

# Internal Ex-Post Evaluation for Technical Cooperation Project

conducted by Sri Lanka Office :January, 2014

Country Name	Improving School Management to Enhance Quality of Education with Special Reference to Science and Mathematics
Democratic Socialist Republic of Sri Lanka	

## I. Project Outline

Background	In Sri Lanka, quality of education was an issue especially for the subjects of science and mathematics. The results of the Examination of General Certificate of Education of Ordinary Level (GCE O/L) showed that the pass rates for science and mathematics were between 40% and 50%, which were lower than arts, and they tended to be worsening in the past several years at the time of the ex-ante evaluation of this project. JICA conducted the "Master Plan Study for the Development of Science and Mathematics in the Primary and Secondary Levels", and the study team found that the low academic performances in the subjects were caused not only by subject specific issues but also by inefficient school management. As a result, "Educational Kaizen (Improvement) activities" were introduced in several selected schools as a pilot project aiming at improving school management. This project was implemented to further develop the Educational Kaizen model for school management for wider application in the country.		
Objectives of the Project	<ol style="list-style-type: none"> <li>Overall Goal: (1) Quality and equity of education is improved in the target zones; and (2) Sustainable system to improve school management is expanded from the target schools to the non-target schools and from the target zones to the non-target zones.</li> <li>Project Purpose: A sustainable system to improve school management is established in the target zones.</li> <li>Assumed steps for achieving the project goals<sup>1</sup>: The project introduces Educational Kaizen activities to zonal education offices (ZEOs) of the target educational zones and target schools, so that those zones and schools would incorporate Kaizen activities in their annual plans and budgets, and such activities would be applied in non-target schools as well. As a result, improvement of the quality of education and further expansion of the better school management system are expected.</li> </ol>		
Activities of the project	<ol style="list-style-type: none"> <li>Project site: 5 educational zones (Jaffna, Trincomalee, Kurunegals, Bandarawela, Wellawaya) in 4 provinces (North, East, Uva, and North Western)</li> <li>Main activities: Seminars/training, monitoring and evaluation of educational Kaizen activities, development of annual plans, and formulation of QECs. During the implementation, another output (establishment of organizational linkages) was added, and activities such as formulation of the National Education Initiative for Kaizen Activities (NEIKA), and the Provincial Education Initiative for Kaizen Activities (PEIKA), etc. were implemented, accordingly.</li> <li>Inputs (to carry out above activities) <div style="display: flex; justify-content: space-between;"> <div> <p>Japanese Side</p> <ol style="list-style-type: none"> <li>Experts: 30 persons</li> <li>Trainees received: 6 persons</li> <li>Equipment: Computers, projectors, experimental equipment, etc.</li> <li>Local cost: Block grant</li> </ol> </div> <div> <p>Sri Lanka Side</p> <ol style="list-style-type: none"> <li>Staff allocated: 8 persons</li> <li>Land and facilities: Office space for the Project Team in the Ministry of Education and 5 target ZEOs</li> <li>Local cost: Block grant, travelling expenses for monitoring, workshops, etc.</li> </ol> </div> </div> </li> </ol>		
Project Period	October 2005 to December 2008	Project Cost	396 million yen
Implementing Agency	Ministry of Education (MOE), Provincial Ministries of Education (PME) of North East, Uva, and North Western, Provincial Departments of Education (PDE) of North East, Uva, and North Western and Zonal Education Offices (ZEOs)		
Cooperation Agency in Japan	KRI International Corp., Applied Management, Inc.		
Related Projects (if any)	<p>Japan's cooperation: Master Plan Study for the Development of Science and Mathematics in the Primary and Secondary Levels (Technical Cooperation, 2002), Follow-up cooperation for this project (January 2009 - March, 2010), Japan Overseas Cooperation Volunteers (2007-2013)</p> <p>Other donors' cooperation: The Education Sector Development Project (World Bank, 2006-2010)</p>		

## II. Result of the Evaluation

### 1 Relevance

This project has been highly relevant with Sri Lanka's development policy, which stresses the importance of "school based management" and "science and mathematics education" as set in the Five-Year Plan for Primary Education 2005-2009 and the

<sup>1</sup> Reviewed at the time of the ex-post evaluation.

Five-Year Plan for Primary Education in Sri Lanka 2000-2004. Within such policy, MOE has been implementing the Education Sector Development Framework and Programme (ESDFP) from 2006-2010 and this project has been positioned as to achieve some of the ESDFP objectives such as to improve the quality of Primary and Secondary Level education and to strengthen the administration in education and the services of education. Also, the project has been consistent with Sri Lanka's development needs "continuation and expansion of Educational Kaizen activities", as well as Japan's ODA policy; the Country Assistance Program (2004), at the time of both ex-ante evaluation and project completion. Therefore, relevance of this project is high.

## 2 Effectiveness/Impact

This project mostly achieved the project purpose of establishing a sustainable school management system in the target zones. Educational Kaizen activities, such as formulation of Quality Education Circles (QEC), introduction of 5S which stands for Seiri(orderliness), Seiton(neatness & tidiness), Seiso(cleaning), Seiketsu(cleanliness), and Shitsuke(good manner), implementation of class observation, introduction of ImaCs (a workbook for "improving mathematical calculation skills), 100 box calculation and others) were introduced to the target ZOE's and the target schools. As a result, teachers' motivation, students' academic performance (in terms of test scores compared to those in non-target schools), and participation of parents improved by the time of project completion.

For the first overall goal, it was observed at the time of ex-post evaluation that the practice of Educational Kaizen activities and the above-mentioned satisfactory status have been maintained or relatively improved in most of the target schools except in Jaffna, where project activities were cancelled on the halfway due to the conflicts in the areas. Regular visits by ZEOs to schools for advices on management and lesson have continued, too<sup>2</sup>. Therefore, it is expected that quality of education at the target schools has improved. However, information on students' test results to verify such improvements was not accessible. Also, certain recesses were observed in terms of efficiency and scale of the activities at the time of ex-post evaluation due to limited budget that is specifically available for Kaizen (see "4 Sustainability").

With respect to the second overall goal, Educational Kaizen activities were expanded to non-target schools in the target zones and in other zones in all provinces with support from the follow-up cooperation for this project. Recently, MOE is promoting the national Programme for School Improvement (PSI), which is to develop school-level capacity and responsibilities. Educational Kaizen activities will be a part of or merged with school development plans under the PSI. With full implementation of this program, Kaizen will be practiced to all national schools. In addition, National Productivity Secretariat of the Ministry of Productivity Promotion has a national program to strengthen the entire school system through accreditations, and the concept of Kaizen has potential to be incorporated to the program.

In this way, this project mostly achieved the project purpose, and partially achieved the overall goals. Therefore, its effectiveness/ impact is fair.

Achievement of project purpose and overall goal

Aim	Indicators	Results
(Project Purpose) Establishment of a sustainable system to improve school management in the target zones.	ZEOs and target schools incorporate Educational Kaizen activities in their annual and long-term plans with budgetary allocations.	(Project Completion) Not incorporated yet. (Ex-post Evaluation) Incorporated except in Jaffna. Budget for Kaizen is part of Quality Inputs from MOE under the PSI.
	Plans to introduce school management with Educational Kaizen activities to non-target schools are formulated in the target zones.	(Project Completion) Plans were formulated. (Ex-post Evaluation) Plans were merged to the PSI that targets all national schools.
(Overall goals) 1) Improvement of quality and equity of education in the target zones	The difference of the pass rate of Grade 5 scholarship exam, O/L exam between 1AB Schools and schools of other categories in the target zones will decrease.	(Ex-post Evaluation) The information is not accessible.
2) Expansion of the sustainable system to improve school management from the target schools to the non-target schools and from the target zones to the non-target zones.	No. of schools continuously conducting Educational Kaizen activities will increase. 1) Target zones 2) Non-target zones	(Ex-post Evaluation) 1) Other than Jaffna, all target zones increased the number of schools conducting Kaizen. Trincomalee: 40 in 2009 and 2010 and 72 in 2011. 2) As of 2010, Kaizen was introduced to additional 17 zones in all 9 provinces with support form the follow-up cooperation of this project. All national level schools (9,905 schools <sup>3</sup> ) will be covered by the PSI that incorporated Kaizen components.

Sources : Final report of the project, final report of the follow-up cooperation, and questionnaire response by MOE.

## 3 Efficiency

The inputs were mostly appropriate for producing the outputs of the project and the project period was as planned (ratio against the plan: 100%). Another output was added at the time of the Mid-term review in order to achieve the project goal and thus the overall goal. As a result, the extra cost was incurred, and thereby leading to slight excess of the overall project cost compared to the plan (ratio against the plan: 107%). Therefore, efficiency of the project is fair.

## 4 Sustainability :

<sup>2</sup> In Jaffna, owing to recent conflict reconciliation in year 2009, Kaizen initiatives are arranged under the PSI at present, described in the next paragraph.

<sup>3</sup> Source: Ministry of Education

In the policy aspect, this project is still given importance in the current development policy, for the direction of school based management is continued under the PSI. Institutionally, the specific Kaizen units that the project established at the national, provincial and zonal levels are dissolved by the time of ex-post evaluation mainly due to budgetary constraints and staff limitations. However, these are now partially substituted by incorporating educational Kaizen activities into routine works via Zonal Education Committee, Education Productivity Operations Unit of MOE. School Education Initiative for Kaizen Activities (SEIKA) is currently conducted at limited schools, where Committee of Science and Math are continuously held. As for the technical aspect, necessary skills for Kaizen activities are maintained at zonal level with training in collaboration with ZEOs and with the National Productivity Secretariat. In the financial aspect, although certain budgets are found as available under Quality Inputs (government's support funds for school operation improvement) of the PSI and the Productivity Operations Unit of MOE, a budget specially set aside for Kaizen is not allocated at the time of the ex-post evaluation.

From these findings, it is considered that the project has some problems in institutional, technical and financial aspects of the implementing agency; therefore, sustainability of effectiveness of the project is fair.

#### 5 Summary of the Evaluation

This project mostly achieved the project purpose of establishing a sustainable school management system in the target zones and partially achieved the overall goals of improving the quality of education and expanding the system to other schools and zones: Educational Kaizen activities introduced by the project was positioned within the framework of the national Programme for School Improvement (PSI) that plans to cover all national level schools. However, project effectiveness and scale of works diverge among the target zones, and data were not fully available to verify impacts of Kaizen. As to efficiency, the project cost exceeds the plan. As for sustainability, there are some problems in terms of institutional, technical and financial aspects due to budget and staff limitations.

In the light of above, this project is evaluated to be partially satisfactory.

### III. Recommendations & Lessons Learned

Recommendations for Implementing agency:

- To ensure steady implementation of Educational Kaizen activities within the framework of PSI,
- To disseminate the good practice of continuing Kaizen activities over the target zones and non-target zones.

Lessons learned for JICA

- Educational Kaizen activities by the Project will be merged into the national Programme for School Improvement (PSI) by MOE which is to develop school-level capacity in accordance with school development plans. Although the Kaizen activities will be maintained under the PSI, the project sustainability would be further strengthened if Kaizen units developed by the Project continued after the completion. Thus, new organizational units should not have been established exclusively for the project. Or, in case the establishment of such units was inevitable for implementation, it is advisable that they should have been incorporated into the existing structures as much as possible during the project implementation.



(School teachers discussing about the Educational Kaizen Activities)



(Students using the 100 box calculation)