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Situation and Training Needs Analysis for Gender Mainstreaming in Teacher Education

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Centre for Gender Studies

University of Kelaniya, Sri Lanka

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Foreword

Gender mainstreaming teacher education is an action that will create a lasting impression that is positive to both men and women in the current context and in future. Gender mainstreaming teacher education will not only convince young minds to accept gender based differences positively but will pave the way to harness the talents that arise from these differences for the benefit of society and country at large.

With this view in mind, UNESCO entrusted the University of Kelaniya to conduct a situational and training needs analysis of gender mainstreaming in teacher education which covered policy planning and implementation measures at one level, and teacher education at the root.

This study on the one hand provides a bird's eye view of the teacher education sector commenting on its planning, implementation and monitoring and evaluation. On the other, it examines the system at a close glance. On the whole, this analysis will help plan the improvement and growth in the teacher education sector.

It is hoped that this situational analysis of gender mainstreaming education in Sri Lanka will provide valuable inputs to policy making and implementation so as to enhance the quality of teacher education in the country.

Prof. D.M. Semasinghe
Vice Chancellor
University of Kelaniya
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Dr. Anusha Edirisinghe (Director)
Ms. Mahishi Ranaweera (Member)
Centre for Gender Studies
University of Kelaniya

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List of Abbreviations

A/L	Advanced Level
BA	Bachelor of Arts
BSc	Bachelor of Science
CENWOR	Center for Women's Research
CPDP	Continuous Professional Development Programs
ECCE	Early Childhood Care and Education
ECE	Early Childhood Education
HDI	Human Development Index
ISA	In-Service Advisors
ITUM	Institute of Technology, University of Moratuwa
MCDWA	Ministry of Child Development and Women's Affairs
MCVF	Mahinda Chinthana Vision for the Future
MoE	Ministry of Education
MoF	Ministry of Finance
NCoE	National Colleges of Education
NEC	National Education Commission
NGOs	Non- Government Organization
NIE	National Institute of Education
O/L	Ordinary Level
PME	Provincial Ministry of Education
PPPD	Policy Planning Performance Division
PPRD	Policy Planning and Review Division
PRO	Policy Research Officer
SBPTD	School Based Professional Teacher Development
SLEAS	Sri Lanka Education Administrative Service personnel
SLEAs	Sri Lanka Education Administrative Service
SLIATE	Sri Lanka Institute of Advanced Technological Education
SLPS	School principals Sri Lanka Principals Service
SLTEs	Sri Lanka Teacher Educators Service
SLTs	Training of Teachers
TC	Teacher College
TPR	Teacher-Pupil Ratio
TSTNA	Training on Situation and Training Needs Analysis
TTC	Teachers' Training College
TVEC	The Tertiary and Vocational Education Commission
UGC	University Grant Commission
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund

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Executive Summary

Gender sensitive and responsive teacher training can be seen as a critical feature of an education system that is democratic, fair, gender equal and equitable.

The teacher education system in Sri Lanka functions under the Ministry of Education and Provincial Ministries of Education. Currently, there are 219,887 in-service teachers in the country (of which 73% are women and 27% are men) while the teacher-pupil ratio is 1:17. Most teachers are those with a Diploma in Education from a National College of Education (NCoE), or a Bachelor of Education Degree from a Faculty of Education, a University or a Bachelor's Degree from any discipline. Teachers already in service are expected to supplement their training with a two-year Diploma from a Teacher Training College (TTC) and graduate teachers are expected to follow a postgraduate Diploma in Education to become professionally qualified.

The purpose of the Situation and Training Needs Analysis was to assess the status of gender equity and equality in the teacher education sector of Sri Lanka and explore the capacities for developing gender-sensitive and gender-responsive teacher education policies and training for Sri Lanka.

It was based on the simultaneous understanding of Gender Equality as the fulfillment of common needs, rights and priorities of men and women (based on their humanity), and Gender Equity, as the fulfillment of the differential needs, interests and priorities of men and women (based on biology, social conditioning, gendering, life experiences as well as their social distinctions / intersections).

The objectives of the STN Analysis were to:

i. Assess the functioning of the Sri Lankan education system, with particular reference to policymaking, programme planning and implementation on gender issues relating to teachers and teacher education.

ii. Assess gender sensitivity and responsiveness of policy makers/planners and implementers of teacher education as well as teachers and trainees.

iii. Assess the potential for promoting positive attitudes amongst stakeholders with regard to gender mainstreaming and the institutional capacity for gender mainstreaming teacher education.

iv. Assess the specific gender training needs of policy makers, programme planners and implementers at different levels in teacher education.

v. Assess the gender responsiveness of the national budget in terms of gender mainstreaming teacher education policy and its allied plans and programmes.

The STN Analysis was based on 1) a Literature Review of primary and secondary data on the existing education system in the country, 2) qualitative interviews with key national policymakers and power-holders relating to the fields of education and finance, and 3) focus group discussions with programme implementers. The data generated was analyzed and presented based primarily on criteria and models of analysis and framing provided by UNESCO.

Gender Mainstreaming of Teacher Education Policy

Despite a number of constitutional and legislative provisions supporting gender equity and equality in the country, there are no policies that specifically address gender mainstreaming in teacher education - firstly, due to the lack of a comprehensive teacher education policy, and secondly, due to the lack of gender awareness and sensitivity among key policy makers and implementers.

The main responsibility for the formulation of education policy lies with the National Education Commission (NEC). However, at present, the policy-making structure of the NEC does not allow for gender inputs such as gender sensitive researching and policy formulation. Occasionally, there have been gender sensitive implementers and teachers who have attempted to introduce gender concerns in a limited way through their personal educational interactions. Gender is taught as a brief module in the teacher training syllabus of NCoEs.

While stakeholders in teacher education exhibited varying degrees and levels of gender consciousness and gender sensitivity, gender discriminatory attitudes amongst some respondents (from policymakers to planners to program implementers) were seen to crosscut and exacerbate various cultural assumptions. There were some regressive practices in certain NCoEs based on cultural and subconscious assumptions on gender. These include the denial of gender discrimination, misconceptions about gender terminology, perception of gender as a western concept, culture based gender unequal norms, and discomfort vis-à-vis teaching subjects related to sex and reproductive health.

The Planning Process

Teacher Education is planned by the Central Government of Sri Lanka through the MoE and implemented through both the Central Government and the Provincial Councils. However, there are considerable gaps in communication between the policy making institutions (NEC and NIE), the PPRD of MoE and educational institutions (NCoEs/ TTI) detected in the process of planning and implementation. At times, planning seems arbitrary and does not always permeate to the relevant implementing arms.

The current Plans on Education includes a) *The Ten Point Action Framework for Training and Development for the year 2017/2018*, b) *Education Sector Development and Programme 2012-2016 and the Sector Rolling Plan 2016 – 2020,* c) *Education Sector Development Plan: General Education in Sri Lanka (2018- 2025).*

Evidence of gender sensitive program planning and implementation did not emerge from these three plans despite there being opportunities and entry points for teacher development which can be utilized to gender mainstream teacher education. Given the lack of gender awareness in programme planners across-the-board, there is a requirement not only for gender sensitivity training but particularly for training on gender planning and implementation (especially on how to translate policy into practice as well as on establishing baselines, targets and indicators).

The Implementation Process

Policy implementation in the sphere of education is a top-down process emanating from the Minister of Education. As noted earlier, the implementation process follows two pathways: one through the Central Government and the other, through the Provincial Councils.

The lack of understanding of the concepts of gender, gender mainstreaming teacher education and gender budgeting amongst implementers (both at central government and provincial levels) make gender training (from high-level policy planners down to teacher trainees) vital for the implementation process.

Training needs a range from gender training concepts and practices; gender mainstreaming including gender-based policy-making, gender-based planning and implementation, gender budgeting, gender auditing, gender-based monitoring and evaluation; training on gender-based curricular development, on how to mainstream gender into various educational subjects and streams, gender responsive pedagogy, gender-based research methodology etc., so as to ensure that the initiatives on gender mainstreaming teacher education can be supported and sustained in the long run.

Moreover, continuous professional development training of teachers on the subject of gender was seen as vital to ensure the success of gender mainstreaming teacher education.

Gender Responsive Budget

Currently, there is no gender sensitive budgeting practiced for education in the national budget of Sri Lanka at ministerial or provincial levels. The budget is not centered on gender disaggregated data on education, as 'children' are considered to be gender neutral by the Ministry of Finance. Nor were there separate national budgetary allocations for the promotion for gender in education at either national or provincial levels. Nevertheless, it is possible that gender responsive budgeting may have been practiced by the MoF in the past even though there is no institutional memory of the exact details. None of the respondents in the STN Analysis were aware of the concept of gender sensitivity in budgeting.

There was an allocation of 1200 Million rupees to facilitate teacher training programmes in the Budget Estimate for the 2018 fiscal year. There was no evidence that the allocation covered gender mainstreaming teacher education or gender training of teachers.

Consequently, the MoE would not only need to lobby the Ministry of Finance and the Treasury with gender mainstreaming proposals and estimates in order to rectify this gap, but MoE planners and implementers, would also need to be sensitized in terms of gender budgeting. This may involve training on such approaches and tools such as gender budget analysis in the context of teacher training institutions, gender aware policy appraisals, gender disaggregated beneficiary assessments, and gender disaggregated analysis of budget impact.

Monitoring & Evaluation of Gender Equality in Teacher Education

While there was no overall monitoring and evaluation mechanism for the MoE, there were, however, a couple of departmental and divisional monitoring systems, even though they were not perceived to be functioning effectively by the respondents. The Policy Planning and Performance Review Division (PPRD) possessed a mechanism to track and review educational policies and recommend amendments. However, one problem identified was the difficulty of evaluating the outcomes of policy initiatives due to the lack of qualitative data.

There were no consistent monitoring systems to track and evaluate policy implementation or teacher education at Provincial and Zonal Education Office levels. However, the teaching curricular of the NCoEs were evaluated and revised every 8 years.

Available reviews and evaluation reports a) *Assessment of School Standards, b) Annual Performance Report, c) Annual Report on Quality Assurance of Schools* do not give evidence of the practice of consistent and comprehensive teacher education monitoring and evaluation - especially in NCoEs and TTCs.

Recommendations

Gender mainstreaming teacher education needs to be undertaken in conjunction with integrating gender equity and equality to other parts of the educational system of the country. Consequently, in order to develop capacity on gender mainstreaming of teacher education at different levels, wide-ranging, multipronged approaches are recommended.

At the Level of Policymaking

- The institution of a Gender Mainstreaming Unit by the MoE comprising of in-house gender experts, a core group of gender trainers, and writers
- The formulation of a Gender Equity and Equality Policy for Teacher Training in Sri Lanka
- The development of Guidelines to Mainstream Gender Equity and Equality into Teacher Education Policies in Sri Lanka
- Gender Equity and Equality Training for policymakers (as detailed below)
- Include a financial allocation to gender mainstream teacher education through the line budget of the MoE

- Briefing Papers on Gender and Diversity for education policymakers (to cover the multi-ethnic, multi-lingual and multi-religious context in which teacher education takes place in Sri Lanka)
- Short documentaries on Gender Mainstreaming Teacher Education for Policymakers
- Based on pending legislation, the formulation of a policy on Pirivena Teacher Education that opens out and facilitates Pirivena teacher education for women bikkunis
- A quota to encourage men and women teacher trainees into studying non-traditional subjects
- Development of institutional sexual harassment policies and anti-ragging policies for teacher educational institutions

At the Level of Planning and Implementation

- A National Strategy on Mainstreaming Gender into Teacher Education involving:
    - Gender Disaggregated Surveys, Gender-focused Research and up-to-date Gender Databanks on teacher education in Sri Lanka at national and provincial levels
    - Gender-sensitive infrastructure development and allocation in NCoEs and TTCs and other TCs according to gender disaggregated numbers
    - Institutional mechanisms (at national, provincial and institutional levels) to promote gender-sensitive reporting, monitoring and evaluation
    - The establishment of institutional mechanisms to prevent and address sexual harassment and ragging in teacher training institutions
    - Representations to the Finance Ministry and the Treasury via the Ministry of Education on the significance of accounting for gender in teacher education along with gender responsive financial estimates
    - Provision for the Annual MoE Budget to be gender mainstreamed to cover both gender mainstreaming costs in teacher education as well as gender-specific project costs (at both national and provincial levels).
    - Mentoring schemes to encourage women teachers to take the Efficiency Bar Examinations of the Sri Lanka Principal Service

Gender Training

- The training of policymakers, planners (including programme, policy researchers and policy writers) as well as programme implementers (curriculum developers, module writers and teacher trainers) in the areas recommended.
    - Introduction to Gender Concepts and Practice in Education (gender concepts / significance of gender in education / gender and diversity issues/ dealing with resistance and backlash)
    - How to Gender Mainstream Educational Policy
    - Gender Responsive Budgeting
    - Introduction to Gender-based Auditing and Needs Assessments
    - Gender-responsive Planning, Implementation, Monitoring and Evaluation
    - Guidelines on Gender Mainstreaming Educational Practice
    - Gender Sensitive Research Methodology

- Gender Sensitive Curricula Development
- Guidelines on Gender Mainstreaming School Subjects
- Gender-based Pedagogy (teaching and learning)
- Teaching Sexuality and Reproduction in Class
- Developing Guidelines for Subject Specific Gender Mainstreaming in School Curricula
- Gender Problem-solving in the Classroom
- How to Teach Gender in the Classroom

Supportive Initiatives

- The restructuring of the teacher education system in Sri Lanka based on clear and specific objectives, roles, and responsibilities assigned to the MoE, NEC, NIE, and Provincial Ministries.
- Effective coordination and communication channels amongst the above entities so as to share information and avoid the duplication of responsibilities.
- The formulation of an overall (integrated) Policy for Teacher Education in Sri Lanka, with a special focus on teacher training.

1. Background

1.1 Country Profile

1.1.1 Economic, Socio-cultural and Ethno-linguistic Description

The Democratic Socialist Republic of Sri Lanka is an island nation in South Asia, close to the Southern coast of India. Due to its strategic location, it is not only considered a hub for commerce and business, but also a potential destination for an educational hub.

The population of Sri Lanka is estimated to be approximately 20.3 million (Census of Population and Housing, 2012). Children below 15 years of age constitute 25.2 percent of the total population, and people aged over 65 years constitute 7.8 percent (ibid.). The sex ratio which has been in favor of men stands at 93.7 for men and 100 for women in 2012 (ibid.). The age and sex composition of the population reveals that more men are counted in early childhood ages, compulsory schooling cohort and teenagers below 14 years of age (Census of Population and Housing, 2012).

The population is aging rapidly and this has implications for education policy given a decline in public spending on education and the possibility of waning interest in private investments in education in the future. The elderly population is expected to increase by 40% from 2010 – 2020, from 2.6 million to 3.6 million (Ganewaththa,2017).

Sri Lanka has a per capita gross national income of US $ 2836 (2011) and has emerged as a middle income country. It has also acquired a HDI figure of 0.74 which is the 104th position out of 179 countries (Human Development Report,2016).

Sri Lanka is a multi-ethnic and multi religious country consisting of Sinhalese, Tamils, Muslims (Malays and Moors), Burghers, Bohra, Chinese and the indigenous community. According to the 2012 census, the major ethnic group which is Sinhalese is 74.9 % of the total population while Sri Lankan Tamil and Moor Communities are 15.2 % and 9.3% respectively. A majority of Sinhalese are Buddhists. Other religions include Hindu, Christianity and Islam. The Sinhala language is spoken by the Sinhala community, and the Tamil language is spoken by the Tamil and Muslim communities. The English language is used for commercial and official work. At present, the government sector uses Sinhala, Tamil and English in administration and as the media of instruction in education. (Census of Population and Housing, 2012).

1.2 The Education System

The Constitution of the Democratic Socialist Republic of Sri Lanka in its chapter on, 'Directive Principles of State Policy and Fundamental Duties' states that it is pledged to establish in Sri Lanka a democratic society, the objectives of which include, "complete eradication of illiteracy and the assurance to all persons of the right to universal and equal access to education at all levels". (Consititution,2015). Thus, education in Sri Lanka is compulsory for children from the age of five

to eighteen years. Education is completely state funded since 1938 and is offered free of charge at all levels including tertiary education. There are 10,161 schools in Sri Lanka which are operated under the government (https://wenr.wes.org/2017/08/education-in-sri-lanka/19/03/2018). Which include both segregated and coed schools. Depending on geography and demography, schools function in Sinhala and Tamil medium, while a handful has all three streams (Sinhala, Tamil and English).

The general education structure is divided into four levels: primary, junior secondary, senior secondary, and tertiary. Primary and secondary education is conducted according to local curricula by the Ministry of Education[1] while universities, functioning under the Ministry of Higher Education and Highways have the autonomy to formulate their own degree programs and curricula. In addition to the majority of government-run schools in the country, there are non-fee-levying assisted private schools and fee-levying autonomous private schools. There is also another category of schools, independent of the state education system, called International Schools. These schools offer the local government syllabus as well as British syllabi such as Edexcel and Cambridge. In addition, there are 560 Buddhist centers (Pirivenas) of learning primarily assigned for Buddhist monks.

The schools administered by the Ministry of Education (of the Central Government) are designated as national schools, and schools administered by the provincial councils as provincial schools. Out of the 10,161 schools there are 353 national schools and 9809 provincial schools (Ministry of Education, 2015). The government schools are classified by type depending on the terminal grade of the school and the complexity of the courses offered.

1.2.1. Early Childhood Education

A holistic approach to Early Childhood Care and Education (ECCE) came in the form of the General Education Reforms of 1997 (World Bank Group,2014). In 2004, the Cabinet approved the National Policy on Early Childhood Care and Development formulated by the Ministry of Child Development and Women's Affairs (MCDWA) (http://www.childsec.gov.lk,26/04/2018). This remains the key document underlying the institutional framework for ECCE in the country. According to a report by World Bank in 2014, Sri Lanka has approximately 17,023 ECE centers with 29,341 teachers, catering to 475,617 children in the 3-5 year age group (World Bank Group,2014). More than 80% of the early childhood education centers are managed by private organizations or NGOs (Ibid).

1.2.2. Primary and Secondary Education

Regulations making education compulsory for thirteen years were passed by Parliament and came into effect in 2017 (UNICEF, 2015). In terms of sex ratio, boys made up 51% of the 332,837

[1] The titles of ministries in the country change from time to time according to the subjects and powers assigned to a minister during a particular regime.

primary school students admitted, and this status quo has changed in 2016. In 2016, there were 2,091142 girls and 2052188 boys in schools (Annual Performance Report,2016).
In 2008, the Primary Education Branch of the Ministry of Education launched a Child Friendly School Initiative (UNICEF, 2009). Its indicators examine six dimensions of child friendliness, one of which is Gender-responsiveness (World Bank Report ,2014).

1.2.3. Secondary Education

Secondary Education is divided into Junior Secondary and Senior Secondary Education. Junior Secondary Education covers grades six to ten and the curriculum consists of ten compulsory subjects including English and Science. Passes in the OL examination allows a student to receive a Senior Secondary education. Senior Secondary education begins at grade 11 and continues for 2 years leading to the AL examination. Unlike in primary education, girls are the majority amongst Junior Secondary Education and A-level students. During the last few years, women students in state university admissions have hovered between 58% - 62% of the intake conveying a distinct gender gap in numbers when it comes to male students' participation in higher education (www.ugc.ac.lk,24/04/2108). This leaves behind a burning question as to what happens to the boys who drop out of education.

1.2.4. Tertiary Education

The Tertiary Education sector which encompasses tertiary, vocational and professional education is one of the most influential in the field of teacher education.

Universities

AL education in the government schools of Sri Lanka is taught only by graduates of universities. The University Grants Commission, which operates within the framework of the Universities Act No. 16 of 1978 has under its purview 15 State Universities and a number of Higher Education Institutes. Sri Lankan University statistics of 2016 show that women are a majority in all disciplines aside from Engineering where women constitute 20% (www.ugc.ac,lk.26/04/2018). However, there is a significant improvement in the performance of women in areas such as Computer Science (716 out of 1,421), and Technology (833 out of 1,825) which had been normatively defined as "male domains" of education in 2016, the enrolment in universities amounts to 62% of female and 38% of male undergraduates (ibid). The distribution of teaching staff in 2016 indicates a pyramid structure with the lower levels of Lecturers dominated by women while University governance is predominantly a male province (www.uc.ac.lk,26/04/2018).

Technical and Vocational Educational Training

The establishment of Technical and Vocational Educational Training Institutions fills two voids which have hitherto been identified in the field of education - the demands of industry and opportunities to increase the employability rate of Sri Lankan Youth. The Tertiary and Vocational

Education Commission (TVEC), is the body responsible for coordinating and providing nationwide training for more than 150,000 students annually (www.tvec.gov,lk,24/04/2018). According to the report, *Innovative Strategies in Technical and Vocational Education Training for Accredited Human Resource Development in South Asia: Sri Lanka*[2], the women participation in this sector has improved considerably since its inception in 1980. While the Ministry of Youth Affairs and Skills Development handles the TVEC, the Ministry of Higher Education and Highways also manages institutes such as the Sri Lanka Institute of Advanced Technological Education (SLIATE) and the Institute of Technology, University of Moratuwa (ITUM) which provides similar technical and vocational training (www.mohe.ac.lk, 14/04/2018).

1.2.5. Teacher Education

The total number of teachers in the education system serving under the Ministry of Education and the provincial ministries of education amounts to 219,887. The teacher-pupil ratio (TPR) is 1:17 which is one of the most favourable TPRs among the developing countries. Most teachers are those with a Diploma in Education from a National College of Education (NCoE), or Bachelor of Education degree from a Faculty of Education in a University or a Bachelor's Degree from any discipline. The Diploma in Education conducted in an NCoE is of three years duration and is not equivalent to a degree and teachers with the diploma are confined to teaching at primary and secondary level. In-service teachers can supplement their training with a two-year Diploma from a Teacher Training College (TTC). Graduate teachers are expected to follow a postgraduate Diploma in Education to become professionally qualified. The Open University and National Institute of Education conduct programmes by distance mode in combination with contact sessions leading to postgraduate diplomas and certificates. There are also a small segment of untrained teachers recruited as part of political programmes (Janasaviya Teachers, Volunteer Teachers, Youth Service Teachers, and Samurdhi Teachers).

The Government is currently trying to rectify this gap of non- graduate and untrained teachers, serving in Government Schools/Private Schools approved by the Government/Piriven by making it compulsory for them to follow a two year teacher educational course conducted by the TTCs.[3]

Table: 01- Total Number of Teacher in Sri Lanka

Category	Number	%
Trained Teachers	128,602	58
Graduate Teachers	30,990	14
Graduate Teachers with Post Graduate Diploma in Education	49, 932	23

[2] https://www.adb.org/sites/default/files/publication/176571/tvet-hrd-south-asia-sri-lanka.pdf

[3] - Two years study leave with full payment will be given for this training.

Non-Graduates/ Untrained	10,242	5

Source: (Ministry of Education, 2011)

Within the teachers in service, there are 172,000 women teachers and 63,999 men teachers. Women teachers 73% / Men teachers 27%

2. Methodology of the STN Analysis

The Situation and Training Needs Analysis for Gender Mainstreaming in Teacher Education in Sri Lanka was comprehensively guided by the research design, data collection tools, and the conceptual and writing frameworks provided by UNESCO Bangkok.

2.1 Overall Objectives

The overall objective of the Analysis for Sri Lanka was to:

Assess the status of gender equity and equality in the teacher education sector of Sri Lanka and explore the capacities for developing gender-sensitive and gender-responsive teacher education policies and gender training for Sri Lanka.

2.2 Specific Objectives

The specific objectives of this Analysis for Sri Lanka were to:

vi. Assess the functioning of the Sri Lankan education system, with particular reference to policymaking, programme planning and implementation on gender issues relating to teachers and teacher education.

vii. Assess the gender sensitivity and responsiveness of policy makers/planners and implementers of teacher education as well as teachers and trainees.

viii. Assess the potential for promoting positive attitudes amongst stakeholders with regard to gender mainstreaming and the institutional capacity for gender mainstreaming teacher education.

ix. Assess the specific gender training needs of policy makers, programme planners and implementers at different levels in teacher education.

x. Assess the gender responsiveness of the national budget in terms of gender mainstreaming teacher education policy and its allied plans and programmes.

2.3 Conceptual Framework

The Situation and Training Needs Analysis was based on a concurrent understanding of gender equity and equality.

Gender Equality is based on the notion that men and women are similar and have common needs, rights and priorities - based on their humanity. These include needs such as right to education or health facilities or political representation or equal opportunities to employment or access to and control over resources. Gender Equity is based on the notion that men and women

are also different, and therefore have differential needs, interests and priorities as well - based on biology, social conditioning, gendering, life experiences as well as their social distinctions / intersections. These include maternity benefits, gendered infrastructure, and gendered facilities, etc., conceptualized to empower men and women. While gender equality involves fulfilling common needs, rights and priorities, gender equity involves fulfilling differential needs, interests and priorities.

2.4 Sampling and Research Methods

Key national power-holders and stakeholders relating to the fields of education and finance were identified as critical for generating information on the functioning of the education system (with particular reference to policymaking, budgeting, programme planning and implementation on gender issues relating to teachers and teacher education).

Provincial Education offices and Zonal Education offices in three provinces in Sri Lanka were selected to carry out the Needs Analysis on the teacher education/training programs currently in place. These include:

The Western Province as the education system in the country is centralized and implemented from the capital Colombo (Colombo is a cosmopolitan center exemplifying diversity in ethnicity, religion, class, geography and language);
The Northern province as it represents a predominantly Tamil community; and
The Southern province, which is predominantly populated by the Sinhalese and Muslim communities.

In order to achieve the above stated objectives of the Analysis, the following research design and data generation methods were utilized.

2.4.1. *Literature Review*

A literature review of primary documents was used to generate information on the education system of the country, the context of teacher training, and as a means of triangulating data generated from other methods (interviews and observation). These include policy documents, research publications, and financial documents (including the National Budget) generated by the Ministry of Education, Ministry of Higher Education, Ministry of Finance, the UGC, NEC and NIE.

2.4.2 *Qualitative Interviews*

Table 2- Numbers of Qualitative Interviews

Qualitative interviews were conducted with the following:

1	Minister of Education	11	Director of Education, Ministry of Education (Policy and Planning)
2	Secretary to the Ministry of Education	12	Assistant Director, Ministry of Education (Health and Nutrition Branch)
3	Provincial Director of Education (Southern)	13	Assistant Director, Ministry of Education (Piriven Branch)
4	Provincial Director of Education (Northern)	14	President of National College of Education 1
5	Director (Non- formal and special education) – Northern Province Provincial Education Office	15	President of National College of Education 2
6	Zonal Director of Education (Northern Province)	16	President of National College of Education 3
7	Director, National Institute of Education	17	President of National College of Education 4
8	Chairman, National Education Commission	18	President, Teacher Training College 1
9	Chief Commissioner of National Colleges of Education	19	Director, Treasury, Ministry of Finance
10	Additional Secretary, Ministry of Education (Quality Development)		

A purposive sample of respondents was selected given that the requisite information was specialized and institution-based. Key informants were utilized to identify and direct the researchers to respondents and to provide ease of access to respondents. The technique of snowballing sampling was also utilized when it became apparent that a couple of respondents did not possess adequate knowledge. The sample size was determined by the situation, process and needs of the issues concerned and the saturation of data.

The interviews were conducted with the assistance of interview schedules and focus group guidelines (for high-level policy-makers and planners, program implementers, and trainers) based on the model Interview Schedules and Guidelines provided by UNESCO Bangkok. These yielded the requisite information on planning, training, implementing, budgeting, monitoring and evaluating processes in teacher education and on existing initiatives on gender mainstreaming in teacher education. However, the tools had to be partly revised to suit the country situation and the respondents. In instances where the concepts and terminology of gender mainstreaming

were not familiar to respondents, the researchers had to provide clarifications. In two instances, the research team had to rely on interpreters to translate the interview questions and answers.

2.4.3 *Focus Group Discussions*

The data gathered from qualitative interviews were augmented by four focus group discussions with the following:

Box 1 – Focus Group Discussions

1. Policy research officers, National Education Commission
2. Directors, Southern Province Provincial Educational Office
3. Teaching faculty, Copay Teacher Training College
4. Teacher trainees, Darga Town National College of Education

The guidelines for the focus group discussions were also provided by UNESCO Bangkok. The participants in the focus group discussions numbered from 4 to 6.

The purpose of the focus group discussions was to nuance the data generated via discussions and debates on gender mainstreaming teacher education, particularly with regard to the political, social, cultural, ethnic, economic, linguistic, geographical and other differences.

2.4.4. *Data Analysis*

A qualitative Situation and Training Needs Analysis is considered to be a collaborative process through which the opinions of key stakeholders are collated by the research team and supported by primary data.

From the first interview conducted there was continuous, manual analysis of data according to the outline provided for the country report by UNESC0 Bangkok. This allowed for the detection of gaps in data and for the amendment of the interview schedules according to the requisite data. Firstly, the data gathered was sorted according to a matrix founded on the interview schedule. This assisted in the comparison and the nuancing of the Situation and Needs Analysis. Next, the data was sorted in terms of meaning units, themes, sub categories and categories. Finally, the data was presented according to the outline given by UNESCO for the country report.

2.5 Politics and Ethics Relating to the Analysis

Respondents identified for participation in the interviews and for the focus group discussions were contacted by phone for appointments. At certain instances, the interviewee was emailed the information sheet and questionnaire guideline ahead of the meetings so that they were aware of the information required. They were also asked to give verbal consent for the interviews. Interview interactions were recorded by hand with the help of a note-taker.

Respondents were assured of the confidentiality of the data provided (by keeping transcripts under lock and key, electronic data password protected, and accessible only to the research team. The data will be destroyed once the research has been completed.

It was possible to detect the political dynamics in interview and focus group interactions through observation. At times, respondents tended to adhere to politically-correct responses, despite unconscious reactions, non-verbal cues and body language to the contrary. In these instances, observation was used as a support mechanism (for both the interviews and focus group discussions) so as to provide additional insights to the data generated.

For instance, one senior woman respondent dominated a focus group discussion to the extent that other respondents were not allowed to speak and express their opinions adequately. The resulting gap in credibility was rectified by corroborating/ triangulating the data generated from the discussion with the responses at an individual level. In another instance, what could be interpreted as 'tacit resistance' to the interviews was observed in the way that some respondents provided very brief answers, dismissed the significance of questions, offered mechanical agreement to qualitative questions and expedited interviews.

It was therefore decided by the research team to take note of instances of possible tacit resistances to gender mainstreaming in the Analysis given that it is critical that key stakeholders in the education sector are convinced and committed to supporting gender mainstreaming initiatives. Thus, the Conclusions and Recommendations chapter of the Analysis will provide strategies on how to overcome such resistance.

2.6. Limitations of the Situation and Training Needs Analysis

The Situation and Training Needs Analysis was based on the existing status of the national system of teacher education, its implementation in three provinces, as well as its potential to support gender sensitivity and responsiveness. Therefore, it is not a representative sample of the entirety of the Teacher Education Sector in the country.

The perceived gaps between the UNESCO standardised interview schedules / questionnaires and the UNESCO final country outline made the synthesizing and presentation of information problematic.

In retrospect, the team conducting the Situation and Training Needs Analysis should have been a collaborative effort between members from the MoE and the NEC and gender experts. This would have ensured more commitment to and ownership of the Analysis.

3. Gender Mainstreaming of Teacher/Teacher Education Policy

3.1. Constitutional, Legislative, National Policy Frameworks

The Literature Review revealed the following directive principles on gender equity and equality in the Constitution of Sri Lanka as well as in national legislation and national policies that can support the achievement of gender equality in teacher education policy making.

Table 3 – National Legislations and National Policies

Source of the Law	Section of the Article / Act	Scope for Gender Equity / Equality
The Constitution of the Democratic Socialist Republic of Sri Lanka 1978	Article 12(1)	To ensure that all persons are treated equally before the law and are provided equal protection under the law.
The Constitution of the Democratic Socialist Republic of Sri Lanka 1978	Article 12(2)	To ensure that there is no discrimination on the stated grounds (race/religion/ caste/language/sex/political opinion/place of birth or any other such grounds.)
The Constitution of the Democratic Socialist Republic of Sri Lanka 1978	Article 12(4)	To ensure special legal provision for the advancement and protection of disadvantaged groups (women/ children/disabled persons).
The Constitution of the Democratic Socialist Republic of Sri Lanka 1978	Article 27(2)	To safeguard the right to equal and universal access to education.
Educational Ordinance Act no 31 of 1956	Article 38(1)	To provide compulsory education for all.
Educational Ordinance Act no 31 of 1956	Section 47	To give the right of free education.
Maternity benefits Act No 32 of 1939 amended by Act no 06of 1958 and act 1 of 1966	Section 10 (a)1	To provide pregnant women legal protection from dismissal on the basis of pregnancy.

Maternity benefits Act No 32 of 1939 amended by Act no 06of 1958 and act 1 of 1966	Section 10(B) 1	To provide pregnant women and their fetus from work that could be potentially harmful.
Administration circular No 22/1989 amended by 1995		To facilitate breastfeeding by nursing women.
Prohibition of Ragging and other Forms of Violence in Educational Institutions Act No 20 of 1998	Section 2(2)	To deter and punish ragging and sexual harassment (of staff and students).
Sri Lanka Women Charter		Rights to education and training.
Establishment Code Chapter XII	Public Administration Circular 03/2006	Three working days of paternity leave for the public sector.

Based on Wickramasinghe, 2012 (30-146)

3.2. Teacher Education Policies

In the current context, there are no policies that specifically address gender mainstreaming in teacher education. Nor are there any policies that directly promote gender equality in teacher education. However, Circular No. 2007/20 on National Teacher Transfer Policy promotes gender equity in the Sri Lankan Teaching Service by accounting for the biological / reproductive differences between men and women. The Circular states:

"Transfers requested by teachers on medical grounds should be established by recommendation by a Government Medical Board related to the health condition. Pregnant teachers should not be transferred without their discretion. However, when requests are made by pregnant teachers, action should be taken based on the facts established by Medical Reports. A mother who has given birth to a child shall be entitled to obtain a temporary attachment to serve in a school located close to her permanent place of residence up to a period of one year from childbirth. For this purpose, submission of an appeal by the mother teacher is very essential. In addition to the personal health of the teacher the health position of the following family members too can be considered when it is in a position which would directly affect their living together. (i.e. 1. Spouse, 2. Children 3. Parent/parents of the spouse)."

Moreover, Respondent PI5 from the NIE states that there is no overarching national policy on teacher education either - despite the fact that a proposal for a policy on national education was developed in 1995. This proposal specifies four areas as important in teacher education a) teacher education, b) teaching services, c) welfare and incentives, and d) support services.

However, the section on teacher education does not discuss the gendered aspects of teacher education. Nonetheless, this proposal suggested the following topics as requiring special attention: Community Development Activities, Parental Education, Using Social Resources, Guiding and Counseling Services, Multicultural education and Ethics education (National Educational Commission, 1995). These areas, however, are critical when it comes to gender mainstreaming.

Overall, respondents conveyed ambiguity with regard to the existence of a teacher education policy in the country. Out of the 19 interviewees, all except two mentioned that they were unaware of a policy for teacher training. Two of the Presidents of National Colleges of Education said that there was a policy on teacher education. However, it was found upon inquiry that this was a reference to the proposal made in 1995 by the NEC. This uncertainty conveys that any future policy initiatives would need to account for adequate consciousness-raising and education efforts amongst stakeholders.

The most recent initiative of the NEC is the final Report for a New Education Act for General Education in Sri Lanka developed in 2017 (www.nec.gov.lk,18/03/2018). However, there is no reference to the gender education of educational personnel (teachers, principals, teacher educators and SLEAS officers) despite the focus on professional development, code of ethics, quality assurance and accountability in the Report.

3.3. The Structure of Policy Making in Sri Lanka

The main responsibility for the formulation of education policy lies with the National Education Commission (NEC).

3.3.1. National Education Commission

The NEC was established to recommend and advise the President on consistency in educational policy. The membership of the Commission is diverse, and includes the chairpersons of the University Grants Commission and the Tertiary and Vocational Education Commission; members appointed on the recommendations of the Minister of Education and the Ministry of Higher Education and Highways[4], and of the Ministry of Finance; a member appointed to represent the concerns of Provincial Councils; and members of distinction in the fields of Education, Administration and Management and other professions. Currently the Commission constitutes of 12 men and 04 women members.

The NEC appoints the following Standing Committees on a) General Education, b) Higher Education, and c) Technical Education. These Standing Committees conduct research via the Academic and Research Unit of the NEC and report on issues and problems relating to these subject areas to the Commission.

[4] The titles of ministries in the country change from time to time according to the subjects and powers assigned to a minister during a particular regime.

On selection of a research topic, the Commission (via the Unit) recruits external researchers to conduct studies on given topics. Each research team (comprising external researchers) compiles a report based on field research and submits it to the Commission via the Unit. The policy research officers of the Unit, (who have generally studied up to a Master's level in Education and Sociology), consolidate the findings of all reports conducted by the external research teams, and prepare one report for the approval of the relevant Standing Committee and thereafter the Commission. Once sanctioned by the commission, the report is submitted to the President of Sri Lanka. If it is a national policy, it is submitted to the Cabinet for approval and thereafter debated in Parliament. Once passed in Parliament, the policy is considered a national policy. The implementation of national education policy is the responsibility of the Ministry of Education of the Central Government and the Provincial Education Authorities.

The Unit has four men and one woman policy research officer. According to respondents (policy research officers - PROA & PROB), there has not been any research conducted on gender; nor has gender analysis been practiced in research studies conducted during their careers at the NEC. Furthermore, the external researchers are not selected according to gender criteria. The Unit itself is not gender balanced; however, one Policy Officer has an understanding of gender arising from his BA degree. The one woman officer of the Unit is constrained from participating in field research due to family regulations.

3.4. Cultural and Subconscious Assumptions and Understandings

Interviews with and observation of respondents conveyed that there were various assumptions and subconscious conditioning with regard to gender amongst policymakers, planners and implementers. Seventeen of the nineteen qualitative interviewees expressed negative attitudes towards gender mainstreaming initially. All respondents denied the existence of gender discrimination in the field of teacher education. This was augmented by non-verbal signs and body language.

3.4.1 *Misconceptions about Gender Terminology*

The dominant understanding of gender mainstreaming was based on gender equality or parity in numbers. Consequently, the mere presence of more women in teacher education seemed to have been taken as gender equality. Furthermore, six high-level policy makers, decision-makers and secondary-level policy implementers seemed confused about the difference between gender equality and women's rights and were under the impression that these two concepts were the same.

All interviewees misconceived gender mainstreaming as being synonymous with gender–nondiscrimination. For example, when the question 'Is there a need for a clear policy of the government on gender mainstreaming in teacher education' was posed to programme implementers, their first reaction was to say that there is no need - as there is no gender discrimination in the fields of education / teacher education. It was noted that one high-level

implementer in a provincial educational office (despite completing a gender component in graduate education) argued that there is no discrimination in terms of gender in education.

3.4.2. *Denial of Gender Discrimination*

Possibly as a result of the misconceptions in terminology, all of the interviewees (both men and women) denied gender discrimination in the field of education and in teacher education specifically.

The Focus Group Discussion with Directors and Assistant Directors of Education in one Provincial Education Office yielded the idea that there was no need for gender-sensitive teacher education 'as the teaching service was gender sensitive and there were no gender issues in the profession', and referred to the presence of more women teachers, and (incorrectly) more women principals as evidence of non-discrimination. Statistics from the year 2018 convey that there are 6119 men principals and 1714 women principals – conveying a need to account for leadership training for women trainee teachers.

Furthermore, Respondent HPM1 claimed that women had a special advantage in the field of education. He pointed out that 'all promotional and appraisal measures were exam-oriented in education and therefore women score better since women are better at studying for exams'. Also, he stated that he has been requested by authorities and colleagues to bridge the gap between men and women educationists and administrative officers in terms of numbers. As noted in the Background, there were 63,999 men teachers and 172,000 women teachers in the year 2016.

Another policy implementer (who had completed doctoral studies in education) suggested that the gender mainstreaming of teacher education policy may adversely affect the 'personality' of the men teacher trainees in teacher colleges.

3.4.3. *Understanding of Gender as a Western Concept*

A high-level policy implementer who was of the understanding that there is no gender discrimination, elaborated that she felt that the idea of gender discrimination was 'artificially created'. Three of the interviewees, PI 4, PI 11 and a Director of Education in the Provincial Education Office focus group mentioned that gender is a western concept and is contradictory to the 'culture' of Sri Lanka. PI 11 suggested that rather than talking about gender mainstreaming or gender rights, there should be a focus on human rights.

However, Respondent PI 10 insisted that despite being a western concept gender resonates with the philosophy of Buddhism. Therefore, he argued that the idea was not new or foreign, and that gender sensitivity is embedded in Piriven Education (Buddhist schools of education for exclusively for monks).

3.4.4. *Predominant Cultural Beliefs*

Two respondents (PI 8 and PI 10) categorically stated that the idea of gender mainstreaming should be introduced as a Buddhist concept, in order to make the concept more acceptable to decision makers and stakeholders given that Buddhism is the main religion of the majority Sinhalese community. This conveys that high-level decision makers do not think broadly about the multi-ethnic, multi-lingual and multi-religious context of Sri Lanka.

On the other hand, Respondent PI14 claimed that in one National College of Education (where the teacher trainees constituted exclusively of Muslim and Tamil women students), the community had pressurized the authorities for men presidents to be appointed to the institution concerned, despite having a series of women presidents until 2001. The teaching staff in this institution consisted of 9 men and 6 women Lecturers - however, respondents complained that there were no women's toilets in the buildings of the NCoE. Moreover, this College conducts only Home Science and Tamil as a First Language as core courses - depriving these women teacher trainees of knowledge in other subjects. Often, these trainees were pressed by their families to give up their studies for marriage and conform to the social roles designed for women by culture.

3.4.5. Discomfort in Teaching Sex Education

One focus group discussion with implementers disclosed that teachers found it awkward and did not possess the training to teach sex education to their students. The Director of one Provincial Education Office stated that she had conducted workshops and lecture sessions (on violence against women and issues related to sexuality and women) during her tenure as a principal in a school. However, the Respondent mentioned that she had been uncomfortable about discussing such matters with her students. She therefore suggested inviting qualified external resource personnel (such as doctors or women police officers) to handle such matters.

This section conveys that despite constitutional and legislative provisions on gender equity and equality in the country, these are not reflected in teacher education policies - given firstly, the lack of a comprehensive teacher education policy and secondly, due to the lack of gender awareness and sensitivity among key policy makers and implementers. The policy making structure does not lend itself to gender inputs. Moreover, gender discriminatory attitudes crosscut with cultural assumptions amongst different respondents, lead to regressive practices in teacher education.

4. The Planning Process

4.1. The Planning Context for Teacher Education in Sri Lanka

Teacher Education is planned by the Central Government of Sri Lanka and implemented through both the Central Government and the Provincial Councils under the 13th amendment to the Constitution. The mandate for planning and for implementation of Teacher Education resides with the MoE which guides the Provincial Education Authorities.

Box 2- Planning Scope of the Teacher Education

Planning Scope of the Central Government with regard to teacher education

i. Preparation of National plans
ii. Designing the National Curriculum via the NIE
iii. Planning and overseeing teacher education study programmes carried out by the NCoEs, NIE and the Universities
iv. Production and distribution of school text books
v. Regulating and assisting private schools and Pirivenas

Planning Scope of the Provincial Ministry of Education (PME) with regard to teacher education

i. PME preparation of development plans and implementation of annual implementation plans.
ii. Appraisal of the performance of principals, teachers and education officials.
iii. Conduct in-service training programmes after obtaining approval of the NIE.

4.1.1. *The Central Government – Planning Structure and Responsibilities (Teacher Education)*

The Ministry of Education is responsible for all action plans pertaining to education and teacher education of the Central Government. The curricula for the NCoEs of the MoE are formulated in line with national action plans by the Teacher Education Branch of the Ministry along with planning and implementing the tasks carried out by the Teacher Education Administration Branch.

National level education planning is administered by a Policy Planning and Performance Review Division (PPRD) of the MoE headed by an additional secretary. This Division has a key unit, the Policy and Planning Branch which prepares medium term and annual implementation plans for the Ministry of Education. It states its vision as “creating an appropriate planning culture and the policy framework to ensure equity, equality and efficiency in the General Education System of Sri Lanka” (www.moe.gov.lk,14/04/2018).

Planning includes:

• Reviewing education policies in order to address the changing needs in the field of education

• Obtaining foreign funds through collaboration with local and foreign partners in order to increase investment on the general education system

• Assisting the Policy and Planning Recommendation Committee

• Standards and specification for school structures, establishing criteria to grant resources to schools and making suggestions on how to develop efficient school networks

• Commissions research (to be conducted by the Research & Development Branch of the Ministry of Education, Universities, and the National Institute of Education) to improve the learning outcomes of students

• Maintaining a formal mechanism to obtain stakeholder suggestions and comments in order to improve the quality of service delivery in the education system

• Developing short term, medium term and long term strategic plans (for national and provincial institutions) based on the state policy statements, national educational policy and legal framework and policies identified by the Ministry of Education

• Preparing result based plans (founded on the sector development approach or the project approach when necessary) in order to maximize on foreign funds received for education

• Encouraging the use of appropriate technical methodologies, scientific analysis on existing data, and projections in the preparation of plans

• Implementing plans in collaboration with the Monitoring and Performance Review branch

4.1.2 The Provincial Ministry of Education – Planning Structure and Responsibilities (Teacher Education)

The Provincial Ministry of Education oversees the planning of the Provincial Department of Education, Zonal Education Offices, Divisional Education Offices and Provincial schools. In addition, the Chief Minister of the Province has an overall say over all educational matters in the Province. The Zonal Education Office works as an intermediary between the Provincial Ministry of Education and the Divisional Education Office. The teacher education plans and programmes directed by the Central Government are implemented through the Provincial Ministry of Education.

4.2. The Current Educational Plans

a) The Ten Point Action Framework for Training and Development for the year 2017/2018

Target groups are teachers (Sri Lanka teachers Service - SLTS) including those who are performing functions of academic administration in schools to assist the Principal, Sri Lanka Education Administrative Service personnel (SLEAS), school principals (Sri Lanka Principals Service – SLPS), Sri Lanka Teacher Educationists Service (SLTES), and Managerial and Support staff categories. : Four categories of training and development are proposed for policy and planning purposes: Training of teachers (SLTS), Training of SLEAS, SLPS, SLTES, Managerial and Support staff categories, Development of teachers, and Development of SLEAS, SLPS, SLTES and select managerial groups.

Box 3- Main Policy Objectives of the Plan:

a. Policy: Enactment of education policy, including training and development policy, of the gGovernment of Sri Lanka

b. Reforms: Adoption of education reforms including 13 years of guaranteed education, rationalization of GCE (OL) assessments and examinations, school inspectorate, and school boards for effective management.

c. University College: Establishment of a University College for Education at Meepe, Western Province where the NIE Faculty of Education Management is located at present. A South Asian Graduate School of Education Development is proposed to organize graduate and postgraduate studies and research in a more effective learning environment.

d. Training Resource Faculty: Give priority to organizing the training of trainers and pooling external resource faculty at central and provincial levels, with a Directory of Registration and rationalization of rates of payment for their services.

e. HR Branch: Reorganize the HR Branch of the Ministry of Education by expanding its capacity and upgrading its position to the organizational level of Additional Secretary.

f. Distributed Responsibility: Administer responsibility for training and impact assessment by reorganizing training and development functions under the direction of respective Additional Secretaries.

g. Assessing Training Impact: Incorporate post-training assessment of training impact as a requirement for financing training projects.

h. Provincial focus: Develop a more effective working relationship with Provincial Directors of Education with a view to reaching schools at the periphery including Estate schools, village schools, and schools in the war-affected areas.

i. Model Schools: Develop district level Model Schools under the Nearest School is the Best School Program in order to consolidate school-based training functions.

j. International collaboration: Streamline relations with international institutions for training and improve coordination between donor funding and CF funding of training and development.

The Ten Point Action Framework for Training and Development for the year 2017-2018 includes only one objective that is relevant to teacher/teacher education. This is the establishment of a University College for Education at Meepe, of Sri Lanka, where the NIE Faculty of Education Management is located at present. Here it is proposed to establish a South Asian Graduate School of Education Development in order to organize graduate and postgraduate studies and research in a more effective learning environment.

This current Framework does not convey any proposals for teaching/ creating awareness of gender mainstreaming and achieving gender equality in teacher education. However, it has the potential to be an entry point for introducing gender mainstreaming/ gender studies especially in the curricula of the University College.

b) Education Sector Development and Programme 2012- 2016 and Sector Rolling Plan 2016 – 2020

This plan works under three themes. They are enhancing equal and fair opportunities for accessing and participating in education for Primary and Secondary education, uplifting the quality of the Primary and Secondary Education and strengthening good governance and provision of services in education. There is no provision in this plan for teacher education or gender mainstreaming teacher education (Annual Performance Report, 2016).

c) Education Sector Development Plan: General Education in Sri Lanka (2018- 2025)

This development plan is organized under four key areas: 1) Strengthen equity in education: equitable learning opportunities for all children 2) Improve quality of general education 3) strengthen stewardship and service delivery of general education 4) Enhance evidence-based education policy-making and planning.

This plan mainly focuses on developing general education, ensuring free education and improving 21st century skills in children (transversal skills, social, personal, problem solving learning skills and communication skills). However, the objectives of the second key area include teacher development, teacher education and teacher management. Under this key area the following strategies and initiatives pertaining to teacher education are listed:

1) Restructuring of NIE.
2) Upgrading NCoEs as degree awarding institutions and improving professional capacities of teacher educators.
3) Upgrading quality of all (109) teacher centers (TCs).
4) Promoting school-based professional teacher development (SBPTD) programmes.
5) Improving teacher development, teacher education and teacher management.

As noted above, there are opportunities and entry points for teacher development within these three plans which can be utilized to gender mainstream teacher education. However, given the lack of gender awareness in programme planners there is a need not only for gender sensitivity training but also for training on gender planning incorporating such tools as gender analysis of education policy, participatory consultations, gender based targets, indicators, gender responsive budgeting.

4.3. Gaps and Issues in the Planning Process of the Current Context

The interviews for this Analysis revealed that there is a gap in communication between the policy making institutions (NEC and NIE), the PPRD and educational institutions (NCoEs/ TTI).

A high- level policy maker of the NIE stated that the education policies and guides on teacher education depend on the politically driven concepts, goals and promises. This was corroborated by two high officials of two NCoEs. An example of such political drive is the 10 year long Education First policy programme which is 'based on the vision enshrined in the Mahinda Chinthana Vision for the Future (MCVF, 2010)'. With regard to teacher training, MCVF suggested the establishment of a teacher development framework which would include a school – based, on- site teacher development system.

Consequently, planning seems arbitrary and does not always permeate to the relevant implementing arms.

5. Gender Responsive Budget

5.1. Gender Budgeting

There is no gender sensitive budgeting practiced for education in the national budget of Sri Lanka. According to Respondent PI 16, of the Ministry of Finance, the budget does not look at girls and boys separately in education. This is based on the assumption that education is directed at 'children' en bloc, and 'children' are considered as gender neutral. However, it is possible that gender responsive budgeting may have been practiced by the Ministry of Finance in 2003 even though there is no institutional memory of the exact details (www.internationalbudget.org, 20/04/2018).

None of the respondents in the Analysis were aware of the concept of gender sensitivity in budgeting. However, at the focus group discussion with high-level officials of the MoE, it was mentioned that the Ministry has taken steps to engender their budget vis-à-vis national schools. On inquiry however, it was revealed that this involved ensuring that infrastructure facilities such as washrooms, staffrooms, and staff quarters were allocated according to a static gender ratio for each gender. However, field visits to NCoEs indicated that such a ratio was not being observed at NCoEs at provincial levels.

There was no evidence of gender responsive budgeting at provincial level either. A high level official of the Ministry of Education categorically mentioned that he does not feel that a gender responsive budget is important given that in his opinion there is no discrimination in education.

5.2. Teacher Education Budget

There was an allocation of 1200 Million rupees to facilitate teacher training programmes in the Budget Estimate for the 2018 fiscal year. These training programmes are for capacity building of national and provincial teachers, principals, deputy principals, school counselors, library assistants, and lab assistants, Education Administrative Service (SLEAs)/ Sri Lanka Teacher Educators Service (SLTEs) officers, and accountants in Sri Lanka. However, as noted earlier, there is no distinction between staff categories of men and women in the dispersal of finances.

5.2.1. Teacher Training

Overall, the recurring complaint on the part of implementers was the lack of funding allocated for policy planning and teacher training. For instance, there had not been any allocations for career guidance and counseling in 2016 and in 2017, but Rs. 900,000 has been allocated for this in 2018. (ref- budget)

Currently there is no allocation for gender mainstreaming teacher education/ training in the national budget, in the ministerial budgets or in the provincial budgets.

The following table details the recurrent and capital expenditure budget lines for teacher education.

Table 4- Recurrent and Capital Expenditure Budget line for Teacher Training

Rs. '000

		2016	2017	2018
Teacher Colleges	Recurrent Expenditure	296,350	291,355	305,600
	Capital Expenditure	91,245	191,500	431,600
NCoEs	Recurrent Expenditure	1,312,420	1,372,250	1,819,290
	Capital Expenditure	634,306	1,087,000	1,336,000
Provincial Teacher Training Programme*	Capital Expenditure	20,311	-	-
Facilitate Teacher Training Programmes*	Capital Expenditure	183,936	1,000,000	1,200,000
Establishment of National College of Education for Technology Stream*	Capital Expenditure	-	-	475,000

*No provision for recurring expenditure

An analysis of the budget allocations convey that the emphasis on teacher training seems to be increasing over the last three years (www.treasury.gov.lk/20/02/2018).

5.3. Identified Gaps and Issues

Gender responsive budgeting involves procedures and tools aimed at ensuring that resources are allocated and utilized so as to contribute towards mitigating gender inequalities and inequities. The MoE planners and implementers, therefore, need to be sensitized in terms of gender budgeting which may involve such approaches and tools as an understanding of gender budget analysis in the context of teacher training institutions, gender aware policy appraisals, gender disaggregated beneficiary assessments and gender disaggregated analysis of the impact of budget on time use.

MoE would also need to lobby with the Ministry of Finance and the Treasury with gender mainstreaming proposals and estimates in order to rectify this gap.

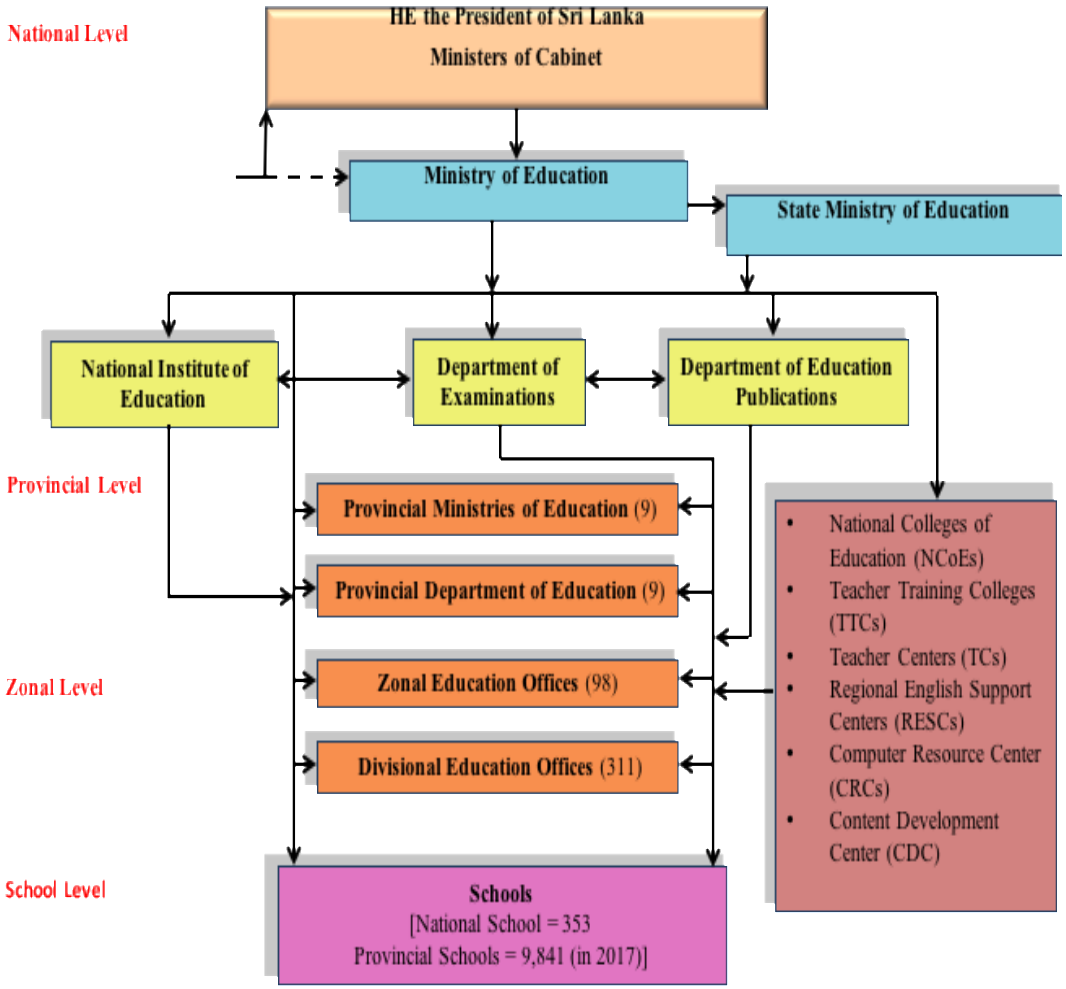
6. The Implementation Process

In Sri Lanka, policy implementation in the sphere of education is a top-down process emanating from the Minister of Education. The implementation process follows two pathways: one through the Central Government and the other, through the Provincial Councils.

6.1 Overview of the Implementation Process

Education Administrative and Management Structure in Sri Lanka

Figure 1 – The Implementation Process



6.1.1. Central Government

The responsibility of policy implementation with regard to education is shared by the Central Government and the Provincial Councils. The Central Government is responsible for:

Box 4 - The responsibility of policy implementation of Central Government

1. Laying down national policy on education, norms and standards of education based on the recommendations of the NEC. ƒ

2. Formulation of national policy framework and policy guidelines. ƒ

3. Education sectorial planning and development for the general education sector in collaboration with the national and provincial educational authorities. ƒ

4. Monitoring the maintenance of standards in educational institutions. ƒ

5. Formulating the national curriculum and training the provincial trainers through the NIE.

6. Establishing service conditions for the four education services: the teachers service, the principals service, the education administrators service, and the teacher educators services. ƒ

7. Teacher education.

8. ƒ Formulation and implementation of pre-service teacher education curricula. ƒ

9. Human resource management of education administrators, school principals and school teachers at the national level. ƒ

10. Management of specified schools designated as national schools. ƒ

11. Administering professional development programmes and courses for principals, section heads and teachers. ƒ

12. Publishing and distributing free textbooks and accrediting any textbooks produced by the private sector. ƒ

13. Administration of public examinations. ƒ

14. Providing free school uniforms and subsidies for school children. ƒ

15. Establishing national norms and standards for essential and higher-order learning spaces, teaching-learning capital assets and teaching-learning material. ƒ

16. Donor coordination.

(Source: http://www.moe.gov.lk ,19/04/2018).

The NIE implements a range of teacher training programmes from Diplomas to BA/ BSc s to Postgraduate Diplomas. The Diploma in Teaching conducted in an NCoE is of three years duration and is not equivalent to a degree. Teachers with the diploma are confined to teaching at primary and secondary level while graduate teachers teach at Senior Secondary Level. In-service teachers

can supplement their training with a two-year Diploma from a TTC or from TCs. NIE also conducts a Postgraduate Diploma in Education for graduates to become professionally qualified as teachers. The Open University and National Institute of Education conduct programmes by distance mode in combination with contact sessions leading to postgraduate diplomas and certificates.

6.1.2. Provincial Councils

There is a Provincial Ministry of Education in each Province. One responsibility of the Provincial Ministry of Education is to implement teacher development programmes through TTCs. These are generally needs-based workshops and training sessions conducted from time to time.

6.2. Programme Implementers

As discussed in the section on Gender Mainstreaming Teacher Education, there is a lack of understanding of the concept of gender, gender mainstreaming teacher education and gender budgeting amongst the implementers who were interviewed for the Analysis.

Thus, training in gender sensitivity/responsiveness is needed for high-level policy planners down to teacher trainees. In most of the interviews (15 out of 19) conducted for this Analysis, the interviewer had to provide a brief explanation about gender mainstreaming (along with examples) to respondents. Once explained, the interviewees accepted that they had no idea of gender mainstreaming or gender sensitivity in terms of teacher education. Nonetheless, the 15 respondents who claimed no knowledge of gender mainstreaming, subsequently showed interest in learning more about gender related matters while 4 respondents from the focus groups conveyed disinterest. Mid-level implementers, in particular, were skeptical, cynical or negative about such innovations.

None however, were in a position to identify the requisite gender training, as they had given in detail their prevalent misconceptions and assumptions pertaining to gender.
PI 5, a high-level policy maker shared that she hears gender biased views at top level management meetings quite often. The Respondent insisted that gender training be given to key decision makers for maximum impact. Interviews with the Presidents of National Colleges of Education and teaching faculty conveyed that they would be a critical segment for capacity building on gender. It was also pointed by PI 5 that such training should be scientifically done supported by research.

6.3 The Gaps and Needs for Training

As per the UNESCO country report outline requirements, the following gender gaps and needs in training for capacity development in implementers were identified. However, it must be noted that the STN Analysis did not include the entire cohort of implementers.

The following chart displays key policy makers' positions, their functions and the gaps and needs identified for training on gender responsiveness.

Table 5 – Gaps & Needs of the Teacher Training

National Education Commission

Designation	Function	Gaps and Needs
Chair	Preparing Policy Developments of Education	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Responsive Budgeting /Gender Empowerment/ Gender Related Legislation and International Standards
Vice Chair -Policy	Role of Policy Development	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Responsive Budgeting/ Gender Empowerment / Gender Related Legislation and International Standards
Vice Chair- Planning	Preparing Policy on Technical Education	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender Planning and Implementation/ Gender Responsive Budgeting/ Gender Empowerment
Academic and Research	Conducting Research and Policy Writing	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender Research Methodology
Administration	Working Administrative	Gender Concepts/ Gender Mainstreaming/ Gender and Implementation/ Gender Responsive Budgeting/ Gender Empowerment

Ministry of Education

Designation	Function	Gaps and Needs
Minister	Supervision of the overall duty of the MoE Responsible to the President	Gender Concepts/Gender and Policy Development / Gender mainstreaming/ Gender and Implementation/ Gender Responsive Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment
Deputy Minister	Supporting to the Minister	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Responsive Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment
Secretary	Overall Supervision of the work -MoE	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment
Additional Secretary Administration	Supporting to Administration work of the Institutional Level	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting / Gender Empowerment
Additional Secretary –Finance	Utilize Funds for the Educational Development/Budget Allocation/ preparation of expenditure to estimate to the Ministry	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting / Gender Empowerment
Additional Secretary Educational Quality Development	Developing Quality of Education	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related

		Legislation and International Standards/ Gender Empowerment/ Gender Empowerment
Additional Secretary Education Services Establishments	Working for Principals Branch, Teacher Educators Services/Teacher Establishment	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment
Additional Secretary Procurement & Construction	Construction of school buildings and working in the Supplies Branch	Gender Concepts, Gender Mainstreaming Gender and Implementation
Additional Secretary – Planning & Performance Review	Analyzing and describing Education Policies, Providing Recommendations to Policies	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment
Additional Secretary - School Activities	Conducting school activities	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment
Additional Secretary Audit	Auditing of the all work of the Ministry	Gender Concepts/Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Auditing/ Gender Empowerment

National Institute of Education

Director General	Chief executive ,finance and academic officer of the NIE Responsible to the Ministry of Education	Gender Mainstreaming/ How to prepare the Gender based Curriculum & Teacher Training /Gender Budgeting / Gender Empowerment

Additional Director General	Supporting to Director General	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment
Directors	Conducting lectures (Senior Lectures & Lecturer)	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Related Legislation and International Standards /Sexual & Gender based Violence/ Gender Empowerment
The Council of NIE	Administration, Management & Control of Affairs of the NIE. Academic Board Functioning Under the Council	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment

Provincial Ministry of Education

Minister	Supervision of the overall duties of Provincial Ministry of Education /Responsible to the line- Ministry	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment
Educational Secretary	Supervision of the Work of the MoE. Responsible to the Minister of the Province	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment

Assistant Secretary	Supporting to secretary for all Educational Activities Responsible to the Secretary	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment
Planning Director	Conducting Programmes for Infrastructure Facilities	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment
Accountant	Maintaining the Finance of the Ministry	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment/ Gender Empowerment
Educational Director	Preparing Teacher Training Programmes & Conducting Special Programmes	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment

Provincial Dept. of Education

Planning Director of Education	Budget Allocation and all the Planning Responsible to Ministry of Education	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Responsive Budgeting /Gender Related

		Legislation and International Standards/
Administrative Additional Provincial Directors	Administration – Teacher Transfers and all Institutional Work	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Responsive Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment
Development Additional Provincial Director	Conducting Teacher Training and Development of the Curriculums	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment
Directors for Languages	Conducting Languages programmes	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Empowerment
Planning Director	Budget Planning	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment

Zonal Education Office

Zonal Director of Education	All the Administration Work /Conducting the Teacher Development and Curriculum Development.	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender

	Responsible to Provincial Director	Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment
Additional Zonal Director of Education	Supporting to the Administration of all work	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment
Additional Zonal Director of Development	Conducting the Teacher Development Programmes and Curriculum Development.	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender based curriculum,/Gender and Implementation/ Gender Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment

Divisional Director of Education

Divisional Director of Education	Responsible to Zonal Director of Education	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender based curriculum,/Gender and Implementation/ Gender Responsive Budgeting /Gender Related Legislation and International Standards/ Gender Empowerment
Development Officers	Assisting the Programmes and Office Work /Support to Conducting Workshop on Teacher Training.	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender based Curriculum,/Gender and Implementation/ Gender Empowerment

In-service advisers	Support Teaching /Supervising /Monitoring and Feedback of the Teaching / Working as the Resource Person	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender based Curriculum,/Gender and Implementation/ Gender Empowerment
Principals – (National & Provincial level)	Supervision of Socialization Process of the Schools & Administration work of the School.	Gender Concepts/Gender and Policy Development/ Gender Mainstreaming/ Gender based Curriculum,/Gender and Implementation/ Gender Empowerment

7. Monitoring & Evaluation of Gender Equality in Teacher/Teacher Education

7.1. Existing Monitoring and Evaluation in Teacher Education

There is no overall monitoring and evaluation mechanism for the MoE. Nonetheless, there are departmental and divisional monitoring systems. For instance, the Policy Planning and Performance Review Division (PPRD) tracks and reviews policies and recommends requisite amendments. Interviews with respondents (HPM1) conveyed that the monitoring system implemented by the Planning Department of the Ministry was not functioning effectively and that the MoE was in the process of reviewing the system. One problem identified by a high-level policy maker (HPM2) was the difficulty of evaluating the outcomes of policy initiatives due to the lack of qualitative data.

Literature reviewing conveys that there were annual performance reports of the MoE, annual quality assurance reports of the progress of schools, and assessments of schools standards, easily available online.

According to respondents, there were no consistent monitoring systems to evaluate policy implementation and teacher education at Provincial and Zonal Education Office levels.

7.1.1. *NCoE Monitoring and Evaluation*

The National Institute of Education is responsible for guidance and monitoring of all educational activities of NCoEs such as curricula and syllabi preparation, teacher training and evaluation. Respondent PI5 indicated that currently there was no mechanism to monitor or evaluate teacher education policy.

As noted earlier, all curricula for the NCoEs are prepared by the NIE. Currently there is a curricula evaluation and revision every 8 years by an academic advisory board consisting of academics from universities, NCoEs and NIE. If a minor syllabus revision is needed by any Lecturer in any NCoE, the Lecturer needs to submit amendments through the Vice Academic President of the relevant NCoE. The Vice Academic President will submit the suggestions to the Academic Advisory Board of NIE.

a) Assessment of School Standards

There is a monitoring and evaluation system to assess the standards of schools in the country. Despite many variables this may ultimately comment on teacher performance in schools. The evaluation process looks at both human and physical resources and is done by internal as well as external committees. Teachers are assessed on the systematic curriculum management and on classroom observation. One of the expected outcomes of this evaluation is to bring about professional development as a result of improving competencies of Principals and staff by acting

in conformity with proper standards. These include classroom observation, 'Exchange of teacher - student views' and the 'Tendency to inculcate social traits in personality development'. However, the detailed rubrics for teacher assessments were not clarified. Clearly, the assessments of school standards cannot be taken as a direct evaluation of teacher training.

b) Annual Performance Report

The Monitoring and Performance Review Branch of the Policy Planning and Performance Review Division of the Ministry of Education compiles an Annual Performance Report. This is prepared to be submitted to the Parliament of Sri Lanka. This report presents information on national education reforms, midterm development plans, finances, primary, secondary and piriven education, and learning development programs.

In terms of teacher training, the report mentions the provision for pre-service teacher training through NCoEs and provision for in-service teacher training by the Teacher Centers. The document reported quantitative data on the number of national seminars pertaining to School Based Teacher Development, the financial provision of NCoEs (in order to introduce school based teacher training to probationary teacher trainees) and capacity development training programs for the Presidents of all NCoEs. However, it was noted that this report lacked any summary of qualitative data. This finding corroborated with one focus group discussion with the officials of MoE where a respondent commented that the monitoring and evaluation system of the MoE is confined to quantitative data.

The Annual Performance Report does not provide a compressive picture of teacher education in the country.

c) Annual Report on Quality Assurance of Schools

This is a detailed report on the performance of all the schools in the country. The report gives information on all provinces and presents data on both internal and external evaluations of all school. This Report does not touch on teacher education.

8 Conclusions and Recommendations

8.1. Conclusions

The constitutional and legislative provisions on gender equity and equality in the country are not adequately reflected in teacher education - firstly, due to the lack of a comprehensive teacher education policy, and secondly, due to the lack of gender awareness and sensitivity among key policy makers and implementers. Gender is taught as a brief module in the teacher training syllabus of NCoEs. Gender discriminatory attitudes amongst some respondents (from policymakers to planners to program implementers) were seen to crosscut and exacerbate various cultural assumptions, and also lead to regressive practices in some NCoEs.

Overall, stakeholders in teacher education exhibited varying degrees and levels of gender consciousness and gender sensitivity. For instance, gender equality was considered to be quantitative - based on the participation of equal numbers of men and women in education, and gender mainstreaming was considered to be infrastructure based. A handful of stakeholders who had the privilege of independently studying gender seemed more enlightened on the topic.

At present, the policy making structure in education does not lend itself to gender inputs. Outside the structure, there were a number of separate initiatives on teacher training by different agencies which were not linked to the MoE. Occasionally, there have been gender sensitive implementers and teachers who have attempted to introduce gender concerns in a limited way through their personal educational interactions.

Consequently, evidence of gender-sensitive program planning and implementation in both teacher education and in teacher training did not emerge from the data. Nor were there separate financial allocations for gender within the national budget for the promotion of gender in teacher education. Another apparent lapse was the lack of a general teacher education monitoring and evaluation system.

Historically, the focus of teacher training has been on attaining the requisite qualifications, long/short term programmes on professional development and in-service and pre-service training on capacity building. However, continuous professional development training of teachers was lacking and there is exceedingly limited coverage of gender equity and equality vis-à-vis teacher education.

The need to integrate core and extensive gender inputs into the teacher training curricula was appreciated by teacher trainees even though there were a few high-level provincial implementers who felt that it was not necessary. Thus, the mainstreaming of gender into teacher training curricula would need to involve gender sensitivity training (gender concepts and practice), training on how to mainstream gender into various educational subjects and streams, and training on gender-responsive pedagogy.

Therefore, it is critical that different personnel (in terms of policy makers, planners, and implementers, syllabus writers, teacher trainers and so on) are given systematic gender training. Needs range from basic conceptual gender training, training on institutional gender mainstreaming, gender-based policy-making, gender-based planning and implementation, gender budgeting, gender auditing, gender-based monitoring and evaluation, gender-based curricula development, gender-based research methodology so as to ensure that the initiatives on gender mainstreaming teacher education can be supported and sustained in the long run.

The following detailed initiatives are recommended to promote gender sensitive and responsive teacher education in Sri Lanka.

8.2. Recommendations

Gender mainstreaming teacher education cannot be undertaken in isolation as it is an integral part of gender mainstreaming the educational system of a country. Consequently, without adequate policy, financial and institutional backing and capacity-building, such attempts are bound to fail. In order to develop capacity on gender mainstreaming of teacher education at different levels, wide-ranging, multipronged approaches are recommended. Some of these are at the core of capacity building while others are supportive actions. The following detailed initiatives are recommended to promote gender sensitive and responsive teacher education in Sri Lanka.

8.2.1. At the Level of Policymaking

Given that policymaking can occur at different levels within the Sri Lankan context, an advocacy strategy should be prioritized, not only to convince where necessary, but also to sensitize and empower Sri Lankan education policymakers (at both national and provincial levels) of the relevance and approaches of mainstreaming gender into teacher education.

- The formulation of a Gender Equity and Equality Policy for Teacher Training in Sri Lanka
- The development of Guidelines to Mainstream Gender Equity and Equality into Teacher Education Policies in Sri Lanka
- Gender Equity and Equality Training for policymakers (as detailed below)
- Include a financial allocation to gender mainstream teacher education through the line budget of the MoE
- Briefing Papers on Gender and Diversity for education Policymakers (to cover the multi-ethnic, multi-lingual and multi-religious context in which teacher education takes place in Sri Lanka)
- Short documentaries on Gender Mainstreaming Teacher Education for Policymakers
- Based on pending legislation, the formulation of a policy on Pirivena Teacher Education that opens out and facilitates Pirivena teacher education for women bikkunis

- A quota to encourage men and women teacher trainees into studying non-traditional subjects
- Development of institutional sexual harassment policies and anti-ragging policies for teacher educational institutions

8.2.2. At the Level of Planning and Implementation

When it comes to educational planning and the lack of understanding on how to operationalise gender policies in institutions and programmes, a **National Strategy on Mainstreaming Gender into Teacher Education** should be prioritised by the central government to cover the following:

- Gender Disaggregated Surveys, Gender-focused Research and up-to-date Gender Databanks on teacher education in Sri Lanka at national and provincial levels
- Gender-sensitive infrastructure development and allocation in NCoEs and TTCs and othr teaching centres according to gender disaggregated numbers
- Institutional mechanisms (at national, provincial and institutional levels) to promote gender-sensitive reporting, monitoring and evaluation
- The establishment of institutional mechanisms to prevent and address sexual harassment and ragging in teacher training institutions
- Representations to the Finance Ministry and the Treasury via the line Ministry of Education on the significance and financial estimates of accounting for gender in teacher education
- Provision for the Annual MoE Budget to be gender mainstreamed to cover both gender mainstreaming costs in teacher education as well as gender-specific project costs (at both national and provincial levels)
- Mentoring schemes to encourage women teachers to take the Efficiency Bar Examinations of the Sri Lanka Principal Service

Training

Given the lack of gender planning currently, a Gender Annual Action Plan should be formulated as an interim measure until gender-mainstreamed Action Plans on Teacher Education have been put in place. Short-term, Mid-term, and Long-term Action Plans should be designed to complement the **National Strategy on Mainstreaming Gender into Teacher Education**, and to cover the following:

- Gender needs to be integrated into Continuous Professional Development Programs (CPDP).
- Teacher curricula development and syllabus making from a gender perspective
- The involvement of external gender subject specialists in the preparation of modules / revision of curricula / writing panels / editorial boards, etc.).
- Training on teaching Sex Education in class
- The institution of a **Gender Mainstreaming Unit by the MoE** comprising of in-house gender experts, a core group of gender trainers, and writers.

- The development of **a Series of Gender Modules for Teacher Education (with external expertise)** to conduct the following gender trainings.

Table 6 – Gender Training for Teacher Education

	Time frame	Policy makers	Planners			Program Implementers			
			Program Planners	Policy Researchers	Policy Writers	Directors, Accountant, etc.	Curriculum Developers	Module Writers	Teacher Trainers
Compulsory Training Courses on:									
Introduction to Gender Concepts and Practice in Education (gender concepts / significance of gender in education / gender and diversity issues/ dealing with resistance and	3 days	X	X	X	X	X	X	X	X

backlash)									
How to Gender Mainstream Educational Policy	1 day	X	X	X	X				
Gender Responsive Budgeting	2 days	X	X	X	X	X			
Introduction to Gender-based Auditing and Needs Assessments	1 day		X	X	X	X	X		
Gender-responsive Planning, Implementation, Monitoring and Evaluation	3 days	X	X	X	X	X			
Guidelines on Gender Mainstreaming Educational Practice	1 day	X	X	X	X	X	X	X	X

Gender Sensitive Research Methodology	3 days			X	X				
Workshop on Gender-sensitive Curricula Development	1 day						X	X	X
Guidelines on Gender Mainstreaming School Subjects	1 day		X			X	X	X	X
Gender-based Pedagogy (teaching and learning)	2 days						X	X	X
Teaching Sexuality and Reproduction in Class	2 days		X			X	X	X	X
Output Workshops to formulate:									
A Gender Policy for	3 days	X	X	X	X	X	X	X	X

Teacher Training									
Guidelines on Mainstreaming Gender into Teacher Education Policies	3 days	X	X	X	X	X	X	X	X
Strategy on How to Mainstream Teacher Education	5 days		X		X	X	X	X	X
Developing Guidelines for Subject Specific Gender Mainstreaming in School Curricula	2 days		X			X	X	X	X
Field Visits									
Teacher Training Colleges that have best practices	7 days	X	X	X	X	X	X	X	X

Refresher Workshops on									
Gender Problem-solving in the Classroom	2 days						X	X	X
Gender-sensitive Curricula Development	1 day						X	X	X
Teaching Gender Mainstreamed School Subjects	1 day						X	X	X
Leadership training									X
Online Courses	**Courses Open to All**								
Gender Concepts and Educational Practice									
Mainstreaming Gender into School Subjects									

How to Teach Gender in the Classroom									

8.2.3. Supportive Broader Initiatives

Given the support structure that is required to gender mainstream teacher education, the following broader actions are also recommended.

- The restructuring of the teacher education system in Sri Lanka based on clear and specific objectives, roles, and responsibilities assigned to the MoE, NEC, NIE, and Provincial Ministries.
- This should entail effective coordination and communication amongst the above entities so as to share information and avoid the duplication of responsibilities.
- The formulation of an overall (integrated) Policy for Teacher Education in Sri Lanka, with a special focus on teacher training.

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