/PEPP planners worked and the criteria they used in calculations. Crucially, the ways in which schools and communities would implement the major primary education reforms was of concern. School principals and the politicians to whom they appeal, unhappy with the closure of their schools, are unlikely to feel well disposed towards a call for radical changes in teaching and learning practices within them.

Teacher Cadres

Alongside the school-restructuring programme the World Bank and the Ministry were developing and implementing criteria for teacher deployment. While partly an issue of efficiency, the more pressing issue was one of equity. There were (and are) enormous variations in the numbers of teachers deployed to schools with similar pupil enrolments.

Using the national norm of 1:28 MPPE/PEPP calculated current and projected teacher shortages and deficits in Grade 1-5. However, the projections of the number of teachers

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needed over a five year period would depend not only on planning targets for the teacher:pupil ratio but also on the number of pupils projected to be enrolling in school in the future. Because of the long-running civil war the most recently available population census was for 1981. How could we use these figures for projecting figures for a period more than 20 years later? This challenge could be addressed only through the imagination, research skills and persistence of the planners; in short, by technical capacity. No politician would be interested in arguing about Goal-based and Trend-based projections; or about varying assumptions about death and migration rates. These are technical issues that interest planners.

A considerable amount of time was spent in the provinces working on pupil and teacher projections with inadequate information, and with planners insufficiently experienced and trained in data analysis. The exercise shifted to the national level and the focused efforts of just 2-3 planners and information managers. For the interested reader a full description, written by *Sugath Mallawarachchi (2001)*, is available on www.ioe.ac.uk/leid/slpepp.

6.0 Networks of Actors

Alongside the strategy of - training while doing and doing while training- was a strategy of establishing close connections with key personnel working in the policy-formulation and implementation bodies. As the project inception report noted:

Close co-ordination between the MPPE project and the broader education reform process will be facilitated in four ways. First, the steering committee includes all key educational decision makers - the Secretary of MEHE, the Additional Secretary for General Education, the Chairman of the National Education Commission (who is currently also the acting Director General of the National Institute of Education) and the Chair of the Presidential Task Force technical committee on primary education. Second, it is likely that the primary and pre-primary technical committee will become a standing committee with a responsibility to monitor all developments, foreign and national-funded in primary education. The MPPE team will report to this committee. Third, the subgroup of the MPPE steering committee proposed on February 28th that a committee be established within the MEHE to monitor all MEHE and foreign-funded projects having a primary education component, include those in NIE. (e.g. ODA Primary English, SIDA/PSDP; SIDA/PSEDP; UNICEF, GTZ, GEP1 and 2; TETD). This primary education committee would be convened by the MPPE Director, and meetings chaired by the special advisor on foreign-funded projects or the Additional Secretary, General Education Division. Fourth, it is likely that an implementation unit will be set up by the MEHE, headed by an Additional Secretary, to oversee the implementation of the National Education Policy Reform and a senior person appointed to oversee developments in primary education. (*MPPE Doc 1:2-3 1997*)

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While this might be described as committee co-ordination, or bureaucratic co-ordination and characterised the earliest thinking of the MPPE/PEPP, we realised early on that, to be effective in moving forward the planning dialogue and process, co-ordination would have many manifestations. These included:

- Recognising and building on complementarities
- Extending the network beyond education
- Deepening the network within education
- Listening to the provinces
- Intra-personal networking

6.1 Recognising and Building on Complementarities

Over time the complementarity of the objectives of the PTF sub-committee and the MPPE/PEPP would become clear. The PTF sub-committee focused on work plans for the almost immediate launch of the reforms in the pilot district. A wide range of preparations were needed – in curriculum design, the assessment of learning outcomes, the physical development of classrooms, training of teachers, and creating public awareness. The ERIU primary education sub-committee developed the work of the *ad hoc* PTF sub-committee further. The speed of the work required of these planning and implementing agencies was well beyond that expected in many more ‘developed’ systems of education.

Given the time span between planning and the proposed date of implementation (less than one year) it was inevitable that most of the planning for the immediate future would be undertaken by a small team based in the ERIU in the Ministry with guidance provided to the provinces.

The work of the MPPE/PEPP focused on the development of plans for the more distant future and on the development of planning capacity. MPPE/PEPP supported plans at the provincial level as well as at the level of the National Ministry. It focused on the costs of plans, and the greater co-ordination of activity and budgetary plans and planning cycles. It also sought to institutionalise planning mechanisms that would serve well the long-term implementation of the reforms into the next century. Its overall Goal was to strengthen the capacity of the national and provincial authorities to plan, manage, monitor and evaluate primary education programmes, within an agreed policy framework. This Goal came to be recognised as substantially different from that of the PTF sub-committee and its successor in the ERIU – whose Goal was to develop implementable workplans to launch and implement the reform in the short term.

Where functions were different but complementary they could feed into and enhance the other. For example, the ERIU prepared orientation booklets for the parents of new entrants

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to Grade 1 in the pilot district of Gampaha in 1998. When the reforms were implemented nation-wide in 1999, MPPE/PEPP organised the funding and distribution of 400,000 booklets, an exercise that was repeated in 2000. Similarly, the ERIU and NIE prepared a useful booklet for school principals setting out in some detail the purpose and outline of the reforms for primary education. Ten thousand copies were produced, one for each school. As part of its awareness programme, MPPE/PEPP revised the booklet and produced it in 100,000 copies, enabling every teacher, numbering about 70,000, not just every school, to have his/her own copy. Additionally every officer (approximately 15,000 persons) was handed his/her own copy. When MPPE/PEPP mobilised provincial planning teams from across the country to present their draft long-term plans to the National Education Commission and to one another in January 1999, members of the ERIU mobilised a panel of teachers to discuss their early experiences of the reforms at the same event. When MPPE/PEPP organised training courses on educational planning in the provinces for provincial and zonal officers, members of the ERIU briefed provincial officers at the same event. Throughout the training phase, MPPE/PEPP made a particular effort to develop training exercises whose content was drawn from the emerging reform context. Establishing connections between the policy, the ongoing implementation and the long term planning was an over-arching goal of the MPPE/PEPP project.

6.2 Extending the Network Beyond Education

MPPE/PEPP was also able to fulfil a number of roles that brought together professionals working in different ways for the implementation of the reform beyond those based in the Ministry of Education. The sponsorship of two national conferences on primary education brought together members of all the key policy, planning and implementing agencies, including the NEC, the ERIU/MEHE, the NIE and the Provincial Education Authorities.

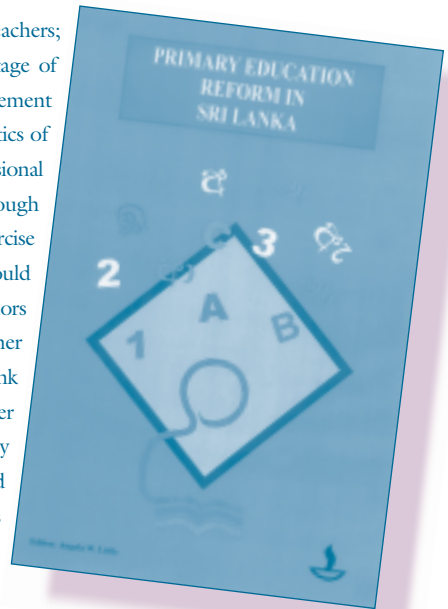
The conference organisers made a special effort to extend the network to the Ministry of Finance and Planning, to its National Planning Division and to the Finance Commission. The work of MPPE/PEPP with the Finance Commission on the development of a separate budget line for primary education laid down a structure for financial allocations that should serve primary education for many years to come. It brought together professionals in the Ministry of Education, the Provincial Ministries and the Ministry of Finance and Planning. It resulted in a change of financial policy and administrative procedure at the highest level.

6.3 Deepening the Network Within Education

The National Conference on Primary Education was an important milestone. Its purpose was two fold: to raise awareness of the Primary Education Reforms Policy and to promote discussion of more specific strategies/sub policies that would act as a bridge between general policy statements and detailed plans of action. It was intended to bring together stakeholders with interests ranging over reforms policy, planning and implementation. Strategy papers were commissioned on the themes of the Education Reforms Policy. The themes included decentralisation and planning; initial and continuing teacher education for teachers at the

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primary stage; career development for primary stage teachers; curriculum and the assessment of learning at the primary stage of education; planning, monitoring and educational management information systems; the supply, demand and cost characteristics of the primary stage of education; career development; professional and administrative support for primary stage teachers. Although strategies or sub-policies failed to emerge clearly from this exercise the papers and discussion raised issues and concerns that would subsequently be raised in other arenas. Some of the authors succeeded in disseminating strategies emerging from other Ministry projects, especially those emerging from World Bank funded projects and focusing on resource allocation and teacher professional development. These would come to be adopted by the National Planning Team. Because the World Bank funded projects did not privilege primary education, the discussions had the effect of gradually raising particular issues at the primary level even within the Bank-sponsored strategies.



Emerging out of some of the papers prepared initially for the first conference was a book on the Primary Education Reform (*Little 2000*). Though none of the papers was of publishable quality in their initial form, the papers' existence marked the starting point for a long and continued professional dialogue about the reforms among a wide range of stakeholders, especially in the national arena. As well as professionals working in the Ministry of Education and Higher Education, these stakeholders included persons from the National Education Commission, the Ministry of Finance and Planning, the Universities and the National Institute of Education. The dialogue, especially that between the editor and the chapter authors, served to clarify and move forward understandings of both the reform and how it could/should be translated into plans and actions. Also because of the elapse of time between the conference and the finalisation of the book, it was possible to include an evaluation of teachers' reactions to the reforms and an early evaluation of the reforms piloted in one district (*Perera and Dharmawardana, 2000*). In short, the process of producing the book served to strengthen MPPE/PEPP professional networks and further the dialogue about the reforms and their implementation via planning. The book itself, published first in English and translated to Sinhala and Tamil, would be used subsequently for dissemination and training purposes among the academic and professional education community.

While the conference brought together national level stakeholders it also brought the provincial officials together with the national. It also underlined the need for the strengthening of networks between the two levels and an improvement of the flow of information about the Goals of the reform.

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The first conference was national in its orientation. Sarvi (1999), who attended the conference as a newcomer to the Sri Lankan education system made the following observation:

The 1997 conference was set within the context of national education policy and emerging reforms defined by the National Education Commission. Hence the discussions and deliberations... were characterised by a 'national' approach and presentations from the 'high table'. The papers presented were not very focussed and did not integrate well with the parameters of the reforms due to lack of awareness and detailed information on the reforms. Such detailed information simply did not exist at the time... It was obvious that there was little awareness among the provincial and lower level officers concerning the implications of decentralisation of powers. The provincial officers expected the MEHE to continue providing rigid instructions to lower levels as in the past and surprisingly many key members of the reforms (community) clearly promoted such an attitude. The impression was that even some of the key members of the reform (community) were not aware of all the implications of empowerment of lower levels of the system.

The core project team learned much from this experience. The provincial level staff wanted and needed more orientation to and knowledge about the reforms. They were keen to know what it was they were supposed to be planning and implementing. The mere fact that the number of conference participants exceeded planned numbers by over 100 percent indicated the depth of interest in the reforms and the Conference. Provincial level staff also wanted clarification over their new found powers under de-centralisation. The policy-makers and planners at the national level also needed to develop new ways of working supportively with the provinces if decentralisation of planning and budgetary control were to take root. In a bureaucratic and hierarchical culture of public administration this supportive and relatively non-directive way of working would present a challenge, not least to the members of the National Core Team. At a more basic level the conference experience made clear the need for training in communication techniques – how to make clear, focused and brief presentations; how to respond to the presentations of others; and how to stimulate and manage debate.

6.4 Listening to the Provinces and the Teachers

A second national conference, a year later, adopted a different focus and restricted attendance to no more than 100. The purpose was to afford the Provincial Planning Teams an opportunity to present their draft planning work to the other teams, and, importantly, to members of the National Education Commission, the body that had formulated the policy. A second purpose was to listen to teachers' accounts of how they were implementing the reforms in pilot district schools. The underlying message of the conference was that there was a great deal to be gained in terms of planning and implementation practice from listening to staff working at the provincial level and to the teachers.

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The work of the provinces and the teachers was privileged and the role of the national level policy-makers and planners was to listen, comment and synthesise. Trials of provincial team presentations were run the day before the formal conference began. Many policy and practice issues in primary education were raised, alongside the planning

issues. However, in contrast with the previous year, they were more grounded and specific. But still many in the provinces were unaware of policy intentions and on implementation possibilities. Planners in the provinces needed more guidance from the centre on strategies, policies and planning criteria. In a final discussion chaired by the Chairperson of the National Education Commission, a list of specific recommendations for action, mostly by the National Ministry, was drawn up. While there was enormous excitement at the end of the conference the list of recommendations was never finally delivered – in the main because no one really knew who had the capacity to pull all necessary threads together and to act on them.

6.5 Communicating with Officers, Teachers, Parents and Students

An important part of the initial planning project had been Output 4, an awareness campaign (*cf. Figure 3.1*). Progress on this was initially slow as the project had little internal capacity for this type of work. The Ministry too had only limited capacity and the PTF had indicated its intentions to undertake some public awareness work.

The MPPE/PEPP Steering Committee discussed the public awareness work on several occasions. The Steering Committee included members of the NEC, NIE and the ERIU. Many discussions were held also with other members of the NEC and with the public awareness sub-committee of the Presidential Task Force. Neither of these bodies had implementing capacity for this type of work. Ideas were canvassed to contribute to a co-ordinated programme.

Print Materials

The MPPE/PEPP activities included the editing and printing of material developed by the NEC (the parents' brochure), the editing and extension of material distributed already to 10,000 principals but extended in content and distributed *en masse* to 70,000 primary stage teachers and 16,000 support officers. Other copies were distributed to educational libraries in Colleges of Education and elsewhere, for use by teacher-educators and teacher-trainees.

The implementation of this programme faced several constraints. These were the lack of knowledge and suitable public awareness agencies in Sri Lanka, a general unfamiliarity among government employees of working with the private sector, an absence of publishing houses, and a dearth of typing agencies able to work in all three national languages. These constraints were eventually overcome by contracting the services of a talented 'co-ordinator' of, mainly conferences, with excellent private sector contacts in printing and the media and a small group

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of skilled English, Sinhala and Tamil typists and copy-editors. Together they published an array of books, booklets and pamphlets.

In short the successful implementation of this component was achieved through a much closer partnership between the team leader of the consultants and a private sector firm than had been envisaged and planned for originally. An unexpected output was an increased capacity for printing and publishing in all three national languages in one private sector firm, the Ministry office and the CEC office.

Although this component was not, strictly, essential to the successful achievement of the project purpose – planning - it was viewed as contributing to the creation of conditions favourable to the *implementation* of the plans at national and provincial level. While the book is important for awareness creation at more senior levels of the education system, the production of the booklet and brochure has been important for awareness creation for every primary school teacher and every parent.

Among the many print materials produced were:

Guidelines for the implementation of the Primary Education Reform: a booklet written for teachers and all other staff who support the work of the teachers, including Ministry Personnel. (Sinhala: 70,000; Tamil: 25,000; English: 5,000).

A Stronger Start in Life: a brochure written for Parents of Grade 1 admissions. (Sinhala: 300,000, 275,000 (reprint); Tamil: 100,000, 75,000 (reprint); English 10,000).

Primary Education Reform in Sri Lanka: a book for teacher-educators, teacher trainees and educational management trainees, education professionals, education economists, curriculum developers (*Little 2000*). The book included the results of an early consultation with teachers about the Reform, and an early evaluation of it in Gampaha. (English 500, Sinhala 1000, Tamil 500). This book is available on the world-wide web at www.ioe.ac.uk/leid/slpepp.

Alongside the print materials were two rather innovative activities that involved every school in the country. The first was a series of music and drama festivals built around the themes of the primary education reform. The second was an invitation to every primary grade teacher to develop teaching and learning aids consistent with the curriculum objectives of the education reform.

Drama

A nation-wide activity in every school - writing, production and staging in every school of a small drama/musical based on one of the themes of the Primary Education Reform, was followed by festivals at the zonal, provincial and national level. Twenty seven schools (3 per province plus 3 extra from the North-East) participated in a National Primary Education

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Programme in July 2000. Two dramas have already been broadcast on T.V. on the strength of contacts with the media made at provincial level.

Production of teaching/learning aids

A country-wide activity by teachers in every school – the design and production of teaching and learning aids (including storybooks) in line with the reformed primary education curriculum, was followed by exhibitions at the zonal, provincial and national level.

An unknown, but extremely large number of teachers and students in every province participated in the above two activities at the provincial, zonal and school levels. An estimated 1,000 students and 500 teachers from all 8 provinces participated in the 3-day National Primary Education Programme held in Colombo.

6.6 Intra-Personal Networking

Initially a core team from staff seconded on a permanent basis to the Primary Education Branch was to have been established. The functions of the core team were twofold: to train and facilitate the development of plans at the provincial level; and to draft the national level plan. In practice permanent secondment was difficult to arrange and by the end of the first year of project implementation only two staff were engaged on the planning work on a permanent and full-time basis. Although part-time regular attachments had been negotiated and agreed in principle, the priorities of their other work (involving work on the World Bank GEP 2 and TETD projects) meant that they were usually unavailable for the MPPE/PEPP work. An alternative strategy emerged: to co-opt Ministry staff as and when work on specific tasks was required; and to supplement this with local consultancy inputs as necessary. This arrangement became the norm as the planning work progressed. It had the advantage of involving staff in the work of the MPPE/PEPP who were simultaneously involved in other planning work elsewhere in the Ministry but with which MPPE/PEPP wished to co-ordinate its efforts.

In addition to the various inter-personal interactions within the network outlined above we also became aware over time of the value for the planning work of intra-personal co-ordinations, over space and time.

Multiple roles

In an effort to forge stronger links between MPPE/ PEPP and the planning work of those involved in the World Bank projects individuals involve themselves periodically in the work of each other. Because the same person is involved in both sets of activities, the activities stand a better chance of co-ordination. A good example is cited by *Sarvi (2001)*:

The current PEPP Project Director who started his work in the beginning of 1998 has been promoting an integral approach in utilisation of PPMD (former PPRD) staff members. When feasible the PEPP Director accompanied GEP II awareness team in the field.

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Among the members of this awareness training team were the same officers who were expected to contribute as members of the PEPP's national core training team. In this arrangement, both GEPII issues and PEPP issues were dealt with in the field and it appears that this arrangement was effective. Firstly it ensured better availability and involvement of the PPMD staff in the activities of the PEPP. Secondly, this arrangement ensured a better two way information flow: the PEPP Director was regularly updated on the latest thinking in GEP II, and vice versa. Thirdly, a better basis for co-ordination between the GEPII and the PEPP was established.

Overlapping memberships of committees provides another example of the same principle. The ERIU sub-committee for primary education and the Steering Committee of MPPE/PEPP had distinct but overlapping membership. Key members of the ERIU sub-committee were co-opted to the MPPE/ PEPP Steering Committee. As these persons had also chaired/deputy chaired the PTF sub-committee earlier they were in a good position to inform, influence and support. This increased the potential of information sharing, of mutual influence and complementarity of function.

Multiple Roles Across Time

It became apparent that the mobility of staff, especially senior staff, across roles across time, was also an important element in the building of consensus about the reforms and of support for the emergent Five Year Plan and for implementing the short-term plans. Six brief case histories presented in *Figure 3.3* illustrate the point. The cases presented in *Figure 3.3* illustrate how some people, over a period of time, adopt different roles, bringing to the new role their involvement in a prior stage of the policy – planning – implementation process. Policy formulators move into more senior planning and implementing positions. Monitors and evaluators move into more senior planning positions. Provincial officers move to the national level. There is nothing unique about such a process. Professionals everywhere move to new positions, taking with them their experience of previous roles. But in the academic discussions of policy, planning and implementation the individual histories of the actors who adopt these roles are often overlooked. It may be suggested that where the roles of policy formulator and planner are vested in the same actor or agency, over time, the chances of a fuller translation of policy intent into planning goals increase. Empowerment is important not only for teachers but also for planners.

7.0 The Language of Planning

The multi-lingual character of Sri Lanka was described in chapter 2 and reference was made above to the need to publish awareness materials in multiple languages. The official languages of government administration at national and provincial level are Sinhala and Tamil. Circulars sent by the Ministry of Education to the provinces and the schools are sent in either Sinhala or Tamil, depending on the language of the majority population in a particular area. English is used in some documents, and especially in those that need to be used in negotiations with external partners.

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Figure 3.3

Case Histories of Policy-Formulators, Planners and Implementers

The Secretary to the NEC from its inception in 1991 moves to the Ministry and the Education Reforms Implementation Unit as its Director General in 1999, thus moving from policy formulator to policy planner and implementer.

A Presidential Adviser on Education and Health, appointed in 1996, becomes the Vice Chair (Policy) of the National Education Commission in 1996, a member of the Presidential Task Force on Education Reform in 1997, and Secretary of Education in the Ministry of Education and Higher Education in 2000, thus moving from policy formulator to policy planner and policy implementer .

A former Director Primary Education 1972-1980, works on donor-funded primary education programmes at the district and national levels between 1982-1994, joins the Academic Affairs Board of the National Institute of Education in 1988, becomes a member of the National Education Commission 1996-2001, chairs the Presidential Task Force Technical Committee on primary and early childhood education 1996-7, is a member of the Primary Committee of the Education Reforms Implementation Unit from 1997, is again appointed to the National Education Commission in 2001, is a member of the MPPE/PEPP Steering Committee 1997-2001, and is a consultant on Primary Education and Early Childhood Care and Development at the National Institute of Education from 2002.

A Director of Primary Education within NIE, 1996 - 1999, is Deputy Chair of the Presidential Task Force Technical Committee on primary education and early childhood education 1996-7, is a member of the Steering Committee of MPPE/PEPP 1997-2001, becomes Assistant Director General of the National Institute of Education in 2000 and Additional Secretary, Educational Development in the Ministry of Education in 2001.

A Deputy Director of a donor-funded programme for educational development in the plantation sector and with responsibilities for monitoring and evaluation (1990-97), as well for the co-ordination of all projects funded by that donor (1993-1997), becomes MPPE/PEPP Project Director 1998-2001 and in 2001 the Director of the Primary Education Branch.

A Deputy Director of Education, with responsibility for primary education and planning in one of the provinces, becomes a Deputy Director of Education within the Primary Education Branch.

The involvement of external partners in MPPE/PEPP meant that English was used orally and in writing for some planning and training activities. Wherever possible, all three languages were used, facilitated by the tri-lingual skills of a small number of key actors.

A major and concerted effort was made to publish key planning documents – especially the Five Year Plan, the abridged versions of the Provincial Six Year Plans, the Planning Guidelines,

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books and booklets – in all three national languages. In some cases documents were published in all three languages within the same covers with key planning information presented in the same table under tri-lingual headings.

Though not envisaged in the original project design, the translation and production of planning documents became a publishing project in itself. The Ministry mainstream did not have the capacity to produce and translate planning documents in multiple languages for a mass audience to an acceptable standard of quality. The project status of the MPPE/PEPP with its grant from an external partner provided the financial flexibility to enter a partnership with a small private sector company that was able to organise and co-ordinate the writing, editing, printing chain of activities. The Ministry with its strict financial regulations and its tradition of servicing itself or ‘buying’ services from other government departments, would never in the four year life of the planning work, have been able to produce documents to the standard and with the speed of a small private sector firm.

In most cases the initial planning work was undertaken in English. In retrospect this was a mistake, especially at the provincial level, where the English writing facility of most officers was severely limited. It was less of a problem at national level, though even here draft text needed to be substantially re-worked. An alternative (albeit more costly) strategy would have been for planners to write in their language of choice and to have organised extensive translation from an early stage of plan development.

This experience will resonate in many countries where English, French or Spanish is not the language of national or provincial educational planning. An international language needs to be used at the interface of the international and national; but official and national languages need to be used at the interface of the national and intra-national.

8.0 The Interface Between Development Planning and Educational Planning Environments

Much of the literature on education planning stresses the importance of embedding educational planning within national development planning cycles, routines and disciplines. The recent EFA literature makes a similar point. The Dakar FFA indicates that National EFA Plans will ‘achieve a synergy of all human development efforts, through its inclusion in the national development planning framework and process’. The generic criteria for assessing the credibility of National EFA Plans produced recently by UNESCO indicates that the criteria are designed to ‘ensure that the National EFA plans are in line with national development frameworks in general’. The problem with this otherwise laudable intention lies with the quality of that broader process. Novel planning processes or cultures, such as those being pursued within the MPPE/PEPP project struggled to survive in a sea of familiar and traditional practice.

Towards the end of 1998 the Ministry of Finance and Planning began a rapid process of developing a Six Year Development Plan for all economic and social sectors. The Policy,

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Planning and Monitoring Division of the Ministry of Education and Higher Education produced The Six Year Development Programme for Education. All Ministries were given a period of just two months within which to prepare their six year programmes.

This request and the planning work that ensued re-affirmed the dominance of the top-down planning cultures of national government administration. In spite of provincial decentralisation, the National Ministry assumes that national, multi-sector Six Year Plans can be prepared within the space of just two months. In some very general sense this can be achieved. If the national plan comprises a listing of ‘thrust areas’ that in turn derive from national policies already developed, then the time-scale is not unrealistic. But if the plan comprises goals, objectives and activities identified, implementation agencies consulted, responsibilities identified, activities costed, resource gaps identified and monitoring and evaluation frameworks established, then two months is an extremely limited period of time - even in the most efficient of government administrations.

The chapter on Education in the Six Year Plan was structured around ‘thrust’ areas identified by the MFP drawn in turn from the National Education Reform Proposals. Three of the thrust areas related to general education, and two to higher education. The three thrusts in general education were:

- Improvement of the Quality of Education through curriculum development, teacher training and the provision of quality inputs
- Extension of Educational Opportunities for non school-going students through expansion of school facilities to absorb non school-going children, and the provision of literacy programmes for adult illiterate groups
- Organisation and Management of the Education System through the reorganisation of schools on the basis of school mapping, the development of Senior Secondary schools, the development of schools in disadvantaged areas, the strengthening and functioning of MEHE and the strengthening of the provision of educational administration

But the initial plan was also put together in the Ministry without reference to either the planning work of MPPE/PEPP, a set of planning activities far advanced at that time. The familiar planning culture of Government Ministries – short-term and driven by political considerations – created expectations and work practices that put to one side the considerable amount of educational planning ongoing in the Ministry, that might have been helpful.

One reason for the apparent lack of co-ordination of planning efforts was structural. This took at least two forms. First, the Ministry was subject to several reviews of organisation and proposed re-organisations. For a long period of time the post of Additional Secretary for Policy

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and Planning remained vacant. No one in the Ministry had overall responsibility for and oversight of all on-going work in educational planning. A second reason for the apparent lack of co-ordination was the difference in foci and locations of the three other bodies undertaking much of the planning work. The ERIU was, by and large, geared to speedy implementation of the primary education reforms in the pilot district. Its Director General reported directly to the President. MPPE/PEPP was located structurally within the Primary Education Branch. But it was a planning project and its officers needed to work very closely with officers in the Planning Division of the Ministry. As such MPPE/PEPP was poised between the Additional Secretary for Educational Development and the Deputy Director General of the Policy, Planning and Review (later to become the Policy, Planning and Monitoring) Division. GEP2 focused its efforts on the entire general education span, and did not present its various planning and implementation activities by sub stages of education.

In the meantime MPPE/PEPP stayed on course to develop and launch eight provincial plans and a country plan for primary education. The launch of the provincial plans in July 2000 followed by the launch of the country plan two months later represented the culmination of an enormous amount of planning work undertaken at many levels of the planning system, from National Ministry to Schools. Long-term plans have been developed at the national and provincial levels. Annual work plans have also been developed at these levels, and also at the zonal and school levels.

The above example underlines the enduring power of traditional and familiar planning cultures, oriented to short-term and often political requirements. Novel approaches to medium and short term planning, however consistent they may be with a sustained approach to EFA, can find themselves ignored at best and submerged at worst in the struggle for survival.

The Dakar FFA stresses the importance of integrating the EFA planning process into wider development planning frameworks. Sound in principle, it assumes that the planning processes inherent in these wider frameworks are conducive to participation, consultation and long-range objectives. The above account suggests that these characteristics cannot be taken for granted.

9.0 Environmental Flux

This final section returns to the question of the environment within which the planning process was located. Chapter 2 described aspects of the policy and planning environments that set the conditions within which the MPPE/PEPP began to operate. But several aspects of the environments beyond the Ministry and from which the planning process drew support and legitimacy were themselves changing. Throughout the project the project managers met frequent challenges posed by fluidity of the political and internal security environments. Although this flux originated outside the Ministry it impinged on its work.

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9.1 Civil Strife and Internal Security

The internal security environment was also in a state of constant flux throughout the period of the project. The civil war continued unabated and the President survived an attempt on her life. Staff in the North-East Province maintained their involvement in development of the long term plans for education throughout.

Throughout the period during which FYPPE was developed, there was no democratically-elected provincial council operating in the North-East. The Provincial Ministries were directly responsible to the President-appointed Provincial Governor. Some parts of the province were controlled by the government and some by the Liberation Tigers of Tamil Eelam (LTTE). The areas under the control of the LTTE were referred to in government circles as the 'uncleared areas'. The MPPE/PEPP Planning Team members in both the North-East Province and in the central Ministry in Colombo worked under an atmosphere of great uncertainty. Travelling and communication within the province and between the province and other provinces was difficult. However, the North-East Provincial Education Secretary showed great interest in the preparation of a long term development plan for primary education in his province. As the MPPE/PEPP director would later describe:

The strong leadership given by the Provincial Education Secretary, the commendable partnership and working understanding evinced by this Secretary and the Provincial Director of Education and the strategies adopted by them to create a conducive environment for primary education planning motivated the NE Provincial Planning Team to work with a missionary zeal. (*MPPE/PEPP project director, May 2002*).

In order to prepare their Six Year Provincial Primary Education Plan (SYPPEP), the North-East planning team created a structure and process different from that which emerged in the other provinces. While the other teams' associated officers located in the province and the zones, the North-East provincial planning team established district level planning teams in each of the eight districts in the North-East. Elsewhere, the main unit for planning had been superseded by the province and the zone. Additional or *ad hoc* district planning teams were established to cover the areas not controlled by the government security forces. Each of the 24 zones was represented within its respective district or within an ad hoc district created especially to ensure the inclusion of all schools, whether located in uncleared areas or not. This structure facilitated the participation of personnel at zonal, divisional and school level in the collection of necessary information for primary education planning. The contribution by these personnel at different levels was not confined to providing information. They were actively involved in all the stages of the process of planning the SYPPEP. A strong sense of plan 'ownership' emerged, a strength that was perhaps greater than in areas where the impact of the civil war was less. At the centre, in Colombo, the Project Director was able to guide and support this structure and process for planning. His ability derived in large measure from his own background as a Tamil-medium student and teacher in the North, his ability to work in all three national languages,

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and his previous experience of working in programmes that required strong direction at both the national and provincial levels.

9.2 Political Flux

Provincial elections were held in April 1999. Presidential elections were held in June 2000. Parliamentary elections were held in October 2000. Prior to each election some education staff would be called for election duty, offices closed, dates of meetings and conferences postponed. After each election, holders of political posts and some holders of education posts would change. Creating and maintaining dialogue with politicians at both the national and provincial level was something that the technicians inside the Ministry and the MPPE/ PEPP needed to do after each election. To inform and secure support from a group of Provincial Chief Ministers and their Secretaries, the Provincial Education Ministers and their Secretaries, and the Provincial Directors of Education was no mean task for an education officer. Few politicians could be expected to know and be interested in the fine detail of education plans. Few of the politicians could expect to be in post long enough to follow a plan to which they have been a signatory, through to its implementation. Their concerns were more immediate and focused on the next set of elections. Yet the education planners needed their support for their painstaking work. Thus the relationships between the planners and the politicians were in need of constant renewal.

The value of the *Haddad-Demsky* PPP model lies in its recognition of the political dimension of the policy-planning interface. Sri Lanka is a country in which national and local politicians are heavily involved in education, from the stage of policy- formulation, through planning to day-to-day implementation at the school level. The symbiotic relationship between teachers, politicians and education officers, especially at the local level, is well understood. Some refer to the involvement of politicians at this level, especially in matters concerning teacher deployment and transfer, as ‘unhealthy interference’. Others acknowledge the involvement as part of the culture of educational practice.

Given their role in educational life in Sri Lanka, MPPE/PEPP planners considered ways of involving politicians in the development of educational plans deliberately and systematically. The need to ‘get the politicians on board’ was tempered by the knowledge that politicians come and go. The vagaries of democratic and not so democratic elections, combined with the regular swings of political mood in Sri Lanka, mean that some politicians stay awhile in a post, others move around, while yet others disappear from the political scene altogether. Having ‘got the politicians on board’ education planners and implementers cannot depend on sustained political support for the policy – planning – implementation phases of reform. This is especially so in the case of long-term planning and long-term implementation phases.

When the planning time target is distant, planners must keep their eye on that target and not bend with the political winds. Planners have technical skills that politicians do not possess. The

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average planner is usually in his/her job for much longer than the average politician. Planners can provide some stability and continuity within the policy-planning process. They need to value and build on their own technical skill. They also need to understand the power – the political power – that well-constructed plans convey. As one Ministry insider said:

The availability of long term plans discourages politicians from resorting to ad hoc measures that divert scarce resources to vote catching patchwork and to satisfying politically popular but developmentally unsound demands.... Unhealthy political interference could be prevented if the long-term plan is well formulated incorporating valid and officially accepted norms and criteria to guide the disbursement of funds (*Ministry officer, May 2002*).

Previous experience of the planning-implementation interface would bear out this view. Faced with the plans and the criteria that described how and why particular schools had been included in sub-district development plans oriented to the most disadvantaged communities, politicians who wished to secure financial resources for particular schools found themselves unable to penetrate the education bureaucracy. The plans provided the planners, other education professionals and schools with a technical -rational defence against both political favouritism and punishment.

The Presidential Task Force that produced the initial impetus for the work of MPPE/PEPP was driven strongly by political vision and determination from the highest level. Once the hard and detailed work of planning had started senior politicians in the Ministry needed to be kept informed and briefed on progress. During the period during which MPPE/PEPP undertook its work, it did so under two national level Ministers. In both cases it was MPPE/PEPP that took the initiative to keep the respective Ministers informed periodically of its work. In the more recent case the production in its abridged form of FYPPE occurred just in time for the Minister to present it to all Provincial Ministers of Education at a key meeting. This was extremely important from the planners' point of view. Privately, the new Minister lamented that he had not known about this and several other MPPE/PEPP documents in time for a presentation a few weeks earlier at an international conference. In other words, far from driving or interfering in the work of the planners, the planners had to work in a fairly determined way to get their work noticed by the Minister. There was a degree of anticipation in the planners' approaches to the politicians, second-guessing what it might be to their advantage to know. Occasionally the agendas of both the politicians and planners coincided.

The planners drafted messages and addresses for the Minister at a number of key MPPE/PEPP events. Messages were delivered in person or were read out at national conferences (e.g. January 1999) or at conferences convened especially for Provincial Chief Ministers (e.g. July 2000).

The process of getting the politicians on board at the national level was reproduced at provincial level. Prior to the provincial elections held in June 1999, a few Provincial Councils

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were not controlled by the ruling party at the centre. Despite this, MPPE/ PEPP faced few problems in getting the Provincial Ministers on board while preparing the SYPPEPs. The Provincial Planning Teams were advised by the centre to consult the Provincial Education Ministers at provincial level on a regular basis. The Provincial Ministers welcomed the apparent autonomy given to the provinces in the preparation of province-level plans, irrespective of the political colour at the centre. PEPP staff working at the central Ministry supplemented the contacts between provincial planners and politicians by requesting meetings with the Provincial Ministers in each of the provinces. The central planners briefed the Ministers on the planning objectives of both the SYPPEPs and FYPE 'while driving home the important message that each SYPPEP was a plan of the province by the province for the province' (*MPPE/PEPP Project Director, May 2002*).

After the Provincial Council elections held in June 1999, all the provincial councils came under the control of the ruling political party at the centre.

A few Ministers of the ruling party at the centre relinquished their Portfolios to become Chief Ministers of the Provincial Councils. This led to some national-provincial rivalry for power and prestige. The Chief Ministers of some of the Provincial Councils felt they were on a par with the Cabinet Ministers of the national government and expected to be treated as such.

This thinking among some of the Chief Ministers would manifest itself at an incident at the Chief Ministers' conference organised by MPPE/PEPP in July 2000. The conference had been organised by the planners with the express intention of mobilising continued political support for the plans that had been painstakingly developed in each of the Provinces. It was an opportunity for MPPE/PEPP and the central Ministry to inform the new Chief Ministers of the hard work that had been undertaken in the run up to their election and to solicit their support for the plans as they were moved to the stage of implementation. However, less educational concerns pre-occupied some of the Chief Ministers. The seating plan which had placed national level Ministers, policy-makers and planners and the Deputy British High Commissioner in the front row, with the provincial politicians in the second, symbolised for some the continuing political dominance of the national over the provincial. Three Chief Ministers, feeling that they had not been allocated prominent enough seats on the stage, walked out. On hearing about the seating plan as they entered the hotel three other Chief Ministers decided not to join the meeting. Only the Chief Minister of the Southern Province, the same province as the National Minister's electorate, stayed in his seat and participated in the conference. Most of the newspapers reported the incident. 'No front row seats; CMs walk out' reported *The Island* on July 5th 2000. 'Hamlet Omelette' claimed the mid week *Mirror* on the same day. 'It is the seating and not the subject' concluded the *Sunday Observer* on July 9th 2000. (*see Figure 3.4*) That the incident probably had little to do in the politician's minds with educational policy and planning was demonstrated subsequently. No Chief Minister attempted to impede the implementation of the Provincial Plans – and no Chief Minister resisted future individual approaches by MPPE/PEPP staff. The conference, which had been

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painstakingly planned and organised, was exploited opportunistically by the politicians to take a stand on an issue that was connected only tenuously to the conference agenda.

The creation of the separate budget line for primary education was also considered by MPPE/PEPP staff to be an issue on which political support at the highest levels was required.

Figure 3.4

It is the Seating and Not the Subject -

Extracts from an article by Lucien Rajakarunayake, (*Sunday Observer July 09, 2000*)

The Minister of Education....must have thought it all a matter of not having introduced education reforms much earlier. It would have passed his mind that the reforms should have been in place at the time when most of today's Provincial Chief Ministers were receiving their primary education.

The next time there is a gathering involving Chief Ministers, be it for the discussion of reforms in primary education, or even in the matter of primary health care, it may be necessary to get the Chief of Protocol of the Ministry of Foreign Affairs involved, to get the right advice on seating arrangements for Chief Ministers. Or else, the Ministry of Provincial Councils should have a protocol division of its own.

As the reports say three Chief Ministers walked out of a conference held at the Colombo Taj, because they were not happy with the seating arrangements. They apparently felt snubbed, says a news report, because they were not given seats in the front row of the Head Table....

...One is at a loss to know whether these Chief Ministers equated them in rank with the Minister of Education and Higher Education of the entire country, or whether there was anything special with those seats in the front row of the Head Table. Did they have more cushioning and velvet covering? Were they chairs with armrests, that the chairs in the second row did not have? Did the chairs in the second row have three legs instead of four, or was it the other way around? Whatever it is the Chief Ministers felt they were not treated with the dignity they deserved.

Viceroy or satraps

....(Chief Ministers) are the elected representatives of the people, who believe they are the viceroys, satraps or even regents in their own provinces. They are people used to being paid political "pooja" by the very people who elected them, or would demand such "pooja" as a matter of right. They should be handled with great care, for they have this not so dignified proclivity to walk out of places where they are not given the seats they think they deserve.

....It took many many months for the Vietnamese and the Americans to agree on the shape of the table they would sit at for the negotiations in Paris to end the Vietnam war. It may be necessary for the Ministry of Provincial Affairs to consult experts in protocol as well as furniture designers and arrive at the shape of an appropriate table that could be used at conferences where Cabinet Ministers, Chief Ministers and Diplomats are seated..... At a time when we are talking of greater devolution we simply can't have Chief Ministers walking away because they were not given proper recognition in the seating arrangements.

...it is now important that when reforms in primary education are implemented, children are taught at the very early stages about protocol in seating and the importance of not wanting to sit upon their dignity, if they ever become Chief Ministers or any other prominent politicians in the future.

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It was Ministry practice for the Minister and his Deputy to discuss key issues with Ministry staff on a monthly basis. The separate budget line was placed on one of the agendas by MPPE/PEPP staff. The good inter-personal relations established by MPPE/PEPP staff with members of the Finance Commission and the General Treasury was also important in generating discussion with the politicians at the provincial level. The separate recurrent budget line for primary education was established by the Finance Commission with the political consent of the Provincial Chief Ministers and the Provincial Ministers of Education.

10.0 Conclusion

This chapter has described in some detail the process involved in the development of a long-term plan for primary education in Sri Lanka. It has shown how the development of a plan has been accompanied by a deliberate and systematic attempt to develop planning capacity. It has also demonstrated how planning capacity and responsibilities for planning lie at several levels of the education system on the one hand, and at several levels of the finance system on the other. Educational planning is not the preserve of a small group of persons located at the centre. The process of provincial devolution that started some fourteen years ago, in 1988, has extended the network of activity and financial planning responsibilities considerably. While this extension suggests a wider participation in planners among education officials at least, it has also underlined major challenges for staff development, training and the creation of an environment that supports planning work.

The case study also underlined the importance of establishing, maintaining and extending networks of professional contacts beyond and within education in building consensus around the Goals and activities of EFA plans.

The tensions between planning cultures underlines the challenges that other education planners may face as they attempt to work within the planning cultures that surround broader development planning. The relative power of various planning cultures can conflict with innovative approaches to planning. The development of the long-term plan within a tri-lingual context also raised important issues for EFA planning at the interfaces of the intra-national and national level; and the national-international. If planning is to lead to implementation, it needs to be undertaken in familiar languages. While its presentation to the international EFA community will probably need to be done in an international language – its creation should be in the working languages at the national and intra-national levels.

Planning occurs in political contexts that are sometimes marked by civil war, extremely difficult working conditions and political flux. In the case of Sri Lanka, and despite a civil war, long-term plans for primary education were created for all areas of the country. The special arrangements that emerged in the war torn ‘uncleared’ areas were described, and were shown to create the foundations for the current plans for rehabilitation in the post conflict period.

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The vagaries of political support and interference for the development of EFA plans were described. Political will is acknowledged in the Dakar FFA and also in the Sri Lanka case as fundamental for education reform. But the political dimension extends to many levels of interaction – and ‘interference’. Provincial devolution deepens the imperative for political support and mobilisation. Yet, as the case study showed, educational planners often need to work long and hard at getting politicians ‘on board’ – and in keeping the politicians’ - ‘eyes on the EFA ball’.

The next chapter addresses characteristics of the outcome of the planning process – the Five Year Plan for Primary Education (FYPP)



Chapter 4 **The Five Year Plan for Primary Education (FYPPE)**

1.0 Introduction

This chapter describes the plan outcomes of the process described in Chapter 3. It describes the structure and the content of the Sri Lankan Five Year Plan for Primary Education and its various components: Goals, Targets, Activities, Finances.

It also raises the question of sustainability – both financial and motivational - and the role of constructive monitoring as plans are implemented. In a final section the chapter returns to the planning concerns of the international EFA community, and suggests, provocatively, that the international community's over-riding concern is with financial flows and the processes by which plans are determined. The quality of the educational activities which, ultimately, determine whether or not EFA will be achieved attract less attention than they deserve.

2.0 FYPPE: Structure and Contents

The FYPPE is set out in 4 Chapters, comprises of 50 pages, and is accompanied by a set of technical annexes. Chapter 1 sets out the Context of the Plan. It covers demographic, economic, political and social characteristics of Sri Lanka, the policy context, the national and provincial responsibilities for education, and the role of the Five Year Plan in relation to policy goals.

Chapter 2 provides a profile of the current primary education system, its structure, schools, teachers and students, as well as its financing and management. It concludes with projections of pupils, teachers and schools.

Chapter 3 sets out a framework of Goals, Targets, Programmes and Activities of the FYPPE. Programmes are regarded as clusters or groups of similar or cognate activities. This framework, linking Goals, Targets, Programmes and Activities, represents the heart of the plan. It includes implementation responsibilities by national and provincial authorities. While much of the implementation resides in classrooms, the responsibility for initiating and resourcing most Plan activities lies at either the national or the provincial level.

Chapter 4 sets out the financing needs of this Plan. The financial plan considers the various domestic sources of funding the Plan. It collates the current sources of external finance and estimates projected needs. Chapter 4 also includes a scheme for monitoring of the Plan.

Figure 4.1 sets out the contents of the Plan, and Lists of Annexes, Tables and Figures to accompany the Plan. The lists will look fairly familiar to those who have developed long and medium term country education plans. They cover most, but not all, the content areas suggested in the general criteria for assessing the credibility of EFA plans.

For the interested reader the full Plan is available on www.ioe.ac.uk/leid/slpepp.

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3.0 FYPPE: Goals and Targets

Plans for primary education and for EFA have Goals. Goals are met by the implementation of activities and programmes of activities. Activities need to be planned. This is the activity plan. Funding must be tailored to the activity plan. This tailored suit becomes the financial plan. Funding may derive from sources internal and external to the country. Financial plans for the use of internal and external funds usually need to be drawn up separately to meet the budget disciplines of different funders.

The heart of the Plan is to be found in Chapter 3 of the Plan document. Here the relationship between Policy Goals and Plan Goals are set out. The Plan Goals address all the Policy Goals but, for reasons spelled out in the text, they are presented in a slightly different way.

The Goals for primary education set out in the Sri Lankan Five Year Plan for Primary Education (FYPPE), 2000-2004 are presented below in *Figure 4.2*. Targets for each Goal were designed to reflect each. More than one target was permitted per Goal. Where available, information on the current position was included in the respective targets statements.

The FYPPE Goals and Targets are clearly set out. They were not always so clear. The subject of discussion in many meetings, including national and provincial planning team meetings, steering group meetings, conferences and workshops, the Goals and Targets were worked over by many before being finally pulled together by the project director. While the Goals were guided by the policy documents, their respective national targets were the subject of much negotiation.

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Figure 4.1

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Source: FYPPE 2000

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Figure 4.2

Policy Goals and Targets for Primary Education, FYPPE 2000-2004

| |
|--|
| <p>Goal 1 To ensure the initial enrolment of all boys and girls at the official primary education entry age of 5+ by 2004, thereby laying the base for their completion of the primary education stage</p> |
| <p>Targets:</p> <ol style="list-style-type: none"> 1. Increase the Net Initial Intake rate (NIIR) from 96.71 percent in 1998 to 100 percent by 2004 2. Ensure that the maximum distance to the closest available school from the residence of the Grade 1 child is 2km by 2004 3. Increase the 5-9 years old Net Enrolment Rate (NER) from 96.5 percent in 1998 to 100 percent by 2004 4. Increase the completion rate for primary education from 94.4 percent in 1997 to 98.0 percent by 2004 |
| <p>Goal 2 To increase the levels of learning achievement of all students in the 3 key stages of primary education by 2004</p> |
| <p>Targets:</p> <ol style="list-style-type: none"> 1. Pupils mastering essential learning competencies in all identified areas to reach at least 80 percent in the Key Stages 1, 2 and 3 of primary education, by 2004 2. The percentage of teachers qualified in primary education methods and teaching in Grades 1-5 will increase from 68 percent in 1998 to 100 percent by 2004 3. Each In-Service Adviser (ISA) should make 100 school visits in 100 days per annum by 2001 |
| <p>Goal 3 To improve the quality of primary education management at school, divisional, zonal, provincial and national levels by 2004</p> |
| <p>Targets:</p> <ol style="list-style-type: none"> 1. All new appointments to principal and primary section head positions in schools having Grades 1-5 to be trained in primary education by 2004 2. Principals and primary section heads with training in primary education management to be increased to 100 percent by 2004 3. Appoint primary trained In-Service Advisers, competent in the relevant medium of instruction, to achieve an ISA: primary teacher ratio of 1:70 for both language media, and 1:50 for areas of low population density 4. The maximum number of schools with Grades 1-5 to be supported by a Primary Education Specialist Officer to be 60 by 2001 5. All divisional field unit officers, primary education officers, zonal and provincial primary education officers to be trained in primary education management by 2004 6. Establish an organisational structure for primary education with clear job descriptions, responsibilities and lines of authority by 2002 7. Establish a primary education planning and EMIS systems from national to school level by 2002 |
| <p>Goal 4 To ensure equitable allocation of human and financial resources to primary education by 2003</p> |
| <p>Targets:</p> <ol style="list-style-type: none"> 1. Improve the Teacher Pupil Ratio in the Sinhala medium from 1:28 in 1998 to 1:27 in 2001. Improve the Teacher Pupil Ratio in Tamil medium from 1:41 in 1998 to 1:27 in 2003 2. Formulate and implement a norm-based unit-cost resource allocation mechanism for the supply of 'quality inputs' by 2001 3. In addition to the normal allocation by 2001, 10 percent of the allocation of funds for consumables to be set aside for disadvantaged schools 4. Separate budget programmes for the primary stage at the national, provincial, zonal and school level by 2001 |

Source: FYPPE 2000-2004

Note that this estimate of NIIR includes students enrolled in non-government schools and is therefore higher than the figure of 94% presented in Figure 2.1

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The reader will note that the FYPPE Goals 1 and 2 reflect closely Dakar Goals 2 and 6 (*cf. Figure 1.2 in Chapter 1*). However, with respect to primary education, two additional FYPPE Goals, concerning Management and Resource Allocation, are emphasised. Though these two may also be considered as means to the ends of enrolment and achievement, and might be regarded as strategies, they are elevated to Goal status in order to give them greater status and priority attention.

4.0 FYPPE: Activities

Many groups generated the activities. Crucially, the activities that form the Five Year Plan include

- (i) Activities that were incorporated some years ago within various primary education plans organised by the Ministry and the National Institute of Education (both domestic and foreign funded), and which would still be running during the Plan period;
- (ii) Activities designed by the PTF sub-committee;
- (iii) Activities generated by each of the eight provinces; and
- (iv) New activities that came to be known as a ‘supplementary’ programme.

In other words, the planners did not start with a blank sheet. They interpreted their role to consist, in part, of

- (i) identifying all on-going activities that would run on into the plan period
- (ii) identifying all activities already planned to be initiated during the plan period
- (iii) ordering and synthesising (i) and (ii) within a common framework of Goals
- (iv) identifying gaps. The gap-filling constituted the ‘supplementary’ activities

The identification and collation of all known ongoing and planned activities pertaining to the Plan Goals and their classification within a common framework was in itself no mean task. The common framework came to be referred to as the ‘jigsaw’. ‘Fitting the bits of the jigsaw together to create a single picture’ involved the collation of all known plans. The creation of the ‘supplementary programmes’ was ‘finding the missing pieces’. A similar exercise had never been undertaken in the Ministry.

The documentary sources from which the activities were drawn are presented below in *Figure 4.3*. Though each had been generated through consultations with a range of different groups, it would be fair to say that the views represent the views of education officials rather more than those of parents and teachers. The exception to this would be the Plan of Action for Primary Education of the PTF in whose committee many teachers were represented. Also, the Policy Goals from which most of these documents derive were themselves derived from a round of public hearings, albeit some years ago, in 1992.

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Figure 4.3

Sources of Activities for FYPPE 2000-2004

| |
|---|
| National |
| <ul style="list-style-type: none"> • The Plan of Action (1997–2003) of the Presidential Task Force Sub-committee on Primary Education • The Primary Education Project of the National Institute of Education • The Six Year General Education Plan (1999-2004) of the Ministry of Education and Higher Education • The Six Year Development Programme (1999-2004) of the Ministry of Finance and Policy |
| Special Projects |
| <ul style="list-style-type: none"> • The Teacher Education and Teacher Deployment Project (1997-2001), funded by GOSL and IDA • The Second General Education Project (1998-2002), funded by GOSL and IDA • The Primary English Project (1996-2001), funded by GOSL and DFID • The Primary Mathematics Project (1998-2003), funded by GOSL and DFID • The Teacher Training and Staff Development Project (1998-2003), funded by GOSL and the German Government • The Teacher In-service Project (1998-2003), funded by GOSL and the German Government • The Improvement of Junior Schools (1998-2000), funded by GOSL and the JICA |
| Provincial |
| <ul style="list-style-type: none"> • The Six Year Plan 1999-2004 for Primary Education, Central Province • The Six Year Plan 1999-2004 for Primary Education, North Central Province • The Six Year Plan 1999-2004 for Primary Education, North East Province • The Six Year Plan 1999-2004 for Primary Education, North Western Province • The Six Year Plan 1999-2004 for Primary Education, Sabaragamuwa Province • The Six Year Plan 1999-2004 for Primary Education, Southern Province • The Six Year Plan 1999-2004 for Primary Education, Uva Province • The Six Year Plan 1999-2004 for Primary Education, Western Province |
| Supplementary |
| <p>In addition a set of Supplementary Programmes and Activities (2000-2004) have been designed to enhance the impact of all of the above. These were designed largely by the MPPE/PEPP and discussed at various workshops.</p> |

(approx \$US 640 million), of which Rs 44,664 million is recurrent and Rs 6,597 million capital expenditure. The activities of the supplementary programme were separately costed. It was estimated that Rs 6,755 million (\$US 84 million) would be needed to fund the supplementary programme, of which 77 percent would be for physical provision, 11 percent

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4.1 Constructing the Activity Jigsaw

The construction of the final ‘jigsaw’ required concerted work by a very small number of persons, working within a common framework of understanding Goals, Targets, Activities and implementing responsibilities. ‘Programmes’ were introduced as an intermediate term to group the activities into cognate clusters, and also to signal major implementation responsibilities.

This jigsaw is presented, along with its list of acronyms, in *Annex 2*. It represents the most concise summary of the Plan created to date.

Although *Annex 2* lists each activity, the Appendices to the FYPPE document carry a detailed plan of action and definition of purpose for each supplementary activity. The detailed plans of actions of activity embedded in other plans of action are not included in the FYPPE annexes but are available in other documentation.

For readers outside Sri Lanka, or for donors with little knowledge of the Sri Lankan education landscape, Annex 2 may appear hard to read and understand. That is so, and will also be the case for each and every Education Plan that is developed well in relation to national policy contexts. Whether the Plan is from the UK, Nigeria, the USA, Mali or India an understanding of the complexities of a national system poses the same challenge of communication with partners unfamiliar with the respective national context. External financiers need to gain considerable knowledge of the education sector and know how to ask relevant questions. Internal planners also need considerable knowledge of their education sector if they are to communicate effectively with each other and with those unfamiliar with their system. Both insiders and outsiders need time to build bridges of understanding.

5.0 Financing of the FYPPE

The Financial Plan is contained in Chapter 4 of the FYPPE (www.ioe.ac.uk/leid/slpepp). Presented in just six pages, and supplemented by 25 pages of Appendices, the analysis begins with a consideration of likely domestic.

- (ii) The Provincial Specific Development Grants (Capital) channelled to the provinces directly by the General Treasury based on the joint recommendation of the National Planning Department, the Finance Commission and the Ministry of Provincial Councils and Local Government
- (iii) The Consolidated Fund channelled to the Ministry of Education
- (iv) Foreign loans and grants channelled through the foreign-funded projects of the Ministry

Working with the Finance Commission MPPE/PEPP projected expenditures over the plan period (excluding the supplementary programme). These amounted to Rs 51,261 million

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for training and workshops, 5 percent on equipment and 5 percent on capital grants. This Rs 6,755 million was regarded as the ‘funding gap’.

The substantial costs of school rehabilitation and equipment in the war-torn areas in the provinces of the North and the East were not, eventually included in these estimates. Throughout the period of developing the FYPPE the civil war continued unabated, and it was difficult to judge what should and should not be included in the estimates. The North-East Province Planning Team developed three plan scenarios. The first, costing Rs 7502 million (\$US 93 million), included rehabilitation costs. The second, costing Rs 3749 million (\$ US 46 million) included only the prioritised rehabilitation costs. The third, costing Rs 2810 million (\$US 35 million) included some rehabilitation work in only the Jaffna District. In the end, and with the war continuing unabated, it was decided not to include any rehabilitation work within the FYPPE. There was little risk of this posing a constraint to long-term development in the North-East, as it was anticipated that, in the event of peace, substantial resources for rehabilitation would become available for all sectors. Indeed, the Ministry of Rehabilitation, under a separate programme has included the costs of rehabilitating schools. The early work of the North-East Planning Team contributed substantially to the development of the rehabilitation programme.

The next step was to assess what additional funds might be found from domestic resources to meet this funding gap. Some Rs 5,527 million (\$US 69 million) was estimated to be available from existing domestic and foreign aid sources, thus bridging the gap considerably. Of the remaining Rs 1,228 million (\$US 15 million) a further Rs 909 million, or 74 percent will be met through extra funding from the Ministry of Finance and Planning. Only Rs 319 million (US\$ 4 million) was estimated in March 2001 to be required to be raised externally. For this – and for the extra funding from domestic consolidated funds – proposals were prepared by MPPE/PEPP and by the Policy, Planning and Management Division. By February 2002 this estimate had reduced even further, as yet more unspent funds within one of the World Bank loans were identified for activities within the supplementary programme.

Hence, the amount of estimated, required foreign funding for the Five Year Plan for Primary Education is a fraction of the total estimated expenditure over the period – a mere 0.5 percent of the estimated total expenditure of Rs 58,016 million (\$US 725 million). Thus the previous Chairman of the National Education Commission’s concern – that foreign funds should not be needed in large measure to fund primary education in Sri Lanka – was vindicated. Add to this the extra funding (Rs 909 million) sought from domestic resources, then the estimated expenditure (recurrent and capital) rises by 2.3 percent. The financial analysis concludes that ‘the FYPPE is financially feasible and sustainable’. The MPPE/PEPP director goes further and sets out the rationale for the proposals for extra government funds (*FYPPE 2000-2004, p47*). In so doing he invokes, first, Jomtien and Dakar:

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- The obligation of the government to increase resource availability for ensuring EFA as agreed by the World Declaration at Jomtien in 1990 and re-affirmed at Dakar in 2000
- The commitment of the government to ensure equity and poverty alleviation through increased investment in basic education
- The current level of government funding for basic education is comparatively low by regional standards
- The enforcement of nine years of the Compulsory Education Regulation needs to be supported by provision of adequate educational opportunities targeting the groups that hitherto had no access to basic education

Five general points can be made about the financial planning work.

First, from the beginning, the working premise was that all possible domestic sources of funding needed to be explored for the funding of the Plan. Even when resource gaps were identified further discussion and negotiation with the Finance Commission yielded yet more domestic resource. Only after these were exhausted was it concluded that foreign funds were required for some activities and proposals drawn up. As time has moved on continued under-spending within one of the large World Bank loans has generated resources that can be used for activities consistent with the Bank loan objectives and those of the FYPPE.

Second, the MPPE/PEPP director has established extremely good and close working relationships with colleagues in the Finance Commission and the National Planning Department of the Ministry of Finance and Planning. Educational Planners in the Ministry rarely get involved in the costing of plans. Traditionally, a financial plan is derived as an increment of the previous year's budget, rather than from a costing of planned activities. Traditionally, the Ministry of Education accountant and his staff have handled finance. Financial planning and activity planning are rarely brought together.

Third, the MPPE/PEPP director has attempted to gain a grasp of a multitude of activities ongoing in the provinces and at national level, designed with broadly similar ends in mind but operating discretely. He has endeavoured to bring together the many groups working for primary education but in different units, and in different institutions. The process of networking, described earlier in Chapter 3, contributed enormously to this building of consensus around the plan and the building of a professional community dedicated to primary education.

Fourth is the recognition that one of the FYPPE's Goals is a Financial Goal. Goal 4 is 'Ensuring Equitable Allocation of Human and Financial Resources'. As we saw earlier in Figure 4.2 four targets are attached to this Goal. These are: improving the Teacher Pupil Ratio in each

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medium of instruction and bringing the Tamil medium in line with the Sinhala; implementing a norm-based, unit-cost resource allocation mechanism for the supply of quality inputs; additional allocations for items for disadvantaged schools; and separate budget programmes for the primary stage of education at national, provincial, zonal and school level. This Goal focuses on equity and the allocation of human and financial resources. Hence finance is not only required to fund the plan activities with respect to all Goals but the allocation of resources itself constitutes a plan goal across the five-year period.

Fifth, and finally, is the importance of the final target for the five year period – the creation of separate budget programmes for the primary stage of education at each level of management – from the national Ministry to the school. It may come as a surprise to some readers to learn that Sri Lanka has never created a budget line for primary education within the government budget. Instead, primary education is subsumed under the line ‘General Education’. In part this reflects the fact that, since independence, primary schools have not had a separate institutional existence and identity. As we saw earlier in Chapter 2 only 27.8 percent of all schools could be defined in 1998 as primary schools, or schools offering only Grades 1-5. Most primary education is located within larger institutions. The crucial foundation years of education become subsumed, some might say, lost within the larger institution (*Little 2000*).

Resource allocation and monitoring systems have been unable to allocate money for primary education or to account for how much has been spent at that level.

While the FYPPE was being developed a considerable amount of awareness was raised about the desirability of creating a separate budget line for primary education. Though an easy step in itself – it requires only a relatively simple set of actions from the Finance Commission – traditions die-hard. By the time the FYPPE had been finalised, action had been taken to introduce a separate budget line for primary education. The MEHE budget included the separate budget line for primary education in terms of both capital and recurrent expenditure with effect from 2000. A separate budget line for primary education recurrent expenditure was established in the provincial budgets in 2001. However, the provincial capital budget has not been separated for primary education, as major capital inputs are channelled to the provinces through the ‘special projects’ (e.g. GEP 2, Junior Schools Development project and Development of Schools by Division). These ‘special projects’ fail to distinguish the primary from the post primary grades.

The task remaining for the future is the institutionalisation of the budgetary separation throughout the system, including the school level. If nothing else the separate budget line will give the primary stage of education visible status.

The norm-based formula-funding mechanism (developed within the World Bank’s General Education Programme) will, in principle, ensure a more equitable finance between schools. It is finely tuned by grade of education and should, in principle, ensure more equitable finance

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between grades. Its full implementation will reinforce equitable allocations to and monitoring of resources for primary education.

6.0 Sustainability

The question of financial sustainability was addressed above. Sri Lanka is perhaps in the happy position of not requiring huge injections of external resources to fund her Five Year Plan for Primary Education. If the promised peace comes to the country then the dividend for education in general, and for primary education in particular, should be great. To the extent that several senior political and technical actors remain in post and/or that those who have been involved in promoting, planning and implementing the reforms move into more senior positions (in the way described in Section 6 in Chapter 3), then the omens are good.

One of the strongest, and potentially most durable achievements of the MPPE/PEPP work has been the institutionalisation of the separate budget line for primary education. This has given an identity to primary education that indicates it is deserving of resources and that schools are accountable for their use in the primary grades. The ripple through the system of this line separation has yet to occur but when it does it will promote an enduring focus on these grades. The successful implementation of the NBUCRAM system of resourcing 'quality inputs' for individual schools will also go a long way to ensure an institutional identity for primary education that will outlive individual actors.

Institutionally, monitoring systems and mechanisms are also key in sustaining progress towards EFA. The FYPPE has designed a system that monitors (i) Activity targets; and (ii) Goal Targets (*Figure 4.4*). Note under the heading Primary Education Branch (PEB) the distinction between Activity monitoring and Goal monitoring. This distinction is considered to be very important. The previous EFA Assessment focused on Goal targets. But Goal targets cannot be met without an enormous amount of hard work at all levels, in the implementation stage. Information on progress towards Goals is valuable and motivating – but it cannot substitute for information about the progress on specific activities that, together, will yield progress towards the Goal.

Previous experience of monitoring projects in Sri Lanka has indicated the enormous value of careful monitoring by the respective implementing agencies (usually very near the ground) on a monthly basis (*Little, 1995*).

Monthly monitoring has needed to distinguish (i) the monitoring of progress of activities from (ii) the monitoring of expenditure. Accountants are much more interested in monitoring of expenditure than in monitoring the progress of activities. The same might be said for some representatives of donor and banking agencies whose corporate identities and internal reward systems focus on financial disbursement. But for activities to progress, bottlenecks need to be identified and implementation difficulties resolved. Only if there is progress on the

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implementation of activities will progress towards Targets and the Goals of EFA be made. While monitoring information can, in principle, ‘flow up’ from schools, to divisions, to zones to provinces, to the national level, this plan requires that data should only be requested by those levels that will use it for purposes that enhance the functioning of the system. Most information will be used to address and solve problems at the respective level of implementation.

The monitoring framework is implemented by committees with complementary functions. These are outlined in detail in the plan itself and operate at school, divisional, zonal, provincial and national level. At the national level the Primary Education Branch in the Ministry of Education will feed information to the EFA Committee. This committee will also receive information from agencies involved in the EFA Goals that go beyond primary education. However, this committee, as currently conceived, is essentially an information – receiving committee. It has no implementation responsibilities.

The long term and sustained implementation of EFA plans must also depend on a planning capacity that creates new plans, on an annual, medium and long term basis and on the institutionalisation of job descriptions that enable actors to perform the tasks of planning. The ad hoc creation of a plan to meet the needs and expectations of the international EFA community or of a donor-funded planning project may well assist the achievement of EFA in the short term. However it is unlikely to do so in the longer term if it is not part of or does not contribute to a viable and effective educational planning system, and if technical staff are not expected to perform planning and monitoring tasks. In the run up to Dakar some Ministries worked under extreme pressure to produce plans. Others contracted out the production of the EFA Assessment report to an individual consultant. Neither processes reflected well on planning and information systems in place (or not) within some Ministries of Education. EFA Committees *per se* cannot produce EFA Assessment reports and plans.

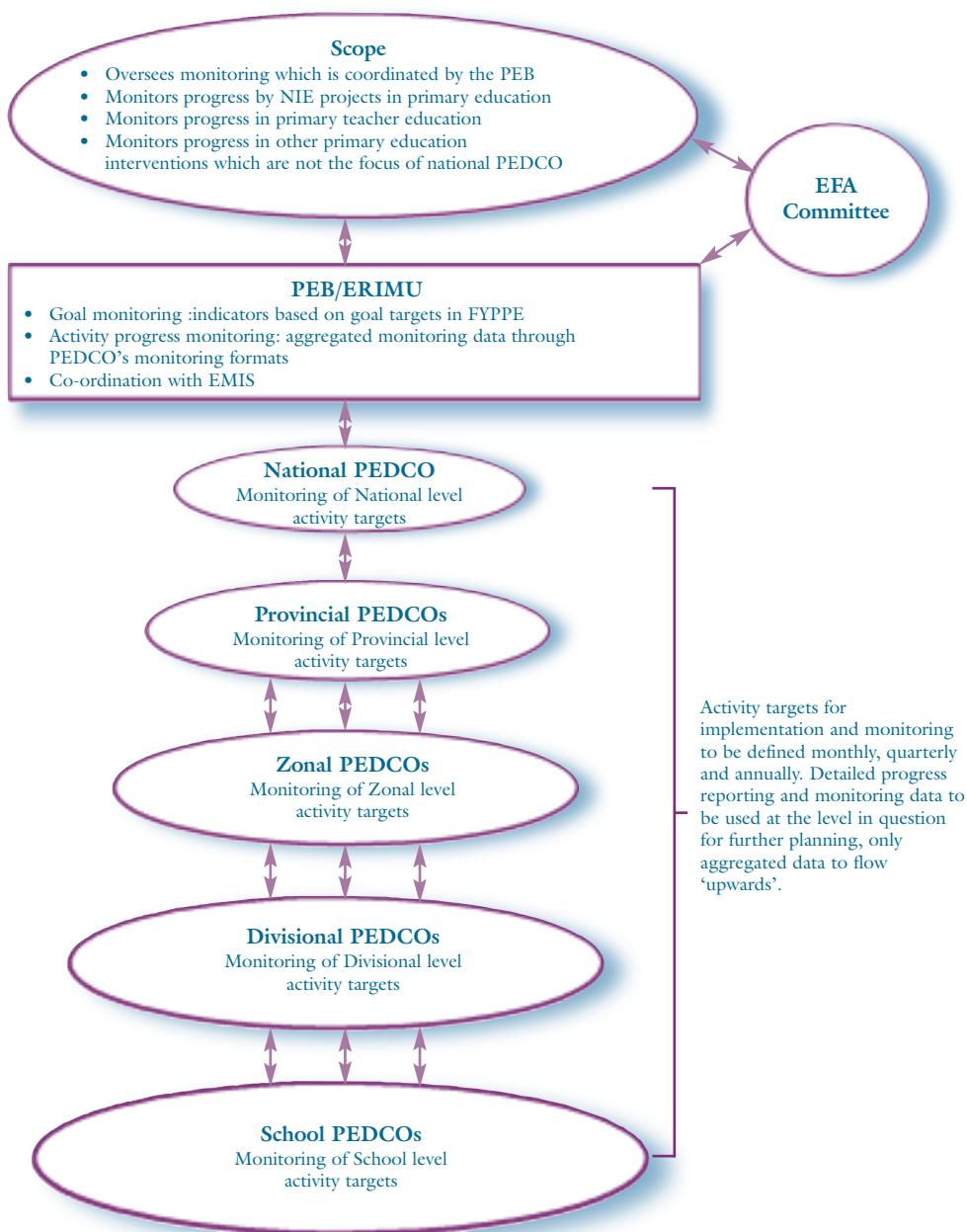
In Sri Lanka, the review of job descriptions within the educational administration is also seen to be necessary. If officers have not been expected to perform regular planning and monitoring duties, and if senior officers have themselves little or no planning experience or expertise it is hardly surprising that some of the externally driven EFA monitoring tasks proved a challenge.

In the follow-up to the launch of the FYPPE a further conference was held to reflect on the work achieved, the process adopted and the challenges ahead. In his paper, the project director set out a scheme – a plan – of job descriptions for those involved in planning, monitoring and information collection and use, and a timetable for the planning of future annual and long term plans. The reader is referred to this paper by *Sivagnanam (2001)* on the web-site for further details (www.ioe.ac.uk/leid/slpepp). The next task is for these to become institutionalised within Ministry practice.

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Figure 4.4

Framework for FYPPE Monitoring



EFA Education for all
EMIS Educational Management Information System
ERIMU Education Reforms Implementation Monitoring Unit

NIE National Institute of Education
PEB Primary Education Branch
PEDCO Primary Education Development Committee

Source: FYPPE 2000-2004

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7.0 Conclusion

This chapter has distinguished between EFA activity plans and EFA financial plans. It has drawn attention to the distinction in the belief that much current planning for EFA is driven more by financial than by activity concerns. The chapter has also demonstrated how, in the Sri Lankan case, the activity and financial planning was undertaken and the relations between them. The activity planning was undertaken in relation to Goals and Targets. The financial planning was undertaken in relation to the proposed activities – but also in relation to anticipated financial flows.

An important and difficult aspect of the activity planning exercise was the construction of the ‘activity jigsaw’, the attempt to locate within the same framework of Goals and Targets ongoing programmes consistent with EFA, and planned programmes. The activity jigsaw attempted to re-conceptualise all foreign aided programmes in terms of the Goals of the FYPPE, and to enable a range of stakeholders (including the donors themselves) to perceive the complementary roles that each played in relation to the country and provincial plans drawn up by the National Ministry and the provincial authorities.

The financial planning work went beyond what has traditionally been the practice of the Ministry of Education in the costing of plans. The planners worked from the premise that all possible domestic sources of finance needed to be explored before seeking foreign funds; that effective working relations needed to be established with the Finance Commission and the Ministry of Finance and Planning; and that projects and programmes needed to be understood discretely and holistically if synergies between them at the national and provincial levels were to be achieved.

The financial planning work was not confined to costings derived from activities. Some of the activities (e.g. norm-based formula-funding) are financial activities and are designed to improve the allocation and use of financial resources to achieve equity. Others include the further institutionalisation of budgetary disciplines that privilege primary education.

Questions of sustainability that went beyond the financial were addressed. These included the use of monitoring systems and the active use of information for formative implementation purposes. The importance of distinguishing and separately monitoring the achievement of activity targets from financial targets was underlined.

Question of job descriptions of planners was raised – and the need to institutionalise these within the Ministry and other planning systems.

Chapter 5

Sri Lanka, Jomtien and Dakar

1.0 Introduction

Chapters 2, 3 and 4 presented the conditions for and the processes and outcomes of a Five Year Plan for Primary Education. Largely, though not exclusively, driven by Sri Lankans and Sri Lankan concerns, the process and product occurred during the Jomtien – Dakar decade but with relatively little reference to either.

In this chapter we explore the influences of Jomtien and Dakar on EFA planning in Sri Lanka, the resonance between the Sri Lankan Goals for Primary Education and the Dakar Goals and the match between the FYPPE and the Dakar criteria for National Plans.

2.0 The Influence of Jomtien and Dakar

It was suggested earlier that both the Jomtien and Dakar Frameworks for Action established connections between *World Goals* for EFA and *National Plans of Activities to meet them*. The important intervening role of national policy formulation had not been emphasised. The Dakar FFA went further than the Jomtien FFA in suggesting that National EFA Fora be established or strengthened to support the achievement of the EFA Goals. But neither FFA emphasised the all-important *national* policy environments and frameworks within which educational planning must take place. Nor had they acknowledged the policy and financial environments at the sub-national levels that are also vital for supporting EFA action on the ground in the classroom.

The account of recent work in educational planning in Sri Lanka presented in Chapters 2, 3 and 4 underlined the importance of the *national policy environment* for educational planning. The National Education Commission and the work of the specialised committees of the Presidential Task Force on Education have provided the all-important policy environments and frameworks within which more recent educational planning and the work of the MPPE/PEPP has in fact taken place.

The lacunae in the Jomtien and Dakar FFAs and the presence of a vibrant, if not always co-ordinated, policy and planning EFA environment in Sri Lanka, raise questions about the influence and interaction of the World Declarations and FFAs on and with National Policies, Plans and Actions. To what extent have Jomtien and Dakar influenced educational policy-formulation and planning in Sri Lanka? The influences of Jomtien and Dakar are best classified as direct and indirect.

2.1 Direct Influence of Jomtien

The direct influence of the Jomtien and Dakar World Declarations and frameworks on policy and planning in Sri Lanka is difficult to trace.

Perhaps because Sri Lanka had already made considerable headway in educational enrolments by the time of the Jomtien Conference on Education, few in Sri Lanka regarded Jomtien as a

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landmark event. Nor did the EFA movement, spurred by Jomtien, have much significance for the Sri Lankan Ministry of Education. By the end of the Jomtien decade and in the run-up to the Dakar Forum, the author convened a meeting of current and former officials of the Ministry of Education. The following provides reflections voiced at that meeting:

Jomtien was considered by several in Sri Lanka to have been important for its focus on out-of-school youth and illiterate adults, as well as those in school. To those who attended the Conference, Jomtien had also seemed a little irrelevant. Sri Lanka's achievements in education were high, her literacy rates exceptionally so. But the irrelevance was tempered by the acclaim from James Grant of UNESCO for Sri Lanka's achievements and the longstanding Buddhist systems of learning, and the realisation that as a member of the international community Sri Lanka had as much to teach others as to learn from them.

Jomtien was also considered important for the way it focused on learning achievement as well as on enrolment. The focus on learning achievement in the Jomtien FFA also stressed, possibly over-stressed, the importance of monitoring learning achievement. Monitoring systems, however 'super', will not in themselves bring about that learning achievement. There is no option but to have a good plan of action to take children through the learning.

The global concern for education expressed at Jomtien was considered by all to be a good thing. No one could disagree with it – but who or what agency was going to follow it up?

A world declaration is not binding. There were no clear targets - and no funding. Countries were expected to set targets but 'we did not do it'. There was no accountability. UNESCO tried through various means, but UNESCO's credibility had declined in Sri Lanka during the 1980s and 1990s. So who was going to push the international agenda for EFA in Sri Lanka? (*quoted in Little and Miller, 2000*).

In Sri Lanka an EFA committee was established in the Ministry soon after Jomtien. But this did not meet regularly and, on the death of its convenor, the committee ceased to meet. When the invitation to attend the mid decade review in Amman was extended to the Ministry, a senior civil servant was nominated by the then Secretary to attend. When the end of decade assessment was requested by the Secretariat of the International Consultative Forum for EFA, a senior civil servant convened a team that worked intensively and with support from staff in the Colombo UNICEF office.

When Sri Lanka was requested to produce a 3 year EFA plan for presentation at a sub-regional conference in April 2001, a year after Dakar, a team was set up for this purpose. A UNESCO-led team worked with the Sri Lankan EFA team for a week. The director of the Ministry's primary education planning project that had, already eight months earlier, produced a FYPPE that had incorporated EFA Goals, was not consulted. Despite the fact that he had already led

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the production of much of the necessary work, he had not been invited to be a member of the Sri Lankan EFA team. This arose simply because the staff who appointed the EFA team were unaware of on-going Ministry work and assumed that they needed to begin the planning exercise with a clean slate to meet the expectations of the international community. In short a parallel planning process had been initiated from the outside and ignored existing processes and structures. Eventually the work that had already been done by the Ministry was incorporated into the EFA plan, but not before considerable efforts by senior Ministry staff to make their work visible.

It might be concluded from the above that the *direct* influence of Jomtien on the processes of educational policy, planning and practice was slight and the functioning of EFA co-ordinating committees less than effective.

2.2 Indirect Influence of Jomtien

A stronger chain of influence of Jomtien in Sri Lanka was *indirect*. The multi- and bi-lateral development agencies and banks were, arguably, more influenced by Jomtien than were national governments. After all, EFA and Jomtien were creatures of the four powerful multi-lateral agencies – UNICEF, the World Bank, UNESCO and UNDP. Before, during and after Jomtien they, together with several of the bi-lateral agencies, embraced some of the Goals of EFA with enthusiasm. In turn these influenced the nature of collaboration with respective national ministries. In the case of Sri Lanka, external financial and technical support for primary education has come from the World Bank, DFID, SIDA, UNICEF and JICA (*Ranaweera, 2000*).

Through their support of the international agenda multi- and bi-lateral agencies have conveyed the international EFA agenda through their programmes in specific countries. Although the agenda may not have been conveyed through programmes of financial assistance as rapidly or effectively as some might have wished, there has nonetheless been some impact.

Figure 5.1 summarises the foreign contributions to primary education channelled through the Ministry of Education and Higher Education covering the period between 1986 and 2003.

The Swedish International Development Authority and the Sri Lanka-German Development Cooperation programmes began their support for primary education well before Jomtien and continued through the Jomtien-Dakar decade. UNICEF too had supported modest initiatives in primary education well before Jomtien but established an eight year programme in the year of Jomtien. JICA, DFID and the World Bank were more recent contributors to primary education in Sri Lanka. Their support for primary education was probably partly determined by EFA policies within the respective organisations. For those agencies whose support predated Jomtien their continued support in the period after Jomtien was reinforced by EFA policies within the agencies that, in turn, had been influenced by Jomtien.

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Figure 5.1

Foreign Contributions to Primary Education 1986-2003

| |
|--|
| SIDA |
| <ul style="list-style-type: none"> Plantation Schools Education Development Project (PSEDP) SEK 143.56 million, July 1986 to December 1998 Primary Schools Development Project (PSDP), SEK 44.58 million, July 1986 to December 1998 Distance Education Project, SEK 60.23 million, July 1986 to December 1999 Special Education Project, SEK 15.14 million, July 1986 to December 1999 Institutional Development of Disadvantaged Schools Project, SEK 5.8 million, July 1992 to December 1998 |
| Sri Lankan – German Development Cooperation |
| <ul style="list-style-type: none"> Sri Pada College of Education Project (SPCoEP), DM 28.38 million, January 1986 to December 1998 Teacher Training and Staff Development Project (TSDP) DM 3.1 million for the 1st phase (through TETD), 1998 to 2003 (primary pre-service teacher training curriculum and teaching/learning materials) Teacher In-Service Project (TIP), 1998 to 2003 |
| UNICEF |
| <ul style="list-style-type: none"> Primary Education Development Project (PEDP), Rs. 32.1 million, 1990 to 1998 |
| JICA |
| <ul style="list-style-type: none"> Development of 302 Model Primary Schools in 302 Divisions, launched in 1998. Rs.1460 million through the Improvement of Junior Schools by Divisions (IJSJ) Project – 1998 to 2000 |
| DFID |
| <ul style="list-style-type: none"> Primary English Language Project (PELP), Sterling Pounds 2.7 million, September 1996 to August 2001 Primary Mathematics Project, (PMP), Sterling Pounds 3.1 million, March 1998 to March 2003 Primary Education Planning Project, (PEPP), Sterling Pounds 1.1 million, February 1997 to March 2000 |
| World Bank |
| <ul style="list-style-type: none"> Second General Education Project (GEP2), US\$ 83.4 million, 1998 to 2003. The important components of the project for Grades 1-5 are in millions: Curriculum Development (US\$14.2), Education Publications (US\$12.3) School Rationalisation (US\$23.9) Quality Inputs (US\$18.3), Libraries (US\$5.9) Management and Planning (US\$6.4), Education Financing (US\$0.8) and Studies (US\$0.7) Teacher Education and Teacher Development Project (TETD), US\$ 79.3 million 1996 to 2001. The important components of the project for Grades 1-5 are in millions: Rationalisation of Teacher Deployment (US\$ 0.2), Rationalisation of Structure and Organisation (US\$ 0.9), Upgrading of Teacher Education Programs (US\$ 3.7), Strengthening of Staff and Management (US\$ 11.8), Strengthening and Upgrading of Teacher Training (US\$ 49.5) and Studies and Monitoring (US\$ 0.3) |

Source: FYPE 2000-2004, Ministry of Education

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2.3 Direct Influence of Dakar

If Jomtien had had little direct influence on educational policy formulation and practice, the international preparations for Dakar had more. EFA began to assume some importance within the Ministry during 1999 due to the direct influence of the EFA 2000 Assessment initiated by the International Consultative Forum for EFA. The Forum had been established in 1991 to monitor progress on EFA, co-ordinate EFA activities, share and exchange information and ideas and foster collaboration. The Forum had been conceived as one of five linked sets of action designed to follow up the World Declaration on Education for All (*Little and Miller, 2000*).

The EFA 2000 Assessment

The EFA 2000 Assessment was a series of national assessments of progress towards EFA. National Assessment Teams were established and their work supported regionally and nationally by various multilateral organisations. In the case of Sri Lanka the team was established in the Ministry and the team worked closely with the NIE and the Department of Examinations. Regional support was rendered by UNESCO New Delhi and UNESCO Bangkok. Nationally, professional support was rendered by UNICEF.

Like many other countries the Sri Lankan Ministry of Education experienced considerable difficulty in preparing the country status report for the Year 2000 Assessment, in advance of the World Education Forum held in Dakar, Senegal. The purpose of the country assessments was to assess progress towards the EFA Goals during the period since Jomtien. The job of compiling the assessment fell to the Ministry of Education and Higher Education, who were supported in their work nationally by a Sri Lankan consultant and an officer of UNICEF, regionally by UNESCO and UNICEF, and internationally by the EFA Forum Secretariat.

Part of the difficulty experienced by many countries in producing the assessment lay in the mismatch between the data available in the National Ministries and the data suggested by the EFA Forum Secretariat (Paris) on the one hand; and the absence of reliable time series data on the other. Considerable work was required by a large team in order to complete the task.

Ministry officials in Sri Lanka perceived the EFA Assessment as very demanding in terms of data location, data collation, data analysis, interpretation and write-up. The quality of the early drafts and presentations at sub-regional meetings by the Ministry team or its representatives attracted criticism from officials of UN organisations involved in various roles to support and facilitate the EFA National Assessments. Some surprise was expressed at the quality of work, in view of the EFA achievements in the country. That said, the exercise succeeded in mobilising a team of staff internal and external to the Ministry around a common task, capacity was developed and reference points for future planning were provided. Significantly, the EFA Assessment also encouraged a team of individuals to bring together in one place all existing plans for educational development that pertained to the Goals of EFA and which had been

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dispersed among several divisions, units and branches of the Ministry hitherto. It also brought together people and information from different Ministries.

Sri Lanka was not alone in finding the assessment exercise extremely challenging. Over time members of the EFA Forum Secretariat in Paris came to define it less as an exercise in the collection or compilation of data, and more as a mobilising and capacity-building process. Indeed in the immediate run-up to Dakar an evaluation of the work of the EFA Forum and its Secretariat indicated that the EFA Assessment had gone further in reviving interest, receiving commitment and re-invigorating action towards the target dimensions of the Framework for Action than any other EFA activity undertaken over the decade (*Little and Miller 2000*).

A member of UNESCO staff who had co-ordinated the Assessment exercise confirmed that the:

EFA Assessment 2000 was NOT essentially a statistical exercise; it was a mobilisation exercise (*Personal communication to author*).

Those involved in the development of the FYPPE in the years immediately prior to Dakar have drawn from some of the EFA documentation, especially that which accompanied the EFA 2000 Assessment. Specifically they selected EFA indicators consistent with the FYPPE Goals and incorporated them in the design of the FYPPE monitoring framework.

Figure 5.2

EFA Goals as stated in the Dakar Framework for Action

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|--|
| <p>Goal 1 Expanding and improving comprehensive childhood care and education, especially for the most vulnerable and disadvantaged children.</p> |
| <p>Goal 2 Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and are able to complete primary education that is free, compulsory and of good quality.</p> |
| <p>Goal 3 Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes</p> |
| <p>Goal 4 Achieving a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults</p> |
| <p>Goal 5 Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality</p> |
| <p>Goal 6 Improving all aspects of the quality of education and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.</p> |

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3.0 Resonance Between the FYPPE and the Dakar EFA Goals

Rather than considering the influences – direct and indirect of Jomtien and Dakar on Sri Lanka - instead we consider next those aspects of the Sri Lankan work that are resonate with the expectations set out in Dakar. *Figure 5.2* reminds the reader of the Dakar Goals introduced initially in Chapter 1.

Dakar Goal 1 – early childhood education – has been addressed for some years by the Children’s Secretariat, established initially under the Ministry of Plan Implementation and placed, subsequently in the Ministry of Women’s Affairs and still later in the Ministry of Social Welfare. Early Childhood Education was addressed by a Presidential Task Force sub-committee on primary and pre-primary education in 1997. In the same year Early Childhood Care and Development were included as an important component of the National Plan of Action for Children. The Presidential Task Force recommended a number of activities to promote early childhood education, there is, to date, no legislation to support them. In 2001 the Ministry of Education set up a committee to work on a National Policy and associated legislation for Early Childhood Care and Development. That work embraced National Goals, implementing responsibilities at both the national and provincial level and a proposal for the establishment of a National Council with representation from a wide range of Ministries and other stakeholders. By 2002, after a change of government, an Inter-Ministerial Advisory Committee on Early Childhood Care and Development was established. The co-ordination of this committee remains the responsibility of the Children’s Secretariat, which is being moved from the Ministry of Women’s Affairs (which will continue to exist) to the Ministry of Health, Nutrition and Social Welfare. For its part, the Ministry of Education’s Primary Education Branch is leading the co-ordination of pre-school education (3-5 years) and is ‘assisting in creating a multi-sector strategy at grass roots level’ (*Interview Director Primary Education Branch Feb 2002*). Work on legislative provision is ongoing.

Although the Ministry of Education has only become involved in developing and supporting programmes for ECCD quite recently, it is clear that many planning and implementing agencies are involved in ECCD provision, giving rise to what some regard as the need for endless and sometimes fruitless inter - and intra - Ministerial ‘co-ordination’. Co-ordinated action on the ground remains some way off.

Dakar Goal 3 is addressed through several of the programmes for secondary education set out in the document of 1997 on *General Education Reforms* and the documents of the National Commission on Vocational and Technical Training. It is also addressed through a number of programmes organised by NGOs and the Youth Services Council. But, given the number of agencies involved in this area there is, as yet, no co-ordinated plan of action.

Dakar Goal 5 – the elimination of gender disparities – is not elevated to the level of national educational policy in Sri Lanka. Gender achievements in terms of access to and quality of basic

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education are remarkably even for most social groups, and have been for much of the 1990s. Where specific disparities have been manifest, for example among girls in the plantations, these have been addressed within more general programmes targeted on the plantation schools.

Dakar Goals 2 and 6 are reflected in the work and documentation of many groups, in particular the Presidential Task Force sub-committee on primary education, and the Education Reforms Implementation Unit set up in 1997 in the Ministry of Education. Most recently, the Primary Education Planning Project (MPPE/PEPP) in the Ministry of Education published eight Provincial Plans for Primary Education (1999-2004) and the Five Year Plan for Primary Education (2000-2004). The development of these was the subject of Chapters 2, 3 and 4.

4.0 Resonance Between the FYPPE and the Dakar Criteria for EFA Plans

The Five Year Plan for Primary Education (FYPPE), developed in the years immediately preceding Dakar, was developed in relation to Sri Lanka's National Policy on Education. Although the FYPPE was developed prior to Dakar its characteristics resonated with several of the criteria for National EFA plans suggested at Dakar. *Figure 5.3* presents a comparison between the criteria for plans set out in the Dakar FFA and FYPPE.

Figure 5.3

Dakar Plan Criteria and FYPPE Characteristics

- The Dakar FFA suggested that National Plans be developed with government leadership in direct and systematic consultation with national civil society. The FYPPE was derived from the National Policy on Education, which in turn had been developed in consultation with members of national civil society.
- The Dakar FFA suggested that National Plans should attract co-ordinated support of all development partners. The plans of all current development partners (provinces, NIE, foreign-funded projects, etc) have been incorporated within the structure of the FYPPE.
- The Dakar FFA suggested that plans should specify reforms addressing all EFA Goals. The FYPPE addresses two of the Goals.
- The Dakar FFA suggested that plans should set in place a sustainable financial framework. The FYPPE presents a costed plan over five years, identifies resource gaps and ways of meeting those gaps from both domestic and foreign sources.
- The Dakar FFA suggested that plans be time-bound and action-oriented. The FYPPE presents an implementation schedule over five years, and is activity-based. Annual implementation plans are expected at the school, zone, province and national levels.
- The Dakar FFA suggested that plans include mid-term performance indicators. The FYPPE presents a detailed framework for the monitoring of the FYPPE goals from school to national level.
- The Dakar FFA suggested that plans achieve a synergy of all human development efforts, through its inclusion in the national development planning framework and process. The FYPPE is consistent with the National six year multi-sector development plan.

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5.0 Conclusion

The influences of Jomtien and Dakar on EFA planning in Sri Lanka have been diffuse and indirect. At the same time much planning for EFA in Sri Lanka is consistent with many of the Dakar expectations. There are many resonances between the Dakar Goals and the Policy Goals embedded in the Five Year Plan for Primary Education. There are resonances too between the Dakar criteria for National Action Plans and the characteristics of the process and outcome of the Five Year Plan for Primary Education.



1.0 Introduction

This final chapter has four objectives. First, it re-visits the conceptual framework of the interface between policy and planning set out in Chapter 1. What aspects of the PPP framework does the Sri Lankan case confirm and what extensions to the framework can it offer? Second, it outlines the lessons that can be learned from the Sri Lankan case for the planning of EFA worldwide. Third, it poses questions for those involved in the development of National EFA Plans. Fourth, it draws attention to the strong financial orientation of current EFA planning processes worldwide and raises a question about whether this is distracting attention from the equally important orientation to the activities that will make EFA happen on the ground.

2.0 The Policy-Planning Process (PPP) Framework

What aspects of the PPP framework does the Sri Lankan case confirm, what aspects does it question and what extensions to the framework can it offer?

2.1 The National and the Provincial

The PPP framework focuses on national policy formulation and its links with national planning. The influences of external agencies, whether multi-lateral or bi-lateral, government or non-government, are treated by the framework as subordinate to the national. The orientation of both the policy and planning is assumed to be national. The Sri Lankan case presented in this monograph fits this assumption. Even if the planning process described in the case presented in this monograph was funded, in part, through external, bi-lateral resources, its orientation has been, throughout, to the Sri Lankan national policy, which in turn grew out of a national political imperative. The goals of the Sri Lankan FYPPE have been derived from a national policy process that was stimulated prior to Jomtien. The process was ongoing throughout the Jomtien decade. It resulted in a Five year Plan for Primary Education some months prior to Dakar.

The PPP framework focuses on national responsibilities for policy formulation and for planning. The Sri Lankan case illustrates the continuing importance of policy-formulation processes at the national level. But it also illustrates the new challenges that arise for EFA planning in the context of provincial devolution and the need for EFA plans at the provincial level that relate to the national but are separable from it.

2.2 The Technical-Rational and the Political

The PPP framework identified two opposing models of the policy-planning process: the technical-rational and the political. The analysis presented in this monograph suggested that the political imperative was paramount in the initial stages of policy-formulation but that there was a significant role for a technical-rational approach at the stage of planning. However even at the stage of planning, and especially at the transition from planning to implementation, the interaction between the political and the technical-rational remained strong. The case of the School Restructuring Programme (SRP) described in Chapter 3 provided an excellent example

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of the interaction of political and technical imperatives at the interface of planning and implementation.

2.3 Policy Adjustment

The PPP framework suggests that policy adjustments occur usually after implementation. The SRP case drew attention to the adjustments to policy and planning that are made prior to the stage of implementation. The adjustments occurred as the national-level work moved to the provincial, and the provincial to the school level. It was at the provincial-school interface that political and community resistance was met and communicated back up the line to the national planners. The national planners were forced back to the drawing board several times. The detail of the scheme finally accepted by the provinces as being implementable was much less radical than that intended by the policy-makers and initially codified by the national planners.

The Sri Lanka case also suggests that there may be an interaction between the scope of a policy, consultation, and the need for policy adjustment. In Chapters 2 and 3 the process of consultation with educators and the general public before and during the stage of National Policy-Formulation was described. The policy that was created was extremely wide ranging in content. Public consultation on the more specific policies that emerged as the National Policy itself became more focused was extremely limited. It was not surprising then that community responses to a specific policy as sensitive as that of school restructuring (which was, in some cases, code for ‘school closures’) were negative. Policy adjustments are more likely to be needed when widespread consultations on specific proposals have not occurred.

2.4 Time

The description of networks and their development over time in Sri Lanka in Chapter 3 underlined the importance of analysing cases over time. Not only is it important to trace how a policy becomes a plan and an implemented series of activities. It is also important to trace the networks of influence on this process *over time*. To the extent that the policy retained its momentum in Sri Lanka is due in large measure to the influence of a small and tightly knit group of people who, at any given time, held a major role plus supplementary roles, and who, over time, moved to even more critical points of influence as the policies moved to the stages of planning and implementation.

People move and structures emerge. In the Sri Lanka case the policy process slowed in the mid 1990s and was in danger of stalling. Planning voids appeared and various planning initiatives and structures emerged to fill those voids. While the various initiatives (of which the MPPE/PEPP was one) were not strongly co-ordinated from the centre they were complementary and fed off each other.

The complementarity revolved around time horizons of plans as well as specific policies. The first two planning initiatives – the Presidential Task Force and the Education Reforms

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Implementation Unit - were designed to develop action plans that would launch and maintain the reforms over their first few years of implementation. The third, the planning and management component contained within the World Bank's General Education and Teacher Education and Teacher Deployment Projects, focused on human, financial and physical resource allocation mechanisms that, once designed and implemented, would support the Reforms over a long period of time. The fourth, the MPPE/PEPP planning initiative, described in detail in Chapters 3 and 4, was designed to create a long-term plan that embraced activities and finances. It drew from the short term action plans of the first two planning initiatives and the allocation mechanisms of the third.

3.0 Lessons from Sri Lanka for the Planning of EFA

Rightly or wrongly, global movements for EFA are driven by powerful inter-governmental organisations. Jomtien, with its renewed call for EFA, was a 'creature of four powerful inter-governmental organisations' (*Little and Miller, 2000, p.8*). Dakar, driven again by these organisations but this time driven by a stronger voice from the Non-Governmental Organisations and National Governments, re-affirmed the EFA commitments. Sri Lanka's voice was silent at Dakar, as were those of many countries striving in their own ways to achieve EFA.

As the views expressed in Chapter 5 revealed, Jomtien was seen by many Sri Lankan educators as a Forum from which to borrow and learn. It was not seen by Sri Lankan EFA planners as a Forum to which to lend or contribute the Sri Lankan experience. Yet Sri Lanka has much practical EFA experience to share with both national and the various international educational communities of the world. The 'international community of education', if it is to warrant the name, must borrow from each and every community as much as it lends to them. So are there lessons that can be learned from the Sri Lankan case for EFA planning communities elsewhere?

3.1 National Policy

The Jomtien and Dakar FFA emphasise the role and importance of National Plans for EFA action. They also emphasise that educational planning is not an end in itself. Educational planning forms the link between policy goals and action on the ground. However, in the transition from World Goals to National Plans of Action, both FFA appear to by-pass national policies for education. Is there an implicit assumption here that World Goals and National Plans of Action *can* be linked directly, with little reference to systems of national and sub-national policy-formulation? The FFA speak to all countries in terms of Common World Goals and National Plans of Action. Though the Generic Political Criteria (*UNESCO 2001*) refer to a 'Public Policy Statement' and National EFA Goals, there seems little scope within the Plans for Policies and Goals that differ from those stated at Dakar.

The Sri Lanka case has demonstrated that the achievement of some of the Goals of EFA is independent of World Declarations and World Frameworks for Action. EFA Goals have long underpinned educational policies in most countries and much can be learned from previous

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attempts to make progress on them. The National Policy Formulation process has been vital to the development of plans for some of the EFA Goals in Sri Lanka.

3.2 Planning at Multiple Levels

The heart of EFA (implementation) activity lies at the country level (Dakar FFA). It could not be otherwise. But where does the heart of much EFA *planning activity* lie – or where should it lie? For some countries the balance of influence on the planning activity is national; in others national and provincial.

In the case of Sri Lanka educational planning lay at many levels and with many actors. In this monograph we described the activities undertaken at the national and provincial levels in the preparation of a long-term plan for primary education. The FYPPE incorporates 8 Six Year Plans developed by each of the provinces and these stand within the body of the country plan, as well as in their own right. The FYPPE and the Provincial Plans have been produced in long and abridged versions. The long versions will be used by key education managers in the Ministry and the provinces. The abridged versions have been distributed very widely.

We did not describe the many processes at the school and divisional level that did occur – and those that should occur in the future as part of an integrated education planning system.

3.3 Plans and Pedagogy

The authors of the ‘Generic Criteria on Process and Content’ (*UNESCO 2001*) designed to support EFA planning teams worldwide devote only a very small space to the ‘exploration of pedagogical mix (i.e. teachers, didactic materials, learning spaces, pedagogical organisation)’. Other criteria (e.g. government commitment, democratic consultation, strategic vision, sector wide approach, sector analysis, practical framework and implementation strategies etc.) attract much more attention and reflect, arguably, the concerns of the external over those of the internal EFA planning community. As far as the achievement of EFA Goals is concerned the most important part of the EFA plans may prove to be those detailed plans that pertain to curriculum and teachers.

In the case of the Sri Lankan FYPPE these vital detailed plans of action are contained in accompanying documents that were developed by educators in the National Institute of Education (e.g. the revised curriculum organisation and content, the revised syllabi for each grade, the in-service teacher training etc). These constitute the plans for ‘the specific mix of activities on the ground, designed to support access and pedagogy’. They are key and have been disseminated to every teacher participating in the primary education reform process.

3.4 Selective Borrowing from the External Community

Although Chapter 5 suggested that Sri Lankan educational policy appears not to have been influenced to a strong degree by the international dialogue, there have nonetheless been some ‘borrowings’ of ideas, especially at the stage of planning. Planners have borrowed from the

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Jomtien and Dakar dialogue and documentation in order to support a particular choice of monitoring indicators or budget justification. The borrowing has been selective rather than wholesale.

3.5 The Language of Planning

To facilitate use by education implementers and development partners, all planning documents have been produced in the three national languages - Sinhala, Tamil and English. They have also been produced in full and abridged formats.

3.6 A Portfolio of Plans for EFA

It is important to understand how FYPPE has been incorporated within Sri Lanka's Three Year Plan of Action (2002-2004). In the sections of the EFA plan that address primary education it is the FYPPE, or extracts from it, that appear. The FYPPE forms much of the EFA plan. Other units and agencies have submitted plans to meet the other Goals. The EFA plan is essentially a *portfolio of plans*. The Dakar FFA suggested that National Plans for EFA should be in place by 2002 at the latest. Although the drafting committee of the Dakar FFA never intended that EFA plans be developed *de novo* to meet the 2002 deadline set in Dakar it is clear that this is the interpretation placed on the FFA by some countries.

The Sri Lankan approach has been to create a plan for primary education that derives from national policy. The plans for primary education have not been created or re-created to meet the Dakar FFA. This plan is then edited and re-presented alongside plans that meet the other Dakar Goals. While some countries may need to create plans *de novo*, others may simply require a translation of existing material into a slightly different format, highlighting the suggested criteria. Since it is unlikely that a single Ministry can develop all plans to meet all the World EFA Goals, the EFA plan is better thought of as a *portfolio of complementary plans*. This at least is the current thinking in Sri Lanka.

4.0 Questions for Planners

In order to translate the Sri Lanka lessons into a form that may be useful to others, a set of ten questions is posed for those involved in the process of developing National EFA Plans, whether as insiders or outsiders.

Previous and current experience of EFA related policies and plans

1. What objectives in current educational policies may be construed as being consistent with EFA Goals?
2. What can be learned from the country's educational history about those factors that have helped and hindered progress towards Goals that may be construed as EFA Goals?

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Using the international dialogue and documentation to support the national

3. How can national policy-makers and planners use the EFA dialogue and documentation, selectively, to support its work?

The Role of National Policy

4. What is the role of the national policy- formulation process in countries that are striving to produce National Action Plans in relation to World Goals by December 2002?

The Production of National EEA Plans

5. If recent and current national exercises have generated goals consistent with the specific Dakar Goals do countries need to be writing a National Action Plan for those Goals?
6. Rather than producing a new plan should not countries be encouraged to present a portfolio of plans produced by different but overlapping groups of planners embraced by an executive summary that synthesises them?

The EEA Planning Community within a Country

7. Who are the planners that have developed the National Action Plans? Where are they located in the relevant administrations? How did they go about their work?
8. What kind of planning system is in place (or needs to put in place) to ensure that annual, medium and long-term activity and finance plans are produced in order to sustain the EFA effort?
9. What kind of monitoring system is in place (or needs to be put in place), and at what levels of the education system, in order to sustain the EFA effort?

Planning cultures beyond education

10. The Dakar FFA calls for the integration of EFA plans within broader development planning frameworks. Do those who manage these ‘development frameworks’ encourage the involvement of civil society?

5.0 Finance and Action for EEA

Throughout this monograph tensions have emerged between (i) the activities that constitute and that lead to the achievement of EFA, and (ii) the finance required to fund those activities. In this final section attention is drawn to the strong financial orientation of current EFA

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planning processes worldwide, and questions whether this is distracting attention from the equally important orientation to the activities that will make EFA happen on the ground.

External financial donors and lenders tend to be most interested in those aspects of EFA plans that require external finance. They are less interested in EFA plans for which no external finance is sought. National governments, strapped for foreign exchange, are also interested in this external finance to varying degrees and for various reasons. The Generic Criteria for EFA plans seem to suggest that the main objective of developing a plan for EFA is to raise finance for EFA. Moreover, the main objective of developing the financial plan for EFA appears to be to mobilise external finance rather than to mobilise internal finance that can be supplemented by the external. The orientation is external rather than internal.

External donors privilege issues of external finance; grassroots teachers privilege activity in the classroom. National planners are caught somewhere in between but are more likely to be influenced by external donors with much needed finance than lowly teachers charged with implementing the activities that will lead to the achievement of the EFA Goals. The desire to grant/lend and to receive/borrow foreign exchange comes to drive educational planning in general and planning for EFA in particular. The desire of donors to grant/lend finance and, in the process, to fulfil commitments made at Dakar, comes to drive the planning criteria for EFA. The National EFA Plan is increasingly seen to be a financial plan (begging the question of the status of the National EFA Plans expected from the many countries of the world, including the UK, which do not need to seek external funding for education).

This orientation on the part of the international community should not surprise us. It is thoroughly consistent with the dominant approach to national and international development since the end of the Second World War. For many 'development' refers to the period of reconstruction and de-colonisation after World War 2 in the economically poorer countries of the South. The period has become known as the 'development decades' (*Bezanson 2000*). For others, development means societal change or progress towards a desired or valued end after and before the end of World War 2. For these development can embrace societal change over millennia.

The development of Development Economics, Development Studies, Development Sociology and Education and Development occurred during the 'development decades'. These fields of study emerged alongside major efforts for change and development, driven by the business of international finance. Explanations of change, developed by social scientists interested mainly in history, were supplemented by analyses of present problems and advocacies for change in the future. Advocacies derived from agencies external to a country were accompanied by financial aid. Analysis, advocacy and external financial aid became inextricably entwined. The analysis of and the advocacy and financial resources *for* education were no exception.

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Some analyses of education in general and EFA in particular focus on the conditions, processes and outcomes of international development assistance to education and development, *with reference to developing countries*. Others focus on the conditions, processes and outcomes of education and development in developing countries, *with reference to international development assistance and other agencies of change*.

The difference in emphasis is important. In the former approach, declarations, policies and strategies of bi and multi-lateral agencies often provide the starting point for analysis. The time-frame of analysis is the present, the recent past and the future. Authors draw conclusions and implications for those who participate in the international development financial assistance effort. Analysts and advocates are drawn from among those who have themselves been involved in the practice of international development assistance. Educational change and more importantly, progress towards EFA Goals which have little connection with international development assistance efforts are of relatively little interest.

In the latter approach, the starting point for analyses is provided by the declarations, policies and strategies of government and non governmental initiatives for change generated at the national and local level. Where it is present, international development financial assistance is viewed as one of *several* influences on both education and ‘development’. It may *or may not* be an important explanation of the conditions, processes and outcomes of education. Analyses and advocacies generated by those *without* connections to the international development assistance effort are, *a priori*, as important as those generated by those *with* connections.

The analysis presented in this monograph conforms to the latter more than the former approach. Rather than addressing the question ‘to what extent has Sri Lanka echoed the calls for EFA made at Jomtien and Dakar and what can Sri Lanka learn from the international community?’ it has asked ‘to what extent have developments towards EFA in Sri Lanka over many years been consistent with the calls of the international community and what can the international community learn from Sri Lanka’s experience?’. The issue of international finance for EFA has been treated in this monograph against the background of the EFA activities for which finance has been sought and the analysis of funding gaps once all domestic sources have been explored.

There is absolutely no doubt that many of the poorest countries do need substantial external resources in order to implement strategies for EFA and the comments above are not intended to detract from this very real need.

Financial plans, domestic finance and, often, external finance are important. But the point at which they become ends in themselves or the major reference point for planning is the point at which, I would suggest, the chances for the achievement of EFA begin to diminish rapidly. Activity plans for EFA developed by committed educators and carefully supported and

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monitored EFA action on the ground deserve parity of status within the culture of planning for EFA. Finance is a means to an end; the end is action for EFA and the contribution EFA can make to the lives of people and development.



Activities Designed to Achieve the MPPE/PEPP Outputs

Output 1: A management system for the preparation of MPPE in operation

- 1.1 Establish MPPE Steering Committee by Feb 1997
- 1.2 Establish MEHE Primary Education Division by March 1997
- 1.3 Set up MPPE preparation team by June 1997
- 1.4 Establish firm linkages with PPRD, MIS and provincial education departments by June 1997
- 1.5 Appoint provincial, zonal and divisional education officers (planning and primary education) by June 1997
- 1.6 Procure and commission vehicle by July 1997
- 1.7 Procure and commission office equipment by Aug 1997
- 1.8 Produce MPPE preparation action plan by Aug 1997

Output 2: National and provincial primary education and planning staff trained

- 2.1 Conduct project orientation exercise by July 1997
- 2.2 Undertake preliminary work to develop planning guidelines by July 1997
- 2.3 Conduct workshop to produce educational planning guidelines by Sept 1997
- 2.4 Initiate provincial one year planning activities using guidelines by Nov 1997
- 2.5 Conduct workshops for planning teams to review plans, revise guidelines and orient planning teams by Jan 1998
- 2.6 Conduct initial training activities for provincial planning teams to prepare 5 year plans by Feb 1998
- 2.7 Conduct initial training for national MPPE team by Jan 1999
- 2.8 Conduct study tour in Asia by Sept 1997
- 2.9 Conduct study tour in Europe by Feb 1999
- 2.10 Complete overseas MA training (2 batches) by Sept 1999
- 2.11 Evaluate planning process at key stages throughout

Output 3: Draft 5 year plans produced and disseminated

- 3.1 Develop and agree TOR for strategy papers by July 1997
- 3.2 Commission strategy studies and conference papers by July 1997
- 3.3 Hold national conference in Nov 1997
- 3.4 Agree strategies by Nov 1997
- 3.5 Develop and agree TOR for planning teams by Jan 1998
- 3.6 Design outline of MPPE document by end Nov 1998
- 3.7 Conduct first planning team review by July 1998
- 3.8 Conduct second planning team review Sept 1998
- 3.9 Produce, translate and disseminate provincial 5 year plans by Nov 1998
- 3.10 Conduct joint planning team workshop by Jan 1998
- 3.11 Incorporate planning teams' work into draft MPPE by Jan 1998

Annex 1

Activities Designed to Achieve the MPPE/PEPP Outputs - *Continued*

| |
|---|
| Output 4: Population consulted and informed about the issues of primary education |
| 4.1 Identify public awareness agencies and potential coordinators by Sept 1997 |
| 4.2 Contract public awareness programme coordinator and team by Feb 1998 |
| 4.3 Design public awareness programme by April 1998 |
| 4.4 Agree public awareness programme design by May 1998 |
| 4.5 Appoint editors of book by Dec 1998 |
| 4.6 Produce audio-visual and printed materials by Jan 1999 |
| 4.7 Commission book chapter authors' revisions by Jan 1999 |
| 4.8 Conduct public awareness programme by April 1999 |
| 4.9 Complete English version of book by Sept 1999 |
| 4.10 Translate book into Sinhala and Tamil Dec 1999 |
| 4.11 Publish books by March 2000 |
| Output 5: Proposals for financing primary education agreed |
| 5.1 Establish planning and finance subcommittee of the MPPE steering committee by July 1997 |
| 5.2 Make Primary Education a separate budget category by Jan 1999 |
| 5.3 Determine MPPE resource requirements by Aug 1999 |
| 5.4 Determine MPPE resource gaps by Aug 1999 |
| 5.5 Prepare and agree project proposals by Oct 1999 |
| 5.6 Secure commitment of funding agencies by Dec 1999 |
| 5.7 Submit proposals to MFP for 'in principle agreement' by Dec 1999 |
| Output 6: Master Plan for primary education agreed and published |
| 6.1 Review and revise draft MPPE by Sept 1999 |
| 6.2 Prepare and agree final MPPE by Oct 1999 |
| 6.3 Translate MPPE into Sinhala and Tamil by Nov 1999 |
| 6.4 Disseminate MPPE by Dec 1999 |
| Output 7: National and Provincial Annual Action Plans initially implemented |
| 7.1 Prepare zonal, provincial and national MPPE Year 1 work plans by Oct 1999 |
| 7.2 Agree Year 1 annual budget by Dec 1999 |
| 7.3 Implement Year 1 action plan by March 2000 |

Source: MPPE 1997

Annex 2

FYPP Goals, Targets, Programmes and Activities

| GOAL 1: To ensure the initial enrolment of all boys and girls at the official primary education entry age of 5+, by 2004, to lay the base for their completion of the primary education stage | | | | | |
|--|------------------|-----------------------------|----------------|------------------|------------|
| <i>TARGET 1:</i> Increase the Net Initial Intake Rate (NIIR) from 96.7 percent in 1998 to 100 percent by 2004 | | | | | |
| <i>TARGET 2:</i> Ensure that the maximum distance to the closest available school from the residence of a Grade 1 child is 2 km by 2004 | | | | | |
| <i>TARGET 3:</i> Increase the 5-9 years old Net Enrolment Ratio (NER) from 96.5 percent in 1998 to 100 percent by 2004 | | | | | |
| <i>TARGET 4:</i> Increase the completion rate for primary education from 94.4 per cent in 1997 to 98.0 percent by 2004 | | | | | |
| Programme: 1.1 Enhancement of Initial Intake | | | | | |
| Activities | Origin of Plan | Implementing Responsibility | | | |
| | | NIE | MEHE | Special Projects | Provincial |
| 1.1.1 Identification of children who will reach school entry age in 2001-2004 and ensuring their enrolment | SYPPEPs & Suppl. | | PEB, SEB, NFEB | | |
| 1.1.2 Annual survey of out of school children | PTFCE | | NFEB | | PDEs |
| 1.1.3 Activating School Attendance Committees (SACs) in 13,913 Grama Niladhari Divisions and strengthening the monitoring of the implementation of Compulsory Education Regulations and award of scholarships to 4,800 pupils of households with economic difficulties | SYPPEPs & Suppl. | | NFEB | | PDEs |
| 1.1.4 Plan of action for out of school children, interest group programmes for 4,700 children, special programmes for street children, annual provision of school uniforms for 5,000 children in 90 literary centres and establishing eight provincial activity schools as a pilot programme | PTFCE & SYGEP | | NFEB | IPEC | PDEs |
| 1.1.5 Improvement of Special Education provisions in 24 special schools and 1,000 Special Education Units in schools and training 30,000 primary education teachers in Special Education | SYGEP & Suppl. | SEP | SEB | | PDEs |
| 1.1.6 Annual provincial level survey to identify disabled children, detection and prevention of childhood disabilities and awareness programmes for parents of disabled children, slow learners and gifted children and training of trainers in Special Education Needs (SEN) (60 per year) | SYPPEPs & SYGEP | | SEB | | PDEs |
| 1.1.7 Programmes targeting disadvantaged communities | Suppl. | | | | |

Annex 2

FYPPE Goals, Targets, Programmes and Activities - *Continued*

| Programme: 1.2 Retention and Completion | | | | | |
|---|--------------------------------|-----------------------------|------|------------------|------------|
| Activities | Origin of Plan | Implementing Responsibility | | | |
| | | NIE | MEHE | Special Projects | Provincial |
| 1.2.1 Improving the learning environment | SYPPEPs | | | | PDEs |
| 1.2.2 Quality improvement in 300 DSD schools | PTFPE | | DSDB | | |
| 1.2.3 Provision of free school uniforms | SYGEP | | ESD | | |
| 1.2.4 Provision of free text books | SYGEP | | ESD | | |
| 1.2.5 Subsidising the cost of public transport of pupils | SYGEP | | ESD | | |
| 1.2.6 Sensitizing parents/community in 13,913 Grama Niladhari Divisions | PTFPE & Suppl. | | | | PDEs |
| 1.2.7 Monitoring of school attendance in 90 Zones | SYPPEPs & Suppl. | | | | PDEs |
| Programme: 1.3 Improving Access | | | | | |
| 1.3.1 Provision of education for refugee and displaced children | SYPPEPs & Suppl. | | | | PDE |
| 1.3.2 Construction of new buildings in 2,400 schools | PTFPE & Suppl. | | SWB | GEP 2 | PDEs |
| 1.3.3 Maintenance of school plants | SYGEP, SYPPEPs & Suppl. | | SWB | | PDEs |
| 1.3.4 Furniture Supply | PTFPE, SYPPEPs, SYGEP & Suppl. | | SWB | | PDEs |
| 1.3.5 Remodelling of 30,000 classrooms | PTFPE, SYPPEPs, SYGEP & Suppl. | | SWB | | PDEs |
| 1.3.6 Setting up of model primary school in each division (300 schools) | PTFPE, SYGEP | | | IJSD | |
| 1.3.7 Providing play area and school garden | PTFPE & SYPPEPs | | | | PDEs |

FYPPE Goals, Targets, Programmes and Activities - *Continued*

| GOAL 2: To increase the levels of learning achievement of all pupils in the 3 Key Stages of Primary Education by 2004 | | | | | | |
|---|---|-----------------------------|------|-----------------------|------------|--|
| TARGET 1: Pupils mastering essential learning competencies in all identified areas will reach at least 80 percent in the Key Stages 1, 2 and 3 in primary education by 2004 | | | | | | |
| TARGET 2: The percentage of teachers qualified in primary education methods and teaching in Grades 1 - 5 will be increased from 68 percent in 1998 to 100 percent by 2004 | | | | | | |
| TARGET 3: Each ISA should make 100 school visits in 100 days per annum by 2001 | | | | | | |
| Programme: 2.1 Curriculum Development and Educational Material Production | | | | | | |
| Activities | Origin of Plan | Implementing Responsibility | | | | |
| | | NIE | MEHE | Special Projects | Provincial | |
| 2.1.1 Development of curriculum policy and process and primary education curriculum | PTFPE, GEP 2 | PEP | | GEP2, PMP & PELP | | |
| 2.1.2 Training of national level curriculum developers and 360 Provincial level curriculum developers | PTFPE, GEP 2 & Suppl. | PEP | PEB | GEP 2 | | |
| 2.1.3 Evaluation of primary education curriculum and textbooks and preparation of improved textbooks and education material | PTFPE, GEP 2 & Suppl. | PEP | EPD | GEP 2 | | |
| 2.1.4 Development of school libraries - provision of library books to 800 primary schools, constructing libraries in 420 grade 1-9 schools and renovation of school library buildings in 1330 grade 1-9 schools | PTFPE & GEP 2 | | SLSB | GEP 2 | PDEs | |
| 2.1.5 Provision of enhanced funds for 'quality inputs' | PTFPE & GEP 2 | PEP | PEB | GEP 2 | PDEs | |
| Programme: 2.2 Teacher Education and Training | | | | | | |
| 2.2.1 Development of pre-service teacher training curriculum for primary education | PTFPE, TSDP, PMP & PELP | PEP | CTE | TSDP, PMP, PELP | | |
| 2.2.2 Training of untrained teachers (1,300 through Teachers' Colleges and 12,700 through distance mode) | SYGEP & Suppl. | DEP | CTE | | | |
| 2.2.3 Establishing a professional development field school for each College of Education | PTFPE | | CTE | | | |
| 2.2.4 Training of 1,000 ISAs and 180 PESOs in new curriculum and strengthening Zonal level support for the annual orientation courses for 69,000 teachers on the new curriculum | PTFPE, GEP 2, PMP, PELP, TIP, SYPEPs & Suppl. | PEP | PEB | GEP 2, PMP, PELP, TIP | PDEs | |
| 2.2.5 Teacher training in specialised methods - multi-grade teaching for 6,000 teachers | PTFPE & Suppl. | PEP | PEB | | PDEs | |
| 2.2.6 Teacher training in specialised methods - assessment of ELC | PTFPE | PEP | | | PDEs | |

Annex 2

FYPPE Goals, Targets, Programmes and Activities - *Continued*

| Programme: 2.2 Teacher Education and Training - <i>Continued</i> | | | | | |
|---|---------------------|-----------------------------|-----------|------------------|------------|
| Activities | Origin of Plan | Implementing Responsibility | | | |
| | | NIE | MEHE | Special Projects | Provincial |
| 2.2.7 Training in SBA for Primary Education Specialist Officers (PESOs), ISAs, Primary Principals/Section Heads and Primary Teachers and continuous monitoring of SBA | PTFPE & Suppl. | PEP | PEB | | PDEs |
| 2.2.8 Establishment of 84 Teacher Centres, annual survey of local teacher needs for training, enrolment of Teachers on broadening and retraining courses at NIE, Universities and NCOEs, conducting of upgrading (15 modules/150 hrs) and refresher (1/2 to 2 days) courses for teachers and establishing 3 Teacher Education Institutes for continuing teacher education | PTFPE, TETD & SYGEP | | NATE, | TETD SWB | PDEs |
| 2.2.9 Training 1,000 ISAs in School-based on-the-job training | Suppl. | | PEB | | PDEs |
| 2.2.10 School family-based professional development in 2,000 school families and supportive supervision by education officers | PTFPE & Suppl. | | PEB | | PDEs |
| Programme: 2.3 Home Support | | | | | |
| 2.3.1 Home School partnership in 3,600 schools | Suppl. | | | | PDEs |
| 2.3.2 Strengthening School Development Societies in 9,402 schools | PTFPE | | PEB & NSB | | PDEs |

Annex 2

FYPP Goals, Targets, Programmes and Activities - *Continued*

| GOAL 3: To improve primary education management at school, divisional field unit, zonal, provincial and national level by 2004 | | | | | |
|--|-----------------------|-----------------------------|------------|------------------|------------|
| <i>TARGET 1:</i> All new appointments to principal and primary section head position in schools having grades 1-5 to be trained in primary education by 2004 | | | | | |
| <i>TARGET 2:</i> Principals and primary section heads with training in primary education management to be increased to 100 percent by 2004 | | | | | |
| <i>TARGET 3:</i> Appoint primary trained ISAs, competent in the relevant medium of instruction, to achieve an ISA:Primary Teacher ratio of 1:70 for both media, and 1:50 for areas of low population density by 2001 | | | | | |
| <i>TARGET 4:</i> The maximum number of schools with grades 1-5 supported by a Primary Education Specialist Officer (PESO) to be 60 by 2001 | | | | | |
| <i>TARGET 5:</i> All Divisional Field Unit Officers, Primary Education Specialist Officers, Zonal and Provincial Primary Education Officers to be trained in primary education management by 2004 | | | | | |
| <i>TARGET 6:</i> Establish an organisational structure for primary education with clear job descriptions, responsibilities and lines of authority by 2002 | | | | | |
| <i>TARGET 7:</i> Establish a primary education planning and EMIS system from national to school level by 2002 | | | | | |
| Programme: 3.1 Deployments and Training of Support Staff | | | | | |
| Activities | Origin of Plan | Implementing Responsibility | | | |
| | | NIE | MEHE | Special Projects | Provincial |
| 3.1.1 Rational deployment of Principals/ Sectional Heads to Primary Schools/Sections | PTFPE & Suppl. | | PPMD | | PDEs |
| 3.1.2 Training of 7,645 Primary School Principals and 2,318 Sectional Heads in primary education management | PTFPE & Suppl. | | PEP & HRDB | | PDEs |
| 3.1.3 Increasing the Cadre for Primary Education ISAs to 1,000 and training them in primary education pedagogy | PTFPE & Suppl. | | PPMD & PEB | | PDEs |
| 3.1.4 Rational deployment of 180 Primary Education Specialist Officers and training all Education Officers in primary education management | PTFPE & Suppl. | | PPMD & PEB | | PDEs |
| 3.1.5 Staff development programme for senior and middle level managers | SYGEP, GEP 2 | | HRDB | GEP 2 | |
| Programme: 3.2 Organisation of Primary Education | | | | | |
| 3.2.1 Organisational Audit | GEP 2, SYGEP & Suppl. | | PPMD | GEP 2 | |
| 3.2.2 Establishing and strengthening primary education units at National, Provincial and Zonal levels | PTFPE & Suppl. | | PEB | | PDEs |
| 3.2.3 Establishing and institutionalising primary education development committees at School, School Family, Divisional, Zonal, Provincial and National levels | PTFPE & SYPPEPs | | PEB | | PDEs |

Annex 2

FYPPE Goals, Targets, Programmes and Activities - *Continued*

| Programme: 3.3 Planning and Information Systems | | | | | |
|---|-----------------------|-----------------------------|------|------------------|------------|
| Activities | Origin of Plan | Implementing Responsibility | | | |
| | | NIE | MEHE | Special Projects | Provincial |
| 3.3.1 Strengthening primary education planning capacity of Provincial Education Units | PTFPE, GEP 2 & Suppl. | | PPMD | GEP 2 | PDEs |
| 3.3.2 Establishing primary education EMIS at school level | Suppl. | | PPMD | | PDEs |
| 3.3.3 Evaluation of plan effectiveness and impact | Suppl. | | PEB | | |

FYPPE Goals, Targets, Programmes and Activities - *Continued*

| GOAL 4: To promote the equitable allocation of Human and Financial Resources to primary education by 2003 | | | | | |
|---|----------------------|-----------------------------|-----------|------------------|------------|
| <p><i>TARGET 1:</i> Improve the TPR in Sinhala medium from 1:28 in 1998 to 1:27 by 2001. Improve the TPR in Tamil medium from 1:41 in 1998 to 1:27 by 2003</p> <p><i>TARGET 2:</i> Formulate and implement a norm-based unit cost resource allocation mechanism for the supply of quantitative and qualitative inputs by 2001</p> <p><i>TARGET 3:</i> In addition to the normal allocation, 10 per cent of the allocation of funds for consumables and capital quality inputs will be set aside for disadvantaged schools by 2001</p> <p><i>TARGET 4:</i> Separate budget programmes for primary to be established at the national, provincial, zonal and school levels by 2001</p> | | | | | |
| Programme: 4.1 Teacher Deployment | | | | | |
| Activities | Origin of Plan | Implementing Responsibility | | | |
| | | NIE | MEHE | Special Projects | Provincial |
| 4.1.1 Rationalisation of teacher deployment | PTFPE, TETD & Suppl. | | PPMD | TETD | PDEs |
| 4.1.2 Recruitment of teachers trained in primary education | PTFPE | | ESC | | PDEs |
| Programme: 4.2 Funding Mechanisms | | | | | |
| 4.2.1 Establishing norm-specific needs based formula funding for primary education | SYGEP | | PPMD & FD | GEP 2 | |
| 4.2.2 Special support to disadvantaged Schools | Suppl. | | | GEP 2 | PDEs |
| 4.2.3 Separate budget programme for primary education at national and provincial levels | Suppl. | | FD | | PDEs |
| 4.2.4 Revision of guidelines and procedures on school-level funds | Suppl. | | FD | | |
| 4.2.5 Training of Principals in Norm Based Unit Cost Resource Allocation Mechanism (NBUCRAM) | GEP 2 & SYGEP | | PPMD | GEP 2 | |

Source: FYPPE 2000-2004

Annex 2

Legend:

| | | | |
|------|---|---------|---|
| CTE | <i>Commissioner, Teacher Education</i> | PDEs | <i>Provincial Directors of Education</i> |
| DEP | <i>Distance Education Project</i> | PEB | <i>Primary Education Branch</i> |
| DSDB | <i>Development of Schools by Division Branch</i> | PELP | <i>Primary English Language Project</i> |
| ELC | <i>Essential Learning Continuum</i> | PEP | <i>Primary Education Project</i> |
| EMIS | <i>Educational Management Information System</i> | PMP | <i>Primary Mathematics Project</i> |
| EPD | <i>Education Publications Department</i> | PPMD | <i>Policy Planning and Management Division</i> |
| ESC | <i>Education Service Committee</i> | PTFCE | <i>Presidential Task Force Technical Committee on Compulsory Education</i> |
| ESD | <i>Education Services Division</i> | PTFPE | <i>Presidential Task Force Technical Committee on Primary Education & Early Childhood Development</i> |
| FD | <i>Finance Division</i> | SBA | <i>School Based Assessment</i> |
| GEP2 | <i>Second General Education Project</i> | SEB | <i>Special Education Branch</i> |
| HRDB | <i>Human Resources Development Branch</i> | SEP | <i>Special Education Project</i> |
| IJSD | <i>Improvement of Junior Schools by Division</i> | SLSB | <i>School Library Services Branch</i> |
| IPEC | <i>International Programme on Elimination of Child Labour</i> | Suppl. | <i>Supplementary Programme</i> |
| ISA | <i>In-Service Adviser</i> | SWB | <i>School Works Branch</i> |
| MEHE | <i>Ministry of Education & Higher Education</i> | SYGEP | <i>Six Year General Education Programme</i> |
| MIS | <i>Management Information System</i> | SYPPEPs | <i>Six Year Provincial Primary Education Plans</i> |
| NATE | <i>National Authority on Teacher Education</i> | TETD | <i>Teacher Education & Teacher Deployment Project</i> |
| NCOE | <i>National College of Education</i> | TIP | <i>Teacher In-service Project</i> |
| NFEB | <i>Non Formal Education Branch</i> | TPR | <i>Teacher Pupil Ratio</i> |
| NIE | <i>National Institute of Education</i> | TSDP | <i>Teacher Training & Staff Development Project</i> |
| NSB | <i>National Schools Branch</i> | | |

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