

**School principals: core actors
in educational improvement**
An analysis of seven Asian countries

prepared for ANTRIEP
by
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Introduction

This volume discusses and describes from a comparative perspective the role of head teachers in seven different Asian countries: Bangladesh, Malaysia, Nepal, Pakistan, the Philippines, Republic of Korea¹, and Sri Lanka.

The report is based on a series of studies written by institutions, which are members of the Asian Network of Training and Research Institutions in Educational Planning (ANTRIEP).² These studies were presented at an international seminar organized in September 2000 in Shanghai on *Better school management: the role of the head teacher*. This introduction first explains why that particular theme was chosen and then presents briefly the socio-economic situation of the seven countries under study.

1. Objectives and scope

The seminar started off from the conviction, supported by much research, that the quality of education primarily depends on the way schools are managed and that the capacity of schools to improve teaching and learning is strongly mediated by the quality of the leadership provided by the head teacher. Most countries have made those conclusions their own and have therefore undertaken actions to support decentralization and to strengthen local management. These reforms invariably affect internal school

1. The adjective 'Korean' is used in this document to refer to the Republic of Korea.
2. More information on this network can be found at the end of this volume.

management and the role of the school heads. The gradual move towards school-based management and enhanced autonomy of schools automatically implies that the educational institutions are entrusted with more responsibilities. It also demands different, non-traditional managerial skills from the head teacher. The way head teachers manage and lead their schools and teachers is not only influenced by their capacities and skills, but as much by recruitment and posting procedures, evaluation practices and by the provision of incentives, such as an attractive career ladder. This implies that, in order to strengthen the role of the head teacher, it is not sufficient to examine the way they manage their schools, but one also needs to look at the efforts made by national authorities to develop the job of head teacher into an attractive profession.

The seminar's overall objective was to identify policies and strategies that would improve the quality of schools by strengthening the leadership and management capacities of head teachers. In the workshop, an overview of the situation in different Asian countries and government policies concerning the management of the profession of head teachers was presented. Promising strategies to improve the role of head teachers in leading and managing schools were explored, and existing capacity-building activities for head teachers were examined. Strategies to reinforce them were also discussed.

The objectives of this comparative analysis, which strongly reflects the seminar's discussions and conclusions are, firstly, to present the basic information on head teachers in different Asian countries; secondly, to analyze their roles and functions and the ways in which they are being managed; and finally to suggest innovative strategies in order to strengthen their impact on the quality and effectiveness of schools.

2. Background: social and economic development of the countries

According to the Human Development Index³ and the Human Development Classification⁴ (*Table 1* shows selected indicators of human development) the countries of this study can be divided into three groups: the *Republic of Korea* falls under ‘countries with a high human development’, the second group consists of *Malaysia*, the *Philippines* and *Sri Lanka* and has a ‘medium human development’, and *Pakistan*, *Nepal* and *Bangladesh* fall under the category ‘low human development’.

3. UNDP. 2002. *Human development report 2002. Deepening democracy in a fragmented world*. UNDP (www.undp.org/hdr2002).
4. All countries are classified into three clusters by achievement in human development: high human development (HDI 0.800 or above), medium human development (HDI between 0.500-0.799) and low human development (HDI less than 0.500).

Table 1. Human development indicators⁵

	Life expectancy at birth (years) 2000	Adult literacy rate (% age 15 and above) 2000	GDP per capita (PPP US\$) 2000	Human development Index (HDI) value 2000	HDI rank
<i>High human development</i>					
Korea (Rep. of)	74.9	97.8	17,380	0.882	27
<i>Medium human development</i>					
Malaysia	72.5	87.5	9,068	0.782	59
Philippines	69.3	95.3	3,971	0.754	77
Sri Lanka	72.1	91.6	3,530	0.741	89
<i>Low human development</i>					
Pakistan	60.0	43.2	1,928	0.499	138
Nepal	58.6	41.8	1,327	0.490	142
Bangladesh	59.4	41.3	1,602	0.478	145

Table 2 completes these data with other background information, indicating huge differences between the countries. The percentage population living in the urban areas reflects the level of development, so does to a lesser extent the foreign aid they receive: the *Republic of Korea* is actually a donor, while in particular *Sri Lanka* and *Nepal* receive a significant amount of foreign aid, when expressed per person.

5. UNDP. 2002. *Human development report 2002. Deepening democracy in a fragmented world*. UNDP (www.undp.org/hdr2002).

Table 2. World development indicators⁶

	Total population (millions) 2001	Urban population (% of total population) 2001	Aid per capita (US\$) 2000
Korea (Rep. of)	48	82	-4
Malaysia	24	58	2
Philippines	77	59	8
Sri Lanka	20	23	14
Bangladesh	133	25	9
Nepal	24	12	17
Pakistan	141	33	5

Though the study focuses on the management of head teachers, it is necessary to keep in mind these economic and social differences and similarities.

3. Method of comparative analysis

The national diagnoses, which were all prepared following similar guidelines, had as a main objective to develop a comprehensive understanding of the role and functions of head teachers and of the critical issues involved in the management of head teachers by national and sub-national authorities.

The diagnoses generally covered primary and general secondary schools, while making a distinction between these two levels. Furthermore, differences between private and public schools

6. Data from World development indicators database (www.worldbank.org).

were considered and attention was given, where necessary, to the particular situation of small schools in many of the countries of the region. The studies relied mainly on a review of available documents, reports and national data and, where possible, on informal discussions with head teachers and administrators in charge of head teacher management at national and sub-national levels. No specific case studies were undertaken.

This comparative analysis has examined the national diagnoses. It presents the basic information on head teachers in a comprehensive way, by analyzing their roles and functions, some core management issues (such as recruitment and training) as well as innovative strategies. It highlights significant similarities and differences and identifies relevant patterns.

I. Basic facts and data

This first part offers some basic facts and data on the education system of the different countries examined in this comparative report. It describes in general terms how the education system is organized, looks briefly at its expansion and quality and examines the available statistical data on head teachers.

1. Background information about the education system

1.1 Administrative set-up

The seven countries each organize their education system in their own distinct way, but there are a number of similarities: everywhere there is a tendency towards decentralization, but the main decisions related to policy definition, curriculum issues and financing remain at the central level. In all countries, officers are at present functioning in at least three levels above the school: central, regional (or provincial) and district. The political organization of the countries is thus reflected in the administrative structure.

Administrative set-up

The following paragraphs describe, for each country, the administrative set-up of the school system and indicate the principal administrative actors (and terms used) at central, regional, district and local level.

- **Bangladesh**
 - Ministry of Education
 - Primary and Mass Education Division (PMED)
 - Divisional level: Deputy Directors
 - District level: District Primary Education Officers
 - Thana level (sub-district): Thana Education Officers
 - Directorate for Secondary and Higher Education (DSHE)
 - Zonal level: Deputy Director
 - District level: District Education Officers
 - Local level: Head teachers
- **Malaysia**
 - Ministry of Education
 - Administrative and Professional Divisions
 - State Education Departments as Divisions of the Ministry of Education.
 - District Education Offices in all states.
- **Nepal**
 - Ministry of Education and Sports
 - Department of Education
 - Regional level offices
 - District level offices
 - Resource centres

- **Pakistan**
 - Central federal level
 - Provincial level of education with a Secretary as chief executive
 - Supported by Education Directorates
 - District Education Offices, segregated by gender
 - Sub-Divisional Education Officer in charge of primary and middle schools at Tehsil (sub-district) level.
 - **Philippines**
 - Department of Education, Culture and Sports
 - Support from Bureau of Elementary Education, Bureau of Secondary Education and Bureau of Non-formal Education
 - Regional Offices headed by a Regional Director
 - Provincial and City School Divisions, each headed by a School Division Superintendent
 - District Offices, headed by a District Supervisor
 - **Republic of Korea**
 - Ministry of Education
 - Offices of Education at metropolitan and provincial level
 - Offices of education at district level
 - **Sri Lanka**
 - Ministry of Education and Higher Education
 - National Institute of Education
 - Provincial Ministry of Education (part of the elected provincial government) and the Provincial Department of Education (office of the National Ministry of Education)
 - District level
 - Zonal education offices
 - Divisional education offices
-

All the countries have a ministry of education at the central level. In most countries, other ministries also play a role in education provision. In the *Republic of Korea*, for instance, the Ministry of Labour (responsible for on- and off-the-job training) and the Ministry of Science and Technology (development of manpower for the science and technology industry) have educational responsibilities. Main functions such as the formulation of policies and programmes, curriculum development and financing remain at the central level but the organization of the Ministry differs from one country to another. In *Bangladesh*, separate divisions have the responsibility of administration, management and planning of primary education on the one hand and secondary and higher education on the other. The Nepalese Ministry of Education and Sports is responsible for planning, management and service delivery systems in the education sector across the country. A Department of Education has a direct line of command with the regional and district level offices and has the responsibility for the overall implementation, supervision and monitoring of the formal and non-formal education programmes in the country. In *Pakistan*, according to the constitution, education policy and curriculum issues are the responsibility of the federal government, whereas implementation and administration are provincial matters. The *Philippine* Department of Education, Culture and Sports is responsible for formulating policies, standards and programmes related to curriculum and staff development. Three bureaux provide the department with assistance, respectively in elementary, secondary and non-formal education.

All countries recently undertook decentralization efforts. The implementation of that policy takes time and in quite some cases little has changed at local level or in schools so far. The following examples show briefly some differences in the strategies countries use to strengthen decentralisation. In the *Republic of Korea*, the

1991 local autonomy law promoted educational autonomy at the local level. The Ministry of Education delegated much of its budget planning and major administrative decisions to the local authorities, organized in the form of Offices of Education. Because of their relative autonomy from other local government authorities, it has been easier for the Local Education Authorities to secure financial and human resources for education than for other agencies. In *Malaysia*, the State Education Departments are modelled after the Ministry of Education, but are also unique as state, history, politics, geographical location and demography influence each of them. The District Education Officers are expected to plan, implement and evaluate educational programmes and projects for their respective Districts. In *Nepal*, in order to implement the second Basic and Primary Education Programme (BPEP II), the principle of decentralization, in tune with the Local Self Governance Act, is followed. The basic approach aims at developing local expertise and transparency in school funding, meaningful participation of stakeholders and make them accountable to school operations, facilitate realistic and needs-based planning and address topographical and regional diversity as well as the socio-ethnic, socio-economic and gender gaps. Decentralized planning has been initiated by developing district level education plans. The Department of Education also intends to reallocate its annual budget, aiming at a target of 80 per cent to the districts and 20 per cent at central level. In 1999, the government of *Pakistan* undertook the task of decentralizing authority and decision-making to the lowest level under the concept of a devolution of power to the districts. Each district will become responsible for planning and managing its resources.

1.2 Structure

The general structure of the school system consists of one year of pre-school education, six years of elementary education, four to seven years of secondary education and two to five years of higher education (universities, colleges, bachelor and master's degree, tertiary education, etc.).

(a) Pre-school education

Pre-school education is not always included in the formal structure of the education system. When pre-primary education exists, it is mainly run by the private sector. Government initiatives in this domain are a recent phenomenon.

In *Malaysia*, the Education Act 1996 affirmed state control of the entire education system and brought pre-school education into its supervision. Before the legislation, pre-schools had been left to function without any form of direct control.

In *Nepal*, the government has introduced one year pre-school education in 36 of 75 districts in the country.

Pre-primary education in *Pakistan* is by an unofficial arrangement managed in schools throughout the country. The National Education Policy (1998-2010) provides a policy to introduce pre-primary classes in formal schools.

(b) Primary education

Primary education starts in most cases at the age of 6 and lasts for 5 to 8 years.

Primary education	Duration	Entry age
Bangladesh	5 years	6 years
Korea (Rep. of)	6 years	-
Malaysia	5-7 years	6 years
Nepal	5 years	6 years
Pakistan	5 years (classes I-V)	5 years
Philippines	6 years (grades 1-6)	6 years
Sri Lanka	5 (primary) + 3 (elementary)	6 years

Progression through the primary school system and transition to secondary are regulated in different ways in different countries. In *Bangladesh*, for instance, no public examination is taken at the end of this primary cycle. However, each individual school conducts annual examinations at the end of grades III, IV and V and issues certificates to successful fifth grade students as primary graduates. In *Malaysia*, on the other hand, there is automatic promotion from year one to year six with continuous school-based assessment. At the end of primary education, pupils take the Primary School Achievement Test. This achievement test does not play a selection role, but is simply meant to assess the quality of learning. A similar tool exists in the *Philippines*: public and private elementary school pupils take the National Elementary Assessment Test (NEAT). NEAT is designed to assess pupils who have just started grade 6, in the following competencies: English, science, mathematics and

‘HeKaSi’ (geography, history and civics), which are based on the minimum learning competencies. The NEAT does not determine who among the grade 6 pupils are qualified to enter secondary schools. The test aims at determining the strengths and weaknesses of curriculum content and instruction in order to serve as a guide for introducing improvements.

(c) Secondary and higher education

The structure of secondary education differs in the different countries. The completion of secondary education takes from 4 to 6 years. The following table summarizes the structural organization and terms used for secondary education.

Secondary education			
Bangladesh	Secondary education: 5 years		Higher secondary education: 2 years
Korea (Rep. of)	Middle school: 3 years		High school: 3 years (general and vocational)
Malaysia	Lower secondary: 3 years		Upper secondary: 2 years
Nepal	Lower secondary: 3 years	Secondary: 2 years	Higher secondary: 2 years
Pakistan	Middle schooling: 3 years	High schooling: 2 years	Higher schooling: 2 years
The Philippines	Secondary education: 4 years (years 1-4)		
Sri Lanka	3 years secondary and 2 years upper secondary		

The assessment tests used at secondary level are, contrary to those at primary level, selection (or orientation) tests. The *Philippines* are an exception, as the test at secondary level also aims at determining the educational quality.

- **Bangladesh:** On completion of grade 8, the best performing pupils are selected to take an examination entitled ‘Junior Scholarship Examination’. Successful students are awarded scholarships until the end of the secondary cycle. At the end of grade 10, pupils are required to sit a public examination entitled ‘Secondary School Certificate’ in order to achieve this level’s completion certificate.
- **Malaysia:** On completion of primary education, pupils are promoted to the lower secondary level for three years. Pupils from national primary schools proceed directly to form one, whereas pupils from Chinese and Tamil medium schools undergo a year of transition classes. The purpose is to enable pupils in the Chinese and Tamil medium schools to acquire sufficient proficiency in the national language as this becomes the sole medium of instruction in secondary schools. On completion of three years at lower secondary school, pupils sit a public examination called the ‘Lower Secondary Assessment’. Based on their performance at this assessment, pupils are channelled into academic, technical or vocational upper secondary schools. On completion of two years at upper secondary level, pupils sit for the Malaysian Certificate of Education or the Malaysian Certificate of Education.
- **Pakistan:** A certificate of secondary school education is awarded to successful candidates that have finished middle schooling. Higher secondary education is a two-year cycle, during which a student can opt for general, professional or technical education. The Board of Intermediate and Secondary

Education conducts an examination and awards a certificate of Higher Secondary School Education.

- **Philippines:** Secondary school students in grade 4 take the 'National Secondary Assessment Test' (NSAT). The test aims to assess English, Filipino, science, mathematics and the technical vocational aptitude of students who are beginning the fourth year at high school. The NSAT, like the NEAT, is not a selection exam: it does not determine who among the grade 4 pupils are qualified to continue secondary school. The tests are aimed at determining the strengths and weaknesses of curriculum content and instruction in order to serve as a guide for introducing improvements.

(d) Reorganization

Sri Lanka and *Pakistan* are planning to introduce a new structure to facilitate education and school management and to improve the delivery of the curriculum.

Sri Lanka has no uniform school structure. State schools are categorized into school types:

- 1A: Schools with classes up to grade 13, including a General Certificate in education (advanced level), science, arts and business streams.
- 1C: Schools with classes up to grade 13 and including a General Certificate in education (advanced level), arts and business streams.
- 2: Schools with classes up to grade 11
- 3 (I): Elementary schools with classes up to grade 8
- 3 (II): Primary schools with classes up to grade 5.
- 1AB: National schools, administrated and financed directly by the Ministry of Education.

The lack of a uniform school structure creates often confusion in school management. The National Education Commission proposed a reorganization of the school system on a two-tier basis:

- junior schools with grades 1 to 9;
- senior schools with grades 10 to 13.

Pakistan's restructuring is less comprehensive: according to the National Education Policy (1998-2010), two levels will be introduced as follows:

Level	Classes	Duration	Age group
Elementary education	1-8	8 years	5-12 years
Secondary education	9-12	4 years	13-16 years

1.3 Intermezzo: the public-private distinction

Before entering into further statistical information on expansion and quality of education, it is important to examine the distinction between 'private' and 'public' education. The private-public distinction is different in and between the countries. School statistics in most countries make a distinction between national and public schools on the one hand and private schools on the other, although not all private schools systematically provide information to the ministry. Private schools play an increasingly important role in ensuring the further expansion of the system, in countries such as *Nepal* and *Bangladesh*. The following paragraphs make some comments on the situation of specific countries.

• **Bangladesh**

Classified on the basis of ownership and management, there are four categories of *primary educational institutions*:

(1) government institutions (37,709), (2) registered non-government institutions (19,553), (3) non-registered non-government institutions (2,632), and (4) other primary level institutions⁷ (18,934). *Secondary level* comprises three types of schools, classified on the basis of ownership and stream. There are: (1) government owned and managed public secondary schools (317), (2) non-government secondary schools (14,976) and (3) Dakhil Madrash schools (religious non-government institutions) (4,865). As can be seen, government schools do not play much a role at secondary level.

- **Malaysia**

At primary level a distinction is made between national schools, national Chinese schools, national Tamil schools and special schools⁸. At secondary level a distinction is made by type: regular, residential, vocational, technical, religious and special schools. A distinction between private and public schools is not reflected in the official statistics.

- **Nepal**

A significant proportion of the schools is operated by the private sector. Since the 1980s the involvement of the private sector has increased rapidly. Private schools account for 41 per cent of the total number of schools, whilst teachers and students in private schools make up only 26 per cent and 18 per cent of the total teacher

7. This category 'others' includes high schools attached to primary schools, satellite schools, community schools, kindergartens, experimental schools, independent and attached schools.
8. On completion of primary education, pupils are promoted to the lower secondary level for three years. Pupils from national primary schools proceed directly to form one, whereas pupils from Chinese and Tamil medium schools undergo a year of transition classes.

and student populations. Pre-primary education is mainly run by the private sector. Private involvement is very heavy in the higher secondary level with all higher secondary schools privately run. Unfortunately, the data do not reflect this private-public distinction.

- **Pakistan**

Madrash education institutions have their own management without interference from either the provincial or federal governments. The government provides grants-in-aid to these institutions. Data on other private educational institutions are scarce.

- **Sri Lanka⁹**

The schools in *Sri Lanka* can be divided into non-government and government schools. Non-government schools consist of estate schools, *pirivenas*, special schools, approved/certified schools, pre-schools and international schools. *Pirivenas* are educational institutes attached to Buddhist temples, catering mainly to Buddhist monks and also conducting general education classes for male students who do not attend formal schools.

1.4 Level of expansion and quality of education

This part offers a general impression of the expansion and quality of education in the different countries. We take a look at the commitment to education (by examining public spending), literacy rates, enrolment rates, numbers of schools and teachers, pupil-teacher ratio and the number of qualified teachers.

9. Perera, L.S. 2000. *Education for All: the year 2000 assessment. Final country report of Sri Lanka*. UNESCO (<http://www2.unesco.org/wef/countryreports/country.html#s>).

(a) Commitment to education: public spending

When we examine the public education expenditure as a percentage of total government expenditure, variations are quite significant and three groups appear: firstly, the *Republic of Korea*, *Malaysia* and the *Philippines*, which spend over 15 per cent of the budget; the second group contains *Bangladesh* and *Nepal*, spending between 13 and 14 per cent and the third *Sri Lanka* and *Pakistan* with the lowest percentage of total government expenditure. By level, most of the expenditure on education goes to primary education, followed by secondary and tertiary education. Only in *Bangladesh* is the difference in expenditure between primary and secondary education small. *Nepal's* data are interesting with a similar expenditure for secondary and tertiary education (19 per cent).

Table 1.1 Public spending¹⁰

	Public education expenditure (1995-1997 ¹¹)		Public education expenditure by level (as % of all levels) (1995-1997)		
	As % of GNP	As % of total government expenditure	Pre-primary and primary	Secondary	Tertiary
Bangladesh	2.2	13.8	44.8	43.8	7.9
Korea (Rep. of)	3.7	17.5	45.3	36.6	8.0
Malaysia	4.9	15.4	32.7	30.6	25.5
Nepal	3.2	13.5	45.1	19.0	19.0
Pakistan	2.7	7.1	51.8	27.9	13.0
Philippines	3.4	15.7	56.1	23.3	18.0
Sri Lanka	3.4	8.9	...	74.8 ¹²	9.3

(b) Literacy

The literacy rates in the countries reflect the earlier-made division (see *Introduction*) by human development in three categories. The *Republic of Korea* has a literacy of almost 100 per cent, followed by the *Philippines*, *Sri Lanka* and *Malaysia*. *Bangladesh*, *Pakistan* and *Nepal* have an adult literacy rate below 50 per cent, and a youth literacy rate between 50 and 60 per cent. The youth literacy rates are, as could be expected, higher than the adult literacy rates.

10. UNDP. 2002. *Human development report 2002. Deepening democracy in a fragmented world*. UNDP (www.undp.org/hdr2002).

11. Data refer to the most recent year available during the period specified.

12. Data refer to combined expenditures for pre-primary, primary and secondary levels.

Table 1.2 Literacy rates¹³

	Adult literacy rate (% age 15 and above) 2000	Youth literacy rate (% age 15-24) 2000
Bangladesh	41.3	50.7
Korea (Rep. of)	97.8	99.8
Malaysia	87.5	97.6
Nepal	41.8	60.5
Pakistan	43.2	57.0
Philippines	95.3	98.7
Sri Lanka	91.6	96.8

(c) Gross and net enrolment rates

The gross enrolment rates at primary level are high everywhere but with some significant disparities between girls and boys in *Nepal* and especially *Pakistan*. But rates are rather difficult to interpret. Where a comparison with net rates can be made, the differences are quite important: for instance in *Bangladesh*, the GER is over 100, whereas the NER is under 80 per cent. The statistics are true for *Nepal* and *Pakistan*, although no precise figures are available. The four other countries have almost universal access to primary education.

The differences are striking at secondary level between countries. Three groups of countries can be distinguished: the *Republic of Korea* and *Malaysia*, with GER of almost 100 per

13. UNDP. 2002. *Human development report 2002. Deepening democracy in a fragmented world*. UNDP (www.undp.org/hdr2002).

cent, *Sri Lanka* and the *Philippines* (GER 70 per cent) and *Nepal*, *Bangladesh* and *Pakistan*, with much lower levels of GER. In some countries, girls do better than boys.

Table 1.3 Enrolment rates – primary education¹⁴

Country	Year	Gross enrolment ratio (%)			Net enrolment ratio (%)		
		Total	Male	Female	Total	Male	Female
Bangladesh	1998/ 1999	106.11**	107.57**	104.57**	78.40*	79.48*	77.25*
Korea (Rep. of)	1999/ 2000	98.60	98.01	99.27	97.27	96.71	97.91
Malaysia	1999/ 2000	101.44	102.38	100.45	100.00**	100.00**	100.00**
Nepal	1999/ 2000	126.38	140.00	111.74	-	-	-
Pakistan	1999/ 2000	95.98	116.71	73.90	-	-	-
Philippines	1998/ 1999	113.18	113.33	113.03	-	-	-
Sri Lanka	1998/ 1999	105.91	107.39	104.38	97.01	96.87	97.15

** UIS estimation.

* National estimation.

14. UNESCO, Institute for Statistics: *Gross and net enrolment ratio at primary level by country and by level for the school years 1998/1999 and 1999/2000*.

Table 1.4 Enrolment rates – secondary education¹⁵

Country	Year	Gross enrolment ratio (%)			Net enrolment ratio (%)		
		Total	Male	Female	Total	Male	Female
Bangladesh	1999/2000	53.73	51.70	55.90	-	-	-
Korea (Rep. of)	1999/2000	97.43	97.61	97.23	94.35	94.46	94.24
Malaysia	1999/2000	98.81	94.19	103.70	88.84	84.75	93.18
Nepal	1999/2000	53.90	62.26	44.86	-	-	-
Pakistan	1999/2000	39.04	45.79	31.86	-	-	-
Philippines	1998/1999	75.94	72.61	79.39	50.86	48.66	53.14
Sri Lanka	1998/1999	72.12**	69.85**	74.47**	-	-	-

** UIS estimation.

* National estimation.

(d) Number of schools

It is interesting to examine data that make a distinction between private and public schools. In *Bangladesh*, there is no major difference at primary level in the numbers of public and private schools. This is mainly due to the category ‘others’, which counts for a panoply of schools (see higher). In the *Republic of Korea* and the *Philippines*, the majority of primary schools are public institutions.

15. UNESCO, Institute for Statistics: *Gross and net enrolment ratio at secondary level by country and by level for the school years 1998/1999 and 1999/2000*.

It is also interesting to note the wide gap between the percentage of private elementary and private secondary schools in the *Republic of Korea*, *Bangladesh* and the *Philippines*. In *Bangladesh*, public schools are almost not represented at secondary level. This is also the case for *Nepal*, although no exact figures are available, where all higher secondary schools are privately run. It is clear that private institutions are well represented at secondary level. This is not surprising: governments have prioritized access to primary education, with few having the resources to finance the expansion of secondary.

Table 1.5 Number of schools

Country	Primary schools			Secondary schools			Total
	<i>Public</i>	<i>Private</i>	<i>Total</i>	<i>Public</i>	<i>Private</i>	<i>Total</i>	
Bangladesh	37,709 (48%)	41,119 (52%)	78,828 (100%)	317 (1,6%)	19,841 (98,4%)	20,158 (100%)	98,986
Korea (Rep. of)	5,468 (98,6%)	76 (1,4%)	5,544 (100%)	3,071 (66%)	1,613 (34%)	4,684 (100%)	10,228
Malaysia	-	-	7,305	-	-	1,743	9,048
Nepal	-	-	23,885	-	-	10,241	34,126
Pakistan	-	-	180,900	-	-	12,600	193,500
Philippines	35,617 (91%)	3,394 (9%)	39,011 (100%)	4,209 (60%)	2,812 (40%)	7,021 (100%)	46,032
Sri Lanka	Schools are not separated as elementary and secondary schools						9,972

(e) Pupil/teacher ratio

Pupil/teacher ratios, which inform us to some extent about the quality of the teaching conditions, differ significantly between countries, at primary and secondary levels. At primary level, the

highest ratios (over 50:1) can be found in *Bangladesh* and *Pakistan* and the lowest (18:1) in *Malaysia*. In secondary schools the ratios are lower than in primary, but differences between countries remain important.

It is necessary to note that the ratios are averages and that there is *a lot of variation between schools and districts*. The diagnosis of *Malaysia* stresses the fact that the teacher/student ratio is not uniform throughout the country as urban and premier (established schools) schools face demand for more places, which puts stress on the school system. In *Nepal*, there is a great gap between different districts. There are six districts where the average student/teacher ratio in primary schools is more than 50, and in an equal number of districts less than 20. Low student/teacher ratios are found mostly in the mountain regions and other remote parts of *Nepal*, due to scattered population settlements. Because of the low number of pupils, most schools in these areas have multi-grade teaching. High student/teacher ratios are found in urban regions, mainly in the Kathmandu valley and some districts in the Terai region. In *Pakistan*, the pupil/teacher ratio drops sharply at high school level.

Another difference exists between public and private schools, with the ratio in public schools generally higher than in private schools. In *Bangladesh*, the pupil/teacher ratio at primary level is the highest (74:1) at government primary schools and the lowest in other primary level institutions (30:1). The picture is different at secondary level, where the ratio is 33:1 in government schools, 29:1 at Dakhil Madrasah schools and 42:1 in non-government secondary schools.

Table 1.6 Pupil/teacher ratio

Country	Elementary schools	Secondary schools	
	Pupil/teacher ratio (averages)	Pupil/teacher ratio (averages)	
Bangladesh	56:1	39:1	
Korea (Rep. of)	28:1	20:1 Middle school	19:1 High school
Malaysia	18:1	18:1	
Nepal	39:1	38:1 Lower secondary	22:1 Secondary
Pakistan	54:1	48:1 Middle school	9:1 High school
Philippines	35:1	34:1	
Sri Lanka	22:1		

(f) Qualified teachers

Except for *Pakistan*, the majority of teachers at the different levels in the different countries have the required qualifications. The kind of qualification required, however, differs from country to country.

National data on qualifications of teachers in *Bangladesh* are not available. At secondary level, all the teachers are holders of at least a first university degree. As training in education (Bachelor's in education) is a precondition for appointment as (assistant) head teacher and teacher, it is assumed that all teachers are holders of such a degree. In *Malaysia* upgrading programmes for teachers to obtain postgraduate qualifications in various

disciplines are implemented. In *Nepal*, extra training is provided for secondary school teachers. At primary level 46.5 per cent, at lower secondary 32.8 per cent, and at secondary level 49.3 per cent, of the teachers have obtained this extra training. In *Pakistan*, at primary level the minimum required qualification is matriculation plus the Primary Teaching Certificate. About 79 per cent of teachers possess this qualification. Of the total female teachers, 84 per cent are qualified. At middle school level, the minimum requirement for a teacher is the Certificate of Teaching. About 66 per cent of both male and female teachers possess this qualification. At high school a teacher must possess the minimum qualifications of a Bachelor's degree in education. Ninety four per cent of the high school teachers possess this qualification. In the diagnosis of *Sri Lanka*, a distinction is made between 'graduate teachers' (26.6 per cent), trained teachers (59.8 per cent), certified teachers (1.8 per cent), uncertified teachers (8.9 per cent) and non-governmental teachers (2.9 per cent). Thus, a relatively large proportion (8.9 per cent) of the total number of teachers is uncertified, which means that they lack the necessary qualifications and training. There exist significant differences between provinces. Those in the north have a share of uncertified teachers (16.5 per cent) that is three times higher than in the western province (5.3 per cent).

Table 1.7 Percentage of qualified teachers

Country	% qualified teachers		
	Elementary	Secondary	
Bangladesh	No data		
Korea (Rep. of)	No data		
Malaysia	97%	96%	
Nepal	96,5%	96,9%	97%
Pakistan	79%	66% middle school level	94% high school level
Philippines	No data		
Sri Lanka	See comments		

2. Statistical data on head teachers

This paragraph gives some more information on the profile of head teachers. We examine the distribution by level of education and by gender, by age and teaching experience and by qualification in order to give a general impression of this profession.

2.1 Distribution by gender

Women are poorly represented among head teachers. In four of the five countries for which data are available, they occupy at primary level only 25 per cent of posts or significantly less. Somewhat surprisingly, they are slightly better represented at secondary. The one exception is *Pakistan*, where 44 per cent of the total number of head teachers is female. This is due to the educational system that is segregated by gender.

This under-representation of females becomes even more visible when compared to their numbers among the teaching force. In the *Republic of Korea*, at primary level, while some 65 per cent of teachers are female, this is true of only 6 per cent of principals. In high schools women occupy 26 per cent of all teaching posts, but less than 5 per cent of all principal posts. This is also reflected in the data on vice-principals. The same is true for *Malaysia*: in primary schools there are almost twice as many female teachers than males (102,311 females, 55,674 males), but only one out of five head teachers is a women. At secondary level, the discrepancy is somewhat smaller. Women occupy 62.6 per cent of the teaching positions but only 36 per cent of head teacher posts. The data on *Sri Lanka* reflect the same: a high percentage of women (71 per cent) is serving as teacher, but only a low number of females have management positions in schools (27 per cent of the head teachers are female).

There are various reasons for this: the difficulty for women to make a career in societies still characterized by gender discrimination; the fact that many women have on the whole, because of earlier educational 'delay', less qualifications and experience; and their preference to work at schools in the urban centres. This last factor helps to explain why they are in some countries better represented at secondary.

Table 1.8 Head teachers by gender

Country	Male head teachers		Female head teachers		Total number of primary head teachers	Total number of secondary head teachers	Total number of head teachers
	Primary	Secondary	Primary	Secondary			
Bangladesh	NA	NA	NA	NA	78,828	20,158	98,986
Korea (Rep. of)	94.4 %	93.5 %	5.6 %	6.5 %	10,349	4,260	9,766
Malaysia	80.2 %	65.1 %	19.8 %	34.9 %	7,305	1,713	9,018
Nepal	85.8 %	90.0 %	14.2 %	10.0 %	17,384	6,062	23,446
Pakistan¹⁶	55.5 %	57.7 %	45.5 %	42.3 %	170,500	39,000	209,500
Philippines	NA	NA	NA	NA	16,073	5,345	21,418
Sri Lanka	73.0 %	27.0 %	NA	NA	9,771		

2.2 Distribution by age and teaching experience

The data on the distribution by age delivered in four of the seven country diagnoses indicate that head teachers are generally of middle-age (40 years and older) and on average quite a bit older than the teachers. No data are available for the *Republic of Korea*, *Pakistan* and the *Philippines*.

In the absence of national data on the distribution of head teachers in *Bangladesh* by age and length of service, information was collected from a small sample of 30 secondary school headmasters. This sample indicates that 75 per cent (25 out of 30 head teachers) of the head teachers are 40 years and older. In terms of age distribution, most Malaysian head teachers (85 per

16. Statistics do not include the private sector.

cent) are between 42 and 55 years old. At secondary level, over three quarters are between 48 and the retirement age of 55. Primary head teachers have a somewhat younger profile: more than half are 47 or younger. Most people are promoted to head teacher based on seniority. The Nepalese data on head teachers show that their age varies from early 20s to 60 years. The average age lies around 40 to 41 years at primary level and 43 at secondary levels (lower and higher). In *Sri Lanka* very few principals are below 40, 44.8 per cent being between the age of 41 and 50, 5 per cent being over 50 years old.

Data on distribution of head teachers by teaching experience are only found for *Bangladesh* and *Malaysia*. As the data on age already indicate, most of the head teachers have a lot of teaching experience, and seniority is an important factor in career progression. The case study in *Bangladesh* reveals that 36 per cent have from 0 to 5 years of experience, 23 per cent 6 to 10, 20 per cent 11 to 15 years of experience and 16 per cent over 20 years of teaching experience. As seniority determines career progression in *Malaysia*, the longer the length of service, the higher the probability of being promoted to head teacher. Most are promoted when the length of service is over 19 years. A total of 85.5 per cent of head teachers in primary school and 92 per cent of head teachers in secondary schools have served between 19 and 35 years.

It is unavoidable that head teachers have a somewhat older profile than their teachers, because of the recruitment criteria. Is it desirable however? It can be argued, on the one hand, that their authority will be strengthened because of their experience and age. On the other hand, they might be less willing to innovate and more conservative in their approaches. The diagnoses do not enter into detail in this issue.

2.3 Distribution by qualification

Head teachers in most countries have to meet in principle the same qualification criteria as teachers, and in some cases higher qualifications are expected. It is however experience rather than qualification that makes the difference between teacher and head teacher. The information on *Bangladesh*, *Malaysia*, *Nepal* and *Sri Lanka* shows some differences between countries, but the overall impression is one of a fairly well qualified head teacher corps in *Bangladesh* and *Malaysia* and less so in *Nepal* and *Sri Lanka*.

- **Bangladesh**

Data from the small sample in *Bangladesh* show that 70 per cent (n=30) of the head teachers have obtained a first degree, the others a post graduate diploma. Not less than 87 per cent hold a Bachelor's in education and 13 per cent a Master's in education.

- **Malaysia**

In terms of distribution by level of qualification, only 10 per cent of primary school head teachers have tertiary level qualifications. Ninety eight per cent of secondary school teachers have tertiary qualifications, with 86.8 per cent of them having a basic degree (B.A., B.Sc., B.Ed.).

- **Nepal**

The minimum qualification for becoming a head teacher is the same as for becoming a teacher. Most head teachers have only the minimum required qualification: 73 at primary level, 68 per cent at lower secondary level and 87.7 per cent at secondary level. At higher secondary level, where almost all schools are private,

87.58 per cent do not have even the minimum required qualifications, i.e. a Master's degree.

- **Sri Lanka**

Principals in *Sri Lanka* belong either to the Sri Lanka Education Administrative Service (SLEAS) or to the Sri Lanka Principals Service (SLPS). One out of three principals in the SLPS are university graduates. Untrained teachers do not belong to the teacher service. However, the data indicate that at least six untrained teachers are holding principal posts (out of 8,103) and 21 untrained teachers are holding acting principal posts in the country (out of 1,869 posts). A school census (2000) reveals the following data:

Table 1.9 Sri Lanka principal service personnel by qualification

Qualification	Graduates	%	Trained	%	Total
SLPSI	1,057	60	695	40	1,752
SLPSII	1,794	47	2,004	53	3,798
SLPSIII	471	11	3,750	89	4,221
Total	3,322	34	6,449	66	9,771

II. Roles and functions of head teachers

This section gives an overall picture of the management structure in schools and identifies the roles played by the different actors. It also studies the different functions of head teachers.

1. The management of schools at local level

The following paragraphs study the different organizational bodies that play a role in school management. Firstly, actors within school will be presented in the first two sections, and then the community actors who take part in the decision-making will be discussed in the third section.

1.1 Hierarchical structure in schools

A hierarchical structure exists in schools. The precise make-up of that structure differs from country to country and from school to school, the size of a school being important. The following table lists for each country, and for different types of schools, the most important actors.

Bangladesh

Primary schools	<i>Head teacher (1)</i>
	<i>Assistant teachers (3)</i>
Secondary schools	<i>Head teacher</i>
	<i>Assistant head teacher</i>
	<i>Senior teachers (management functions in large schools)</i>
	<i>Teachers</i>

Malaysia

Primary schools¹⁷ *Head teacher / Senior assistants*
 Afternoon supervisors (if schools have
 two sessions)
 Head of department
 Teachers
 Non-professional staff

Secondary schools¹⁸ *Principal*
 Senior assistants
 Afternoon supervisors (if schools
 have two sessions)
 Heads of department
 Senior subject teachers
 Teachers
 Non-professional staff
 Different committees

Nepal

Primary schools *Head teacher*
 Teachers
 Administrative assistant

17. Grade A schools are schools which have an enrolment of 450 pupils and over in urban areas and 350 pupils and over in rural areas. Grade B schools at primary level are schools with less than 450 pupils (urban) and 350 pupils (rural). From 2002 all primary schools will be single-session schools.

18. This structure is for Grade A schools where school enrolments above 1,500 pupils and post-secondary classes in urban areas. For Grade B schools, the school enrolment is less than 1,500 students.

Secondary schools	<i>Head teacher</i> <i>Assistant head teacher (depending on the size of the school)</i> <i>Department head (senior teacher)</i> <i>Teachers</i> <i>Administrative staff</i> <i>Office assistants</i>
Pakistan	
Primary schools	<i>Head teacher</i> <i>Teachers</i> <i>Monitors (intelligent students that act as shadow teachers, when the number of teachers does not match the number of grades)</i>
Middle schools	<i>Head teacher (most senior teacher)</i> <i>Teachers</i>
Secondary schools	<i>Principal or headmaster</i> <i>Vice-principal (senior teachers)</i> <i>Teachers</i> <i>Supporting staff (depending on the size of the school): office assistant, superintendent, clerical staff</i>
Philippines	
Primary schools	<i>Principal</i> <i>Assistant to the principal</i> <i>Grade chairpersons or coordinators</i> <i>Class advisors (classroom teachers who are responsible for the pupils in a class)</i>

	<i>Guidance counsellors</i> <i>School club advisors</i> <i>Classroom teachers</i>
Secondary schools	<i>Principal</i> <i>Assistant principal</i> <i>Head teachers or subject department heads</i> <i>Guidance counsellor</i> <i>Year level chairpersons or coordinators</i> <i>Homeroom advisers</i> <i>School club advisers</i> <i>Subject teachers</i> <i>Administrative officers, registrars and support staff (in very large schools)</i>
Republic of Korea	
	<i>Principal (1)</i> <i>Vice-principal (2 in large schools)</i> <i>Assigned (managing) teachers (in large schools)</i> <i>Teachers</i>
Sri Lanka	
Small schools (201-500 students)	<i>Principal</i> <i>Deputy principal</i> <i>Sectional heads</i> <i>Class teachers</i> <i>Prefects and monitors</i>

Schools with 501-1000 students	<i>Principal</i> <i>Deputy principal (1 academic, 1 administration and finance)</i> <i>Sectional heads (primary and secondary)</i> <i>Subject coordinators</i> <i>Class teachers</i> <i>Subject teachers</i> <i>Prefects and monitors</i>
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It is clear that a variety of school personnel exists and that responsibilities are divided in different ways between the school actors. Head teachers or principals have the main responsibility in schools. However, the case of the *Philippines* mentions that of the 35,617 elementary schools, only about 45 per cent have a principal or a head teacher, and among the 4,209 high schools, only about 50 per cent have full-time principals. In most of the cases, it is the teacher in charge who performs the administrative work. In all the countries there is a difference between primary and secondary schools. In the former the hierarchical structure is not very complicated and the variety of functions is limited. In the latter more specific functions (as department heads, senior subject teachers, grade coordinators etc.) are created. The size of the schools also plays a role: larger schools have many different posts, whereas in smaller schools one person is responsible for those different tasks. A good example is *Sri Lanka*, where there is a distinction in organizational structure according to the size of the schools (and not between primary and secondary schools). In schools with 1001-2000 students, there are extra subject and grade coordinators. In schools with over 2000 students, an extra deputy principal is in charge of the co-curricular activities. There are assistant principals for primary, secondary and senior secondary

level and there are grade coordinators and subject coordinators. Administrative personnel are not always provided for schools. This is so especially for smaller schools which usually do not have administrative assistants. In *Malaysia*, for management purposes, a distinction is made between Grade A and Grade B schools at primary and secondary level. The way in-school actors are designated in these schools differs between A and B schools (and thus the size of the school) (footnote 18).

Functions of the different in-school actors¹⁹

In this part, we give some details about the different actors on the top of the hierarchical ladder in schools.

- **Bangladesh**

Each primary school has in principle at least four teachers including the head teacher. The other three are assistant teachers. In general, the head teacher along with the assistant-head teacher and the SMC form the schools' management body in secondary schools. In large secondary schools, senior teachers also come within the purview of the management. But almost 17 per cent of the schools do not have assistant-head teachers due to financial and other reasons.

- **Malaysia**

Primary and secondary schools are administered by head teachers and principals respectively. If schools have two sessions, the head teachers or principals are assisted by senior assistants and afternoon supervisors.

19. The functions and roles of the head teachers/principals will be discussed in *Section 2.2*.

The senior assistants are responsible for the administration of all school matters and the pastoral care of students in the school. The senior assistant in charge of curriculum deputises for the head teacher when she/he is away. Heads of department are usually the heads of subject and under them are the senior subject teachers in charge of different subjects in the school curriculum. Senior subject teachers have several teachers under their authority who would be directly involved in teaching-learning activities. Secondary Grade B schools do not have heads of department but only senior subject teachers.

- **Nepal**

In large schools (more than 1,500 students), the number of staff can be quite high (for example: 60 teachers, nine office assistants, 12 service providers, in a school with 1,600 students). In such a case, the head teacher can appoint three teachers as assistant head teachers and one person to help coordinate school activities. A senior teacher can be appointed as department head, responsible for assisting head teachers with specific work areas.

- **Pakistan**

In primary schools, where the number of teachers is limited to between two and five, the most senior teacher is assigned the role of head teacher. At middle schools, the most senior teacher is designated as head teacher. In secondary schools, there is a principal or headmaster.

Senior teachers, in large schools, are given duties of a second master/mistress or a vice-principal.

The head teacher manages the school with the help of the vice-principal and by involving other teachers, administrative staff and constituting different committees. The head teacher and vice-

principals usually distribute responsibilities between them, depending on their insight and skills. In very large schools, academic affairs are managed by different departments, headed by a qualified teacher. It is the responsibility of the department head to manage all departmental matters under the guidance of the head teacher and vice-principals.

- **Philippines**

The *Philippines* use both the terms 'principal' and 'head teacher'. This depends on the level of education, but also on the characteristics and qualifications required of the individual.

Head teachers at public elementary schools are in charge of schools with at least seven but not more than 15 classroom teachers. These head teachers, with more qualifications and experience, can move into the category of principal.

At secondary schools, principals are the school leaders, while head teachers are subject department heads who supervise at least six teachers under their department. They are formally appointed to the position and in large schools assist the principal by taking charge of the administration of a year level, a school building within a campus or the annex of a large school. Their instructional supervisory authority is limited only to the teachers in their department or area of specialization. Depending on the number of teachers in their department, they may or may not have teaching responsibility of one or two classes. There are six categories of head teachers at public secondary schools.

Of the 35,617 elementary schools, only about 45 per cent have a principal or a head teacher, among the 4,209 high schools, only about 50 per cent have full-time principals. Most of the others have teachers-in-charge who receive a salary according to their level as teachers, but who perform administrative work. A teacher-in-charge of a public elementary school is one of the more senior classroom teachers in a small school with less than seven teachers. This person is designated

by the division superintendent to take charge of the school as well as teaching at least two subjects. Some have officers-in-charge (with pending appointments as principal). The assistants to the principal are designated by the principal, without a formal appointment from the central administration. Assistants manifest leadership ability and willingness to render long hours of service with the principal. They continue, however, to receive the salary of classroom teacher as no budget is available for these positions. The status of master teacher is one whereby a particularly well performing teacher is paid the equivalent salary of a principal in order to stay in the classroom rather than aspire to becoming principal and therefore taking on a more administrative role.

- **Republic of Korea**

The number of vice principals, managing teachers and teachers is in principle determined by the number of classes. In theory, there is one principal and one vice-principal per school. Any elementary or middle school with more than 43 classes, however, can have an additional vice-principal. In that case, one of the two may teach classes. Vice-principals supervise administrative activities and assist the principals. They attempt to bridge the communication gap between principals and teachers and participate in school management by presenting their opinions in the approval processes. They cover the principal's duties in the event of absence.

The number of assigned teachers depends on the number of classes but principals may determine the type of work allocated to them. These assigned teachers have a less visible effect on school management. They influence the opinions of teachers under their authority or teachers in the same grade and present their opinions at the Managing Teachers Meeting.

- **Sri Lanka**

Larger schools in *Sri Lanka* have deputy principals. In the largest schools (more than 2,000 pupils) there are three deputies, in medium sizes (500-2000) two, and in smaller schools (200-500) one deputy. The three are named academic deputy, co-curricular deputy and administration and finance deputy. The deputy principal manages leave, facility fees and other funds, school inventories and other records, circulars, discipline, welfare and external relations. Section heads supervise the proper functioning of their sections, teacher guidance and assessment of their grade level. They are the link between section and senior management.

Sectional heads are responsible for the proper functioning of their sections, teacher guidance and assessment of their grade level. They serve as the link between the section and senior management. In larger schools there are assistant principals who lead divisions that consist of approximately three different grades.

1.2 Administration and management

In an increasing number of schools, especially so in the larger schools in some countries, a management committee is set up to take charge of the school's management. In addition, specific committees or departments are put in place to organize the school's administration or to make the pedagogical decision-making process more participative. As will become clear in the examples, teachers are involved in some of the committees related to the administration, but are more likely to be represented in the pedagogical units.

(a) Management

The school's internal management is sometimes taken care of by teams or councils with different members of the school: head teacher, assistants and teachers. This does not necessarily guarantee more participatory decision-making; this depends very

much on the attitude (more or less authoritative) of the individual head teacher. Most of these committees include community members and the following section will therefore look at them in more detail. Here we highlight only the Malaysian example.

- **Malaysia**

The management team is headed by a head teacher, who in some schools, makes use of the legal position assigned to them by making all decisions without consultation. In other schools, head teachers have made use of senior assistants for participatory planning and decision making. Financial management, curriculum and co-curriculum implementation and school improvement plans fall within the remit of this management team. In addition to the head teacher and senior assistant, other members of the school management team are: the heads of department, the senior subject teachers and the student counsellors.

(b) Administration

In certain countries, specific units or committees are put in place to handle administrative matters. They have therefore a more limited remit than the school management committees. The cases of the *Republic of Korea* and *Malaysia* illustrate in detail how such school administration works.

In the *Republic of Korea*, the administrative units are a type of secretariat for all the school's affairs. These units support school operations and are functional units for the efficient performance of various clerical tasks. Their responsibility can become more than simply administrative, as they are in general composed of the following departments: school affairs, student, research, and the clerical department.

In *Malaysia*, the administration includes various departments that in most schools consist of the curriculum, co-curriculum and student affairs departments, headed by the senior assistants. Each of these departments has coordinating meetings, and decisions are transmitted to the management team for further actions. Within the various departments, there are several committees made up of different teachers. Some of the committees at this level include scholarship committees, textbook loan scheme committees, school canteen committees, welfare committees and guidance and counselling committees among others. These committees provide the advice, support or coordination necessary to implement education programme goals.

(c) Pedagogical matters

Besides administration, the cooperation of teachers is sometimes formally organized to allow them a say in the management and organization of teaching. The Korean case shows an organization that aims at making the decision-taking process and the educational guidance more open by involving teachers. In *Malaysia*, collegial cooperation is promoted and in *Nepal* a teacher representative participates in the management of schools. The following examples illustrate how education-related issues are organized.

Korean Operation councils are faculty oriented and manage teacher meetings that provide advice, consultation and coordination. They also make decisions on school operations in a democratic and open way. There are also Education guidance bodies that supervise overall teaching activities. They cover the process of education consisting of curriculum coverage, extra-curricular activities and behavioural guidance. Class, subject and extracurricular teachers

are implicated. Other departments (ethics, scientific, environmental, physical education department) serve as teaching support units and emphasize education and guidance.

In Malaysia, the heads of department, senior subject teachers and teachers should operate as a collegial organization who share data on which to base their decisions. Thus, while the administrative hierarchy provides leadership and services to ensure the system functions well, the collegial organization allows for professional expertise and greater control over programme development.

In *Nepal*, in larger schools, there are three committees (on examinations, finance and extracurricular activities). A teacher representative is elected to ensure the representation of teachers in management and policy decisions.

1.3 Community representatives

Community is a wide notion. It consists of different actors, with varying stakes in the school. One trend can be identified nearly everywhere: a growing involvement of these communities in schools' management. Several structures can be set up to allow for this involvement: School Management Committees, Parent Teacher Associations and Pupils and Alumni Associations.

(a) School Management Committees

School Management Committees (SMC) exist in most countries, but their functioning and decision-making capacity varies between countries and school levels. In *Bangladesh*, in primary schools in many cases it appears to be an inactive organ whereas at secondary level it is referred to as the most important element among community actors. In the *Republic of Korea* these

committees are very important and are installed at every level in order to increase school autonomy. In *Nepal*, community participation is one of the major issues in educational management and development and is reflected in the national development plans as well as in the national programmes such as basic and primary education programmes. There are regulations that attempt to ensure community participation in school management, which stipulate that all schools must have a School Management Committee. That of course does not imply that they function smoothly everywhere.

The functioning of the SMC differs between non-government and governmental schools. In *Bangladesh*, the SMC is a rather passive component of school management in government secondary schools (which constitute only 1.75 per cent of the total number), where the head teacher plays an important role. On the contrary, in non-government secondary schools and Madrasahs, SMCs play a dominant part in school management. On the other hand, in the *Republic of Korea* and *Nepal* the SMC's are mainly functioning in public schools. In *Nepal*, in the case of private schools (which have now grown to become a significant proportion of all schools, over 41 per cent), the principal plays the most important role in terms of school management. Most principals are also founders of the school, which gives them an added feeling of ownership. The founding principals often employ management assistants who look after accounting and help with general school administration. There has been a tendency for regulating private schools by bringing them under control of School Management Committees or Parent-Teacher associations. However, due to a lack of clarity regarding how private schools should be regulated, there has been no further development with this matter.

The composition and functions of those committees are well spelt out in *Bangladesh* and the *Republic of Korea*. It is a different matter however to know how far the reality reflects these rules. In *Bangladesh*, the head teacher is the member-secretary, and has thus a lot of power, whereas in the *Republic of Korea* the president of the SMC is selected among parents or local representatives. In both cases, teachers, parents, principals and community representatives are members of the management committees. The functions of the committee, mostly financial, are well described in the case of *Bangladesh* and the *Republic of Korea* (Boxes 1 and 2).

Box 1. Bangladesh

The head teacher is the member-secretary of the SMC and in addition his role as academic manager and administrator of the school has been enunciated in the SMC Regulations entitled: 'Board of Intermediate and Secondary Education, Dhaka (Managing Committee of the Recognised non-government secondary schools) Regulations 1977'.

Composition: A managing committee comprising 11 members is elected for each school. This includes a chairman, the member-secretary, two teacher representatives, four parents, one founder member, one donor member and one person nominated by the zonal DD (secondary education).

Functions: The committee has the power to: (i) raise and manage funds, (ii) appoint, suspend, dismiss, and remove teachers subject to prior approval of the Board of Intermediate and Secondary Education, (iii) grant leave to teachers other than casual leave, (iv) approve annual budgets, (v) make provisions for all physical facilities and teaching materials, (vi) ensure regular payment of salaries and allowances to the teachers and other employees. The head teacher however is in charge of the school funds, all legal documents and all other records relating to the school. The regulations identify the head teacher as academic head of the school responsible for its day-to-day administration and any matters relating to the academic affairs of the school with which the members of the committee shall not interfere.

Box 2. Pakistan

In the Punjab province, school councils are established under the supervision of the deputy commissioner with the help of a team who works under the supervision of the assistant commissioner. These councils have been established in 96 per cent of primary schools and about 97 per cent of middle schools. To enhance their functioning, management training is being developed. Their objectives are:

- to monitor teachers' performance and serve as a check on teacher absenteeism;
- to use government funds to the best advantage of the institution such as for the purchase of furniture and other equipment;
- to generate additional funds;
- to enhance enrolment towards achieving the EFA goals; and
- to reduce drop outs and provide quality education.

The composition of school councils is as follows: head teacher (chairperson), five parents, two retired soldiers or retired government servants, one Lamberdar (revenue collector at village level), one person making a substantial contribution to school funds, one school teacher (secretary) selected by the head teacher.

Box 3. Republic of Korea

Composition: An SMC comprises 5 to 15 members representing parents, community leaders, regional experts, teachers and principals. The number of committee members is dependent upon the size of the school. The president is selected among parents or local representatives but not among teacher representatives.

Functions: This committee decides how school advancement funds are to be used, and deliberates and advises on overall school operation, including the stipulation and revision of school regulations. It is involved in a variety of activities, ranging from financial management to planning co-curricular activities. The financial responsibilities refer to the deliberation of bills and budgets and the settlement of financial accounts. The academic function involves the preparation of proposals for elective courses and other educational programmes. It also decides on the programmes to be offered after school hours and the financial implications of these. One of the most important roles is the consideration of the school charter and regulations, which come under their administrative and executive jurisdiction. The SMC meets approximately eight to ten times per year.

(b) Parent Teacher Associations

Parent Teacher Associations (PTAs) play a role in schools in all countries, although the name they carry can be different from one country to another. In the *Republic of Korea*, for instance they are called parent groups. Their power differs between countries. They are used mainly to organise fund-raising activities, but in quite a few countries, they play a more important role. In the *Republic of Korea* the national parents' association has become a politically powerful pressure group.

In **Bangladesh**, Parent Teacher Associations at secondary level, are not an active element in the school management process. In most cases they are only involved in end-of-year functions such as sports events, cultural competitions, prize-giving ceremonies, distribution of annual progress reports to students, etc.

In **Malaysia**, Parent Teacher Associations are expected to play a very important role. As the school is part of a wider community, the school-community relationship is vital for the development of the students. This association provides financial aid, moral support and a platform for voicing parent expectations.

In **Pakistan**, the Parent Teacher Association together with the SMC assists the head teacher with the allotment of non-salary budget expenditure and to monitor day-to-day school problems. The PTA/SMC also look after the uniform and textbook needs of poor and disadvantaged children.

In the **Philippines**, these associations assist by raising funds mostly through membership fees. Large schools have a mother Parent Teacher Association and smaller Parent Teacher Associations that are class- or grade-level associations of parents of students belonging to that class/grade.

Parent Teacher Associations in **Sri Lanka** are important for community support for education and are strong in most of the well-established semi-urban and rural schools.

In the **Republic of Korea**, parent groups, consisting of students' mothers, provide voluntary services for school excursions, sports events, and other school activities and take the lead in fundraising and opening bazaars for purchasing books. They mainly support schools morally and financially. Recently, public education

bodies composed of parents and citizens of the community have taken on controversial education issues and school problems, presenting their own solutions for the improvement of school education.

(c) *Pupils and Alumni Associations*

The Associations in *Bangladesh* and the *Republic of Korea* provide information on the role played by students. In *Bangladesh*, in secondary education, student representatives are not part of the school management but assist teachers in managing classroom affairs. In the *Republic of Korea* autonomous student bodies exist at every level, including primary schools, and have a voice in the management of schools. The members are elected directly by the students. These bodies work as student associations in accordance with school regulations on their formation, organization, roles and activities. By taking into account students' opinions, they ask schools to tackle problems concerning student welfare and facilities. Their opinions are used as a reference for school management.

In the *Republic of Korea*, *Malaysia*, *The Philippines* and *Sri Lanka*, Alumni Associations give support (mainly financially) to schools. In *Malaysia*, old boys'/girls' associations (alumni) support the school by forwarding views, contributing with financial assistance and promoting an *esprit de corps* among the school community. The involvement of the community is evidence of a school's social accountability. In the *Philippines*, some schools have Alumni associations that provide support in various forms, like the granting of scholarships to poor but deserving students and the improvement of school facilities and equipment. Old pupils associations are very active in urban schools in *Sri Lanka*. The organisations are composed of those who have received their education in these schools and are involved in the welfare and well being of their alma mater.

1.4 Conclusion

The internal management of schools is organized in various ways. Depending on the size of the schools, different personnel functions and committees are created. It is clear that in most cases, this reflects a willingness to make decision-making more participatory. The *Republic of Korea* is the best example. The number of councils and committees has increased considerably, and aims at avoiding a closed, principal centred type of management and moves towards accommodating various opinions from school committees and encouraging the participation of teachers. Teachers are encouraged to participate in school life, and the community plays more and more a considerable role in school management. The School Management Committees, the Parent-Teacher associations and Pupil-Associations illustrate this. In all the countries, this increasing participation of the community seems to be a recent phenomenon and a process in course.

But the existence of such structures, while useful, does not at all guarantee participation and transparency. Much depends on the leadership style and the characteristics of individual head teachers, many of whom remain authoritarian, in part because the recruitment criteria put more weight on qualifications and experience than on specific characteristics of an effective leader.

2. The role of head teachers

The management responsibilities of head teachers are summarized in the following sections, with some illustrations from the various countries. We call attention first to their official job descriptions, then look at the main functions of head teachers as described in the different diagnoses and try to analyse their decision

making power in these different areas. Finally, we look at methods used in day-to-day practices and main problems encountered by head teachers.

2.1 Official job descriptions of head teachers

The role of head teachers is in several countries prescribed by the government, but this is not always done in detailed ways. In *Bangladesh* for instance the Directorate of Primary Education has to define what head teachers should do, but the diagnosis states that there are no detailed documents, rules and regulations in this regard. In the *Republic of Korea* a particular article (Paragraph 1 of article 20) of the elementary and middle school education law contains some general principles.

Republic of Korea

According to paragraph 1 of article 20 of the elementary and middle school education law, principals should supervise overall school operations, direct and oversee the faculty and educate the students. Principals have responsibility for and authority over general school education, while having no obligation to teach. Sometimes, they participate in student education.

While such laws are quite general, circulars and regulations are somewhat more specific. In *Malaysia*, professional circulars from the Ministry of Education dictate responsibilities of head teachers. The Nepalese Education Regulation 2049 lists 30 responsibilities covering all aspects of management and administration of a school. The role of head teachers is less clearly defined in *Pakistan*. The reason for this is the absence of job manuals and defined roles. The North Western Frontier Province

describes in general the role of head teachers and gives essential elements of successful supervisory behaviour, for example: 'be a leader, not a driver'.

Pakistan

North Western Frontier Province: Role of the head teacher

The headmaster establishes the climate for the supervisory programme of the school. The building of staff confidence is one important method to stimulate willingness to co-operate. He realizes that only through his teachers would the quality in the school improve. The headmaster must grasp every opportunity to show that his major purpose in the school is to help teachers become more effective.

The manual further emphasizes that teacher supervision is too important a role to be left to the infrequent visits of the education officers assigned to that task. Supervision is concerned with the day-to-day quality of work in the schools and therefore must become an important responsibility of head teachers and principals.

Source: Pakistan. 1982. *Job Manual for District Education Office of the Education Department Government of NWFP Province Pakistan*. Management Unit for Study and Training Peshawar.

As will become clearer in the following paragraph, the descriptions of the main functions of head teachers in the diagnoses vary from vague formulations to detailed inventories of responsibilities.

2.2 Main functions

The main functions of head teachers extracted from the different diagnoses fall under the following categories:

1. Personnel management
2. Student management
3. Finance management
4. Administrative management
5. General management
6. Curriculum management
7. Teaching responsibilities
8. Logistics

1. Personnel management

The authority of head teachers to recruit and supervise teachers and take disciplinary measures varies between countries, school-levels and of course between public or private schools. We look at the following responsibilities: *evaluation of teachers*, *recruitment and selection* and *planning and support* to teachers.

(a) Evaluation

Head teachers in *Bangladesh*, *Nepal* and the *Republic of Korea* have the responsibility to evaluate teachers. Korean Principals are responsible for giving 50 per cent of the vice-principals', teachers' and registrars' performance scores. In *Bangladesh*, the head teacher is authorized to report to the Thana Education Officer through the Assistant Thana Education Officer on the classroom performance of teachers. The head teacher cannot take disciplinary measures. That is the role of the DPEO. In *Nepal*, the evaluation of teachers is the responsibility of the head teacher. He can recommend them to the DEO and the management committee for transfer, promotion and awards. The head teacher in *Nepal*, contrary to the one in *Bangladesh*, can give a punishment, but this is limited to withholding salaries for up to one week.

In *Bangladesh*, the *Republic of Korea* and *Nepal*, classroom visits are mentioned as a way of supervising and evaluating teachers. These visits can of course have different purposes: to provide quality education through periodic class visits and class observation or to strengthen the head's authority and control teachers more strictly. In the *Republic of Korea*, such visits allow for gaining insights from students, as counselling is provided and their opinions are considered.

(b) Recruitment and selection

Recruitment and selection do not fall within the exclusive authority of head teachers. In *Bangladesh*, different commissions are involved. In secondary education, head teachers in non-government schools, as the member secretary of the SMC, play a role in recruiting, appointing and dismissing teachers and employees. In the government schools, the Public Service Commission recruits, appoints, promotes, transfers and dismisses head teachers and teachers. The power to recruit, appoint and promote teachers and take punitive measures against them is shared with the SMC. The recruitment, selection and training do not fall within the remit of head teachers in *Malaysia*. They can make requests however for additional teachers through the District Education Office.

In the *Republic of Korea*, principals have more power. They can select assigned teachers and class teachers, transfer teachers to different departments, recruit temporary teachers and elect school doctors. They also make decisions with regard to reassignment and they recommend teachers for training with a view to promotion and qualifications, for awards and the reassessment of salary scales. The promotion of teachers and posting of teachers to schools is the responsibility of the higher administrative agencies.

(c) Planning and support

The planning of the teachers' work through the assignment of tasks and the distribution of work load is a crucial activity of the head teacher, in all countries. This implies the preparation of a timetable, assigning specific duties, distributing teaching load, granting casual leave and ensuring a fair balance. It also implies that the head will ensure the attendance and proper performance of teachers and will oversee teaching-learning activities in the classroom. This is true in all countries, but here and there some specific duties are added. Heads in primary schools in *Bangladesh* for instance have to ensure visits to pupils' homes by the teachers and the head teacher. In *Malaysia* head teachers have to register and allocate teachers, place them on the pension scale and manage their holidays. In *Nepal*, a teachers meeting is called at least once every month to discuss school functioning and record keeping. A head teacher also has to evaluate work progress monthly, quarterly and annually. In the *Philippines*, the principals direct the organization of classes and designate the relevant instructional and other materials among school personnel. In *Sri Lanka* head teachers develop the annual school plan, prepare the formal curriculum, the annual school calendar and timetable.

A fundamental task of head teachers is to **support** their staff. The demands on heads are quite high, as the following examples show. In *Malaysia*, head teachers have to help teachers and support staff to formulate work targets and from time to time examine these targets as well as the quality of their work. Head teachers plan and organise staff development programmes or in-service education programmes which assist personnel throughout the system to function positively in relation to the organisation's goals. Procedures are also established to evaluate the job performance

of all instructional and non-instructional administrative and supervisory personnel in the school. Also in the *Philippines* support to teachers is an essential task. Head teachers confer and discuss ways of improving instruction with the teachers and evaluate the level of achievement in relation to the school's goals. The principal likewise designs and conducts in-service training programmes for teachers and other school personnel. They rate the performance of their teachers and recommend them for promotion appropriately.

The *Malaysia* diagnosis states that an important aspect is managing various kinds of conflict that occur within a school. There may be conflicts over goals, policies, procedures, between members of staff, between staff and pupils, between pupils, etc. These conflicts have to be resolved or managed in some way.

2. Student management

Managing students is primarily the task of the individual teacher, but the head teacher retains an overall responsibility. In *Bangladesh* the job description of primary school heads includes the responsibility to ensure student attendance with the help of SMC. In *Nepal*, *Pakistan* and the *Philippines*, this responsibility is stated in general terms: 'Head teachers make provisions for students admission, test examinations and certifications' (*Nepal*), 'Head teachers should be role-models for students. They must take student representatives into confidence and meet with them frequently to help resolve their problems.' (*Pakistan*), and 'Principals coordinate all school services for the pupils' all round development' (*the Philippines*). In *Malaysia*, responsibilities are described in detail. Head teachers are involved in certain operational services such as admission, transfer, promotion, registration of students, scholarship arrangements, safety and disciplinary issues, health service,

guidance and counselling provision. Head teachers, teachers and other personnel are all involved to some extent in the counselling process. Student discipline is another important dimension. This involves maintaining record systems to log attendance and changes in membership.

3. *Finance management*

The tasks undertaken by head teachers in financial management, differ in function of the financial autonomy. In most cases, they have little such autonomy. Their duties are mainly limited to administering relatively small funds within tight limits. They will have to ensure appropriate accounting for the funds received and expended by the schools. Each country gives some different details in this regard.

In **Malaysia**, a part of the head teachers' responsibilities include management of salary payments, purchasing equipment and other goods, internal auditing of expenditure, the preparation of financial reports, financial accounting, supervision of school insurance and accounting for school property.

In **Pakistan** "head teachers must be aware of the school budget and should know how to divide it amongst different department heads for expenditure such as library books, agro-tech material, science equipment and minor school repairs".

Financial management in **Nepal** includes resource mobilisation, record keeping of income and expenditure and audit reports.

Head teachers in the **Philippines** prepare the budget, programme all expenditure and endeavour to secure additional financing for the school.

In **Sri Lanka** the functions that are entailed in financial management and control are the collection of facilities fees, school development society fees, donations, maintenance of financial records, inventories, etc.

In the management of finances, head teachers acquire more autonomy and responsibility in the *Republic of Korea*. Principals are the delegated accountants and collectors under the Special Education Cost Financial Accounting Rules and have the power to implement budgets and dispose of other earnings in their name within the scope of the special education cost account. Principals should actively participate in the procurement, allocation, utilisation and evaluation of budgets. In the past, due to the small scale of the budget and to the limited scope of implementation, the principals played a passive role, managing the given finances. The level of autonomy and responsibility is increasing and principals now have more authority in the dispensation of budgets, with the introduction of the cost contract system. This is a budget system in which budgets are decided and spent on an individual school basis. Self-driven fund raising is also an important role of principals.

That the level of financial responsibilities depends strongly on the autonomy is evident in *Bangladesh* where there is a difference in the mode of operation between a **government** and a non-government school. The government schools are owned, controlled and financed by the government, and this limits the finance-related function of head teachers to making timely disbursements and optimum utilisation of available resources. Non-governmental schools on the other hand receive from government only partial funding for salaries (80 per cent) and some financial support for improving physical facilities. The remaining amount has to be procured and managed by the head teacher in collaboration with the SMC.

4. Other administrative and management tasks

The head teacher represents the Ministry within the school and is therefore responsible towards the Ministry and its deconcentrated offices. This implies keeping files and preparing and consolidating school reports. Examples with some more details from the *Philippines* and *Nepal* follow.

- **Philippines**

Under the responsibility of the head teacher is the preparation and consolidation of school reports for the district supervisor in the case of elementary level and the divisional superintendent in the case of secondary level. The elementary principal represents the supervisor at school and within the community as a whole and performs other duties and responsibilities delegated or assigned to her by the district supervisor.

- **Nepal**

Head teachers have to record and file information on all important school events and other related matters including teachers and staff personal records and provide them to the DEA, supervisor and managing committee if asked. They are responsible for the operation and management of the school schedule and prepare monthly, half-yearly and annual plans of teaching and learning activities and implementation.

Head teachers also have to organize the management meetings. In *Bangladesh*, they have to take timely measures to form the SMC and properly discharge the responsibilities of its member-secretary. In *Nepal*, head teachers have to call the SMC meeting regularly, in consultation with the chairperson, certify and

execute the decisions. In *Pakistan*, head teachers should form different types of committees that supervise the corresponding functions of the school. They should only provide supervision to these committees, thus allowing themselves more time to concentrate on solving institutional problems. PTAs are also beneficial tools to tackling problems between students and teachers, and between the school and the community.

They also have to organise other events. In *Nepal* they are in charge of the organization of parents day, school day, cultural programmes, and extra curricular activities to inform parents, the community and others concerned about school activities. In *Sri Lanka* they have to plan co-curricular activities and activities related to school development societies.

5. Curriculum management

The core role of head teachers is to ensure full implementation of the curriculum. In most countries, the power to determine school curricula rests with the Ministry of Education (*Republic of Korea, Malaysia*); or a national body (National Curriculum and textbook Board, *Bangladesh*). Head teachers might play a role in these bodies, e.g. in *Bangladesh*, they are represented in the subject committees formed by the National Curriculum and Textbook Board (NCTB). The Malaysian situation is fairly typical: heads are responsible for the implementation of curricular and extra-curricular activities in line with the Ministry of Education's policies. Of utmost importance is the task of providing the necessary materials and facilities that will ensure that the curriculum is put into operation and properly evaluated. The Malaysian description gives in detail some tasks of the head teacher in curriculum-management.

Malaysia

Head teachers are responsible for interpreting the formal curriculum and constructing instructional programmes for their particular school. They must:

- supervise and monitor to ensure that operational policies and school objectives are in line with the national educational policies of the Ministry of Education;
- supervise teachers to ensure that they teach according to the syllabus and courses of studies stipulated by the Ministry of Education;
- ascertain policies regarding evaluation and examination procedures be implemented and that examination data be used for further planning and follow up activities;
- supervise the teaching learning process;
- examine teachers' record books and students' report cards;
- profile records of students in co-curricular activities from time to time;
- ensure that resource centres enable the pedagogical aspects of the teaching learning process;
- ensure that senior subject teachers implement educational strategies and programmes effectively as well as teach a certain number of teaching periods.

The power of head teachers in this domain is thus limited. However, in the *Republic of Korea*, they are allowed to allocate a certain number of hours a week to their chosen subjects, to determine the timetabling of these subjects for each semester and grade, to review teaching plans, to grade students and send reports to their homes, to implement various strategies for encouraging class learning, to determine the temporary closing of the school in

emergencies and to award certificates of graduation to students. School opening dates and timing are outside their power.

6. Teaching responsibilities

In *Bangladesh* and *Pakistan*, head teachers have teaching responsibilities. The small *Bangladesh* survey (conducted in the diagnosis) shows that all head teachers have the responsibility of classroom teaching, with an average teaching load of 13 periods per week. In *Pakistan*, by law, head teachers are required to teach at least two subjects. However, only a few head teachers take the responsibility of teaching on the grounds that they have no spare time for teaching due to the burden of school administration. In *Nepal* no specific instruction is given, but in the case of larger, especially secondary schools, it is generally understood that they do not have to teach. However, most head teachers do. In larger schools, head teachers are often required to work as substitutes for a vacant teacher post. Because head teachers are usually chosen from amongst teachers, many of them continue to teach while also working as head teacher. At primary school level, the number of teachers is so limited that in most cases the head teacher has to teach as much as other teachers. Not everywhere do the head teachers have teaching responsibilities. In the *Republic of Korea* for instance it is no obligation for them to teach.

7. Logistics

Head teachers are responsible for the instructional materials and school buildings.

(a) Instructional and other materials

In *Pakistan*, *Malaysia* and *Sri Lanka* books and other supplies have to be managed.

In *Pakistan*, the school runs a tuck shop that supplies stationary items, books and refreshments to children. Head teachers are responsible for supervising its daily income/expenditure.

In *Malaysia*, instructional material and other supplies must be received stored and efficiently distributed as needed. Efficient record keeping and an inventory system is needed.

In *Bangladesh*, there is a huge difference in management of these materials between types of schools. In non-government schools, head teachers are heavily occupied in the management of materials. Although the government supplies some teaching, reading and learning materials and furniture and equipment through various development projects, this support is occasional in nature. Hence, head teachers have to ensure there are sufficient funds for the purchase of adequate materials. For government schools, funding is provided by the government. The head teacher ensures the timely procurement and use of the materials and resources.

(b) School buildings

In *Bangladesh* and the *Republic of Korea*, the maintenance of school buildings is explicitly mentioned as the responsibility of the head teacher. Primary school heads in *Bangladesh* have to ensure maintenance and safety of school buildings and other properties with the help of SMC. There is no provision for recurring grants for minor repairs to the school infrastructure. The head teacher and SMC depend on the community for funding for minor repairs to the school infrastructure. In the *Philippines*, they are responsible for the supervision of maintenance and the up-keep of school buildings and facilities.

2.3 The role of the head teacher: some comments

The head teachers' workload is heavy and dispersed. Tasks are situated at different levels with different 'partners' involved: students, teachers and senior staff, the ministry and supervisory administration, the community and individual parents. The recent policies towards decentralisation and school autonomy have increased their workload more and more. This is true also for instructional supervision. The precise impact differs from country to country and within countries, between schools. Two risks however are worth mentioning: on the one hand, head teachers receive heavier administrative duties, without much autonomy; secondly, where they receive genuine autonomy, they will not always have the resources and assets to wisely use it. This increase and change in demands stresses the importance of training, what is reflected in training efforts of the countries involved (*Part IV*).

2.4 Strategies used by head teachers

Head teachers take few decisions by themselves. The diagnoses mention two types of strategies used by head teachers to manage school life: meetings with staff, and school development plans. We take a look at the use of these instruments in the different countries.

(a) Staff and other meetings

The organisation of staff meetings is a common instrument to manage staff, used by most, if not all, heads of school. In the *Republic of Korea*, the point is made that their role is not simply to accommodate the opinions of teachers but also to promote unity, harmony and close bonds among faculty teachers. Some of these meetings therefore take the form of friendship gatherings and out-of-school dining. Meetings with the community and other actors

are also important in all countries. Some schools rely on parent education sessions and open classes to increase parents' trust in the school. In *Malaysia*, head teachers work closely with parent-teacher associations to communicate information, clarify and build cooperation. They are commitment to building goals and promoting cooperation, inter-institutional understanding and functional congruency.

(b) School development plans

School development plans are an increasingly popular tool in many countries, and are mentioned as such in the diagnoses of *Bangladesh*, the *Republic of Korea*, *Nepal* and *Malaysia*. In the *Republic of Korea*, the policy paper 'Creation of a new school culture' (1998) emphasized the concept of plan-based management. In accordance with this, one of the major roles for principals is to prepare the school education plan. In *Malaysia*, the concept *Vision 2020* by which *Malaysia* aims to become an industrialized, developed nation by the year 2020 has influenced all development activities. There is a countrywide agenda for the creation of national 'smart schools' and the implementation of this policy will see that every student in every school has access to a system of education that uses the latest technology. School administrators create school improvement plans in line with this national agenda and these plans need to be shared with the school community (teachers, parents and students). Operational plans embody the vision and mission of the school, they include curriculum, financial projects and plans for regarding school facilities and need the cooperation and support of the school community to bring them to fruition.

The diagnosis of *Bangladesh* and *Nepal*, show us that the implementation of these school development plans, is not without problems. In *Bangladesh*, only five of the 30 head teachers in the survey prepare and execute development plans for their schools.

In *Nepal*, school development plans seem to focus more on physical developments and less on staff development. This is due (according to the diagnosis) to a lack of training and experience on the part of head teachers. There is a need to arrange internships or exchange visits for head teachers with outstanding schools.

2.5 Main problems

Throughout this chapter, several constraints facing the heads of schools were highlighted. These are well known and are not limited to this group of countries: lack of specific training, demotivating working conditions, and a heavy workload. However, there are two other problems which deserve equal attention: the fact that head teachers have a rather weak position and that they have to cooperate with various actors who all have different needs and wishes.

A study²⁰ in the *Philippines* shows that head teachers have little authority. According to the final report only about 14 per cent of school heads in public schools who responded, claim that they are given a free hand in selection of textbooks and instructional materials. In many cases the office of the divisional superintendent orders and procures textbooks. School heads have also limited authority with regard to personnel management. There is a lack of internal control over the appointment and dismissal of teachers and non-professional staff. The responsibility of appointments legally lies with the district Education office and state education department. Unless head teachers are able to choose their staff, or at least exercise a veto on appointments, the freedom to allocate

20. *Project Teacher Advancement for Optimum Well-Being*, sponsored by the Philippine Senate Committee on Education, Arts and Culture, which surveyed the employment status, welfare benefits and working conditions of public school teachers and the profile of public school principals (1999).

people for particular responsibilities will be curtailed. School heads need administrative back up, but many schools do not have this personnel, only the larger schools can provide this assistance.

The complexity of co-operating with different actors becomes clear in the examples from the *Republic of Korea, Malaysia* and *Nepal*.

In the *Republic of Korea*, with the trend towards democratisation, autonomy and openness, principals complain about their weakened positions and difficulty in carrying out their roles. The main issue facing principals is the generation gap and the difference in education philosophies among teachers. The most difficult job they face is to overcome such differences. In addition, the bureaucratic control and authority of the higher administrative bodies and the complacency of public officers make their attempts for school improvement difficult. Some of the instructions and directions from the Ministry of Education or Education Office result from office discussions and are sometimes far removed from actual school conditions. They have to persuade and negotiate with parents who have their own interests at heart and whose demands are inconsistent with present educational orientations. They also have to solve disputes between teachers and parents arising from disciplinary issues, etc.

In *Malaysia*, education is a concern of the federal government. There are numerous pressure groups that make all kinds of demands pertaining to the curriculum, to services offered by the system and aspirations of the teaching profession. All these groups provide critical sources of feedback regarding the implementation of educational policies at the school level. Heads are often the target of negative feedback and as institutional leaders they are required to remain confident and help their organizational members manage

the internally complex and ever-changing situation of intensive role ambiguity and the anxiety they face both individually and collectively. PTAs provide support to improve the financing of public schools. However, they emerge in certain schools as powerful organizations exercising influence to the extent of interfering with the administration.

In *Nepal*, a link between the different communities is lacking. One of the major reasons for a lack of adequate implementation of the current provisions of school education relates to the lack of a direct link between the school, community and local authority. Although some schools do organize parents' days or meetings with parents, this is rather ceremonial in nature. Similarly, the concept of alumni associations is new to most schools. Some schools that have tried to develop such organizations have not been able to achieve a well-functioning body. The only group that exists is the SMC. Its existence relies on the government regulation. There is no communicative or other functional relationship between the SMC and the local educational authority. The local authority and the District Education Officer work directly with the head teacher. This brings certain pressures to bear on head teachers. On the one hand, they have to work under the SMC for school development and good management, on the other they have to take direct orders from the DEO to comply with the MoE's supervision and monitoring system and to receive the basic operation budget.

Another problem, mentioned in the *Malaysia* case, is subject specialisation. School consists of specialist staff, and head teachers are unlikely to know about the areas of competence of departments outside their own area of specialisation. It is therefore difficult to exercise a substantial amount of control over the aims of a department's teaching, to know to what extent departments are keeping up with the latest developments and to evaluate their work.

III. The management of head teachers

This part addresses major management issues by firstly presenting the official rules, regulations and procedures in the region. It then comments on the implementation, the problems encountered and the results obtained in the different countries. Particularly successful policies and strategies are identified.

1. Recruitment

In this first section, we look at recruitment by comparing the qualifications and experience required to become a head teacher, by identifying the persons in charge of the appointment and finally by discussing the procedures.

1.1 Qualifications of candidates

The two following tables show the qualifications required to become a head teacher in elementary and secondary schools, for those countries where such detailed information is available.

Table 3.1 Qualifications required in elementary schools

Country	Elementary schools			
	Position	Education	Experience	Specific training
Korea (Rep. of)	Head teacher	Vice-principal's licence ²¹	20 years (=basic) 3 years' vice-principal	Points are awarded for training programmes
Malaysia	Head teacher	Teacher; Secondary O level; Teacher training (3 years) at a teacher training college	Qualified teacher (on a particular date)	
Nepal	Head teacher	Requirements for teacher in primary schools: School Leaving Certificate pass (Grade 10)	Unspecified number of years as a teacher	Pre-service training is not yet a requirement to become a head teacher
Pakistan	Head teacher Grades B7, (can move up to B9, B10)	Secondary School Certificate and a 1 year course in teaching (Primary School Teaching Certificate)	Senior teacher	
Philippines	Head teacher I	Bachelor's degree in elementary education or equivalent	None required	None required
	Head teacher II and III	Idem	1 year of relevant experience	4 hours of relevant training
	School principal I	Master's degree in education or equivalent	1 year as head teacher III or 2 years as head teacher II or 3 years as head teacher I or 3 years as master teacher I or 5 years as teacher-in-charge 4 hours of relevant training	

21. More information on this license can be found in 5.1.

Table 3.1 Continued

Country	Elementary schools			
	Position	Education	Experience	Specific training
Sri Lanka	Class 3	Trained teacher	5 years service after training	
	Class 2	Teacher Graduate teacher	Trained teachers with 10 years of satisfactory service, or graduate teachers with not less than 5 years of satisfactory service	
	Class 1	Teachers Graduate teachers	Teachers with not less than 15 years of satisfactory service after training, or graduate teachers with not less than 10 years of satisfactory service	

Table 3.2 Qualifications required in secondary schools				
Country	Secondary schools			
	Position	Education	Experience	Training
Bangladesh	Head teacher	Minimum first university degree Bachelor in Education (training in education) is a precondition for appointment as head teacher	Unspecified number of years of experience in teaching or educational administration	
Korea (Rep. of)	Idem requirements for elementary schools			
Malaysia	Head teacher	At least a first degree from university Teaching certificate (diploma in education from a university faculty of education)	Senior secondary school teacher	
Nepal	Head teacher	<i>Lower secondary</i> : minimum level is Proficiency Certificate (Intermediate) level pass (Grade 12) <i>Secondary level</i> : minimum requirement is a Bachelor level pass <i>Higher secondary level</i> : minimum requirement Master Degree	Unspecified number of years as a teacher	Pre-service training is not yet a requirement to become a head teacher
Pakistan	Head teacher B17, B18, B19	?	Seniority	

Table 3.2 Continued

Philippines	Head teacher I	Bachelor's degree in Education or equivalent, or Bachelor's Degree in Arts and Sciences with at least 10 units in professional education	None required	None required
	Head teacher II to IV	Idem	1 year of relevant experience	4 hours of relevant training
	Head teacher VI	Idem	2 years of relevant experience	8 hours of relevant training
	Secondary school principal I	Master's Degree in Education or equivalent	1 year as assistant secondary school principal or 1 year as head teacher V or 2 years as head teacher IV or 3 years as head teacher III or 4 years as head teacher II or 5 years as head teacher I or 3 years as master teacher I or 5 years as teacher in charge 4 years of relevant training	
Sri Lanka	See elementary education ²²			

22. In Sri Lanka, no distinction is made between elementary and secondary education.

In all the countries, it is clear that head teachers need the required qualifications that are, as a minimum, the necessary diplomas to become a teacher in elementary or secondary schools. In the *Republic of Korea*, a principal's license has been created in order to form a real professional corps of head teachers (more information in 3.5). In the *Philippines* and the *Republic of Korea*, specific training is provided and has become a pre-condition to be appointed as a head teacher (see 3.5). A similar training programme exists in *Malaysia*, but participation is not yet a pre-condition.

The experience required varies significantly: in the *Republic of Korea*, 20 years experience is a minimum, but in other countries (the *Philippines* and *Sri Lanka*), the experience required varies from none to 15 years. In most cases however, even in those countries where required experience is low, most head teachers have a lot of teaching experience and are senior teachers.

1.2 Who is in charge of the appointment?

The following table and the details hereafter show that the appointment of head teachers in public schools is highly centralised in *Bangladesh*, *Malaysia*, and *Sri Lanka*. In *Nepal* and the *Republic of Korea* there is more involvement of the decentralized offices of the Ministry in this decision-making. In the *Republic of Korea*, however, it is within a normative framework. *Pakistan*, a federal country, allows the provinces to take these decisions. Evidently, decisions concerning non-government schools are in the hands of their management committees or boards.

Table 3.3 Units responsible for appointment of head teachers

Country	Primary schools	Secondary schools
Bangladesh	Central Committee (government schools) SMC (non-government schools) Appointment Board (non-government schools)	Public Service Commission (PSC) (government schools)
Korea (Rep. of)	<ul style="list-style-type: none"> • Minister of Education • 1999: Education Offices + Principal Qualification Deliberation Subcommittee 	
Malaysia	The Organisational Development and Service Division (ODSD) and Promotion Board of the Public Services Division (PSD).	
Nepal	District Education Office National Teacher Service council	
Pakistan	Director of Education at Provincial Level (government schools)	Public Service Commission (government schools)
Philippines	Department of Education, Culture and Sports, Division Level Promotions Board	
Sri Lanka	Sri Lanka Principals Service (SLPS)	

- **Bangladesh**

Elementary schools:

- Government schools: A central committee, headed by the Director General is charged with the responsibility of the selection of primary teachers including head teachers. Applications for the position of head teachers are submitted to, and processed by the Thana Education Office.
- Non-government: The SMC recruits and appoints teachers in accordance with the recruitment rules.

Secondary schools:

- Government: The Public Service Commission (PSC) recruits and appoints head teachers. The selection of candidates is made by a board consisting of members of the PSC.
- Non-government: An appointment board consisting of the SMC chairperson, member secretary of the SMC, representative of the DG, DSHE and an expert in the relevant field recruit and appoint head teachers.
- **Malaysia**

Applications are decided upon by the central Ministry, with some input from the State Education Department. The applications are sent to the Organizational Development and Service Division (ODSD). They are then zoned and sent to the Promotion Board of the Public Services Division (PSD). This is a division of the Prime Minister's Department responsible for all civil service matters pertaining to appointment, promotion and discipline. The PSD short lists the applicants based on performance evaluations and sends the information via the ODSD to the State Education Departments. The State Education Departments then decide on the merits and weaknesses of candidates and forwards the endorsed list to the Director General of Education who approves their appointments.

- **Nepal**

Primary schools: Head teachers are recruited by the District Education Office. In few cases, it seeks the SMC's recommendations. According to the Education Regulation 2057 (1999/2000), a National Teacher Service Council has been formed for the purpose of regulating teacher recruitment and professional development. This council will recruit teachers.

- **Pakistan**

- *Elementary schools:* The Director of Education at the provincial level collects applications and prepares a list of candidates. The provincial government appoints the head teachers.
- *Secondary schools:* The Provincial Public Service Commission (PSC) supervises the selection of head teachers. The Government appoints head teachers.

- **Philippines**

The **Department of Education, Culture and Sports, Division Level Promotions Board**, chaired by the Divisional Superintendent, is responsible for the selection of head teachers and principals.

- *Grades 18 and below:* the appointment is signed by the superintendent and then forwarded for attestation to the Philippine Civil Service Commission (constitutional body which ensures that only those who are eligible are appointed to serve in government offices, including schools).
- *Grades 19 and above:* the rank list is submitted to the Regional Level Promotions Board. The appointment paper is signed by the Regional Director and attested by the Civil Service Commission.

- **Republic of Korea**

Until 1999 the municipal and provincial superintendents recommended candidates to the Minister of Education who then asked the President to appoint them. Since September 1999, the Ministry of Education has reinforced the criteria for principal appointment and delegated this matter to the City and Provincial Education Offices. The Personnel Committee is an advisory body of the Education Offices composed of superintendents and professors. Its president is the Vice President of the local Education Office. Also, a Principal Qualification

Deliberation Subcommittee, consisting of three or more members, has been formed to carry out the examination of candidates, proposed by the school management and set up interviews.

- **Sri Lanka**

The Sri Lanka Principals Service is responsible for the selection of principals.

1.3 Recruitment procedure

The recruitment procedures are very different in all the countries.²³ We distinguish procedures which emphasize qualifications, years of experience and, in some cases, achievement in a test from those which stress performance as a teacher. The former are the more traditional procedures and only the *Republic of Korea* and *Malaysia* belong to the latter group.

The procedures in *Bangladesh*, *Nepal*, *Pakistan* and *Sri Lanka* are more traditional. These procedures make use of written tests and interviews to select head teachers. Information on the content of those written tests is provided for the selection procedures in *Sri Lanka*:

“The examinations for Class 1 consist of four written papers in the following: comprehension, general knowledge, education policy and administration, applied educational psychology and student counselling. The question paper on applied educational psychology and student counselling will

23. Besides the eligibility requirements, no information is provided on the selection of head teachers in the Philippines.

test the ability of the candidate to apply fundamentals of educational psychology in finding solutions to problems relating to the process of education which covers learning, teaching and evaluation, problems relating to management, administration and education and students' personal problems.”

The country cases show that, in whichever way exams are organized, seniority and qualifications play the more significant role in recruitment. The diagnosis of *Nepal* has some critical thoughts about this. While those factors (seniority, academic qualifications) may be effective in the enforcement of hierarchical discipline, they will not necessarily help to improve management to achieve better staff development or classroom practice. The advantage of using these criteria is that they are quite objective. Referring more on ‘personality traits’ for selection leads to the problem of how to judge such traits.

Traditional recruitment procedures

- **Bangladesh**

Primary schools

Government schools: Applications for the position of head teachers in primary schools are submitted to and processed by the Thana Education office. A written test is administered and interviews are subsequently held at district headquarters. The committee prepares a sub-district merit list on the basis of the candidates' performances, and appointments are made in accordance with the list. For non-government schools, it is the School Management Committee that recruits and appoints teachers in accordance with the recruitment rules.

Secondary education

Head teachers for government schools are recruited and appointed by the public service commission through written tests, followed by an interview. Appointment through promotion is also practised.

- **Nepal**

As per the Education Regulation 2057 (1999/2000), a National Teacher Service Council has been formed for the purpose of regulating teacher recruitment and professional development. Accordingly, teachers are recruited through examination and interviews held by the council. With the formation of the National Teacher Service Council, criteria for the selection of head teachers have yet to be prescribed. Because of the lack of formal criteria, the selection process is often accused of bias in the appointment of heads.

- **Pakistan**

There are no fixed rules for the appointment of head teachers in elementary schools. Any teacher appointed at primary level can

become a head teacher on the basis of his/her seniority. Positions for primary school teachers are advertised in the press. The Director of Education at the provincial level collects applications for the positions and prepares a list of candidates taking into consideration SSC and PTC exam grades. Interviews are held for those who qualify for the position.

Secondary school head teachers of government-owned schools in the provinces are either promoted or directly selected to the position through open competition. Promotion is applicable in 85 per cent of the cases. Seniority and well-rated annual confidential reports (ACR) are a key basis for promotion. Head teachers or principals usually write ACRs using a number of parameters regarding the subjective attributes of the teachers. Their validity, therefore, becomes questionable because of a lack of objectivity. Senior teachers are selected according to the number of available vacancies.

The direct selection of head teachers and principals applies to 15 per cent of cases and is supervised by the provincial Public Service Commission (PSC). Vacancies are advertised in newspapers and applications are invited on prescribed forms. A written test is given to candidates followed by an interview after the announcement of the results. Those who attain a position on the merit list are recommended to the government for recruitment and are appointed as head teachers or subject specialists.

- **Sri Lanka**

Appointments to Class 3

Appointments to vacancies in Class 3 of the Service will be made on the results of a limited competitive examination followed by an interview. The examination consists of two written papers, comprehension and general knowledge. The comprehension paper tries to assess the candidate's ability to grasp the meaning of a given passage or passages. The general knowledge question paper is designed to test the candidates' awareness of the environment in which they live and work, including the political, social and technical environment.

Appointments to Grade 2 of Class 2

Appointments to not more than 60 per cent of the vacancies in Grade II of Class 2 will be made on the results of a limited competitive examination followed by an interview. Appointments to not more than 40 per cent of the vacancies in Grade II of Class 2 of the Service will be made from those in Class 3 of the Service on basis of seniority and merit and on the results of an interview.

Appointments to Grade 1 of Class 2

Appointments to not more than 60 per cent of the vacancies in Grade 1 Class 2 of the Service will be on the results of the limited competitive examination and an interview. Appointments to not more than 40 per cent of the vacancies in Grade 1 of Class 2 of the Service will be made by promotion of those in Grade 2 of Class 2 of the Service, on the basis of seniority and merit based on the results of an interview.

The examinations for Grade 1 of Class 2 and Grade 2 of Class 2 consist of three written papers in the following subjects: comprehension, general knowledge, education policy and administration. The paper on educational policy and administration is expected to test the familiarity of the candidate on the following: Uses and Aims in Education, Access and Equality; Relevance and Efficiency, Organization and Management of the Ministry of Education including Provincial Departments and the School System, Educational Planning with special emphasis on school-level planning.

Appointments to Class 1

Appointments to not more than 60 per cent of the vacancies in Class 1 of the Service will be made by the Committee on the results of a limited competitive examination and an interview. Appointments to not more than 40 per cent of the vacancies in Class 1 will be made by promotion on the basis of merit and seniority.

The examinations for Class 1 consist of four written papers in the following: comprehension, general knowledge, education policy and administration, applied educational psychology and student

counselling. The question paper on applied educational psychology and student counselling will test the ability of the candidate to apply fundamentals of educational psychology in finding solutions to problems relating to the process of education which covers learning, teaching and evaluation, problems relating to management, administration and education and students' personal problems.

In the *Republic of Korea* and *Malaysia*, recruitment is based on experience and performance of teachers. In the *Republic of Korea*, a performance-based promotion system is established, based on points awarded for experience, performance, training and research results and some additional, less important characteristics. In *Malaysia*, a merit list is made, based on performance evaluations given by heads of department for the three years prior to the application. The promotion system in the *Republic of Korea* takes into account different aspects, and seems to be more objective. However, the point-system has also negative side effects: "In order to accrue points some teachers repeatedly take the same training courses or take many courses in a short period of time. Many research presentations and conferences have degenerated into a means of attaining promotion rather than for improving the quality of education. A differentiated award of additional points depending on cities and provinces is not appreciated by teachers. Inquiries flow in with regard to the designation of research and exemplary schools. Teachers rush to certain areas while avoiding areas where the possible additional points are low and working conditions are unfavourable."

- **Republic of Korea**

In 1997, a performance-based promotion system was established, replacing the previous system based on years of

service. In preparing the list of candidates, the following points are given:

Experience (90 points)	Performance (88 points)	Evaluation of training and research results (30 points)	Additional points (16.75 points)
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Eighty four points are awarded on the basis of completing the basic (20 years) experience plus six points for additional experience of five years. A performance evaluation is carried out at the end of each year but the results are combined and released every two years. The evaluator (principals) and the confirmer (vice-principals) give up to 44 points per year to teachers. Four training programmes amount to a total of 27 points and one can achieve three points through research. Additional points are given by principals for those who work in remote areas and islands, and for some other special tasks such as teaching the children of lepers or for working at special schools or overseas schools.

The system is not without its problems. Although many revisions have been made to create a performance-based system, the required period of service is still 25 years. The evaluators are teachers' superiors. Certain elements of evaluation including personality as an educator (12 points), sense of duty (12), learning guidance (24), life guidance (24), class management, research and other duties (16 additional points) allow for arbitrary interpretation.

- **Malaysia**

The Public Services Division short-lists the applicants based on performance evaluations given by their heads of department for the three years prior to the application.

2. Financial conditions

There are several issues to consider in this regard: on what are salaries based?; on profile or on the post?; how do they compare with those of other officers and what special allowances are available? It is very difficult to compare between countries, because of the different standards of living. In addition, not all national reports provide systematic information about these issues. Whatever is available, is summarized hereunder.

2.1 Salaries

In *Malaysia*, all education officers are placed on scales determined by their basic qualifications and in the *Republic of Korea* an equal single salary grade system is applied to all public and private kindergartens, elementary and middle schools. In *Bangladesh*, *Pakistan* and the *Philippines*, on the other hand, the scales are different for primary- and secondary-school heads.

One example can add some details to this general picture. Head teachers in *Pakistan*, differ in qualifications at primary school level from those in secondary school and they therefore belong to different scales, and receive different benefits and working conditions:

Primary-school head teacher	Secondary-school head teacher
In B-7 and is the senior most teacher	Usually in B-17, 18 or 19, either promoted or selected by the commission
Matriculate or FA / FSc	BA / BSc qualified
PTC qualified	BEd or MEd degree holder
Special allowance is Rs 50/-	Special allowance of Rs 100/-
Limited financial and administrative powers	More powers
Faced with problems of space, teachers and lack of facilities	Have better facilities

In the *Philippines*, it is also to be noted that prior to November 2000 secondary school principals had higher salary ranges than their counterparts at elementary level. It was feared that raising the salary ranges of elementary principals to those of secondary principals would involve a serious financial commitment which the government could not bear due to the sheer number of people and the knock-on effect this would have on the salary levels of subordinates. Nevertheless that decision was taken and as a result primary and secondary school principals are now on the same level.

Another issue is that of disparities between private and public schools. In the *Philippines*, in the past, the salary situation was such that public schools teachers were receiving lower salaries than those at private schools. Recently the situation has been reversed so that the majority of teachers and principals at private schools now receive salaries lower than those in public schools. Consequently, there have been a number of private school principals seeking transfer to public schools. However, there is no guarantee

that these principals will automatically be transferred to the post of principal, which is generally open only to those who are part of the public school system.

2.2 How do salaries of head teachers compare with other salaries?

One crucial issue to evaluate the attractiveness of the profession of principal is the comparison of their salaries with that of posts, in the public or private sector, demanding comparable qualifications and experience. Such comparisons are not easy to make but the national reports provide some information.

In *Bangladesh*, the salaries drawn by the head teacher of both primary and secondary schools are very much in conformity with those drawn by officers having the same educational level and background both within and outside the education service.

In the *Republic of Korea*, teachers' initial pay is relatively high compared to other occupations. However, this does not remain true as the years of service accumulate, due to the single salary class system. For instance, a 26-year-old teacher receives a salary about 20 per cent higher than a bank employee, but by the age of 44 the opposite is true. Within the education system, teachers' basic salaries are slightly lower than those of public researchers and professors with the same number of years of service. The total annual salaries are higher, however, due to the benefits and incentives.

The salaries in *Nepal* are the same as those of regular government staff across all ministries. The system is such that secondary level teachers earn the same wage as university

lecturers. These current salary scales are well above the salaries currently provided by most private schools at each respective level. Salary increases, however, have not brought about a significant difference between the teachers' and the head teachers' pay. The additional allowances for head teachers remain significantly low (Rs. 100 at primary level, Rs. 150 at lower secondary level and Rs. 200 at secondary level).

With the recent standardization of civil servant salaries in the *Philippines*, school principals' salaries are now comparable to those in government service. It is generally felt, however, that what the principals receive in terms of salary and other benefits is not adequate enough considering their responsibilities and status in the community as well as the high cost of living.

The government of *Sri Lanka* established the Sri Lanka Teacher Service in 1994 and the Sri Lanka Principals Service in 1997. Initially there was a proposal that the salaries of the Teacher Service and the Principals Service be parallel to the salaries of the Sri Lanka Education Administrative Service. This was to encourage teachers to remain in the teacher service and principals to remain in the Principal Service without applying to be principals and/or SLEAS officers. But this was not to be. One reason was that it was difficult to defend that supervisors who belong to the SLEAS were at the same level as those they were expected to supervise.

Compared with other professions at entry point principals obtain a favourable salary. However as one looks at the higher grades the Principal Service salaries show a clear decline. The highest salary point in Class 1 of the Principal Service is less than even the entry point of Class 1 in the SLEAS, SLAS (Sri Lanka Administrators' Service), Accountants' and Engineers' salary

scales. The salaries of principals at all Grades stand favourably against those of nurses and those in the clerical service. More to the point, their salaries are significantly higher than the Teacher Service salaries.

2.3 Special allowances

In most countries, head teachers do get some benefits/incentives for their position. An interesting construction is the ‘super principal’ position in *Malaysia*. This was created to retain excellent principals in schools. Previously, these secondary school principals would have had to leave the headship to attain further promotion. With the creation of this special position, principals are promoted and continue in their post thus ensuring the continuance of good school leadership.

In many countries, e.g. *Pakistan* and *Nepal*, an allowance is provided for (head) teachers in remote areas.

Table 3.4 Examples of benefits available to head teachers

Country	Benefits/incentives
Bangladesh	Government schools: no benefits Non-government schools (some): residential accommodation, higher initial pay, higher salary
Korea (Rep. of)	Management benefit, position aid, transportation aid, special operations benefit
Malaysia	‘super principals’: higher salary scale, housing allowance, entertainment allowance (public secondary schools) All civil servants: housing and entertainment allowances Other allowances: when officers are required to work outside their offices/stations: payment for accommodation, food, travelling and other expenses (parking tickets, toll charges, laundry)
Nepal	Remoteness allowance: are set aside to attract teachers and heads working in the remotest areas. This amounts to a 25 percent bonus on top of their regular salary
Pakistan	Quetta district: conveyance allowance for primary teachers in remote areas Other districts: additional allowances and incentives for head teachers at urban schools
Philippines	Various allowances (see text hereunder)

The case study of the *Philippines* describes different benefits and incentive schemes for principals and head teachers. Among others, these include:

- Granting of one salary grade increase before retirement;
- Payment of hardship allowance, for those teachers exposed to hardship or extreme difficulty in the place of work and to teachers assigned to handle multi-grade classes;

- Provision of cash allowance for the purchase of chalk, erasers and other school supplies;
- Granting of a one-step salary increase for every three years of service in the same position;
- Payment of productivity incentive benefit based on performance;
- Provision of benefits and loans;
- Expansion of nationwide DECS shelter programme to provide housing benefit to teachers; and
- Provision of hospitalisation benefits through the DECS hospitalisation guarantee fund benefit programme.

3. Posting and transfer practices

In all countries, the service of a head teacher in a school is limited in time (*Bangladesh*: 3 years; *Republic of Korea*: 5 years; *Pakistan*: 3-5 years). Decisions on posting and transfer are decentralized in the *Philippines*, the *Republic of Korea* and for primary schools in *Bangladesh*. Centralized decisions are taken in *Malaysia* and *Bangladesh* (secondary schools). In most of the countries, criteria that are taken into account for transfer and posting are: the distance from the home district (*Bangladesh*), the seniority/ experience (*Bangladesh*, *Republic of Korea*), performance (*Bangladesh*, *Republic of Korea*), medical reasons (*Malaysia*). In *Malaysia* and *Pakistan* the place of a spouse is considered and in *Pakistan*, female head teachers are usually posted to a school near their residence. In *Nepal* there are no clear written criteria on which to base the transfer decision of a head teacher.

On the whole, the criteria give no attention to the ‘suitability’ of the principal or any sort of comparison between the school’s characteristics and those of the head teacher. At the same time the very limited involvement of the school community (parents and or teachers) can be noted.

- **Bangladesh**

Primary schools

The posting of government primary school heads is highly decentralized. The head teacher's post is a Thana-based (sub-district) one and transfer facilities are very limited. Postings are made by DPEOs. Generally heads of government schools are transferred on completion of three years' of service at one school. The authority for transferring heads is decentralised to Thana sub-district level.

Secondary schools

The authority making is different from that in primary schools. Government schools recruit by the PSC, while posting is done by DSHE. Criteria are generally, length of service as teacher or head teacher, the incumbent's home district or distance from home district, and matching the experiences and qualifications of the incumbent with size and needs of the school to which he or she is to be posted.

Heads of government schools are generally transferred from a school on completion of three years of service. Sometimes transfers and postings are utilized as disciplinary measures against head teachers. Non-governmental school heads are recruited, appointed and posted by the selection board. As a head teacher is recruited for a particular school, no question of choice in posting arises. Transferring is not in force.

- **Malaysia**

The basic criteria for posting and transfer are the service requirements, i.e., where and when vacancies exist. However, other considerations are also taken into account, e.g., a spouse being transferred, the completion of a term of service (rural posting), medical reasons and special cases, which require posting or transfer to particular areas.

Transfers are based on requests made by the head teachers themselves, which are then forwarded to the State Directors of Education. If the transfer requested is within the state, the State Director of Education decides on the feasibility of the transfer. However, if it is outside the state, the application is forwarded to the Schools Division, Ministry of Education which then goes through the process of seeking the cooperation of the respective State Education Department to place the applicant in their area of choice. If there is a vacancy in the state concerned, a transfer is then possible. However, if there is no vacancy, the applicant has to wait.

- **Nepal**

Usually a head teacher is selected for a specific school, either when a new school is opened or when the head teaching post of a school becomes vacant. However, the DEO can transfer head teachers to other schools. There are clearly written criteria on which to base the transfer decision of a head teacher. Usually, if a school faces management problems that the head teacher cannot control, or if head teachers are not able to perform their job requirements then they may be transferred or even dismissed.

- **Pakistan**

The Director of Schools has the main authority for posting and transferring head teachers. There are no set rules for the transfer and posting of head teachers. Female head teachers are usually posted to a school near their residence. In addition, a spouse can ask for transfer to another town provided it has a secondary school, to enable the family to remain in one locality. It is observed that three to five years is the maximum period for a head to spend in a specific school. There are, however, exceptions to this rule. Sometimes, a head teacher will approach the Education Secretary and Director or use political pressure for transfers. The current government has checked this trend but it is expected that it will continue due to its popularity among the heads.

- **Philippines**

Newly promoted principals are posted to schools where the number of teachers is equivalent to an incumbent principal's category, i.e. a Principal I is assigned to a school with 10 to 29 teachers for elementary and 10 to 25 for secondary. Promotion is hampered by the limited number of large schools where those being promoted can be posted. Promotion within a category depends on the availability of vacant items for that category, e.g. a Principal III cannot be promoted to Principal IV if a position is not vacant in a 'Principal IV school', (i.e. with a minimum of 100 teachers for elementary and at least 176 for secondary schools).

Technically, a Divisional Superintendent may assign a principal to any school within the division provided there is a match in the principal's category and the number of teachers in that school. However, if the principal has some reservations about the school where they are being posted, they may query this with the superintendent who may or may not reconsider the posting depending on the reasons cited by the principal. In a few cases, concerned parents and community leaders may interpose objections to the posting of a 'controversial' principal to their school (since one's reputation may precede one's physical arrival) and usually the superintendent accedes to the community leaders' objection by maintaining the status quo or posting the principal to a school in a non-hostile community.

- **Republic of Korea**

In order to prevent complacency on the part of teachers at public schools, they are transferred every five years. The transfer and postings of principals are determined in accordance with the standards specified by the city or provincial superintendents. If a principal has served for more than a year at a school, the principal's desired criterion will be taken into account. As for popular locations, separate transfer standards are announced and transfers performed accordingly.

The recent trend is to delay transfer or to rely on a preference-based transfer, so as to create a flexible transfer system that considers regional variations and personal conditions. For example principals whose remaining period until retirement or end of tenure is less than one year, may be exempt from transfer; principals with a good performance record may be transferred to the areas they want; and those wishing to be transferred to areas where education conditions are bad or principals who have moved to new residences may be given priority in transfer. Teachers who have expertise in arts and sports, IT, English, science and open education are given priority. Where this is felt necessary for the improvement of the education system, a transfer may be delayed for a period as determined by the city and provincial superintendents. Usually, principals tend to prefer larger schools with favorable conditions. Therefore, when principals in these schools retire, a series of transfers takes place one after another rather than the appointment of a new, permanent principal. This practice is considered as problematic.

4. Career development

In this part we look at career prospects, promotion possibilities and evaluation and dismissal rules of head teachers.

4.1 *Career prospects and promotion possibilities*

Head teachers do not have many career prospects and promotion possibilities. Becoming a head teacher is in most cases the apex of a teacher's career, and if promotion possibilities exist, they are situated in the educational administration system.

In *Bangladesh*, the career prospects for head teachers of secondary and elementary government schools are nearly non-existent, the same being true for non-government schoolheads. In the *Republic of Korea* and *Nepal*, career prospects are also limited. But in some cases in the *Republic of Korea*, principals are moved

to the school inspectors' office at the Ministry of Education or an Education Office during or after their tenure. That is a horizontal move rather than a promotional move. Depending on their aptitude some principals enjoy such transfers. Even though principalship is an honoured position, there are no material incentives for them after retirement. In *Malaysia* career possibilities lie in administrative functions. The Education Service is an open service, which means that one starts off as a schoolteacher and after five years, having been confirmed as an education officer, one can be promoted and transferred to any position within the system. Opportunities are also available for head teachers to become administrative officers in District Education Offices, State Education Departments and Divisions within the Ministry of Education. As mentioned in 3.2.3, a 'super principal' position is created in order to retain excellent principals in schools. In the *Philippines*, administration is also a possibility for promotion. However, a Master Teacher Scheme was introduced. Master Teachers are given the salary grade level of principals. In this way effective teachers are encouraged to stay on in the classroom. On the other hand, those who are inclined to become administrators get relevant experience by being designated as assistant to the principal on the basis of a local arrangement as described earlier. Recently, however, in response to requests from the field, even those who have earlier opted to become master teachers are being given the chance to shift to the administrators' track.

4.2 Evaluation of head teachers

Evaluation of head teachers could be based, either on performance evaluation of the individual head teacher in question, or on the evaluation of the school functioning.

Not surprisingly, so far, the first mechanism is used much more, and here the traditional hierarchical evaluation remains prevalent. Annual Confidential Reports are the main instruments used in *Bangladesh* and *Pakistan*. More information is available in *Malaysia* and the *Philippines* on the factors considered in such an evaluation. In *Malaysia*, a standard evaluation tool is developed, which is used for all government officers. In this procedure, different evaluators are involved, and this enlarges the objectivity of the evaluation.

The grades awarded in these evaluations are in principle the basis of their further career development. However, the *Nepal* case states that in practice, there is little impact of such evaluation on the career development of the head teachers.

In a few cases, the evaluation of the school's performance is examined. This is fairly systematic in the *Republic of Korea*, and is at least the intention, if not yet the practice in *Bangladesh*. Such evaluations however so far have very little impact on the career.

Examples of performance evaluation

Bangladesh: Annual Confidential Reports: Evaluation has a direct link with promotion and career development. The grade awarded to the head teacher in the ACR is the only basis for further development in his career.

Republic of Korea: After the completion of the first four years of tenure, the Personnel Committee at the city and provincial education offices examine their achievements with a view to extending their services.

Malaysia: The immediate heads of department, the District Education Officers, evaluate the performance of head teachers. Performance evaluation is based on their job description and work targets, which are determined at the beginning of the year. There is a standard evaluation tool, which is used for all government officers. The specific areas that officers are evaluated on are:

- *Work output – quality, quantity, cost effectiveness, timeliness, and implementation of policy and administrative orders.*
- *Knowledge and skills – knowledge in the work area, ability to organise, ability to make decisions, effectiveness in communicating and ability to solve problems.*
- *Personal qualities – initiative, commitment, sense of fairness, discipline and leadership.*
- *Relationships and cooperation.*
- *Potential – vision, ability to put things into perspective, ability to analyse, awareness of circulars, pro-activity, creativity, innovation and the ability to meet challenges.*

The performance evaluation given by the District Education Officer is regarded as the first level of evaluation. The second evaluator, who is usually the State Director of Education, leads the second evaluation. Performance evaluations have many implications for head teachers. Salary increments are dependent on them. The top two per cent of head teachers in the State Education Service are given three increments, the next three per cent get two increments and the majority get their normal single increment. Those who have been identified as being disciplinary cases are given salaries which are considered static (no increments). Promotion is also based on the evaluation system described above. Head teachers with excellent evaluations three years prior to the date promotions are advertised, qualify for the posts considered as promotional posts.

Pakistan: The director and additional directors evaluate head teachers on an annual basis, using a special form called an annual confidential report (ACR) The following criteria are used for writing an ACR: (1) efficiency, (2) tactfulness, (3) behaviour with clerical staff and peons, (4) relations with the parents and community, (5) annual school examination results, (6) reports of inspections made by

different authorities including the Director, Additional Director and DEO during that year. However, it is generally felt that the ACR is an outdated method of evaluation – a remnant of the colonial system of government. No ongoing performance appraisal is carried out during the year except when there are adverse remarks to be made. Second, the concept of ACR is based on ‘fear and subordination’ rather than performance and objectivity. Within this backdrop, it is very difficult to expect any improvement in the quality of educational management in the country.

Philippines: The public elementary or secondary school principal’s performance is evaluated using a rating sheet for key DECS officials (applicable to the Central Office and the field offices) covering the following areas with the corresponding maximum number of points:

- *Public relations and community involvement (maximum points: 10)*
- *Utilization/allocation of resources (maximum points: 10)*
- *Promptness and accuracy in submission of required reports/statistics/budget proposals (maximum points: 10)*
- *Problem analysis and decision-making (maximum points: 15)*
- *Leadership and personnel management (maximum points: 25)*
- *Planning and organizing work, getting work done within a specific time period (maximum points: 30; targets are listed along with the accomplishments).*

Other significant achievements or the potential of a principal are taken into account under an item labelled ‘Plus factor’. A preliminary performance evaluation is conducted by a committee and chaired by the assistant superintendent and some divisional supervisors. In the case of elementary principals the district supervisor is also present. The divisional superintendent has the final say as to the performance rating given, but if the principal disagrees, there is further discussion. If neither of them yields, the principal may refuse to sign the document but should put in writing the reason/s for their refusal or objection.

Results of annual performance evaluations are used as the main basis for promotion in salary and in rank. Cases of demotion seldom occur.

Examples of indirect evaluation (through school performance evaluation) of head teachers:

Bangladesh: Quarterly school performance evaluations (for governmental and non-governmental schools): the heads are required to send a quarterly performance report to the Thana education officer, jointly signed by himself and the chairman of the SMC. The report format comprises 15 items relating to general school information, number of days worked, attendance of pupils, attendance and commitment of teachers, public relations, record management, school environment and cleanliness, special initiatives taken by the school, special needs or problems faced by the school. On the basis of the performance report, the best schools and teachers are identified.

Republic of Korea: The evaluation of head teachers can take place informally along with the school management evaluation, by superintendents or school inspectors. The school management evaluation is a planned, integrated evaluation activity which provides the necessary information for school improvement, and assesses objectives and plans, but also includes studying curricula, classes, faculties, students, school facilities, finances and external relations.

4.3 Dismissal rules and practices

In most cases, head teachers are regarded as government officers and fall under the same laws and procedures. A good example is offered by the *Philippines*. Some fairly detailed rules exist in *Malaysia*. In *Nepal*, on the other hand, there is a lack of specific disciplinary measures. On the whole, it seldom happens that head teachers are dismissed. They might rather be redeployed or transferred as a disciplinary measure.

Malaysia: Rules for government officers (relating to Behaviour and Discipline) 1993 stipulate the terms and conditions for dismissal. Section II relating to what constitutes 'good behaviour' states that government officers should not:

1. put personal interest ahead of public interest;
2. have any personal interest which conflicts with public duties;
3. behave in any manner which conflicts with public duties to a point which affects the reputation of the government officer;
4. use government resources for self interest;
5. behave in such a manner that tarnishes the name of the public service;
6. work ineffectively and inefficiently;
7. be dishonest or unfair;
8. be irresponsible;
9. bring in or attempt to bring in any outside influence or pressure to support or promote claims related to the public service, either as personal claims or public service claims; and
10. avoid carrying out official duties.

Head teachers are bound by these terms and from time to time need to declare their assets to the Disciplinary Board of the Ministry of Education. Any asset bought or sold after the date of declaration needs to be re-declared and recorded in the service booklet/document. Anything considered as 'excess' or beyond the means of the head teacher could be investigated and if the person concerned cannot give a reasonable explanation of how these assets were acquired, they could be liable to judicial action.

Disciplinary Procedures are clearly listed in Part IV of Chapter D relating to the Disciplinary Rules and Procedures of 1993. An officer cannot be dismissed or demoted unless disciplinary procedures have been initiated in writing and the officer concerned has been given the opportunity to clear any evidence of 'misconduct'. However if officers have been involved in criminal cases where they have been found guilty, they would be dismissed from the service without a hearing.

Philippines: Like any other public servants, head teachers and principals may be subject to administrative sanctions for dereliction of duty, mishandling of school funds, maltreatment of pupils and teachers, cases involving moral turpitude, etc. Complaints may be filed with the divisional office, the DECS regional or central office but the preliminary hearing is usually held at the divisional office. Sanctions may be administered in the form of a reprimand, fine, suspension or dismissal depending on the seriousness of the offence. Dismissal from the service may mean forfeiture of some or all benefits and privileges, including being barred from serving in any other branch of government service. Appeals for reversal of unfavourable decisions may be filed with any of the above-mentioned offices or with the civil courts.

5. Training

What interests us here in particular is the specific training available to head teachers before they take up their post or while in the job. As we saw earlier, most have some teacher training and they of course have the experience as a classroom teacher, and sometimes a deputy principal, to look back upon, but little of this training or experience prepares them for the specific challenges they will face as a school leader.

5.1 Induction training

Specific induction training as a head teacher is usually not a requirement to occupy such a post. This is normal, as few such training opportunities exist. In *Nepal*, *Bangladesh* and *Pakistan* there are at present no such regular training programmes. The *Republic of Korea* is somewhat of an exception, where a licence is required. The training is given under the Teacher Training Instruction of the Ministry of Education by the Korea Teachers' University and Seoul National University. The training has become more specific; more principals with good track records are appointed

to teach and a partnership network has been built between the Ministry of Education, training centres at city and provincial school offices and training institutes.

3-stage training course in the Republic of Korea

The training course is divided into 3 stages. The preliminary training consists of studying the preparation of school management plans and the required publications and literature. During the 2nd stage, training courses are provided by private corporation institutes in order to improve professional management skills. At the 3rd stage, which is given at university training facilities, lectures on instructional leadership and education reform, team projects, seminars and distance teaching are used to enhance the competence of prospective principals. The training programme is centered on establishing the image of principals as leaders of educational reform, professional managers of schools and leaders of teaching and learning.

New 3-stage training course

Stage 1

Stage 2

Stage 3

Classification

Preliminary training (at the city and provincial training centers)

Training by private institutes

Main training

Period

1 week, 40 hours (20%)

1 week (4 nights and 5 days)

40 hours (20%)

4 weeks, 120 hours (60%)

Content

Preparing the school management plan
(presenting the school management vision)
Reading necessary publications
Cultivating the ability to use and understand information
(practical study on how to use information)
Cultivating management consciousness and core leadership
Personal reflection and practice of management organization
control
Basic culture, teaching and school management
Cultivating the will to fulfill the school management plan
Fostering the basic ability for future society and the skills
as a leader of teachers
Sum-up

The *Philippines* and *Sri Lanka* plan training programmes for principals in the near future.

In the *Philippines*, a new programme 'Basic School Management Course' is designed by the National Educational Academy of the Philippines (NEAP) for the induction of master teachers shifting to the administrative track. 1,375 master teachers were trained in 1998-1999 to prepare them for school management.

In *Sri Lanka*, the Centre for Professional Development in Educational Management (CPDEM) has planned a special programme for 2002 that would help create a pool of prospective principals. A selection exam will select 200 people to appear at one of the 'live-in week' sessions (50 participants per week). During this week, an initial screening of management competencies will be carried out. Fifty persons will be chosen to follow a one-year course specially designed to make them effective principals. After

training, they will make up a pool of prospective principals. This will become an annual programme.

The course structure:

Residential training at the Centre for professional development in education management

The first phase of four months will be residential. The participants will be exposed to Theories of management, Organizational behaviour and analysis, Personnel management, School development planning, School-based management, Change management, Financial management, Human resource management, Study skills, Curriculum and assessment, Teacher education and Management, Sociological issues in education, Research methods, Information technology, Teacher professional development, School development etc.

School attachment

In the second phase the participants will be based in schools. The school attachment is intended to provide participants with the opportunity to learn from a mentor (a practising school principal) and gain the conceptual and technical skills and knowledge – as well as learn the importance of human relations needed to manage a dynamic institute in a rapidly changing environment. Activities will include shadowing the Principal, observing and analyzing school activities such as assemblies, staff meetings, PTA meetings, office management, human resource management and development and school community links. The school principal will act as mentor. The principal will be carefully selected; chosen from schools that are considered to be effective. There will be sessions at CPDEM for principals before trainees are attached to schools. The mentor principals also will be called to the centre once a month during a weekend when the trainees are on attachment.

Reflection and internalization stage

The final phase includes sessions where the trainees will reflect both individually and as a group on what they have experienced. During this time they will be given the competencies that have been identified as necessary to run schools effectively. This phase of the course will also include a course in computing and English language and study skills.

5.2 In-service training

Appendix 1 gives an overview of the different in-service training efforts for head teachers. The diagnoses of *Bangladesh*, *Nepal*, *Pakistan*, and the *Philippines* show a lot of initiatives at the different levels, whereas in the *Republic of Korea*, *Malaysia* and *Sri Lanka* one institute is responsible for the training programmes. Each diagnosis acknowledges the need for management training.

It is not always clear what the aim of those programmes is, but when data are available, they seem to show an inadequate coverage and organisation. In order to reach more teachers, in the *Philippines*, it is expected that training programmes conducted at the national level, are to be continued and sustained at the regional, divisional and school levels through a core group of trainers usually consisting of those who attended the national level training. The HRD officers at the divisional and regional levels serve as the coordinating and supervising officers for the training programmes. It appears however that training programmes are not available to all school administrators. A survey showed that only about 22 per cent of the respondent public elementary and secondary school principals had had training on principalship.

In *Sri Lanka*, a programme – *10,000 principals programme* – is underway to train all principals in the years 2001-2002. The Types 1 AB and 1C school principals are trained at the CPDEM while the others are trained at provincial centres. The programme is of nine days' duration.

These training programmes, provided for teachers and head teachers, are not always adapted to the needs of head teachers. In the diagnosis of *Sri Lanka* this issue is addressed in the discussion on 'homogenous-heterogeneous' groups. The Diploma in Principalship and the Training of 10,000 Principals Programme is exclusively for principals, whereas the Diploma in School Management is mainly for Principals and Deputies. The PGDEM and the thematic programmes are for mixed role sets. Programmes involving both homogeneous and heterogeneous groups have their specific advantages and disadvantages. When homogeneous groups are taken, there is more concentration on the specific role. However when heterogeneous groups are taken, sharing among different role sets helps to avoid negative perceptions and also to understand each other's difficulties. It helps to internalise the fact that they are partners of a common cause and develop positive collaboration. This is important as there is a general trend for one group (i.e. principals) to blame the other (i.e. officers) for being overly bureaucratic and officers blaming principals for lacking energy.

In *Sri Lanka*, special programmes are designed to meet the needs of principals of small schools. This is a relevant approach, as in most of the countries head teachers are confronted with different realities (for example: small schools, schools in remote areas, ...).

Equally interesting is the *Whole School Approach (WSA)* in *Nepal*, which is an effort to improve the learning/teaching environment in primary schools. This approach was initiated in 23 districts by the Basic and Primary Education Programme I (BPEPI), and trains all the actors involved in the functioning of a school. The following points illustrate the nature of the WSA:

- (a) training of the head teacher and all teachers of a school in a team so as to foster team work and a sense of individual as well as collective responsibility;
- (b) involvement of the SMC, parents and students in improving the school atmosphere and instructional facilities in the classrooms;
- (c) team effort in the preparation display and use of materials; and
- (d) creation of a learning atmosphere in the classroom and use of interesting as well as interactive methods of instruction.

When a lot of institutes provide training programmes, it is not always clear how responsibilities are divided and who overviews the training efforts. In-service programmes do not easily become integrated into the general educational system. In fact, how far these programmes help head teachers to manage their schools is not clear. Much depends of course on their nature. In *Nepal*, a study showed that many head teachers are of the view that the training programmes are beneficial to identifying the schools' problems, assessing their needs, monitoring school programmes and motivating students, parents and communities in particular because they provide ideas on how to observe, monitor and assess teachers' activities and evaluate them.

Appendix 1 – Table 1. In-service training

Country	Level	Organization	For whom?	Content	Coverage
Bangladesh	Primary	National Curriculum and Textbook Board	School heads	Training on curriculum dissemination	– occasionally –
		Assistant Thana Education Officers	Teachers and school heads	Cluster training on school management, teaching methods, techniques of involving the community in school affairs and school environment	?
		National Academy for Primary Education and Primary Training Institutes	Head teachers	Educational management	– inadequate coverage –
		Teacher Resource Center (Thana level)		Training on computer usage, teaching aids, curriculum dissemination and academic supervision	?
	Secondary	National Academy for Educational Management	Head teachers	3 week training course: ‘Training on educational management and administration/institutional management’	Conducted regularly, Trains 240 head teachers a year (=small coverage)
Korea (Rep. of)		Principal Council and Education Office	Principal	Supplementary training courses, intermittent courses that fulfil specific needs for example, the training of school management committee members, including principals	?
Malaysia		Institut Aminuddin Baki	Head teachers and senior assistants	a) Discreet training programmes to meet specific/specialized needs b) Serial programmes, e.g. exposure/ refresher courses, intermediate courses, advanced courses	In 2000, the institute trained 313 secondary head teachers, 857 primary head teachers, 329 senior assistants (secondary), 185 senior assistants (primary)

Appendix 1 – Table 1. (continued)

Country	Level	Organization	For whom?	Content	Coverage
Nepal	Primary	National Centre for Educational Development (provided through primary teacher training centres in nine districts)	Head teachers	One-month in-service training	Each PTTC centre trains 125 head teachers a year. Earlier, the head teachers' training programme used to be conducted by DEOs. So far, DEOs and PTTCs have trained some 6,000 head teachers.
		Resource Centres	Teachers and head teachers	12 different training packages focused on different teacher skills such as classroom management, instructional material development, multi-grade teaching, etc. Programmes focus on teacher needs, but also include head teachers	?
		Whole School Training Approach (23 districts)	School actors	a) Training of head teachers and all teachers of a school in a team b) Involvement of the SMC, parents and students c) Team efforts d) Learning atmosphere	?
	Secondary	Secondary Education Development Projects (implemented through 25 SEDUs)	Head teachers	Head teachers are provided with special one-month training programmes focused on school management skills, administration and supervision	?
Pakistan		Foreign funded projects	Head teachers	Some training programmes which provide in-service training	Rarely, limited number of head teachers trained
		Curriculum bureau in each province		Training of different kinds	Limited in scope and nature
		Provincial institutes for teacher education		Main task is to provide in-service teacher and management training in the provinces	Recently established (NEP 1998-2020)

	Academy of Educational Planning and Management	Supervisory personnel	Responsible at federal level of capacity building by organizing management-training programmes throughout the country. For example: it has provided management training as part of MIS data utilisation for better management at school level). AEPM has also initiated dialogue among district educational managers such as college principals, school head teachers and others to assess management capacity building needs under the new scheme of good governance.	?
Philippines	Department of Education, Culture and Sports – National Educators Academy of the Philippines	Principals and school administrators	<p>a) Improvement of principal's managerial competencies</p> <p>b) Management-seminar workshops to hone the instructional leadership and supervisory skill of school administrators</p> <ul style="list-style-type: none"> – Advanced management training programme for secondary school principals/ vocational school administrators (3 weeks) – Advanced management development programme for elementary school principals (3 weeks) <p>c) Enhancing instructional monitoring skills of administrators</p> <ul style="list-style-type: none"> – Supervisory skills enhancement programme (6 days) -DECS bureau of secondary education for those occupying supervisory positions (principals and head teachers) – Instructional leadership development programme for elementary school principals (6 days) for elementary level – Quality instructional leadership and resource management (8 day seminar workshop) <p>d) Resource management series for educational administrators (7 day programme)</p>	<p>a) ?</p> <p>b)</p> <ul style="list-style-type: none"> – for 240 secondary school principals – for 200 elementary school principals <p>c)</p> <ul style="list-style-type: none"> – 582 (assistant) chiefs, (assistant) superintendents, regional/ divisional/districts supervisors, principals, head teachers, teachers-in-charge <p>d) 45 principals were trained</p>

Appendix 1 – Table 1. (continued)

Country	Level	Organization	For whom?	Content	Coverage
		SEAMO INNOTECH		Six-day intensive course for principals – October 2000. Focuses on school-based management, instructional leadership and the application of information technology in education	First year: 880 elementary school principals from 50 school divisions with the least number of trained teachers Second year: secondary school principals
Sri Lanka		National Institute of Education – Centre for Professional Development in Educational Management	various	<p>7 courses</p> <ul style="list-style-type: none"> i. Postgraduate in education management -1-year course ii. MSc in Education Management iii. Diploma in school management iv. Short courses for officers in the SLEAS v. Thematic courses in educational management vi. 10,000 principals training programme vii. Diploma of principalship (cfr. Pre-service training)²⁴ viii. One-off programmes (1994-1996) <ul style="list-style-type: none"> a. 20-day programme for types 2/3 principals - designed to meet challenges faced by principals of small schools b. 15-day programme for types 1AB and 1C <p>Contents of both programmes: leadership, organisation, EMIS, curriculum management, supervision, administrative practices and education law, financial management, communication, guidance and counselling, resource management, school and the community, staff development and evaluation.</p>	?

24. Programmes exclusively for principals, cfr. Homogenous-heterogeneous training discussion.

6. Support

Support instruments provided to help head teachers with their tasks can be divided into three groups: manuals, regulations, and support from supervisors and/or inspectors.

6.1 Manuals

Manuals or materials to assist head teachers with their management responsibilities are scarce, but from the diagnosis, it is clear that such manuals would be helpful, especially because of the trend to place more responsibilities on the shoulders of head teachers and the resulting diversification of their workload.

In *Bangladesh*, head teachers are not supplied with any manuals or codes of conduct to support them in discharging their duties. In the *Republic of Korea*, what is urgently needed is a School Management Handbook – a specific and complete guidebook for the true-to-life, everyday situations of school management. Apparently work is under way to prepare this. In *Pakistan*, such job manuals were developed in the eighties in the Province of North-West-Frontier, and proved to be very helpful. Unfortunately, these were never upgraded in line with changing situations in the provinces. Other manuals such as *Efficiency and discipline rules* and *Codes of conduct* issued from time to time by the Establishment Division of the Government of Pakistan are helpful to those who are able to acquire them.

In the *Philippines*, principals are supposed to be guided by the *Service manual* for public schools and by policy guidelines issued by the Code of Conduct for government servants. They are also governed by the *Code of conduct* for government officials and employees. It is doubtful, however, that they are aware of all

the provisions pertinent to their position and responsibilities. One of the reasons for this may be that, since their issue, these published codes and manuals are lost by schools and therefore incumbent principals are not always familiar with them.

In *Sri Lanka*, the NIE together with a group of principals, deputy principals and officials from the MEHE and the provinces have prepared a handbook for principals to increase their knowledge of the concept of SBM, what it involves and how the introduction of SBM will affect schools. A *Training manual* was developed by the NIE. It covers the following themes: Planning school development, Curriculum delivery and Assessment, Managing resources and Setting and achieving standards.

6.2 Regulations/law

Everywhere of course, official regulations exist, but they are only specifically mentioned as support tools in three countries: *Republic of Korea*, *Malaysia* and *Sri Lanka*. Many of these regulations and laws however are too general, which makes them not of much use in solving everyday problems and situations. In *Sri Lanka*, efforts are taken to revise some of the existing circulars in order to ameliorate the school management. In *Malaysia*, the public accountability of officers is stressed which has led the Ministry to prepare a Clients' charter to guide both the head teachers and their 'clients': parents and students.

Republic of Korea: Currently, principals refer to education-related laws and regulations and various instructions and guidelines (including the Budget Operation Guidelines) that are officially issued by the Education Office. However, these do not help in solving everyday problems and situations.

Malaysia: Because the Education Service is part of the Civil Service, all references made to accountability in the Civil Service therefore also apply to the education sector. Head teachers are covered by the corresponding rules, regulations and procedures.

The frame of reference for educational accountability is documented in the *Clients' Charter of the Ministry of Education*. The Clients' Charter underlines the intended educational provisions and the promise of commitment. The introduction of the Clients' Charter enables head teachers to think of students as clients and customers and to re-examine the services they provide. The Clients' Charter is to be exhibited and thus policies made transparent, promises made public and agencies and individuals made accountable to the public. The introduction of the Clients' Charter in education is meant to be the beginning of the empowerment of the citizenry, specifically the recognition of the rights of the child, parent and the community in a centralised and bureaucratised educational environment. The display of the Clients' Charter provides the head teacher with fresh insight into the meaning of their duties and responsibilities. It also provides them with the motivation and impetus to re-examine their beliefs and values, their time management and definitions about the ethics of the profession.

Professional accountability to students and the profession is not rule governed but is governed by professional conscience. The professional Code of Ethics adopted by teachers and Teachers' Unions throughout the country fosters the development of professional conscience.

Sri Lanka: The revision of some of the existing circulars is seen as central to better school management. The following actions will be taken.

- The relaxation of circulars pertaining to the utilization of school buildings and land.
- The relaxation of circulars pertaining to repairs of school buildings.
- The relaxation of circulars enabling the SMC/SMT to make decisions on curricular deviations and take appropriate vocational initiatives.
- The relaxation of circulars pertaining to the repair of equipment.
- The revision of the circular on facilities fees increasing the fees and the amount of petty cash.
- The revision of the circular on School Development Societies (SDS): increasing the SDS membership fee and the account of petty cash.

6.3 Support from supervisors/inspectors

School inspection or supervision services exist in all countries, and one of their avowed tasks is to offer support to school teachers and the head teachers. It is well known however that such services do not always function very efficiently, among other things because of a lack of resources or a control-oriented attitude.

From the country examples given hereunder, it appears that three factors need to be taken in consideration before supervisory activities can indeed be of support to the head teachers.

Firstly, much depends on the form supervisory activities take. The traditional school inspection visit, especially when it is short and more interested in administrative control, is of little help. More promising are meetings, which bring together head teachers to allow them to share experiences and discuss their problems. Such meetings increasingly take place, although they remain somewhat of an exception.

Secondly, the follow-up given to a school visit or to such a meeting is extremely important. The *Malaysia* case shows the emphasis put on ensuring that the head teachers take some action to implement recommendations. In many other countries, this emphasis is missing and the time taken between visits is too long for a significant follow-up.

A third factor concerns the involvement of the school itself and of the head teacher. Where head teachers are simply the objects of the supervision process, they might well consider this activity as more of an interference than a support. Where head teachers are the actors, defining to some extent the criteria on which they will be judged and being involved in the definition of a follow-up plan, the supervision will be of much more help.

Bangladesh: A study conducted by two NAEM faculty members and sponsored by the IIEP on teacher supervision and support in the secondary education sub-sector shows that there is hardly any academic support extended to head teachers. The DEOs and ADEOs, the functionaries comprising the main body for field-level supervision of secondary schools, are mainly, if not exclusively involved, in administrative matters. On average, a school undergoes a visit by a DEO/ADEO once every one and a half years. If only the visits for academic supervision are considered and not those for administrative purposes, a school is visited only once in two years. Inspectors and supervisors belonging to other agencies (DSHE, BISE, DIA) conduct mostly administrative supervision. Here again, the inspector-school ratio is so high that the frequency of visits is completely insignificant. The purpose of most school visits is for recommending the renewal of recognition of a school, or alternatively the cancellation of such recognition, opening up a new section for a grade, facilitating teacher salary payment by

examining and sending relevant papers to the concerned authority. Only 25 per cent of the 86 respondent head teachers constituting the sample drawn for the said study made mention of DEOs extending professional support to them. This support takes the form of suggestions and recommendations for school improvements made on the basis of their supervision activities.

Attention should also be given to other forms of support, e.g. Academic Council Network and Teacher Resource Centres. These support mechanisms are to be extended by the DD (Zone) and DEO as per their job descriptions. Programmes designed for quality improvement also include activities like inter-school exchanges of quality teachers, the organization of seminars and workshops, at the institution's own cost. But these programmes are characterized by extreme irregularity and inadequate coverage.

Republic of Korea: Currently, school inspection does not address the issue of administrative support. Only once in a while do school inspectors provide information on exemplary cases of school management. Each Education Office organizes learning promotion clusters consisting of 10 schools and appoints a managing school in order to promote self-determined school management and self-driven training programmes. The training provided by clusters varies depending on the regions.

In *Malaysia*, different types of inspection provide feedback to head teachers.

Malaysia: The Federal Inspectorate of Schools, with its corps of inspectors, is responsible both for raising standards and ensuring the proper implementation of the country's educational policy. These officers form the body of professional experts who are independent in their freedom to visit schools; to observe and to comment upon

conditions therein, to advise teachers and others concerned with schools and generally to do all that they can to ensure that educational standards are maintained and improved. Head teachers receive advice from inspectors on the quality of the teaching-learning process and administration in their schools.

The Schools Division of the Ministry of Education conducts regular meetings with all secondary and primary head teachers. During these meetings administrative and financial problems are discussed; emphasis is also placed on teaching, learning and supervision. Every effort is made to ensure that head teachers manage the core technology of schooling effectively and efficiently. Besides this, the School Principals' Convention and School Headmaster Council meetings are held at regular intervals to provide opportunities for networking. District Education Officers' Conventions and Schools' Supervisors/Organisers' Unions meet regularly to help improve the support for head teachers.

Reports by the Inspectorate of Schools are confidential documents, but they are available to head teachers. As these reports are diagnostic-prognostic, they enable head teachers to identify strengths and weaknesses, and to understand the reasons for the upturn or downturn of standards achieved. This approach also enables the Inspectorate to make a prognosis of the effect of setting standards in relation to school performance.

Normally, head teachers are required to read inspector's reports and accept the comments made within. Head teachers are then obliged to take the necessary course of action that inspectors would then monitor during follow-up inspection visits. In almost all cases positive changes are made either in the curriculum, finance or organizational development. The problem, however, has been the maintenance of these improved standards. The Federal

Inspectorate of Schools is now in the process of drawing up quality standards in various areas of school management. These standards of quality will be determined by the schools themselves and monitored and supervised by the District Education Offices and State Education Departments. The Inspectorate is currently involved in the promotion, marketing and installation of these quality standards in schools throughout the country.

Philippines: Elementary principals and head teachers receive administrative and supervisory support mainly from the district supervisor who serves as a 'junior superintendent' within his/her jurisdiction. Some instructional supervision is also given by the divisional supervisors but due to the large number of schools in a division, as well as being saddled by inadequate transportation allowance for school visits, their assistance in improving instruction is not very pronounced. In addition, many field supervisors spend too much time on report writing and little time is left for instructional supervision and assistance to subject teachers. It is usual practice in the field that the superintendent calls for a monthly executive meeting among supervisors and principals, as well as other school heads. The venue for the meeting is either at the divisional office or on a rotation basis at large schools with meeting space. Information on DECS recent issuances is presented and discussed, along with local issues and concerns within the schools division.

There is also the District Learning Action Cell (DLAC) mechanism where elementary principals, led by the district supervisor, convene as often as necessary (i.e. the minimum requirement is a monthly meeting, but this may be conducted more often than that if there is a necessity to do so) to help resolve problems encountered by schools within the district. This serves as a forum for principals and other school heads to learn from each other ways to tackle crucial concerns in their respective schools.

District projects and reports are also taken up. The principals and school heads are then expected to share and discuss relevant matters with their teachers. Such meetings take place at the School level of the Learning Action Cell (SLAC). Aside from being a regular forum for collaborative action planning, review and decision-making, the LAC is also an avenue for the continuing skills development of principals and other school staff on a non-formal level. Principals and teachers are able to learn from their peers as they listen to each other's problems and as they exchange views and experiences.

A more dynamic, experienced principal is usually assigned as principal coordinator (especially in areas where there are no district supervisors) from whom the newer and less experienced principals and head teachers can secure guidance on school management and administration.

IV. Main problems and major innovations

This final part highlights the main problems encountered in the different countries and the core innovations.

1. A reminder of the main problems

Quite some space is taken up in the various diagnoses to comment upon the many problems and challenges which head teachers face. The table at the end of this section attempts to list the various issues mentioned. Many of these are not specific to the head teacher profession, but are an expression of the overall poor financing of the education system. The main exception from that point of view is the *Republic of Korea*. The other countries face a situation similar to that of *Pakistan*: there is a shortage of classrooms and over-crowding, audio-visual aids and laboratory equipment are rarely available in schools, there is a very small budget and limited powers to spend, there are transport difficulties for teachers and students (which makes attendance difficult).

There are a few problems which are specific to one country. In *Sri Lanka* for instance, the school-system does not distinguish between primary and secondary schools and this thus creates confusion in school management. The core problems however relate to three issues: the level of autonomy and support of which heads benefit; the overall management framework and the relations with the community.

1.1 Autonomy and support

One of the first complaints by head teachers in all countries, irrespective of their development, concerns their lack of autonomy in certain areas, which they consider to be crucial to their authority, and also the need for more support, especially from the local administration. The feeble involvement of head teachers in issues of direct importance to their work is decried for instance in *Pakistan*. It is often a problem that a head teacher cannot remove teachers who are not performing their duties, even the request to transfer a teachers takes a long time as filling a vacancy is not easy. The effectiveness of head teachers is limited by the fact that they are not involved in curriculum development or syllabus modification. The lack of a say in financial matters can be particularly harmful. In the *Philippines*, principals, particularly of small schools are often saddled with inadequate financial resources. The budget allocation is linked to the budget of the Regional Office and the Schools Division Office. The rationale for this is that the allocation is not substantial enough to merit distribution to individual schools. In many cases, the amount is utilized by the Regional or Divisional Office according to the priorities set by the officials there. The money seldom filters down to school level and when it does, it is invariably the larger or more central school that benefits.

This is not to argue that if school head teachers had more decision-making powers then everything might improve. One crucial challenge concerns the absence of support. In *Bangladesh* for instance, the district and sub-district level structures are extremely understaffed, while the national and zonal level structures for secondary schools have little impact on managers or management at the institutional level. There is no monitoring unit at any level of administration. In the *Republic of Korea*, interaction between local institutions and higher administrative offices is not always easy. Principals are suffering from the pressures put on them by higher administrative agencies

and school communities. The support from the central administration should at least take the form of a clear job description and a procedural manual. But even these instruments are not everywhere available. In *Bangladesh*, for instance, there is no concrete job description or job specification for head teachers. Regulations for the SMC are not clear on the specific functions or responsibilities of its members. Such instruments are becoming more important, in a context where head teachers' roles are changing. In the Republic of Korea, principals are also faced with new roles, functions and leadership, emphasized by the demand for effective school education, teacher accountability and the introduction of school evaluations and SMCs.

1.2 Specific management issues

The management of the profession of 'head teacher' remains of a rather traditional nature and this is raising more and more problems.

Firstly, the recruitment profile stresses qualifications and teaching experience more than management or human relation skills. The result is that the head teachers' corps consists of experienced, middle-aged males, who might not necessarily be the best school leaders. This is not to suggest that qualifications and experience are of no importance, but that the recruitment process could use a wider range of selection criteria. Once appointed and in schools, the head teachers lack training. There are very few induction programmes and in-service training programmes are seldom focussed on their specific needs. *Nepal* offers an example of this dire situation, but matters are hardly better elsewhere, although improvement programmes have started in the *Republic of Korea* and *Malaysia*. In *Nepal*, there is no provision for pre-service training or immediate orientation training for head teachers. This creates a lack of confidence. The in-service training programmes for primary school heads is too short to ensure the development of

the competence required, and the total training capacity is too small. Head teachers appear not to be motivated for these trainings, which indicates their poor relevance. Career prospects and incentives are poor. Most head teachers will end their career in the position they occupy now, although maybe in another, bigger school. It is felt in the *Republic of Korea* that it is necessary to involve head teachers in the educational reforms, and to introduce a competency-based personnel system, that introduces reasonable elements of competition and develops systematized training programmes for motivated teachers. The overall situation is then fairly depressing, as is the case in *Bangladesh*: head teachers do not have many career prospects. They will probably end their careers as head teachers. Salary structure is equivalent to that of other civil servants with the same qualification. The professional support and the supervision of their work by support agencies and supervisors are extremely inadequate. Training opportunities are rare and reward systems for good performance do not exist. This poor motivational level affects the efficiency of the school system.

1.3 Relations with the community

Relations with the community do not always work. Problems are perceived while interacting with parents. *Bangladesh* sometimes perceive problems as non-cooperation and exertion of undue influence by parents in, for example promoting a pupil to a higher grade. The election of an SMC appears to be not without problems, as political and personal influence is used to get appointed. In part II, it became also clear that head teachers have difficulties in coping with the new powers of the School Management Committees and the parents associations. The cases of the *Republic of Korea* and *Malaysia* mention problems related to this new vision, roles and functions and head teachers.

Table 4.1 Main problems

Country	Main problems
Bangladesh	Primary ²⁵ 1. Shortage of teachers 2. Shortage of furniture 3. Inadequacy of classrooms 4. Irregular pupil attendance 5. Shortage of learning materials
	Secondary (a) 1. Weak administrative and management superstructure at national level (no monitoring unit) 2. No concrete job-description 3. Recruitment procedures 4. Not many career prospects
	(b) ²⁶ 1. SMC interference, non-cooperation, undue control and influence 2. Lack of discipline and non-cooperation of teachers 3. Shortage of teachers 4. Complications in teacher appointment 5. Poor and inadequate infrastructure 6. Acute shortage of funds
	(c) 7. Absenteeism of pupils 8. Non-cooperation and exertion of undue influence by parents 9. Excessive numbers of pupils 10. Poor communication strategies 11. Political and personal influences for election SMC 12. No system of transfer for head teachers in non-government schools 13. Shortage of support staff 14. Problem of renewal of recognition of schools
Korea (Rep. of)	1. Pressure from higher administrative agencies and school communities 2. Various demands 3. New roles, functions and leadership of head teachers
Malaysia	1. Human resource management 2. Manage innovations/educational management

25. Major management problems identified by a study conducted under the General Education Project II and presented in ranking order. The study covered all the actors of primary education at local level and included educational administrators and in-school managers.
26. Main problems experienced by head teachers, identified through questionnaires administered to the sample of 30 head teachers – most regularly mentioned.

School principals: core actors in educational improvement
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Nepal	<ol style="list-style-type: none"> 1. Training: no pre-service training or orientation training for head teachers and in-service training is too short 2. Lack of information systems 3. Lack of favourable environment to change 4. Social and political environment 5. General perceptions regarding education, educational practices and their utilisation
Pakistan	<ol style="list-style-type: none"> 1. Limited powers (financial and administrative) <ol style="list-style-type: none"> a. Not involved in curriculum development nor syllabus modification b. Cannot purchase articles which are needed but not reflected in the budget c. Cannot remove teachers or recruit teachers, nor substitute teachers d. Lack of subject specialists e. Lack of administrative and management skills f. Shortage of classrooms and over-crowding, lack of audio-visual aids and laboratory equipment, transport difficulties 2. Lack of incentives for teaching profession
Philippines	<ol style="list-style-type: none"> 1. Finances: inadequate financial resources; salaries 2. Lack of formal training for principalship 3. Inefficient principals
Sri Lanka	<ol style="list-style-type: none"> 1. Human Resource Management: Acting positions, principals that not belong to SLEAS or SLPS, no policy in placement of principals, no formal replacement procedure, no procedures for appointment to middle management positions in schools 2. Training is not compulsory for principalship 3. Confusing school system (not a distinction between primary and secondary schools) 4. Misconception: smaller schools are easier to manage than larger ones. 5. Qualified persons are under-utilized (postgraduate diploma in education management and diploma in school management or other formal qualifications in education management)

2. Major innovations

The following table summarizes the major innovations. In *Bangladesh*, no significant measures have been taken.

Table 4.2 Major innovations

Country	Major innovations
Bangladesh	<p>No significant innovative measures have been taken in recent years</p> <ul style="list-style-type: none"> – DSHE: introduction of a teacher evaluation mechanism and to formulate an annual workplan so that the activities in a school are streamlined and teacher performance is improved to create a better school management. – Provision “management training for head teachers” (NAEM, but limited coverage)
Korea (Rep. of)	<ol style="list-style-type: none"> 1. Introduction of limited service of principals 2. Lowered retirement age and re-appointment of principals 3. Implementation of the principal-teacher invitation system 4. Establishment of SMC at each school 5. Improved principal qualification training programmes 6. Competency-based promotion
Malaysia	<p>New paradigm in training programmes dealing with the management and leadership of effective and excellent head teachers and implementation strategy for training programmes on educational management and leadership.</p>
Nepal	<ol style="list-style-type: none"> 1. Community-based educational management 2. Resource centres 3. Whole school approach 4. Monitoring/supervision
Pakistan	<ol style="list-style-type: none"> 1. Management (i.e. teacher training project) 2. National Education Policy (1998-2010)
Philippines	<ol style="list-style-type: none"> 1. General appropriations act and refocusing of local school board’s funding priorities 2. NEAP training programmes
Sri Lanka	<ol style="list-style-type: none"> 1. Performance appraisal scheme for teachers and principals 2. Move towards school autonomy 3. Restructuring of schools 4. Establishment of SMC and SMT 5. Improve school management 6. Proposals to plan and structure the selection and training of head teachers and others in senior management positions

The innovations from the countries can be divided in following categories: structure, personnel management, training and finances.

2.1 Structure

The formal organization of the community (in SMCs) is emphasised in the innovative measures in *the Republic of Korea*, *Nepal* and *Sri Lanka*. This is perceived to be a strategy to improve the quality of education.

In the *Republic of Korea*, SMCs are established at each school and should allow schools to enjoy a wider scope of discretion in the governing of school affairs, including the voluntary participation of parents and community members.

In *Nepal*, in future plans, the concept of community participation and its contribution to education is emphasized in order to foster participation to improve the quality of education.

In *Sri Lanka*, the establishment of the SMC and the SMT (SMT has also been referred to as SMG – School Management Group), the clarification of their roles, the delegation of these roles through an appropriate legal framework and the procedures adopted to ensure that the roles, functions and responsibilities are carried out to a set plan is to be ensured. The SMC deals with development planning and educational imperatives; the SMT is concerned with translating the development plan into operational management activities to ensure school improvement.

Another organizational measure is decentralising and acknowledging efforts at central, district and community levels. In *Nepal*, Resource Centres stand at the heart of this policy. In *Sri Lanka*, school autonomy is accentuated.

In *Nepal*, an emerging trend has been set towards cooperative and participatory planning processes at the central, district and community levels. The trend emphasizes encouragement and recognition of local quality-improvement efforts such as the development and use of teaching/learning materials at the school level and the development of the Resource Centres. Resource Centres are at the heart of the overall national strategy for primary education. There are several RC-based activities: recurrent teacher training, school support, supervision and monitoring. Head teachers of resource centre schools are also responsible for the monitoring and supervision of the programme and send their reports to the DEOs.

In *Sri Lanka*, there is a move towards school autonomy, with objectives to improve the performance of schools, stated in the Reform in General Education (1997). The Reforms also suggest that equitable allocation of resources should be assured by giving a grant to schools based on unit costs. In order to alleviate disparities in the allocation of resources, a grant would be calculated as a per-student rate.

Institutionalizing in-service training and evaluation are important innovations in *Pakistan*.

In *Pakistan*, the National Education Policy 1998-2020 attempts (a) to increase the effectiveness of the system by institutionalizing the in-service training of teachers, teacher trainers and educational administrators and (b) to institutionalize the process of monitoring and evaluation at the lowest and highest levels. These provisions have been translated into an action plan for the following three years. Eighty training facilities and 750 teacher-training institutions in the country will be upgraded and 20 resource centres will be established. A National Education Testing Service is being

established at the Federal/Provincial levels to provide a reliable assessment and examination system. Career guidance and counselling will be introduced.

In 4.1 it was mentioned that *Sri Lanka* perceived management problems due to the existing school system. A commitment is intensified to restructure the school system into two tiers, in order to obtain a more manageable structure.

2.2 Personnel management

In the *Republic of Korea*, an interesting structure is the system of 'inviting principals'.

In 1996 a system of inviting principals was established to increase school autonomy and to ensure diversity in education according to regional characteristics. This system was introduced with the cooperation of school management committees. The SMC could invite principals or teachers whom the school community wanted to hire instead of accepting staff appointed by local educational agencies or the Ministry of Education. This has opened the door to an education that better reflects the opinions of parents and local communities. Since the introduction, parents seem to be more satisfied. Invited principals have improved the school environment through active management and stronger community relations. They have encouraged alumni associations to work more closely with schools. It is felt that the invited principals perform with more enthusiasm and inject new energy into the system. In 2001, the total number of invited principals was 146 (116 in primary schools, 17 for middle schools and 14 for high schools). On the other hand, this system has caused some problems. Local favouritism plays a part in the selection process and it has been reported that easy-going people have been preferred over those

that are reform-oriented. Invited principals have also complained that they feel burdened in situations where additional benefits were not provided. The term of the invited principal is four years but they can be re-invited. To attract invited principals, the system functions on non-financial incentives such as honour.

Another innovation in the *Republic of Korea*, is the performance based screening for promotion.

In the *Republic of Korea*, until recently promotion was determined by years of service, rank and by performance, skills, and attitude. Following the social demand for a more performance based, outcome-oriented system, evaluation of the school education plan and an interview have been introduced in the principal appointment procedure.

A performance appraisal scheme will also be introduced island-wide in *Sri Lanka* in 2001.

This will transform school functioning because it will promote a better working relationship between the teachers and the school management. Evaluating principals will make them more accountable and will promote contractual, moral, professional and financial accountability. This will also pave the way to identifying suitable candidates for principalship among deputies and other promoted staff. As these persons are involved as appraisers they will be put to the test, with those doing better being singled out. If principals are to be respected and the profession is to be considered dignified, the principals themselves need to recognize, understand and emphasize the needs of students, parents and teachers. They need to adhere to a code of ethical behaviour that guides their decisions in dealing with students, parents, teachers and the public. They should also be able to appreciate changes (reforms) in

education and respond constructively and positively to these changes. They need to collaborate with different role sets, agencies and institutions to achieve expected outcomes. They should seek and be involved in the continuous professional development of themselves and other staff. They must display the highest standards of dedication and commitment to serving others.

Recruitment procedures are revised in the *Philippines* and *Sri Lanka*. In *Sri Lanka* a pool of principals is created. Principals can be appointed as vacancies arise. In the pool, those SLEAS and SLPS officers who have undergone a one-year specially designed course on principalship will be absorbed.

2.3 Training

A lot of innovations mentioned relate to the provision of (pre-service and in-service) training for head teachers.

In the *Republic of Korea*, principals are required to act as leaders with strong managerial skills and instructional leadership. The principal qualification training has been subdivided into three stages and many new elements have been added to the programme. The second stage of training provided by the private corporations' training institutes offered the opportunity to combine the business spirit of service, management, leadership and communication skills with the school environment. This has been temporarily suspended due to the high cost involved.

The Institut Aminuddin Baki in *Malaysia* has taken some measures to ensure that thorough training is provided, before the placement of educational managers and head teachers. These include: advertising and selecting candidates, training a pool of officers for management, preparing career paths for teachers with

a focus on management development, tying up training with continuous staff development and providing distance education programmes to ensure the provision of education for all. Further, training programmes are set up on educational management and leadership.

The **Whole School Approach** in *Nepal*, was an effort to improve the teaching learning environment in primary schools. The training focuses on building teamwork, involving all concerned, including SMC, parents and students in improving school atmosphere and creating a homely and enjoyable learning atmosphere. The WSA was implemented in two phases (first phase in 1996). The WSA training is divided into two levels: Resource Centre level and school level, in order to accommodate all teachers in school. In the second stage, training is conducted in each school and accentuates the leadership of the head teacher.

In *Sri Lanka*, it is proposed to make it compulsory for principals to follow a refresher course on education management at least once every five years, since the concept of continuing education is as much relevant to educational managers as it is to teachers.

2.4 *Finances*

In the *Philippines*, the Senate Committee on Education Arts and Culture has been battling to include the names of all public elementary and secondary schools with the corresponding budget allocation in the General Appropriations Act from 2001. Schools will no longer be left at the mercy of superintendents who can be secretive about budget repartition. This will help to raise awareness concerning how little schools receive for Maintenance and Other Operational Expenditures. Further steps are being taken with the refocusing of the Local School board's funding priorities.

Conclusion

Without being exhaustive, the following general conclusions and policy implications can be drawn from the country studies and the comparative analysis.

The situation of head teachers is very context-specific and depends on the following: the size and level of the school, the educational policy-environment, the level of social and economic development, and the effectiveness of the public service, of which the education system is a part. In a number of countries or areas, the state is weak, the public service ineffective and the available resources extremely scarce. In such an environment, it will be difficult to change the head teachers without first improving that environment. Notwithstanding these differences, many countries experience similar challenges, which go beyond resources and concern the management of the head teacher profession.

Everywhere, a policy trend towards greater school autonomy, and towards emphasizing the role of the head teachers can be noted. However, implementation of the policy involves at least three problems: it has not everywhere been the expression of internal pressure or debate, but rather the result of copying seemingly successful external models; the policy has been, from time to time, part of an attempt by national authorities to evade their own responsibilities; and the policy needs to be adapted on the basis of the different contexts described above. This does not imply that it is mistaken to put a greater stress on the role of the head teacher, but that, before such a policy is implemented, most countries need to make serious efforts to raise awareness, within the society and

within school communities in particular, and should take the necessary measures to improve the schools' environment.

What is equally if not more worrisome, is that this policy has been accompanied insufficiently by policy measures at the central level to strengthen the position of the head teacher. As was commented upon above, a number of innovations have been implemented in several countries to improve recruitment, strengthen professional development, offer a more attractive career path and clarify lines and areas of authority. The most comprehensive effort has probably been made in the *Republic of Korea*, but *Hong Kong* and different states of *Australia* are also worth mentioning. More piecemeal innovations are being tried out in other countries such as *Malaysia*, *Sri Lanka* and *China*. The overall impression remains one of feebleness and the result is that there is a wide discrepancy between the present profile of the head teacher, which has undergone very little change, and the ideal profile of an innovative pedagogical leader. In many countries, the incentives to become or remain a head teacher have been decreasing rather than increasing.

The challenge for most countries is to turn these piecemeal and unco-ordinated reform efforts into a global policy framework. Such an integrated policy should, among other things:

- clarify the areas of autonomy and the levels of accountability so that head teachers feel strengthened rather than overburdened;
- accompany such autonomy and accountability with a strong and consistent support system, especially for beginning and/or isolated head teachers;

- improve recruitment and selection procedures, for instance by early identification of potential head teachers and a system of mentoring by selected innovative practising head teachers;
- develop a motivating career path, by offering professional development opportunities and strengthening in-service training;
- set up a mutual support system and discussion forum for head teachers.

Setting up and implementing such a policy will itself face serious tests. The number of head teachers is daunting: about 10,000 in *Sri Lanka*, some 200,000 in *Pakistan* and over a million in *China*. Training such numbers will require creativity. At the same time, it should be kept in mind that the head teachers are only one actor, and that their interests do not always coincide with those of, for instance, the teachers or the community. One recurring difficulty concerns motivating head teachers. The strongest motivation seems to lie not so much in the financial incentives, but in the experience of seeing their own school improve. Their lack of power and ensuing inability to improve on the situation of their schools is undoubtedly a disincentive. But giving them more autonomy has led in several countries to an unwillingness of staff to take on this position, because of the workload and stress.

Efforts will need to continue in order to ensure that autonomy is accompanied by motivation and skills.

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The Asian Network of Training and Research Institutions in Educational Planning (ANTRIEP), which currently brings together 17 institutions, offers an innovative answer to the question of how to strengthen national capacities in training and research in educational management. Without capacity building, policies and programmes to improve the quality of education will have little chance of survival, let alone success. In its five years of existence, the ANTRIEP network has grown to be a concrete and creative example of South-South co-operation.

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School principals: core actors in educational improvement

Reports on seven Asian countries

prepared for ANTRIEP
by
Maheswari Kandasamy and Lia Blaton

School principals: core actors in educational improvement

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Better school management: the role of head teachers in Bangladesh

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List of abbreviations

AD	Assistant Director
ADEO	Assistant District Education Officer
ATEO	Assistant Thana Education Officer
BANBEIS	Bangladesh Bureau of Educational Information and Statistics
B.Ed.	Bachelor of Education
BISE	Board of Intermediate and Secondary Education
DD	Deputy Director
DEO	District Education Officer
DIA	Directorate of Inspection and Audit
Dip-in-Ed	Diploma in Education
DPE	Directorate of Primary Education
DPEO	District Primary Education Officer
DSHE	Directorate of Secondary and Higher Education
GOB	Government of Bangladesh
GS	Government School
HSC	Higher Secondary Certificate
MEB	Madrasah Education Board
M.Ed	Master of Education
MOE	Ministry of Education
NAEM	National Academy for Educational Management
NAPE	National Academy for Primary Education
NCTB	National Curriculum and Textbook Board
NG	Non-government school

PMED	Primary and Mass Education Division
PSC	Public Service Commission
PTA	Parent-Teacher Association
SMC	School Managing Committee
SSC	Secondary School Certificate
TEO	Thana Education Officer

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1. Basic facts and background information on the education system in Bangladesh

The country

Bangladesh, a delta region with a long coastal belt, lies in the north-eastern part of South Asia. With an area of 147,570 km² inhabited by 128.1 million people (Bangladesh Economic Survey, 1999), the country has one of the highest population densities in the world. The population growth rate is 1.6 per cent while the GDP growth rate is 5.2 per cent. Only 20 per cent of the population are urban dwellers, whilst 80 per cent live in rural areas (*Bangladesh Economic Survey, 1999, 1999*).

With a vast population and a small per-capita availability of resources, the country is striving hard to acquire a minimum quality of life for its citizens. The major tools for achieving this objective have been the development of its human resources through literacy, education and health programmes as well as programmes aimed at reducing poverty. The adult (age 15+) literacy rate has increased remarkably from a low 35.3 per cent in 1991 to 51.3 per cent in 1998. The gross enrolment rates in primary and secondary schools are 96.25 per cent and 41.26 per cent respectively (BANBEIS, 2000).

The study

In conducting this study, primary and secondary-school data have been referred to. Existing documents as well as rules and regulations related to primary and secondary education have been

reviewed. Published sources of data and information have been studied extensively. A small sample of 30 head teachers from both government and non-government secondary schools has been issued with a questionnaire in order to collect statistical data on personal variables, as well as information on the major problems they face and the steps taken by head teachers to overcome these. The sample, though small, is representative, as the units were drawn randomly from all over Bangladesh. The study also uses the major findings of two studies conducted by NAEM faculty members on school supervision and teacher support in primary and secondary schools.

1.1 The structure of education

Education in Bangladesh has a 5-5-2 structure. The formal education system comprises five years of primary, five years of secondary and two years of higher-secondary school. Higher secondary is followed by higher education with a pass/honours Bachelor degree course (2/3/4 years) which again is followed by a Master's degree. The Master's degree course is of one-year duration for holders of an honours Bachelor degree and two-years duration for holders of a Bachelor's pass degree. Higher education in technical subjects also starts after higher-secondary level. Engineering, agriculture, business and medicine are the major technical and technological educational areas. In each of the areas except medicine, a student must complete a four-year course. With regard to medicine, a five-year course for the first degree is required.

The entry age for primary school is six years. No public examination is taken at the end of this primary cycle. However, each individual school conducts annual examinations at the end of

grades III, IV and V and issues certificates to successful 5th grade students as primary graduates. There is also a primary scholarship examination at the end of grade V, conducted by the Directorate of Primary Education (DPE) and taken by the best 20 per cent of grade V pupils.

On completion of study at junior secondary level, i.e. at the end of grade VIII, the best-performing pupils are selected to take an examination entitled 'Junior Scholarship Examination'. This examination is conducted by the Directorate of Secondary and Higher Education (DSHE). Those who pass are awarded scholarships until the end of the secondary cycle. At the end of grade X, pupils are required to sit a public examination entitled 'Secondary School Certificate' (SSC) in order to achieve this level's completion certificate. Successful secondary-level students then have to take a two-year higher secondary course and sit a public examination entitled 'Higher Secondary Certificate' (HSC).

Streaming for higher education starts at grade IX secondary level and becomes increasingly streamlined at higher-secondary level. The secondary level has equivalent courses of study in various trades and crafts. There are diploma courses in different technical areas. The completion of the higher-secondary level with the attainment of a particular grade at that level ensures entry to higher education in various disciplines: language and literature, pure science, social science, medicine, engineering and technology, business and law.

1.1.1 The administrative set-up

The administrative responsibility for primary and secondary education rests with two different agencies under the Ministry of Education. The Primary and Mass Education Division (PMED), a

separate division under the direct control of the Prime Minister, supported by a national-level Directorate of Primary Education (DPE) are entrusted with the responsibility of administration, management and planning of primary education in the country.

The complete administrative set-up of PMED includes divisional, district and thana (sub-district) structures as shown below in *Figure 1*.

For secondary education, the agency responsible for Administration and Management is the Directorate for Secondary and Higher Education (DSHE). The Directorate is also charged with the responsibility for higher education, which includes higher secondary and college education. The set-up shown below in *Figure 2* represents that part of the Directorate relevant to secondary education only.

Figure 1. The administrative set-up for primary education

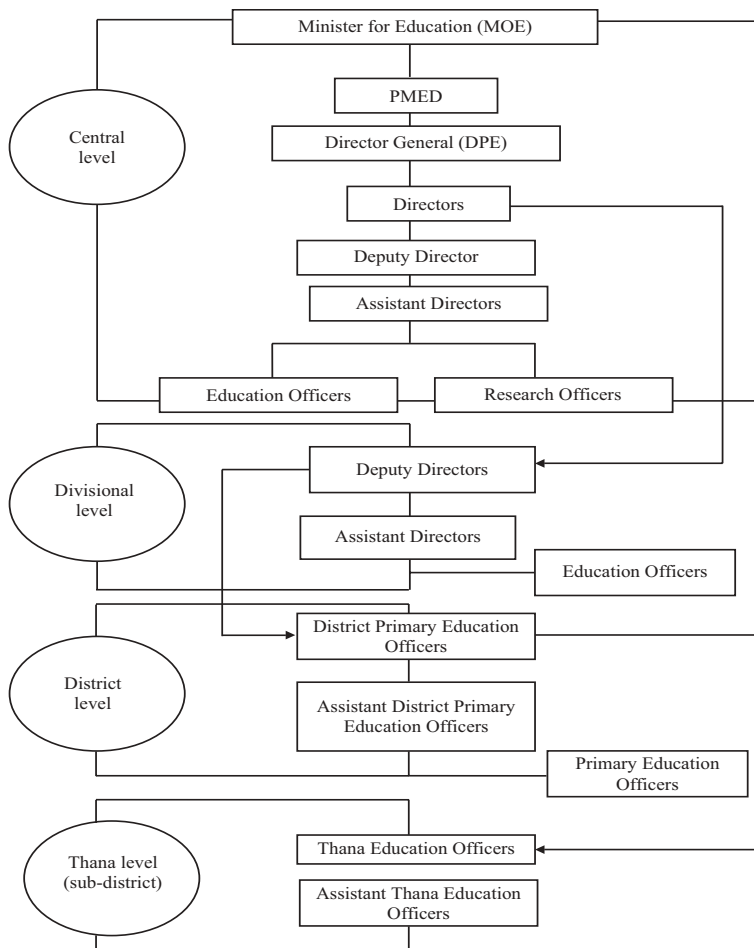
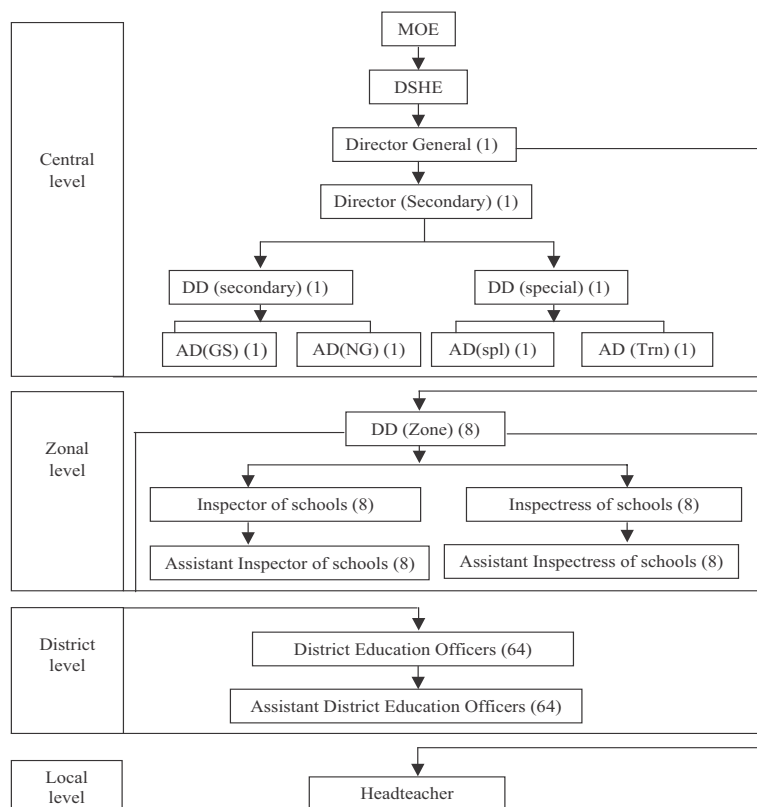


Figure 2. The administrative set-up for secondary education



Source: Jalaluddin, A.K. 1992. Secondary education in Bangladesh: A sub-sector study.

DG, DSHE = Director General, Directorate of Secondary and Higher Education
 DD = Deputy Director. AD = Assistant Director. DD (GS) = Deputy Director (Government school). AD (GS) = Assistant Director (Government school). AD (NG) = Assistant Director (Non-Government school)

1.1.2 The level of expansion of the primary and secondary education sub-sectors and the quality of the education service

Primary education

Primary education in the country is a five-year cycle for the 6 to 10 year-old age group. Classified on the basis of ownership and management, there are four categories of primary educational institution: (i) government primary schools account for 48 per cent of the total strength and form the mainstream; under the non-government category are (ii) registered; (iii) non-registered primary schools; and (iv) 'others' (which include: high schools attached to primary schools, satellite schools, community schools, kindergartens, experimental schools, independent 'ebtedayee madrasah' and Dakhil-attached 'ebtedayee madrasah').

The total number of educational institutions, teachers and pupils in the primary education sub-sectors are presented in *Table 1* below:

Table 1. Number of primary schools, teachers and pupils, 1998

Sl. No.	Type of schools	Number of schools	Number of teachers	Number of pupils	Pupil-teacher ratio	Pupil-school ratio
1	Government	37,709	149,530	11,022,234	74:1	292:1
2	Registered non-government	19,553	78,673	4,032,995	51:1	206:1
3	Non-registered non-government	2,632	9,683	367,948	38:1	140:1
4	Other primary-level institutions	18,934	74,359	2,198,554	30:1	116:1
5	Total	78,828	312,245	17,621,731	56:1	224:1

Source: BANBEIS, 2000.

On average the pupil-teacher ratio at this level stands at 56:1, but there is a wide-ranging variation in this ratio depending on the type of school. The ratio is highest at government primary schools (74:1) and lowest at 'other' primary-level institutions (30:1). The pupil-school ratio also varies widely, showing the same trend – highest in government primary schools, at 291 pupils per school, and lowest in 'other' schools, at 116 pupils per school.

Secondary education

Secondary education in the country is a five-year cycle: grade VI to grade X. The official age of students is from 11-15 years.

Secondary education consolidates the learning of primary graduates. This level is very significant in the socio-economic context of the country in terms of supply to the labour market, input to higher education and, subsequently, the development of worthy and productive citizens. A considerable proportion of secondary graduates end their studies at this level. As they receive no further education, their ability to become exemplary citizens depends solely upon the knowledge and skill acquired at this level. For many lower-level jobs, secondary graduation is the minimum requirement. Secondary education is considered to provide a solid basic education in science, technical skills and technology. Streaming for higher education starts at the terminal years of secondary education.

The total number of educational institutions at secondary level is 20,158 (BANBEIS, 2000). This number comprises three types of school classified on the basis of both ownership and stream. They are: (i) government-owned and managed public secondary

schools; (ii) non-government secondary schools; and (iii) dakhil madrasah schools imparting the religious stream of secondary education (all of which are non-government institutions). Information related to the number of institutions, teachers and students in the three types of school is presented in *Table 2*.

Table 2. Number of secondary schools, teachers and pupils

Sl. No.	Type of schools	Number of schools	Number of teachers	Number of pupils	Pupil-teacher ratio	Pupil-school ratio
1	Government secondary	317	8,187	270,074	33:1	852:1
2	Non-government secondary	14,976	167,410	7,109,642	42:1	475:1
3	Dakhil madrasah	4,865	60,113	1,755,434	29:1	361:1
4	Total	20,158	235,710	9,135,150	39:1	453:1

Source: BANBEIS, 2000.

The pupil-teacher ratio at secondary level is 39:1. All teachers at this level are holders of at least a first university degree. As training in education (i.e. B.Ed.) is a precondition for appointment as head teacher, assistant head teacher and teacher in a school, it is assumed that all teachers are holders of a B.Ed. degree. However, no national data are available. Data collected for this study, from a sample of 30 secondary-school head teachers, confirm this supposition: 26 have a B.Ed. while the rest hold higher qualifications, such as Masters of Education (M.Ed.).

1.2 Statistical data on head teachers

National-level data are available only on the distribution of head teachers by organizing authority (see *Table 3*).

Table 3. Distribution of head teachers by organizing authority

Primary			Secondary		
Government	Non-government and others	Total	Government	Non-government and Dhakil Madrasha	Total
37,709	41,119	78,828	317	19,841	20,158

Source: BANBEIS, 2000.

In the absence of national data on the distribution of head teachers by age/length of service, level of qualification (training) and gender, information was collected from a small sample of 30 secondary-school head teachers (referred to in the introduction). Data collected are presented in *Tables 4a, 4b, 4c and 4d*.

Table 4. Information on head teachers of secondary schools

Table 4a Head teachers by level of education (n=30)

Level of education	n ()
1st degree	21 (70)
Postgraduate	09 (30)
Total	30 (100)

Table 4b Head teachers by age (n=30)

Class interval (years)	n ()
25-30	1 (03)
30-35	1 (03)
35-40	3 (10)
40-45	11 (37)
45-50	8 (27)
50-55	3 (10)
55-60	3 (10)
Total	30 (100)

Table 4c Head teachers by training received (n=30)

Title of training	n ()
B.Ed.	26 (87)
M.Ed.	04 (13)
Total	30 (100)

Table 4d Head teachers by teaching experience (n=30)

Class interval (years)	n ()
0-5	11 (37)
6-10	7 (23)
11-15	6 (20)
16-20	1 (03)
20-above	5 (17)
Total	30 (100)

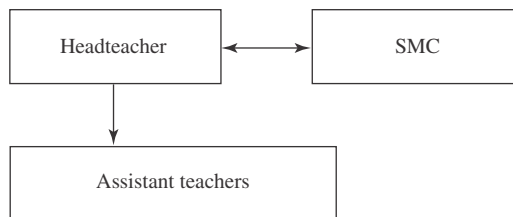
2. Roles and functions of head teachers

2.1 The internal management of schools

Primary schools

Under the superstructure of the administration and management of primary education presented earlier, primary schools are run by head teachers with the support and co-operation of the SMCs and PTAs. These two bodies are partners in the internal management of schools. There is no provision for assistant head teachers in primary schools. Each primary school has four teachers including the head teacher. The other three teachers are called assistant teachers. The internal management may be presented as follows in *Figure 3*:

Figure 3. Structure of primary school internal management



The School Managing Committee (SMC), of which the head teacher is member-secretary, is not an active organ in many cases. Assigned by the government with the responsibility of co-operating with the school authority in managing the school and looking after school buildings and other property, the “SMC does not have any

real standing in supervising the functioning of the school and the teachers” (Govinda, 1997: 82-83).

In effect, head teachers are the main actors in the internal management scenario. Their job description, as enunciated in the DPE documents, requires head teachers to:

- maintain all records, registers, files on the school;
- ensure student attendance with the help of the SMC;
- prepare and execute an annual lesson plan and weekly class routine;
- conduct co-curricular activities;
- ensure maintenance and safety of school buildings and other property with the help of the SMC;
- distribute textbooks to the pupils;
- take timely measures to form the SMC and properly discharge the responsibilities of its member secretary;
- prepare quarterly school performance reports in the prescribed form countersigned by the chairman of the SMC;
- maintain a school profile in the prescribed form;
- ensure visit to pupils’ homes by the teachers including the head teacher himself.

Among the supervisory functions of the head teacher, the job description includes:

- ensuring the attendance and proper functioning of teachers;
- assigning subjects to teachers and overseeing teaching-learning activities in the classroom.

Head teachers are authorized to report to the TEO, through the ATEO, on the classroom performance of teachers. The DPEO is the key person in the administrative hierarchy who takes

disciplinary measures against teachers in the event of any reported irregularity. Only the head teacher has the authority to report to the TEO, who then places the proposal for action to the DPEO. The head teacher has the authority to sanction casual leave for assistant teachers.

Secondary schools

The Ministry of Education (MOE) is responsible for the management of secondary schools. The administration and management of secondary education is characterized by extreme centralization of administrative power, responsibility and authority. Moreover, the central structure has no separate cell for the inspection and monitoring of secondary schools.

The various institutions with responsibility for managing secondary education are: (1) the Ministry of Education (MOE), (2) the Directorate of Secondary and Higher Education (DSHE), (3) the Directorate of Inspection and Audit (DIA), (4) the National Curriculum and Textbook Board (NCTB), (5) the Board of Intermediate and Secondary Education (BISE), (6) the National Academy for Educational Management (NAEM), (7) the Bangladesh Bureau of Educational Information and Statistics (BANBEIS), (8) the Madrasha Education Board (MEB), and (9) the Facilities Department.

Of these institutions, DIA, NCTB, NAEM, BANBEIS and the Facilities Department play facilitatory roles in the areas of audit, curriculum, training, information, salary subvention and infrastructure respectively. BISE and MEB look after public examinations and recognition of secondary schools and madrasahs. Therefore, the pure management structure of secondary education

comprises just the MOE and DSHE. The Directorate of Secondary and Higher Education (DSHE) is the principal agency for implementing government policy in secondary education.

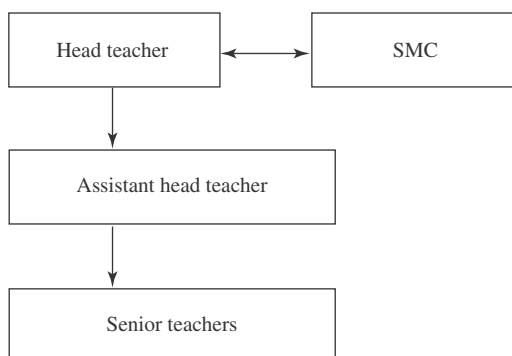
From national down to zonal level, 176 administrators and managers are designated for the management of 20,158 non-government secondary-level educational institutions and 235,710 teachers.

For head teachers at the thana level, the DEOs and ADEOs are the officials charged with management and supervision responsibilities in particular. As regards the local authority, the District Education Officer is the authoritative figure assigned to the tasks of inspection, supervision and support of secondary schools.

The management superstructure, comprising the MOE, DSHE and Zonal offices, in practice, is not in direct touch with field-level educational institutions.

The in-school management structure for secondary schools is very simple. It is generally the head teacher, along with the assistant head teacher and the SMC, who form the school's management body. In large secondary schools, senior teachers also come within the purview of the management. As is evident from the survey (of 30 head teachers), almost 17 per cent of schools do not have assistant head teachers due to financial and other reasons. The school-level management structure may be presented as below in *Figure 4*:

Figure 4. Internal management structure of secondary schools (non-government)



In a secondary school, there are no heads of department as there are no departmental divisions. The assistant head teachers assist the head teacher with management activities. Senior teachers are assigned certain responsibilities, for example: conducting internal examinations, maintaining discipline, and conducting co-curricular activities. Student representatives are not part of management; however, they assist teachers in managing classroom affairs.

Among community actors, the most important is the School Managing Committee. This body comprises 11 members representing the community and is the main partner in school management.

There is, however, a difference between the management of government secondary and non-government secondary schools which relates to the role of SMCs in the two types of school.

In government secondary schools that constitute only 1.57 per cent of the total number, the SMC is a passive rather than an active component of school management. It is the head teacher and the assistant head teacher who form the nucleus of government secondary-school management.

For non-government secondary schools and madrasahs, the situation is different. SMCs in these schools play a dominant part in school management.

For a complete understanding of the in-school management system and of the head teacher's duties and responsibilities as manager and administrator, it is worthwhile examining an overview of the constitution and functions of the School Managing Committee (SMC). The head teacher is member-secretary of the SMC and, in addition, his role as academic manager and administrator of the school has been enunciated in the SMC Regulations entitled 'Board of Intermediate and Secondary Education, Dhaka (Managing Committee of the Recognized Non-government Secondary Schools) Regulations, 1977'.

As per the provisions of the Regulations (1977), a Managing Committee comprising 11 members is elected for each school. This includes a chairman, the member secretary, two teacher representatives, four parents, one founder member, one donor member and one person nominated by the Zonal DD (Secondary Education).

The Committee has the power to: (1) raise and manage funds; (2) appoint, suspend, dismiss and remove teachers subject to prior approval of the Board of Intermediate and Secondary Education (BISE); (3) grant leave to teachers other than casual leave; (4) approve annual budgets; (5) make provisions for all physical

facilities and teaching materials; (6) ensure regular payment of salaries and allowances to the teachers and other employees.

The head teacher, however, is in charge of the school funds, all legal documents and all other records relating to the school.

The Regulations declare the head teacher as academic head of the school responsible for its day-to-day administration and any matter relating to the academic affairs of the school with which the members of the committee shall not interfere.

Parent associations exist, but these are not an active element in the school management process. In most cases parent associations are involved only in end-of-year functions such as annual sports events, annual cultural competitions, annual prize-giving ceremonies, distribution of annual progress reports to students and the like.

2.2 The role of the head teachers

There are no detailed documents, rules and regulations related to the management responsibilities of head teachers; they are all documented in general terms. However, the common practices of head teachers in managing the particular areas of personnel, curriculum, finance and materials are reflective of what they consider to be their responsibilities in these areas.

Regarding personnel management, head teachers in non-government schools, as member-secretaries of the SMC, play a role in recruiting, appointing and dismissing teachers and employees. In government schools, it is the Public Service Commission which recruits, appoints, promotes, transfers and dismisses both head

teachers and teachers. Other aspects of personnel management, e.g. assignment of tasks, the distribution of the teaching load, placements in particular positions, granting casual leave, evaluation, supervision and measures for the development of teachers are exclusively the responsibility of the head teacher. The power to recruit, appoint and promote teachers and take punitive measures against them is shared with the SMC.

As the NCTB has responsibility over curriculum matters, including their modification and revision, head teachers have little authority in this domain. However, representatives of classroom teachers, head teachers and teacher educators are included in the subject committees formed by the NCTB. On the other hand, the responsibility of implementing the curriculum formulated by the NCTB rests with the head teachers and teachers, through classroom and out-of-class activities.

There is no provision for recurring grants for minor repairs to the school infrastructure. The head teacher and SMC depend on the community for this type of funding. Regarding payment of salaries for teaching staff and other employees, the head teachers and SMCs of non-government schools resort to fund-raising activities, as only part of the total salary (80 per cent) is provided by the government. In the area of financial management, there is a difference in the mode of operation between the head teacher of a government school and that of a non-government school. Government schools are owned, controlled and financed by the government. Therefore, the finance-related function of head teachers is limited to making timely disbursements and optimum utilization of available resources. Non-government schools, on the other hand, receive only partial funding from the government, which provides 80 per cent of the total employee costs and some financial

support for improving physical facilities. The remaining amount required to pay teaching and non-teaching staff and all other expenses needed to run the school have to be procured and managed by the school authority or, for that matter, the head teacher in collaboration with the SMC.

Management of materials is another area where head teachers of non-government schools are heavily occupied. For government schools, the government provides funding. The head teacher ensures the timely procurement and use of the materials and resources. For non-government schools also, the government supplies teaching, reading and learning materials, furniture and equipment through various development projects. But this support is occasional in nature and hence head teachers have to ensure there are sufficient funds for the purchase of adequate materials.

Head teachers also have teaching responsibilities, in addition to their administrative and managerial responsibilities. The survey conducted for this study shows that all head teachers have the responsibility of classroom teaching. The survey shows that, on average, head teachers have a teaching load of 13 periods per week, the range being 3 to 31 periods.

The instruments and methods used by head teachers for discharging managerial responsibility are common to all head teachers. As is evident from the sample survey, for decision-making purposes, staff meetings are the most widely used method followed closely by the holding of SMC meetings. A total of 25 out of the 30 head teachers questioned resort to staff meetings and 24 of them also hold SMC meetings as an instrument of management. Only 10 of the respondents mentioned classroom visits as a means for performing their supervisory function and for evaluating teachers.

For achieving all-out development of the school and for ensuring equitable distribution of workload, a school development plan is a very useful instrument. But regrettably, only 5 of the 30 prepared and executed development plans for their schools. Three of the respondents took decisions independently whilst also discharging various responsibilities.

3. Management of head teachers

3.1 Recruitment

The system of recruitment and appointment to the position of head teacher is different for government and non-government schools, and for primary and secondary schools.

Primary schools

A central committee, headed by the Director General, DPE is charged with the responsibility for the selection of primary teachers, including the head teacher. A written test is administered and subsequently interviews are held at district headquarters. The committee prepares a thana (sub-district) merit list on the basis of the candidates' performances, and appointments are made in accordance with the list. Applications for the position of head teacher in primary schools are submitted to and processed by the thana Education Office.

For non-government schools, it is the SMC that recruits and appoints teachers in accordance with the recruitment rules.

Secondary education

Head teachers for government secondary schools are recruited and appointed by the Public Service Commission (PSC) through written tests followed by an interview. Appointment through promotion is also practised.

The eligibility requirements, set by the PSC, are a first degree from a recognized university, pre-service training in education

(B.Ed.) and years of experience in teaching or educational administration. The requirements are the same across the six administrative divisions of the country. The selection of candidates for the position of head teacher is made by a Board consisting of members of the PSC. Generally, a large number of applicants apply for the position of secondary-school head teacher.

Head teachers of non-government schools are recruited and appointed by an appointment board consisting of the SMC chairperson, member-secretary of the SMC, representative of the DG, DSHE, and an expert in the relevant field.

The position of head teacher is a lucrative one in terms of salary and social prestige. The notion that the teaching profession provides one with the opportunity of serving the nation is one of the motivational factors that drives candidates towards seeking the position. All 30 head teachers of the sample group mentioned the financial factor as one of the motivational factors. The pay scale for head teachers is higher than for other teachers. In addition to financial factors four head teachers mentioned social prestige, six wish to serve the nation, and 20 mentioned social importance as motivational factors.

No special incentives other than those associated with the position of head teacher are offered or used for attracting and retaining candidates. However, certain non-government secondary schools which are financially very well off have some special incentives to offer such as residential accommodation, higher initial pay for more deserving candidates, higher salary packages and the like.

3.2 Financial conditions

The salaries drawn by the head teachers of both primary and secondary schools are very much in conformity with those drawn by officers having the same educational level and background both within and outside the education service. The scales are different for primary and secondary school heads.

Though the pay scales for head teachers of government and non-government schools are the same, in reality there is a great difference in terms of salary payment practices. For government school heads – both primary and secondary – salary payment is made by the Accountant General's office and as such is very regular. For the heads of non-government schools (primary and secondary), the government contributes 80 per cent of the salary whilst the rest (20 per cent) is collected from tuition fees paid by pupils and other sources explored by head teachers in co-operation with the SMC. Many of the non-government secondary schools, especially those in remote rural areas, often cannot collect the rest (20 per cent) from poverty-stricken pupils and the community. Non-government school heads do not receive financial support for the payment of allowances (house rent, medical) which are included in the salary packages disbursed to government school heads. This is descriptive of the situation of both non-government primary and non-government secondary schools.

There is no provision for paying any special allowances to head teachers of any level for being chief executive of the school.

3.3 Posting practices

Primary schools

The posting of government primary-school head teachers is highly decentralized: the head teacher's post is a thana-based one and transfer facilities are very limited. For the heads of government primary schools, postings are made by the DPEOs. Generally, head teachers of government schools are transferred on completion of three years' service at one school. The authority for transferring head teachers is decentralized to the thana (sub-district) level. Within the thana, the TEO issues the transfer order, within the district and division, the DPEO and the DD (Division) are the authorities while, at the national level, the DPE is the authority.

Non-government primary-school head teachers are posted by the appointing authority, i.e. the SMC. As a head teacher is recruited for a particular school, there is no alternative to positioning him in that school. There is no practice of transferring the heads of non-government primary schools.

Secondary schools

The posting and transferring procedures for both government and non-government secondary-school head teachers are the same as that of primary-school head teachers, with the exception that the authority making and implementing the posting decisions is different. Head teachers of government schools are recruited by the PSC, while posting is done by the DSHE. Criteria for posting are generally: length of service as teacher or head teacher, the incumbent's home district or distance from the home district and matching the experience and qualifications of the incumbent with the size and needs of the school to which he/she is to be posted.

Head teachers of government secondary schools are generally transferred from a school on completion of three years' service. Sometimes transfers and postings are utilized as disciplinary measures against head teachers.

In the case of non-government secondary schools, head teachers are recruited, appointed and posted by the selection Board that comprises the SMC Chairperson, Member-Secretary and a representative of the DSHE. As a head teacher is recruited for a particular school, no question of choice in posting arises. As in non-government primary schools, the practice of transferring heads of secondary schools is not in force.

3.4 Evaluation and career development

Primary schools

The head teachers of primary schools, both government and non-government, are normally destined to retire as head teachers. They do not have many career possibilities. In addition, opportunities are very rare as the number of positions is limited in comparison to the number of qualified head teachers. The educational level and qualifications of the head teachers are in general lower than those required for officials in different positions in the administrative set-up. Also, there are no provisions for regular lateral entry to these positions. In principle, head teachers of government primary schools having the requisite qualifications for appointment to the administrative positions such as ATEO may be recruited for the post through the proper official procedures.

For heads of government primary schools, dismissal rules and practices are the same as for employees in other government

services. There are set rules, sections and subsections related to dismissal and practising dismissals.

Head teachers of government primary schools undergo a regular process of evaluation. The evaluations are made annually, on criteria set in a format called the Annual Confidential Report (ACR). Criteria are set under three major headings viz. 'Health conditions', 'Personal features/characteristics' and 'Performance standard'. In all, a head teacher is judged on 25 criteria. They include: a sense of discipline, intelligence, judgement capacity, initiative and enthusiasm, personality, co-operation, punctuality, dependability, sense of responsibility, interest in work, promptness in taking steps and carrying out orders, security awareness, mode of behaviour with the general public. For judging 'Standard of performance', criteria such as: professional knowledge, quality of work done, quantity of work accomplished, ability of supervision, capacity to make decisions, efficiency in implementing decisions, devotion to duty, capacity of expression are used, among others.

For the heads of non-government schools, there is no such formal mechanism. They are evaluated informally by SMC and the supervision authority of the government.

However, the head teachers of government and non-government registered primary schools are indirectly evaluated through quarterly school performance evaluations. The head teachers are required to send, as a rule, a quarterly performance report to the Thana Education Officer (TEO), jointly signed by himself and the chairman of the SMC. The report format comprises 15 items relating to general school information, number of days worked, attendance of pupils, attendance and commitment of the teachers, public relations, record management, school environment and cleanliness, special initiatives taken by the school, special needs

or problems faced by the school. On the basis of the performance report, the best schools and teachers are identified.

Another very important evaluation and reward system exists for both government and non-government primary-school teachers, including head teachers.

The best teacher of each thana (481 thanas) is identified by a Committee named the Thana Committee on the basis of the school performance report. The best teachers at thana level face subsequent screening at the district and division levels by District and Division Committees respectively. Through the screening process, out of these 481 best teachers at the thana level, a total of 64 teachers are selected to represent the 64 districts of the country to compete for the national 'Best teacher' prize. A high-powered body comprising the Secretary of Education, Secretary of PMED, Vice-Chancellors of Universities, Director General of DTE, Principals of Teacher Training Colleges and the Director, NAPE select the three best national-level teachers from among the best district-level teachers on the basis of set criteria.

Secondary schools

Career prospects for head teachers of government secondary schools are very bleak, and are even worse for heads of non-government schools. They generally end up in the same position. Positions in the district, zonal and national-level secondary-school administrative structures are not open to non-government school heads as these are government-gazetted posts. Government school heads are, however, entitled to apply for these positions upon fulfilment of necessary conditions.

Rules and regulations formulated for all first-class gazetted government officials are applicable to heads of government schools as they belong to the same category of official. Rules relating to the dismissal of government officials are placed as sections of three different rules, namely: Government Employees' Conduct Rules 1979, Government Employees' Discipline and Appeal Rules 1985, Public Service Commission (Consultation) Rules. Head teachers of government schools are within the purview of all these rules. In a nutshell, dismissals are practised, as per the rules stated above, on charges of misconduct, corruption, and conviction by a court. Misconduct and corruption, in their turn, encompass a wide range of specified activities seen as violation of set rules and norms. The appointing authority secures dismissal after the proper investigation of each case. The investigation procedures are also set by rules.

For non-government school heads, the dismissal rules and practices are enunciated in Sections 11 and 12 of the 'Recognized Non-government Secondary Teachers (Board of Intermediate and Secondary Education, Dhaka) Terms and Conditions of Services Regulations, 1979'. As per the said sections, dismissal is a penalty to be imposed upon a teacher (also the head teacher) who commits a breach of the provisions of the aforesaid regulations or who knowingly acts in a way detrimental to the school or is guilty of professional misconduct. The power to impose a penalty is vested in the authority competent to make appointments.

The evaluation mechanism for head teachers of government secondary schools is the same as the evaluation process of the head teachers of government primary schools, i.e. through the ACR. The evaluation has a direct link with their promotion and career development. In fact, the grade awarded to the head teacher in the ACR is the only basis for further development in his career.

However, for the heads of non-government schools, there is no such formal mechanism. They are evaluated informally by the SMC and the supervision authority of the government.

3.5 Training

Primary head teachers

A total of 54 Primary Training Institutes (PTIs) throughout the country provide training to primary teachers, including the head teacher. The training course, entitled Certificate-in-Education (C-in-Ed.) is of one year's duration. But the C-in-Ed. programme is mainly targeted at teachers of government primary schools. Non-government primary schools have only very recently come under the purview of the activities of the PTI. The C-in-Ed., again, is not a programme designed to meet the training needs of head teachers. It is meant for all teachers of primary schools.

Provision for the professional development of head teachers is inadequate. Pre-service training for both government and non-government school heads is provided before they assume the position of head teacher.

Regarding in-service training for primary-school heads, NCTB provides training on curriculum dissemination but only occasionally. Cluster training is imparted to all primary-school teachers including head teachers, by the Assistant Thana Education Officers (ATEOs). The cluster comprises some four or five schools in the same locality. The content of this training is inclusive of school management, teaching methods, techniques of involving the community in school affairs and school environment. Training on educational management, specifically designed for head teachers, is imparted by the National Academy for Primary Education

(NAPE) and by the PTI. But these NAPE and PTI programmes are characterized by inadequate coverage. At present, the process of establishing 481 Teacher Resource Centres (TRCs) all over the country is being implemented. A TRC will be established in each thana and it will be attached to a primary school identified as a 'model' in that thana. The functions of TRCs are to provide training on: computer usage, teaching aids, curriculum dissemination and academic supervision.

Secondary head teachers

For secondary-school heads, NAEM is the only agency which provides in-service training. This is a short training course of three weeks' duration, the title being 'Training on educational management and administration/Institutional management'. The content of the course mostly relates to management issues at the institutional level. This programme is specifically designed for the heads of educational institutions at secondary level. Conducted regularly, the programme covers a small number of around 240 head teachers a year. As such, the coverage is very small, taking into consideration the huge number of head teachers which is around 16,000. NAEM, a body attached to the Ministry of Education, has the sole responsibility for implementing this programme.

3.6 Support

Primary

In the primary education sub-sector, head teachers are not supplied with any manuals, or codes of conduct to support them in discharging their duties. The heads of government primary schools have a job description that provides them with guidelines regarding their academic and management duties.

With regard to support extended by supervision and inspection services, there is a well-established supervision structure manned by a sufficient number of officers at different levels – central, divisional, district, thana (sub-district) and clusters. The ‘inspectorate’, as it is called, comprises mainly the Assistant Thana Education Officers (ATEOs). All ATEO activities centre on their school visits carried out on the basis of a prescribed ‘checklist’, which is aimed at both teacher supervision and school inspection. Each ATEO, as per the set norm, has the responsibility of inspecting 15-20 schools a month. In reality, however, 55 per cent of the ATEOs are carrying the load of more than 25 schools a month. Six per cent of the ATEOs have even more than 40 schools under their jurisdiction (Muqtadir *et al.*, 1998: 45).

However, the level of effectiveness and the adequacy of supervisory support are questionable. The fact that the ATEOs have an excessive workload renders their school visits ineffective as they are few and far between. The ATEOs are required to visit classrooms and observe teachers’ performances with a view to remedying them through cluster training; but this is done very inadequately. In addition, the ATEOs are mostly without a pedagogic background. Moreover, the fact that ATEOs work in poor conditions: bad road connections between schools and their offices, non-consideration of supervisors’ opinions by the higher authority when making decisions, shortage of teachers, books and materials in the schools and the supervisors displaying more an attitude of being a superior or a controlling officer than of being a facilitator or supporter, adversely affects the efficiency of the system (Govinda, 1997: 83; Muqtadir *et al.*, 1998: 53, 54).

No form of twinning arrangement between schools, professional meetings, sharing and exchanging experiences exists in the primary education sub-sector.

Secondary

Secondary-school heads have the same experience as primary heads regarding manuals, guidelines or codes of conduct relating to their management and other responsibilities. Job descriptions in a concrete form are not available, though some sections of the Service Rules and Regulations relate to job responsibilities of head teachers.

The prevailing situation does not provide much support to head teachers of secondary schools, as far as administrative and academic assistance from supervision and support agencies is concerned. A study conducted by two NAEM faculty members and sponsored by the IIEP on teacher supervision and support in the secondary education sub-sector shows that practically no academic support is extended to head teachers. The duties of the DEOs and ADEOs, the functionaries comprising the main body for field-level supervision of secondary schools, mainly extend to administrative support. The purpose of their school visits is for recommending the renewal of recognition of a school, or alternatively the cancellation of such recognition, opening up a new section for a grade, facilitating teacher salary payment by examining and sending relevant papers to the concerned authority. Only 25 per cent of the 86 respondent head teachers constituting the sample drawn for the said study made mention of DEOs extending professional support to them. This support takes the form of suggestions and recommendations for school improvements made on the basis of their supervision activities.

Regarding professional *support* extended to head teachers and teachers in a secondary school, all the head teachers (n=86) mentioned NCTB (National Curriculum and Textbook Board) as the major agency supplying support materials to teachers in the

form of teacher guides and training on curriculum dissemination. But the coverage is very inadequate. Only 21 per cent of the sample of teachers mentioned NCTB as a support agency. This inadequacy impacts on the effectiveness of the support given.

In the secondary-education sector, however, support in some other forms, e.g. Academic Council Network and Teacher Resource Centres designed for secondary schools with a view to extending academic and management support to head teachers and teachers (through twinning arrangements) is in practice. These support mechanisms are to be extended by the DD (Zone) and DEO according to their job descriptions. Programmes designed for quality improvement also include activities such as inter-school exchanges of quality teachers and the organization of seminars and workshops, at the institution's own cost. But these programmes are characterized by extreme irregularity and inadequate coverage.

Academic supervision in the secondary-education sub-sector is almost non-existent. On average, a school undergoes a visit by a DEO/ADEO once every one and a half years. If only the visits for academic supervision are considered, and not those for administrative purposes, a school is visited only once in two years. Inspectors and supervisors belonging to other agencies (DSHE, BISE, DIA) conduct mostly administrative supervision. Here again, the inspector-school ratio is so high that the frequency of visits is completely insignificant. Unless otherwise directed to visit a school for some specific purpose, the time gap between two visits in a school by the functionaries of these agencies is as long as 8-10 years.

Academic supervision is extremely inadequate in terms of teacher coverage, of teaching-learning areas and in terms of frequency of visits paid to schools.

There is practically no *monitoring and evaluation* mechanism for head teachers and schools. DSHE, the principal agency for the management of secondary schools, has no monitoring mechanism. The SMC, of which the head teacher is the member-secretary, deals mainly with funding and administrative affairs. The DEOs and ADEOs are the other agencies entrusted with the responsibility of supervising and inspecting schools and, as such, monitoring and evaluating the schools and their functions. However, the study has shown that the supervision and, through it, the monitoring of the schools carried out by the DEOs is totally insignificant in terms of both the frequency of visits and coverage of the teachers and different management areas in a school.

4. Main problems and major innovations

4.1 Primary

Problems faced by primary-school heads – both government and non-government – in managing schools are many. A study conducted under the General Education Project II identified the major management problems. The study covered all the actors of primary education at local level (sub-district). The respondent groups included the educational administrators and in-school managers. The major problems of in-school management of primary education, as identified by the respondents in ranking order, are:

- Rank 1: Shortage of teachers;
- Rank 2: Shortage of furniture;
- Rank 3: Inadequacy of classrooms;
- Rank 4: Irregular pupil attendance;
- Rank 5: Shortage of learning materials.

When the views of each group of respondents were considered separately, some of the groups mentioned aversion of teachers to their duties, weaknesses of the SMC in terms of authority and effectiveness and lack of community involvement in the management process as major problems (Huq, 1995).

4.2 Secondary

The weakness of the administration and management superstructure at national level goes a long way in explaining the significant role of the head teacher. The district-level structure manned by 64 DEOs and 64 ADEOs proved to be extremely

understaffed, the national and zonal level structures for secondary schools have little hold or impact on managers or management at the institutional level. There is no monitoring unit at any level of administration. In the absence of any streamlining of activities, monitoring and evaluation of the management process and specific guidelines to be followed, head teachers have to play a very important role in managing schools.

The most significant point to be noted here is that, though the thana (sub-district) is the lowest administrative unit (490 thanas in total) in the country and all other sectors have their administrative structures at thana level, the management structure for secondary education ends at the district level.

The fact that there are no concrete job descriptions or job specifications for head teachers accentuates the lack of clarity regarding their roles. The Regulations concerning School Managing Committees (SMC) contain clauses on election procedures and the body's powers, but none on the specific functions and responsibilities of the members of the SMC. Likewise, service Regulations (the Non-Government Secondary School Teachers' Terms and Conditions of Service Regulations, 1979) contain clauses on requisite qualifications of head teachers and teachers, probation, punishment, provident fund and gratuity, entitlement to leave, but lack any clauses on head teachers' responsibilities and specific functions.

Turning to the managers' profile, the findings of our survey show that 11 of the 30 head teachers have less than five years' teaching experience and another seven had less than 10 years' experience at the time of appointment as head teacher. The appointment of a person to the position of head teacher who does

not satisfy one or two of the major three prerequisites demonstrates a clear case of non-conformity to rules and regulations. This might adversely affect the management efficiency of head teachers. The recruitment procedures particularly for head teachers of non-government schools need special attention. It is the SMC which recruits and appoints head teachers. But there are very many allegations against the SMC regarding nepotism and exerting undue influence in making appointments.

Head teachers do not have many career prospects: they will probably end their careers as head teachers. The material working conditions are poor. Salary structure, however, is equivalent to that of other civil servants with the same qualifications. The professional support as well as the supervision of their work by support agencies and supervisors is extremely inadequate. The monitoring of school managers and school activities is not prevalent and no system of teacher appraisal in non-government (98 per cent) schools is in practice. Training opportunities are rare and reward systems for good performances do not exist. This poor motivational level affects the efficiency of the school system.

Non-government secondary-school head teachers have one possibly important asset in that their schools enjoy certain degrees of independence. The SMC, of which the head teacher is member-secretary, has ample scope for exercising its authority in all management areas dealt with in the present paper. The Service Rules and Regulations concerning the SMC confer power on the SMC to appoint and dismiss teachers, approve the budget, prepare the annual school work plan and, what is more important, raise and spend funds for the benefit of the school. This fund may be utilized for infrastructure development, replenishing the remainder of teachers' salaries, pupil and teacher welfare and the like.

The main problems experienced by head teachers have been identified through the questionnaire administered to the sample of head teachers. In response to an open-ended question they identified a wide range of issues; the ones mentioned most regularly were:

- SMC interference, non-cooperation, undue control and influence;
- lack of discipline and non-cooperation of teachers;
- shortage of teachers;
- complications in teacher appointment;
- poor and inadequate infrastructure;
- acute shortage of funds.

The other problems mentioned less regularly were: seasonal absenteeism of pupils, non-cooperation and exertion of undue influence by parents in the case of promoting a pupil to a higher grade (despite not having achieved the required grade), admitting a pupil (though that is beyond the capacity of the school), excessive numbers of pupils, poor communication systems, election of the SMC (exerting political and personal influences for getting elected), no system of transfer of head teachers and teachers of non-government schools (which results in involvement of teachers in local politics and income-earning activities preventing them giving their full attention and energy to school affairs), shortage of support staff (such as clerks, accountants and members of lower subordinate services) and the problem of renewal of recognition of schools.

No significant innovative measures have been taken by the government and other agencies for improving school management and head teacher performance in recent years. Asked what measures they themselves had taken in the direction of improving

school management, the head teachers mostly stated routine and customary ways like holding parent-teacher meetings, more frequent meetings with teachers, ways of raising funds from rich members of the community for infrastructure and other means of developing the school.

Very recently, steps have been taken by the DSHE to introduce a teacher-evaluation mechanism and to formulate an annual work plan so that the activities in a school are streamlined and teacher performance is improved to create a better-managed school.

Another measure, though not very 'innovative' in nature, has been the provision for head teachers to complete a period of management training. This has been implemented in several projects and NAEM is the agency for imparting the training, although its coverage is very limited.

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Better school management in the Islamic Republic of Pakistan: the role of head teachers

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1. Basic facts and background information on the education system in the Islamic Republic of Pakistan

Pakistan emerged as an Islamic Republic state on 14 August 1947. The country has an area of about 796,095 km², with a variety of physical features including plains, mountains, deserts and plateaux. Pakistan consists of four provinces: the Punjab, Sindh, the North Western Frontier Province (NWFP) and Balochistan, as well as: the Federal Capital Islamabad, the Federally administered areas, and the Azad Jammu and Kashmir. The national language is Urdu. A number of regional languages are also spoken in various parts of the country. English is a compulsory subject from class V to graduation and is still an alternative language of instruction for most subjects at school, college and university levels. The constitution is federal parliamentary.

According to the Population Census 1998, the population of Pakistan was 131 million, of which 88 million lived in rural areas and 43 million resided in towns and cities. The population was composed of approximately 68 million (52 per cent) males and about 63 million (48 per cent) females. The population growth rate declined from 3.1 per cent in 1981 to 2.4 per cent in 1998. The population is unevenly distributed among the provinces. Punjab is the most populous province comprising about 56 per cent of the total population, followed by Sindh (23 per cent), NWFP (14 per cent) and Balochistan (5 per cent). Balochistan is the biggest province by area with approximately 44 per cent of the total land area. The population density is 164 people per km².

1.1 Organization of educational administration

Pakistan is a federation of four provinces. Each province is divided into small manageable units called districts. In all, there are 129 districts (Punjab 34, Sindh 21, NWFP 24, Balochistan 26 and Federal Areas 24). Each district is further divided into Tehsil or Talukas (sub-districts); there are 402 Tehsils in Pakistan.

According to the constitution, education policy and curriculum issues are the responsibility of the federal government, whereas implementation and administration are provincial matters. Since independence over half a century ago, the provinces have followed a uniform structure, with a secretary as chief executive for all educational matters. Different education directorates including colleges, schools, technical, vocational and others, support the Education Secretary (ES). At the provincial level the Director is supported by Divisional Directors who supervise a number of District Education Officers (DEOs) who are in charge of the districts. School education at the district level is segregated by gender. Each district has two DEOs, one each for female and male schools. The DEO manages school supervision through supervisory staff, which comprises a Sub-Divisional Education Officer (SDEO), an Assistant SDEO, and Learning Co-ordinators (LC). An SDEO is in charge of all primary and middle schools in that Tehsil unlike the secondary schools that are supervised only by a DEO with an occasional visit by the Divisional Director. The LC is responsible for providing professional guidance to primary schools. This scheme is depicted in *Figure 1*.

The current government in Pakistan came into power in 1999 inheriting problems and issues as a consequence of centralized administration in general, education in particular. It undertook the

task of decentralizing authority and decision-making to the lowest level under the concept of a devolution of power to the districts. Each district will become responsible for planning and managing its resources. This approach is a strong deviation from the existing top-down approach to management which had almost ceased to function as of 30 June 2001 (*Figure 2*).

The notion of district government is based on democratic principles. An elected mayor will head the district, which is a great change from the centralized system. Within the district government, literacy and education have been treated as different entities. This bifurcation was essential in order to address the question of national literacy in a targeted way. *Figure 3* represents a general paradigm of the District Office for Education.

The National Reconstruction Bureau (NRB), Government of Pakistan, which is responsible for the devolution of power suggested this set-up. Each province has adapted it according to its own particular situation. The bottom line is a strong educational set-up at the district level. The NRB has envisaged educational administration in the following words:

“The district government will be responsible for all levels of schooling including technical schools. Board examinations will continue to be a provincial responsibility for ensuring uniform standards. The district will also be responsible for college education (excluding examinations) up to the graduate level. Deputy District Officers for standard setting and improvement will be exclusively responsible for improving educational standards through timely inspections and oversight. The other Deputy District Officers are for Primary education, Secondary education (boys), Secondary education (girls), Technical education, Colleges, and Sports.”

Figure 1. General set-up at the provincial level of education

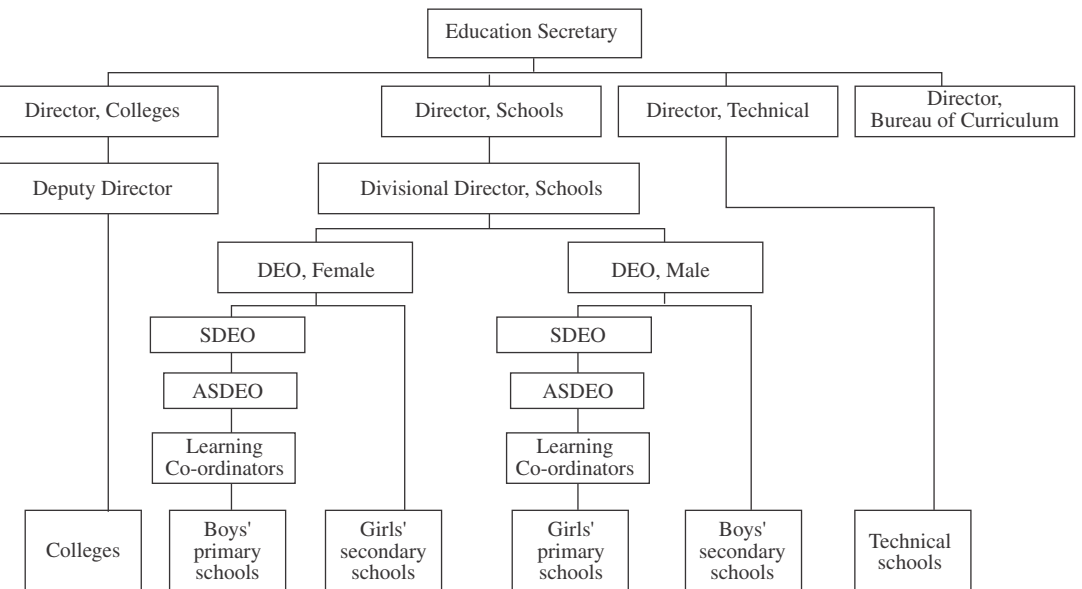


Figure 2. The district administration organizational chart

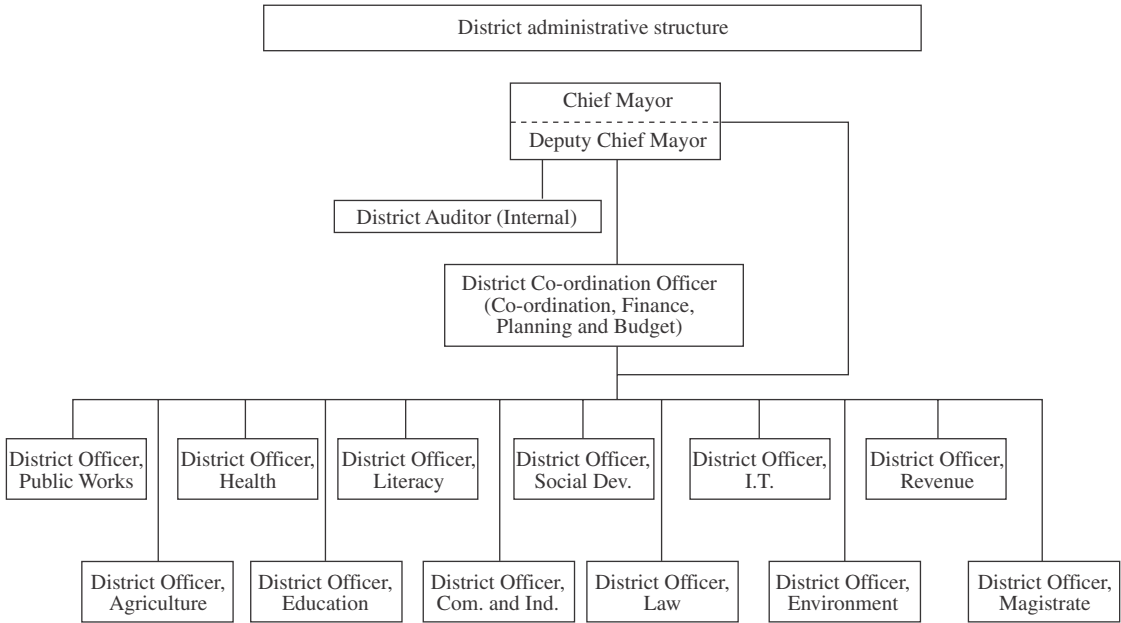
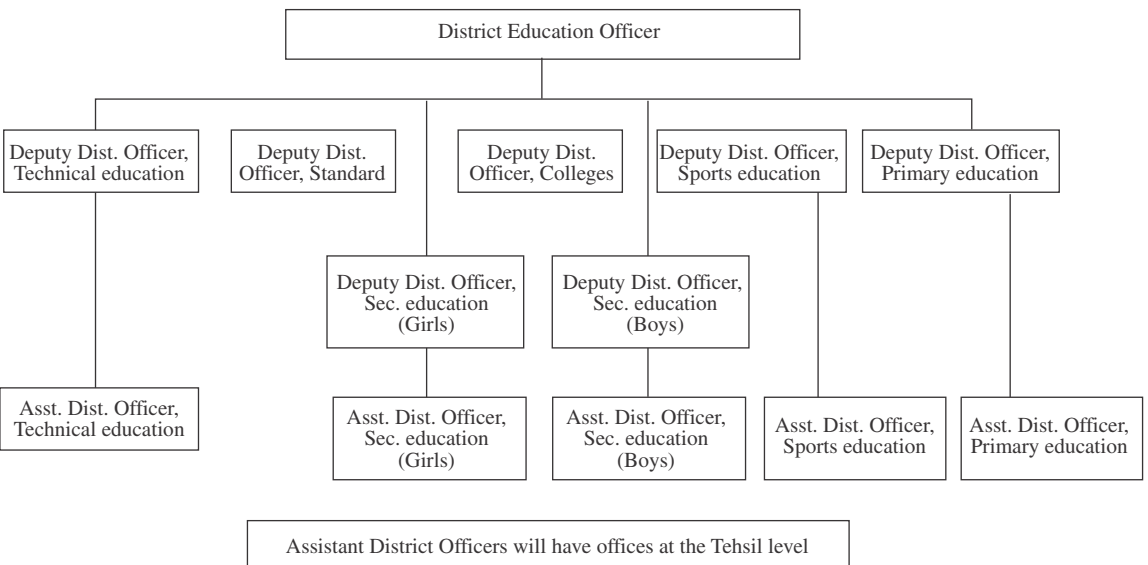


Figure 3. District Office for Education



The implication of devolution for educational management at different levels was examined by the Academy of Educational Planning and Management (AEPAM). Powers that were concentrated at different levels are being devolved to the institutional level with an aim to empower head teachers. Heads of school will gain more powers to improve school functioning. For example they will be able:

- to hire part-time and non-teaching staff;
- to hire temporary teachers;
- use funds generated by the school for essential items;
- involve parents and communities for the welfare of schools.

The National Education Policy (NEP) 1998-2010

In the past, education policies have changed every time there has been a change in government. However, NEP 1998-2010 was developed in 1998 by the Muslim League Government and has been kept in place. The current government has translated its provisions into a three-year Education Sector Reform Plan. Some of the salient features of the NEP 1998-2010 are given below.

The current literacy rate of about 39 per cent will be raised to 55 per cent during the first five years of the policy and to 70 per cent by the year 2010. Primary, elementary and middle-level education will be integrated. The participation rate will be increased from 46 per cent to 65 per cent by 2002-2003 and 85 per cent by the year 2010 at middle level.

The participation rate will be increased from 31 per cent to 48 per cent by 2002-2003 at secondary level. The base for technical and vocational education shall be broadened through the introduction of a technical stream on a pilot basis and the establishment of

vocational high schools. A multitude of textbooks shall be introduced at secondary-school level.

The government aims to increase the effectiveness of the system by institutionalizing the in-service training of teachers, teacher trainers and educational administrators through school clustering and other techniques. A special package of incentives shall be provided to women based in rural areas to join the teaching profession. A new cadre of educators shall be created.

Private investment in education will be encouraged. Regulatory bodies will be set up at national and provincial levels to regulate activities and ensure the smooth functioning of privately managed schools and institutions of higher education through established rules and regulations.

1.2 Structure of education

In the formal education system, there are a number of conventional tiers, which are the same throughout all provinces and which are briefly described below.

Pre-primary schooling

More emphasis is now being laid on early childhood education. Pre-primary education is functional and managed in schools throughout the country. It is an unofficial arrangement and is known by different nomenclature in different provinces, e.g. Kachi, Adna, Nursery, Kindergarten I and II classes. There is a clear policy provision in the National Education Policy, 1998-2010 that Kachi classes be introduced in formal schools.

Primary schooling

This stage consists of five classes I-V and enrolls children of the five to nine age group. Since independence, policy-makers have striven to make primary education free and compulsory. The gross enrolment rate was about 90 per cent in 1999, 99 per cent for males and 79 per cent for females.

Middle schooling

Middle schooling lasts three years and consists of classes VI, VII and VIII. The age group is 10-12 years. The gross enrolment rate at middle school was about 48 per cent in 1990, with a similar disparity as for primary school: males 55 per cent and females 40 per cent.

High schooling

High schools consist of classes IX and X. A Certificate of Secondary School Education is awarded to successful candidates. The gross enrolment rate at high school was about 30 per cent in 1999, 35 per cent for males and 24 per cent for females. Vocational education is normally offered in high schools. There is a variety of training on offer to students such as: carpentry, masonry and welding. In 1998-1999 there were 460 vocational institutions with an enrolment of about 36,000 in 1998-1999.

Higher-secondary education

Higher-secondary education consists of classes XI to XII. During this two-year cycle, a student can opt for general, professional or technical education. The Board of Intermediate and Secondary Education (BISE) conducts an examination and awards a Certificate of Higher Secondary School Education (HSSC).

The Education Policy of 1979 envisaged upgrading all schools to higher-secondary schools. The middle classes of high schools were to be linked with primary schools. This system has had limited success and various problems were experienced. Keeping these problems in view, the process of integration is being introduced gradually.

New structure of education

According to the National Education Policy 1998-2010 the following structure will be introduced:

Level	Classes	Duration	Age group
Elementary education	I-VIII	8 years	5-12 years
Secondary education	IX-XII	4 years	13-16 years

The primary education cycle (I-V) will be extended up to class VIII for students between the ages of five and twelve years and will include middle school. The secondary stage of education will consist of four classes IX-XII for students in the thirteen to sixteen age group. After this stage, students are ready for college/university education.

Madrasah education

These institutions have their own management system without interference from either the provincial or federal governments. However, grants-in-aid are provided to these institutions by the government. Abbas Jaffar (2000) reports that there are 6,761 religious institutions with an enrolment of 934,000, of whom 132,000 are female students in 448 all-female institutions. To integrate the religious education system with the formal school system, attempts are being made to introduce modern subjects

into the Madrasah system and according to the National Education Policy, 1998-2010 a separate board is being established. Independent Madaris will be eligible for affiliation with this board. The main purpose of this board would be to standardize the curricula and create an equivalent system of examinations, certificates and awards of foreign scholarships.

1.3 Statistical data on head teachers

In the public sector, there are more than 200,000 head teachers in the country, as indicated in *Table 1* below:

Table 1. Number of head teachers and their qualifications

Number of head teachers, 1999/2000 (thousand)		Percentage of total	
	Total	209,500	
	Female	92,400	44
Distribution by level of education, 1999-2000			
Primary	Total	170,500	
	Female	75,900	44.6
Middle	Total	24,900	
	Female	11,100	44.6
High	Total	14,100	
	Female	5,400	38

Sources: (i) Academy of Educational Planning and Management, NEMIS Project.
(ii) Economic Survey of Pakistan, 1999-2000.

Statistics on private educational institutions are not included in *Table 1* above as data on this type of school are scarce in

Pakistan. Due to this it is very difficult to build a comprehensive picture of the state of education nationally. However, legislation is being drafted that will require all private educational institutions in Pakistan to provide data to the Ministry of Education.

Access to education

The gross enrolment of students at primary level from 1999-2000 (see *Table 2* below) was estimated to be 90 per cent, 41.2 per cent of pupils being females. At middle-school level (grades 6-8), gross participation was 48 per cent, 41 per cent were females. Only 30 per cent of all children attended high school, of which 40 per cent were females. There is therefore a high rate of children who drop out of the system at primary level and then again from middle school: 90 per cent of all children attend primary school whilst only 30 per cent attend high school. At all levels of schooling girls are in the minority, although this is not a huge issue as the largest discrepancy is 60 per cent to 40 per cent, which is found at high schools.

Table 2. Enrolment in educational institutions by kind, level and sex 1999/2000

	Primary stage (I-V) (‘000)			Middle stage (VI-VIII) (‘000)			High stage (IX-X) (‘000)		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
	20,399	11,720	8,679	4,644	2,762	1,882	1,932	1,157	775
Gross enrolment rate	90%	58.8%	41.2%	48%	59%	41%	30%	60%	40%

Pupil/teacher ratio

The pupil/teacher ratio at primary level is high, with an average of 54 pupils to every teacher. It is somewhat lower at middle level as an average of 48:1, then drops very sharply at high-school level to only 9:1 (see *Table 3* below).

Table 3. Number of teachers in educational institutions in Pakistan by kind, level and sex, 1999/2000

	Primary school (‘000)		Middle school (‘000)		High school (‘000)	
	Total	Female	Total	Female	Total	Female
	373.9	137.9	96.1	50.3	224.0	80.4
Pupil/teacher ratio	54	63	48	37	9	10

Overall proportion of qualified teachers

The overall proportion of qualified teachers is 87 per cent, with little difference in number between males and females (*Table 4*). Considering total numbers, out of 209,000 head teachers, 170,500 are primary-school teachers (81.6 per cent) (*Table 1*). Out of a total of 92,000 female head teachers, 82.5 per cent are primary-school head teachers. Twelve per cent of head teachers are at middle-school level, of which 19 per cent are female head teachers. About 7 per cent of the total number of head teachers are secondary-school heads.

Proportion of schoolteachers by their professional qualifications

At primary level, the minimum required qualification is matriculation plus the Primary Teaching Certificate (PTC); about 79 per cent of teachers possess this PTC qualification. Out of the total female teachers 84 per cent are qualified. At middle-school level, the minimum requirement for a teacher is the Certificate of Teaching (CT): about 66 per cent of both male and female teachers possess this qualification.

Table 4. Proportion of qualified schoolteachers

Percentage of qualified teachers	
Total	Female
87%	86%

At high school a teacher must possess the minimum qualification of a Bachelor degree in Education (B.Ed.). It is noted that about 94 per cent of high-school teachers possess the minimum qualification of a B.Ed. and above.

2. Internal management of schools

2.1 Internal management of primary schools

The internal management of schools is the main responsibility of head teachers. This responsibility however varies between the three different types of government school. At primary schools where the number of teachers is limited to between two and five, it is the most senior teacher who is assigned the role of head teacher. They are responsible for academic, as well as managerial functions, except for the distribution of salaries. For salary payment teachers go to a designated pay centre (another nearby school). Alternatively, the head teachers concerned collect the salaries themselves during the first week of each month and pay the teachers themselves. Primary-school head teachers perform all other duties themselves, duties which would be undertaken by teachers in the case of secondary schools. Where a school has only one teacher who is responsible for multi-grade teaching, or where the number of teachers does not match the number of grades, the head teacher would select a monitor from that class. Monitors are intelligent students who are physically strong and act as shadow teachers looking after a class while the teacher is occupied; they help their peers revise lessons and also mark the attendance register. In this manner, primary head teachers are able to address the problem of the lack of teachers. The situation, however, is very different in secondary schools, where there are more teachers and better amenities.

2.2 Internal management of middle schools

At middle schools the most senior teacher is designated as head teacher and in addition to the responsibilities of primary-school head teachers, they are empowered to write the Annual Confidential Reports (ACRs) on their subordinates and can make recommendations for the transfer of a teacher. This description does not highlight the role of head teachers as academic leaders, i.e. assisting teachers to improve the quality of teaching. Their powers to improve school functioning are almost negligible, for example the purchasing of essential items and checking teacher absenteeism are not under their control. Under the devolution of power to the district level, efforts are being made to bring in decision-making at the lowest level of the administrative tier, to involve the community in educational affairs and empower head teachers. In an endeavour to improve school management at the elementary level, an initiative has been taken to involve the community and parents in managing schools. This will be examined below (2.4).

2.3 Internal management of secondary schools

In secondary schools, the principal or headmaster/mistress is placed at grade B-17 to 19 (*Table 6*), and is designated as the drawing and disbursing officer (DDO) for that school. The number of teachers ranges from 10 to more than 50, depending on the number of students enrolled. The large numbers involved in enrolment, the diversified curricula, as well as the number of supporting staff and teaching faculty makes the management of secondary schools more complicated. In these schools, management can clearly be classified into different categories, such as personnel management, financial management, enrolment and admissions, time scheduling, teaching and classroom

management, guidance and supervision, examinations, athletics and sports, student societies and community involvement. If the school is residential, then hostel facilities and their management is another added responsibility. Senior teachers are given the duties of a second master/mistress or a vice-principal. The head teacher manages all these matters with the help of the vice-principals and by involving other teachers, administrative staff and constituting different committees.

A secondary school is assigned a number of administrative staff that consist of an office assistant, a superintendent and some clerical staff who assist the principal in performing various functions. A superintendent (B-16) or a head clerk is responsible for routine administrative school matters. They report to the vice-president but matters of major importance are presented to the head teacher/principal. They keep a record of all correspondence received and sent. The superintendent is also responsible for clerical staff; peons, the driver (if the school has a bus) and security guards who are all part of the administrative team. There is an accountant to deal with all school financial matters. He prepares pay slips, ensures that teachers are paid on time and deals with the collection and bank deposit of tuition fees. This staff provide invaluable assistance to the head teacher provided that they have some knowledge about school management. Unfortunately, school management is taught neither at B.Ed. nor M.Ed. level, and there is no sustainable system for the management training of head teachers. Unfortunately it is a case of acquiring management skills by trial and error. The school suffers in the short term, but in the process at least head teachers learn many useful school management techniques. This wealth of experience needs to be better exploited, for example by using it to compile documentation for new head teachers.

The head teacher and vice-principals usually distribute responsibilities between them, depending on their insight and skills. They put together various committees, i.e. admissions committees, examination committees, sports committees and employ a participatory management approach. Head teachers assign responsibility to staff and committee members to solve school problems. They remain the chief accountable official of the school and exercise financial and administrative powers as delegated by the department. Head teachers provide academic leadership to the school and all other staff. Teaching two or three classes weekly keeps them in touch with students and supervisory visits to classes provide the opportunity of an on-the-spot assessment of teachers. In larger schools, however, management is different. In large schools, academic affairs are managed by organizing the school into different departments, headed by a qualified senior teacher. It is the responsibility of the department head to manage all departmental matters under the guidance of the head teacher and vice-principals.

Besides the academic departments, there are several student societies and clubs. These include debating clubs, drama societies, science and computer clubs.

2.4 Role and functions of the head teacher

The absence of job manuals and lack of defined roles make it very difficult to clearly assess the role of head teachers in Pakistan. The NWFP that reorganized the education system in the early eighties is the only province to have developed job manuals for each level of the administrative set-up. These manuals' instructions should be strictly adhered to by employees. The NWFP job manual describes the role of the head teacher as:

“The headmaster establishes the climate for the supervisory programme of the school. The building of staff confidence is one important method to stimulate willingness to co-operate. He realizes that only through his teachers would the quality of education in the school improve. The headmaster must grasp every opportunity to show that his major purpose in the school is to help teachers become more effective.”

In addition, the manual emphasizes that teacher supervision is too important a task to be left to the infrequent visits of the Education Officers assigned to that task. Supervision is concerned with the day-to-day quality of work in the schools and therefore must become an important responsibility of head teachers and principals. Professional dialogue, leadership and the sharing of ideas, must be accepted as a major function of head teachers. Visits by Education Department Officers will have a real impact only when these visits will become part of a system of educational continuity rather than isolated and rare events. The manual recommends some ‘dos’ and ‘don’ts’ of head teacher management.

The following have been suggested by the manual as *essential elements* of successful supervisory behaviour of head teachers, among others:

- be a leader, not a driver;
- provide example rather than precept;
- have confidence in teachers, show appreciation of their work, encourage initiative;
- consciously and deliberately cultivate open lines of two-way communication;
- always be courteous to teachers, avoid a show of authority or superiority;

- extend this same courtesy and interest to children in the schools. Be aware of their problems and be able to discuss them with teachers;
- be gently interested in a teacher's personal problems when appropriate, but avoid prying into their affairs;
- do your homework, have a good knowledge of methods of teaching, practical ideas to offer teachers that will help their teaching. Come to school prepared to offer guidance and constructive help;
- show emotional stability, control moods and temper; and
- be a good listener.

In addition, the necessity for a change in attitude towards more positive thinking and behaviour, away from the traditional negative approach, has been stressed in the job manual. The following has been identified as behaviour to be avoided by supervisors, including head teachers:

- dictatorial attitudes, excessive use of rank, authority and pompous formality;
- sarcasm and destructive criticism;
- concealing unfavourable reports from the person concerned;
- having double standards in making decisions and showing favouritism towards specific individuals or teachers;
- openly conflicting with staff members in front of children or parents;
- interference in the private lives or personal affairs of teachers, or getting involved in any form of politics; and
- remaining aloof from teachers.

Other provinces have not developed job manuals for either head teachers or supervisors. In an endeavour to develop insight

into this issue a meeting of the national Focal Working Group was held at the AEPAM and deliberated on the role of head teachers. The Focal Working Group (FWG) was comprised of 20 officials – one male and one female DEO from each province, head teachers and principals. According to the FWG, head teachers are the most important figure and school standards totally depend upon their efficiency. If the head teacher is efficient, consequently, the students will show good results in public examinations and will give good performances in sports, debates and extra-curricular activities. The FWG believes that in addition to administrative responsibilities, the head teacher should concentrate on the following:

1. Head teachers should be role models for teachers and students. They must take student representatives into confidence and meet with them frequently to help resolve their problems.
2. Head teachers must be proficient in administration and academics, so that they can supervise educational problems.
3. Head teachers must be aware of the school budget and should know how to split it amongst different department heads for expenditure such as library books, agro-tech material, science equipment, and minor school repairs.
4. The school runs a tuck shop that supplies stationery items, books and refreshments to children. Head teachers are responsible for supervising its daily income/expenditure.
5. Head teachers are responsible for running the school smoothly with the help of the vice-principal and other staff, they should listen carefully to their problems and help solve them without delay.
6. Head teachers should apply a participatory approach to solving problems. For example, they should form different types of committee, e.g. sport, admissions, science, literacy, financial and purchases, which supervise the corresponding functions

of the school. In this way, an exchange of views takes place and most problems can be addressed. Head teachers should only provide supervision to these committees, thus allowing themselves more time to concentrate on solving institutional problems.

7. Parent-teacher committees are another beneficial tool to tackling problems between students and teachers, and between the school and the community. Whenever there is a problem, parents can come forward with the help of the community, problems are discussed and a solution is sought. Local authorities play an important role. Wherever there is an acute problem from the community/environment, head teachers contact local authorities and the problem is usually solved.
8. By law, head teachers are required to teach at least two subjects. However, only a few head teachers take the responsibility of teaching on the grounds that they have no spare time for teaching due to the burden of school administration. This attitude should be avoided.
9. Head teachers should strive to lead the school to the height of glory with their insight into educational matters, supervisory skills and superb guidance techniques.

To perform these tasks, it is absolutely necessary that the head teachers shall possess or acquire the following characteristics:

1. punctuality: head teachers should be the first to arrive at school and the last person to leave;
2. knowledge about every subject offered in the school;
3. skills of budget preparation, preparation of bills and maintenance of different registers;

4. skills of writing ACRs, drafting workbooks, timetable preparation, syllabus, games;
5. tolerance, especially with regard to subordinates;
6. good relations with the community and the main office of their department at district/agency level. They may allow the community to use the school as a community centre after school hours. In addition, head teachers should participate in programmes organized by the community;
7. honesty, kind-heartedness, piety and love for their students, for the school, the community and the country;
8. qualities of a good administrator. The school should be kept clean and green in order to attract visitors;
9. good relations with the authorities;
10. they should teach at least two classes a week to remain in contact with students and have first-hand information about their problems;
11. they must acknowledge their school's problems and be able to suggest solutions to them;
12. appreciation of teachers' work, providing on-the-spot guidance during class. They should also make random checks on students' workbooks;
13. they must arrange different committees among the teachers for the welfare of the students and the school.

2.5 Community involvement in school management

The notion of parent-teacher associations (PTAs), village education committees (VECs) and school management committees (SMCs) was introduced in the early 1990s under the Social Action Programme. The National Educational Policy 1998-2010 has strongly supported the move. The PTAs and SMCs assist the head teacher with the allotment of non-salary budget expenditure. They

also monitor day-to-day school problems, like teacher regularity, arrangement for leave, substitute teachers, along with the maintenance of school facilities such as boundary walls, toilets, drinking-water supply and stationery for teachers. PTAs/SMCs also look after the uniform and textbook needs of poor and disadvantaged children.

Provincial strategies to achieve this goal vary. The Province of Sindh has been involved in this endeavour for many years and has successfully implemented the concept in NGO schools. In government schools the concept has been converted into legislative action along with devolution of power which has been promulgated by every province. The function of a PTA is to help in the advancement of school education, and this is therefore directly related to teachers and school staff.

Mukhtar Alam (2001) has filed the following report in one of the leading dailies of the nation under the caption “Renamed PTAs to manage funds”.

“The Sindh government has renamed the parent-teacher bodies of educational institutions as School/College Management Committees, which, among other aims and objectives, would also oversee and manage funds generated locally or provided by the government. The tenure of the executive committee, comprising representatives of Union Councils, teachers, parents, NGOs/CBOs based in the area as well as notables would be of two years which can be extended by another year by the general body of the management committee required to meet at least once a year and maintaining a quorum of 20 per cent of the total members.

Parent-teacher associations were instituted through a notification in 1994, but in most of the cases they did not exist as effective bodies. About Rs230 million collected from students still remains unutilized in the province, while students are faced with a host of problems at their respective educational institutions. Under the changed nomenclature, the SMC/CMC shall run on a non-political and non-commercial basis. The management committees would help maintain discipline and a peaceful, pleasant academic atmosphere in the institution, solve problems faced by the students and assist in checking drop-out and ultimately increasing retention.

The committee members would pay surprise visits to institutions and monitor teachers' attendance and actual classroom teaching and performance. The committee would also generate funds for curricular and extra-curricular activities and meet the requirements of the institutions in order to make them self-supporting. The committee would also co-ordinate with the district government and NGOs for matters concerning development of the institution. The committees would visit the institutions concerned on a regular basis and report to the field officers of the education department and the district government regarding absentee teachers, the teaching/learning process and the level of interest of both the students and teachers. The SMC/CMC have also been empowered to secure, receive, accept and manage funds, donations, grants and endowment. The income and property of the SMC/CMC shall be applied solely towards promotion of the functions of the respective committee and no portion thereof shall be paid by way of profit or bonus to any office bearers of the committee, said a government notification. In case the performance of any teacher/student is not satisfactory, the

chairman of the committee may issue a warning letter to such a person for improving the working/results/ attendance/ behaviour or on account of any cause in the interest of maintenance and discipline and interest of education. After receipt of the warning letter, the person to whom such a notice has been issued must submit an explanation within a period of ten days of issuance of the notice and he/she would be given an opportunity of personal hearing. If not satisfied, the chairman would take up the case with the education department for processing it under the E&D Rules 1973, or any other law in force.”

DAWN, Islamabad, 24 September 2001

It may be contended that the subject of community involvement in elementary school education is neither unique in its character nor innovative in its content. Community involvement constituted the core element of basic education and health delivery systems in Pakistan until 1958. It was the community that mostly sponsored and managed these domains. Policy changes thereafter led to a situation under which the responsibility for providing such social services fell to the government. We have not fully succeeded in achieving the objectives of community participation in education, which accounts for about 65 per cent of the total government Social Action Programme which has been funded by a World Bank loan, since 1993. The situation was recently reviewed and the findings were similar across the four provinces.

We will look at the Punjab Province that reflects the broader national picture. School Management Committees (SMCs) have been renamed as School Councils (SCs), effective as from 6 April 2000. SCs are established under the supervision of the Deputy Commissioner with the help of a team which will work under the

supervision of the Assistant Commissioner. SCs have been established in 96 per cent of primary schools and about 97 per cent of middle schools. To enhance their functioning, management training is being developed and will later be implemented.

Objectives of SCs:

- to monitor teachers' performance and serve as a check on teacher absenteeism;
- to use government funds to the best advantage of the institution, such as for the purchase of furniture and other equipment;
- to generate additional funds;
- to enhance enrolment towards achieving the EFA goals; and
- to reduce drop-outs and provide quality education.

School Councils will receive funds from the community as donations that will be 100 per cent matched by the government. Funds from students other than student fees will be placed at the disposal of schools along with an appropriate amount for a non-salary government budget. Funds will be used for purchasing textbooks and stationery and providing these to needy children at no cost. Expenditure on the purchase of educational materials, maintenance and repair of school buildings will be met out of this amount. The recruitment of teachers, purchase of facilities, and any other necessary items will also be met by these funds after approval of the district education co-ordinator.

In the Punjab the sum of Rs.460,000,000/- has been set aside to finance school councils. The breakdown of the funds is as follows: Rs.1,740/- per classroom for maintenance and repairs, and Rs.2,020/- per classroom for instructional material. The statistics are as follows in *Table 5*.

Table 5. Schools and classrooms

Type of school	Number of schools	Number of classrooms
Primary M/F	40,446	93,591
Middle M/F	5,782	28,831
Total	46,228	122,422

A handbook that describes school council functions and operational procedures is being prepared by the education department. Similarly, training programmes and modules are being prepared at the Directorate of Staff Development, Punjab. Apparently there is no major difference in the SMC previously envisaged and school councils. The SMC is comprised of nine members whereas the School Councils consist of eleven members and thus have a broader representation.

The composition of School Councils is as follows:

- head teacher (Chairperson);
- five parents;
- two retired soldiers or retired government servants;
- one Lamberdar (revenue collector at village level);
- one person making a substantial contribution to school funds;
- one school teacher (Secretary) selected by the head teacher.

2.6 The role of Learning Co-ordinators

Learning Co-ordinators (LCs) were introduced in 1980 under a World Bank-sponsored project. Their objective was to initiate and support the instructional activities of teachers in primary schools. The concept of the LC was developed on the premise that closer,

more active supervision would result in less teacher absenteeism, improve active academic supervision and initiate closer relationships among schools, parents and community (*Pakistan Staff Appraisal of Primary Project*, World Bank, March 1979). Learning Co-ordinators are also required to substitute absent teachers. Supervisory visits are rare to primary schools, due to a large number of schools being attached to supervisors who often have no means of travel. This means that whenever a visit does take place, it focuses more on administrative rather than academic matters. The FWG reported that head teachers receive full co-operation from supervisors/inspectors only for issues such as teacher service problems, grants of leave, sanctions and maternity leave.

Within this framework the following responsibilities are assigned to the LCs:

- to support teaching staff by providing academic supervision and guidance, as well as conducting recurrent in-service teacher training;
- to provide classroom support in developing teaching aids and evaluating student achievement;
- to increase enrolment and improve attendance through the individual counselling of children and parents, and consultative meetings with parents to stress the value of school attendance; and
- to encourage community involvement by identifying ways in which the school could interact more effectively with the community through adult evening classes and by initiating self-help programmes in education (World Bank, 1979).

3. Management of head teachers

3.1 Recruitment

Before we examine the recruitment of head teachers, it would be helpful to examine the different tiers within the education department. As stated in Table 6, a primary-school head is at grade B-7 and can move up to B-9 or B-10 at the most. Secondary-school head teachers are at B-17, B-18 or B-19. They can horizontally move to the position of a district education officer (DEO) and ultimately be selected/promoted as provincial director of education. In the Islamabad territory, some secondary-school head teachers are in B-20, the equivalent to a provincial education secretary, B-22 being the highest pay bracket for employees in the education system.

There are no fixed rules for the appointment of head teachers in elementary schools. Any teacher appointed at primary level can become a head teacher on the basis of his/her seniority. Positions for primary-school teachers are advertised in the press and are open to anyone who has a Secondary School Certificate (SSC) qualification with a one-year course in teaching called PTC or Primary School Teaching Certificate. The Director of Education at the provincial level collects applications for the positions and prepares a list of candidates taking into consideration SSC and PTC examination grades. Interviews are held for those who qualify for the position.

Secondary-school head teachers of government-owned schools in the provinces are either promoted or directly selected to the position through open competition. Promotion is applicable in

85 per cent of the cases. Seniority and well-rated annual confidential reports (ACRs) are a key basis for promotion. Head teachers or principals usually write ACRs using a number of parameters regarding the subjective attributes of the teachers. Their validity, therefore, becomes questionable because of a lack of objectivity. Senior teachers, usually known as SETs (Senior English Teacher) by default (in practice a SET can be a mathematics, science or any other subject teacher), are selected according to the number of available vacancies.

The direct selection of head teachers and principals applies to 15 per cent of cases and is supervised by the provincial Public Service Commission (PSC). Vacancies are advertised in newspapers and applications are invited on prescribed forms. A written test is given to candidates followed by an interview after the announcement of the results. Those who attain a position on the merit list are recommended to the government for recruitment and are appointed as head teachers or subject specialists in B-17. The PSC only selects 15 per cent of the total head teacher vacancies falling under B-17 and 18, whilst those who come under B-19 acquire the position through promotion. Head teachers working under grade B-19 are appointed to higher schools or to those schools where more than 600 students are enrolled, while the remainder are appointed to schools according to availability/status of the post.

After serving for 25 years or attaining the age of 60 years, a teacher retires. There are uniform pension rules for all GOP services. Recently the government has instituted the element of efficiency for retirement and removal from service.

3.2 Financial conditions

Secondary head teachers can be categorized into various groups according to national pay scales, which are uniform all over Pakistan – from BPS-16 to BPS-19. Head teachers working in BPS-17 are called headmasters or headmistresses while those working in BPS-18 or 19 are called principals; however there is no significant variation in their work.

Head teachers at primary-school level differ in qualifications, benefits and financial remuneration from those in secondary school, as summarized below:

Primary-school head teacher	Secondary-school head teacher
In B-7 and is the seniormost teacher	Usually in B-17, 18 or 19, either promoted or selected by the Commission
Matriculate or FA/FSc	BA/BSc qualified
PTC qualified	B.Ed. or M.Ed. degree holder
Special allowance is Rs.50/-	Special allowance of Rs.100/-
Limited financial and administrative powers	More powers
Faced with problems of space, teachers and lack of facilities	Has better facilities

Table 6. Existing and revised pay scales

BPS No.	Minimum-maximum salary scale*	Automatic jump to next scale after years or salary steps	School administration	School education	University	College education	Ministry of Education
B-22	10,900-17,000	10 years no jump	Federal Education Secretary		Vice-Chancellor		Secretary
B-21	10,190-15,640	10 years no jump			Dean		Adl. Secretary
B-20	9,195-13,595	10 years no jump	Director of schools, Provincial Education Secretary		Professor	Principal/Professor	JEA
B-19	7,750-11,600	10	District Education Officer, Director	Principal Secondary school Head teacher	Associate Professor	Associate Professor	DEA
B-18	5,086-8,745	10	Deputy Director		Assistant Professor	Assistant Professor	AEA
B-17	3,880-7,360	12	DEO		Lecturer	Lecturer	Research Officer
B-16	2,535-5,490	15	Learning Co-ordinator ADEO/SDEO	Head teacher	Demonstrator		Superintendent
B-15	2,190-4,845	15		SET			
B-14	2,065-4,480	15					

BPS No.	Minimum-maximum salary scale*	Automatic jump to next scale after years or salary steps	School administration	School education	University	College education	Ministry of Education
B-13	1,950-4,110	15					
B-12	1,830-3,780	15					
B-11	1,725-3,465	15					
B-10	1,660-3,265	15					
B-9	1,605-3,060	15					
B-8	1,540-2,860	15		Primary school Head teacher			
B-7	1,480-2,695	15					
B-6	1,440-2,535	15					
B-5	1,400-2,390	15					
B-4	1,360-2,230	15		Driver			
B-3	1,320-2,070	15		Peon			
B-2	1,275-1,935	15		Peon, Security Guard, Janitor			
B-1	1,245-1,770	15					

* Since 1994, in Pakistan rupees (Rs. 1 = US\$ 0.55).

From the salary perspective, most primary-school teachers fall under grade B-7 and secondary teachers under B-17 to B-18. In the Province of Balochistan, however, head teachers are posted at grade B-18. Only a few head teachers are in B-17. There are also Model Schools with Principals in B-19. (In every administrative division there is one Model School for boys and one for girls, likewise every district has a single Model School.) There is a large salary differentiation within the education sector. The sum of Rs.500/- is given to primary teachers in remote areas but a conveyance allowance is not provided outside Quetta district, the provincial headquarters. In other provinces, there are additional allowances and incentives for head teachers at urban schools.

3.3 Posting practices

The Director of Schools has the main authority for posting and transferring head teachers. There are no set rules for the transfer and posting of head teachers. Female head teachers are usually posted to a school near their residence. In addition, a spouse can ask for transfer to another town provided it has a secondary school, to enable the family to remain in one locality. It is observed that three to five years is the maximum period for a head to spend in a specific school. There are, however, exceptions to this rule. Sometimes, a head teacher will approach the Education Secretary and Director or use political pressure for transfers. The current government has checked this trend but it is expected that it will continue due to its popularity among the heads.

3.4 Evaluation and career development

Efficiency and Disciplinary (E&D) rules of 1973 are in practice for all government jobs in Pakistan and these are also

applicable to head teachers. The director and additional directors evaluate head teachers on an annual basis, using a special form called an annual confidential report (ACR.) The following criteria are used for writing an ACR: 1) efficiency, 2) tactfulness, 3) behaviour with clerical staff and peons, 4) relations with the parents and community, 5) annual school examination results, 6) reports of inspections made by different authorities including the Director, Additional Director and DEO during that year.

Evaluations have a significant effect on the career development of an employee. Recruited at salary bracket B-14, a well-qualified teacher can become principal through open competition and can ultimately rise to the most prestigious position of Director of Schools, provided that the ACRs are favourable. However, it is generally felt that the ACR is an outdated method of evaluation, a remnant of the colonial system of government. No ongoing performance appraisal is carried out during the year except when there are adverse remarks to be made. Second, the concept of ACR is based on 'fear and subordination' rather than performance and objectivity. Within this backdrop, it is very difficult to expect any improvement in the quality of educational management in the country.

Supplying personnel for the education system

To meet the demand, elementary teacher-training programmes are offered in 87 training institutions. There are two kinds of programme: the Primary Teaching Certificate (PTC) and the Certificate of Teaching (CT). The duration of both these programmes is one academic year. The PTC programme is aimed at primary-school teachers (class 1-5). Admission to the PTC programme requires that the applicants have secondary-school

education (also known as matriculation 10 years of schooling). The CT programme prepares teachers to teach all subjects up to grade 8 including English. For admission, candidates are required to have an FA/FSc certificate representing 12 years of schooling. The Allama Iqbal Open University also offers PTC and CT courses on a distance-learning basis.

Institutions preparing secondary-school teachers are known as Colleges of Education. Those offering advanced training leading to MA Education/M.Ed. degrees are called Institutes of Education and Research or are University Departments of Education. There are four Institutes of Education and Research, two Departments of Education and 11 Colleges of Education preparing secondary-school teachers. Two types of programmes are offered: (i) a one-year B.Ed. programme (14+1 model), and (ii) a three-year B.Ed. programme (12+3 model).

3.5 Management training for head teachers

There is no sustainable system for improving the management capacity of teachers before they are promoted to headteaching posts. There is a dire need for intensive management training for head teachers. Unfortunately, the existing B.Ed. or M.Ed. curricula do not provide management training either. Especially lacking is training on modern management techniques in the areas of planning, management, evaluation and monitoring. There are some training programmes which provide in-service training to head teachers, but this happens rarely and benefits only a very limited number. This usually takes place under foreign-funded projects. The curriculum bureau in each of the four provinces conducts training of different kinds, but it is very limited in scope and nature. The Academy has conducted more than 170 short and long-term

courses/workshops/seminars in the past 18 years. However, AEPAM has not provided management training to head teachers for two reasons: with its limited budget it cannot reach even a portion of the 200,000 head teachers in the country and, second, this function needs to be undertaken by PITEs. PITEs are the Provincial Institutes for Teacher Education which were recently established in each of the four provinces in the country under the NEP 1998-2010. Their main task is to provide in-service teacher and management training in the provinces.

AEPAM at Islamabad is the only institution at federal level that is assigned the responsibility of capacity building by organizing management-training programmes throughout the country. It trains supervisory personnel such as college principals, sub-divisional and district education officers, divisional and regional directors and planning directors in the field of educational planning and management. In addition, AEPAM conducts policy research and maintains a national EMIS to supply data to the Ministry of Education and other related organizations.

AEPAM, Islamabad can only provide professional guidelines for this purpose. It has however provided management training as part of MIS data utilization for better management at school level. Recently GOP has decided to decentralize all decision-making to the district level. AEPAM has initiated dialogue among district educational managers such as college principals, school head teachers and others to assess management capacity-building needs, under the new scheme of good governance.

An Institute for the Promotion of Science Education and Training (IPSET) has been established at Islamabad to train science teachers and to develop research-based curricula and teaching

kits for the improvement of science education. There is a National Technical Teachers Training College (NTTTC) at Islamabad that trains junior and senior instructors at polytechnics and colleges of technology. There are no separate programmes for the pre-service or in-service training of college teachers.

Shah (1998) studied the effects of the lack of management development in Pakistan. The disorganization of principals and the need for management development and training were evident:

“... When we are appointed principals we have no (relevant) experience and know nothing about the job.” Principals realized that teaching/learning and administration are two different things. Managers must be trained for their jobs. According to the heads, coming to this job without being prepared for it reduced job-effectiveness, delayed processes, and increased possibilities of errors and omissions. Considerable time was often wasted in seeking informal help, information, and guidance, which was not always available or reliable: “Before appointment as heads we must be provided training for a specific period, related to that job [requirements]. Then the principal would not have to worry much or ask people right and left, and be misguided [by them] in the process. Some believed that not every one is sincere. It is only if you have the ability to pick the right things that you can learn and succeed ... When you come to the job, you should have the knowledge of all its details ... we have picked things over the times and still there are gaps. Audit teams usually point to errors and omissions.”

Shah (1998) reports that financial management emerged as a highly problematic area even though the heads only had to manage

within given budgets and were not essentially required to generate resources. “Finance training is our main need”, stressed principals. Current audit systems and practices also need revising to make them more realistic and oriented towards the attainment of objectives.

Future programmes

There follows a sketch of the future role of AEPAM 2000-2003 in the educational development efforts of GOP. It reflects upon AEPAM’ s vision of establishing effective educational management in the country. It has the approval of the Education Minister and the relevant ministries, i.e. Finance, and Planning and Development, who have given the green light to AEPAM to transform the idea into a workable project. The Academy has developed a project document in consultation with the provincial education departments. Within the context of Good Governance, the NRB (the National Reconstruction Bureau) of GOP has initiated a comprehensive programme to decentralize the existing administrative set-up in the country.

Since education is an integral part of the national system, it will be necessary as a first step to reinforce GOP efforts by empowering educational managers at district level. The existing bureaucratic concept of educational administration will need to be democratized and transformed into one that produces a corps of individuals who provide academic leadership to educational institutions in every district. The leadership will need to be very well informed about the quantitative as well as the qualitative dynamics of education, a necessary ingredient of effective leadership. It will be necessary to reinforce EMIS in the country for this purpose. Consequently, these will help in establishing

academic accountability in the system, which will become a joint venture of GOP and the community in which an institution is located. This will be made possible by devising a mechanism for establishing links between the community and educational institutions.

A programme of management development will be undertaken which will be supplemented by the production of several kinds of manual for use by educational managers to enhance their efficiency. A national study on improving educational management will be conducted to determine the management development needs of the system, focusing on line-departments and identifying their capacity-building needs within the context of good governance.

Accordingly, three types of management-training programme will be designed. First, executive management programmes will be offered at AEPAM, Islamabad, for senior administrators (B-19 and above); the second type of programme will cater to the needs of district managers who will be exposed to direct training activities organized at the federal and provincial levels. The third kind of management training will focus on management developers (master trainers) in the provinces. They will conduct training at the provincial level. A further step will consist of developing different materials such as job manuals, operational manuals and supervisory manuals for each hierarchical level. This will be undertaken in collaboration with PITEs. Resource centres will be established for information exchange and networking among professionals and the community. A set of recommendations will be devised for revising the Certificate in Teaching Programme, B.Ed. and M.Ed. curriculum to cover an adequate amount of educational management based on the Pakistani situation.

3.6 Support

Documentary materials that could assist head teachers with their management responsibilities are scarce. The Province of North-West-Frontier developed job manuals in the 1980s that proved very helpful. These were never upgraded in line with changing situations in the provinces. Other manuals such as 'Efficiency and discipline rules' and 'Codes of conduct', issued from time to time by the Establishment Division of the Government of Pakistan, are helpful to those who are able to acquire them.

4. Main problems and major innovations

4.1 Main problems

This section is devoted to highlighting some of the serious problems faced today by head teachers in Pakistan and to examining major policy interventions by the government to tackle these. The focus group examined the issues and identified sets of problems that are currently challenging head teachers in the country. These include the limited powers, whether financial or administrative, delegated to head teachers and lack of incentives for the teaching profession, which make school management a difficult task.

Limitations on head teachers

The effectiveness of head teachers is greatly limited by several factors that are beyond their control, such as curricular and administrative matters. Some of these are described below:

1. head teachers are neither involved in curriculum development nor syllabus (which may include irrelevant content) modification;
2. as far as the budget is concerned, head teachers are bound to purchase articles shown in the school budget, which is prepared by the Education Department. They cannot purchase articles which are needed in the institution if they are not reflected in the budget;
3. head teachers cannot remove teachers who are not performing their duties properly or who create problems in the institution. The situation can be prolonged due to bureaucratic red-tape and the institution suffers;

4. if a head teacher needs an effective teacher for the institution, it may take a long time and in most cases the Director/ Additional Directors do not honour such request;
5. they cannot recruit teachers to fill a vacancy, even for compulsory/required subjects, which remain vacant for months;
6. head teachers always face the problem of a lack of subject specialists.

In addition to the above-listed limitations, the head teachers at secondary level are confronted with the following problems:

1. a lack of administrative and management skills;
2. shortage of classrooms and overcrowding. Audiovisual aids and laboratory equipment are rarely available in schools;
3. very small budget and limited powers to spend aggravate the situation;
4. when teachers take long leave, i.e. sickness or maternity, no substitute teachers are provided;
5. the learning process is greatly affected by teachers with little knowledge and training. Lack of refresher courses for teachers is a major problem;
6. transport difficulties for teachers and students make attendance difficult. It can take several hours for a teacher to reach a school.

Lack of incentives

Shah (1998) studied the question of college principals' incentives that apply equally to school principals. Shah quotes a senior educational manager involved in the appointment of principals who explained the counter-effects of the present incentive system:

“Headship is not linked with grade promotion. A move to the next pay scale can be an incentive, which is not the case. Whether you are appointed a principal or not, you will move into the next pay scale in accordance with the four-tier system. If you are teaching in Mirpur, there is a big city allowance and you have other facilities like schools, colleges, hospitals, than if you are posted to Samahni [a hard-to-approach small hilly town, near the cease-fire-line], in the same grade, what is the incentive? ... Except Rupees 600/- charge allowance. ... There will be extra expenditure. Moreover, you will lose the big city allowance. If you take the family with you, there will not be good schools for the children [and if you keep them in the home-town you would be virtually running two homes]. The principal’s job is very difficult. It is pivotal in the structure. A principal has to deal with the students and their problems. S/he has to face a highly educated staff and their professional organization; and face the public ... It is a heap of problems. Who would willingly go and why ... but if there are chances of career development, which is not the case at present, [then people might come]. Whether you are doing this hard job or teaching two periods a day, your chances of salary increase or career advance and promotion are equal.”

4.2 Major innovations

It would be long-winded to describe all the innovations undertaken to improve the managerial capacity of head teachers. The Asian Development Bank, the World Bank and other donors have initiated several projects that had an integral component of management training. With the termination of these projects, the process of capacity building has come to a standstill. There are

specialized institutions for this purpose, but their meagre budget makes it impossible to proceed. The Teacher Training Project is a case in point. It concluded last year, having provided management training to the principals of more than a hundred teacher-training institutions in the country. However, no national programme or institution has continued the implementation of this programme.

Following is a brief overview of the present policy of the Government of Pakistan to improve school management. The government realizes that it has to emphasize management development, but this has not been translated into action so far. The National Education Policy (NEP) 1998-2010 attempts:

- to increase the effectiveness of the system by institutionalizing the in-service training of teachers, teacher trainers and educational administrators;
- to institutionalize the process of monitoring and evaluation at the lowest and highest levels.

These provisions have been translated into an action plan for the next three years. It reflects the following:

To elevate the quality of primary teaching, primary-school teachers' level of training will be raised to intermediate/CT level and eventually to graduate/B.Ed. level. To achieve this, 80 training facilities and 750 teacher-training institutions in the country will be upgraded and 20 resource centres will be established. A National Education Testing Service (NETS) is being established at the federal/provincial levels to provide a reliable assessment and examination system. Career guidance and counselling will be introduced. Every school should arrange career-guidance sessions for students towards the end of their school career. A component of teacher training should include skills in career guidance and

counselling for their students. Job-oriented, technical and vocational courses should be offered.

The expected outcomes of this action plan are:

Educational management capacity will be strengthened at provincial level. All district educational administrations will be transformed into an effective base for academic leadership. All heads of educational institutions will be oriented towards good governance and will be encouraged to provide a base for effective institutional management with appropriate links with the community. They will be provided with different manuals describing their jobs and all the line departments will be provided with the skills necessary for community involvement in education and academic leadership. District-level management will enable the use of EMIS databases to employ geographical analysis for micro-planning.

4.3 Conclusion

This analytical profile of head teachers in primary and secondary schools in Pakistan indicates that a primary-school head, entrusted with building the foundations of national education, lies at the lower level of the national pay scale. There is little opportunity for growth. Secondary-school head teachers, though better remunerated, have few incentives and do not benefit from a career development plan.

Professional appraisals are rarely conducted objectively and are not based on performance. Only a few of the District Education Officers are formally trained in management and supervision. There is an urgent need to develop this discipline. The existing educational administrators need to become educational leaders equipped to improve the quality of learning in the country.

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Appendix Map of Pakistan



Better school management: the role of head teachers in Malaysia

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List of abbreviations

HSC	Higher Certificate of Education
ITM	Mara Institute of Technology
IAB	Institut Aminuddin Baki
LCE	Lower Certificate of Education
MAMPU	Malaysian Administration Modernization and Management Planning Unit
MCE	Malaysian Certificate of Education
MEPADC	Malaysian Executive, Principal Assessment and Development Centre
NPQH	National Professional Qualification for Headship

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1. Basic facts and background information on the education system in Malaysia

Introduction

Malaysia, a federation of 13 states and a federal territory, straddles the equator. It is situated between one-degree north to seven degrees north latitude and 100 degrees east to 120 degrees east longitude. The total land area is 329,758 km². The South China Sea separates the states of Sabah and Sarawak, in north-west Borneo, from the peninsular.

1.1 Structure of the education system

Education is centralized and is the responsibility of the Federal government. The Education Act 1996 reaffirmed state control of the entire education system by bringing into its ambit pre-school, primary, secondary and tertiary education. Until this legislation, pre-schools had been left to function without any form of direct control. Primary and secondary education is free of charge but not compulsory. Most of the schools in Malaysia are either government or government-aided schools.

Primary-school education lasts for a period of between five to seven years, lower secondary lasts for three years, upper secondary for two years and post-secondary level for a further two years. Tertiary education in both the academic and professional fields is provided by institutions of higher education (*Figure 1*).

Six years of primary education are given to children between the ages of six and eleven years. The medium of instruction at the primary level (standards 1 to 6) is Bahasa Malaysia (national language), Chinese and Tamil. All schools follow a common curriculum. Bahasa Malaysia and English are compulsory subjects in Chinese and Tamil schools. The purpose of the curriculum for all schools is to develop national unity in this multiracial society as well as inculcate national identity and values. There is automatic promotion from year one to year six with continuous school-based assessment. The feedback from these assessments is used to monitor pupils' progress on the mastery of the three R's – writing, reading, arithmetic. At the end of six years of primary education, pupils sit the common public examination, the Primary School Achievement Test.

On completion of primary education, pupils are promoted to the lower-secondary level for three years. Pupils from national primary schools proceed directly to form 1, whereas pupils from the Chinese and Tamil-medium schools undergo a year of transition classes (called 'remove class') before entering form 1. The purpose of these transition classes is to enable pupils in the Chinese and Tamil-medium schools to acquire sufficient proficiency in the national language which becomes the sole medium of instruction in secondary schools.

On completion of three years at lower-secondary school, pupils sit a public examination called the Lower Secondary Assessment. Based on their performance at this assessment, pupils are channelled into either academic, technical or vocational upper-secondary schools.

On completion of two years at upper-secondary level, pupils sit for the Malaysian Certificate of Education or the Malaysian Certificate of Education (Vocational). At this point pupils have the option of entering post-secondary schools, which prepare them for the Malaysian Higher School Certificate after two years. This qualifies them for further education or matriculation classes (which prepare them for sitting university entrance examinations). Alternatively, students may enrol themselves at teacher education colleges, polytechnics or seek employment.

To be consistent with the other chapters in this book, the term 'head teacher' is used to designate school heads of primary and secondary schools. In Malaysia, however, at primary level the term 'head teacher' is used and at secondary the term 'principal'.

Figure 1. The education system in Malaysia

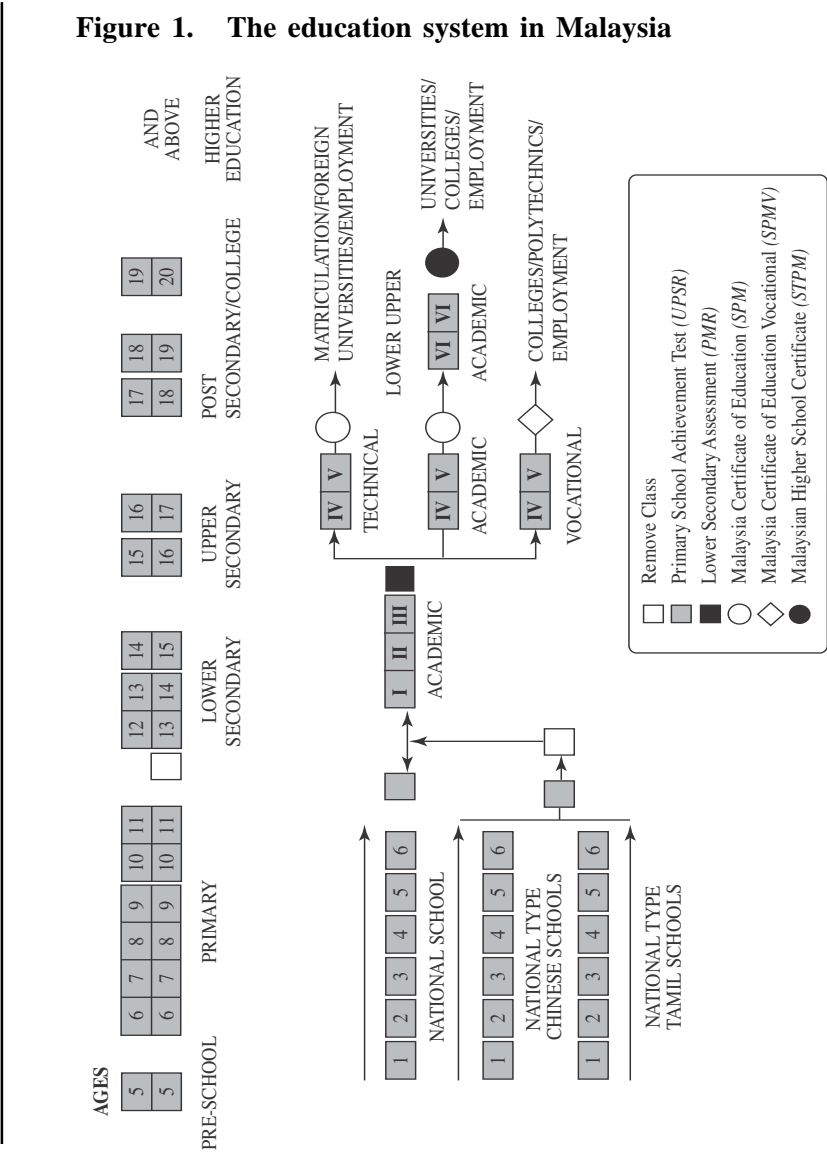


Table 1. Number of schools, gross enrolment rate, teachers and classes in primary school, by sex and type of school

Type of school	Number of schools	Male	Enrolment Female	Total	Male	Teachers Female	Total	Number of classes
National	5,466	1,134,898 (51.2%)	1,074,838 (48.8%)	2,209,736 (100%)	48,440 (39%)	74,919 (61%)	123,359 (100%)	70,808
National type (Chinese)	1,285	318,563 (51.5%)	297,839 (48.5%)	616,402 (100%)	5,263 (18.7%)	22,839 (81.3%)	28,102 (100%)	17,719
National type (Tamil)	526	44,009 (49.7%)	44,801 (50.5%)	88,810 (100%)	1,783 (29.6%)	4,215 (70.4%)	5,998 (100%)	3,995
Special	28	1,030 (54.4%)	863 (45.6%)	1,893 (100%)	188 (35.5%)	338 (64.5%)	526 (100%)	266
Total	7,305	1,498,500	1,418,341	2,916,841	55,674	102,311	157,985	92,799

Table 2. Number of schools, enrolment, teachers and classes in secondary school, by sex and type of school

Type of school	Number of schools	Male	Enrolment Female	Total	Male	Teachers Female	Total	Number of classes
Regular	1,534	944,307 (49%)	975,667 (51%)	1,919,974 (100%)	37,501 (35.9%)	66,210 (64.1%)	103,711	55,292
Fully residential	39	13,148 (54.8%)	10,831 (45.2%)	23,979 (100%)	1,096 (42.2%)	1,488 (57.8%)	2,584	914
Vocational	4	32 (4.8%)	616 (95.2%)	648 (100%)	16 (10%)	140 (90%)	156	20
Technical	80	23,471 (67.6%)	11,201 (32.4%)	34,672 (100%)	3,258 (56.4%)	2,514 (43.6%)	5,772	1,260
Religious	83	15,688 (43.6%)	20,128 (56.4%)	35,816 (100%)	1,148 (41.9%)	1,582 (58.1%)	2,730	1,210
Special	3	263 (53.5%)	227 (46.5%)	490 (100%)	64 (44.2%)	81 (55.8%)	145	52
Total	1,743	996,909 (49.2%)	1,018,670 (50.8%)	2,015,579 (100%)	43,083 (37.1%)	72,015 (62.9%)	115,098	58,748

The Malaysian education system serves about 4.9 million schoolchildren in 7,305 primary schools (*Table 1*) and 1,713 secondary schools (*Table 2*). There are about 158,000 primary-school teachers and some 115,000 secondary-school teachers. The teacher/student ratio in both primary and secondary schools is about 1:18. This however is not uniform throughout the country as urban and premier¹ schools face demand for more places, which puts undue stress on the school system.

About 97 per cent of primary-school teachers are certified teachers and 96 per cent in secondary schools have basic teaching qualifications. Some upgrading programmes have been implemented in the system and it is not unusual to find secondary-school teachers with postgraduate qualifications in various disciplines.

Several attempts have been made by the government to provide a more conducive learning environment, particularly in under-enrolled schools where there are less than 150 pupils. This includes the building of new classrooms, better library facilities, and the posting of better-qualified teachers. For rural children, hostel facilities are provided so that they can regularly attend school. When children complete primary education, they are given the opportunity to pursue their education in fully residential schools in urban areas. Provisions are also made in the form of financial assistance, textbook loan schemes and a supplementary food programme to increase the retention level at schools.

The provision of education for aborigine children has been under the control of the Ministry of Education since 1995. With

1. Premier schools are considered established schools, producing students with excellent results in national examinations. Students are specially selected to enrol in these schools based on results in their Year Six and Form 3 national examinations.

this move it is hoped that aborigine children will have greater access to education.

Special education programmes have been implemented in 28 special primary schools for the disabled and three special schools at secondary level; inclusive education programmes have been initiated for children with slight disabilities in 139 regular schools.

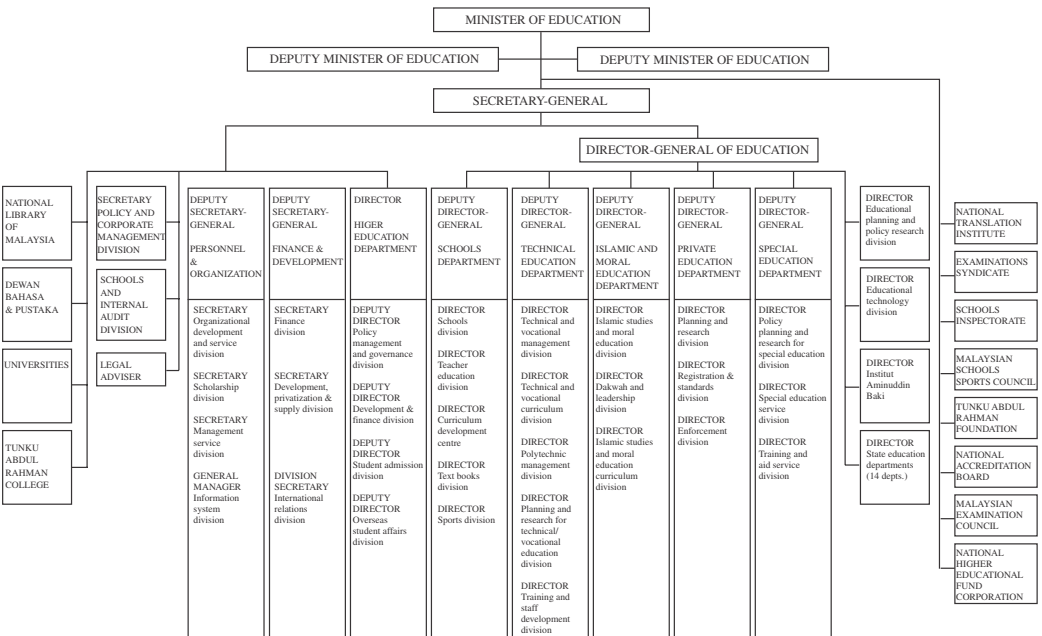
1.2 The administrative system

The Malaysian education system encompasses four different levels of management, namely: the Federal, State, District and Institutional or school level. Each of these levels has a different structure, personnel, objectives, procedures, leadership and organizational climate or ethos. They are linked coherently by educational policy and finance, establishment and service regulations, and, in the case of schools, by the curriculum. At ministry level, the Administrative Division comprises subdivisions dealing with Organizational development and service, Scholarships, Management service, Finance, privatization and supply, Information systems and International relations. Professional Divisions encompass matters related to Schools, Technical and vocational education, Islamic and moral education, Private education, Special education, Educational policy planning and research, Teacher training, Curriculum development, Educational technology, Staff training and the Inspectorate of Schools. Three other divisions/units, which come under the Ministry of Education, are the Corporate and Policy Management division, School and Internal Audit division and the Legal Adviser (*Figure 2*).

The State Education Departments can be regarded as Divisions of the Ministry of Education. Although State Education

Departments are modelled after the Ministry of Education, each of these Departments is unique as state history, politics, and geographical location and demography influence each of them. There are 14 State Education Departments, one for each of the 13 states of Malaysia and the other for the Federal Territory of Kuala Lumpur.

In 1982 District Education Offices were set up in all states of the Malaysian Peninsular. Prior to this date District Education Offices existed only in Sabah and Sarawak. A District Education Officer and two assistants who take charge of primary and secondary schools respectively, head these offices. Supervisors, clerical and support staff provide auxiliary services. The professional officers at the district level are field officers specially selected to help improve the quality of education in their district. Although District Education Offices are administratively controlled and co-ordinated by State Education Departments, there is ample autonomy for local initiative, especially in professional matters. District Education Officers are expected to plan, implement and evaluate educational programmes and projects for their respective Districts. They are the members of the educational bureaucracy in face-to-face contact with pupils, teachers, head teachers, parents, local government officials and the local community.



1.3 Statistical data on head teachers

Table 3. Total number of head teachers

Level of education	Numbers	Percentage
Primary schools (grade I-VI)	7,305	81%
Secondary school (form 1-6)	1,713	19%
Total	9,018	100%

There are about 9,000 head teachers in Malaysia. As there are more primary schools than secondary schools, approximately 81 per cent of them are stationed in primary schools and 19 per cent in secondary schools (*Table 3*).

Table 4. Distribution of head teachers, by age

Levels	24-29	30-35	36-41	42-47	48-55	Total
Primary	24 0.3%	122 1.7%	998 13.8%	2,567 35.57%	3,594 48.58%	7,305 100%
Secondary	2 0.12%	18 1.09%	70 4.27%	287 17.49%	1,336 77.03%	1,713 100%
Total	26 0.29%	140 1.58%	1,068 12.06%	2,854 32.22%	4,858 53.85%	9,018 100%

In terms of age distribution, most head teachers (over 85 per cent) are between 42 and 55 years old. At secondary level, over three-quarters are between 48 and the retirement age of 55. Primary head teachers have a somewhat younger profile: more than half are 47 or younger (*Table 4*). Most are promoted to head teacher based on their seniority.

Table 5. Distribution of head teachers, by length of service

Number of years	1-6	7-12	13-18	19-24	25-30	31-35	Total
Primary	53 0.73%	163 2.26%	831 11.51%	2,459 34.07%	1,784 24.72%	2,015 26.7%	7,305 100%
Secondary	15 0.91%	34 2.07%	84 5.12%	454 27.67%	689 41.99%	437 22.24%	1,713 100%
Total	68 0.77%	197 2.22%	915 10.33%	2,913 32.88%	2,473 27.92%	2,364 25.87%	9,018 100%

As seniority determines career progression, the longer the length of service, the higher the probability of being promoted to head teacher. Most will be promoted when their length of service is over 19 years. A total of 85.5 per cent of head teachers in primary school and 92 per cent of head teachers in secondary schools have served between 19 and 35 years (*Table 5*).

Table 6. Distribution of head teachers, by level of qualification**(a) Primary-school heads**

	Qualification	Numbers	Percentage
(a)	SRP/Lower Certificate of Education	94	1.29
(b)	SPM/Malaysian Certificate of Education/SPMV/Polytechnic	4,585	62.8
(c)	STP/HSC/STPM/Polytechnic	2,021	27.7
(d)	Diploma/ITM/UTM/Polytechnic	593	8.12
(e)	First Degree (B.A., B.Sc., B. Ed.)	1	0.01
(f)	Others	11	0.15
	Total	7,305	100

(b) Secondary-school heads

	Qualification	Numbers	Percentage
(a)	SPM/MCE/SPMV/Polytechnic	1	0.06
(b)	STP/HSC/STPM	1	0.06
(c)	Diploma/ITM/UTM/Polytechnic	93	5.4
(d)	Basic Degree (B.A., B.Ec., B.Sc.)	1,487	86.8
(e)	Masters (M.A., M.Ec., M.Ed.)	119	6.95
(f)	Ph.D.	9	0.53
	Others	3	0.18
	Total	1,713	100

In terms of distribution by level of qualification, only 10 per cent of primary-school head teachers have tertiary-level qualifications. However, 98 per cent of secondary-school teachers have tertiary qualifications, with 86.8 per cent of them having a basic degree (*Table 6*).

Other qualifications refer to qualifications below form 3 level of education. These head teachers are very senior officers who do not possess paper qualifications, but undergo special courses conducted by the Ministry in order to become head teachers.

Diplomas are obtained from institutions such as the Mara Institute of Technology (ITM), Universiti Teknologi Malaysia and other public universities in Malaysia, as well as polytechnics.

First degrees refer to Bachelor degrees obtained from universities, namely Bachelor of Arts, Bachelor of Science and Bachelor of Education from various fields but generally those related

to education. The Sijil Pelajaran Malaysia (SPM), Malaysian Certificate of Education (MCE) and Sijil Pelajaran Malaysia Vokasional (SPMV) are qualifications obtained after passing form five national examinations. Head teachers also obtain certificates from polytechnics throughout Malaysia. The Sijil Rendah Pelajaran (SRP) and Lower Certificate of Education (LCE) are qualifications obtained after passing form three examination. The Sijil Tinggi Pelajaran (STP), Higher Certificate of Education (HSC) and Sijil Tinggi Pelajaran Malaysia (STPM) are certificates obtained after passing form six national examinations. There are also head teachers/principals of secondary schools who possess Masters degrees, as well as Ph.D.s.

Table 7. Distribution of head teachers by gender

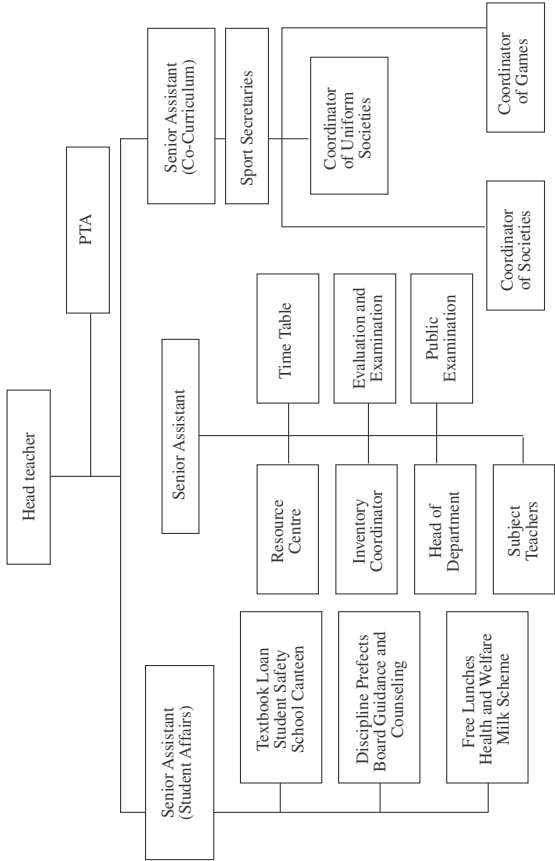
Levels	Male	Female	Total
Primary schools	5,856 (80%)	1,449 (20%)	7,305 (100%)
Secondary schools	1,116 (64%)	597 (36%)	1,713 (100%)
Total	6,972 (77%)	2,046 (23%)	9,018 (100%)

There are more male than female head teachers in primary and secondary schools (*Table 7*). This is in contrast with the situation of the teacher corps. In primary schools, there are almost twice as many female teachers as males (102,311 females, 55,674 males), but only one in five head teachers is a woman. At secondary level, the discrepancy is somewhat smaller, but it still exists: women occupy 62.6 per cent of the teaching positions (72,015 out of 115,098), but only 36 per cent of head teacher posts. Female head teachers are fewer in number as they tend to prefer to work at schools closer to their homes. Should they be given positions further away, they usually decline them and forego promotion.

2. Roles and functions of head teachers

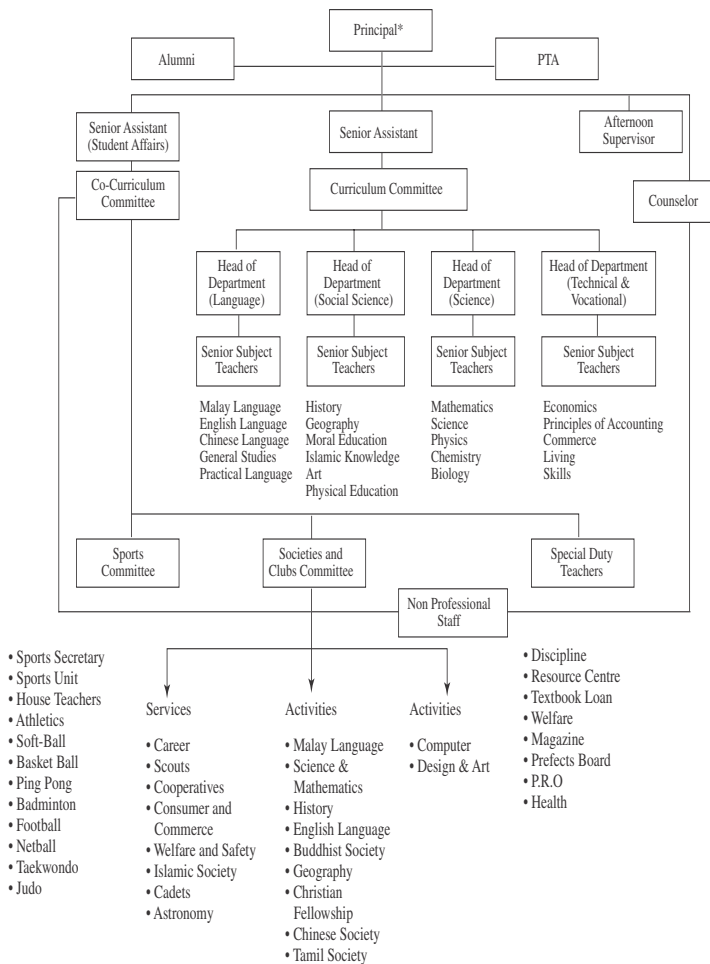
2.1 Internal management of schools

Figure 3. Basic management structure of a primary school *



* This structure is for Grade A schools where the enrolment is 450 pupils for urban areas and 350 pupils and above for rural areas.

Figure 4. Basic management structure of secondary school



* This structure is for Grade A schools where school enrolment is above 1,500 pupils and they have post-secondary classes in urban areas.

For Grade B schools the school enrolment is less than 1,500 students. These schools do not have heads of department but only senior subject teachers.

2.1.1 Operational units of primary and secondary schools

Primary and secondary schools are administrated by head teachers and principals respectively. If schools have two sessions the head teachers or principals are assisted by senior assistants and afternoon supervisors.

Schools which have residential hostels or are situated in rural areas are very often single-session schools.

School management systems are different for both primary and secondary schools. There are two types of school at both primary and secondary level. Grade A schools at the primary level are schools which have an enrolment of 450 pupils and over in urban areas and 350 pupils and over in rural areas. Appointments to the position of Senior Assistant are promotional posts in these schools and determined by the State Departments of Education (external body). Grade B schools at primary level are schools with less than 450 pupils (urban) and 350 pupils (rural). Appointments to the position of Senior Assistant in these schools are not promotional posts and are determined internally by the head teacher. From 2002 all primary schools will be single-session schools.

Grade A secondary schools have a gross enrolment of 1,500 pupils (urban areas) and give post-secondary classes. Grade B schools are those with less than 1,500 pupils and do not give post-secondary classes. In Grade B schools the heads of department are not on the established list.

2.1.2 Internal structure

The school structure for both primary and secondary schools (*Figures 3 and 4*) is hierarchical with a line organization consisting of head teacher (principals), senior assistants, heads of department, senior subject teachers, teachers and non-professional staff. The schools display four basic characteristics of a hierarchical authority: the head teacher makes autonomous decisions, there is a sense of impersonality, a system of rules and regulations and a degree of specialization. The head teacher is vested with legal authority and the hierarchy serves to assign and validate this authority.

Rules, regulations, job descriptions and the consistent application, supervision and monitoring of these ensures a high degree of predictable behaviour and conformity. They are recorded in writing and define responsibilities and relationships among the various offices and assign the authority that each office has within the organization.

Various management and administrative committees exist at school level including: finance, planning, academic, curriculum, co-curriculum and the evaluation and examination committee. These are headed by the head teacher and senior management (consisting of the senior assistants and/or heads of department and senior subject teachers). Besides these committees, there are also advisory committees in the form of community organizations, parent-teacher associations and alumni.

2.1.3 Management team

The school management team is headed by the head teacher along with senior assistants. In some schools head teachers make use of the legal position assigned to them by making all decisions

without consultation. In other schools, head teachers have made use of senior assistants for participatory planning and decision-making. Financial management, curriculum and co-curriculum implementation, together with school improvement plans, fall within the remit of this management team.

For example, in the area of financial management, the management team might determine the objectives of the educational programmes in the school, develop educational plans to achieve these objectives, prepare a budget to forecast expenditure and revenues, present and adopt the budget, administer and evaluate it.

2.1.4 Collegial organization

The heads of department, senior subject teachers and teachers operate as a collegial organization sharing data on which to base their decisions. This type of management team provides academic freedom and control over academic affairs. Thus, while the administrative hierarchy provides leadership and services to ensure the system functions well, the collegial organization allows for professional expertise and greater control over programme development. In this way, teachers have allowed increased decision-making by teachers in various circumstances.

2.1.5 Administrative structure

The administration of schools is based on an integrated model under the control of the head teacher, who is accountable to the District and State Education Offices. This integrated model consists of a hierarchy within the organization, consisting of the principals, senior assistants, heads of department and senior subject teachers. It also includes various departments, which in most schools include

the curriculum, co-curriculum and student affairs departments, headed by the senior assistants. Each of these departments has co-ordinating meetings and decisions are transmitted to the management team for further action.

Within the various departments there are several committees made up of different teachers. Some of the committees at this level include scholarship committees, textbook loan scheme committees, school canteen committees, welfare committees and guidance and counselling committees among others. These committees provide the advice, support or co-ordination necessary to implement education programme goals.

2.1.6 School management participants

Head teachers are the managers and leaders of schools. Networking among school heads is very common where the sharing of ideas, problem solving, mutual understanding and teacher collegiality are promoted.

Senior Assistants are responsible for the administration of all school matters and the pastoral care of students in the school. The Senior Assistant in charge of curriculum deputises for the head teacher when the latter is away.

Heads of Department are usually the heads of subject and under them are the Senior Subject Teachers in charge of different subjects in the school curriculum. For example, the Head of Department of Languages would have the Senior Subject teachers for Malay language and English language in this department.

Senior Subject teachers would then have several teachers under their authority who would be directly involved in teaching-learning activities.

Student Counsellors are a fairly recent phenomenon and their role is to oversee school counselling. Students who have disciplinary problems are helped through the counselling process and punitive action is sought as a last resort.

Support staff provide auxiliary services in the administrative, financial and curricular areas.

2.1.7 Community relations

Head teachers communicate information about their schools to the community in order to promote understanding of programmes, help clarify and build commitment to the vision and mission of schools, and promote co-operation among the various groups. Community organizations include the parent-teacher associations, school boards, sports councils, old boys'/girls' associations (alumni), community leaders and non-governmental organizations.

Community actors mainly provide resources and expertise but do not involve themselves in administrative and managerial decision-making processes. The headman/mayor, members of the public and local politicians provide feedback on the community's expectations, social and financial support.

School boards are prevalent in government-aided schools, mission schools and private schools. The board may suggest guidelines on schools' philosophy, spending of trust funds or names of likely candidates for head teacher. For example, some mission schools prefer to have head teachers from their own religious denomination.

Parent-teacher associations play a very important role. As the school is part of a wider community, the school-community

relationship is vital for the development of the students. This association provides financial aid, moral support and a platform for voicing parents' expectations. Old boys'/girls' associations (alumni) also support the school by forwarding views, contributing with financial assistance and promoting esprit de corps among the school community. Such associations, when active under the helm of mature and committed leaders, make an important contribution towards educational development. The involvement of the community is evidence of a school's social accountability.

2.1.8 Involvement of other agencies

Within the government structure itself there are many agencies, which provide support for the school system. The State Education Departments are directly involved in providing educational policies and guidelines and monitoring school development.

The Police Department oversees security and safety in schools. The Public Works Department gives advice on the management of school buildings and construction. The Ministry of Health runs student health programmes including inoculation, vaccination and dental care. The Information Department provides up-to-date information on government policies, while the Department of the Environment takes care of environmental protection programmes for students in schools. To promote the 'Green the Earth' programme in schools, the Agriculture Department provides seedlings and plants for environmental landscaping.

Besides these government agencies, semi-government and non-governmental bodies also contribute their expertise and resources to schools. PEMADAM, an organization that looks into drug abuse and provides rehabilitation programmes, provides talks, visits and follow-up studies on the prevention of drug abuse among

schoolchildren. Oil companies like Petronas and Shell provide career talks, student scholarships, and student merit awards, and they participate in the adoption of school programmes. Local Councils provide beautification or landscaping resources, while State Foundations provide educational and physical resources, funds and scholarships.

2.2 The role of head teachers

Professional Circulars from the Ministry of Education dictate the responsibilities of head teachers. They state that head teachers are responsible for the development of the curriculum and co-curriculum as well as their implementation, in line with the Ministry of Education's policies. They are responsible for all matters related to management, administration and finance of schools. They are responsible for establishing two-way relationships between schools and external agencies as well as teaching a number of classes, as stipulated in the circular 2/67 1982 (adjusted).

2.2.1 Head teachers' degree of authority and decision-making in curriculum management

The Central Curriculum Committee, led by the Director General of Education (the professional head of the Ministry of Education), is the decision-making committee on all matters regarding the school curriculum, except at tertiary level. Any curriculum change which involves significant changes in the school system, however, requires the approval of the Education Planning Committee, chaired by the Minister of Education.

The school (course of studies) Regulations 1956, 1968 and professional circulars issued from time to time notify the school about the schedule of approved subjects to be taught and the time

allocations to be made for these in each school year. Subject syllabuses are also issued by the Ministry of Education as well as examination requirements. All other instructions, guidebooks, pupils' workbooks, or related documents are circulated officially by the Curriculum Development Centre, Ministry of Education, as well as approved lists of textbooks and supplementary reading lists issued by the Textbooks Bureau, Ministry of Education.

Within these parameters head teachers are responsible for interpreting the formal curriculum and constructing instructional programmes for their particular school. They must:

- supervise and monitor to ensure that operational policies and school objectives are in line with the national educational policies of the Ministry of Education;
- supervise teachers to ensure that they teach according to the syllabus and courses of studies stipulated by the Ministry of Education;
- ascertain that policies regarding evaluation and examination procedures be implemented and that examination data be used for further planning and follow-up activities;
- supervise the teaching-learning process;
- examine teachers' record books and students' report cards;
- profile records of students and co-curricular activities from time to time;
- ensure that resource centres enable the pedagogical aspects of the teaching-learning process;
- ensure that senior subject teachers implement educational strategies and programmes effectively as well as teach a certain number of teaching periods.

Head teachers are only able to make decisions about content, instructional procedure and support services. Of utmost importance is the task of providing the necessary materials and facilities which will ensure that the curriculum is put into operation and properly evaluated.

*2.2.2 Head teachers' degree of authority
and decision-making in personnel management*

The projection of personnel needs is based on the following data: school enrolment, number of classes and teaching subjects. These are determined by the Educational Planning and Research Division, Ministry of Education which collects, records and updates data pertaining to educational needs, development, supplies, personnel, pupil enrolment, teacher-pupil ratio, population growth, educational wastage and other factors. While it develops forecasts regarding the future of education, it also systematically provides data for the use of decision-makers at ministerial level. This division provides justification for all educational expenditure and for all the system's various structures and processes; it relies on an efficient Management Information System. Head teachers and other officials at the district and state education levels must contribute towards keeping accurate, up-to-date records to allow the speedy retrieval of data and information.

The recruitment, selection and training of teachers does not fall within the remit of head teachers. They can make requests however for additional teachers through the District Education Office. On the other hand, head teachers do register and allocate teachers, place them on the pensionable scale and manage their holidays. Besides this, head teachers have to help teachers and support staff to formulate work targets and from time to time examine these targets, as well as the quality of their work. Teaching

staff are deployed by head teachers as class teachers, subject teachers and advisers for co-curricular activities and student affairs. Head teachers plan and organize staff development programmes or in-service education programmes which assist personnel throughout the system to function positively in relation to the organization's goals. Procedures are also established to evaluate the job performance of all instructional and non-instructional administrative and supervisory personnel in the school. Tenure, promotion, merit pay and other factors are greatly influenced by the way staff are evaluated, based on work targets and other applicable criteria.

*2.2.3 Head teachers' degree of authority
and responsibility in financial and
administrative management*

School funding is based on school enrolment, subject allocation, staff salaries and the maintenance of school facilities. At the same time food service programmes, as well as milk drinks, are made available for students from lower-income groups as determined by the school. Head teachers have to ensure appropriate accounting for the funds received and expended by the school. Controls over expenditure must be established to ensure that funds are spent in accordance with the authorized budgetary statements. Part of a head teacher's responsibilities includes the management of salary payments, purchasing equipment and other goods, internal auditing of expenditure, the preparation of financial reports, financial accounting, supervision for school insurance and accounting for school property.

Instructional material and other supplies must also be received, stored and efficiently distributed as needed. This necessitates the head teacher to ensure an efficient record-keeping and inventory

system. In large urban schools, especially those which have residential hostels, head teachers are faced with the responsibility of operating a security force for the protection of students and property.

2.2.4 Head teachers' degree of authority and decision-making power in the management of students

Head teachers are involved in certain operational services such as the admission, transfer, promotion and registration of students, scholarship arrangements, safety and disciplinary issues, promotion, health service, guidance and counselling provision.

Students range tremendously in ability, motivation and interests. Schools need to stream students into various types of educational category and study programmes based on ability, interest and parent/student demands.

Counselling programmes are considered necessary in schools today and therefore secondary schools are provided with full-time counsellors. These services aim at ensuring that the state of a pupil's emotional well-being does not have a detrimental impact on his/her level of achievement. Head teachers, teachers and other personnel are all involved to some extent in the counselling process.

Student discipline is another important dimension in the management of pupils. This involves maintaining record systems to log attendance and changes in membership. Most schools provide scholarship and textbook loan schemes. These have to be maintained to ensure that needy students are provided with the opportunity to attain their scholastic goals.

2.3 Efforts to fulfil the role of headship and major problems

The concept Vision 2020 by which Malaysia aims to become an industrialized, developed nation by the year 2020 has influenced all development activities and endeavours undertaken by public, private and non-governmental sectors.

The education sector has the crucial and all-important role of ensuring citizens' education and the full development of their potential. There is a countrywide agenda for the creation of national 'Smart Schools' and the implementation of this policy will see that every student in every school has access to a system of education that uses the latest technology. School administrators create school improvement plans in line with this national agenda and these plans need to be shared with the school community (teachers, parents and students). Operational plans embody the vision and mission of the school; they include the curriculum, financial projects and plans regarding school facilities and need the cooperation and support of the school community to bring them to fruition.

As regards the management of the curriculum and instruction, head teachers assign the necessary professional functions to teachers and give them greater control over instructional development. Supervising and monitoring the implementation of the curriculum at classroom level are aimed at fostering a positive work ethic, building an excellent work culture, ensuring discipline and improving efficiency and productivity.

The Ministry of Education allocates certain resources to enable schools to implement their programmes and activities. In utilizing these resources, it is mandatory for head teachers to abide by prevailing laws and regulations to ensure fiscal, managerial and

programme accountability. Regular co-ordinating meetings with the management team, heads of department, senior subject teachers and non-professional staff are organized by head teachers. Staff are leaned on by head teachers to ensure that resources are used effectively and efficiently.

Head teachers also work closely with parent-teacher associations to communicate information about the school, for example regarding the various forms of service available to students. They also help clarify and build commitment to goals and promote co-operation, inter-institutional understanding and functional congruency. There is also an elaborate system of parent-teacher consultation, regular tests, guidance and counselling and reporting on students' performance and behaviour.

Head teachers involve themselves directly in the management of students by reacting positively to their problems and being available for direct consultation. They work closely through constant interaction with District Education Officers to ensure that schools get the appropriate subject teachers to fill vacancies in the faculty. Head teachers also have routine relations with their local authorities, and with government departments and other bodies in the form of requests for statistical information, arrangements for external examinations, requests for incidental expense, reporting repairs needed and receiving circulars. They would also at some time or other be involved in explaining the goals, policies, procedures and objectives of their schools to external contacts.

Another important aspect of a head teacher's job is managing the various kinds of conflict which occur within a school. There may be conflict over goals, policies and procedures; conflicts between members of staff, between teaching and non-teaching staff, between staff and pupils and among pupils themselves.

Conflicts occur with parents over their children's problems in school or over disciplinary measures taken against them. These conflicts have to be resolved or managed in some way.

The development of a professional conscience is fostered by a professional code of ethics and professional conduct. By adhering to this code of ethics in their professional and personal lives, head teachers become role models for their organization. This professional conscience and accountability should be emulated by the school community.

Problems related to head teacher management

Education in Malaysia is the concern of the Federal government and as such is governed by the policies, rules and regulations of the public service. There are numerous pressure groups which make all kinds of demand pertaining to the curriculum, to services offered by the system and to the aspirations of the teaching profession. Educational bureaux of political parties, social activist groups, professional organizations, trade union organizations, teachers' unions, parents' groups, parent-teacher organizations and the mass media are all part of the wider scope of participants in the policy-making and policy-influencing constituencies. These groups also provide critical sources of feedback regarding the implementation of educational policies at the school level. Head teachers are often the target of negative feedback and, as institutional leaders, they are required to remain confident and help their organizational members manage the internally complex and ever-changing situation of intensive role ambiguity and the anxiety they face both individually and collectively.

There is a lack of internal control over the appointment and dismissal of teachers and non-professional staff. The responsibility for appointments legally lies with the District Education Office and State Education Department. Unless head teachers are able to choose their staff, or at least exercise a veto on appointments, the freedom to allocate people for particular responsibilities will be curtailed. Goal-setting will take place in the context of a staffing situation over which the head teacher has limited control. The attainment of these goals will be performed by people not necessarily in line with the organizational vision.

Another problem area is subject specialization. Schools consist of specialist staff and head teachers are unlikely to know about the areas of competence of departments outside their own area of specialization. This renders it difficult to exercise a substantial amount of control over the aims of a department's teaching, to know to what extent departments are keeping up with the latest developments and in general to evaluate their work.

Parent-teacher associations in many instances provide strong support to improve the financing of public schools. However, as they provide financial support they also, in certain schools, emerge as powerful organizations exercising influence to the extent of interfering with their administration, which is counterproductive to the national goals of the PTA.

As a result of these various problems the leadership provided by the typical head teacher is largely administrative. The primary goal of these head teachers is a smooth-running organization with emphasis on keeping activities in the school manageable in the midst of pressure for change.

3. Management of head teachers

3.1 Recruitment

Head teachers are promoted from the pool of teachers in schools. According to the *Laws of Malaysia Pertaining to the Regulations of the Board of Discipline, Public Services 1993, Chapter A* with reference to appointments and service, all head teachers must be Malaysians who have served in the education service. Vacancies for head teachers are forwarded to the Organizational Development and Service Division of the Ministry of Education. Advertisements are then sent out to the various divisions of the Ministry, state education departments, teacher-training colleges, polytechnics and semi-government bodies involved in education.

Conditions are stipulated in the advertisement. For example, head teachers need to be in the Education Service and have been appointed as qualified teachers on a particular date. For example, the advertisement on 28 March 2000 [*K.P. Sulit (NP) 0063/61/Jld. 5 (22)*] stated that applicants needed to have been appointed as teachers on or before 31 December 1980. These applicants must already be in the pension scheme, have excellent service records and be free from any disciplinary action. In the case of Sabah and Sarawak, where qualified officers are fewer in number and opportunities for training are provided later compared to their colleagues in the peninsular, applicants must have been appointed on or before 31 December 1988.

Regional differences between Peninsular Malaysia and the states of Sabah and Sarawak are taken into account with regard

to promotion. Applications from suitably qualified candidates are sent through their respective heads of department to the Organizational Development and Service Division. Applicants are then zoned in accordance with their first appointment dates and this list is then sent to the Promotion Board of the Public Services Division. This is a division of the Prime Minister's Department responsible for all civil service matters pertaining to appointment, promotion and discipline. The Public Services Division then short-lists the applicants based on performance evaluations given by their heads of department for the three years prior to the application. This short-list is sent via the Organizational Development and Service Division to the State Education Departments. The State Education Departments then decide on the merits and weaknesses of candidates and forward the endorsed list to the Director General of Education who approves their appointments. The successful candidates then receive letters of appointment from the Organizational Development and Service Division.

Primary-school head teachers are usually drawn from senior teachers who have passed their secondary 'O' levels and have undergone three years' teacher training at a teacher-training college.

Secondary-school heads are usually recruited from the pool of senior secondary-school teachers who have graduated from university with at least a first degree and, in addition, hold a teaching certificate in the form of a Diploma in Education from a university Faculty of Education.

Appointments to become head teacher are promotional posts and as such are always competitive. There are 157,985 teachers in primary schools with only 7,305 positions for head teachers, whereas in secondary schools there are 115,098 teachers with

1,713 positions for head teachers. The State Directors of Education identify teachers as potential head teachers and these are usually selected according to seniority. Senior teachers are very often appointed assistant head teachers in schools and become future candidates for headship.

3.2 Financial conditions

A head teacher in a secondary school is on a salary scale with a basic starting salary of RM3,383, with a housing allowance of RM700 and an entertainment allowance of RM550. In comparison, a graduate teacher in a secondary school is eligible for a starting salary of RM1,281, with RM165 as housing allowance and a civil service allowance of RM170.

There is a provision for head teachers of secondary schools to be appointed as 'Super Principals' which makes them eligible for an even higher salary scale, which is again highly competitive. This type of position was created to retain excellent principals in schools. Previously, these secondary-school principals would have had to leave the headship to attain further promotion. With the creation of this special position, principals are promoted and continue in their post, thus ensuring the continuance of good school leadership.

State Directors of Education draw the same salary as a 'Super Principal' who draws RM4,026 as a starting salary, with a housing allowance of RM900 and an entertainment allowance of RM800. Figures quoted here are for head teachers in public secondary schools. The salaries of private secondary-school head teachers are not standardized as they are fixed by the Board of Governors.

Primary-school head teachers draw a salary of RM2,172, with a housing allowance of RM135 and a civil service allowance of RM80. An assistant head teacher would be paid RM1,743, with a housing allowance of RM135 and a civil service allowance of RM80.

Head teachers' salaries are based on the scales drawn for the education service by the Ministry of Education. For example, a secondary-school head teacher who is placed on the DG2 salary scale would be drawing the same salary as the Head of Department in a Teacher Training College who is also a DG2 officer. This means that all education officers are placed on scales determined by their basic qualifications and could be placed in any Division of the Ministry of Education, State Education Departments, District Education Offices or schools. Lateral transfers are available to head teachers who would want to transfer as administrative officers anywhere within the Ministry of Education, provided the posts are on the same salary scale.

Special allowances are paid to all Malaysian civil servants irrespective of whether they are head teachers or otherwise. These include housing and entertainment allowances. In addition other allowances are provided as stipulated in *Chapter B of the General Order* (1 January 1974). These are awarded when officers are required to work outside their offices/stations, for example when attending meetings. There would be payment for hotel accommodation or lodging, food or daily stipend, travelling allowances, and payment for other expenses incurred like parking tickets, toll charges and laundry (if staying outside the work station for more than three days). Allowances vary as head teachers are paid according to their salary scales.

3.3 Posting practices

The basic criteria for posting and transfer are the service requirements, in other words where and when vacancies exist. However, other considerations are also taken into account like a spouse being transferred, the completion of a term of service (rural posting), medical reasons and special cases, which require posting or transfer to particular areas.

The posting of newly appointed head teachers has been discussed under the section on recruitment. Transfers are based on requests made by the head teachers themselves, which are then forwarded to the State Directors of Education. If the transfer requested is within the state, the State Director of Education decides on the feasibility of the transfer. However, if it is outside the state, the application is forwarded to the Schools Division, Ministry of Education which then goes through the process of seeking the co-operation of the respective State Education Department to place the applicant in his/her area of choice. If there is a vacancy in the state concerned, a transfer is then possible. However, if there is no vacancy, the applicant has to wait.

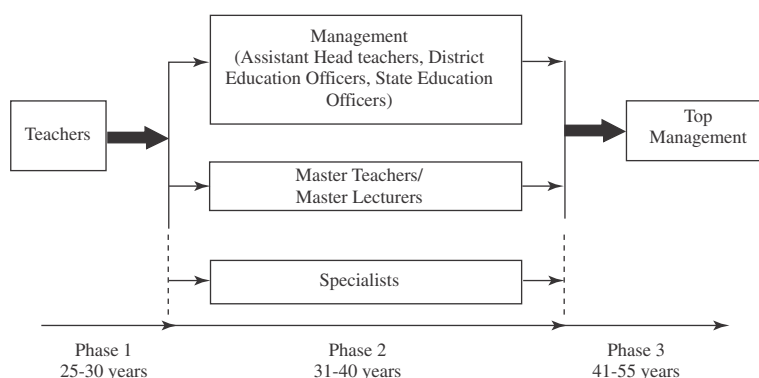
3.4 Evaluation and career development

Head teachers, as members of the Malaysian civil service, are subject to the same terms and conditions as stipulated in the *General Order, Laws of Malaysia 1977* and the various *Chapters A-G* and *Chapters 1-8*.

The Education Service is an open service, which means that one starts off as a schoolteacher and after five years, having been confirmed as an education officer, one can be promoted and transferred to any position within the system (*Figure 5*).

Opportunities are also available for head teachers to become administrative officers in District Education Offices, State Education Departments and Divisions within the Ministry of Education. (*Rules and Practices Discipline Chapter A – Section VII of the General Orders*).

Figure 5. Career paths for professionals in the education system



Phase 1: This phase commences with appointment as teacher in the education service for a period of five years.

Phase 2: Education officers who are between the ages of 31 and 40 years can now apply for promotional posts. They can either apply to become part of the management team (assistant head teachers, head teachers, district education officers, state education officers); or to become master teachers/master lecturers, which are promotional posts (should they wish to remain as teachers and lecturers), or as specialist officers in the various divisions of the Ministry.

Phase 3: Officers between the ages of 41 and 55 years (which is the retirement age in Malaysia) can be recommended for senior management posts in the Education service.

Efforts to train and develop head teachers cannot be implemented without proper planning. A framework that would become a point of reference has to be developed so that any training carried out by Institut Aminuddin Baki (Staff Training Institute of the Ministry of Education) becomes a strategic plan in itself and complements the planning of the Ministry of Education. In line with this, all relevant bodies in the Ministry would have to work together to materialize the career planning for all professionals in the education system (see 3.5).

Rules for government officers (relating to *Behaviour and Discipline*) 1993 stipulate the terms and conditions for dismissal. Section II relating to what constitutes 'good behaviour' states that government officers should not:

- put personal interest ahead of public interest;
- have any personal interest which conflicts with public duties;
- behave in any manner which conflicts with public duties to a point which affects the reputation of the government officer;
- use government resources for self interest;
- behave in such a manner that tarnishes the name of the public service;
- work ineffectively and inefficiently;
- be dishonest or unfair;
- be irresponsible;
- bring in or attempt to bring in any outside influence or pressure to support or promote claims related to the public service, either as personal claims or public service claims; and
- avoid carrying out official duties.

Head teachers are bound by these terms and from time to time need to declare their assets to the Disciplinary Board of the Ministry of Education. Any asset bought or sold after the date of declaration needs to be re-declared and recorded in the service booklet/document. Anything considered as 'excess' or beyond the means of the head teacher could be investigated and if the person concerned cannot give a reasonable explanation of how these assets were acquired, they could be liable to judicial action.

Disciplinary procedures are clearly listed in *Part IV of Chapter D* relating to the *Disciplinary Rules and Procedures of 1993*. Any officer cannot be dismissed or demoted unless disciplinary procedures have been initiated in writing and the officer concerned has been given the opportunity to clear any evidence of 'misconduct'. However if officers have been involved in criminal cases where they have been found guilty, they would be dismissed from the service without a hearing.

Their immediate heads of department, the district education officers, evaluate the performance of head teachers. Performance evaluation is based on their job description and work targets, which are determined at the beginning of the year (*JPA (Performance) 1/93 – 5/93*). There is a standard evaluation tool, which is used for all government officers. The specific areas officers are evaluated on are:

- work output – quality, quantity, cost-effectiveness, timeliness, and implementation of policy and administrative orders;
- knowledge and skills – knowledge in the work area, ability to organize, ability to make decisions, effectiveness in communicating and ability to solve problems;
- personal qualities – initiative, commitment, sense of fairness, discipline and leadership;

- relationships and co-operation;
- potential – vision, ability to put things into perspective, ability to analyze, awareness of circulars, proactivity, creativity, innovation and the ability to meet challenges.

The performance evaluation given by the District Education Officer is regarded as the first level of evaluation. The second evaluator, who is usually the State Director of Education, leads the second evaluation. Performance evaluations have many implications for head teachers. Salary increments are dependent on them. The top 2 per cent of head teachers in the State Education Service are given three increments, the next 3 per cent get two increments and the majority get their normal single increment. Those who have been identified as being disciplinary cases are given salaries which are considered static (no increments) (*Chapter 2 – The New Remuneration System – Administrative Circular 4 of 1992*).

Promotion is also based on the evaluation system described above. Head teachers who had excellent evaluations three years prior to the date when promotions are advertised, qualify for the posts considered as promotional posts.

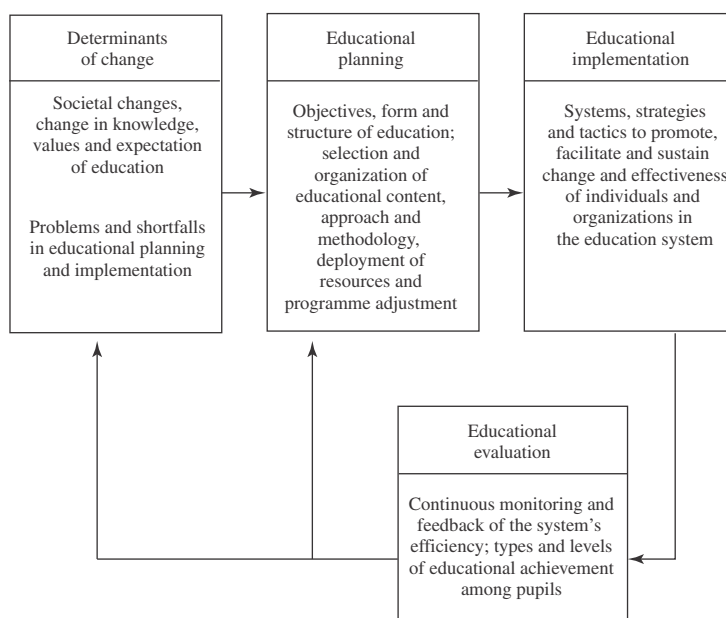
3.5 Training

3.5.1 Introduction

Before 1979 various forms of training were provided for head teachers on an ad-hoc basis. The value premise that led to the establishment of Institut Aminuddin Baki (before known as MESTI – Ministry of Education Staff Training Institute) in March 1979 is that continual staff development is crucial in improving the quality of education provided in schools. There is also the need to increase

effectiveness on the operational side of the education system. Since education is expected to play an increasingly significant role in the process of social reconstruction, there appears to be a need for concomitant responses from educational managers at all levels of the system in acquiring the desirable attitude and skills in the management of educational change. Similarly, organizational renewal, to meet the increasing challenges of educational management for change, is a matter of concern in the process of improving the education system's operations.

Figure 6. Development of training programmes



3.5.2 *The IAB's training focus*

Broadly, the role of the IAB, as an institution for human resource development within the education system, has therefore been directed towards educational planners' and administrators' leadership qualities and management competences. The tasks of the IAB have thus been identified as:

- providing opportunities for educational managers to enhance their understanding of the concepts and processes of planned change, and to develop skills in the formulation of strategies and tactics for the resolution of educational issues and problems;
- providing opportunities for educational managers: to develop skills in qualitative and quantitative analysis of educational change, issues and problems; to gain insight into the processes and ramifications of social engineering; and to gain competency in programme development directed towards improved resource utilization for the qualitative development of education.

3.5.3 *Structure*

Structure refers to the ways in which the tasks of the IAB are conceptualized into operating units (differentiation) and the ways in which IAB activities are co-ordinated (integration). The structure of the IAB provides the basis for determining its task relationships (technology) and the deployment of training resources (administration). Figure 6 provides a basis for identifying how programmes are developed.

To be able to carry out its tasks effectively, the IAB must have the professional competence to assemble, as well as develop,

a pool of knowledge and experiential expertise in educational leadership and management. The IAB has progressively developed its institutional competences in at least the following areas:

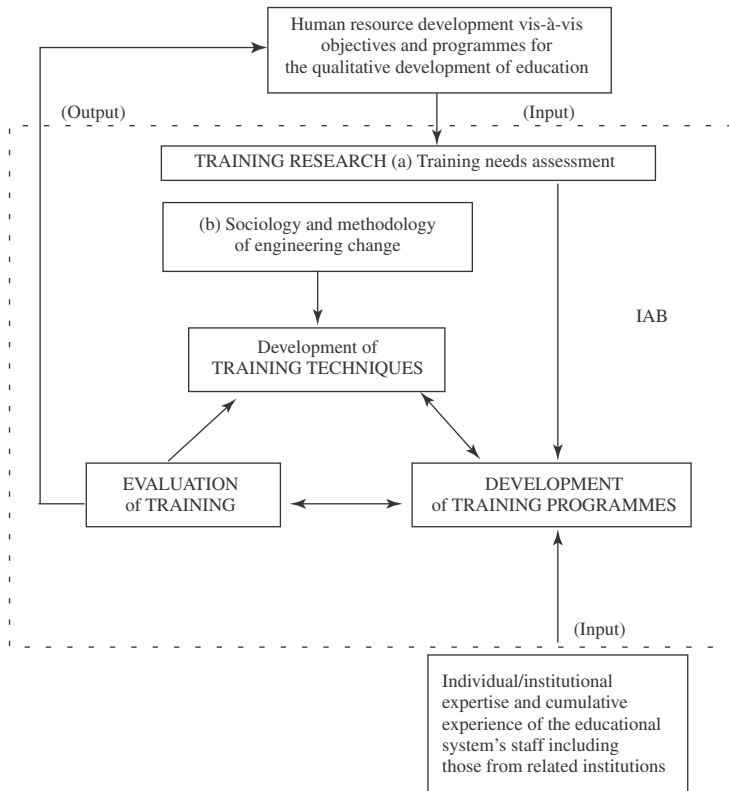
- Educational foundation and human development
 - (i) sociology of educational change;
 - (ii) morphology of organization and organizational renewal;
 - (iii) psychology of motivation and human behaviour; and
 - (iv) human relations laboratories/sensitivity training.
- Educational development and administration
 - (i) educational planning and programming;
 - (ii) curriculum development and implementation;
 - (iii) educational leadership and management; and
 - (iv) educational financing and accounting.
- School leadership and supervision
 - (i) instructional leadership;
 - (ii) school administration;
 - (iii) curriculum evaluation and testing; and
 - (iv) guidance and counselling.
- Research and evaluation
 - (i) educational research methodologies;
 - (ii) data processing and statistical analysis;
 - (iii) educational and curriculum evaluation; and
 - (iv) training research and evaluation.

3.5.4 Technology

In the process of developing operational procedures to energize human and material resources for the training of the education system's personnel, the IAB has been responsive to the

needs of its human resources development. Therefore the IAB has been conceived as an open socio-technical sub-system of the education system, as illustrated in *Figure 7* below.

Figure 7. IAB as an open socio-technical sub-system



The IAB's activities have been directed towards research, development and dissemination of relevant knowledge and proven practices in educational leadership and management. It has focused

its training programmes on improving the perceptual, conceptual and problem-solving skills of its trainees to resolve educational issues and problems.

Two types of training programme are provided:

- discreet training programmes to meet specific/specialized needs; and
- serial programmes, e.g. Exposure/Refresher courses
Intermediate course
Advanced course

The length of each training programme depends on the nature of the need and the anticipated time taken by trainees to reach the desirable level of competence.

Flexibility in training programme schedules, with multiple entry points, and the multiplicity of training techniques have been the working principles of the programme. Objectives have been identified so that trainees are provided with the opportunity to reach a desirable level of competence.

3.5.5 Conclusion

As the pool of head teachers to be trained is large, induction training is very often impossible (see *Table 8*). Teachers on promotion assume the post of head teacher automatically with very little preparation to take on the responsibilities involved. Some of them may have had some form of preparation as they may have been assistant head teachers (curriculum, student affairs, co-curriculum). This experience may have limited relevance however as head teachers are accountable for every aspect of school administration.

Head teachers face all-encompassing challenges. Their first challenge is to reorientate the headship from management to leadership. This is a complex task. Not only do they have to assume the role of leadership, switching from implementation to initiation, focusing on outcome and taking risks; but they also need to adopt leadership strategies and styles suitable for hierarchical school organizations. Their influence needs to be that of professional expertise and moral imperative rather than line authority. Empowerment has to be the central focus.

Table 8. Number of head teachers and senior assistants trained (1991-2000) by Institut Aminuddin Baki, Ministry of Education

Category	1995	1996	1997	1998	1999	2000
Head teacher (Secondary)	1,328	1,371	568	915	678	313
Head teacher (Primary)	1,812	2,883	2,856	1,730	1,101	857
Senior Assistant (S)	298	881	551	469	507	329
Senior Assistant (P)	514	927	641	346	539	185
Total	3,952	6,062	4,616	3,460	2,825	1,684

Schools have been cited as entities for change within a wider environment, which poses numerous challenges. Head teachers, as organizational architects, need to acknowledge the changing context in which schools must function. They need to learn and help others to learn about the principles of change facing schools and they will need to assist teachers, students, parents and others as they begin to reconstruct their own schools consistent with these changes.

As head teachers undertake their roles as organizational architects, they will need to look into the ethnic, racial, and disadvantaged school populations. To accomplish this, they will need to help design a social network to address the conditions confronting many of their pupils. There is a need to look into the purposes and structures of their own institutions to better serve the changing student population.

As we focus on the concept of schools as learning organizations, there is a growing awareness that, in order to become excellent educators, head teachers need to be well educated themselves. Head teachers need to be much more deeply involved in the core functioning of schools than they have been in the past. As such, head teachers need to demonstrate educational leadership by becoming the head learner in the organization.

The moral dimension of schooling in general and of the headship in particular has also been focused on in school leadership and management literature. At the basic level there is a growing acceptance of the fact that head teachers' activities are intertwined with ethical issues in schools. In this way head teachers are regarded as leaders in the community. Recognizing that communities and their members flourish in caring, nurturing environments, head teachers must seek to employ a caring ethic to guide their decisions and actions. They will then view teachers, students and parents as colleagues, partners, co-learners and friends. The challenge is to work with these groups to build a community of learners.

3.6 Support

The education service is part of the Malaysian Civil Service and the Education Ministry is the largest ministry within the

Malaysian Government. The public sector is the largest provider of educational services from primary school right through to tertiary-level education.

Because the Education Service is part of the Civil Service, all references made to accountability in the Civil Service therefore also apply to the education sector. Head teachers are covered by the corresponding rules, regulations and procedures.

The Malaysian Administration Modernization and Management Planning Unit (MAMPU) has been established to oversee the introduction of administrative reforms. This will modernize the Civil Service and should have a positive spill-over effect on the private sector. Every organization is expected to have its own quality-regulating procedures. In this respect, every organization is accountable to itself to take steps to institute a philosophy of providing a quality service and work ethic in every aspect of the organization's activities. But beyond the expected self-regulations, there are agencies and mechanisms that regularize and institutionalize accountability procedures in the education system and in every aspect of the functioning of educational institutions. Such expectations are prescribed in various guidelines established by the Civil Service.

Civil Service accountability, including accountability in the education system, encompasses efforts which bring about behavioural and systems improvements. Initiatives pertaining to attitudinal and value changes include the introduction of the wearing of name tags, the punch-clock system, the 'efficient, clean and trustworthy' campaign, the principle of leadership by example, the inculcation of Islamic values in administration and the 'Look East' policy. Initiatives pertaining to systems improvements, to maximize

the efficiency and effectiveness of public-sector agencies, include the introduction of office-procedure manuals and desk files, a quality telephone service, quality counter service, procedures for office correspondence, the effective management of meetings and the open-office concept. Initiatives aimed at fostering a positive work ethic include the building of an excellent work culture, discipline and the improvement of efficiency and productivity.

Administrative government circulars encompass all major public-sector activities. The Professional Circulars of the Ministry of Education and Principal Target Areas of Work encompass all major activities related to the organization. The implementation of the distribution of Professional Circulars to some degree brings about the realization of professional accountability. For example, in 1994 the Ministry of Education formulated the Principal Work Target documents. The formulation of the Principal Work Targets fosters meticulous focusing on educational ideas and ideals as opposed to a focus on economic ones. The Principal Work Targets identify, delineate and clarify the education agenda for development as seen by educational leaders at the centralized level. These broad educational ideas are then translated at the level of each division, state, district and school in the country. At the institutional, district, state and divisional levels, targets are set annually and this Principal Work Target has become a major planning and monitoring tool, and an 'accountability document' for educational development. The document allows for continuity, conceptualization, justification, monitoring and flexibility.

The frame of reference for educational accountability is documented in the Clients' Charter of the Ministry of Education. The Clients' Charter underlines the intended educational provisions and the promise of commitment. The introduction of the Clients'

Charter enables head teachers to think of students as clients and customers and to re-examine the services they provide. The concept of stakeholders, constituencies and sponsors, although in existence for a long time in the education field, is now being popularized, with the accompanying demand for documentation. The Clients' Charter is to be exhibited and thus policies made transparent, promises made public and agencies and individuals made accountable to the public. The introduction of the Clients' Charter in education marks the beginning of bringing about the empowerment of the citizenry, specifically the recognition of the rights of the child, parent and the community in a centralized and bureaucratized educational environment. The display of the Clients' Charter provides the head teachers with fresh insight into the meaning of their duties and responsibilities. It also provides them with the motivation and impetus to re-examine their beliefs and values, their time management and definitions about the ethics of the profession.

Professional accountability to students and the profession is not rule governed but is governed by professional conscience. The professional Code of Ethics adopted by teachers and teachers' unions throughout the country fosters the development of professional conscience.

The Federal Inspectorate of Schools, with its corps of inspectors, is responsible both for raising standards and ensuring the proper implementation of the country's educational policy. The officers form the body of professional experts who are independent in their freedom to visit schools; to observe and to comment upon conditions therein, to advise teachers and others concerned with schools and generally to do all that they can to ensure that educational standards are maintained and improved. Head teachers

receive advice from inspectors on the quality of the teaching-learning process and administration in their schools.

There are five types of inspection, which provide feedback to head teachers:

1. Normal Inspections where inspections are carried out to ensure that teaching and learning, and certain aspects of school administration, are appropriately conducted in accordance with the regulations prescribed by the Ministry of Education.
2. Full Inspections are carried out on a particular school or educational institution by a team of inspectors over a period of one week. The aim is to inspect and evaluate all aspects of administration/management, curriculum activities, school climate or school environment and leadership of head teachers.
3. Follow-up Inspections are carried out to ascertain whether the school authorities are implementing the recommendations made following normal or full inspections.
4. Thematic Inspections check on the implementation of the fundamental shifts of the Ministry of Education. Such inspections focus on current critical issues.
5. Special Inspections are carried out upon request from the Minister of Education or the Director General of Education. These inspections attend to letters of complaint by parents or the public addressed to the Minister or the Director General of Education.

Reports by the Inspectorate of Schools are confidential documents, but they are available to head teachers. As these reports are diagnostic-prognostic, they enable head teachers to identify strengths and weaknesses, and to understand the reasons for the

upturn or downturn of standards achieved. This approach also enables the Inspectorate to make a prognosis of the effect of setting standards in relation to school performance.

The focus of inspectors during their visits is on the following areas:

1. formulation of vision and blueprint for the school;
2. management functions:
 - organization,
 - teachers and support staff,
 - students,
 - environment,
 - finance,
 - community involvement;
3. educational development,
 - co-curriculum;
4. resource development;
5. organizational development:
 - environment,
 - communication,
 - commitment,
 - teaching-learning process inside and outside the classroom.

Normally, head teachers are required to read inspectors' reports and accept the comments made within. Head teachers are then obliged to take the necessary course of action which inspectors would then monitor during follow-up inspection visits. In almost all cases positive changes are made either in the curriculum, finance or organizational development. The problem, however, has been the maintenance of these improved standards. The Federal

Inspectorate of Schools is now in the process of drawing up quality standards in various areas of school management. These standards of quality will be determined by the schools themselves and monitored and supervised by the district education offices and state education departments. The Inspectorate is currently involved in the promotion, marketing and installation of these quality standards in schools throughout the country.

The Schools Division of the Ministry of Education conducts regular meetings with all secondary and primary head teachers. During these meetings administrative and financial problems are discussed; emphasis is also placed on teaching, learning and supervision. Every effort is made to ensure that head teachers manage the core technology of schooling effectively and efficiently. Besides this, the School Principals' Convention and School Headmaster Council meetings are held at regular intervals to provide opportunities for networking. District education officers' conventions and schools' supervisors/organizers' unions meet regularly to help improve the support for head teachers.

Local, district and state initiatives are introduced to give additional, regular support to schools. This provides the impetus for collaboration and co-operation among all those involved so that there is improved symbiosis and synergy through planned integrated activities. In addition there is improved interfacing and networking, greater responsiveness to societal and sector demands, the implementation of resultant, more pragmatic educational policies and practices system-wide, improved professionalism and an enhanced national and international image.

4. Main problems and major innovations

4.1 Main problems

The greatest challenge in both the private and public sectors towards achieving Vision 2020 is ensuring that all long- and short-term planning is implemented and achieves the goals stated. This depends on the ability of teachers and school leaders to manage human resources. The success of an organization depends in part upon the ability and quality of its human resources in the effective implementation of planning. This is clearly seen in government plans and policies, which give emphasis to human resources and organizational development. Among the factors that determine the quality of human resources in a country is the education system, which nurtures excellence and vision.

Acknowledging that the role and success of the Ministry of Education is critical towards accomplishing Vision 2020, each plan and its implementation has to focus on that vision. To bring about change and a paradigm shift in the conceptualization and orientation of the country the management and leadership of all Malaysian educational institutions must be effective and efficient. As stated in the Seventh Malaysian Plan, attempts should also be made to improve the implementation and management of educational programmes and training through enhanced management consciousness as well as strengthening monitoring and evaluation systems. The Seventh Malaysian Plan states that the objectives of education and training are to provide a qualified, high-calibre workforce and to develop citizens who are disciplined, have high moral values and a strong work ethic. This poses a strong challenge for all educationists.

In line with these goals, the Ministry of Education has developed its mission to promote a world standard education system, to fully develop individuals' potential and meet the aspirations of the country. The Ministry of Education needs to continually ensure that all educational managers working in schools, the departments of education at district and state levels and the divisions of the Ministry of Education have the ability to manage satisfactorily and possess the latest knowledge in educational management. The effective leadership of schools is an essential factor in developing an optimum environment for developing harmonious and balanced individuals as enshrined in the 'Philosophy of education' (*Appendix*). The ability of the country to compete in the era of globalization depends very much on the quality of human resources being developed by the education system.

The Ministry of Education is very much aware and responsive towards the demands of the nation as well as the international arena. All ministerial mission statements are fine-tuned towards helping the education system become one of the best in the world. All departments and organizations within the Ministry of Education must contribute to this shared goal. One of the most important elements is to ensure that the leadership of educational institutions operates at the same level of effectiveness and efficiency.

The Director General of Education, in a policy speech dated 28 May 1998, outlined 10 main areas that need to be implemented in order to achieve the Ministry of Education's mission. The 10 areas identified were:

1. effective principals/head teachers;
2. effective schools;
3. professionalism among teachers;
4. relevant curriculum;

5. the System of Education and Examinations;
6. supporting infrastructures for teaching and research;
7. development of research and implementation systems;
8. development of effective implementation and monitoring system;
9. comprehensive staff development;
10. effective collaboration and co-ordination with society.

In line with this, the Institut Aminuddin Baki has been entrusted with the responsibility of upgrading the management skills and knowledge of education officials, chiefly head teachers, through its training programmes to ensure that institutional management and leadership are geared towards excellence.

The Institut Aminuddin Baki feels that in the light of various national and international developments, changes should be made to its training curriculum. This became clear when the IAB initiated its Plan for Human Resource Development to prepare the Ministry of Education for the challenges of the twenty-first century. For the past 20 years there have been structural flaws in the country's education system, especially in the appointment of head teachers. There have been instances where individuals have not been interested in the headteaching position they hold or else are simply unsuitable for the position. This has been taking place because appointments to the position of head teacher have been based purely on the seniority of individuals. The role of the IAB had become a subset of this structural flaw as it had to train those who had been appointed as head teachers, with no say in their selection and placement.

However, the Ministry of Education has taken steps to rectify some of these weaknesses. The IAB can now take proactive measures to prevent some of the problems arising. Some of these actions include:

- advertising and selecting candidates for headship;
- training a pool of officers for management;
- preparing career paths for teachers with a focus on management development;
- tying up training with continuous staff development; and
- providing distance-education programmes to ensure the provision of education for all.

These steps will ensure that thorough training is provided before the placement of educational managers and head teachers. Training of this nature would enable ‘back-to-back appointment’ in the education system. This means that once the incumbent is transferred or retires, there is an immediate replacement from the trained pool of potential head teachers.

The Institute, together with the Schools Division of the Ministry of Education, has been able to identify, select and recruit successful candidates from the system. Training has been carried out at the Institute with the successful completion of the programme for the first pool. This process has enabled the Ministry of Education to institutionalize the career paths of teachers who are interested in management positions. Once these candidates have been placed in managerial positions, regular in-service programmes have been planned at the Institute for their continuous professional development.

4.2 Innovation

4.2.1 New paradigm in training programmes dealing with the management and leadership of effective and excellent head teachers

Since its establishment, the IAB has implemented training programmes in line with the needs of the Ministry of Education. Head teachers have been given training in Educational Management

and Leadership following their appointment. There have been instances where head teachers have attended courses at the IAB at the end of their career or even reached retirement age without attending any training programme.

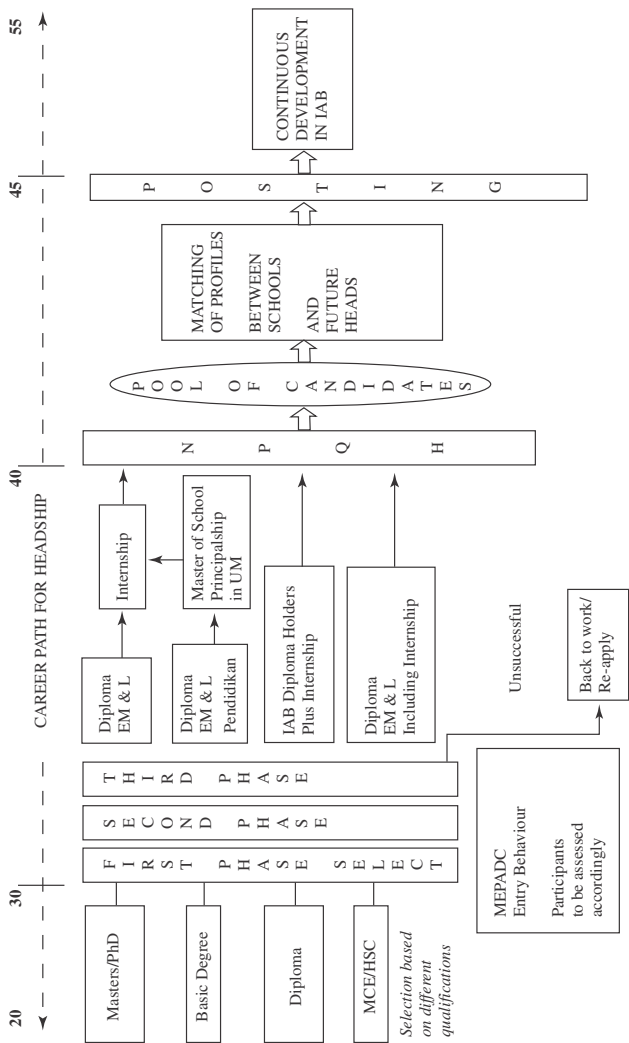
This situation should not have arisen. Sound human-resource development practice should focus on training before, during and after appointment to a particular position. Realizing this need, the IAB's training programmes have taken into consideration the phases as seen in *Figure 8*.

Efforts by the government and the Ministry of Education to enable the education system to become one of the best in the world require the effective management and leadership of educational institutions. The Ministry of Education has to follow and take into account current developments and changes in the planning and implementation of educational policies. In line with this, the IAB has to look ahead and training contents must reflect current trends.

4.2.2 Implementation strategy in the Training programme on educational management and leadership towards the development of effective and excellent head teachers

The Ministry of Education, in its efforts to bring about changes in the school system, embarked on an ambitious plan to make all schools effective. Educational managers therefore need to be exposed to the latest information available both nationally and internationally. Preparations need to be made early so that current and prospective head teachers are trained to become effective managers.

Figure 8. Operational framework for selection, appointment and continuous training



In response to this, in 1998 the IAB planned its training calendar to accommodate the training of current and prospective head teachers (*Figure 8*). Several phases have been identified in this model, which was implemented for the first time in 1999. Phase I calls for applicants from serving teachers to train as head teachers. This is to ensure a pool of prospective head teachers who would form the second echelon of institutional leaders. This group of prospective leaders is between the ages of 30 to 40, taken from the corps of graduate teachers from secondary schools and college-trained teachers from primary schools. These two groups apply through the State Education Departments and Divisions of the Ministry. Applications are vetted according to set criteria, which include performance appraisals. Successful applicants from this preliminary process undergo a selection process conducted by the Malaysian Executive, Principal Assessment and Development Centre (MEPADC) in Institut Aminuddin Baki.

There are three phases in the selection process, which uses the hurdle approach. A battery of selection instruments is used in the first phase. In the second phase, candidates are assessed on their physical fitness and computer literacy. Candidates who are successful after the first two phases are called for interview, where they are put through in-tray exercises, assigned role discussions, case studies and personal interviews. They are assessed on how they solve problems, make decisions, show leadership style, sensitivity to others and to what extent they possess a sense of educational values. Once the candidates are successful at the third phase, they are selected for training in educational management and leadership. Unsuccessful applicants return to their respective posts but are given the opportunity to apply at a later date. There are usually four categories of candidate for the training programme. The first group are candidates with Master's degrees in Educational management or other similar qualifications at entry point; the second

group possess a basic degree (Bachelor of Arts or other similar qualifications); while the third group possess a Teaching Certificate from a local teacher-training college. The fourth group comprises incumbent head teachers in primary schools who do not go through the selection process. They are selected from the pool of existing head teachers who wish to upgrade their management and leadership competences.

The training programme at the IAB focuses on five courses, which are cumulatively called the Diploma in Educational management and leadership. This diploma programme runs for a period of six months, where candidates are exposed to various theoretical and conceptual frameworks of school management and leadership. Questions focus on issues like:

- how can we manage schools better?
- what core competences must educational administrators possess?
- what is the most important theory of educational administration/ management?
- what are the universalities and the particularities of educational management in different cultures?

The diversity of state contexts poses a great range of practical and theoretical problems that need to be addressed by educational leaders in their particular areas. As such, four serial courses, which are labelled the Basic Course, the Intermediate Course, the Special Course and the Continuous Development Course on School Management and Leadership have been designed. These serial courses provide participants with the tools of thought and professional and academic frameworks with which they can exercise creative cognitive processes. Autonomous personal mastery of these processes will enable them to make sense of

their administrative, professional and personal existence and provide the rationale of educational management of schools.

Such subtle and profound development can only occur if participants acquire the generic intellectual cognitive skills, and the specialized language and technical tools pertinent to educational management. These training programmes give emphasis and precedence to applied managerial skills and examples of 'best practice' over content knowledge and theories. The 'hidden' curriculum includes the provision of quality self-contained accommodation, fine food, high-quality dining facilities, adequate recreational facilities, and a beautiful environment. Moreover, it is reflected in the standard of dress and behaviour expected of course participants.

The last component in the Diploma is called the Practicum, which provides participants with opportunities to go to schools other than their former schools to observe practices related to educational management and leadership, for a period of three weeks.

The emphasis of these programmes is on the professional components of headship training, where integration of the practical and theoretical elements should be attained. The practicum phase enables participants to make pertinent observations in the schools that they are attached to, so that they can reflect on these observations in the light of theories and principles they have been exposed to in the first four courses of training.

Training strategies within the programmes tend to be action-oriented, to actively engage participants. Within the various programme formats, a wide battery of learning approaches including simulations, writing exercises, case studies and reflective thinking are employed. This use of a variety of instructional approaches is especially efficacious in promoting learning in adults. There is also

evidence of the stages of effective instructional lessons that are: present, model, practice, over-learn and review.

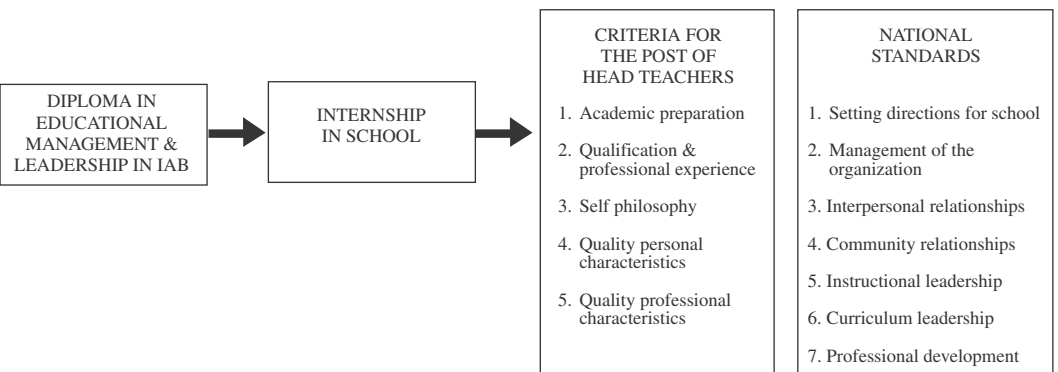
The next six months, as seen in *Figure 9*, is called the period of internship where candidates are attached to their own school to understudy the incumbent head teacher as well as apply their theoretical knowledge to bring about changes and/or continuous improvement in areas of concern for schools. As a training institution responsible for headship training and development, IAB has found this a pertinent way to convey information, making theory and practice more evident and applicable to the practice of administrative leadership.

Just as medical practitioners undergo compulsory housemanship and lawyers undergo a period of chambering, the internship phase for prospective head teachers provides them the opportunity to acquire the competences necessary to use relevant information in school situations. The transfer of knowledge is promoted when participants have the opportunity to apply it to relevant problems. The situation in which these candidates encounter a problem in real life is typically different from the classroom conditions in which they learnt new information or skills.

IAB has identified seven areas called the national standards in school management and leadership that are continuously addressed by head teachers in the school context. They are:

1. setting directions for schools;
2. management of organizations;
3. interpersonal relationships;
4. community relationships;
5. instructional leadership;
6. curriculum leadership;
7. professional development.

Figure 9. Award of the NPQH



Note: The NPQH is awarded upon fulfillment of the set of criteria for the post and national standards.

Participants are required to select six areas to work on and prepare portfolios for each of the chosen areas. They draw on available resources to solve problems or bring about continuous improvements in the school. Participants are expected to develop a decision-making, rather than a strategic, sense of management. The strategy agreed upon must be developed into a school improvement plan, implemented and evaluated accordingly with the school community and the staff of the school.

Practices aimed at school improvement do not take place in isolation; each set of chosen strategies influences subsequent actions. This is partly what makes implementation of change a complex process requiring strategic thinking. For example, improvements in curriculum or classroom organization are not likely to be maximally productive unless teachers understand and believe in the concepts and materials being presented and have the skills necessary to adapt the curriculum to student needs. Participants must learn to consider which strategies to select and in what combination to implement them in order to maximize their impact.

Each of the participants is assigned a supervisor/coach who visits the candidate every month to provide supervision, support and mentoring. These supervisors pass on appropriate information regarding school improvement plan implementation. This has been seen to have an immediate practical application since participants strive to achieve better results in the second portfolio. Participants learn what factors they must attend to when planning and implementing change. Through practical application they build on prior learning and reinforce their knowledge base. The incumbent head teachers of the school where the programme is carried out provide the role model for emulation.

As schools are complex social systems, the implementation of change requires head teachers to manage interdependent activities and programmes to accomplish their goals. The internship programme provides an opportunity for prospective head teachers to develop the ability to think strategically, which underlies effective leadership. An emerging body of empirical studies provides initial support for this perspective.

There has been increased emphasis on helping prospective head teachers generate the tools that will enable them to make ongoing improvements with their job. They must reflect on their experiences and examine their assumptions and views about managerial work. The writing of portfolios helps these prospective head teachers to critically examine their own and the incumbent head teacher's leadership behaviour.

Beginning with the assumption that the greatest value of the programme lies in the use prospective head teachers make of the skills and knowledge they acquire during it, much emphasis is placed on each person developing, implementing and evaluating school-improvement projects. The participants devote great attention to designing appropriate school-improvement projects, which they can subsequently carry out. These projects naturally differ according to the needs of each particular school and the interests of each participant, but all are intended to focus on activities that can be reasonably expected to enhance school effectiveness, particularly in the cognitive domain. The projects based on the concerns of these participants were nourished by research on school and classroom success, and were developed in the collegial atmosphere of professionalism and desire for change. Participants invest considerable time, energy and personal concern in the projects. They make important improvements to the leadership of their schools.

At the end of the internship programme, candidates present their six *Assessment of Achievement* portfolios. They are also required to prepare a *Personal Development* portfolio, which is similar to a marketing plan. This portfolio includes background information, duties and responsibilities, which the participant held before the programme, curriculum vitae, published articles, book reviews, objectives for self-development and letters of recommendation. This development portfolio is useful as a point of reference for future placement in schools as the general aim is to place the candidate with the most suitable background in the right type of school.

On successful completion of the twelve-month training programme (training and internship) candidates are placed in a pool of prospective head teachers awaiting posting. However, on final analysis, seniority more than any other factor tends to be the dominant criterion for selection. Candidates are awarded the National Professional Qualification for Headship, a qualification representing the professional licence to practise that would eventually form the basis for appointment as head teacher.

In 1999, about 8,000 interested teachers applied for this programme. After undergoing the three phases of selection procedure, the following numbers (*Table 9*) were selected.

Table 9. Number of headship candidates

Year	Potential HT for primary schools	Potential HT for secondary schools with 1st Degree	Potential HT for secondary schools with 2nd Degree
1999/2000	59	76	129
2000/2001	299	73	58

Some local initiatives at State Education Department level have been made to appoint these candidates as assistant head teachers, senior subject teachers and afternoon school supervisors. These appointments would further provide the prospective head teachers with experience in school management craftsmanship.

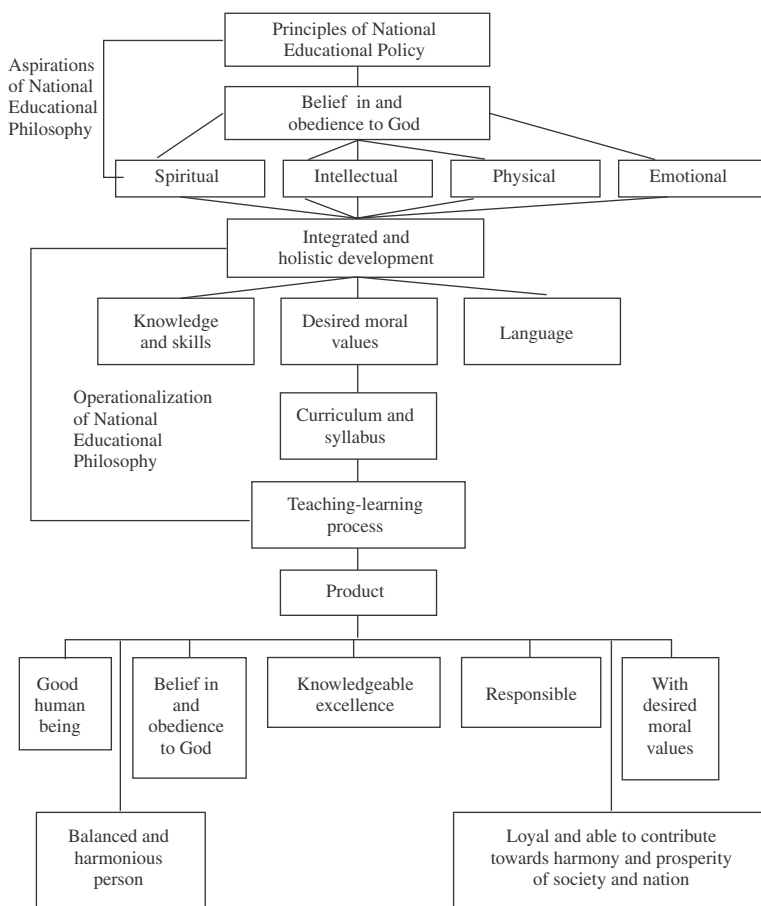
The Institut Aminuddin Baki has endeavoured to play a more effective, significant role towards the identification, selection and training of prospective head teachers. There is currently a lack of investigation based on the effect of the programme because of its recent creation, and so it is difficult to ascertain its impact.

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Appendix

The National Educational Philosophy



Source: Ministry of Education Malaysia, 1989.

Better school management: the role of head teachers in Nepal

Hridaya Ratna Bajracharya, CERID

Bijaya Kumar Thapa, CERID

Ratna Bahdur Tamrakar, NCED

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List of abbreviations

ADB	Asian Development Bank
BPEP	Basic and Primary Education Programme
DEC	District Education Centre
DEO	District Education Office
DOE	Department of Education
GDP	Gross domestic product
INGO	International non-governmental organization
LSGA	Local Self-Governance Act
MOE	Ministry of Education
MOES	Ministry of Education and Sports
NCED	National Centre for Educational Development
NER	Net enrolment rate
NGO	Non-governmental organization
ODA	Overseas Development Administration
PTTC	Primary Teacher Training Centre
RC	Resource Centre
SEDU	Secondary Education Development Unit
SLC	School Leaving Certificate
VDC	Village Development Centre
WSA	Whole School Approach

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1. Basic facts and background information on the education system in Nepal

Bound on the east, west and south by India and on the north by China, Nepal is a landlocked country. It has an area of 147,181 square kilometres. The country can be divided into three elongated strips – the low-land or plains known as the Terai along the southern belt, the snow-capped Himalayas that include Mount Everest along the north, and the middle hills between the Terai and the Himalayas. The Terai belt (about 17 per cent of the land) is flat and fertile and has an altitude of between 60 and 300 metres above the sea level. The hill belt (68 per cent of the land) consists of valleys and mountains with altitudes ranging from 600 to about 5,000 metres and includes the Kathmandu Valley, situated at an altitude of 1,300 metres. The Himalayan belt (15 per cent of the land) consists of high mountains ranging from 5,000 to 8,848 metres. Of the total population of about 22,000,000, about 8 per cent live in the mountain region, 47 per cent in the Terai and the remaining 45 per cent in the hill belt. The total population is comprised of people with several different languages, cultures and ethnicity.

Table 1. Population and other indicators

	Year		
	1981	1991 (Census)	1997
Total population ¹	15,022,839	18,491,097	21,843,068
Female population	(49%) 7,327,503	(50%) 9,270,123	(50%) 10,903,447
Life expectancy at birth ² (in years)	44	54.3	56.5
Literacy (%)	19	39.6	48 ³
Hospital beds (1994/95)		4,570	4,848
Doctors ⁴	562	1,196	1,497
% change in GDP (from-to) 2.5 (70-80)		2.31 (88-89)	3.60 (95-96)
Per capita GDP (US\$)	169 (1985)	183	220
Per capita GNP (US\$)	172 (1985)	186	223

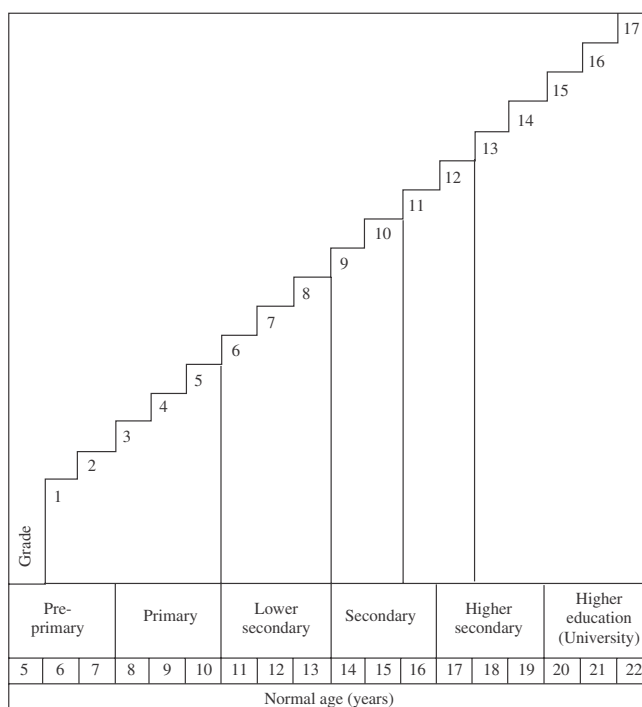
Sources: 1. Statistical Year Book, CBS 1991/97;
 2. World Development Report 1982 and 1997;
 3. Recent estimate of Ministry of Education;
 4. Nepal in Figures 1997;
 5. Economic Survey 1996/97 and 1990/91.

As can be seen from *Table 1*, the current GDP per capita is around US\$220. In the current situation, about 40 per cent of the people live in absolute poverty. There will be no economic turnaround in the near future as the economic growth rate is low (the current GDP growth rate is about 2.3 per cent). There are also demographic problems (the population growth rate is about 2.2 per cent per year) and disparities arising out of social and gender inequality.

1.1 Structure of the education system

The present education structure (academic) is 12 years of schooling and 5 years of university education (see *Figure 1*). Since the early nineties, two years of higher-secondary education have been introduced. Consequently, two years have been phased out from the university system and the bachelor degree has been made into a three-year course.

Figure 1. National education structure



Source: Ministry of Education, 2000.

Furthermore, the government has introduced one-year pre-school education in 36 (out of a total 75) districts in the country.

1.1.1 Administrative set-up

The Ministry of Education was first created in 1951. During the latest ministry restructuring it has been renamed the Ministry of Education and Sports (MOES). The task of initiating and systematizing educational activities across the kingdom lies with it. The MOES is responsible for planning, management and service delivery systems in the education sector across the country. All functional units of the Ministry and other constituent and autonomous bodies working within its framework are part of an organic structure geared towards achieving similar goals. The Administrative structure of MOES is given in *Appendix 1*.

The Department of Education (DOE) was established in 1999 with the objective of taking responsibility for the overall implementation, supervision and monitoring of the formal and non-formal education programmes in the country. To this end, it has a direct line of command with the regional and district-level offices. The administrative structure of MOES is given in *Appendix 2*.

The administrative structure has been developed with a focus on the current government policy of decentralization. The implementation of BPEP II (Basic and Primary Education Programme) follows the principle of decentralization keeping well in tune with the Local Self-Governance Act (LSGA). The basic approach under this principle is to develop local expertise and transparency in school funding. It aims to improve the implementation of BPEP II activities with meaningful participation of the real stakeholders and make them accountable to school

operations, facilitate realistic and needs-based planning and address the topographical/regional diversity as well as the socio-ethnic, socio-economic and gender gaps. Decentralized planning has been initiated by developing district-level education plans.

The DOE has been progressively reallocating its annual budget with major shares being allotted to the districts – 60 per cent in 1999, 67 per cent in 2000 and now (2001) 78 per cent, aiming at an eventual target of 80 per cent to the districts and 20 per cent at central level. This scheme has been adopted to enable districts to prioritize, plan, implement and monitor education activities as they see fit. Several initiatives have been undertaken to institutionalize the district planning process. In this respect, district planning guidelines, basic statistics and district plans for 75 districts are available.

1.1.2 Some basic statistics about the level of expansion

Some basic facts about the education system in Nepal, especially about school education, are presented below. These basic facts include: size of the school education system, major input quality indicators and major performance indicators (internal efficiency-related). Until recently the school education sector was confined to grades 1 to 10, the Statistics Section of the Department of Education still publishes most of the educational data for those grades only. Hence, unless specified most of the facts are confined to this level of education in Nepal. Moreover, the latest data available in most of the cases are for 1998.

According to *Table 2* about 4.8 million students study in about 34,000 (34,126) Nepalese schools from grade 1 to 10, and about 130,000 (130,650) teachers teach them.

Table 2. Number of schools, teachers and students, by level

	Primary	Lower secondary	Secondary	Total
Schools	23,885	6,617	3,624	34,126
Teachers	91,878	22,095	16,677	130,650
Students	3,587,665	842,762	375,076	4,805,503

A significant proportion of these schools is operated by the private sector. Since the 1980s the involvement of the private sector in Nepalese education has been increasing rapidly. It is interesting to note (see *Table 3*) that private schools account for 41 per cent of the total number of schools whilst teachers and students in private schools make up only 26 per cent and 18 per cent of the total teacher and student populations respectively, indicating a more favourable student/teacher ratio in private schools, and smaller schools.

Pre-primary education, especially in urban areas, is run mainly by the private sector. Government initiatives in this sector are a very recent phenomenon. Another sub-sector where private involvement is very heavy is the higher-secondary level. No higher-secondary school receives regular government grants. Hence, all higher-secondary schools are run privately.

Table 3. Proportion of schools, teachers and students in private sector, by level

	Primary	Lower secondary	Secondary	Total
Schools	19.1	45.8	58.0	41
Teachers	16.0	31.5	31.6	26.3
Students	8.7	21.9	24.9	18.5

The proportion of females in education is still very low. About 41 per cent of students are girls (*Table 4*). Similar percentages are found at all three levels. Female participation is even lower for teachers (13.8 per cent). Only due to the policy of employing at least one female teacher in every primary school is the proportion of female teachers at primary level a little higher. As the level of education increases this proportion decreases.

Table 4. Female participation

	Primary	Lower secondary	Secondary	Total
Teachers	22.5	11.6	7.2	13.8
Students	41.9	40.9	39.2	40.7

Table 5. Ratios of schools, teachers and students, by level

Ratio	Primary	Lower secondary	Secondary	Total
Student/school	150	127	103	127
Students/teacher	39	38	22	33
Teacher/school	4	3	4	4

On average there are 130 students per school in Nepal (*Table 5*). The student/teacher ratio of 39 at primary level is reasonable (*Table 5*). When this ratio is considered for all schools it is slightly lower (1:33). However, it varies considerably by district and school. *Table 6* presents the distribution of districts in terms of student/teacher ratio.

Table 6. Distribution of districts, by average student/teacher ratio

Students per teacher	Number of districts		
	Primary	Lower secondary	Secondary
Less or equal to 20	6	6	28
20-30	15	12	35
30-40	22	20	10
40-50	27	15	2
More than 50	6	22	0

Source: Educational statistics, 1997.

In six districts the average student/teacher ratio in primary schools is more than 50 and in an equal number of districts this ratio is less than 20. In secondary schools the average student/teacher ratio is relatively low compared to primary or lower-secondary levels. The reason behind this is the employment of subject-specific teachers at secondary level.

Low student/teacher ratios are found mostly in the mountain regions and other remote parts of Nepal, due to scattered population settlements. Because of the low number of pupils, most schools in these areas have multi-grade teaching. High student/teacher ratios are found in urban regions, mainly in the Kathmandu valley and some districts in the Terai region.

There is no pre-service teacher training at primary level due to various reasons. However, some agencies are involved in providing training to those teachers who are already employed.

The government has been making efforts to ensure that all teachers are trained. Hence, a ten-month training programme broken into four packages of a duration of 2.5 months each has been the main teacher-training programme available for the primary-school teachers provided through nine government Primary Teacher Training Centres and a Distance Education Centre. Some private PTTCs are also involved in this.

The government's Secondary Education Development Programme through 25 Secondary Education Development Units, spread over various parts of the country, provides training to secondary-school teachers. The proportion of teachers who have obtained training is given in *Table 7*.

Table 7. Percentage of trained teachers, by level

	Primary	Lower secondary	Secondary	Total
Trained	46.5	32.8	49.3	42.9

The stipulated academic qualifications for primary, lower secondary and secondary-school teachers are SLC, Intermediate level and Bachelor level respectively and almost all the teachers are qualified (*Table 8*).

Table 8. Percentage of teachers with required academic qualifications, by level

	Primary	Lower secondary	Secondary	Total
Qualified	96.5	96.9	97.0	96.8

The gross and net enrolment rates for boys and girls at different levels of school education are presented in *Table 9*.

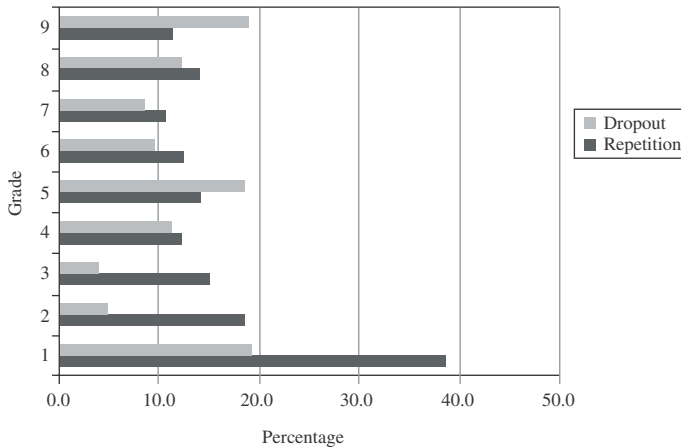
The net enrolment rate (NER) of only 70.5 indicates that still a considerable proportion of children from age 6 to 10 years have not benefited from the provision of primary-school facilities (*Table 9*). The rate for girls is almost 10 points lower than this. The scenario for lower secondary and secondary levels of school education is even more gloomy. On the other hand, there is a very high rate of gross enrolment (GER) in primary education.

Table 9. NER and GER, by level

Level	Total		Boys		Girls	
	NER	GER	NER	GER	NER	GER
Primary	70.5	123.9	79.4	140.7	61.2	106.2
Lower secondary	30.5	53.4	35.7	62.2	25.2	44.3
Secondary	20.2	38.7	24.5	47.5	15.9	30.0
Total	55.3	88.3	64.2	47.4	46.2	74.4

Although children are increasingly going to schools, they are not being retained there. In other words, the graduation rates at primary level are very low - 53.0 for all students and 41.9 for the girls. Similarly, drop-out and repetition rates are also very high in the Nepalese school system (*Figure 2*).

Figure 2. Repetition and drop-out rates (%), 1997



1.2 Statistical data on head teachers

Based on 1997 data, there are 23,446 school head teachers, out of which 17,384 are primary-school head teachers, 2,740 are lower secondary and 3,169 are secondary-school head teachers. There are 153 higher-secondary head teachers (schools having higher-secondary classes).

Out of the total number of head teachers about 29 per cent work in the private sector. This proportion is higher in the case of lower secondary and secondary levels (about half) and about one-fifth in primary level.

The minimum qualification for becoming a head teacher is the same as for becoming a teacher (with a difference between the primary and secondary levels). No pre-service training is required.

Table 10 presents the distribution of head teachers by qualification.

Table 10. Distribution of head teachers, by qualifications

Academic qualification	Level				Total
	Primary	Lower secondary	Secondary	Higher secondary	
Master's degree	48	32	390	19	489
Bachelor's degree	853	817	2,779	134	4,583
Intermediate	3,723	1,891	-	-	5,614
SLC	12,760	-	-	-	12,760
Total	17,384	2,740	3,169	153	23,446

Most head teachers have only the minimum required qualification. This is the case for 73 per cent at primary level, 69 per cent at lower-secondary level and 87.7 per cent at secondary level. At higher-secondary level, 87.58 per cent do not have even the minimum required qualifications, i.e. a Master's.

Since head teachers are recruited from among teachers, they have the same type of training. There is however a separate programme for head teachers after recruitment. This is of one-month's duration and is focused on school management.

When considering better school management in a pleasant environment it is apparent that there is a need to make schools reflect a balanced homely environment. For this to be successful, there is a need to enhance the role of female teachers.

Out of 17,384 primary-school head teachers only 2,463 (14.6 per cent) are female. Female head teacher numbers at lower secondary and secondary levels are 12.5 per cent and 7.9 per cent respectively. At higher-secondary level the female head teacher percentage is 7.2 per cent.

The data on head teachers show that their age varies from early 20s to 60 years. The average age lies around 40-41 years at primary level and 43 years at the secondary levels (lower and higher secondary).

The term of head teachers is five years, renewable at the end of each term. Head teachers can be removed however by the DEO if they do not adequately fulfil their duties and responsibilities. The data show that at primary level most head teachers are found to have been in the post from five years up to 42 years. On average, head teachers at primary level work for 9.6 years, at lower-secondary level and secondary level the average periods are 14.3 years and 7.4 years respectively. In other words, head teachers work for long periods with only minimum academic qualifications.

2. Roles and functions of head teachers

2.1 The management structure of school education

2.1.1 *In-school actors*

Head teachers, teachers, students and administrative staff constitute the main school actors. In an average village secondary school in Nepal with classes running from grade 1 to 10, there will be about 400 students, 11 teachers and two office assistants - one looking after accounting and the other helping with general school administration. Usually there will be two sets of teachers, one at primary level and the other at secondary level. Lower secondary-level teachers are often required to teach both the higher grades of primary as well as secondary-level classes. A teacher will teach one or two subjects. Because of the small number of teachers available, a school cannot provide a good forum for academic or teaching-learning related discussions. Moreover, in primary schools there are usually four or five teachers, one head teacher and one helper (an administrative assistant with a limited salary). Thus the administrative structure is very simple.

In larger schools, in urban areas or in the main district towns, the number of students is much higher. A typical large school in Kathmandu would have more than 1,500 students. In such schools the number of teachers and administrative staff would also be high. For example, Viswoniketan Higher Secondary School has 1,600 students in grades 1-10 (*Figure 3*). There are 60 teachers, 9 office assistants and 12 service providers. In such case the head teacher has appointed three teachers as assistant head teachers and one person to help co-ordinate school activities. There are three different committees, one each for examinations (evaluations),

finance and extra-curricular activities. A teacher representative is elected to ensure the representation of teachers in management and policy decisions. Also, departments are formed for different subjects – English, science, social studies etc. A senior teacher is appointed as department head. These department heads will be responsible for assisting head teachers with specific work areas. Overall, they will be responsible to the head teacher.

In such large schools which have their own resources, as well as those provided by the government, there is a certain liberty to delegate such responsibilities. Such large schools have the advantage of conducting various school-based activities including academic discussions. Also, because of the urban location of such schools, they have the advantage of access to other resources and facilities.

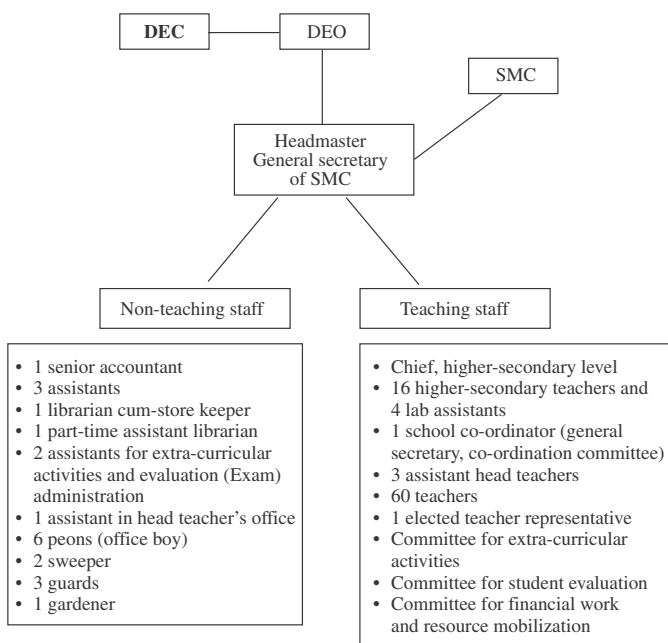
In the case of private schools, which have now grown to a significant proportion of all schools (over 41 per cent), the principal plays the most important role in terms of school management. Currently, most principals are also founders of the schools. This gives them an added feeling of ownership. The founding principals often employ management assistants who look after accounting and help with general school administration. The rest of the operation style and structure is similar to that of public schools – subject committees, class teachers, heads of department, etc. Major private schools have student guidance and counselling units as well as units for extra-curricular activities.

2.1.2 Community actors

Community participation is now one of the major issues in educational management and development and is reflected both in the national development plans as well as in the national programmes such as the Basic and Primary Education programme. There are

now regulations that attempt to ensure community participation in school management. Currently all schools must have a School Management Committee (SMC). Local Self-Governance regulations have provision for running primary schools by VDCs and municipalities if desired. Accordingly, the VDC or municipality can then apply for school grant money. There is also provision for communities, trusts, groups or individuals to run private schools. Communities are free to develop and manage their own non-formal educational programmes and to seek the help of NGOs and INGOs.

Figure 3. Management structure of a school



(Viswoniketan Higher Secondary School)

Such a liberal approach to the development of education has come after about four decades of change, in a roundabout way, gaining experiences of the changes in the political set-up and their consequences in educational management and development. Nepal has undergone several major politically unsettled periods since the latter part of the 1940s. The last political change took place in 1990 that restored a multi-party democracy with constitutional monarchy. Major educational developments in Nepal could be related to these political changes.

The political change in 1951 is the landmark for the beginning of school education for the general public in Nepal. Earlier, ordinary people could not even talk about school or educational development in public. The social and political activists engaged in the freedom movement against the regime had adopted educational development as a mode of inciting revolution. Many people, particularly intellectuals, came forward to support the development of school education in different ways – volunteering to work as teachers, being members of school committees, providing space/houses as well as raising funds etc. In many areas people organized themselves to form committees to help schools in their areas. In 1962 there was another political change that set back the initial democratic progress brought about by the revolution of the 1950s. A high-level all-encompassing National Education Commission was formed to prepare new sets of guidelines for educational development. The National Education System Plan (1971-1976) shifted the responsibility for schools to the government. It curbed the community's participation in educational matters, but expected greater local participation in terms of financial assistance for the development of physical facilities and for teaching-learning materials. It shifted the decision-making authority from the school management committees (SMCs) to the district education committees (DECs) and the district education offices (DEOs).

After about a decade, in 1981 the decentralization of educational institutions was reinstituted. Decentralization was further strengthened by the Decentralization Act 1982 of His Majesty's Government.

One of the major issues regarding current educational management and resource mobilization in Nepal relates to people's perception that education is the responsibility of the government. The other issue relates to scepticism among the authorities, personnel and community regarding the capabilities and the sincerity of opposing political forces.

2.1.3 Private schools and new educational management

Currently the development of private schools is gaining momentum. Many of these newly opened private schools have better physical facilities and rigorous teaching practices ensuring that students pass with high scores in the annual examinations. On the other hand, most public schools are suffering from the pressure applied by various groups including politicians, teachers unions and government bureaucracy. This is at the expense of the upkeep of schools and student achievement in annual examinations – causing a higher failure rate, drop-out and repetition. Because of this situation parents who can afford it are sending their children to private schools. Although private schools are accused of being too commercial in nature, they are becoming increasingly popular. One of the major issues relates to high student fees. The other issue relates to a lack of proper implementation of the government's curriculum.

There has been a tendency for regulating private schools by bringing them under the control of school management committees or parent-teacher associations. However, due to a lack of clarity regarding how private schools should be regulated, there has been

no further development with this matter. Recently, the Ministry of Education and Sports has been developing a new regulation for categorizing the schools that should be run under a private company act or under a trust. Those which run as a private company will be considered taxable commercial endeavours whereas the latter will be treated as social organizations fully accountable to the government. But this bill has yet to come to parliament and therefore the need to regulate private schools remains an issue.

There is a similar issue regarding the improved operation of government-funded schools. The government has made provision for the community to take ownership of public government-funded schools through school management committees represented by community representatives. However, the government system still controls the schools because the teachers are recruited and paid by it. Basically, school education up to secondary level is free. Legally, government-funded schools are not allowed to raise funds from parents through school fees of any kind. However, schools are able to raise funds from students for school development. In many cases such development funds represent significant amounts of money.

2.2 Role of the head teacher

2.2.1 Management responsibility

Practically, school head teachers are in charge of the management and administrative aspects of schools. The Education Regulation 2049 lists 30 responsibilities covering almost all imaginable aspects of management and administration of a school. The work list covers all four major aspects of school management:

- personnel management;
- curriculum management;

- financial and resource management; and
- general management.

Some of the major issues for which head teachers are responsible under each category are:

A. Personnel management:

1. co-ordination and management of all teaching and non-teaching staff;
2. foster the co-operation of students and parents;
3. operate and control all administrative work by designating duties and responsibilities;
4. evaluation of teachers to recommend to the DEO and the managing committee for transfer, promotion and awards. The maximum punishment a head teacher can give is to withhold the salaries for up to one week;
5. call for a teachers meeting at least once every month to discuss school functioning and keeping records.

B. Curriculum management:

6. operation and management of the school schedule;
7. supervision and monitoring of teaching-learning and classroom activities;
8. prepare monthly, half-yearly and annual plans of teaching and learning activities and implementation;
9. evaluate work progress monthly, quarterly and annually.

C. Financial and resource management:

10. financial management including resource mobilization, record keeping of income and expenditure and audit reports.

D. General management:

11. make provisions for students' admission, test examinations and certifications;
12. record and file information on all important school events and other related matters including teachers and staff personal records and provide them to the DEO, Supervisor and managing committee, if asked;
13. call the school management committee meeting regularly, in consultation with the chairperson, certify and execute the decisions;
14. prepare the annual school plan and get it approved by the managing committee;
15. organize parents day, school day, cultural programmes, and extra-curricular activities; to inform parents, community people and others concerned about school activities.

The work list is quite exhaustive and demands of the head teacher a high level of skill and aptitude. The question arises: would head teachers be able to handle all these responsibilities with full rigour to the extent anticipated? The work list certainly demands that head teachers be capable of organizing teachers and staff and delegating responsibilities for various activities.

The management responsibilities include internal management of schools as well as external work involving the community and the government education system. There is the need to handle multifarious activities simultaneously. What is expected of head teachers in the context of current realities seems rather ambitious. One may even wonder whether capacity building of current head teachers alone would solve all the related issues.

The degree of management challenges differs slightly for primary and secondary levels of school. At primary level students are younger and the level of teacher contribution is lower. Primary schools also accommodate less children, whereas most secondary schools are fully fledged and include primary levels.

*2.2.2 Head teachers' roles in practice
and the problems they face*

Head teachers are mostly engrossed in day-to-day operations. This includes making sure that classes are run regularly, that all teachers are present on time, that student presence is ensured and that instructional materials such as chalk, dusters, blackboards, etc. are available. The other important factor is the maintenance of discipline. This is rather a complex issue to deal with that requires convincing the students as well as the teachers to comply with school regulations. The head teachers must also ensure good relationships between teachers and students to avoid possible discontent that may develop into conflict. Head teachers have also to ensure that all routine activities are running smoothly such as the daily cleaning of classrooms, the provision of drinking water, and the routine up-keep of toilets, school ground, playgrounds etc. Although different people are given responsibilities to undertake different tasks, head teachers have to ensure that all these take place properly. This requires that head teachers monitor and make readjustments in assigning teachers. Such readjustment requirements occur regularly. Thus the major responsibility of head teachers relates to personnel management.

In many schools head teachers call regular staff meetings, visit classrooms, and draw up school development plans. But very often staff meetings are dominated by personnel issues. Classroom visits tend to be more in the form of inspections rather than

supervision and support. Similarly school development plans focus more on physical developments and less on staff development. This is due to a lack of training and experience on the part of head teachers. There is a need to arrange internships or exchange visits for head teachers with outstanding schools.

2.2.3 Teaching responsibilities

There is no specific instruction regarding whether or not the head teachers have to teach. In the case of larger schools, it is generally understood that they do not have to teach, especially in secondary schools. However, most head teachers do. In larger schools, head teachers are often required to work as substitutes for a vacant teacher post. Because head teachers are usually chosen from amongst teachers, many of them continue to teach while also working as head teacher. At the primary-school level, the number of teachers is so limited that in most cases the head teacher has to teach as much as other teachers.

2.2.4 Decision-making capacity of head teachers

Head teachers are required to make all classroom arrangements including scheduling. They can make decisions regarding the routine. They can also decide school shift times such as morning or afternoon. However, they have to form a consensus among the teachers and students first. Head teachers can also decide how to raise development funds, budget such funds and designate them with the approval of SMCs. They can recommend awarding salary grades to good teachers or freezing the grades of those teachers who do not stand up to the expectations of the schools.

Head teachers cannot withhold the salary of teachers, remove or transfer a permanent teacher or compel the teachers to teach

subjects other than those for which they were hired. A permanent teacher is employed by the Ministry of Education, through the DEO in the case of primary teachers and through the RED in the case of permanent secondary-level teachers. The process of permanent employment to a designated teacher post involves a formal public call for applications. This is followed by a written examination and interviews. These teachers are then posted to schools by the DEO. Head teachers do not have much say in this process. Issues are often raised that this provision has made the head teacher powerless to command the teachers.

2.2.5 School, community and the local authority

One of the major reasons for a lack of adequate implementation of the current provisions of school education relates to the lack of a direct link between the school, community and local authority. Although some schools do organize parents' days or meetings with parents, this is rather ceremonial in nature. Similarly, the concept of Alumni associations is new to most schools. Some schools that have tried to develop such organizations have not been able to achieve a well-functioning body. The only organization that exists is the SMC. Its existence in many cases relies on the government regulation that requires that schools should function with the approval of an SMC. There is no communicative or other functional relationship between the SMC and the local educational authority. The local authority and the District Education Officer work directly with the head teacher. This brings certain pressures to bear on head teachers. On the one hand they have to work under the SMC for school development and good management and, on the other hand, have to take direct orders from the DEO to comply with the MOE's supervision and monitoring system and to receive the basic operation budget.

3. Management of head teachers

3.1 Recruitment

3.1.1 Qualification of a head teacher

The minimum qualification for becoming a head teacher is the same as for becoming a teacher both at primary and secondary levels. At primary level the minimum qualification is a School Leaving Certificate (SLC) pass, which is a national-level examination held for grade 10 completers. At the lower-secondary level the minimum requirement is Proficiency Certificate (Intermediate) level pass which is equivalent to grade 12. At the secondary level the minimum requirement is a Bachelor-level pass. At the higher-secondary level the minimum requirement is a Master's Degree. Pre-service training is not yet a requirement to become a head teacher.

3.1.2 Recruitment procedure

At primary-school level, the head teachers are recruited by the District Education Office. Head teachers are selected from among schoolteachers. Currently, the DEO appoints one of the permanent teachers as head teacher and may in a few cases seek the SMC's recommendations. There is no separate process of interviewing, written examination or technical assessments for the selection of a head teacher. Nevertheless, seniority, qualification and personality are taken into account. As per the *Education Regulation 2057 (1999/2000)*, a National Teacher Service Council has been formed for the purpose of regulating teacher recruitment and professional development. Accordingly, teachers

will be recruited through examination and interviews held by the council. With the formation of the National Teacher Service Council, criteria for the selection of head teachers have yet to be prescribed. Because of the lack of formal criteria, the selection process is often accused of bias in the appointment of heads.

It could be stated that the factors that work in favour of teachers are their seniority, their academic qualifications and their ability to use authority. These may be effective in the enforcement of hierarchical discipline, but will not necessarily help to improve management to achieve better staff development, classroom practice, school performance, or curricular and co-curricular activities, and to develop better physical facilities.

3.2 Motivation and incentives

A major issue regarding school teachers, including head teachers, pertains to their salary, which is very low. In the past teachers' salaries (including heads) were even lower. The extra incentive pay for head teachers was also very low (from Rs. 50 at the primary school with grades 1-3 to Rs. 500 at the secondary level, classified as A level). In view of this situation a major increase of 70 per cent in salary was applied; however, the salary remains unattractive. Extra allowances, called remoteness allowance, are set aside to attract teachers and heads working in the remotest areas. This amounts to a 25 per cent bonus on top of their regular salary.

The government has also formed different levels of service for teachers to keep them motivated by appointing first-class teachers, second-class teachers and third-class teachers (see *Table 11*). Besides this classification there is no special

classification or other incentive of this type for head teacher. This has tended to create a system where head teachers work to fulfil the basic requirements of their job rather than being motivated to work proactively.

The following is a list of starting salaries of primary, lower secondary and secondary teachers:

Table 11. Salary of teachers, by level

Level	Teacher salary (in Rs)*		
	Class III	Class II	Class I
Primary entry qualification: SLC (grade 10)	4,100	4,900	7,500
Lower secondary entry qualification: PCL (SLC + 2 years)	4,900	7,500	8,000
Secondary entry qualification: Bachelors	7,500	8,650	10,500

* 1US\$ = 73 Rs. on 6 September 2002.

These salaries are the same as those of regular government staff across all ministries. The system is such that secondary-level teachers earn the same wage as university lecturers. These current salary scales are well above the salaries currently provided by most private schools at each respective level. Salary increases, however, have not brought about a significant difference between the teachers' and the head teachers' pay. The additional allowances for head teachers remain significantly low – Rs. 100 at primary level, Rs. 150 at lower-secondary level and Rs. 200 at secondary level. In the earlier period of school education, head teachers were looked upon with greater respect by society. Such respect itself was a motivation.

3.3 Posting practices

Usually a head teacher is selected for a specific school, either when a new school is opened or when the head teaching post of a school becomes vacant. However, the DEO can transfer head teachers to other schools. There are no definite conditions or reasons on which to base the transfer decision of a head teacher. Usually, if a school faces management problems that the head teacher cannot control, or if head teachers are not able to perform their job requirements then they may be transferred or even dismissed.

3.4 Evaluation and career development

The post of head teacher is considered as the apex in the teaching profession. Since primary, lower-secondary and secondary levels are considered as separate programmes requiring different basic qualifications and having different posting practices, there are no further career prospects for head teachers in terms of promotion. However, there is the provision of three classes of teacher at each level – Class I, Class II and Class III. Promotion is made through an internal selection process where a committee is formed to examine the prospective teachers for promotion. The criteria for promotion are based on seniority, academic qualifications and personal capacity.

As in the case of promotion practice, there is also a lack of specific disciplinary measures. Nevertheless, head teachers can be dismissed if they fail to perform effectively. Such dismissals are often tricky and are undertaken after careful examination of the situation.

There are provisions for head teacher evaluation. One element of this evaluation is undertaken by the SMC, the other is the supervisor's report. The SMC evaluation relates to school

management, the transparency of school operations and the effectiveness of the head teacher in providing positive leadership to the school. The supervisor's evaluation relates to the routine operations of the school, the teacher and student attendance level, the transparency of accounting, the provisions of academic activities, curriculum implementation, etc. Sometimes, parents do approach DEO offices to complain against head teachers. Parents are directly involved only in extreme cases where head teachers are deemed responsible or partly responsible for a specific wrongdoing.

Evaluations are deemed useful both in the promotion and discipline of head teachers. However, in practice, there is little impact of such evaluation on the career development of the head teachers.

3.5 Training

As discussed earlier, there is no pre-service requirement in Nepal to become a teacher or head teacher. There are neither induction training courses nor orientation programmes for head teachers.

The training needs of head teachers are responded to by providing in-service training. There are different training provisions for head teachers at primary and secondary levels. At primary level three types of training are available: (i) training is provided by NCED through its Primary Teacher Training Centres (PTTCs) in nine strategically located districts covering the whole of the country; (ii) short-term recurrent training through Resource Centres; and (iii) whole school training. Primary-level teacher training as well as head teacher training programmes are being launched with loan money from the Asian Development Bank (ADB).

At secondary level, prior to 1993, Tribhuvan University organized long-term academic and short-term professional training programmes for lower-secondary and secondary-level teachers. Secondary Education Development Projects were initiated in 1993 with the assistance of a loan from the Asian Development Bank (ADB) and a grant from the Overseas Development Administration (ODA).

3.5.1 Training of primary-school head teachers

(a) NCED training

The National Centre for Educational Development (NCED) is the main institute providing teacher training for head teachers as well as educational personnel. For in-service teachers it runs 10-month training programmes that are managed in four (2½-month) training packages. For head teachers it provides one-month in-service head teacher training. NCED has nine Primary School Teacher Training Centres called PTTCs. Each PTTC provides training for 125 head teachers per year and the programme has been conducted since 1998.

Box 1. Management and staffing of PTTC

Management Board:

PTTC Managing Board chaired by the Director, RED

Members: DEOs of the concerned districts, educationists from the area

Member secretary: Principal, PTTC

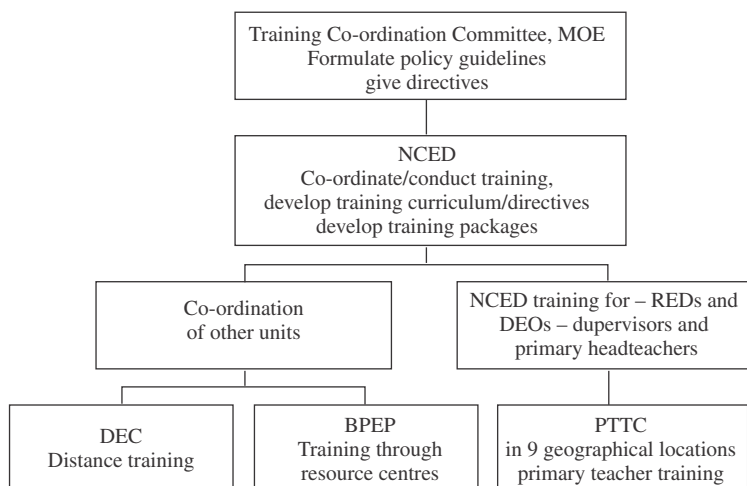
Staffing:

Principal: Gazetted II class

Trainers: 5 Gazetted III class + local professionals

Earlier, the head teachers' training programme used to be conducted by DEOs. So far DEOs and PTTCs have trained some 6,000 primary head teachers. The structure of NCED and PTTCs is illustrated in *Figure 4* and in *Box 1*.

Figure 4. Schematic diagram of NCED functioning



(b) Short-term recurrent training through resource centres

The Department of Education (DOE) has been responsible for implementing BPEP II. The provision of recurrent teacher training is one of the important aspects of BPEP II, it aims to provide at least 10 days recurrent teacher training to all primary-school teachers. Accordingly, the DOE has set up a separate training section that develops and supervises recurrent teacher training.

So far it has developed 12 different training packages focused on different teacher skills such as classroom management, instructional material development, multi-grade teaching, etc. and has been running for a year. The training programme is conducted through resource centres and training centres. Each resource centre conducts about 5 training sessions, each accommodating about 25 trainees. Although the programme is focused on teacher needs, it also includes head teachers.

(c) Whole school training

The Whole School Approach (WSA) to teacher training is a new concept in Nepal. In an effort to improve the teaching/learning environment in primary schools, BPEPI has initiated this approach in 23 districts. According to the BPEPI programme, the following points illustrate the nature of the WSA in a nutshell:

- training of the head teacher and all teachers of a school in a team so as to foster teamwork and a sense of individual as well as collective responsibility;
- involvement of the School Management Committee, parents and students in improving the school atmosphere and instructional facilities in classrooms;
- team effort in the preparation, display and use of materials; and
- creation of a learning atmosphere in the classroom and use of interesting as well as interactive methods of instruction.

Whole school approach to teacher training is a new innovative approach to fulfilling the training needs of schools as a whole.

3.5.2 Secondary teacher training

One of the objectives of SEDP is to enhance the professional competence of teachers in order to promote student learning. To this end, the project has devised an in-service training system for lower secondary and secondary-school teachers. The overall responsibility for developing and providing training courses rests with SEDP and these courses are implemented through the 25 SEDUs located in different parts of the country.

The strategy adopted by the project has been to introduce a large-scale in-service training programme for lower secondary and secondary-school teachers. Accordingly, the project has provided a one-month in-service training course to more than 6,000 lower secondary and secondary teachers over the past five years. This was possible due to the in-service training system and facilities created by the project. This project has helped the Ministry of Education and Sports (MOES) to meet the in-service needs of secondary-school teachers.

The training period is one month. The general training focuses on the development of lesson plans, knowledge of subject matter, innovative teaching methods, the development and use of instructional materials, scientific student evaluation, use of curriculum in classroom instruction and the use of textbooks and educational materials. Head teachers are provided with special one-month training programmes focused on school management skills, administration and supervision.

Head teacher's views on SEDP training

According to a study conducted on the SEDP training programme (CERID, 1999), many of the head teachers from

schools sampled for the study were of the view that the teacher training and head teacher training programmes offered by SEDU were beneficial. They felt that these programmes contributed to identifying the schools' problems, assessing their needs, monitoring school programmes, and motivating students, parents and communities. They also felt that the programme had helped them in their attempts to raise funds for schools. In their opinion, the management training programme was helpful because it provided ideas on how to observe, monitor and assess teachers' activities and evaluate them.

4. Main problems and major innovations

This section provides a summing up of the main problems experienced by head teachers and their management, and elaborates on recent changes introduced in order to address these problems and to improve performance.

4.1 Main problems

1. Since there is no provision for pre-service training or immediate orientation training for head teachers, they are as new to school management as any other teacher. This creates a lack of professional confidence among head teachers. In many schools operational harmony is not established because of this problem. In some schools, the seniority of the head teachers has helped to create hierarchical harmony but that does not help enhance professional effectiveness and efficiency.
2. The NCED has developed and implemented one-month in-service training programmes for primary-school head teachers. This training is too short to ensure the development of the competences required. Besides, the total training capacity is small compared to requirements. The total training capacity is 1,125 (9x125) persons per year, and the majority of 17,000 head teachers have not participated. Similarly, the provisions for other head teacher training are very small compared to the magnitude of the needs. Training provision at the lower secondary and secondary levels is also inadequate.
3. There is still a lack of functional information systems that filter down to school level regarding the qualification and training of head teachers and management challenges. The development and use of educational management information systems is still a major challenge in Nepal.

4. The other major challenge relates to the motivation of head teachers to get training. Currently training is provided by the government with full subsidies including lodging, food, etc. Even so, head teachers do not seem to be enthusiastic to participate. Why are they not motivated? Is it the quality and type of training or the effectiveness of the training? These questions need to be addressed.
5. Most schools lack a favourable environment to change educational practices using new concepts and skills learned in training programmes. One of the reasons behind this is that most teachers are not trained and have had no experience of working in an optimum school environment.
6. The other major problem relates to the general social and political environment that has been severely affecting the school system. For example, most teachers are aligned to political parties through teachers' unions. Consequently, there is a general breach of trust between head teacher and teachers. The teachers in many cases flatly reject the orders of head teachers. It is also alleged that many teachers openly join political movements and ignore their regular duties. This is causing a general breakdown in school regulations causing major setbacks in the exercise of rational common sense that alone could improve classroom practices.
7. General perceptions regarding education, educational practices and their utilization is also another important factor. Most parents in Nepal have no experience of school themselves. Many teachers are the first generation to receive such a high level of education. In the current social and economic context, therefore, attaining education is equated with the acquisition of certificates and obtaining a job. This perception has been one of the major reasons why schools have not been serious about providing rational activities.

4.2 Major innovations

4.2.1 *Community-based educational management*

Recently, an analysis of BPEP has been prepared to generate future directions for basic and primary education development, a perspective plan for secondary-level education has already been developed and the higher-level education is being restructured and developed with long-term future perspectives. The future development plans have laid emphasis on quality education by improving the mode of programme implementation, supervision, monitoring and evaluation. The concept of community participation and its contribution to education is emphasized in order to foster participation to improve the quality of education.

With this new approach, an emerging trend has been set towards co-operative and participatory planning processes at the central, district and community levels. This trend emphasizes encouragement and recognition of local quality-improvement efforts, such as the development of the resource centres, and the development and use of teaching/learning materials at the school level.

4.2.2 *Resource centres*

One of the main cornerstones of the Basic and Primary Education Project (BPEP) is yearly recurrent training for all primary-school teachers with focus on improved classroom practice based on new curriculum and teaching materials. To institutionalize this recurrent in-service training and support system it had proposed constructing about 500 additional resource centres.

Resource Centres (RCs) are at the heart of the overall national strategy for primary-education reform. There are several RC-based

activities: recurrent teacher training, school support, supervision and monitoring. The focus of the whole RC system has been on the critical functions of the RCs as a support mechanism on which a networking structure should be integrated with regular supervision and support mechanisms at grass-roots level. The project has already established 609 resource centres and constructed 395 resource centre buildings for its institutional development.

A large number of training activities were undertaken during the implementation of BPEP I, as can be seen in *Table 12*.

Table 12. Training programmes under the BPEP I (1994-1998)

Training type	Number of participants
12-day grade teaching	994
12-day training in multi-grade teaching	3,843
12-day training in organizing extra-curricular activities	1,448
Whole school approach training	37,690
150-hour training	3,986
180-hour training accredited as 'basic training'	8,125
2½-month teacher-training package	8,511
Four-month management training package	101 trainers, 903 primary teachers
Head teacher trainer's package	126 trainers
Head teacher trainer's package	1,227 head teachers
Supervisors	86
DEOs	18
REDs	5

Source: MOE, 1998. Basic and Primary Education Project, a synthesis of experiences.

4.2.3 WSA training

The Whole School Approach (WSA) to teacher training was an effort to improve the teaching-learning environment in primary schools. This training is different from other training programmes as it focuses on:

- building teamwork and a sense of individual as well as collective responsibility;
- involving all concerned including School Management Committee, parents and students in improving the school atmosphere and instructional facilities in classrooms; and
- creating a homely and enjoyable learning atmosphere in the classroom.

The Whole School Approach training was implemented in two phases. The first phase was undertaken in the fiscal year 1996.

The WSA training is divided into two levels – Resource Centre (RC) level and school level – in order to accommodate all teachers in the school (see *Box 2*). During the training at RC level, a few more experienced teachers were selected as ‘key teachers’. The concept of key teachers is to strengthen the support system for quality teaching in primary schools.

Box 2. Focus of WSA training

At Resource Centre level

1. Preparation and use of instructional aids
2. Improvement in school and classroom atmosphere
3. Development of a realistic plan of activities to be done at school after the training programme.

At school level

1. Preparation of pocket chart for each classroom;
2. Attendance record board for each classroom and one for the teachers;
3. Preparation of pocket cards for teaching Nepali, mathematics, English and environment education;
4. Development of songs and games that facilitate learning achievement;
5. Preparation of cut-outs;
6. Name card for grade 1 children;
7. Essential repair and clearing of classroom;
8. Classroom arrangement (furniture and materials);
9. Discussion on Education Act and school regulations.

Effects of WSA

Immediate effect:

1. creation of learning atmosphere in the classroom;
2. children form the habit of staying all day at school;
3. regularity in children's attendance;
4. meaningful learning promoted.

Long-term impact:

1. reduction in drop-outs and repeaters;
2. raising of student achievement levels;
3. visible increment in student enrolment.

Considering these factors, in 1996 BPEP adopted the Whole School Approach in its Recurrent Teacher Training, in which training was conducted for all primary-level teachers including head teachers together at once and in one place (RCs) unlike, as is normally practised in other training programmes, training which is given only to one teacher from each school.

This strategy is taken because not all schools have the same kind of educational environment, facilities, resources and, of course, problems. Also, unless the whole school is involved, committed and creates a favourable school environment, the skills gained by teachers will not be applied.

Hence, the first four days of RC-level training concentrate more on child-centred teaching techniques. It emphasizes contents such as the construction and use of instructional materials and improvement in the classroom and school environment. It also focuses on developing a feasible plan of action for the school, which participants would implement after training.

The second stage or the remaining six days of this training is conducted in each individual school. This part of the training is conducted with the leadership of the head teacher concerned. SMC members, parents and even the students could be involved according to the level of need. This part concentrates more on the ways and means of obtaining physical and educational facilities for schools or of improving existing ones in order to achieve the curriculum's learning outcomes.

4.2.4 Monitoring/supervision

As with the other BPEP activities, RPs of the respective clusters are responsible for the monitoring and supervision of the

programme. Head teachers of Resource Centre schools are also responsible for this task and they send their reports to the DEOs. Another concept of monitoring and supervision has been introduced in this training. This is the use of key teachers in monitoring/supervision in their respective sub-clusters. However, there is no specific mechanism to monitor key teachers with this task and, moreover, there is no remuneration for this extra work.

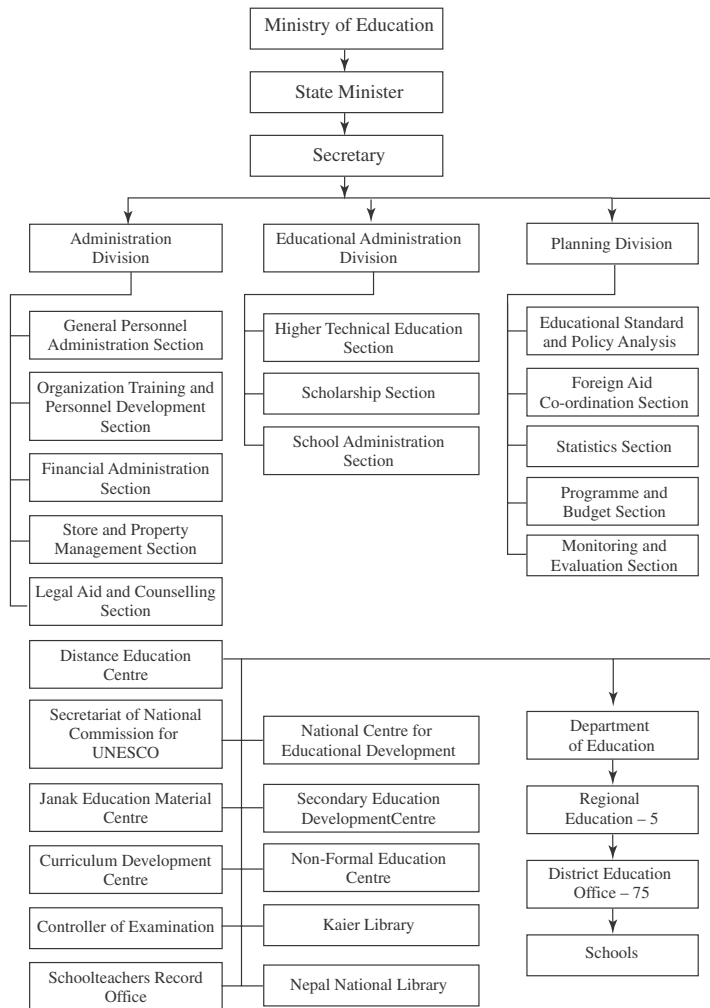
Thus, although there is no specific programme aimed at enhancing the capacity of head teachers, other innovations focused on teachers and schools have been implemented and certain components of these have played a role in improving their effectiveness.

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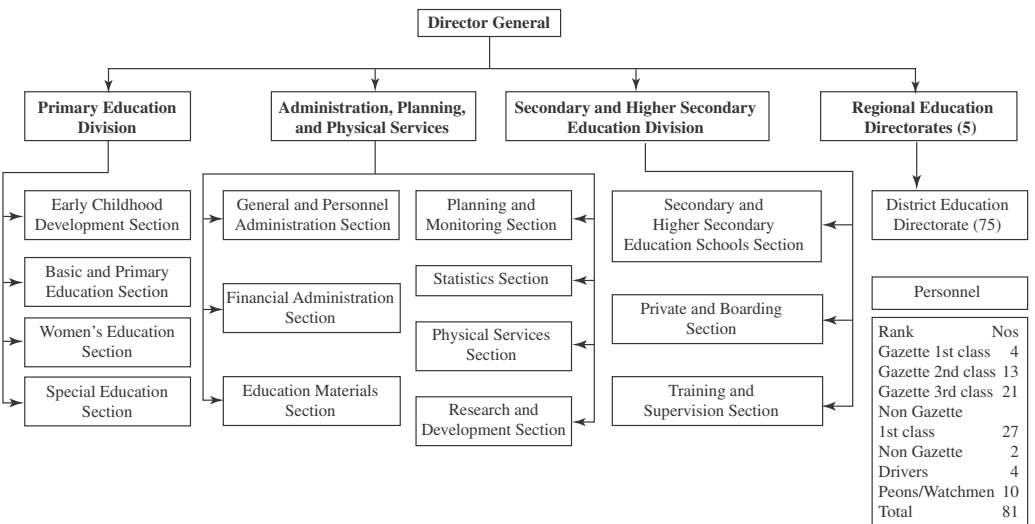
Appendix 1

Administrative structure of MOES



Appendix 2

Administrative structure of DOE



Better school management: the role of head teachers in the Philippines

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List of abbreviations

BEE	Bureau of Elementary Education
BNFE	Bureau of Non-formal Education
BSE	Bureau of Secondary Education
DECS	Department of Education, Culture and Sports
DLAC	District Learning Action Cell
LET	Licensure Examination for Teachers
LGU	Local Government Unit
MLC	Minimum Learning Competences
MOOE	Maintenance and Other Operating Expenditure
NEAT	National Elementary Assessment Test
NSAT	National Secondary Assessment Test
PBET	The Philippine Examination Board for Teachers
PTA/PTCA	Parent-Teacher Association/Parent-Teacher Community Association
SEF	Special Education Fund
SLAC	School level of the Learning Action Cell

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1. Basic facts and background information on the education system in the Philippines¹

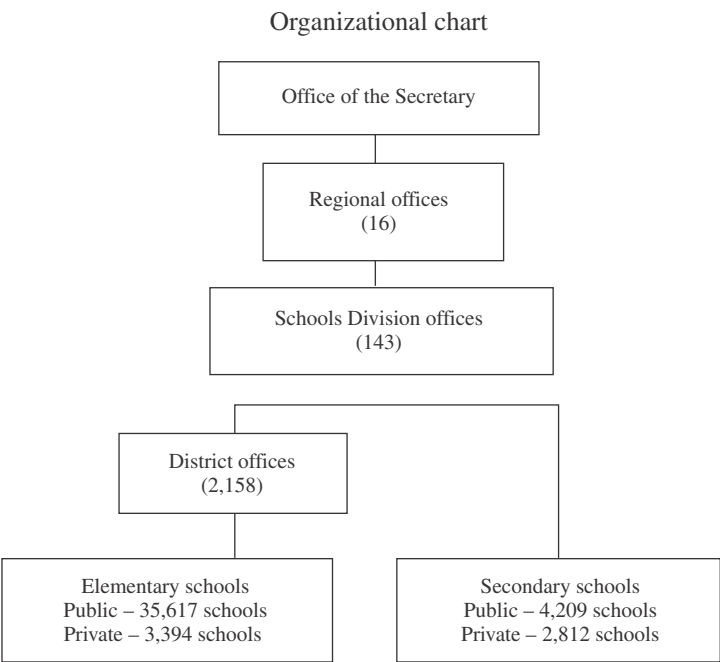
The Philippine basic education system is managed under the administration of the Department of Education, Culture and Sports, the principal government agency responsible for education and manpower development. To carry out its mandate and objectives, the Department has organized itself into two major structural components: the Central Office and the field offices which consist of regional and sub-regional offices. As head of the Department, the Secretary is responsible for formulating policies, standards and programmes related to curriculum and staff development. Among others, three bureaux at Central Office are responsible for providing the Secretary with assistance, namely: the Bureau of Elementary Education (BEE), the Bureau of Secondary Education (BSE), and the Bureau of Non-formal Education (BNFE).

At regional level, the field offices consist of the following, as illustrated in *Figure 1*:

- 16 regional offices including the Autonomous Region in Muslim Mindanao (ARMM), each headed by a Regional Director (a Regional Secretary in the case of ARMM);
- 143 provincial and city school divisions, each headed by a Schools Division Superintendent;
- 2,158 school districts, each headed by a District Supervisor.

1. DECS, 1998*a*; DECS, 1996-1997; DECS, 1999-2000.

Figure 1. Education management structure



The structure of the formal education system generally consists of five levels: pre-school (ages 3-5), elementary (ages 6-11/grades 1-6), secondary (ages 12-15/years I-IV), tertiary (ages 16-20) and graduate (ages 21 and above).

Tables 1 and 2 below give statistical data regarding school and student numbers.

Table 1. Number of schools by level of education (1999/2000)

Level	Public		Private		Total
Elementary	35,617	91%	3,394	9%	39,011
Secondary	4,209	60%	2,812	40%	7,021
Total	39,826	87%	6,206	13%	46,032

Table 2. Enrolment by level of education (1999/2000)

Level	Public		Private		Total
	Total number of pupils	Average number of pupils per school	Total number of pupils	Average number of pupils per school	
Elementary	11,546,471	324	928,415	273	12,474,886
Secondary	3,736,377	887	1,329,813	473	5,066,190
Total	15,282,848	384	2,258,228	364	17,541,076

It is interesting to note the wide gap between the percentage of private elementary (9 per cent) and private secondary schools (40 per cent). It is also worth noting that whilst there is little difference between the size of public and private elementary schools with regard to student numbers, public secondary schools have approximately twice as many students as their private equivalents. The pupil/teacher ratio, for both elementary and secondary level, is about 35 in public schools (see *Table 3*).

Table 3. Number of public-school teachers by level of education (1999/2000)

Level	Total	Pupil/teacher ratio
Elementary	328,517	35 : 1
Secondary	108,981	34 : 1
TOTAL	437,498	35 : 1

The latest available data on private schools with regard to teacher numbers indicated that there were some 27,527 at elementary and 39,647 at secondary level (1996/1997).

All teachers in both public and private elementary schools are required to have the same minimum level of education (see 3.1, Recruitment).

Public and private elementary-school pupils take the *National Elementary Assessment Test* (NEAT), while secondary-school students take the *National Secondary Assessment Test* (NSAT). NEAT is a test designed to assess pupils who have just started grade six, in the following competences: English, science, mathematics, and *HeKaSi*, which stands for *Heograpiya, Kasaysayan at Sibika* (geography, history and civics), which are based on the Minimum Learning Competences (MLC). On the other hand, the NSAT aims to assess: English, Filipino, science and mathematics, including technical-vocational aptitude, in students who are beginning the fourth year at high school.

The NEAT does not determine who among the grade VI pupils are qualified to enter secondary school; neither does the NSAT determine who among fourth-year students can enter the tertiary

level. The tests are aimed at determining the strengths and weaknesses of curriculum content and instruction in order to serve as a guide for introducing improvements. As schools are ranked according to test results, the school principals' performance is associated with their students' performance in the NEAT and NSAT.

Education expenditure comes primarily from three sources: the national government, local government units (LGUs) and the private sector (including households). National government accounts for the biggest slice of total education expenditure. As part of local devolution, responsibility for the construction and maintenance of public elementary and secondary-school buildings is now assigned principally to municipal and city governments. Thus, education remains primarily the responsibility of the national government. Local governments have always played a role in financing public education, which is largely drawn from the Special Education Fund (SEF), shared equally by the province and its respective municipalities.

1.1 Statistical data on school heads

Of the 35,617 elementary schools, only about 45 per cent have a principal or a head teacher; among the 4,209 high schools, only about 50 per cent have full-time principals. Most of the others have teachers-in-charge who receive a salary according to their level as teachers, but who perform administrative work. Some have officers-in-charge (meaning with pending appointments as principal). On the other hand, there are those in the secondary-school system who are head teachers of subject areas or departments within a large high school; some of them are also assigned to manage school annexes or new, small schools.

The role of teachers-in-charge, officers-in-charge, head teachers (of both elementary and secondary schools) and principals will be examined in 2.2.

Following in *Table 4* are some statistical data on head teachers and school principals:²

Table 4. Number of head teachers and school principals in public elementary and secondary schools

School	Category	Number
Public elementary schools	Head teachers (I, II and III)	7,351
Public secondary schools	Head teachers (I, II, III, IV, V and VI)	3,245
Public elementary schools	School principals (I, II, III and IV)	8,722
Public secondary schools	School principals (I, II, III and IV)	2,100

Some additional statistical information was obtained through a survey³ of primary-school heads. When asked about their specific designations: 7,227 (20 per cent) identified themselves as principals; 9,380 (26 per cent) as teachers-in-charge; 4,708 (13 per cent) as head teachers; and 1,098 (3 per cent) as officers-in-charge. The rest failed to indicate their designations.

The situation is different, however, in private schools where, for cost efficiency, elementary and secondary levels are generally integrated. Each of the 6,200 private schools, no matter how small, has a principal (designated 'director' in some schools). Some schools, however, especially those with high enrolment, may have one principal for each level.

2. PSI 2998; HDN and UNDP, 2000; DECS, 1998b.

3. Philippine Senate Committee on Education, Arts and Culture, 1999.

There are no data available at the present time regarding teachers defined by gender, age and ethnic group; however it would seem that the teaching profession is dominated by women.

The highest educational attainment of principals ranges from the basic requirement of a Master's degree to a doctorate.

2. Roles and functions of head teachers

2.1 The internal management of schools

The management structure of elementary (or primary) and secondary schools is more or less similar, as may be noted in the organizational set-up of the two levels in *Figures 2* and *3*. At elementary level, the school principal is assisted by an assistant to the principal, grade chairpersons or co-ordinators, class advisers (classroom teachers who are assigned to be responsible for the pupils in a class, providing guidance, attending to the preparation of pupils' scholastic records, conducting home visits, etc.), guidance counsellors, school club advisers and classroom teachers.

The position of assistant to the principal, however, is not a 'plantilla' position (a position, title and corresponding salary grade contained in the General Appropriations Act or National Budget, which serves as a legal basis for paying an incumbent's salary); it is merely a local designation made by the principal, there being no budget item for such a position. It is an ad hoc designation and there is no formal appointment from central administration.

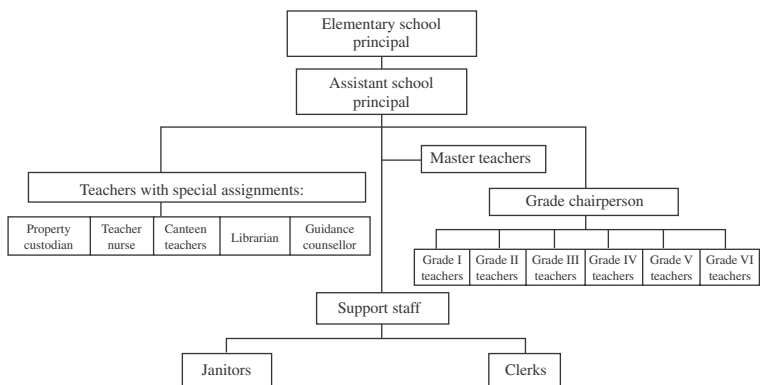
Assistants manifest leadership ability and willingness to render long hours of service with the principal without expecting paid overtime. They still receive the salary of a classroom teacher, but aside from whatever prestige the informal position brings, it gives them on-the-job training for principalship. When a vacancy for principal becomes available even at other schools, they are one of the first to be considered for promotion to that position if they possess the required qualifications. At large schools where there are more than 100 classroom teachers and where the services of

some of them may be spared, there may be two assistants to the principal – one for administration and one for instruction.

On the other hand, the status of master teacher is one whereby a particularly well-performing teacher is paid the equivalent salary of a principal in order to stay in the classroom rather than aspire to becoming principal and therefore taking on a more administrative role (see 3.4).

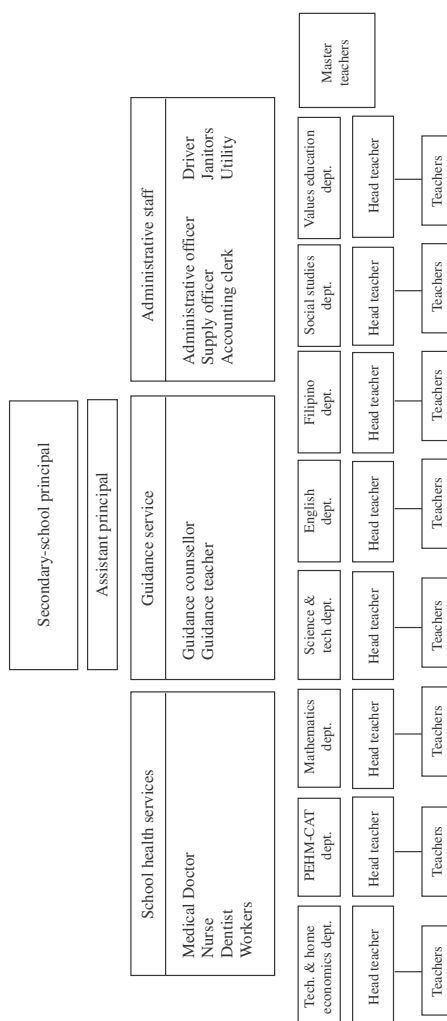
The organizational structure of a large elementary school is presented in *Figure 2*. As mentioned earlier, in smaller elementary schools with less than seven teachers and no principal, one of the more senior teachers is designated teacher-in-charge of the school by the schools division superintendent or his representative, the district supervisor. The teacher-in-charge is a classroom teacher who takes charge of the school and teaches at least two subjects in addition. They do not have a formal appointment as such but are merely designated on a 'local arrangement' basis by the district supervisor with the concurrence of the schools division superintendent. They serve as head of the school, attending to its administrative needs, but do not have the authority to supervise and observe their peers' classes. In some cases, a teacher-in-charge is under the supervision of the principal of a 'mother' elementary school, that is, a larger elementary school which is in close proximity. At other schools, however, a teacher-in-charge reports directly to the district supervisor assigned to the area.

Figure 2. Staffing structure of an elementary school



At the secondary level, the principal is assisted by an assistant principal, head teachers or subject department heads, guidance counsellors, year-level chairpersons or co-ordinators, homeroom advisers, school club advisers and subject teachers. Some very large schools have positions for administrative officers and registrars, as well as some support staff like clerks and janitors. The typical management structure of a large secondary school is shown in *Figure 3*.

Figure 3. Staffing structure of a secondary school



Schools at both levels generally have parent-teacher associations, popularly known as PTAs (recently changed to parent-teacher-community associations or PTCAs), which assist schools in the provision of some needs (e.g. electric fans, tables and chairs and payment for the services of a security guard) by raising funds mostly through membership fees. Large schools have a school-wide or mother PTA and a homeroom PTA, that is, a class or grade-level association of parents of students belonging to that class. Officers of the mother PTA are usually elected from among the more active officers of the homeroom PTAs.

In addition to the PTAs, some schools have alumni associations which also provide support in various forms, like the granting of scholarships to poor but deserving students and the improvement of school facilities and equipment.

In every city or municipality, there is a Local School Board co-chaired by the city mayor and the schools' superintendent in the case of a city, and by the municipal mayor and a district supervisor (on a rotation basis) in the case of a municipality. The Board administers the Special Education Fund (SEF) which is taken from 1 per cent of the real-estate tax paid by property owners in a municipality or city.

Under the local Government Code, proceeds of the SEF should be allocated equally to the operation and maintenance of public schools towards: the construction and repair of school buildings, facilities and equipment, the conduct of educational research, the purchase of books and periodicals and for sports development. The fund is also used to pay the salaries of newly hired extension teachers for their first year of service (thereafter the national government assumes payment of their salaries by providing the corresponding funds in the General Appropriations

Act or the national budget). To access the fund, the school principal may make a representation to the Board through the district supervisor or the superintendent for financial allocation to projects that are an SEF priority.

2.2 The role of school heads

As mentioned earlier, there are three general categories of school head in public elementary and secondary schools: teacher-in-charge, head teacher and principal. In addition, the further category of officer-in-charge is an appointed district or divisional supervisor who is designated by the divisional superintendent to take charge of the school pending the assignment of a permanent principal.

A teacher-in-charge of a public elementary school is one of the more senior classroom teachers in a small school with less than seven teachers. This person is designated by the schools division superintendent to take charge of the school as well as teaching at least two subjects.

Head teachers at public elementary schools are in charge of schools with at least seven but not more than 15 classroom teachers. They have formal appointments duly issued by the superintendent and receive a salary as such. They also exercise both administrative and supervisory functions and may or may not have one or two teaching loads depending on the availability of teachers in their school. There are three categories (i.e. I to III) of head teacher at public elementary schools.

Head teachers at public secondary schools are subject department heads who supervise at least six teachers under their department. They are formally appointed to the position and in large schools assist the principal by taking charge of the

administration of a year level, a school building within a large campus, or the annex of a large school. Under such arrangements, however, their instructional supervisory authority is limited only to the teachers in their department or area of specialization. Depending on the number of teachers in their department or small school, they may or may not have teaching responsibility for one or two classes. There are six categories of head teacher at public secondary schools, I to VI.

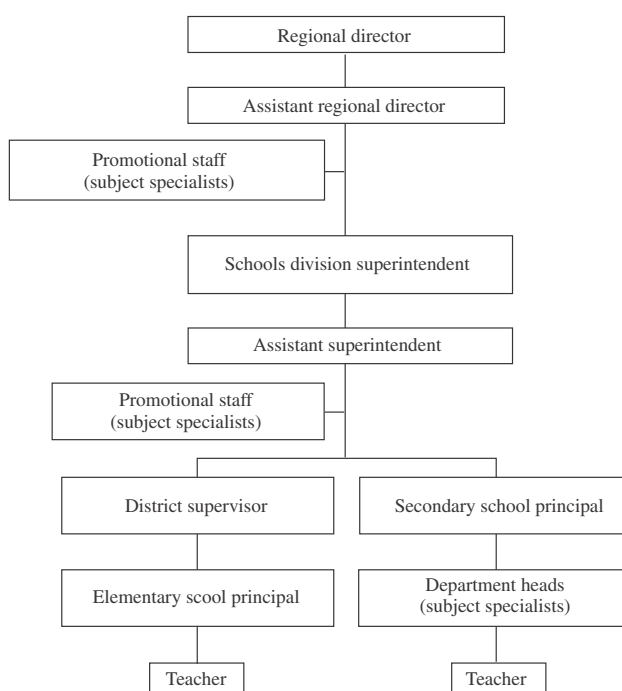
Principals lead the implementation of all educational programmes in their school and co-ordinate all school services for the pupils' all-round development. They prepare the budget and programme of expenditure and endeavour to secure additional financing for the school. The principals direct the organization of classes, assign/approve the teaching load of teachers, and designate the relevant instructional and other materials among school personnel. They are responsible for the supervision of maintenance and the upkeep of school buildings and facilities. They confer and discuss ways of improving instruction with the teachers and evaluate the level of achievement in relation to the school's goals. The principal likewise designs and conducts in-service training programmes for teachers and other school personnel. Principals rate the performance of their teachers and recommend them for promotion appropriately. Also under their responsibility is the preparation and consolidation of school reports, for the district supervisor in the case of elementary level and the divisional superintendent in the case of secondary level. The elementary principal represents the supervisor at school and within the community as a whole and performs other duties and responsibilities delegated or assigned to her by the district supervisor.

In terms of the degree of authority and decision-making power of head teachers/principals, under the present set-up at elementary

level, all teachers-in-charge, head teachers and principals report directly to their respective District Supervisor. They are also supervised by the Divisional Subject Area Supervisors, Assistant Divisional Superintendent (for elementary level) and the Divisional Superintendent.

On the other hand, in public secondary schools, the teacher-in-charge, the head teachers and the principal as heads of schools are directly under the supervision of the Assistant Divisional Superintendent (for secondary level). The organizational structure by level of position is presented in *Figure 4*.

Figure 4. Organizational structure by level of position



Public-school principals are categorized according to the number of teachers under their charge, as follows in *Table 5*.

Table 5. Category of public-school principals

Category	Number of teachers (elementary)	Number of teachers (secondary)
Principal I	10-29	10-25
Principal II	30-59	26-99
Principal III	60-99	100-175
Principal IV	100 and above	176 and above

With regard to their exercise of authority, according to the final report of Project TAO (see footnote 2), only about 14 per cent of school heads in public schools who responded to the survey claim that they are given a free hand in the selection of textbooks and instructional materials. In many cases, the Office of the Divisional Superintendent orders and procures textbooks.

The same survey showed that only 16 per cent of school heads have gained access to the Special Education Fund. It could be that the projects being proposed for funding are not the priority of the Local School Board.

School heads likewise have limited authority with regard to personnel management. While they can recommend people to teaching positions, the authority to hire, promote, or dismiss any teaching staff is vested in the Schools Division Superintendent. Disciplinary action on erring school staff is similarly exercised by the Schools Division Superintendent.

Because of the various tasks school heads have to fulfil, the school will not run smoothly without the people who provide them with the administrative back-up needed to run it. Many school heads run their schools without the necessary administrative personnel to support them. Only the large schools have a full complement of administrative staff. The rest have to utilize the services of teachers even for clerical work.

3. Management of principals

3.1 Recruitment

The DECS sets the criteria for the selection of head teachers and principals. The selection is done by a Division-Level Promotions Board chaired by the Divisional Superintendent. Candidates are ranked by the Board. For positions with a salary grade of 18 and below (as in the case of Elementary School Principal I to III and Secondary School Principal I) the appointment is signed by the Superintendent and then forwarded for attestation to the Philippine Civil Service Commission, a constitutional body which ensures that only those who are eligible are appointed to serve in government offices, including schools.

For positions with a salary grade of 19 and above (as in the case of Elementary School Principal IV and Secondary School Principal II to IV), the rank list is submitted to the Regional-Level Promotions Board. The appointment paper is signed by the Regional Director and attested by the Civil Service Commission.

To be eligible for any teaching post one must have passed the Licensure Examination for Teachers (LET) or its earlier equivalent, the Philippine Examination Board for Teachers (PBET). Otherwise one must have been granted special Civil Service eligibility under the Republic Act 1080, which automatically confers Civil Service eligibility to those who have passed a bar or board examination.

The eligibility requirements of elementary and secondary head teachers and principals⁴ are as follows in *Tables 6* and *7* (the

4. DECS, 1995; DECS, 1997; DECS, 2000.

prescribed qualification standards for the position of Elementary School Principal I and Secondary School Principal I are as of 30 June 1997):

Table 6. The eligibility requirements of elementary head teachers and principals

Elementary school			
Position	Education	Experience	Training
Head teacher I	Bachelor's degree in elementary education (BSEED) or its equivalent	None required	None required
Head teacher II and III	See above	1 year of relevant experience	4 hours of relevant training
School Principal I	Master's degree in education or its equivalent	1 year as Head teacher III or 2 years as Head teacher II or 3 years as Head teacher I or 3 years as Master Teacher I or 5 years as Teacher-In-Charge	4 hours of relevant training

Table 7. The eligibility requirements of secondary head teachers and principals

Secondary school			
Position	Education	Experience	Training
Head teacher I	Bachelor's degree in education or its equivalent, or Bachelor's degree in Arts and Sciences with at least ten (10) units in professional education	None required	None required
Head teacher II to V	See above	1 year of relevant experience	4 hours of relevant training
Head teacher VI	See above	2 years of relevant experience	8 hours of relevant training
Secondary-school principal I	Master's degree in education or its equivalent	1 year as Assistant secondary-school principal or 1 year as Head teacher V or 2 years as Head teacher IV or 3 years as Head teacher III or 4 years as Head teacher II or 5 years as Head teacher I or 3 years as Master Teacher I or 5 years as Teacher-In-Charge	4 hours of relevant training

3.2 Financial conditions

Table 8 below gives salary ranges of public elementary and secondary-school principals.

Table 8. Salary ranges of public elementary and secondary-school principals

Position	Monthly salary (in pesos)	Monthly salary (in US\$ = P42)	Annual salary (in pesos)	Annual salary (in US\$ = P42)
Head teacher	11,273 - 17,993	268.40 - 428.40	135,276 - 215,196	3,220.80 - 5,123.70
Elementary-school principal	13,427 - 19,009	319.69 - 452.59	161,124 - 228,108	3,836.28 - 5,431.14
Secondary-school principal	15,087 - 20,995	359.22 - 499.88	181,044 - 251,460	4,310.57 - 5,987.14

In the past, the salary situation was such that public-school teachers were receiving lower salaries than those at private schools. Recently the situation has been reversed so that the majority of teachers and principals at private schools now receive salaries lower than those in public schools. Consequently, there have been a number of private-school principals seeking transfer to public schools. However, there is no guarantee that these principals will automatically be transferred to the post of principal, which is generally open only to those who are part of the public-school system.

It is also to be noted that prior to November 2000 secondary-school principals had higher salary ranges than their counterparts at elementary level. It was feared that raising the salary ranges of elementary principals to those of secondary principals would involve a serious financial commitment which the government could not

bear due to the sheer number of people and the knock-on effect this would have on the salary levels of subordinates.

Principals and head teachers are entitled to the following benefits and incentive schemes⁵:

1. granting of one salary grade increase before retirement;
2. payment of Hardship Allowance, for those teachers exposed to hardship or extreme difficulty in the place of work and to teachers assigned to handle multi-grade classes;
3. provision of Cash Allowance for the purchase of chalk, erasers and other school supplies;
4. granting of a one-step salary increase for every three years of service in the same position;
5. granting of salary adjustment based on Equivalent Records Form (ERF);
6. payment of Productivity Incentive Benefit based on performance;
7. provision of benefits and loans through the DECS Provident Fund;
8. establishment of teacher co-operatives;
9. expansion of nationwide DECS Shelter Programme to provide housing benefit to teachers;
10. provision of hospitalization benefits through the DECS Hospitalization Guarantee Fund Benefit Programme;
11. implementation of the Decentralization of Payroll Services, i.e. the preparation of payroll and cheques for teachers and principals is done in their respective regional offices to avoid delays in the payment of their salaries.

5. DECS, undated.

With the recent standardization of civil servant salaries, school principals' salaries are now comparable to those in government service. It is generally felt, however, that what the principals receive in terms of salary and other benefits is not adequate, considering their responsibilities and status in the community as well as the high cost of living. For example, if a principal were to depend on his salary alone, a housing loan, or even a car loan, would be beyond his ability to repay from his income.

3.3 Posting practices

In a newly established school of less than seven teachers, one of the more dynamic teachers is assigned by the district supervisor to serve as teacher-in-charge. In far-flung areas, male teachers are generally preferred for this position. At larger schools in urban areas the position is open to all, especially to those who, under the master teacher scheme, have signified their intention not to leave the school for a career in administration. Usually, these teachers-in-charge start by assisting the principal with administrative tasks. A particularly efficient one will be designated by the principal as 'assistant to the principal' on a local arrangement, meaning, no formal appointment from above. As soon as a vacancy for the position of head teacher arises, all the assistants to the principal are ranked and one of them is appointed.

Newly promoted principals are posted to schools where the number of teachers is equivalent to an incumbent principal's category, i.e. a Principal I is assigned to a school with 10-29 teachers for elementary and 10-25 for secondary. Promotion is hampered by the limited number of large schools where those being promoted can be posted. Promotion within a category depends on the availability of vacant items for that category, e.g. a Principal III

cannot be promoted to Principal IV if a position is not vacant in a 'Principal IV' school (i.e. with a minimum of 100 teachers for elementary and at least 176 for secondary schools).

Technically, a Divisional Superintendent may assign a principal to any school within the division provided there is a match in the principal's category and the number of teachers in that school. However, if the principal has some reservations about the school where s/he is being posted, s/he may take that up with the superintendent who may or may not reconsider the posting depending on the reasons cited by the principal. In a few cases, concerned parents and community leaders may interpose objections to the posting of a 'controversial' principal to their school (since one's reputation may precede one's physical arrival) and usually the superintendent accedes to the community leaders' objection by maintaining the status quo or posting the principal to a school in a non-hostile community.

3.4 Evaluation and career development

Elementary and secondary classroom teachers are given the option to either remain as teachers and be promoted to the master-teacher level upon satisfying performance and academic requirements, or to pursue the administrators' track leading to school headship. The Master Teacher Scheme was introduced many years ago. Master teachers are given the salary-grade level of principals. In this way effective teachers are encouraged to stay on in the classroom. On the other hand, those who are inclined to become administrators get relevant experience by being designated as assistant to the principal on the basis of a local arrangement as described earlier. Recently, however, in response to requests from the field, even those who have earlier opted to become master

teachers are being given the chance to shift to the administrators' track.

Head teachers and principals may climb the ladder of their respective categories based on the number of teachers under their supervision, as described earlier, and/or be promoted to higher positions like those of district or divisional supervisor (for those in the elementary level) and, if they pass the appropriate qualifying examinations, they may be considered for the position of assistant schools' division superintendent and then fully-fledged divisional superintendent. However, due to the limited number of positions for principalship, career prospects or promotion possibilities for head teachers are scarce.

On the other hand, like any other public servants, head teachers and principals may be subject to administrative sanctions for dereliction of duty, mishandling of school funds, maltreatment of pupils and teachers, cases involving moral turpitude, etc. Complaints may be filed with the divisional office, the DECS regional or central office but the preliminary hearing is usually held at the divisional office. Sanctions may be administered in the form of a reprimand, fine, suspension or dismissal depending on the seriousness of the offence. Dismissal from the service may mean forfeiture of some or all benefits and privileges, including being barred from serving in any other branch of government service. Appeals for reversal of unfavourable decisions may be filed with any of the above-mentioned offices or with the civil courts.

The public elementary or secondary-school principal's performance is evaluated using a rating sheet for key DECS officials (applicable to the Central Office and the field offices) covering

the following areas with the corresponding maximum number of points:

- public relations and community involvement (maximum points - 10);
- utilization/allocation of resources (maximum points - 10);
- promptness and accuracy in submission of required reports/statistics/budget proposals (maximum points - 10);
- problem analysis and decision-making (maximum points - 15);
- leadership and personnel management (maximum points - 25);
- planning and organizing work, getting work done within a specific time period (maximum points - 30; targets are listed along with the accomplishments).

Other significant achievements or the potential of a principal are taken into account under an item labelled 'Plus factor'. A preliminary performance evaluation is conducted by a committee chaired by the assistant superintendent and some divisional supervisors. In the case of elementary principals the district supervisor is also present. The divisional superintendent has the final say as to the performance rating given, but if the principal disagrees, deliberation between the two of them follows. If neither of them yields, the principal may refuse to sign the document but should put in writing the reason/s for refusal or objection.

Results of annual performance evaluations are used as the main basis for promotion in salary and in rank. Cases of demotion seldom occur.

3.5 Training

The results of performance evaluations are translated by the Divisional Human Resources Development Officer (usually the Assistant Schools Division Superintendent) into areas of development for principals, and these are addressed in ongoing in-service training programmes at divisional and regional levels. Generally, the training programmes are focused primarily on the improvement of principals' managerial competences. The training programmes, undertaken at national level by the DECS National Educators Academy of the Philippines (NEAP) and other in-service providers, have been geared in this direction since the early nineties.

Since 1991, a series of management seminar-workshops organized by the NEAP has been conducted to hone the instructional leadership and supervisory skills of school administrators. In many cases, the training programmes are conducted separately for elementary and secondary-school principals, as in the case of the three-week *Advanced Management Training programme (AMTP) for Secondary-School Principals/Vocational-School Administrators* conducted initially for 240 secondary-school principals and the three-week *Advanced Management Development Programme (AMDP) for Elementary-School Principals* designed for 200 elementary-school principals. The objectives, however, are similar: (i) to strengthen the management skills of elementary/secondary-school principals, particularly in decision-making, problem-solving, management communication and crisis management; (ii) to encourage divergent thinking and creativity in evolving and generating alternative solutions to problems in the management of change; and (iii) to provide opportunities for the development of skills related to situation analysis, problem analysis and decision analysis.

In order to sustain the development and enhancement of skills, regional trainers, recruited from among the better supervisors and school principals, are trained to conduct the continuing in-service programmes for school managers at the local level. This is part of the capacity-building thrust of the DECS, the goal being the empowerment of field personnel in conducting training programmes on their own.

Enhancing the instructional monitoring skills of administrators is another area that is commonly addressed in training programmes. An example is the six-day *Supervisory Skills Enhancement Programme (SSEP)* initiated by the DECS Bureau of Secondary Education and conducted by the NEAP for those occupying supervisory positions including head teachers and principals. The programme was designed to create positive awareness of the critical role of supervisors as agents of change; update supervisors on the content and methodology of instruction in their areas of specialization; and improve procedures for monitoring and evaluating instruction. The training programme covered values, enhancement, trends and developments in the content and methodology of instruction (by area of specialization), and strategies in supervision and monitoring of instruction. Some 200 educational supervisors and head teachers at divisional and regional levels participated in this training and subsequently became the lead trainers for 5,000 principals, teachers-in-charge and head teachers in their respective divisions and regions.

A parallel SSEP programme at elementary level was the six-day *Instructional Leadership Development programme for Elementary-School Principals* conducted by NEAP. The programme aimed in general terms to prepare the principals for their role as instructional leaders in a decentralized set-up, and, in

specific terms, update them on present directions in classroom pedagogy and other effective teaching-learning experiences; enable them to assist teachers in diagnosing problems in instruction and applying alternative solutions, and assist teachers in evaluating the outcomes of learning; and enable them to manage the teaching-learning environment and resources. A total of 120 elementary-school principals participated in the programme.

Similarly focused on building instructional leadership was the eight-day seminar workshop on *Quality/Instructional Leadership and Resource Management*. The training programme was designed by NEAP for those in managerial positions and this included elementary and secondary-school principals and head teachers. The objectives of the training programme were fourfold: updating knowledge of concepts and effective approaches to instructional leadership and supervision; applying insights gained in the principals' respective schools; acquiring skills and competences in resource management; and re-examining organizational values critical in achieving goals. A total of 582 chiefs, assistant chiefs, superintendents, assistant superintendents, regional/divisional/district supervisors, principals, head teachers and teachers-in-charge participated in the training programme.

In an effort to further strengthen the resourcing skills of educational leaders, a *Resource management series for education administrators* was launched by NEAP. The Resource management course is a seven-day programme aimed at developing new values and knowledge on resource management as a critical function of all DECS education administrators. The course covers education and development perspectives, strengthening community participation in resource management at the school level, programme management, resource management

and resource generation. A total of 45 school principals were trained initially, along with other education administrators.

A relatively new programme is the *Basic School Management Course* designed by NEAP for the induction of master teachers shifting to the administrator track. A total of 1,375 master teachers were trained in 1998 and 1999 to prepare them for school management.

There are training programmes like the AMTP, AMDP and SSEP that, although conducted by NEAP at the national level, are expected to be continued and sustained at the regional, divisional and school levels through a core group of trainers usually consisting of those who attended the national-level training. This is to ensure the continuing cascade method of training teachers. The HRD officers at the divisional and regional levels serve as the co-ordinating and supervising officers for the training programmes.

It appears, however, that training programmes are not available to all school administrators. The Project TAO survey (1999) found that only about 22 per cent (8,046) of the respondent public elementary and secondary-school principals had had training on principalship. In response, a six-day intensive course for principals has been mounted by SEAMEO INNOTECH starting the first week of October 2000. Dubbed as *TAO LEADS* or *Leadership in the Effective Administration of Schools*, it focuses on school-based management, instructional leadership and the application of information technology in education. In its first year of implementation 880 elementary-school principals were targeted from the 50 school divisions with the least number of trained principals. The project sponsor, the chairperson of the Philippine Senate Committee on Education, Culture and Arts, has committed

to continue sponsoring the project in the coming years in order to reach as many principals as possible, both at elementary and secondary schools.

3.6 Support

Principals are supposed to be guided by the Service Manual for public schools and by policy guidelines issued by the Code of Conduct for government servants. They are also governed by the Code of Conduct for government officials and employees. It is doubtful, however, that they are aware of all the provisions pertinent to their position and responsibilities. One of the reasons for this may be that, since their issue, these published codes and manuals are lost by schools and therefore incumbent principals are not always familiar with them.

Elementary principals and head teachers receive administrative and supervisory support mainly from the district supervisor who serves as a 'junior superintendent' within his/her jurisdiction. Some instructional supervision is also given by the divisional supervisors but due to the large number of schools in a division, as well as being saddled by inadequate transportation allowance for school visits, their assistance in improving instruction is not very pronounced. In addition, many field supervisors spend too much time on report writing and little time is left for instructional supervision and assistance to subject teachers.

It is usual practice in the field that the superintendent calls for a monthly executive meeting among supervisors and principals, as well as other school heads. The venue for the meeting is either at the divisional office or on a rotation basis at large schools with meeting space. Information on DECS' recent issuances is

presented and discussed, along with local issues and concerns within the schools division.

There is also the District Learning Action Cell (DLAC) mechanism where elementary principals, led by the district supervisor, convene as often as necessary (i.e. the minimum requirement is a monthly meeting, but this may be conducted more often than that if there is a necessity to do so) to help resolve problems encountered by schools within the district. This serves as a forum for principals and other school heads to learn from each other on ways they tackle crucial concerns in their respective schools. District projects and reports are also taken up. Then the principals and school heads are expected to share and discuss relevant matters with their teachers. Such meetings take place at the School level of the Learning Action Cell (SLAC). Aside from being a regular forum for collaborative action planning, review and decision-making, the SLAC is also an avenue for the continuing skills development of principals and other school staff on a non-formal level. Principals and teachers get to learn from their peers as they listen to each other's problems and as they exchange views and experiences.

A more dynamic, experienced principal is usually assigned as principal co-ordinator (especially in areas where there are no district supervisors) from whom the newer and less experienced principals and head teachers can secure guidance on school management and administration.

4. Main problems and major innovations

4.1 Financial resources and management

Principals, particularly of small schools, are often saddled with inadequate financial resources. Until this year the budget allocation for Maintenance and Other Operating Expenditures (MOOE) for most schools is still linked to the budget of the Regional Office and the Schools Division Office. The rationale for this is that the allocation is not substantial enough to merit distribution to individual schools. It is also easier to apportion the budget among 16 regions and 143 school divisions than to almost 40,000 public schools throughout the country. In many cases, however, the amount is utilized by the Regional or Divisional Office according to the priorities set by the officials there. The money seldom filters down to school level and when it does it tends to be the larger or more central schools that benefit. Education officials and political leaders are prone to providing more support to this type of school because they are model schools and can be good for public relations.

In order to help overcome this problem the Philippine Senate Committee on Education, Arts and Culture has been battling to include the names of all public elementary and secondary schools with the corresponding budget allocation for MOOE in the *General Appropriations Act* (the National Budget), starting in 2001. Firstly, it is felt that despite the small amount schools receive, principals will at least be in a position to determine how it will be apportioned and spent. Schools will no longer be left at the mercy of superintendents who can be guarded about budget repartition. Secondly, this will help raise awareness concerning how little schools receive for MOOE. Principals may use this as a basis for

fund-raising and soliciting donations. Together with teachers and parents, they may even lobby their respective congressmen for an increase in their MOOE appropriations.

Further steps are being taken with the refocusing of the Local School Board's funding priorities. Amendments to the Local Government Code are being formulated to rationalize the Special Education Fund's priorities (SEF).

A second financial issue relates to salaries. Until very recently, principals, as well as teachers, were not being issued with pay slips. They would sign the payroll without being issued with written clarification regarding deductions or salary rate.

Again, this has been rectified through the intercession of the Senate Committee on Education. This may not seem particularly impressive, after all this has long been the practice with private companies and small government agencies. Yet with almost half a million field officials and teachers the DECS has had to invest a lot of time, money and effort in the project. While it is true that the practice has no effect on salary level, it does give staff a clear account of what they are due to receive and what deductions have been made. In a system where principals and teachers are forced to take out loans at every opportunity due to the inadequacy of their salaries, having such a pay slip will help them manage their personal finances and engage in more rational budgeting.

4.2 Lack of formal training for principalship

The majority of principals and head teachers (about 78 per cent according to Project TAO Survey 1999) have not had formal training for principalship. This suggests that they have been managing their schools either intuitively or based on the

management style of their former superiors. Nationally there are over 21,000 recognized school leaders, however, and the DECS does not have sufficient funds in its budget to provide that number with in-service training.

However, an alternative source of funding is available through congressional initiatives. There are legislators who are supportive of educational projects, for example the Chairperson of the Philippine Senate Committee on Education, Arts and Culture, who commissioned a project entitled LEADS (*Leadership in the Effective Administration of Schools*) for principals focused on school-based management, instructional leadership and the application of IT in education. This training programme is in addition to those conducted by the DECS itself through the *National Educators Academy of the Philippines (NEAP)* which mounts management courses for principals in the country's different regions, as well as at its national campus in Baguio City, a mountain resort about 350 km north of Manila.

Moreover, in a move to set quality standards and to ensure that incoming principals are academically prepared, the DECS requires a Master's degree in education or its equivalent as the minimum educational qualification for the position of elementary or secondary principal. Thus, those aspiring to become principals are required to undergo formal schooling by attending graduate school in the evening, on weekends and during summer class vacation in April and May. This is in addition to the work experience and training requirement. All these are active steps aimed at reducing the burden of raising principals' competences. It avoids them employing ineffective management strategies which contribute to the inefficiency of the school system.

4.3 Status and impact on performance

Proper screening of candidates is crucial because it is very rare that a principal is demoted. While there are civil service rules that may be applied to terminate the services of inept school administrators, in practice, badly performing school principals will merely be transferred to another school to start anew and hopefully improve on their performance. If this situation arises a second time and there is no post available at another school, they will be assigned to the District or Divisional Office for administrative or supervisory work whilst keeping their position as principal and receiving the corresponding salary. This is clearly a dysfunction that calls for cogent action.

At private schools, principals are hired on a contractual basis and appointments renewed based on performance. This system seems to function well as principals are compelled to perform to their level best. Inefficiency in the service is therefore avoided. The same practice is being considered for adoption by the public-school system in the light of the recommendation of the Philippine Congressional Commission on Education. This proposes the replacement of promotion based on school size to promotion based on administrative efficiency and instructional leadership. A further proposal under consideration is to make principal positions tenured.

All of these efforts are envisaged to help improve the competency and commitment of school principals at both elementary and secondary levels. As institutional head and formal leader of the school, head teachers occupy a position of pervasive influence. As some learned observers say, “where the principal goes, so goes the school”.

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Better school management in the Republic of Korea: the role of the principals

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List of abbreviations

DOE	District Office of Education
LEA	Local Education Authorities
MBE	Metropolitan Board of Education
MOE	Ministry of Education
MOL	Ministry of Labour
MOST	Ministry of Science and Technology
SMC	School Management Committee

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1. Basic facts and background information on the education system in the Republic of Korea

1.1 Organization of educational administration

The organization of the national educational administration comprises three tiers of authority: the Ministry of Education (MOE), Offices of Education at metropolitan and provincial level and a third tier of offices at district level (*Figure 1*).

1.1.1 *The Ministry of Education*

The Ministry of Education is the government body responsible for the formulation and implementation of policies related to academic activities, science and public education. It plans and coordinates educational policies, formulates ideas for elementary, secondary and higher-education policies, publishes and approves textbooks, provides administrative and financial support for all levels of schools, supports local educational agencies and national universities, operates the teacher-training system and is responsible for lifelong education.

In addition, several ministries involved in human resource development have also played important roles in formulating and implementing education policies. Among these are the Ministry of Labour (MOL) and the Ministry of Science and Technology (MOST). The MOL is responsible for on- and off-the-job training. The MOST is held accountable for the development of manpower for the science and technology industry.

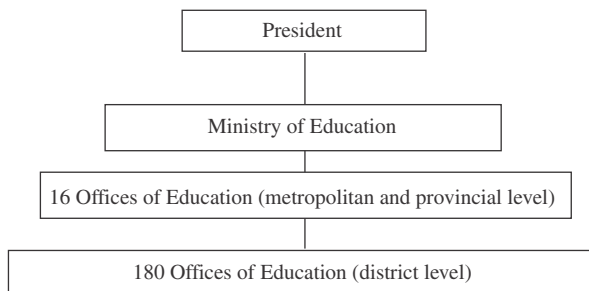
1.1.2 Decentralized offices of education

In 1991 a local autonomy law was introduced and through it educational autonomy at the local level was promoted. Accordingly, educational administration became decentralized and the MOE delegated much of its budget planning and major administrative decisions to local authorities. Local education authorities in the form of offices of education were established in seven major cities (metropolitan level) and nine provinces (provincial level) as well as 180 subordinate offices of education in counties and equivalent administrative areas (district level). These offices have responsibility over education, art and science pertaining to the respective local area.

Each local office (metropolitan, provincial and district) has a Board of Education, composed of seven to eleven members, each serving a term of four years. The boards of education make decisions in relation to local educational matters and formulate regulations, calculate budgets and settle accounts for the district, submitting the results to the City or Provincial Parliament. At metropolitan and provincial level the boards of education have jurisdiction over K-12 education and are directly responsible for high-school education.

The top executive officer of each local office is the Superintendent of Education, who is responsible for the administration of education, art and science. The qualifications for the position are established by law: the superintendent must have at least five years' experience in the education profession (see 2.1.2, Community players).

Figure 1. Organization of educational administration



With relative autonomy from other local government authorities it has been easier for the local education authorities to secure financial and human resources for education than for other agencies. The LEAs were the main vehicle through which K-12 educational plans and policies were implemented.

1.2 The structure and coverage of the education system

The Education Law promulgated in 1949 declares the adoption of a school ladder following a single track of 6-3-3-4: six years in elementary school, three years in middle school, three years in high school and four years in college or university. The provisions of the Education Law, which pertain to the education system, read as follows:

“All citizens have the right to receive education according to their ability; all children should receive at least elementary education and such education as may be prescribed by law; compulsory education is guaranteed in such a manner as shall be prescribed by law; the state is responsible for promoting lifelong education; and basic matters related to the management of

systems of school education and life-long education, financing of schools and the status of teachers are prescribed by law.”

The Education Law establishes the minimum number of school days for the completion of one academic year. Elementary, middle and high schools should have more than 220 school days. The academic year consists of two semesters. The first semester begins on 1 March and ends on 31 August. The second semester spans from 1 September to the end of February.

Appendix 1 gives some basic data on numbers of schools, teachers and students at different levels.

Table 1. Gross enrolment rates, 2000

Classification	Kindergarten	Elementary school	Middle school	High school	Tertiary education institution
1970	1.3	100.7	51.2	28.1	8.4
1975	1.7	105.0	71.9	41.0	9.3
1980	4.1	102.9	95.1	63.5	15.9
1985	18.9	99.9	100.1	79.5	35.1
1990	31.6	101.7	98.2	88.0	37.7
1995	39.9	100.1	101.6	91.8	55.1
1999	37.3	98.6	98.8	97.3	78.0
2000	38.1	98.5	99.1	96.4	80.5

Gross enrolment rates in the year 2000 (*Table 1*) were very satisfactory overall, with over 95 per cent of children and youths attending elementary, middle and high school. Over 80 per cent of young adults were attending a higher-education institution, as

opposed to only 8 per cent in 1970. The rate at kindergarten has risen, from 1 per cent in 1970 to 38 per cent in 2000. *Table 2* below gives number of students per class in 2000.

**Table 2. Number of students per class, 2000
(unit: students)**

Classification	Kindergarten	Elementary school	Middle school	General high school	Vocational high school
1970	34.1	62.1	62.1	60.1	56.1
1975	36.5	56.7	64.5	59.8	57.0
1980	38.4	51.5	62.1	59.9	59.6
1985	34.5	44.7	61.7	58.0	55.5
1990	28.6	41.4	50.2	53.6	51.5
1995	28.5	36.4	48.2	48.0	47.9
1999	26.8	35.4	38.9	47.2	44.6
2000	26.3	35.8	38.0	44.1	40.3

Table 3. Students per teacher, 2000 (unit: students)

Classification	Kindergarten	Elementary school	Middle school	High school
1970	13.4	56.9	42.3	29.7
1975	14.9	51.8	43.2	31.4
1980	19.9	47.5	45.1	33.3
1985	33.9	38.3	40.0	31.0
1990	22.4	35.6	25.4	24.6
1995	20.7	28.2	24.8	21.8
1999	20.4	28.6	20.3	21.4
2000	19.5	28.7	20.1	19.9

Table 3 shows that the student/teacher ratio at elementary, middle and high schools has also substantially dropped since 1970.

For all levels of school, including kindergartens, the average number of pupils per teacher is 20, apart from elementary schools where the average is 29.

1.3 Statistical data on principals

In order to ensure its speciality and foster a sense of commitment to teaching, graduates of teacher-training institutes are required to be certified according to the criteria established by law.¹

Teachers are classified into principals, vice-principals, teachers (1st and 2nd level), assistant teachers, nursing teachers, training teachers, librarians and professional counsellors. They have to meet the specific qualification criteria for each category, be licensed by the Minister of Education as regulated by Presidential decree and receive the appropriate certificate. The hierarchical organization is as follows: principal, vice-principal, 1st-level teacher, 2nd-level teacher and assistant teacher.

According to *Table 5* below 52 per cent of the total number of teachers are women, as opposed to only 20 per cent of the total number of principals. A brief analysis by level highlights that contrast still more. Not surprisingly, 98 per cent of kindergarten teachers and 90 per cent of principals are women. At primary level, while some 65 per cent of teachers are female, this is true of only 6 per cent of principals. In general high schools women occupy 26 per cent of all teaching posts, but less than 5 per cent of all principal posts. Educational statistics in the Republic of Korea do not produce data on principals distributed by age or length of service.

1. The classification and qualifications of teachers are defined in *Appendix 1*, 2 of provision 2 of Article 21 in the Law of Elementary and Middle School Education.

See *Appendix 2* for further data regarding teacher numbers by sector and type of school.

Table 4. Number of teachers by graded qualification, 1999

Classification	Total	Kindergarten	Elementary school	Middle school	General high school	Vocational high school
Grand total	366,976 (52%)*	26,164 (98%)	137,577 (63%)	97,931 (52%)	62,944 (26%)	42,360 (29%)
Principals	13,366 (20%)	2,377 (86%)	6,290 (6%)	2,629 (7%)	1,283 (5%)	787 (2%)
Vice-principals	12,348 (11%)	611 (99%)	6,382 (8%)	3,029 (6%)	1,289 (3%)	1,037 (2%)
1st-level teachers	260,478 (48%)	6,552 (99%)	99,540 (63%)	71,285 (49%)	50,699 (32%)	32,402 (4%)
2nd-level teachers	72,627 (76%)	16,156 (99%)	21,401 (85%)	19,459 (73%)	8,770 (44%)	6,841 (45%)
Assistant teachers	483 (18%)	21 (91%)	45 (82%)	73 (5%)	48 (17%)	296 (6%)
Nursing teachers	6,001 (99.9%)	18 (100%)	3,895 (99.9%)	1,136 (100%)	555 (99.9%)	397 (100%)
Training teachers	698 (17%)	-	-	74 (8%)	118 (10%)	506 (20.5%)
Librarian	142 (50%)	-	4 (50%)	29 (17%)	82 (55%)	27 (70%)
Counsellors	294 (14%)	-	-	163 (13%)	84 (13%)	47 (21%)
Others	539 (55%)	429 (54%)	20 (80%)	54 (83%)	16 (12.5%)	20 (25%)

* Percentages in brackets refer to proportion of women.

2. Roles and functions of principals

2.1 The internal management of schools

School management is a broad concept integrating the whole process of achieving the goals of education. School control means the control of educational circumstances through laws and regulations; school operation denotes the actual process of education programmes.

School management bodies are similar throughout elementary, middle and high schools. Schools have a School Management Committee, which is a legal body, but principals themselves also make autonomous decisions depending on their vision and considering the particularities of the school. In general, a school's hierarchy consists of principals, vice-principals, managing teachers and teachers, as well as various committees, including the planning committee, academic record-control committee and personnel advisory committee. The administrative units and the education guidance units, which supervise education activities, are loosely interconnected.

The number of vice-principals, managing teachers and teachers is in principle determined by the number of classes. In theory, there is one principal and one vice-principal per school. Any elementary or middle schools with more than 43 classes, however, can have an additional vice-principal. In the case of two vice-principals, one of the two may teach classes. The number of assigned teachers is determined depending on the number of classes and principals may determine the type of work allocated to them.

2.1.1 Management structure

The management bodies may be divided into hierarchic organizations (including the education guidance and administrative organizations) and advisory organizations (including various councils, advisory committees and community groups). Teachers belong to various organizations. The more important organizations, present in most schools, are the following (*Figure 2*).

- School Management Committees (SMC)

These were established in all public schools and in some private schools in 1999 to improve the effectiveness of education by increasing school autonomy. A School Management Committee in the Republic of Korea comprises 5-15 members representing parents, community leaders, teachers and principals. The number of committee members is dependent upon the size of the school. The president is selected among parents or local representatives, but not among teacher representatives.

- Education guidance bodies

The education guidance bodies are those that supervise overall teaching activities. They operate the whole process of education consisting of curriculum coverage, extra-curricular activities and behavioural guidance. Class, subject and extra-curricular teachers are implicated.

- Administrative units

The administrative unit is a type of secretariat for all the school's affairs. The administrative units support school operations and have a hierarchic order from the principals to the vice-

principals, managing teachers (assigned teachers) and teachers. The administrative unit is a functional unit for the efficient performance of various clerical tasks.

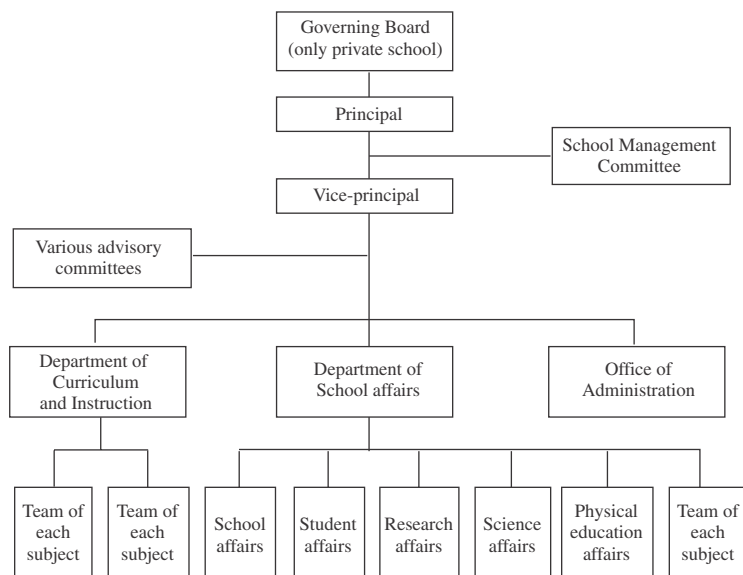
They are in general composed of the following departments: school affairs, student, research, ethics, scientific, environmental, physical education and clerical department. A recent tendency is that the school affairs, student and research departments are classed as administrative units and the remainder are classified into class teaching-support units, placing emphasis on education and guidance.

- Operation councils

Faculty and managing teacher meetings take place regularly. Scholarship selection councils, grade management committees and personnel advisory committees also exist. They provide advice, consultation and co-ordination on matters in order to achieve the goals of education and aim to consult and co-ordinate decisions on school operations in a democratic and open way.

Recently there has been a tendency to increase the number of councils and committees. This trend aims at avoiding a closed, principal-centred type of management and to move towards accommodating various opinions from school committees and encouraging the participation of teachers.

Figure 2. Organizational chart of a Korean school



2.1.2 School management participants

To achieve good school management several criteria need to be respected. The assignment of duties should be carried out on a professional basis and operational and consultative bodies should be activated in a horizontal structure. The roles of principals, vice-principals, assigned teachers and teachers should be properly defined and tasks delegated in accordance. Any conflicts should be properly co-ordinated in a vertical structure. In addition, in-school and external players should assist and co-operate with one another.

In-school players include school management committee members, vice-principals, assigned teachers (managers) and student

representatives. Community players consist of the board of education members, regional education offices and various parent groups. For schools with a long tradition, alumni associations also participate and, for private schools, the school's Board of Trustees participates.

Roles of in-school players

- Members of the school management committee

The committees are composed of principals, teachers, parents and regional experts. The school management committee decides how school advancement funds are to be used and deliberates and advises on overall school operation, including the stipulation and revision of school regulations.

SMCs are involved in a variety of activities ranging from financial management to planning co-curricular activities. The financial responsibilities of the committee refer to the deliberation of bills and budgets and the settlement of financial accounts. The academic function involves the preparation of proposals for elective courses and other educational programmes. It also decides on the type of programmes to be offered after school hours and the financial implications of these. One of the most important SMC roles is the consideration of the school charter and regulations, which come under its administrative and executive jurisdiction. The SMC meets approximately eight to ten times per year.

- Roles of vice-principals

They supervise administrative activities and assist the principals. They attempt to bridge the communication gap between principals and teachers and participate in school management by

presenting their opinions in the approval processes. They cover the principal's duties in the event of absence.

- Assigned (managing) teachers

In the planning of their duties, they have a significant, but less visible effect on school management. They influence the opinions of teachers under their authority or teachers in the same grade. They present their opinions at the Managing Teachers Meeting.

- Student representatives

There are autonomous student bodies at every level including primary schools. Members are elected directly by students. They work as student associations in accordance with school regulations on their formation, organization, roles and activities. By taking into account students' opinions, they ask schools to tackle problems concerning student welfare and facilities. Their opinions are used as a reference for school management.

Community players

- Superintendents of Education at metropolitan or provincial education offices and at district offices

Superintendents at municipal or provincial offices have authority over administration and education regulation enactment. They are responsible for the opening, transferring and closing of schools and other educational institutes, as well as for curriculum, the promotion of science and technology education, social education, school sports and health, the school environment, student zones and the acquisition and disposition of assets. They calculate budgets and prepare closing reports. They also represent the community

on education matters and have the right to supervise the teaching of public servants and to determine emerging issues. Superintendents at district offices direct and supervise the operation and management of kindergartens, elementary schools and middle schools and care for other duties delegated by superintendents at metropolitan or provincial offices. High schools are under the control of city or provincial education offices.

- **Boards of Education**

Currently, the boards of education cover large educational districts. The members of the boards of education are selected by the school management members of each city or province. The Board of Education deliberates and determines various important matters related to the education, science, technology and sports of municipal communities. The final decisions on budgets, budget administration and regulations shall, however, be made by the City or Provincial Councils and not by the Board of Education, even if they are related to education and schools. One acknowledged problem concerns the status of the Board of Education and the dual deliberation and resolution on issues that must be considered by both the Board of Education and the City or Provincial Councils. In the Republic of Korea, while the municipal system is being implemented at the smallest district unit, autonomy in the education sector is limited to larger administrative districts.

- **Community organizations**

Many school education resources come from the community, therefore schools cannot survive without communities. School alumni associations, parents' councils, sports promotion associations, joint conferences held by public authority heads, citizens' campaigns for regional education and other various organizations

affect the operation of the school curriculum and student instruction in various ways. Community organizations also co-operate with one another and promote schools for advancement.

Community organizations exist to pursue educational and regional advancement by building a supportive, co-operative system between schools and the community. They sometimes provide funding and/or voluntary workers for various school events or host round-table conferences or lectures in order to strengthen bonds.

- **Parent groups**

Parent groups, consisting of students' mothers, provide voluntary services for school excursions, sports events and other school events and take the lead in fund-raising and opening bazaars for purchasing books. They mainly support schools morally and financially. Recently, public education bodies composed of parents and citizens of the community have taken on controversial education issues and school problems, presenting their own solutions for the improvement of school education.

2.2 The role of the principals

2.2.1 Management responsibilities and decision-making power

In the past, most school affairs were determined by principals and school management was carried out through their direction and control. Principals in the twenty-first century should widen their management responsibilities. In order to improve the effectiveness of schools, they must be fair with regard to personnel issues, be curriculum experts, effective in financial control and efficient in the control of facilities and resources.

According to paragraph 1 of Article 20 of the Elementary and Middle School Education Law, principals should supervise overall school operations, direct and oversee the faculty and educate the students. Thus, principals have responsibility for and authority over general school education, while having no obligation to teach. Sometimes they participate in student education at Monday-morning gatherings or by special lectures or behavioural guidance for individuals.

- The degree of authority and decision-making power in personnel management

In charge of school operations, principals are responsible for giving 50 per cent of the vice-principals', teachers' and registrars' performance scores. They have the power to select assigned teachers and class teachers, to transfer teachers to different departments, to recruit temporary teachers and elect school doctors. They also make decisions with regard to temporary retirement, reassignment, dismissals and recommending teachers for training with a view to promotion and qualifications, recommending awards and the reassessment of salary scales. Although they have overall control and supervisory power over the faculty, the promotion of teachers and posting of teachers to schools is the responsibility of the higher administrative agencies.

- The degree of authority and decision-making power in curriculum management

The core role of principals is to ensure full implementation of the curriculum. Nevertheless, the power to determine school curricula, apart from higher education, rests with the Minister of Education and the responsibility for its operation lies with the superintendents of cities and provinces. Principals' discretionary

power is limited. They are allowed to allocate a certain number of hours a week to their chosen subjects, to determine the timetabling of these subjects for each semester and grade, to review teaching plans, to grade students and send reports to their homes, to implement various strategies for encouraging class learning, to determine the temporary closing of the school in emergencies and to award certificates of graduation to students. School opening dates and the timing of commencement and end of vacations are outside their power and authority.

- The degree of authority and decision-making power in financial management

As the delegated accountant and collector under the Special Education Cost Financial Accounting Rules, principals have the power to implement budgets and dispose of other earnings in their name within the scope of the special education cost account (contracted costs and general expenses). Principals should actively participate in the procurement, allocation, utilization and evaluation of budgets. In the past, due to the small scale of the budget and to the limited scope of implementation, the principals played a passive role in managing the given finances. The level of autonomy and responsibility is increasing and principals now have more discretion in the dispensation of budgets, with the introduction of the cost contract system. This is a budget system in which budgets are decided and spent on an individual school basis. Also, self-driven fund-raising is an important role of principals.

- The degree of authority and decision-making power with material resources

As the delegated asset controller with administrative power delegated by the superintendents under city or provincial asset

control regulations, principals have the power to assign the utilization of school assets (land, building, etc.) and are responsible for maintaining facilities.

2.2.2 Efforts to enhance the role of principals and major problems

The concept of plan-based school management was emphasized in the paper *Creation of a new school culture*, 1998.² In accordance with this, one of the major roles for principals is to prepare the school education plan. This involves sharing school management information, including the goals of education, management philosophies, curriculum plans, behavioural instruction plans, school evaluation plans, financial and facility plans, etc., with the members of the school community. In some cases the preparation of the plan gives rise to active discussion and participation by teachers, parents, school management committees and students.

The second major role is to accommodate the opinions of teachers through faculty meetings and arranging other teacher meetings.

Third, to provide quality education through periodic class visits and class observations. As class observation can lead to strong resistance among teachers, it should be undertaken in such a way that teachers see it as a means of co-operative teaching encouragement, not as surveillance but to develop their skills and improve the effectiveness of classes.

2. Republic of Korea Ministry of Education.

Fourth, to provide counseling to students, solving their problems and considering their opinions.

Fifth, to negotiate with regional education and administrative offices for financial and administrative assistance and support.

Sixth, to hold open classes and parent education sessions in order to increase parents' trust in the school and by working on the promotion and publicity of schools.

Seventh, to promote unity, harmony and close bonds among faculty teachers through friendship gatherings and impromptu out-of-school dining.

With the rapid increase of democratization, autonomy and openness, many principals are making the aforementioned efforts. They complain however about their weakened positions and difficulty in carrying out their roles. The big issue facing principals is the generation gap and the difference in education philosophies among teachers. The most difficult job they face is to overcome such differences. In addition, the bureaucratic control and authority of the higher administrative bodies and the complacency of public officers make their attempts for school improvement difficult. Some of the instructions and directions from the Ministry of Education or Education Office result from office discussions and are sometimes far removed from actual school conditions. They have to persuade and negotiate with parents who have their own interests at heart and whose demands are inconsistent with present educational orientations. They have to solve disputes between teachers and parents arising from disciplinary issues, etc.

3. Management of principals

3.1 Recruitment

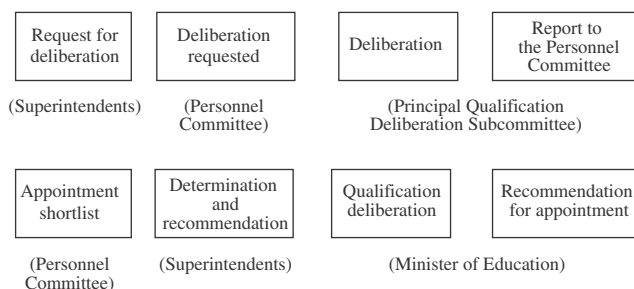
As teacher management is run in accordance with the national legal qualification system, teachers (and this includes principals) are required to have a minimum level of qualifications and experience nationwide. As for the appointment of principals, the municipal and provincial superintendents recommend candidates to the Minister of Education, who then asks the President to appoint them. Principals are thus appointed by the President and the tenure is four years with one re-appointment allowed.

Since September 1999, the Ministry of Education has reinforced the criteria for principal appointment and delegated this matter to the Education Offices. As a result, the members of personnel committees at metropolitan and provincial education offices have been increased from five-seven to seven-nine members. The personnel committee is an advisory body of the City and Provincial Education Offices composed of superintendents and professors. Its president is the Vice-President of the local Education Office. In addition, a Principal Qualification Deliberation Subcommittee, consisting of three or more members, has been formed to carry out the examination of school management candidate proposals and set up interviews.

This procedural clarification was undertaken to create a more just approach as part of a performance-based system. It has been revealed, however, that candidates are seldom dropped in the process for re-appointment due to the prevalent paternalism among teachers and that the qualification screening procedures do not

measure up to expectations. The appointment procedures are as follows (*Figure 3*).

Figure 3. Appointment procedures



3.1.1 Selection criteria

The Education Official Promotion Regulations of 1964 were revised 22 times up until 2000. In 1997, a performance-based promotion system was established, replacing the previous system based on years of service. In the new system, the expected length of experience was reduced from 30 years to 25 years; four records of training programmes, rather than one in the former system, were to be reflected in the qualifications; the rights of the superintendents to award additional points were maintained; and the self-report system was introduced to enhance the objectivity and fairness of performance evaluation. In preparing the list of candidates, the following points are given:

Experience (90 points)	Performance (88 points)	Evaluation of training and research results (30 points)	Additional points (16.75 points)
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A total of 84 points are awarded on the basis of completing the basic (20 years) experience plus 6 points for additional experience of five years. A performance evaluation is carried out at the end of each year but the results are combined and released every two years. The evaluator (principals) and the confirmer (vice-principals) give up to 40 points per year to teachers. Four training programmes amount to a total of 27 points and one can achieve 3 points through research. Additional points are given by principals as follows: 2-6 points for those who work in remote areas and islands, 1.25 points for teaching the children of lepers, 1.25 points for those working at special schools (classes), 1.25 points for those working at exemplary schools, 1.75 points for assigned teachers, 1.25 points for school inspectors and education researchers, 0.75 points for those dispatched to overseas schools, 0.75 points for the technical licence holders and 2.5 points for those working at schools in agricultural or fishing areas.

Although many revisions have been made to create a performance-based system, the required period of service is still 25 years. The evaluators are teachers' superiors. The elements of evaluation including personality as an educator (12 points), sense of duty (12), learning guidance (24), life guidance (24), class management, research and other duties (16 additional points) allow for arbitrary interpretation. The elements of evaluation as a vice-principal are personality as an educator (12), sense of duty (12), directing and controlling education (24), teacher management (24) and office management and research (16).

In order to accrue points some teachers repeatedly take the same training courses or take many courses in a short period of time. Many research presentations and conferences have degenerated into a means of attaining promotion rather than for

improving the quality of education. Differentiated awards of additional points depending on cities and provinces is not appreciated by teachers. Inquiries flow in with regard to the designation of research and exemplary schools. Teachers rush to certain areas while avoiding areas where the possible additional points are low and working conditions are unfavourable.

3.1.2 Qualifications of candidates

The Republic of Korea is one of few countries where the principal licensing system is in operation. Candidates for national and public schools should have a vice-principal's licence and have been in that position for three years. Exceptional candidates may be recommended for the award of the principal's licence under the Teacher Qualification Examination Ordinance (Presidential Decree); however, the prospective principal would still have to complete the training programmes and obtain the licence, after which he/she may be employed as a principal.

3.1.3 Motivation of candidates

The office of principal is an ultimate goal for all teachers in the Republic of Korea. The ratio of principals to teachers, 2.58 per cent, however, shows that becoming a principal is no easy task. Whilst most teachers would state developing their own education philosophy as their main motivator, the real drivers behind ambition include social status and reputation, as well as the various benefits that annually amount to 10 million won. In a class-conscious Korean society, reaching retirement age as a mere rank-and-file teacher is a symbol of inability and is socially unfavourable.

3.2 Financial conditions

As for the salary system, the equal single salary grade system is indiscriminately applied to all public and private kindergartens, elementary and middle schools. For instance, a principal at 56 years of age with 33 years' teaching experience receives a monthly basic salary of 1,563,800 won.³ This rises to about 3 million won when the usual teacher benefits and incentives are added and to about 4.5 million won when principals' special benefits are added. These include: management benefit of 156,380 won, position aid of 300,000 won, transportation aid of 150,000 won and special operations benefit of 253,800 won.

As the basic teacher's salary is relatively low, and taking into account all the benefits which principals are entitled to, it is difficult to compare salary scales both within and outside the education sector. However, it can be seen that teachers' initial pay is relatively high compared to other occupations. According to the Korean Administrative Research Institute's 1994 Salary System for Teachers, Bankers and Employees of Large Corporations, a teacher at 26 years of age receives \$12,165 per annum (\$13,852 as of 2000), while bank employees at the same age receive \$9,096 and employees of large corporations \$10,931. This shows that the pay for teachers is about 20 per cent higher than for others. However, this does not remain true as the years of service accumulate, due to the single salary class system. At the age of 44, a teacher's salary is \$22,209, while bank employees on average earn \$27,570 and those in large corporations earn \$25,643.

Within the education system, teachers' basic salaries are slightly lower than those of public researchers and professors with

3. 1 US\$ = 1,195.6 South Korean won (5 September 2002).

the same number of years' service. The total annual salaries are higher, however, due to the benefits and incentives.

3.3 Posting practices: criteria for posting and transfer

In order to prevent complacency on the part of teachers at public schools, they are transferred every five years. The transfer and postings of principals are determined in accordance with the standards specified by the city or provincial superintendents. If a principal has served for more than a year at a school, the principal's desired criterion will be taken into account. As for popular locations, separate transfer standards are announced and transfers performed accordingly. In order to create a flexible transfer system which considers regional variations and personal conditions, the recent trend is to delay transfer or to rely on a preference-based transfer. For example, principals whose remaining period until retirement or end of tenure is less than one year, may be exempt from transfer; principals with a good performance record may be transferred to the areas they want; and those wishing to be transferred to areas where education conditions are bad or principals who have moved to new residences may be given priority in transfer. Teachers who have expertise in arts and sports, IT, English, science and open education are given priority.

Where this is felt necessary for the improvement of the education system, a transfer may be delayed for a period as determined by the city and provincial superintendents. Usually, principals tend to prefer larger schools with favourable conditions. Therefore, when principals in these schools retire, a series of transfers takes place one after another rather than the appointment of a new, permanent principal. This practice is considered as problematic.

3.4 Evaluation and career development

In some cases, principals are moved to the school inspectors' office at the Ministry of Education or an education office during or after their tenure. It is a horizontal move rather than a promotional move. Depending on their aptitude, some principals enjoy such transfers. Even though principalship is an honoured position, there are no material incentives for them after retirement.

If any teachers (including principals) have committed serious offences or wrongdoings that might be subject to criminal prosecution, their duties will be suspended. If they are convicted, they are dismissed or removed from their position after a disciplinary procedure. Such teachers have the right to appeal against the disciplinary punishment.

There are no official provisions or standards for the evaluation of principals. After the completion of the first four years of tenure, the Personnel Committee at the city and provincial education offices examines their achievements with a view to extending their services. At other times their evaluations take place informally along with the school inspection or school management evaluation by superintendents or school inspectors. The school management evaluation is a planned, integrated evaluation activity which provides the necessary information for school improvement and assesses objectives and plans, but also includes studying curricula, classes, faculties, students, school facilities, finances and external relations.

3.5 Training

All prospective principals are required to complete a six-week, 180-hour school principal training course (see also 3.1.2) and to obtain the corresponding licence. This training is given under the Teacher Training Instructions of the Ministry of Education by the Korea Teachers' University and Seoul National University. It has been pointed out that the existing training contains too many subjects, with insufficient time for each subject, and is based on theoretical studies, rather than practical skills.

With the lowered retirement age, which caused a major replacement of principals (51.8 per cent) in the 2nd semester of 1999 (see 4.2.2), the need became apparent to improve the training course in order to produce principals capable of leading school reform. The training has become more specific; more principals with good track records are appointed to teach the training programme; and a partnership network has been built between the Ministry of Education, training centres at city and provincial school offices and training institutes.

The training course is divided into three stages (*Figure 4*). The first-stage preliminary training consists of studying the preparation of school management plans and the required publications and literature are read. During the second stage, training courses are provided by private-corporation training institutes in order to improve professional management skills. At the third stage, which is given at university training facilities, various lectures based on instructional leadership, education reform, team projects, seminars, remote lectures and other various means are used to enhance the competency of prospective principals. The training programme is centred on establishing the image of principals

as leaders of educational reform, professional managers of schools and leaders of teaching and learning.

Figure 4. New three-stage training course

	Stage 1	Stage 2	Stage 3
Classification	Preliminary training (at the city and provincial training centres)	Training by private institutes	Main training
Period	1 week, 40 hours (20%)	1 week (4 nights and 5 days), 40 hours (20%)	4 weeks, 120 hours (60%)
Content	Preparing the school management plan (presenting the school management vision) Reading necessary publications Cultivating the ability to use and understand information (practical study on how to use information)	Cultivating management consciousness and core leadership Personal reflection and practice of management organization control	Basic culture, teaching and school management Cultivating the will to fulfil the school management plan Fostering the basic ability for future society and the skills as a leader of teachers Sum-up

Thus, a prospective principal is given 200 hours of training over six weeks. After becoming principal there are regular supplementary training courses available. The main programmes are the intermittent courses that fulfil specific needs determined by the Principal Council and Education Office. For example, the training of school management committee members, including principals, was undertaken at city and provincial education offices, after the introduction of school management committees.

3.6 Support

As the weakened teaching capacity of schools has become a social problem and as the leadership, roles and duties required of principals have become more complex, the need for instruments supporting the performance of principals and for the support of school inspectors is surfacing. Currently, principals refer to education-related laws and regulations and various instructions and guidelines (including the Budget Operation Guidelines) that are officially issued by the Education Office. However, these do not help in solving everyday problems and situations. A School Management Handbook, a specific and complete guidebook for the true-to-life, everyday situations of school management, is urgently needed and work is under way to prepare it. Currently, school inspection does not address the issue of administrative support. Only once in a while do school inspectors provide information on exemplary cases of school management.

Each education office organizes learning-promotion clusters consisting of 10 schools and appoints a managing school in order to promote self-determined school management and self-driven training programmes. The training provided by clusters varies depending on the regions.

4. Main problems and major innovations

4.1 Main problems

School management used to be under centralized control and schools followed instructions from higher authorities. This centralized school control system produced two different types of principal: those having absolute, despot-like power and those exercising very little authority as school managers. Principals are suffering from the pressures put on them by higher administrative agencies, on one side, and school communities, on the other. Many authoritarian principals are suffering because many teachers perceive classroom observation and periodic visits as a means of controlling their teaching. Furthermore, the new social trend stresses performance, responsibility and outcome and principals are unaccustomed to this.

In the face of rapidly changing circumstances schools are faced with the need to deal effectively with various demands, including the creation of a new school culture. The biggest problem is that teachers who had enjoyed job stability have become adversaries against education reform, or else remain helpless in the face of the sweeping education reform of the past 10 years. No matter how promising an education reform plan is, it will be useless if the teachers are not co-operative. This introduces the need for a competency-based personnel system. The keys to the introduction of a new personnel system are the introduction of reasonable elements of competition and the development of systematized training programmes for motivated teachers.

Before, issues involving principals were mainly about qualifications and promotion procedure. Issues related to new roles, functions and leadership were rarely raised. The recent increased demand for effective school education, teacher accountability and the introduction of school evaluations and school management committees, however, has changed this.

4.2 Major innovations

4.2.1 Introduction of limited service of principals

Principals at public schools in the Republic of Korea are national public servants with wide powers and authority. They are appointed on the recommendation of the Minister of Education and approved by the President. In order to mitigate criticism against principals abusing their power and to alleviate the chaotic competition for promotion, the limited service system was introduced in 1991. The tenure of principals is limited to four years and can be extended only once.⁴ If any principals want to return to work as teachers before the expiration of their tenure, they may be appointed to serve as senior teachers. Senior teachers are given fewer classes, are exempt from night duties and enjoy various benefits.

The current personnel regulations provide that principals who have served for eight years should retire unless they obtain a new professional position as an invited principal, superintendent or school inspector. The completion of the first eight-year tenure took place in 1999. The system has proved unpopular because qualified teachers who are over eight years away from retirement age are reluctant to take up the post of principal when it means, effectively,

4. Appointment by way of invitation is not subject to this limitation (as will be explained in 4.2.3).

being demoted to senior teacher after eight years. Another element is that the re-evaluation of tenure after the first four years of service is, in fact, only a formality and unfortunately does not screen out disqualified principals.

Therefore, another change to the system may be made so that principals with a good track record be allowed to carry out their principalship longer than eight years through strict deliberation and screening procedures. Most teachers, however, oppose the suggestion, saying that it would only protect the established rights of current principals. Another option is that the opportunities for principals to become invited by schools (see 4.2.3) or become school inspectors should be widened for those who have the relevant expertise and experience.

On the other hand, the limited tenure system has been somewhat effective in inhibiting the exercise of absolute power by principals and in widening opportunities for more teachers.

4.2.2 Lowered retirement age and re-appointment of principals

The teacher retirement age was adjusted from 65 to 62 in the autumn of 1998. As a result, an estimated 16,000 teachers left the teaching profession and the vacancies are being filled with newly appointed teachers. Competent teachers among the retired are being invited to return and teach, but with fixed teaching terms. Many talented teachers have been recruited into the school system with a variety of titles such as lecturer, business-school partnership teacher, teacher with fixed terms and native instructor for foreign languages.

Due to the lowered retirement age, 4,219 (52 per cent) new principals were appointed on 1 September 1999 and 3,705 (45 per cent) teachers were promoted. A total of 93 new superintendents at regional education offices were newly elected, replacing 51.7 per cent of the total.

This permitted the promotion of lower-grade teachers to the vice-principalship and lowered the average age of principals from 60 years of age to 57. More female teachers were given principalships and promotions.

The qualification requirement for principalship was lowered from three years of service as vice-principal to three years of service as teacher after qualification as vice-principal, allowing teachers in their 40s to become principal. Communication with middle-aged teachers, who form the central body of teachers, has reportedly been improved.

4.2.3 Implementation of the principal-teacher invitation system

A system of inviting principals was established in 1996 to increase school autonomy, on the one hand, and to ensure diversity in education according to regional characteristics, on the other. This system was introduced with the co-operation of school management committees. The school management committees could invite principals or teachers whom the school community wanted to hire, instead of accepting staff appointed by local educational agencies or the Ministry of Education. This has opened the door to an education that better reflects the opinions of parents and local communities.

In order to widen the autonomy of elementary and middle schools, they may now request superintendents to appoint a principal. As the tenure of the invited principal is not included in the limited term of the principalship, the opportunity is open to competent principals to serve more than eight years. The qualification requirements for invited principals are the same as those for appointed principals. The invited principals are expected to be less bound by the directions from higher administrative authorities and to apply creative school management in response to demand from consumers.

It might be premature to analyze the effects of this new system as it was only established in 1997. Since its introduction, however, parents seem to be more satisfied. Invited principals have improved the school environment through active management and stronger community relations. They have encouraged alumni associations to work more closely with schools. It is felt that the invited principals perform with more enthusiasm and inject new energy into the system. Invited teachers also contribute to creative school management because they demonstrate examples of good practice to other teachers. The total number of invited principals was 147 as of March 2001: 116 principals for primary schools, 17 for middle schools and 14 for high schools.

On the other hand, the invitation system has caused some problems. Local favouritism plays a part in the selection process and it has been reported that easy-going people have been preferred over those that are reform-oriented. Because bureaucratic, closed behaviour tends to be prevalent in the teaching profession, due to the system's prescriptive nature, it is difficult to expect a dramatic change within a short time.

Invited principals have complained that they feel burdened in situations where additional benefits were not provided. The term of invited principals is four years but they can be re-invited. They have the same responsibility and role as ordinary principals. To attract invited principals the system functions on non-financial incentives such as honour. The teacher invitation system should acknowledge hard-working teachers, which would motivate others. It should also be consistent with prior measures to improve the quality of education, while selection standards should reflect the expected profile of an effective teacher and principal.

4.2.4 Establishment of a School Management Committee at each school (SMC)

SMCs should allow schools to enjoy a wider scope of discretion in the governing of school affairs, including the voluntary participation of parents and community members. This innovation was introduced in 1999 (see 2.1.1).

4.2.5 Improved principal qualification training programmes

Traditionally, principals in the Republic of Korea have delegated authority over the curriculum and school affairs to vice-principals and delegated teachers. This allowed them to concentrate on personnel, financial and other administrative duties. Recently, however, principals have been required to act as leaders with strong managerial skills and instructional leadership. As discussed earlier (in 3.5), the principal qualification training has been subdivided into three stages and many new elements have been added to the programme. Many new experienced instructors have been recruited. The second stage of training provided by the private corporations' training institutes offered the opportunity to combine

the business spirit of service, management, leadership and communication skills with the school environment. This has been temporarily suspended, however, due to the high cost involved. This year's training programme's second stage has been absorbed into the third stage.

4.2.6 Competency-based promotion

Before, promotion was determined by years of service, rank and by performance, skills and attitude. Following the social demand for a more performance-based, outcome-oriented system, evaluation of the school education plan and an interview have been introduced in the principal appointment procedures. The required years of service were reduced from 30 years to 25 and the required qualifications for candidates were lowered (three or more years of service as a vice-principal to three or more years of service after qualification as vice-principal).

4.2.7 Concluding thoughts

No matter how exhaustive reform plans are, the failure to implement them well at school level renders them ineffective. The consensus is that principals are the key to sustaining effective school education. All levels of society agree that principals in the twenty-first century should be the leaders of education reform, instructional and professional school managers. They must be equipped with foresight, produce responses to new demands and provide leadership to encourage others' participation. As instructional leaders, they must have a clear education philosophy, must be able to advise and evaluate teaching and learning skills of teachers and students and must be capable of operating the curriculum, taking into account the school's characteristics. As chief executive officers of schools, offering vision and being capable of fulfilling

that vision, they should manage schools in transparent, fair, effective ways, satisfying students, teachers and parents.

A principal merely functioning as a traditional school administrator will not likely be able to meet the requirements of the age. Principals should actively pursue new skills and capacities as entrepreneurial leaders in response to the new, varying demands of the evolving school environment. Principals should challenge the reality and pursue changes and innovations. They should accommodate broad opinions from the faculty, parents, students and authorities to create new ideas and apply them to school management.

During the implementation of teacher reform, tensions and conflicts do arise, but reforms should not be abandoned immediately. The problems should be acknowledged and managed appropriately. Resistance to change should be used as motivation by the appropriate authority. The objective should be that every constituent of the educational community sympathizes with the necessity of teacher policy reform and agrees on a way towards betterment.

Appendix 1

Number of teachers and faculty members by sector, 1999

Classification			Total	National	Public	Private
Standard schools						
Grand total	Total		423,009	15,460	266,819	140,730
	Female	47%	202,132	1,856	151,406	48,870
Kindergarten	Total		26,164	15	6,026	20,123
	Female	98%	25,537	15	6,020	19,502
Elementary school	Total		137,577	457	135,431	1,689
	Female	62%	86,282	163	85,367	752
Middle school	Total		93,244	381	72,280	20,583
	Female	54%	50,410	145	43,315	6,950
General high school	Total		62,944	605	27,877	34,462
	Female	26%	16,370	101	9,136	7,133
Vocational high school	Total		42,360	454	22,501	19,405
	Female	29%	12,246	71	6,444	5,731
Special and other schools						
Special school	Total		4,282	244	1,624	2,414
	Female	58%	2,491	131	988	1,372
Civic school	Total		3	-	-	3
	Female	100%	3	-	-	3
Civic high school	Total		21	-	-	21
	Female	52%	11	-	-	11
Trade high school	Total		237	-	-	237
	Female	45%	108	-	-	108
Miscellaneous school (Middle-school course)	Total		171	19	-	152
	Female	51%	87	14	-	73

Miscellaneous school Total			288	-	246	42
(High-school course) Female	28%		82	-	57	25
Higher-education establishments						
Junior college	Total		11,381	374	359	10,648
	Female	23%	2,664	100	40	2,524
University of education	Total		708	708	-	-
	Female	16%	116	116	-	-
College and university	Total		41,226	10,489	475	29,902
	Female	13%	5,494	911	39	4,544
Air and correspondence university	Total		109	109	-	-
	Female	24%	26	26	-	-
Industrial university	Total		2,252	1,245	-	1,007
	Female	9%	199	63	-	136
Miscellaneous school (Undergraduate course)	Total		36	-	-	36
	Female	16%	6	-	-	6

Note: The number of faculty members in graduate schools are included in the status of those of colleges and universities.

Appendix 2

School statistics in the Republic of Korea (1999)

Classification	Total schools	National and public	Private	Classes and department	Students	Teachers
Normal schools						
Kindergarten	8,790	4,351	4,439	19,954	534,166	26,164
Elementary school	5,544 (739)	5,468 (739)	76	111,184	3,935,537	137,577
Middle school	2,741 (48)	2,057 (48)	684	48,713	1,896,956	93,244
General high school	1,181	571	610	29,642	1,399,389	62,944
Vocational high school	762	443	319	19,116	851,751	42,360
Special and other schools						
Special school	123 (1)	42	81 (1)	2,421	23,490	4,282
Civic school	1	-	1	3	150	3
Civic high school	7	1	6	18	511	21
Trade high school	16	-	16	172	8,399	237
Miscellaneous school (Middle-school course)	7	1	6	88	4,287	171
Miscellaneous school (High-school course)	11	8	3	108	3,722	288
Air and correspondence high school	41	41	0	334	13,611	-

Higher-education establishments						
Junior college	161	16	145	4,464	859,547	11,381
University of education	11	11	-	14	21,323	708
College and university	158 (19)	26 (1)	132 (18)	8,854	1,587,667	41,226
Air and correspondence university	1	1	-	18	316,365	109
Industrial university	19	8	11	908	158,444	2,252
Graduate school	676	135	541	8,230	204,773	-
Miscellaneous school (Junior college school)	1	-	1	19	1,809	6
Miscellaneous school (Undergraduate course)	3	-	3	72	4,317	36
Grand total	19,578 (807)	13,045 (788)	6,533 (19)	254,332	11,826,214	423,009

Note: The figures in () indicate the number of branch schools and are not included in the total number of schools.

Better school management: the role of head teachers in Sri Lanka

Wilfred Perera, CPDEM, NIE

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List of abbreviations

CPDEM	Centre for Professional Development in Educational Management
GCE	General Certificate in Education
GDP	Gross Domestic Product
GNP	Gross National Product
MOE	Ministry of Education
NEC	National Education Commission
NIE	National Institute for Education
OPA	Old Pupils Association
PPMD	Policy Planning and Monitoring Division
PTA	Parent-Teacher Association
SBM	School-Based Management
SDS	School Development Society
SLAS	Sri Lanka Administrators' Service
SLEAS	Sri Lanka Education Administrative Service
SLPS	Sri Lanka Principal Service
SLTS	Sri Lanka Teacher Service
SMC	School Management Committee
SMT	School Management Team

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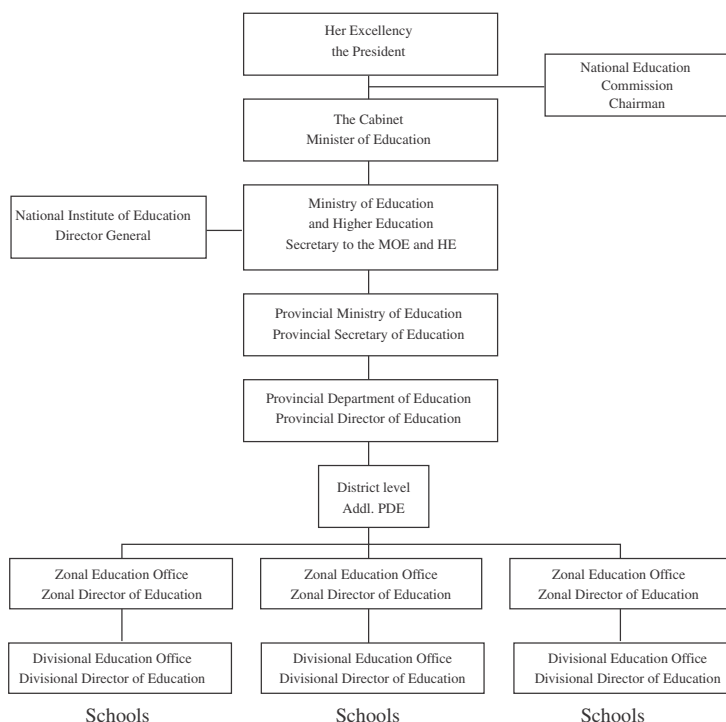
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1. Basic facts and background information on the education system in Sri Lanka

Sri Lanka's education system (*Figure 1*) can be considered unique in its efforts to introduce innovation. In 1945, a free education scheme from kindergarten to university was introduced. This was followed by the adoption of the local language as the medium of instruction. In the 1940s a special category of school, known as 'central schools', was established in cities to provide students from villages with as good an education as the privileged. To move away from the narrow academic curriculum, wide reforms were introduced in 1972, life skills were added to the curriculum in 1984 and continuous assessment implemented in 1986. The cluster school system was introduced in 1981 and School Development Boards in 1993.

The present period marks a new era in the Sri Lankan education system as a further comprehensive package of both organizational and curricular reforms has been introduced. This has necessitated school principals to not only manage change effectively but also to become agents of change. Reforms like school-based management will give schools more autonomy, thus making the principal's role more central to school improvement.

Figure 1. The structure of the general education system in Sri Lanka



The educational administration has, over the years, because of the expansion of education and the policy of decentralization, become more complex. There are five levels of decision-making above the school: national, provincial, district, zonal and divisional. In addition, at the provincial level, there are two parallel bodies: the provincial ministry, which forms part of the elected provincial government and the provincial department, which is an office of the national Ministry of Education.

1.1 The school system

In Sri Lanka state schools are categorized into school types which are defined as follows in *Table 1*.

Table 1. School types in Sri Lanka

Type 1A	Schools with classes up to grade 13 including GCE (advanced level) science, arts and business streams
Type 1C	Schools with classes up to grade 13 and including GCE arts and business streams
Type 2	Schools with classes up to grade 11
Type 3 (I)	Elementary schools with classes up to grade 8
Type 3 (II)	Primary schools with classes up to grade 5

As can be seen from the above *Table 1*, the way that the school system is organized at present creates multifarious organizational patterns. There is no uniform school structure, which often creates confusion in school management. The National Education Commission (NEC) in its proposal for the reform of general education suggested reorganizing the school system on a two-tier basis, junior schools with grades 1 to 9 and senior schools with grades 10 to 13. This is a welcome proposal for the better management of schools and for a better delivery of the curriculum.

There is another category of state school called ‘National Schools’ to which mainly the Type 1 AB schools are ‘promoted’. National schools are administered and financed directly by the central Ministry of Education (MOE), while the other schools are under the management of the decentralized offices: provincial, district or zonal, depending on the type of school.

In 2000 there were 9,972 functioning government schools (*Table 2*). The education system consists of nearly 4.2 million students (*Table 3*) with more or less equal numbers of female and male students, and 191,131 teachers (*Table 4*). Perhaps the most important statistic to note in *Table 4* is that a relatively large proportion (8.9 per cent) of the total number of teachers are uncertified, which means that they lack the necessary qualifications and training. There exist significant differences between provinces: those in the North have a share of uncertified teachers three times higher than, for example, the Western province. The total number of teachers amounts to almost one-quarter of the entire Sri Lankan public-sector workforce.

Table 2. Government schools, by type

Province	Type 1AB	Type 1C	Type 2	Type 3 (I and II)	Total
Western	142	269	657	378	1,446
Central	68	280	520	636	1,504
Southern	81	274	488	334	1,177
Northern	64	98	253	443	858
Eastern	53	150	288	462	953
North Western	66	290	571	341	1,268
North Central	27	147	342	254	770
Uva	41	159	334	302	836
Sabaragamuwa	44	196	457	463	1,160
Sri Lanka	586	1,863	3,910	3,613	9,972
% of total number of schools	6	19	39	36	100

Source: School census 2000, provisional.

Table 3. Students, by gender

Approved grade	Percentage of all students	Percentage of all male students	Percentage of all female students	Sum of all students
1AB	27.7	50	50	1,163,068
1C	33.1	48	52	1,386,281
Type 2	27.7	51	49	1,160,401
Type 3	11.4	51	49	480,907
Total	100.0	50	50	4,190,657

Source: School census 2000, provisional.

Table 4. Teachers, by province and appointment

Province	Graduate teachers	Trained teachers	Certified teachers	Uncertified teachers	Non-govt teachers	Total
Western	13,013	21,976	1,000	(5.3%) 2,063	531	38,583
Central	7,028	16,025	340	(9.2%) 2,641	600	26,634
Southern	8,324	16,491	406	(8.3%) 2,321	458	28,000
Northern	2,678	4,763	179	(16.5%) 1,844	1,718	11,182
Eastern	2,558	9,347	227	(11.6%) 1,651	450	14,233
North Western	6,901	15,442	415	(17%) 1,438	439	24,635
North central	2,291	8,395	269	(14%) 1,874	445	13,274
Uva	3,234	8,772	321	(12.7%) 1,888	667	14,882
Sabaragamuwa	4,748	12,969	359	(6.6%) 1,311	321	19,708
Total	50,775	114,180	3,516	17,031	5,629	191,131
%	26.6	59.8	1.8	8.9	2.9	100

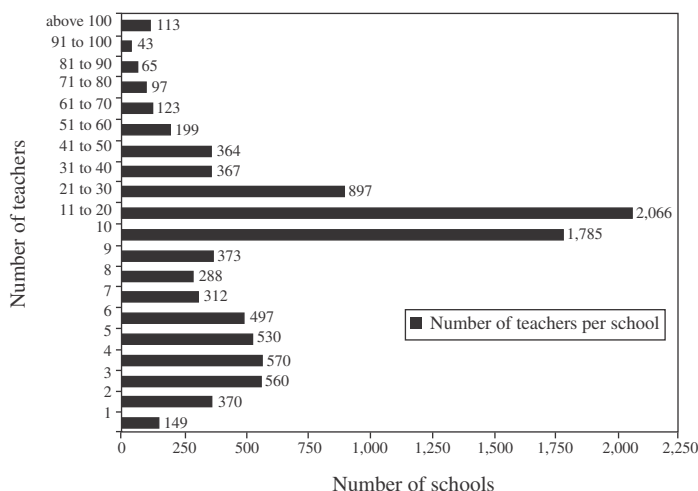
Source: School census 2000, provisional.

Table 5. School size, by student population and approved grade

Student population	1 AB schools	1 C schools	Type 2 schools	Type 3 schools	Total schools
1-15	0	0	6	168	174
16-30	0	0	28	408	436
31-50	0	0	72	612	684
51-75	0	3	144	588	735
76-100	0	1	192	423	616
101-150	0	7	271	360	1,163
151-200	1	8	255	161	842
201-300	2	127	965	216	1,310
301-500	13	427	915	165	1,520
501-750	35	523	350	65	973
751-1000	52	329	76	50	507
1001-1500	130	319	47	33	529
1501-2000	109	67	17	5	198
2001-2500	88	24	7	1	120
2501-3000	55	6	1	1	63
3001-3500	44	1	0	0	45
3501-4000	23	0	0	0	23
4001-4500	16	0	0	0	16
4501-5000	9	0	0	0	9
Over 5000	9	0	0	0	9
Total	586	1,863	3,910	3,613	9,972

Source: School census 2000, provisional.

Graph 1. Schools, by number of teachers



Source: School census 1999.

According to *Table 2* nearly 36 per cent of schools in the country are type 3 schools whilst 39 per cent are type 2 schools. Both type 2 and 3 schools are predominantly found in rural areas.

How students are distributed amongst the different types of schools is shown in *Table 5*. Some 10 per cent of schools have more than 1,000 pupils, while there are over 600 schools with less than 30 pupils. *Graph 1* highlights this wide difference by looking at the number of teachers by school. About half of all schools count between 10 and 30 teachers, but large numbers are one- or two-teacher schools, whilst some others have over 100 teachers.

The pupil/teacher ratio of 22:1 stands favourably when taken as a whole, but must be analyzed in detail. The pupil/teacher ratio is not only an indicator that reveals how students learn, but also reveals issues on school management. *Table 6* presents a detailed analysis of the pupil/teacher ratio in the country according to school type. A total of 10.5 per cent of all schools have a pupil/teacher ratio of over 30.

Table 6. Pupil/teacher ratio according to school type

Pupil/teacher ratio	Type 1AB	Type 1C	Type 2	Type 3	Total	
1:1	0	0	1	3	4	0.04%
2:1	0	0	0	16	16	0.16%
3:1	0	0	11	47	58	0.58%
4:1	0	0	26	93	119	1.2%
5:1	1	3	48	117	168	1.6%
6:1	1	3	62	144	209	2.1%
7:1	1	5	100	168	273	2.7%
8:1	1	6	145	160	311	3.1%
9:1	0	9	150	188	347	3.4%
10-20 : 1	66	771	2,055	1,491	4,383	44%
21-30 : 1	409	903	1,034	706	3,052	30.6%
31-40 : 1	107	138	191	305	748	7.5%
51-60 : 1	3	20	51	79	153	1.5%
51-75 : 1	1	4	26	72	103	1%
76-100 : 1	0	1	3	24	28	0.3%
Total	586	1,863	3,910	3,613	9,972	

Source: School census 2000, provisional.

1.1.1 Investment in education

When compared to international norms Sri Lanka spends less on education. In recent times the country has spent 3 per cent of GDP and 10 per cent of total public expenditure on education. A World Bank document (1996: 4) estimates the international average is 5 per cent of GDP and 20 per cent of the total public expenditure. The average for other Asian countries ranges from 4 to 8 per cent of GDP and 11 to 18 per cent of total expenditure.

Although the educational expenditure in Sri Lanka has increased with the expansion of the school system, it has remained between 8 to 10 per cent of overall public spending since 1982. The actual expenditure on education from 1987 to 1996 is given in *Table 7*. Provincial spending as a percentage of the total expenditure has not increased since 1990.

Table 7. Education expenditure, 1987-1999 (in rupees)

Provincial Councils						
	MOE and HE	Percentage of total expenditure		Total Expenditure	GNP	% of GNP
1987	4,319,101,076	-	-	4,310,101,076	195,883,000,000	2.2
1988	5,050,348,518	-	-	5,050,348,518	221,435,000,000	2.2
1989	6,781,064,314	-	-	6,781,064,314	250,060,000,000	2.7
1990	1,233,096,248	80	5,045,211,634	6,278,307,882	319,420,000,000	1.9
1991	5,893,299,052	51	6,134,659,169	12,027,958,221	369,262,000,000	3.2
1992	7,616,298,774	46	6,467,914,692	14,084,213,466	413,935,000,000	3.4
1993	8,174,097,284	49	7,875,417,882	16,049,515,166	493,729,000,000	3.2
1994	8,295,514,665	50	8,332,532,482	16,628,047,147	571,131,000,000	2.9
1995	8,553,622,463	59	12,372,292,327	20,925,914,790	655,364,000,000	3.1
1996	10,881,969,424	53	12,528,822,667	23,410,792,091	684,741,000,000	3.4

1.2 Statistical data on head teachers

Principals in Sri Lanka are expected to belong to either the Sri Lanka Education Administrative Service (SLEAS) (established in 1971 under the name SLES) or the Sri Lanka Principals Service (SLPS) (established in 1997). The SLEAS has a longer tradition and is considered to be a more prestigious service. The salary structure of the SLEAS is more attractive than the SLPS (see *Table 13*), and the principalships of bigger schools are often offered to those from the SLEAS.

Table 8. SLEAS, SLPS and other personnel holding principal or acting principal posts in schools

Class/ Grade	Principals	Acting Principals	Deputy Principals	Assistant Principal Secondary Head	Teachers	Released from the school
SLEAS I	14	-	-	-	-	-
SLEAS II	141	1	26	1	1	8
SLEAS III	121	2	53	9	10	24
SLPS I	1,291	8	230	56	95	72
SLPS II	2,640	11	637	272	148	90
SLPS III	2,611	28	683	594	219	86
SLTS 1	15	14	100	209	1,664	107
SLTS 2-I	225	351	1,360	2,226	15,461	1,262
SLTS 2-II	319	469	1,029	2,135	24,158	1,164
SLTS 3-I	615	906	1,625	4,499	83,197	1,257
SLTS 3-II	105	58	188	787	19,176	199
Untrained	6	21	89	533	15,268	152
Total	8,103	1,869	6,020	11,321	159,397	4,421

Table 8 indicates the status of those who hold principal positions in the 9,972 government schools. It is striking to note that there are 1,869 (almost 19 per cent) who hold acting positions. Of this number 1,798 belong to the Teacher Service (SLTS). The likely explanation is that when a principal (who belongs to the Principal Service) of a school retires, the next in command takes over on an acting capacity and continues to do so. No conscious effort is made to quickly appoint a suitable SLPS person to that school.

Table 8 also reveals that at least 6 untrained teachers are holding principal posts and 21 untrained teachers hold acting principal posts in the country. Since they are untrained they do not belong to the Teacher Service. However, one may assume these to be one-teacher schools. *Table 8* further shows that there are 276 SLEAS principals and 3 acting SLEAS principals. They work in type 1 AB (including National) schools. The issues that arise from these observations will be discussed in 4 on Main problems and major innovations.

There are 9,771 SLPS personnel working in schools. Of them the majority (79 per cent) have over 20 years of service (*Table 9*). Many of those in the SLPS I are graduates. Those in the SLPS II and SLPS III are mostly trained teachers.

Table 9. Sri Lanka principal service personnel, by period of service in years

Period of service	0-9	10-14	15-19	20-24	25-29	30-34	over 35	Total
SLPS I	22	50	72	370	491	515	232	1,752
SLPS II	22	337	385	738	747	1,081	488	3,798
SLPS III	50	330	537	1,278	1,123	692	211	4,221
Total	94	717	994	2,386	2,361	2,288	931	9,771
Percentage	0.9	7.3	10.2	24.4	24.2	23.4	9.5	

Source: School census 2000, provisional.

Table 10. Sri Lanka principal service personnel, by age

Age	31-40	41-50	Over 50	Total
SLPS I	44	610	1,098	1,752
SLPS II	178	1,439	2,180	3,798
SLPS III	362	2,315	1,644	4,221
Percentage	5.9	44.8	50.5	

Source: School census 2000, provisional.

It is interesting to note in *Table 10* that only 5.9 per cent of Sri Lanka Principal service personnel are between the ages of 31 and 40, whether they be in the lowest or highest salary bracket. *Table 11* gives the Principal service personnel by qualification, as follows:

Table 11. Sri Lanka principal service personnel, by qualification

Qualification	Graduates	%	Trained	%	Total
SLPS I	1,057	60	695	40	1,752
SLPS II	1,794	47	2,004	53	3,798
SLPS III	471	11	3,750	89	4,221

Source: School census 2000, provisional.

Table 12. Number in teacher and principal service, by gender

	Males	Male Percentage	Females	Female Percentage	Total
Teacher service	48,048	29	117,632	71	165,680
Principals service	7,133	73	2,638	27	9,771

Source: School census 2000, provisional.

Note: *Table 13* does not include untrained teachers working in the system.

One notable factor is the low number of females in management positions in schools (*Table 12*). One can argue that this is common to all professions in the country. But the striking feature is that there is a high percentage of women (71 per cent) serving as teachers.

2. Roles and functions of head teachers

2.1 Internal management of schools

2.1.1 Role of the principal

Given the diversity of schools one can see that the role of the principal will differ depending on school size, location, teacher availability, etc. Nevertheless a typical Sri Lankan principal is involved in administration and, to some degree, in planning, personnel, logistics and financial management. Administration includes attending to school admissions, maintenance of office documents such as attendance and leave registers, personnel files and managing student and teacher discipline.

Planning involves development of the annual school plan, planning the formal curriculum including the preparation of the annual school calendar and timetable, planning co-curricular activities and activities related to school development societies etc. Personnel management includes obtaining the required cadre of teachers and supporting staff, motivating them, delegating work, supervision, welfare, maintaining links with external institutes and agencies.

Physical resource management involves activities such as having a fair knowledge of existing resources, the provision of resources to teachers so that the curricula can be properly implemented and the removal of superfluous resources and waste. The functions that are entailed in financial management and control are the collection of facilities fees, school development, society fees, donations, maintenance of financial records, inventories, etc.

2.1.2 Role of deputy principals

In larger schools (with more than 2,000 pupils) there are three deputies, in medium-sized schools (500 to 2,000 pupils) there are two deputies and in the smaller schools (between 200-500 pupils) there is one deputy. When there are three they are named Academic Deputy, Co-Curricular Deputy and Administration and Finance Deputy. When there are only two deputy principals, the co-curricular activities are generally taken over by the deputy who is in charge of Administration and Finance.

The deputy principal (Administration and Finance) manages leave, facilities fees and other funds, school inventories and other records, circulars, discipline, welfare and external relations. In larger schools in Sri Lanka co-curricular activities hold a very prominent place and all matters pertaining to the management and development of co-curricular activities is the responsibility of the deputy principal (Co-curricular). The deputy principal (Academic) prepares the school timetable, implements it, maintains coherence between the formal and co-curriculum, designs and manages in-school supervision, maintains appropriate documents, helps children with special needs, etc.

2.1.3 Role of sectional heads

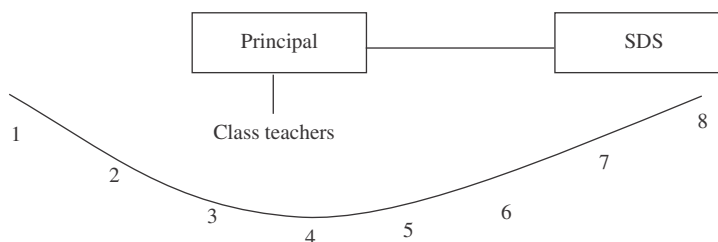
The sectional heads are responsible for the proper functioning of their sections, teacher guidance and assessment of their grade level. They serve as the link between the section and senior management. In larger schools there are Assistant Principals who lead divisions that consist of approximately three different grades.

2.1.4 Supporting bodies

Old pupils' associations, parent-teacher associations (PTA) and school development societies are three bodies that help with school management. Old pupils' associations consist of those who had received their education in these schools and are involved in the welfare and well-being of their *alma mater*. They are very active in urban schools. Parent-teacher associations are important for community support for education and are strong in most of the well-established semi-urban and rural schools. The school development societies (SDS) are the more central bodies and consist of school staff, old pupils, parents and well-wishers.

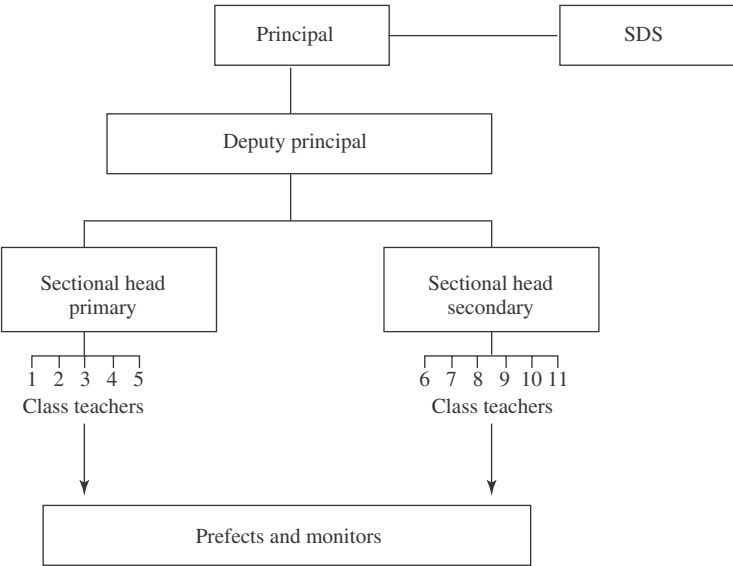
The following five *Figures (2-6)* show the organizational structure of schools of five different sizes. Many schools follow these structures although the functioning may not always reflect that shown. The term 'principal' is used even for those who manage very small schools (in one-teacher schools, that teacher is called principal).

Figure 2. An organizational chart of a school with less than 200 students



This is a simple structure and the number of students on roll as well as staff do not permit sectional heads or supervisors. The structure is more circular than hierarchical. SDS is often not functional.

Figure 3. An organizational chart of a school with 201-500 students



There is a principal and a deputy. In some of these schools, a senior teacher may be in charge of academic and co-curricular activities.

Figure 4. An organizational chart of a school with 501-1000 students

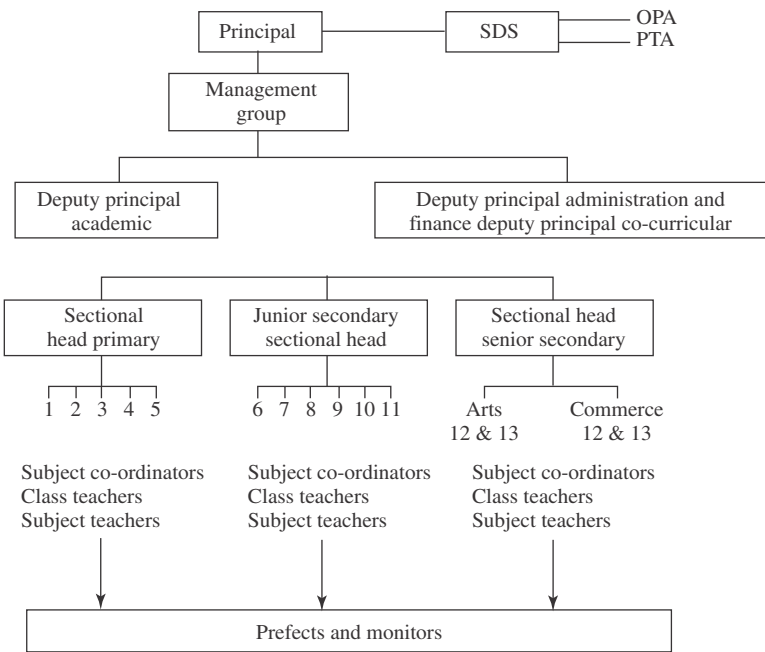


Figure 5. An organizational chart of a school with 1,001-2,000 students

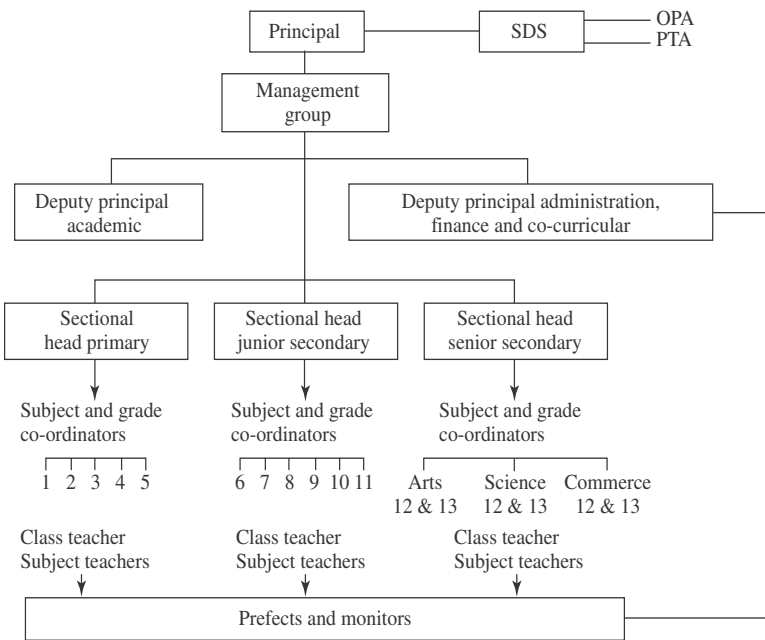
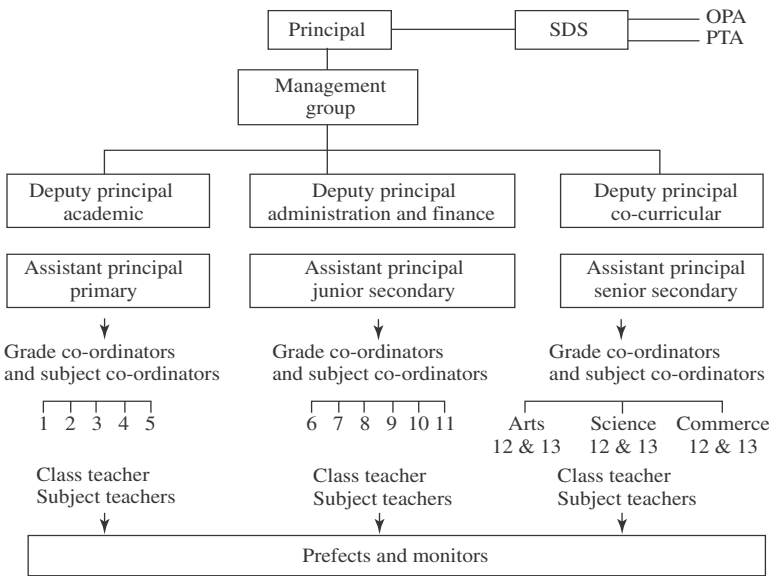


Figure 6. An organizational chart of a school with over 2,000 students



3. Management of head teachers

3.1 The Sri Lanka Principals Service (SLPS)

The Sri Lanka Principals Service consists of Public Officers appointed to Class 1, Class 2 (including grades I and II) and Class 3 (also including grades I and II) (see *Table 13* below).

The total number of official posts in the SLPS is 16,512. The way the cadres are filled is discussed under recruitment in section 3.2. At present there are several vacancies in the cadre. They will be filled in 2001 based on examination results. It has been estimated that the 9,771 people belonging to the SLPS are serving in schools in managerial posts, either as principals, deputy principals, assistant principals, sectional heads or grade co-ordinators. As shown in the above table (*Table 8*), 368 SLEAS personnel are working in managerial posts in schools as principals, deputy principals or assistant principals.

There are 248 SLPS personnel released from schools. Some of them are attached to Provincial/Zonal/Divisional offices. More are to be found working in remote areas as there is a dearth of SLEAS personnel in such areas. In such areas the management posts in schools are also held by those in the SLTS Service. Table 8 shows that there are 932 SLEAS or SLPS members serving as sectional heads, with 473 of them serving as teachers. This is ironic as 1,279 SLTS members are serving as principals and another 1,798 SLTS as acting principals.

3.2 Recruitment to the Sri Lanka Principals Service

The creation of the SLPS has enabled teachers to choose the position of principalship as a specific career path in school management relatively early.

Appointments to Class 3

Appointments to vacancies in Class 3 of the Service will be made on the results of a limited competitive examination followed by an interview. Trained teachers with not less than five years of satisfactory service after training are eligible to sit this examination. The examination consists of two written papers, Comprehension and General knowledge. The Comprehension paper tries to assess the candidate's ability to grasp the meaning of a given passage or passages. The General knowledge question paper is designed to test the candidates' awareness of the environment in which they live and work, including the political, social and technical environment.

Appointments to grade II of Class 2

Appointments to not more than 60 per cent of the vacancies in grade II of Class 2 will be made on the results of a limited competitive examination followed by an interview. Trained teachers with not less than 10 years of satisfactory service after training, or graduate teachers with not less than five years of satisfactory service as graduate teachers are eligible to sit this examination. Appointments to not more than 40 per cent of the vacancies in grade II of Class 2 of the Service will be made from those in Class 3 of the Service on basis of seniority and merit and on the results of an interview. Those with three years of satisfactory service in Class 3 of the Service will be eligible to be considered for promotion to grade II of Class 2 on the basis of seniority and merit.

Appointments to grade I of Class 2

Appointments to not more than 60 per cent of the vacancies in grade I Class 2 of the Service will be on the results of the limited

competitive examination and an interview. Appointments to not more than 40 per cent of the vacancies in grade I of Class 2 of the Service will be made by promotion of those in grade II of Class 2 of the Service, on the basis of seniority and merit based on the results of an interview.

The examinations for grade I of Class 2 and grade II of Class 2 consist of three written papers in the following subjects: comprehension, general knowledge, education policy and administration. The paper on Educational policy and administration is expected to test the familiarity of the candidate on the following: Uses and aims in education, access and equality; Relevance and efficiency, organization and management of the Ministry of Education including provincial departments and the school system; Educational planning with special emphasis on school-level planning.

Appointments to Class 1

Appointments to not more than 60 per cent of the vacancies in Class 1 of the Service will be made by the Committee on the results of a limited competitive examination and an interview. Teachers with not less than 15 years of satisfactory service after training or graduate teachers with not less than 10 years of satisfactory service are eligible to apply. Appointments to not more than 40 per cent of the vacancies in Class 1 will be made by promotion on the basis of merit and seniority and those eligible should have not less than five years of satisfactory service in grade I of Class 2 of the Service.

The examinations for Class 1 consist of four written papers in the following: comprehension, general knowledge, education policy and administration, applied educational psychology and student counselling. The question paper on Applied educational

psychology and student counselling will test the ability of the candidate to apply fundamentals of educational psychology in finding solutions to problems relating to the process of education which covers learning, teaching and evaluation, problems relating to management, administration and education and students' personal problems.

3.3 Financial conditions

The Government of Sri Lanka established the Sri Lanka Teacher Service in 1994 and the Sri Lanka Principals Service in 1997. Including these two categories within the all-encompassing Island Services was certainly a move in the right direction, which meant that principals and teachers were accepted as 'professionals'. Initially there was a proposal that the salaries of the teacher service and the principals service be parallel to the salaries of the Sri Lanka Education Administrative Service. This was to encourage teachers to remain in the teacher service and principals to remain in the principal service without applying to be principals and/or SLEAS officers. But this was not to be. The government implemented the recommendations of the Salary Anomalies Committee with effect from 1 January 1997. Compared with other professions at entry point principals obtain a favourable salary (*Table 14*). However, as one looks at the higher grades the principal service salaries show a clear decline. The highest salary point in Class 1 of the principal service is less than even the entry point of Class 1 in the SLEAS, SLAS (Sri Lanka Administrators' Service), accountants' and engineers' salary scales. The salaries of principals at all grades stand favourably against those of nurses and those in the clerical service. More to the point, their salaries are significantly higher than the teacher service salaries.

Table 13. Principals' salary scales compared

Class/grade	Principals	Teachers	Education officers (SLEAS)	Administrators (SLAS)	Clerks	Nurses	Doctors	Engineers	Accountants	Surveyors
Super grade Specialists					90,120 -129,480	127,200 -160,320	224,400 -306,000			
1	123,480 -178,680	105,600 -153,000	179,520 -228,480	179,520 -228,480	69,480 -93,600	97,500 -138,000	166,140 -231,420	179,520 -228,480	179,520 -228,480	195,840 -261,120
2-I	107,960 -173,160	80,400 101,400	138,540 -177,180	138,540 -177,180	54,480 -78,840	84,000 -123,360	119,340 -159,180	138,540 -177,180	138,540 -177,180	179,520 -228,480
2-II	90,420 -111,420	53,880 77,286	97,500 -138,000	97,500 -138,000	47,880 -75,720	66,000 -89,200	108,300 -111,000	97,500 -138,000	97,500 -138,000	97,500 -138,000
3-I	67,320 -96,480	42,270 57,120								81,360 -122,040
3-II		32,250 42,720								

3.4 Evaluation of principals

A new evaluation system is being developed based on the model already being used to evaluate teachers (see below); the National Institute of Education is currently working on this scheme. In the development of the proposed scheme careful consideration will be given to linking the evaluation to career development. The appraisal would focus on the main areas of work and the appraiser is likely to be the Divisional/Zonal Education Officer.

Sri Lanka adopts three schemes to evaluate teachers. First is the annual performance appraisal system for teachers throughout the island. All teachers are annually assessed by the principal or a middle manager. The assessment mainly covers the teaching-learning process. Those engaged in student welfare and guidance, co-curricular activities, community relations and other special services are also assessed. The special feature of this appraisal is that the appraiser and appraisee will agree on targets to be attained at the beginning of the year and will together evaluate the extent to which the targets have been achieved at the end of the year.

Second is the Teacher Record Book issued to all teachers. It can be used by the teacher until he/she retires from service. The principal will enter records annually in the teacher record book based on performance appraisal. Other achievements and comments by the external supervisors can also be entered in the teacher record book. This book is instrumental in the continuous maintenance of records.

Thirdly, those who are promoted to grade I of Class 2 and to Class 1 in the SLTS have to go through a professional review. Entries in the teacher record book will be examined during this

process. In addition to this, an observation of classroom teaching by a supervisor will be considered during the professional review.

3.5 Training of principals

Growing importance is being placed on management development, in its widest sense, as a means of improving the quality of institutional performance in schools. School management has emerged as a distinct field of study within Sri Lanka. From 1984 there is a clear national responsibility to provide management development opportunities for school leaders. The recently introduced island-wide, comprehensive reform movement coupled with more autonomy for schools has necessitated the design and implementation of effective training programmes for principals.

The Centre for Professional Development of the National Institute of Education

The Centre for Professional Development in Educational Management (CPDEM) of the National Institute of Education is the national centre set up exclusively for educational management development. The centre's mission is to develop management knowledge and competences by offering consultancy services and spearheading change through research. The CPDEM conducts seven different courses and a number of one-off programmes. The following paragraphs briefly present each programme, with more detailed attention given to the most recent one, the 'Diploma in Principalship':

1. Postgraduate Diploma in Education Management (PGDEM)

This is a one-year course. Candidates should be graduates with a postgraduate diploma in Education or an equivalent

qualification. They should be educational administrators at national, provincial, divisional, zonal or school level.

2. M.Sc. in Education management

The M.Sc. course is linked to the PGDEM. It is specially designed for candidates who obtain distinction or merit passes in the PGDEM.

3. Diploma in School management

This course is designed to provide specialized knowledge and skills in managing schools. The duration of the course is 18 months and it is conducted by distance learning, with 12 three-day contact sessions.

4. Short courses for officers in the Sri Lanka Education Administrative Service (SLEAS)

These include:

- six-day workshops for directors working in provincial, zonal and divisional education offices;
- specially designed courses for new recruits to the SLEAS.

5. Thematic courses in Educational management

The thematic courses are designed to provide in-depth knowledge on selected themes in educational management. They are open to educational managers at all levels and are of three days' duration. The themes include:

- school-based management;
- deputy principalship;
- supervision for school improvement;
- education law;
- change management;
- financial management and control;
- counselling and guidance;
- managing of co-curricular activities;
- in-school supervision and appraisal;
- school-based staff development.

6. 10,000 Principals training programme

A programme is under way to train all principals in the years 2001 and 2002. This is popularly known as the 'Training of 10,000 Principals programme'. The Types 1 AB and 1C school principals are trained at the CPDEM, while the others are trained at provincial centres. The programme is of nine days' duration. Every province has at least one centre. These centres provide residential facilities and training rooms. The trainers who conduct management courses for principals in the provinces are trained to carry out their tasks at intervals by the CPDEM.

The general themes covered during this training are:

- Managerial behaviour

Effective communication, conducting meetings, interpersonal relations, barriers to communication, managing as a leader, characteristics of an effective manager, how to motivate people and develop people for better performance and creativity in managerial work.

- Management processes and functions

Educational planning, EMIS, physical resource management, infrastructure development, problem-solving skills, decision-making skills, financial management and information technology.

- Managing the curriculum

The implementation and management of the curricula along with the contextualization of the curriculum, school improvement strategies, effective school/in-school supervision and in-school staff appraisal.

- Reforms and new trends in education

The implementation of education reforms, issues arising out of implementation and more recent trends in school development.

Methodology. The training methods used are lectures, group discussions, case studies, role plays, simulation exercises, critical-incident analysis, coaching techniques, structural exercises, panel discussions, school visits etc. The differences among participants is a crucial factor. In the same course group one can find ‘beginners’ sitting together with ‘veterans’. This provides an interesting environment, yet trainers must be effective in targeting every participant.

7. Diploma in principalship

The CPDEM has planned a special programme for 2002 that would help create a pool of prospective principals.

Method of selection. A selection examination will be advertised in the press to call for SLEAS and SAPS applicants. The examination would consist of three written papers.

Paper I : Aptitude	– 1 hour
Paper II : Education management	– 2 hours
Paper III : Study skills and English language	– 1½ hour

The candidates can sit for Papers I and II in the language of their choice.

From the examinations 200 people would be selected in order of merit to appear at one of the ‘Live-in week’ sessions (50 participants per week). During this week, an initial screening will be carried out by five people. Since good management skills are acquired through experience rather than through learning and since schools are unique and complex organizations, it will be observed whether the candidates possess the ‘necessary competences’ to become principals. During each week their behaviour, competences and disposition will be closely monitored and 50 in total will be chosen to follow a one-year course specially designed to make them Effective Principals. After training they will make up a pool of prospective principals. This will become an annual programme.

Aims of the course. The Diploma is a full-time programme of one academic year. Its content takes into account the different training needs of principalship at different school levels. In line with the effort of the Ministry of Education to give school principals greater autonomy in school management, the Diploma programme aims to prepare principals to become effective, efficient, professional and creative leaders.

The course will enable participants to:

- create the conditions for their schools to become learning and self-renewing organizations;
- manage time, human and material resources;
- encourage all members of the school to work collectively to achieve organizational goals;
- respond effectively to the demands made on the school by both the internal and external environment;
- strive to improve themselves to achieve a higher level of excellence especially in line with national policies;
- be conversant with financial and cost management;
- understand and utilize information technology for school management and learning.

8. One-off programmes

The CPDEM in collaboration with provincial trainers carried out a 20-day programme for types 2/3 principals and a 15-day

The course structure

Residential training at the Centre for Professional Development in Education Management

The first phase of four months will be residential. The participants will be exposed to Theories of management, Organizational behaviour and analysis, Personnel management, School development planning, School-based management, Change management, Financial management, Human resource management, Study skills, Curriculum and assessment, Teacher education and management, Sociological issues in education, Research methods, Information technology, Teacher professional development, School development etc.

School attachment

In the second phase the participants will be based in schools. The school attachment is intended to provide participants with the opportunity to learn from a mentor who is a practising school principal and gain the conceptual and technical skills and knowledge – as well as learn the importance of human relations – needed to manage a dynamic institute in a rapidly changing environment. Activities will include shadowing the principal, observing and analyzing school activities such as assemblies, staff meetings, PTA meetings, office management, human resource management and development and school community links. The school principal will act as mentor. The principal will be carefully selected, chosen from schools that are considered to be effective. There will be sessions at CPDEM for principals before trainees are attached to schools. The mentor principals also will be called to the centre once a month during a weekend when the trainees are on attachment.

Reflection and internalization stage

The final phase includes sessions where the trainees will reflect both individually and as a group on what they have experienced. During this time they will be given the competences that have been identified as necessary to run schools effectively. This phase of the course will also include a course in computing and English language and study skills.

programme for Types 1AB and 1C principals during the period 1994 to 1996. The first was specially designed to meet the challenges faced by the principals of small schools. The second programme was carried out in two phases: 10 days initially and a further 5 days completed after 3-6 months.

The main contents of the two programmes were as follows: leadership, organization, EMIS, planning, curriculum management, supervision, administrative practices and education law, financial

management, communication, guidance and counselling, resource management, school and the community, staff development and evaluation. The methods used were lectures, discussions, debates, brainstorming, role play, video/audio presentations, group work and individual assignments.

*An unresolved issue in training:
homogeneous and heterogeneous groups*

The Diploma in Principalship and the Training of 10,000 Principals programme is exclusively for principals, whereas the Diploma in School management is mainly for principals and deputies. The PGDEM and the thematic programmes are for mixed-role sets. Programmes involving both homogeneous and heterogeneous groups have their specific advantages and disadvantages. When homogeneous groups are taken, there is more concentration on the specific role and when heterogeneous groups are taken, sharing among different role sets helps to avoid negative perceptions and also to understand each other's difficulties. It helps to internalize the fact that they are partners of a common cause and develops positive collaboration. This is important as there is a general trend for one group (i.e. principals) to blame the other (i.e. officers) for being overly bureaucratic and officers blaming principals for lacking energy.

3.6 Support

A handbook for principals

The NIE, together with a group of principals, deputy principals and officials from the MEHE and the provinces have prepared a handbook for principals to increase their knowledge of the concept of SBM, what it involves and how the introduction of SBM will affect schools.

Training manual for principals on SBM

A training manual was developed by the NIE. It covers the following themes: Planning school development, Curriculum delivery and assessment, Managing resources and Setting and achieving standards.

Revision of circulars

The revision of some of the existing circulars is seen as central to better school management. The following actions will be taken:

- the relaxation of circulars pertaining to the utilization of school buildings and land;
- the relaxation of circulars pertaining to repairs of school buildings;
- the relaxation of circulars enabling the SMC/SMT to make decisions on curricular deviations and take appropriate vocational initiatives;
- the relaxation of circulars pertaining to the repair of equipment;
- the revision of the circular on facilities fees, increasing the fees and the amount of petty cash;
- the revision of the circular on School Development Societies (SDS): increasing the SDS membership fee and the amount of petty cash.

4. Main problems and major innovations

4.1 Shortcomings of the present system

- There is a considerable number of principals who hold acting positions.
- There is a considerable number of principals who do not belong to the SLEAS or SLPS.
- When a principal retires, there is no formal replacement made since there is no proper procedure.
- It is not compulsory for a principal to be prepared for principalship even though teachers have to be trained before they are placed in schools.
- There is no clear policy in the placement of principals. Since the role of the principal is crucial for the efficient and effective running of a school, it is important to place the right person in the right post.
- There is no formal procedure in the system of appointment to middle-management positions in schools. Deputy principals, assistant principals, sectional heads, grade co-ordinators and subject co-ordinators are not formally appointed.
- The present organization of the school system, which does not distinguish clearly between primary and secondary schools, creates confusion in school management.
- There is a misconception that small schools are easier to manage than larger ones.
- Those who have taken the postgraduate diploma in education management, the diploma in school management or have other formal qualifications in education management are underutilized.

The selection and training of heads and others in senior management positions needs to be carefully planned and systematically structured. Therefore there are proposals to:

- intensify the commitment to restructure the school system into two tiers as proposed by the National Education Commission;
- limit principal appointments to those with a formal qualification accepted by the Ministry of Education;
- make it compulsory for principals to follow a refresher course on education management at least once every five years, since the concept of continuing education is as much relevant to educational managers as it is to teachers;
- make formal appointments for those in middle-management positions;
- establish a 'pool' of principals so that they could be appointed as vacancies arise;
- absorb into this pool those SLEAS and SLPS officers who have undergone a one-year specially designed course on principalship;
- fill principal vacancies with already practising principals or from the principal pool, subject to an interview conducted by a panel. This is to guarantee that the most suitable person is chosen for that particular school;
- give special preference to those who have obtained formal qualifications in education management, until such time as the pool has been established;
- limit the period of service of a principal in a particular school to eight years and to implement an inter-school transfer scheme.

The Diploma in Principalship programme to be conducted by CPDEM will take care of some of the above issues mentioned. There is a conscious and deliberate effort being made by the authorities to rectify these issues by developing a policy on the recruitment and deployment of principals.

4.2 The case of small schools

The country has a dominant rural sector and there are over 2,600 schools with less than 100 students (*Table 5*). Being the head of a small school is clearly a different matter from being head of a school with well over 1,000 students, where both human expertise and physical resources are readily available. A 1996 Ministry of Education document has proposed limiting school size to 2,000 pupils to prevent the uncontrolled growth of popular schools.

The document has suggested upgrading small schools in disadvantaged locations, remote villages, plantations, deprived urban centres and the coastal belt by providing these schools with adequate facilities. The principals of small schools in rural areas and in the plantation sector express the following concerns: lack of facilities, lack of parental interest in children's education, economic backwardness of parents and teacher shortages. The MOE through the Swedish International Development Authority (Sida) and UNICEF have implemented several educational programmes to develop small schools during the past decade.

4.3 Recent innovations

The following innovations should improve school management.

4.3.1 Performance appraisal scheme for teachers and principals

As stated earlier, the Performance appraisal scheme will be introduced island-wide in 2001. This will transform school functioning mainly because it will promote a better working relationship between the teachers and school management. Their work would be more focused on student achievement and development with more deliberation and teamwork. Evaluating principals will make them more accountable and will promote contractual, moral, professional and financial accountability. This will also pave the way to identifying suitable candidates for principalship among deputies and other promoted staff. As these persons are involved as appraisers they will be put to the test, with those doing better being singled out.

4.3.2 The move towards school autonomy

The Reforms in General Education (1997) stress the need to adopt school-based management to make school functioning more effective.

“School Based Management has been accepted as an effective tool in the management of schools. It should specifically state the power, authority and responsibilities of the principal and the Senior Management group of the school. There shall be a Council of Management for each school comprising the Principal, representatives of the staff, parents, past pupils and well-wishers and a departmental nominee to assist the principal in the formulation of policy and preparation of development plans and monitoring the implementation thereof.”

The main objective of SBM is to improve the performance of schools. It is based on the underlying assumption that autonomous schools offer a clear vision for the future and should be prepared to energize their staff by empowering them to take up professional responsibilities for raising educational standards.

The Reforms also suggest that equitable allocation of resources should be assured by giving a grant to schools based on unit costs. In order to alleviate disparities in the allocation of resources, a grant would be calculated as a per-student rate.

4.3.3 Restructuring of schools

In accordance with a suggestion of the National Education Commission, the Policy Planning and Monitoring Division (PPMD) of the MOE together with the respective provincial education authorities have completed the school-mapping exercise in all the provinces, except the North-East Province.

4.3.4 The Establishment of SMC and SMT

The establishment of the SMC and the SMT (SMT has also been referred to as SMG – School Management Group), the clarification of their roles, the delegation of these roles through an appropriate legal framework and the procedures adopted to ensure that the roles, functions and responsibilities are carried out to a set plan are to be ensured. The SMC is about development planning and educational imperatives; the SMT is about translating the development plan into operational management activities to ensure school improvement.

4.4 The steps that need to be taken to improve school management

There is the need to grant autonomy to schools with regard to whole-school development planning, increased expenditure approvals and minor staffing matters. The external controls that override the legitimate managerial responsibilities of principals, which are detrimental to school development, need to be phased out. This will necessitate the removal of bureaucratic procedures applied to the school from above.

Teacher transfers should only be effected at the beginning of the year and the agreement of the school principal should be obtained before the transfer letters are issued.

A survey was carried out to obtain the views of 150 secondary-school principals and deputy principals. They were of the view that more autonomy should be given to schools in the following tasks and functions: selection of teachers, personnel management, school supervision (to make this an in-school function), curricular variations, implementation of annual plans, implementation of appropriate co-curricular activities, school-based staff development, student admissions, teacher transfers, selection and deployment of minor employees, student discipline, maintenance of teacher files, parental participation in school improvement and the purchase of educational equipment.

Principals are keen that they be consulted when teachers are appointed to their school and likewise when they are transferred from it. Some principals and deputies had mentioned that they wish to be involved in some form, to some degree, in the selection process. Principals of remote schools had mentioned that teachers

should not be removed without the nomination of a replacement. The larger schools wish to maintain school files and to have more autonomy in school admissions.

It is encouraging to note that a teacher deployment policy and a principal recruitment and appointment policy is to be brought into effect shortly.

If principals are to be respected and the profession to be considered dignified, the principals themselves need to recognize, understand and emphasize the needs of students, parents and teachers. They need to adhere to a code of ethical behaviour which guides their decisions in dealing with students, parents, teachers and the public. They should be able to appreciate changes (reforms) in education and respond constructively and positively to these changes. They need to collaborate with different role sets, agencies and institutions to achieve expected outcomes. They should seek and be involved in the continuous professional development of themselves and other staff. They must display the highest standards of dedication and commitment in serving others.

It is the responsibility of the principals' professional bodies and the training and development institutes to work towards the achievement of the aforementioned standards within the profession. Sri Lanka, as well as countries in the region, lack professional principal bodies, therefore those at the forefront should initiate the creation of such bodies. Training and Development institutes on the other hand have to focus their training towards this.

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The ANTRIEP Network

The Asian Network of Training and Research Institutions in Educational Planning (ANTRIEP), which currently brings together 17 institutions, offers an innovative answer to the question of how to strengthen national capacities in training and research in educational management. Without capacity building, policies and programmes to improve the quality of education will have little chance of survival, let alone success. In its five years of existence, the ANTRIEP network has grown to be a concrete and creative example of South-South co-operation.

The overall objective of the network is to create synergy between the participating institutions to enable them to respond better to the growing and increasingly diversified needs for skill development in educational planning and management in the Asian region. More specifically, the network has the following operational objectives:

- the regular exchange of technical information amongst members about specific issues relating to capacity building in educational planning and management;
- the continuous upgrading of knowledge and skills amongst professionals in the participating institutions by learning from each other's experience;
- the instigation of co-operative research and training activities in areas of common interest.

List of current member institutions

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- *Campaign for Popular Education (CAMPE)*, Dhaka, Bangladesh
- *Bangladesh Rural Advancement Committee (BRAC)*, Dhaka, Bangladesh
- *Shanghai Institute of Human Resource Development (SIHRD)*, Shanghai, People's Republic of China

- *National Council of Educational Research and Training (NCERT)*, New Delhi, India
- *National Institute of Educational Planning and Administration (NIEPA)*, New Delhi, India
- *Centre for Multi-Disciplinary Development Research*, CMDR, Dharwad, Karnataka, India
- *State Institute of Educational Management and Training (SIEMAT)*, Uttar Pradesh, India
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