

Limits of Education Policy Implementation: The Attitudes of Education Stakeholders in Lithuania

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The article deals with solving the research problem focused on the following questions: What kind of policy implementation tendencies exist in the intended level of education policy? What kind of attitudes to limits of education policy implementation exists in the reality (in-use) level of education policy among the education stakeholders (principals, head teachers, teachers, pupils, parents and students)?

The research questions mentioned above are answered by three sections: the first illuminates the changes in education policy in Lithuania with the focus on policy tendencies that are performed in secondary school; the second section presents research methodology and the third part presents the generalization of research results.

Introduction

The policy implementation into practice assumes that administrators at various levels have to interpret the wishes of policy makers (often on high levels of abstraction) by generating rules and regulations. Apart from the contradictions caused by competing bureaucratic functions and if education is not seen as being organized intentionally by the ruling class to reproduce the existing social order (McGinn, Street, 1982), teachers eventually have to translate the rules and regulation into actual classroom practice on a day-to-day basis.

In the context of this notion Fitz, Halpin, and Power (1994) discuss various strains of implementing the research and distinguish a variety of forces that have an impact on the possibility of realizing policy. Forces such as the historic

antecedents to the development of the policy, management styles and micro politics, organizational features and legitimate authority structures within a given system, and views of the public can be regarded as influencing the transformation of policy into practice (Berkhout, Wielemans, 1999).

The various groups that benefit directly from expenditures on the system of instruction are called stakeholders. They have a “stake” in what happens, and can be active in attempting to insure that they benefit from decisions made. These stakeholders can be classified according to the source of the benefits they receive (Welsh, McGinn, 1999).

Users. One category obtains its benefits from the outputs of the system. This category includes students whose employability and future earnings may be improved by education, but also em-

ployers of school leavers and graduates, who hope to improve productivity and consequent profitability of their firms.

Providers. A second category of beneficiaries are those who earn their incomes, social prestige and privilege through working within the system. Their benefits come not from the education generated by the system but from participation in the process of instruction. Teachers are the largest single group, followed by administrators and auxiliary staff.

Suppliers. The third category receives benefits from the supply of inputs to the system and is called Suppliers. The inputs they supply take the form of ideas, information, material and labor. They can be further classified as affecting principally the organizational structure of the system, the rules and regulations that govern operations, the durable and non-durable goods, equipment and buildings used by the system, or the objectives and content of the instructional process. Action by suppliers is stimulated when reductions in the level of funding of the system threaten cuts in government budgets, external contracts and purchases. It is also stimulated, however, when the system receives a “windfall”, that is, an increase in the funds available. Now all suppliers act to protect or enlarge their share of the enlarged “pie”.

Raab (1994) sees educational bureaucrats and teachers acting as filters for the policy that is being transformed into programs and practice. He does not believe these people act as mere pawns, but suggests they contest the policy from a variety of historical developments and contexts (Berkhout, Wielemans, 1999). To Bowe et al (1992), the micropolitical processes of schools provide the milieu for policy recontextualization, not as much in the sense of being implemented but as being ‘re-created’, not so much ‘reproduced’ as ‘produced’.

Although the relationship between attitudes and behaviour is complex and not always straightforward, it is most certainly the case that a stakeholder’s attitude toward education policy implementation may influence his or her behaviour towards education policy implementation. Attitudes do not only influence behaviour and other attitudes, they also determine how education stakeholders process information regarding the attitude object, i.e. education policy implementation. The construct of attitudes seems to be an important mediating link between the social information we perceive in our environment and how we respond to it (Bohner, Wanke, 2004).

The analysis of attitudes of education stakeholders is the significant problem of educational policy.

This paper focuses on the following questions that form the background of the **research problem**:

- What kind of policy implementation tendencies exist at the intended level of education policy?
- What kind of attitudes to education policy implementation problems exist at the real (in-use) level of education policy among the population of education stakeholders (principals, head teachers, teachers, pupils, parents and students)?

The research object – education policy implementation limits.

The research aim. To reveal the attitudes of education stakeholders to education policy implementation limits.

These **research methods** were employed: research literature analysis, analysis of education policy documents and questionnaire survey (A questionnaire for a diagnosis of education policy implementation at the secondary school

level was used. The study participants were 1030 respondents).

The first part of the article illuminates the changes in education policy in Lithuania with the focus on policy tendencies that are performed in secondary school. *The second part* presents the research methodology. *The third part* deals with the research results and discussion on the empirical data.

1. New tendencies in education policy documents and its implementation difficulties

The General Concept of Education of the Republic of Lithuania was developed in 1992. The concept described the landmarks for further changes of the educational system. The issues discussed there are those: the entire structure of an educational system, general upbringing of children and youth, vocational training for youth, higher education, adult education, pedagogical training, management and financing of education, and support services for the process of training (scientific information, psychological, and medical). This concept declared the fundamental principles of Lithuanian education – humanitarianism, democratization, nationalism, and innovation. Lithuania’s changing society demands from its citizens new skills and a re-definition of the concept of what constitutes “an educated citizen”: a self-motivated person with the ability to think, solve problems, and use higher-order intellectual skills to process information and make informed decisions. The new curricula and standards seek to strike a balance between the quantity of necessary knowledge and skills on the one hand, and the acquisition of intellectual, social and civic “fluency” on the other. Similar moves have been made in vocational and

professional education, where diminishing needs for narrow specialists have shifted the focus to more general working skills applicable to a range of occupations.

On the 12th of November 2002 the Parliament of the Republic of Lithuania passed a resolution to approve the Long-Term Development Strategy of the State. The Strategy projects development of Lithuania, as a future EU member state, by identifying three priority areas: knowledge society, secure society and competitive economy. The role of education in this development is of exceptional importance. In the Presidency Conclusions of the Lisbon summit on March 23–24, 2000, the EU Council underlines the direct link of the continuing economic and social progress in the EU and the investment into people and their education. The purpose of the Provisions for the National Education Strategy 2003–2012 (hereinafter referred to as the Strategic Provisions) is to provide the framework for implementation of the vision of education in Lithuania, and to provide the citizens of Lithuania, their interest groups and state institutions with the possibility to continue public discussions and to agree on the methods of implementation of this vision.

This new document claims that development of education should take into account the new challenges and new opportunities for the Lithuanian society, such as development of democracy and market economy, the process of globalization, the vast amounts of information, rapid changes and fragmentation of the society. Education should help an individual and the society at large to respond to the challenges and to take advantage of the new opportunities. This necessitates essential reforms in the educational system of Lithuania in order to increase its efficiency, improve accessibility to education, cre-

ate conditions enabling continuing education and life-long learning, ensure the quality of education that conforms to the European standards and meets the needs of the modern Lithuanian society.

Declared mission of education is as follows: to help an individual to understand the contemporary world, to acquire cultural and social competences and to become an independent, active and responsible person who is willing and able to learn and create a life of his own and life of society; to help an individual to acquire a vocational qualification corresponding to the level of modern technologies, culture and personal skills, and to create conditions enabling life-long learning, which encompasses continuous satisfaction of cognitive needs, seeking to acquire new competences and qualifications that are necessary for the professional career and meaningful life; to ensure balanced and knowledge-based development of the economy, environment and culture of this country, domestic and international competitiveness of the economy, national security and evolution of the democratic society, thus strengthening the creative powers of the society; to guarantee continuity of culture nourished by the nation and the country, continuous process of creation, protection of identity, as well as to foster the open and dialogic nature of the culture.

By joining their efforts, the State and society shall seek to achieve the following key aims of developing education in 2003–2012: to develop an efficient and consistent education system which is based on the responsible management, targeted funding and rational use of resources; to develop an accessible system of continuing education that guarantees life-long learning and social justice in education; to ensure a quality of education which is in line with the needs of an

individual living in an open civil society under market economy conditions, and the universal needs of society of the modern world.

Based on the Strategic Provisions herein and in co-operation with stakeholders, the Government of the Republic of Lithuania shall develop a programme for implementation of the Strategic Provisions, which has to be substantiated by financial obligations of the state, such as the long term plan of funding and investments into education, as well as the project for attracting private capital and EU Structural Funds for education in Lithuania.

The key point is that policy is not simply received and implemented within this arena rather it is the subject to interpretation and then 'recreated'.

Bowe, Ball and Gold (1996) further argue that 'the policy process is one of complexity; it is one of policy-making and remaking. It is often difficult, if not impossible to control or predict the effects of policy, or indeed to be clear about what those effects are, what they mean, when they happen'. They have shown, 'the 'implementation' of policy has often taken the form of detailed analyses (micro-based ethnographies for example) of how the 'intentions' behind policy texts become embedded in schooling or, more frequently, of how aspects of the schooling situation 'reflect' wider developments in the political and economic arena'.

This separation between investigations of the *generation* and the *implementation* of policy, has tended to reinforce the 'managerial perspective' on the policy process, in the sense that the two are seen as distinctive and separate 'moments'; generation followed by implementation (Alford, Friedland, 1988).

Who becomes involved in the policy process and how they become involved, according to

Bowe, Ball, Gold (1996), is a product of a combination of administratively based procedures, historical precedence and political maneuvering, implicating the State, the State bureaucracy and continual political struggles over access to the policy process; it is not simply a matter of implementers following a fixed policy text and 'putting the Act into practice'. One key task for policy analysis is to grasp the significance of the policy as a text, or series of texts, for the different contexts in which they are used.

Texts have clear relationships with the particular contexts in which they are used. Textual meanings influence and constrain 'implementers' but their own concerns and contextual constraints generate other meanings and interpretations. Thus while textual analysis makes it possible to understand knowledge production as a chain or series of transformative activities which range from the social organization of text industries, to the activities of text producers, through the symbolic transformations of the text itself, and to the transformative interaction between text and reader, or school knowledge and student (Wexler, 1982).

As Wexler (1982) goes on to point out, it is crucial that such analysis is critically informed by a political and social analysis that seeks to uncover some of the processes whereby such texts are generated. Texts, structures and agencies of control need to be attended to. The state control model actually tends to freeze policy texts and exclude the contextual slippages that occur throughout the policy cycle. Instead we would want to approach legislation as but one aspect of a continual process in which the loci of power are constantly shifting as the various resources implicit and explicit in texts are recontextualized and employed in the struggle to maintain or change views of schooling.

This leads us to approach policy as a discourse, constituted of possibilities and impossibilities, tied to knowledge on the one hand (the analysis of problems and identification of remedies and goals) and practice on the other (specification of methods for achieving goals and implementation). We see it as a set of claims about how the world should and might be a matter of the 'authoritative allocation of values'. Policies are thus the operational statements of values, statements of 'prescriptive intent' (Kogan, 1975, cf. Bowe, Ball, Gold, 1996). They are also, as we conceive it, essentially contested in and between the arenas of formation and 'implementation'. While the construction of the policy text may well involve different parties and processes to the 'implementing' process, the opportunity for re-forming and re-interpreting the text means policy formation does not end with the legislative 'moment'; 'for any text a plurality of readers must necessarily produce a plurality of readings' (Codd, 1988, cf. Bowe, Ball, Gold, 1996).

As Shilling (1988) points out, education policy is a dialectical process; 'policy outcomes are reliant upon the cooperation of the state, and an array of non-state organizations and individuals'.

Texts carry with them both possibilities and constrain, contradictions and spaces. The reality of policy in practice depends upon the compromises and accommodations to these in particular settings. Thus Bowe, Ball's and Gold's (1996) conception of policy has to be set against the idea that policy is something that is simply done to people; although they accepted that particular policy texts will differ in their degree of explicit recognition of the active (rather than passive) relationship between intended, actual and policy-in-use.

2. Methodology

Sample. The sample was purposeful, theoretical and research participants were chosen from eight Lithuanian towns and ten country sides (38 research “nests”). The total sample consisted of 1030 research participants. There were 1200 written questionnaires distributed and 1030 questionnaires were filled in and received (return quota 85,8%): 192 students of higher educational institutions (first course students / fresher), 246 pupils (school-leavers) of secondary school, 180 parents of school-leavers, 255 pedagogues

(teachers) of secondary schools, 93 head teachers and 64 principals of secondary schools. For other sample characteristics see Table.

Research methods:

Questionnaire survey. The questionnaire consisted of three structural segments: 1) instructions; 2) diagnostic (construct) variables (12 blocks); 3) demographic variables. Ninety statements were presented in the questionnaire of 12 blocks. The statements and their blocks were formed according to the theoretical modeling that was carried out with the help of the research literature analysis. It was based on the education policy characteristics: values, social context and purposive. Every characteristic was itemized by criteria and indicators.

Statistical analysis. The statistic data of this research were processed according to a beforehand planned schedule. SPSS 12.0 (Statistical Package for Social Sciences) software was used for calculations. Descriptive statistics was applied: ratio, frequencies, percentages, mode, median and mean were calculated. Factor analysis was applied.

Table. Distribution of the characteristics in the sample

Characteristic	No of respondents	Percent
<i>Distribution by age:</i>		
• 15–19 years	326	31,7
• 20–29 years	187	18,2
• 30–39 years	193	17,8
• 40–49 years	221	21,5
• 50–59 years	99	9,6
• over 60 years	14	1,4
<i>Distribution by status:</i>		
• students	192	18,6
• pupils (school-leavers)	246	23,8
• parents	180	17,4
• pedagogues	255	24,7
• head teachers	93	9,1
• principals	64	6,2
<i>Distribution by geographical dispersion:</i>		
• towns	850	82,5
• villages	180	17,5
<i>Distribution according to education:</i>		
• university	517	65,9
• college (non-university)	88	11,2
• secondary	155	19,8
• vocational training (non-university)	18	2,4
• basic education	6	0,7

3. Results

What kind of education policy implementation problems exist in real school practice? The analysis of the respondents’ (principals, head teachers, teachers, pupils, parents and students) attitudes towards education policy issues disclosed real tendencies. In this article I present only one part of the research, which consists of education policy implementation problems. I aim to present the distribution of the respondents’ attitudes by evaluating of subscale statements. Subscales were constructed by means of factorial analysis. The diagnosed tendencies will be showed by columns diagrams.

Subscale “Weakness of ‘pupils bag’ reform” consists of three statements, which evaluation ratings are shown in the Figure 1. Nearly half of respondents agree that reform of education funding is based only on theoretical considerations about its’ effectiveness. Empirical data allow making presumptions about negative attitudes of respondents to education financing reform. A big part of undecided respondents is the opportunity to change the established attitude using education policy impact. It might be that the use of mass communication or other information systems will change respondents’ attitude to more positive one. In the Strategic Provisions (2003) were declared, that reform of education funding and the use of resources patterns so as to ensure better adjustment of education to the free market conditions and ensure better accessibility and quality of education.

Politically it is an important evaluation of the statement that there is no reliable system for registration of school-age children in Lithuania (40% of respondents agree, 44,7% – did not know how to evaluate the situation). Right statistical data could explain what has been earlier. Without the right statistical data it is impossible in education policy to plan what might be in the

future. School ant teacher demand depends on the number of pupils. The reliable statistical data and professional policy analysis are the essential tool of education policy.

Evaluation ratings of subscale “Education quality evaluation system doesn’t work” are shown in the Figure 2. More than half of respondents (57,5%) agree with statement “Education quality conception is not clearly defined in Lithuania, therefore everyone has his own interpretations about it”. The following research data allow claiming the fact that the system of education quality evaluation does not function in Lithuania: nearly half of respondents agree that self-evaluation tradition is not explicated in education institutions and real working education monitoring system does not exist. More than one third of respondents’ evaluations of that subscale were neutral or they did not know how to evaluate given statements. This might be the space for education policy activity.

Evaluation ratings of subscale “Negative aspects of education system centralization” are shown in the Figure 3. Research data allow making the presumptions about negative education policy implementation tendencies according to the attitudes of respondents to education system

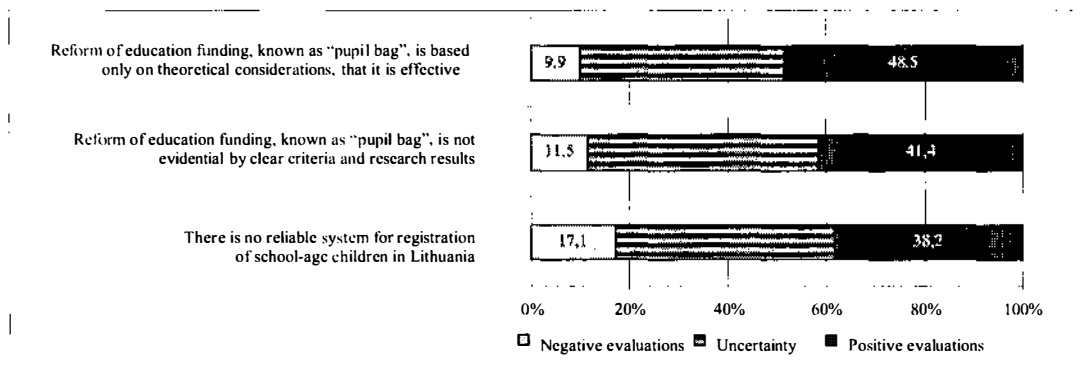


Figure 1. Evaluation of subscale “Weakness of “pupils’ bag” reform”

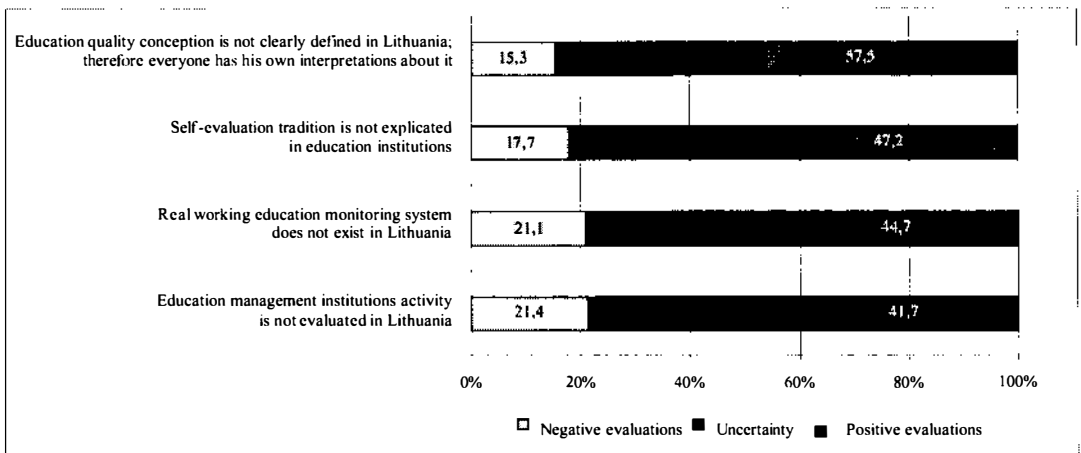


Figure 2. Evaluation of subscale "The system of education quality evaluation does not work"

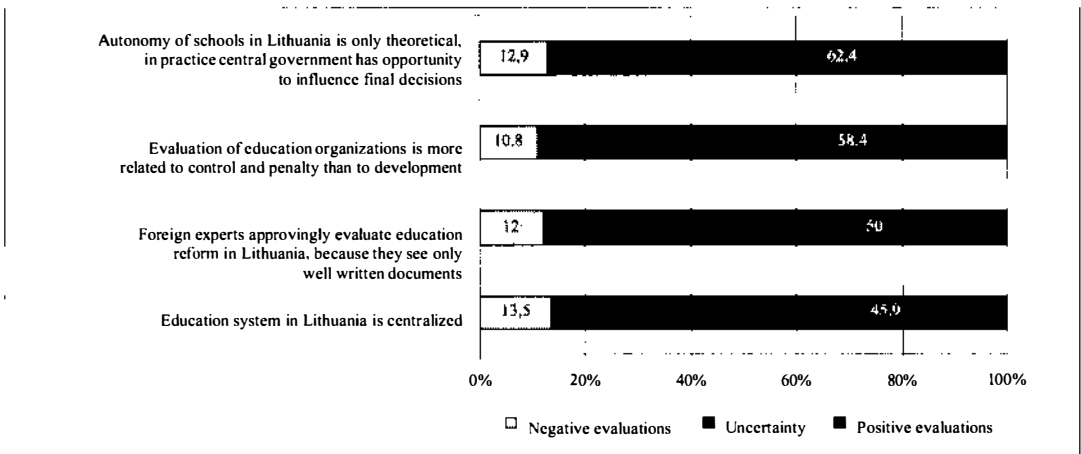


Figure 3. Evaluation of subscale "Negative aspects of education system centralization"

centralization: autonomy of schools is only theoretical (62,4% of respondents agree), evaluation of education institutions is concerned with control (58,4% of respondents agree), decision making is „from above“ (45,9% of respondents agree), foreign experts do not see real situation of education system (50% of respondents agree).

Subscale "Chaotic reform of secondary school" is composed of two statements. Evaluation ratings are showed in Figure 4. More than half of respondents agree with the statement that

school reform was carried out spontaneously for ten years. About 60% of respondents do not know whether education reform process was based or not on parliamentary acts.

Evaluation ratings of subscale "Education funding principle of "pupil's bag" forms untrue image of private and public schools" are shown in the Figure 5. More than half of respondents agree with all statements of subscale and it allows stating the tendency, that education funding principle "pupil's bag" could augur social

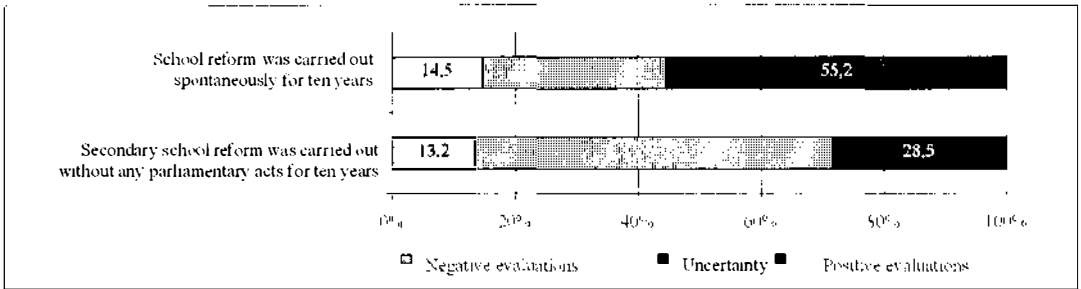


Figure 4. Evaluation of subscale "Chaotic reform of secondary school"

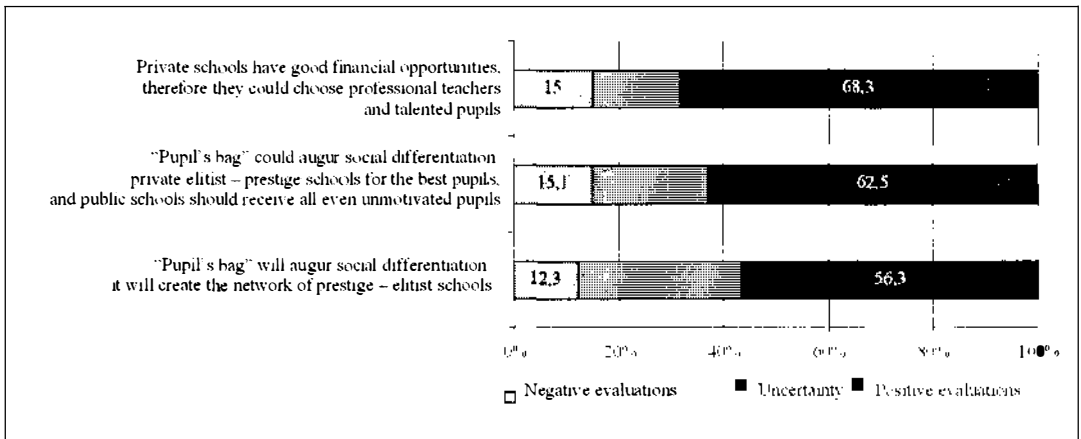


Figure 5. Evaluation of subscale "Education funding principle "pupil's bag" forms untrue image of private and public schools"

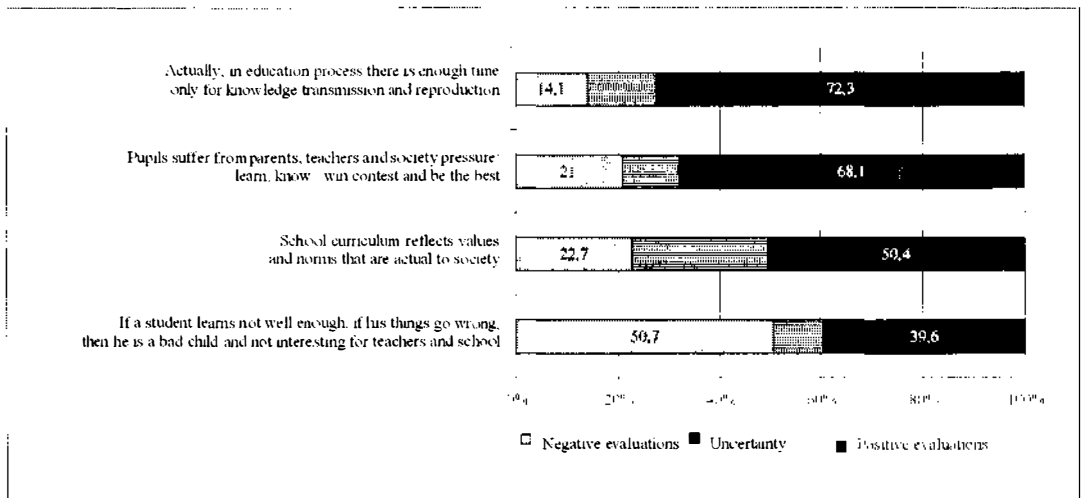


Figure 6. Evaluation of subscale "Impossible requirements for pupils"

differentiation: private elitist – prestige schools will be only for the best pupils, while public schools should receive all even unmotivated pupils. Respondents agree that education financing reform and private schools development will influence society differentiation into the rich and the poor. The highlighted tendency allows making assumption that education for society is a basis of life quality and economic welfare.

Evaluation ratings of subscale “Impossible requirements for pupils” are shown in the Figure 6. Research data allow making the presumptions about negative tendency – society, school and parents raise maximal ante for pupils when realistically in education process there is enough time only for knowledge transmission and reproduction. One of important issues in education policy is that school curriculum reflects values and norms that are actual to society. Research data allow to see positive evaluation of existing values in curriculum (50,4% of respondents agree). More than one third of respondents’ evaluations about values in curriculum were neutral or they did not know how to evaluate them. This might be the space for education politicians’ activity.

In the bottom of ratings we find the statement: “If a student learns not well enough, if his things go wrong, then he is a bad child and not interesting for teachers and school” (nearly 40% of respondents agree). The fact that 50,7% of respondents did not agree allows making the presumption that tendency is more positive. Part of undecided respondents is very small. It means that it might be not so easy to influence and change the negative attitudes of education stakeholders.

Subscale “Problematic learning conditions (environment)” consists of nine statements, which evaluation ratings you see in Figure 7.

The evaluation results of present subscale statements illuminate five negative tendencies: students feel stress from authoritarian knowledge evaluation system (64,4% of respondents agree), the additional lessons for students are given by their teacher or his recommended colleague (62,5% of respondents agree), teenagers cannot withstand large learning strain and start using medicaments from ache, worry, sleeplessness (61,4% of respondents agree), tutoring establishes conditions under which teachers act by bad faith (55,2% of respondents agree), results of maturity exams mostly depend on school where a student learns (55,2% of respondents agree). By purposefully reducing the differences among schools, education politicians could more efficiently ensure the principle of equal opportunity in Lithuanian education system. The evaluations of statements in the bottom of ratings do not allow making presumptions about illuminated tendencies because the respondents distributed almost identical to subscribing and negative. It should be noted that the part of undecided respondents is very small. It means it might be not so easy to influence negative attitudes. It will be not enough to inform the society. Politicians have to take real actions if they want to change the opinion of education stakeholders.

Subscale “Education system for the “best” pupils” consists of five statements. Respondents’ evaluations ratings are presented in Figure 8. Respondents mostly agree with the statement that tutoring stimulates inequality. Only wealthy parents can hire tutors for their children (80,6% of respondents agree). About 70% of respondents agree that tutoring shatters confidence in school because of developing opinion that without tutors’ help it is impossible to prepare for final examinations and to pass them well. By the attitude of respondents education system disso-

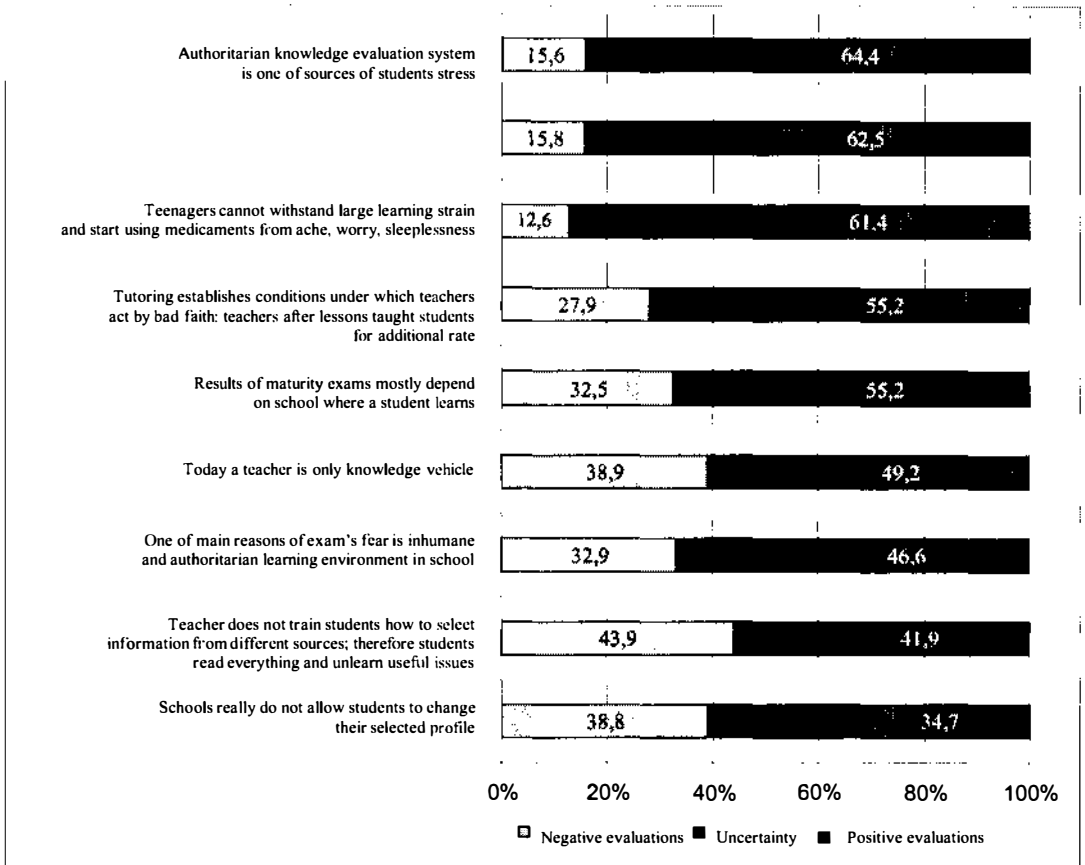


Figure 7. Evaluation of subscale “Problematic learning conditions (environment)”

ciates from students with low motivation to learn (65,2% of respondents agree). Students with special needs feel isolated and alienated in the schools (63,2% of respondents agree). Near half of respondents agree with the statement that schools try to use opportunity to dispose from problematic students. Teachers shunted them to junior schools. Summing up the evaluations of these subscale statements, the following tendency could be highlighted: education system is oriented to active, motivated student and dissociates from unlearning, problematic students and students with special needs. From the standpoint of education policy this tendency is a matter of great concern.

Subscale “There are not enough learning opportunities for “nonstandard” student” consists of two statements. Respondents’ evaluations ratings are displayed in Figure 9. The research data reveal the tendency that pupils from socially desolated families come to school unprepared; therefore it is difficult for them to catch up peers. This fact confirms that it is purposeful to further develop the universal preparatory education. Respondents’ evaluations of statements “There are no real opportunities to attain higher education for people who did not pass national maturity exams early in life” are various.

The evaluation ratings of subscale “Problem-

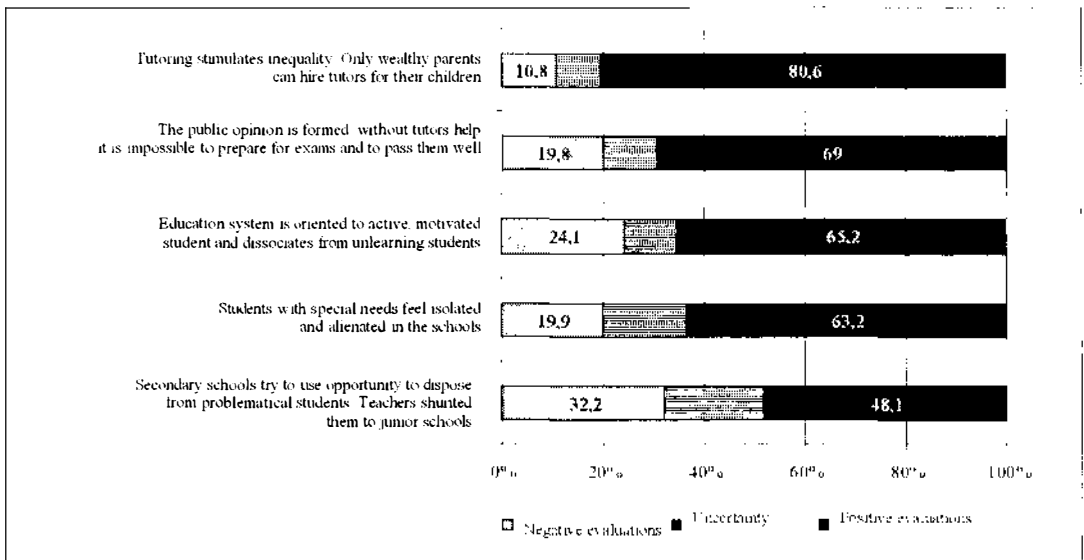


Figure 8. Evaluation of subscale "Education system for the "best" pupils"

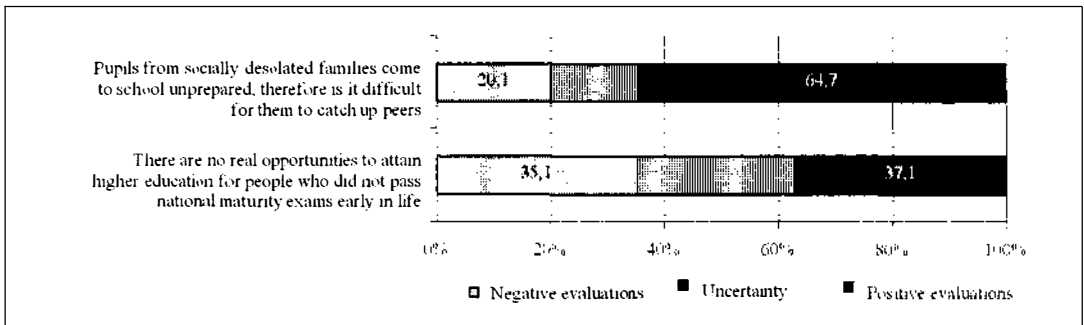


Figure 9. Evaluation of subscale "There are not enough learning opportunities for "nonstandard" student"

atical school choice and resuming the suspended learning" are shown in the Figure 10. The research data allow making presumptions about two negative tendencies – education funding system does not ensure real opportunity for parents to choose school (64,6% of respondents agree), students with lower achievements will be reoriented to schools, and this is not promising in terms of career perspectives (61,6% of respondents agree). The research results allow making presumption that respondents have not enough

information about opportunities in education system, especially about resuming the suspended learning.

Subscale "Study conditions are unfriendly for adults learning" consists of two statements. Respondents' evaluations ratings are displayed in Figure 11. The distribution of respondents estimation allow making presumptions about the existing tendency – students hardly acclimatize to changing enrolment order to higher education institutions (73,3% of respondents agree).

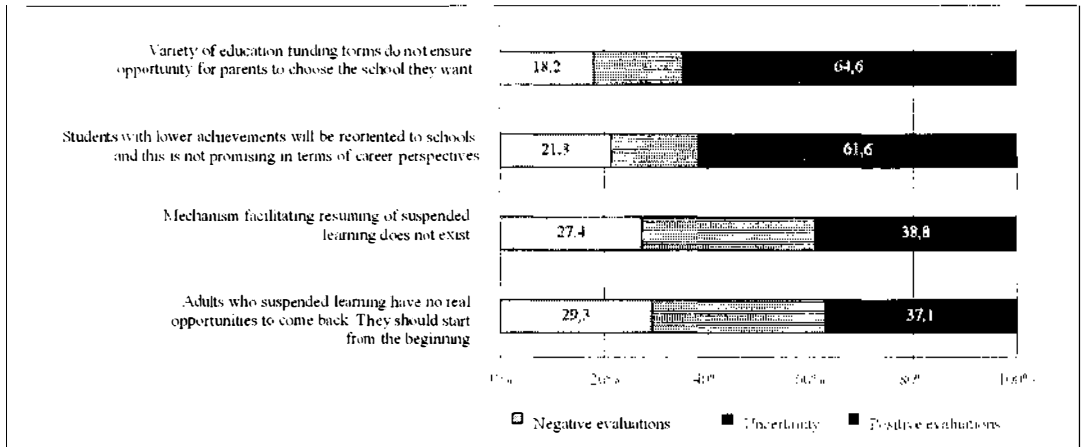


Figure 10. Evaluation of subscale "Problematical school choice and resuming the suspended learning"

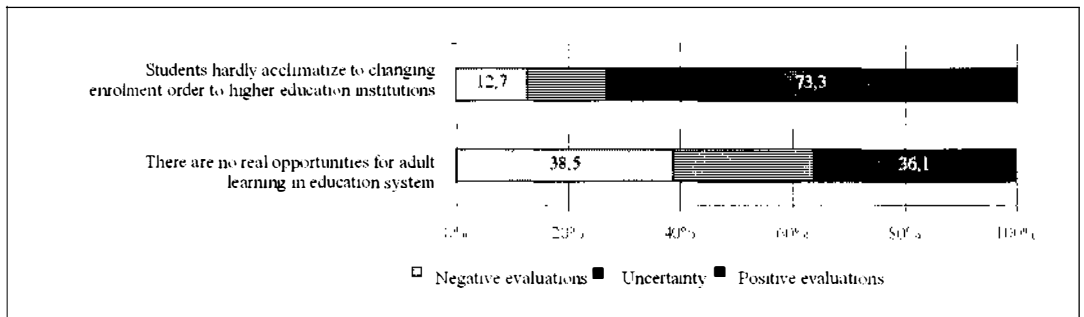


Figure 11. Evaluation of subscale "Study conditions are unfriendly for adults learning"

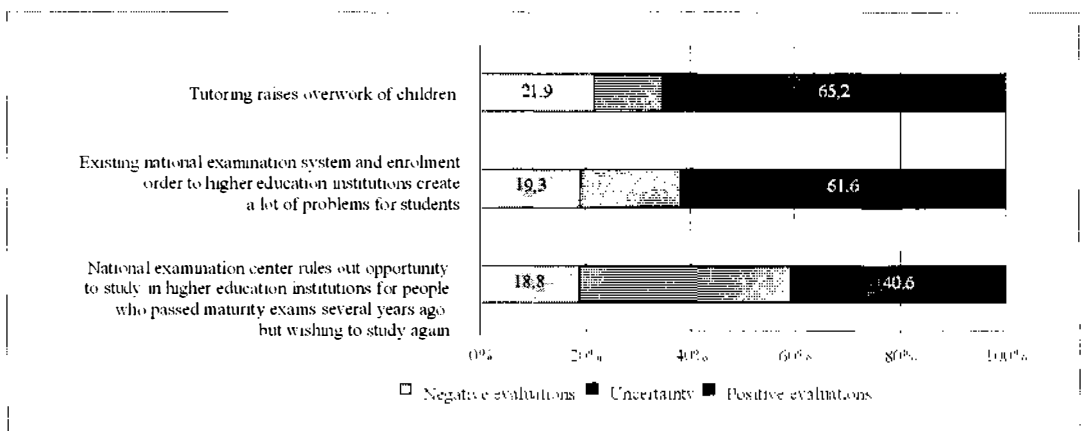


Figure 12. Evaluation of subscale "National examination and enrolment to higher education institutions system is unfriendly for learners"

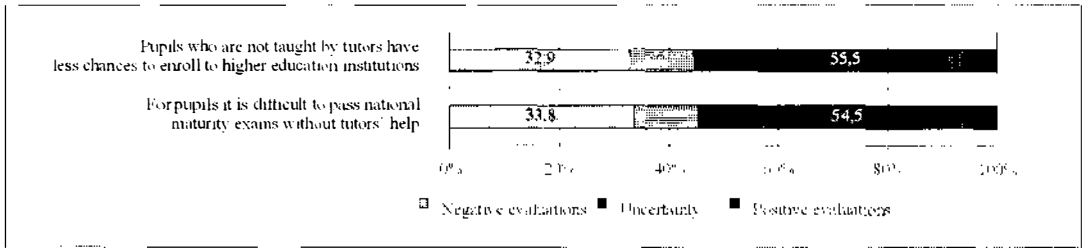


Figure 13. Evaluation of subscale “Tutors’ help is necessary for seeking higher education”

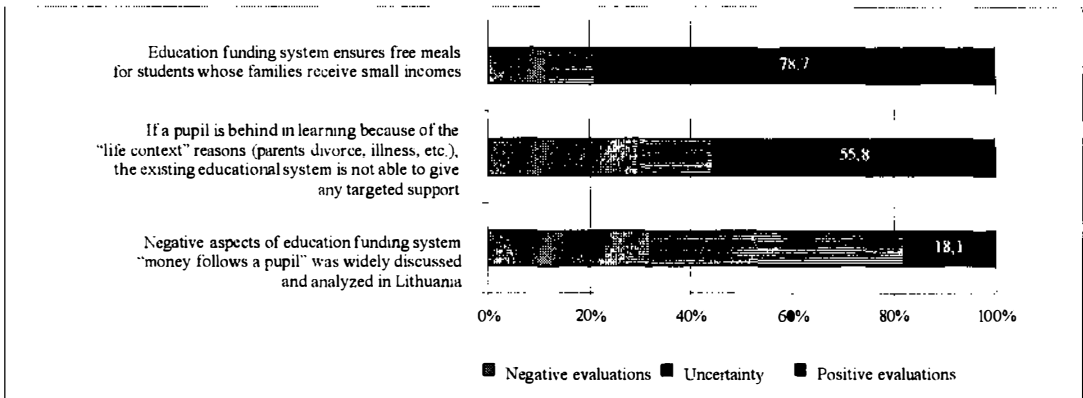


Figure 14. Evaluation of subscale “Education funding system does not ensure multi-faceted support to student”

Subscale “National examination and enrolment to higher education institutions system is unfriendly for learners” consists of three statements. Respondents’ evaluations ratings are presented in Figure 12. At the top of ratings there is a statement “Tutoring raises overwork of children” (65,2% of respondents agree). 61,6% of respondents agree that existing national examination system and enrolment order to higher education institutions create a lot of problems for students.

At the bottom of ratings is the statement “National examination center rules out opportunity to study in higher education institutions for people who passed maturity exams several years ago, but who wish to study now again”. 40,6% of respondents agree with that statement, the same amount of respondents were uncertain

by expressing their opinion. The research data allow making the presumption that there is not enough information about opportunities in education system.

Subscale “Tutors’ help is necessary for seeking higher education” consists of two statements. Respondents’ evaluations ratings are displayed in Figure 13. The research results revealed the tendency that for successful pass of national maturity exams and enrolment to higher education institutions tutors’ assistance is necessary.

Subscale “Education funding system does not ensure multi-faceted support to student” consists of three statements. Respondents’ evaluation ratings are submitted in Figure 14.

At the top of ratings existing statement allows stating the fact that education funding system ensures free feed for students whose fami-

lies get small incomes (78,7% of respondents agree). But another tendency is this: if a pupil is behind in learning because of the “life context” reasons (parents divorce, illness, etc.), the existing educational system is not able to give any targeted support (55,8% of respondents agree). It means that other support excepting feeding pupils cannot get at school. Evaluation of the third statement shows that respondents have not enough information about education funding system reform.

Conclusions

1. Implementation tendencies based on the Strategic Provisions education policy might be expressed by the following three key aims of education development: to develop an efficient and consistent education system, which is based on the responsible management, targeted funding and rational use of resources; to develop an accessible system of continuing education that guarantees life-long learning and social justice in education; to ensure a quality of education, which is in line with the needs of an individual living in an open civil society under market economy conditions, and the universal needs of society of the modern world.

2. The research results illuminated the negative tendencies of education policy implementation practice:

- Implementation of the first aim, i. e. to develop an efficient and consistent education system, which is based on the responsible management, targeted funding and rational use of resources is limited by those negative tendencies: – *school reform ten years betook spontaneous*; – *the negative attitudes of respondents to education funding reform dominate*; – *education funding*

system does not ensure real opportunity for parents to choose school; – *autonomy of schools is only theoretical*; – *evaluation of education institutions is concerned with control*; – *decision making is “from above”*.

- Implementation of the second aim, i. e. to develop an accessible system of continuing education that guarantees life-long learning and social justice in education is limited by such negative tendencies: – *if a pupil is behind in learning because of the “life context” reasons (parents divorce, illness, etc.), the existing educational system is not able to give any targeted support*; – *education system dissociates from students with low motivation to learn*, – *students with special needs feel isolated and alienated in the schools*; – *students with lower achievements will be reoriented to schools, and this is not promising in terms of career perspectives*; – *tutoring stimulates inequality because only wealthy parents can hire tutors for their children*.
- Implementation of the third aim, i. e. to ensure a quality of education, which is in line with the needs of an individual living in an open civil society under market economy conditions, and the universal needs of society of the modern world is limited by such negative tendencies illuminated from the research data analysis facts: – *education quality conception is not clearly defined in Lithuania, therefore everyone has his own interpretations about it*; – *society, school and parents raise maximal ante for pupils when realistically in education process it is enough time only for knowledge transmission and reproduction*; – *students feel stress from authoritarian knowledge evaluation system*; – *teenagers cannot*

withstand large learning strain and start using medicaments from ache, worry, sleeplessness; – results of maturity exams mostly depend on school where a student learns; –

tutoring shatters confidence in school because of developing opinion that without tutors' help it is impossible to prepare for final examinations and to pass them well.

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ŠVIETIMO POLITIKOS ĮGYVENDINIMO LIETUVOJE RIBOTUMAI: ŠVIETIMO SUBJEKTŲ POŽIŪRIS

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Santrauka

Straipsnyje nagrinėjama problema galima apibūdinti tokiais tyrimo klausimais: kokios švietimo politikos įgyvendinimo tendencijos yra siekiamosios politikos lygmeniu (veikiančiuose švietimo politikos dokumentuose)? Kokie iš tikrųjų yra įvairių švietimo subjektų (mokyklų vadovų, pavaduotojų, mokytojų, mokinių, tėvų, studentų) požiūriai į švietimo politikos įgyvendinimo ribotumus?

Apibendrinus švietimo politikos dokumentų analizę galima teigti, kad pagrindiniai Lietuvos švietimo politikos siekiai, atspindėti ir valstybinėje švietimo strategijoje, yra: sukurti veiksmingą ir darnią, atsakingu valdymu, tikslingu finansavimu ir racionaliu išteklių naudojimu pagrįstą švietimo sistemą; išplėtoti tęstinę, mokymąsi visą gyvenimą laiduojančią ir prieinamą, socialiai teisingą švietimo sistemą; už-

tikrinti švietimo kokybę, atitinkančią atviroje pilietinėje visuomenėje ir rinkos ūkyje gyvenančio asmens visuotinius dabarties pasaulio visuomenės poreikius.

Atliktas empirinis tyrimas leido aptikti negatyvias tendencijas, atspindinčias švietimo politikos įgyvendinimo praktikos ribotumus:

- Pirmojo švietimo politikos siekio – sukurti veiksmingą ir darnią, atsakingu valdymu, tikslingu finansavimu ir racionalių išteklių naudojimu pagrįstą švietimo sistemą – įgyvendinimą riboja tokios neigiamos tendencijos: 1) bendrojo lavinimo mokyklos reforma šalyje dešimt metų vyko stichiškai; 2) dominuoja neigiamas švietimo subjektų požiūris į švietimo finansavimo reformą; 3) švietimo finansavimo formų įvairovė nesudaro realios galimybės mokslievių tėvams pasirinkti norimą mokyklą; 4) bendrojo lavinimo mokyklų savarankiškumas egzistuoja tik teoriškai; 5) švietimo institucijų vertinimas labiau siejamas su kontrole ir baudomis; 6) sprendimai priimami „iš viršaus“.
- Antrojo švietimo politikos siekio – išplėtoti tęstinę, mokymąsi visą gyvenimą laiduojančią ir prieinamą, socialiai teisingą švietimo sistemą – įgyvendinimą riboja tokios neigiamos tendencijos: 1) jei mokslievis dėl „gyvenimiškų“ priežasčių (pvz., ligos, tėvų skrybų) atsiliko moksle, tai dabartinė švietimo sistema jam jokios kryptingesnės pagalbos nesuteiks; 2) švietimo sistema labiau orientuojasi į aktyvų, motyvuotą mokslievių ir atsiriboją nuo nesimokančių vaikų; 3) vai-

kai, turintys specialiųjų poreikių mokyklose jaučiasi izoliuoti, atstumti; 4) bendrojo lavinimo mokyklos stengiasi pasinaudoti atsivėrusiomis galimybėmis atsikratyti problemišku vaikų ir užuot su jais dirbusios, bando juos išstumti į jaunimo mokyklas; 5) korepetoriavimas skatina nelygybę, nes vieni tėvai gali samdyti vaikams korepetitorius, o kiti – ne.

- Trečiojo švietimo politikos siekio – užtikrinti švietimo kokybę, atitinkančią atviroje pilietinėje visuomenėje ir rinkos ūkyje gyvenančio asmens visuotinius dabarties pasaulio visuomenės poreikius – įgyvendinimą riboja tokios neigiamos tendencijos: 1) Lietuvoje nėra aiškiai apibrėžta švietimo kokybės samprata, todėl kiekvienas žmogus ją interpretuoja savaip; 2) visuomenė, mokykla, tėvai kelia maksimalius reikalavimus mokslieviams, o realiai ugdymo procese užtenka laiko tik žinioms perteikti ir atgaminti; 3) vienas iš vaikų streso šaltinių yra autoritariška žinių vertinimo sistema; 4) neatlaikę didžiulių mokymosi krivių paaugliai savo nuožiūra pradeda vartoti vaistus, pavyzdžiui, gerti tabletes „nuo skausmo“, „nuo nerimo“, „kad užmigti“; 5) abituriento valstybinių brandos egzaminų rezultatai daugiausia priklauso nuo to, kurioje mokykloje jis mokosi; 6) korepetoriavimas pakerta visuomenės pasitikėjimą mokykla: susidaro nuomonė, kad be korepetitoriaus pagalbos neįmanoma sėkmingai pasirengti brandos egzaminams ir gerai juos išlaikyti.

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