

【研究ノート】

A Study of Evaluation Methodology for Donor-funded School Construction Projects in Developing Countries – through Establishing Evaluation Guidelines –

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Abstract

This paper reconsiders evaluation methods for donor-funded SCPs at the primary and secondary education levels in developing countries and improvement of future prospects for education assistance. Through literature reviews and interviews with those concerned, this paper examines recent characteristics of SCPs in Japan's ODA, and presents a list of indicators related to SC and conceptual models of assistance framework in education cooperation based on stakeholders analysis. An examination of the actual state of SC in Indonesia as a case study reveals recent trends in developing countries. Finally, evaluation guidelines for donor-funded SCPs in developing countries are established, and key issues are observed, such as: 1) more emphasis on relevance of the means of assistance for SC; 2) the importance of applying the DAC's five criteria from holistic viewpoints, considering stakeholders' roles; and 3) the necessity of considering recently established local standards regarding SC in developing countries.

Keywords

outcome/output indicators, assistance framework, local standards, stakeholders analysis, The DAC's Five Criteria for Evaluation

1. Introduction

After the World Conference on Education for All in 1990, an international focus on the importance of assistance in basic education has been established, and the number of school construction projects (SCPs) implemented or funded by donor agencies has increased. SCPs are of vital importance for two reasons; 1) the existence of school buildings or classrooms can directly and/or indirectly relate to major concerns in basic education¹; and 2) school

construction (SC) occupies a large part of the total amount spent on education assistance.

Japan is one of the largest donor countries that have provided assistance for SC in numerous developing countries. In Japan's Official Development Assistance (ODA), most SCPs have been conducted in the framework of General Grant Aid (GGA)². Regarding the SCPs in GGA, some donors have made the criticism that the construction costs per school building (or classroom) are much higher than those in other donors' or NGOs' projects³. Positive character-

istics in SCPs in GGA are also pointed out, such as: 1) school buildings are designed to be sustained for 30 to 50 years from the viewpoint that safety and durability are emphasized; and 2) school buildings are constructed even in areas where construction is technically difficult for the purpose of technology transfer to local contractors (IDJ 2004). Thus not only the construction costs but also the viewpoint of whether assistance is provided while meeting the needs of target areas and groups should be considered in evaluation.

Even though SCPs are classified as cooperation in hardware, it is crucial to look at the effectiveness of projects through evaluation from the standpoint of not only whether school buildings are utilized as the basis for education activities, but also whether projects have contributed to the development of local human resources through the school buildings utilization. In that sense, SCPs are unique. Meanwhile, there have not been many studies of evaluation of SCPs that clearly focus on this uniqueness.

2. Objectives and Methods

The main objectives of this paper are to reconsider evaluation methods for SCPs at the primary and secondary education levels and to improve future prospects for education assistance by establishing evaluation guidelines for donor-funded SCPs in developing countries in an inductive manner. Chapter 3 deals with key issues regarding SC in developing countries by widely examining characteristics of SCPs and their evaluation in Japan's ODA. Chapter 4 focuses on Indonesia as a case study in evaluation of SCPs, using conceptual models based on stakeholder analysis in order to look at the current status and trends in developing countries. Chapter 5 presents evaluation guidelines for donor-funded SCPs in developing countries⁴, and Chapter 6 includes considerations for education assistance.

Table 1 shows the list of projects and types of documents under review. It includes the 14 SCPs in GGA conducted in the fiscal year 2004 and 4 out of a total of 9 in Loan Aid since 1990⁵ in Japan's ODA, and the WB and ADB projects since 1990 in Indonesia which have a SC component. Also, two documents published by the Ministry of National Education of Indonesia (MoNE) are referred to later.

3. SCPs in Japan's ODA

3.1 General Description of "SC"

Based on review results, "school construction" can be generally described as construction⁶ or renovation of school buildings (including classrooms) at general education institutions at the primary and secondary education levels. SCPs also involve, in many cases, construction of principals' offices, teachers' rooms, storage rooms, libraries, laboratories, multi-purpose rooms, playgrounds, and support facilities including water supply, electrical systems and restrooms. Furthermore, soft components for school management and the development of pilot models, and provision of school furniture and equipment are often involved.

3.2 Expected Effects and Indicators in SCPs

Table 2 shows summarized analysis results of expected effects from SCPs and corresponding key indicators⁷. Direct effects are generally divided into two categories, while indirect effects are divided into three categories. Each category contains several items. The items marked with circles are actually examined, while the rest are not covered or even mentioned in the ex-post evaluation reports. Only a few indicators are found for about half of the items, and no indicator is found for one of them. Not all indicators in the list are directly related to the construction of school and support facilities. Only those underlined are actually employed in the ex-post evaluation reports.

Table 1 List of Documents under Review

Japan's ODA (GGA)			
Countries	Projects	B/D Study Report	Ex-ante Eva. Table
Afghanistan	School Construction	○	-
Cameroon	Construction of Primary Schools (Phase III)	○	○
Cambodia	Construction of Primary Schools in Phnom Penh	○	○
Zambia	Construction of Basic School In Lusaka (Phase II)	-	○
Nigeria	Construction of Primary Schools	○	○
Nicaragua	Rehabilitation of School Facilities of Basic Education in the Department of Managua	-	○
Niger	Construction of Primary Schools in the Regions of Dosso and Tahoua	-	○
Vietnam	Improvement of Facilities of Primary Schools in Northern Mountain Region (Phase II)	○	○
Madagascar	Construction of Primary Schools (Phase II)	○	-
Mali	Construction of Primary Schools (Phase II)	○	○
Mongol	Improvement of Primary Education Facilities (Phase III)	○	○
Laos	Construction of Primary Schools	-	○
Lesotho	Construction of Primary Schools	○	○
East Timor	Reconstruction of Primary and Junior Secondary Schools	○	○
Japan' ODA (Loan Aid)			
Countries	Projects	Ex-ante Eva. Table	Ex-post Eva. Report
Jordan	Education Sector Loan	-	○
Philippines	Primary Education	-	○
Indonesia	Junior Secondary School Buildings Construction	-	○
Morocco	Local Junior Secondary Schools Improvement	○	-
ADB and WB Projects in Indonesia			
Donors	Projects	Appraisal Report	Ex-post Eva. Report
Asian Development Bank (ADB)	Senior Secondary Education	-	○
	Private Junior Secondary Education	-	○
	Basic Education	-	○
The World Bank (WB)	Junior Secondary Education* 1) East Java and East Nusa Tenggara; 2) Central Indonesia; 3) Sumatra	○	-
	Basic Education* 1) West Java; 2) Sulawesi and Eastern Islands; 3) Sumatra	○	-

Source: The authors, based on donors' URLs

Note: * there are three different projects under each of the same listed titles.

4. SC in Indonesia Case

4.1 Comprehensive Approach in Education Cooperation

SC has been merely one (sub) component of the projects that ADB and the WB have conducted in the education sector in Indonesia. Figure 1 compares three conceptual models of assistance framework in education cooperation comprising a SC component.

All three show how capital, as input, finally manifests effects on students as an end outcome. In the GGA model, in which a Japanese consulting firm plays an important role as a contractor of (A) grant, two main activities are basically depicted: (a) school buildings and facilities construction as cooperation in hardware; and (b) the soft component of school management support through the central/local government and the school committee. Also, (c) the effects of technology

Table 2 Expected Effects from SCPs and Corresponding Key Indicators

Items	Key Indicators
1. Direct Effects	
(1) Improvement of Education and Study Environment	
○ Expansion of student capacity	1, 2, 3, 4, 5, 18, 20, 25
○ Improvement of access to education	1, 2, 8, 9, 18, 19, 25
○ Improvement in the quality of study	6, 7, 20, 21, 22, 25, 28
○ Improvement of sanitary environment at school	11, 12, 13, 18, 23
○ Improvement of school buildings/classrooms	10, 18, 25
(2) Improvement of School Management	
○ Maintenance of school buildings and support facilities	14, 17
○ Improvement of the staff's capacity (soft components)	24, 25
○ Establishment of maintenance systems for education materials and equipment (soft components)	24
○ Improvement of school management systems and plans (soft components)	18, 20, 24, 25
2. Indirect Effects	
(1) Secondary Effects on Target Society/Promotion of Community Activities	
○ Facilities use for adult education activities, teachers in neighboring areas and community activities	3, 4, 5, 6
○ Promotion of community's participation in school management and maintenance	24
○ Improvement of sanitary environment around school	11, 12
○ Expansion of employment opportunities	28
○ (2) Reduction of Facilities and Equipment Maintenance Fees	15, 27
(3) Effects of Technology Transfer to Local Contractors	(N.A.)**
3. Other (Long Term Effects)	
○ (1) Correction of Discrepancies in Education Quality among Regions*	2, 3, 21, 22, 28
Key Indicators*** directly related to construction of school and support facilities	
1. enrollment rate in target regions	
2. number of students at target schools	
3. number of (increased) classrooms at target schools	
4. average size of classroom at target schools	
5. frequency of classroom use at target schools	
6. frequency of (newly established) school facilities use at target schools	
7. sufficiency of school furniture and education materials at target schools	
8. average commuting time at target schools	
9. average attendance rate and hours at target schools	
10. percentage of temporary or old unsafe classrooms in target regions	
11. percentage of schools in target regions at which safe water can be obtained	
12. percentage of schools that have restrooms in target regions	
13. ratio of students per stall in restroom at target schools	
14. ratio of schools in target regions that have a principal's office, a teachers' room and a storage room	
15. amount of school building rent at target schools	
16. conversion rate from temporary to permanent school buildings at target schools	
17. five scales rating of facilities maintenance (e.g. durability, water and electricity use, rain leakage, cracks in walls, and school furniture installment)	
Other related indicators***	
18. percentage of female students in target regions	
19. dropout rate in target regions	
20. conversion rate from part-time to full-day school in target regions	
21. ratio of students to teacher at target schools	
22. number of (qualified) teachers in target regions	
23. number of active school committees for sanitary management at target schools	
24. number of activities implemented according to the school committee's activities plans at target schools	
25. degree of student satisfaction with education services at target schools	
26. average scores of nation-wide exams in target regions	
27. tuition per student at target schools	
28. employment rate in target regions	

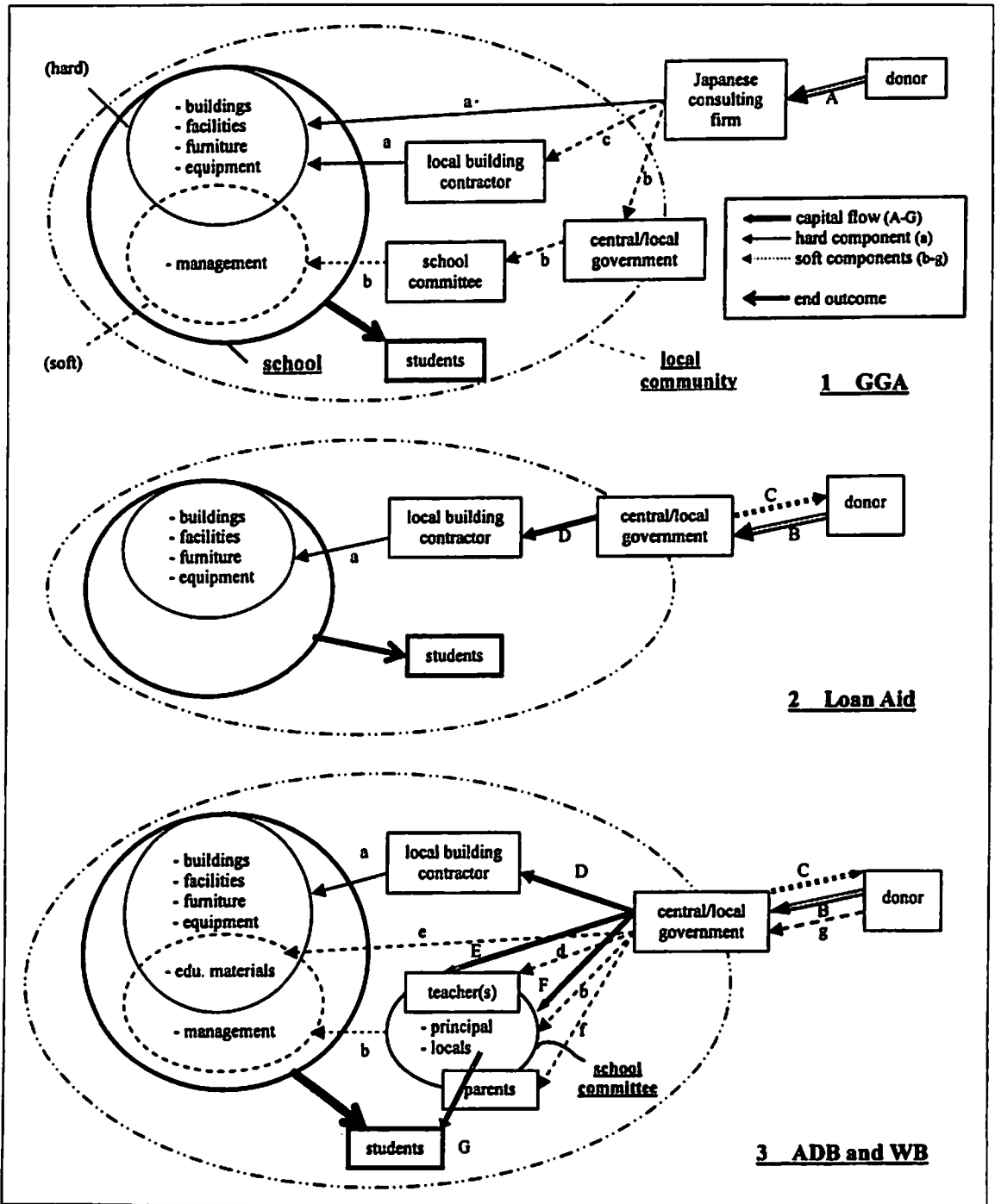
Source: The authors, based on review results of B/D Study reports, ex-ante evaluation tables and ex-post evaluation reports

Note: * in the case of nation-wide projects in which some specific indicators are used for comparison among target regions

** no indicator is found in the reviewed documents.

*** underlined indicators are actually employed in the ex-post evaluation reports.

Figure 1 Three Types of Conceptual Models of Assistance Framework in Education Cooperation



Source: The authors, based on review results

Note: In reality, there may be some exceptional cases of projects to which these models cannot be completely applied.

transfer are depicted. In the second model of Loan Aid in Japan's ODA, SC is the main component under (B) the loan, in which the recipient country uses more discretion and involves fewer stakeholders. Also, (C) repayment of loan is assumed after project completion.

Meanwhile, in the third model of the two agencies' framework, in addition to (a) and (b), other components through the central/local government are shown, such as: (d) training of teachers; (e) development and provision of materials for teaching; (f) provision of information to students' parents; and (g) other possible components. Also, (D) capital for construction; (E) salary for teachers; (F) school management budget; and (G) scholarships for students are important elements. This model is more comprehensive regarding which interaction among more stakeholders within the community can be seen.

Accordingly, the two agencies' evaluation reports do not focus only on the SC component, but rather cover all components widely. One issue is noteworthy: the connections between components are not always clear and thus, attribution of project effects to activities is not precisely described. Therefore there is still room for improvement in their evaluation — i.e. focusing, in order to deepen analyses, on different aspects of a project in the application of the DAC's five criteria from holistic viewpoints. This approach can also be applied in SCPs in GGA.

4.2 The Government's Evaluation Framework and System

"New School Units Development Program Implementation Guidebook," issued by MoNE in 2004, was originally developed with the WB's support, for the purpose of smoothly implementing, through provision of block grants, new SCPs at the lower secondary level⁹. From review results, the guidebook illustrated key issues, including: 1) specific criteria for the selection of school sites; 2) a detailed description of roles and responsibilities of stakeholders who are involved in the project implementation and management, including the MoNE and local government officers at each administrative level,

members of the SC committee and local consultants in the field; and 3) a clear range of project monitoring and evaluation, and description of persons in charge and their tasks. In other words, the government owns its framework and analysis viewpoints for evaluation of SCPs at the lower secondary level in the local context. This is a case example that proves that local standards and criteria for management and evaluation of SCPs exist in a developing country.

"School Improvement Grant Program II — SC Advisory Services," also issued by MoNE in 2004, mainly focuses on technical aspects in renovation of elementary and junior high schools through the second school improvement grant program by the Indonesian Government, and deals with renovation activities through the program at 2,875 schools in 16 provinces in 2003. From review results, the report illustrated general key issues regarding evaluation of management and results of grant programs, including: 1) quality and efficiency of renovation activities; 2) effects of grant; 3) transparency of activities; and 4) social participation. The report also deals with specific points, such as: 1) aesthetic elements as a construction quality issue; 2) the importance of a higher ratio of capital allocation for hard components as well as a provision of manpower or donation from the local community; and 3) the importance of a higher degree of understanding and recognition of tasks and responsibilities at all administrative levels for promoting smooth implementation of activities and preventing people from concealing budget information. Indonesia obviously has its own evaluation system for school renovation activities with clear recognition of some issues specific to school renovation in the field.

The question may be asked: is Indonesia considered to be a special case among developing countries? In fact, there are other countries that have recently established similar kinds of guidelines with donor agencies' support. In Afghanistan, the Ministry of Education and UNICEF have developed guidelines for school facilities construction and published them in 2003 (JICA *et al.*2004). In East Timor, the basic

designs for education facilities established in the Fundamental School Quality Project, supported and initiated by the WB in 2002, have been adopted as the standards (JICA and MKJ2003). Likewise, in Vietnam, the designs for school buildings used in a Japanese GGA project have been adopted as the standards (IDJ2004). These countries, including Indonesia, are not considered to be the only cases.

5. Evaluation Guidelines for SCPs

5.1 Issues in Current Evaluation of SCPs

One main issue in current evaluation of SCPs that emerged from review results was the difficulty in using the DAC's five criteria effectively. In some cases, evaluation viewpoints and items are confused and corresponding indicators are insufficiently set or not employed, as mentioned in Chapter 3. In other cases, holistic viewpoints are lacking in evaluation of projects that are composed of multiple components involving different stakeholders, as stated in Chapter 4. Another issue is new trends in the establishment of guidelines and local standards for SC and relevant systems in developing countries, as discussed in Chapter 4. Considering these points, an extract of newly established evaluation guidelines for SCPs is presented in this chapter.

5.2 Premises for Guidelines

The guidelines can be applied for evaluation of SCPs at any time, regardless of whether the target projects, as described in 3.1, are completed, on-going or in the future⁹. Potential users are mainly those involved in evaluation of SCPs in developing countries, which are supported by any donor regardless of the type of assistance framework. The guidelines are developed with the application of the DAC's five criteria, and from the standpoint that extended effects on school management or local communities from other soft components or support facilities construction should also be examined.

Another important premise is to integrate the recipient country's existing system. Evaluators need to

obtain relevant information in the recipient country, and to examine whether existing guidelines and local standards for SC have been applied in project formulation and implementation, and if not, the reasons why. In the case that the target country has its own established evaluation system, the possibility of utilizing existing reports or data and applying local viewpoints in evaluation may be considered.

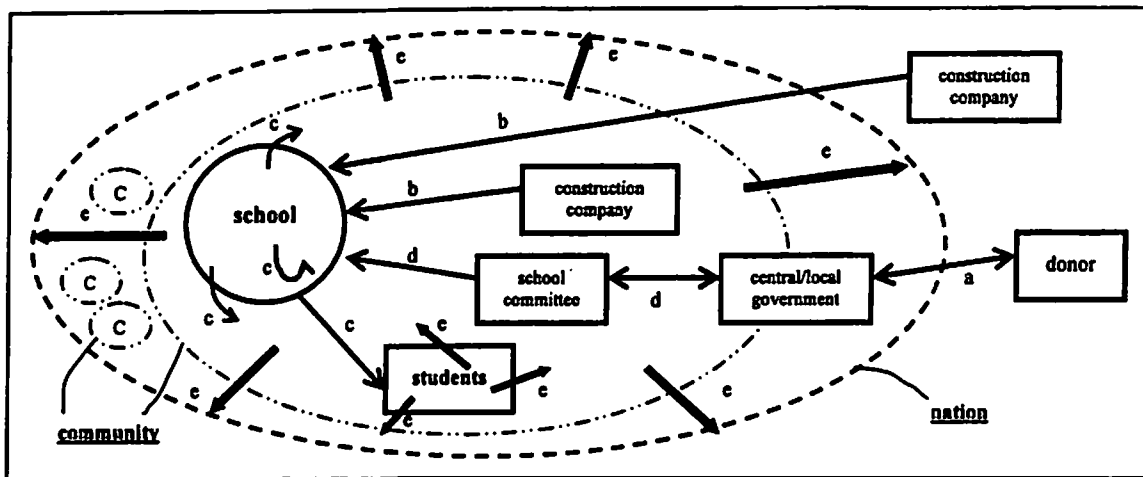
5.3 Guidelines Based on DAC's Five Criteria

Figure 2 shows a conceptual picture of the five criteria and relationships among stakeholders. This has been developed, based on the discussion in 4.1, for the purpose of visualizing main viewpoints for the criteria linked to each relationship¹⁰. The main viewpoints are as follows: (a) relevance principally relates to the policies between the donor and the recipient country; (b) efficiency directly concerns the performance of the construction company itself; (c) effectiveness usually refers to positive changes brought to school, students and the target community from SC and other components; (d) sustainability particularly focuses on school management issues and the school committee's role; and (e) impact basically deals with the issue of human resources development in the community, and sometimes with extended effects at the national level if the project is widely conducted in other regions. Detailed evaluation viewpoints for each criterion are described as follows.

5.3.1 Relevance

Relevance is assessed from the main viewpoints 1 to 3 as shown in Table 3. Key issues for each viewpoint are shown in *italic*. Regarding the appropriateness of the selection of assistance framework in the case of bilateral aid, which has never been discussed in the actual evaluation of SCPs in the past, differences in construction costs per school building within the selected framework may be questioned. This issue needs to be discussed from the recipient country's viewpoint within their policy framework. In fact, the construction cost per building is merely an indicator that could show the durability of

Figure 2 Conceptual Picture of DAC's Five Criteria and Relationships among Stakeholders



Source: The authors

Table 3 "Relevance" and Evaluation Viewpoints

	Relevance
Viewpoints and Key Issues	1. Consistency with the recipient country's national policy in the education sector ○ <u>Coordination with other donors</u>
	2. Needs of target groups and regions in the recipient country ○ <u>Appropriateness of the selection of assistance framework</u> • (In Japan's ODA case) Loan Aid, Grant Aid (GGA, etc.), Technical Cooperation • Assistance approaches (e.g. participatory approach) • Consideration of the influences caused by natural disasters (trade-off between the construction cost per school building and the number of school buildings) ○ <u>Coordination with other assistance frameworks</u> • (In Japan's ODA case) Coordination with Loan Aid, Grant Aid and Technical Cooperation ● <u>Appropriateness of selected target areas and groups</u> ● <u>Consideration of the environment</u> ● <u>Lack of unrelated profitability</u>
	3. Consistency with donor country's aid policy, and its relative development level* in target region ○ <u>Consideration of the construction technology level</u>

Source: The authors, based on relevant reports (same for Table 4 to 7)

Notes: (○) newly emerged issues in this study; (●) already observed issues in past evaluation reports (same for Table 4, 6 and 7)

* only in cases where the project is conducted by a bilateral aid agency

the building. The degree of durability should be determined considering the possibility of being affected by natural disasters in target regions. Accordingly, the construction cost per building and the number of schools to be constructed may change. That is, this cost issue highly involves political and technical judgment based on the recipient country's

request. Thus construction costs are more a matter of the relevance of the target project, rather than the efficiency.

In terms of the issue of the donor country's relative level of development in the target region, evaluators need to look at the degree to which the construction technology level in the region has been

Table 4 “Efficiency” and Evaluation Viewpoints

	Efficiency
Viewpoints and Key Issues	<p>1. Efficiency within the selected assistance framework</p> <ul style="list-style-type: none"> ○ <u>Appropriateness of original plans in the local context</u> <ul style="list-style-type: none"> • Project range and its quality (decision-making or selection of construction designs - e.g. the size and type of school buildings, aesthetic elements - and materials, construction of support facilities, and provision of school equipment) • Project designs (budgets, project period, implementation system and labor force) ● <u>Differences between original plans and actual results</u> <ul style="list-style-type: none"> • Project budgets • Project period • Purchase and/or selection of equipment and manpower (including the employment situation of consultants, and performance of members of school committee and contractors)

considered in decision-making in terms of coordination with other assistance frameworks (especially technical cooperation) and implementation of soft components within the target project. The issues of coordination with other donors and assistance frameworks should also be considered in discussing relevance of the target project.

5.3.2 Efficiency

The issue of comparison of the costs per school building within different assistance frameworks is not a matter that concerns efficiency. Rather, differences between original plans and actual results within the selected assistance framework should be assessed regarding particular items shown in Table 4, and reasons questioned on the assumption that the selected framework is appropriate. The guiding premise here is that the original plans, including “project range” and “project designs,” were appropriately made. As an important basis for value judgments, local knowledge and systems should be emphasized, which is an important evaluation viewpoint that has emerged from this study. Regarding “project range,” evaluators should examine the appropriateness of the original plans based on the technical knowledge of local technicians or consultants in the region, considering local construction criteria or the current status of equipment purchase. In terms of “project designs,” items related to performance of stakeholders are assessed with maximum consideration of existing

relevant guidelines or rules in the country regarding stakeholders' tasks and responsibilities in SC.

5.3.3 Effectiveness

Firstly, construction of school buildings, laboratories, playgrounds and support facilities has effects¹¹ on target groups or societies. These effects are categorized as: 1) direct effects — i.e. improvement of education and the study environment for students; and 2) indirect effects on local communities. Effects from soft components are also examined if they have been involved in the project range. Key issues shown in Table 5 are all re-categorized from the contents of Table 2, and the corresponding indicators for each issue in the table can be employed as they appear. To assess direct effects, evaluators first need to obtain existing data or conduct surveys to collect necessary data in the field, and then consider the possibility of applying existing local criteria or numerical values, with a view towards gender equality. Meanwhile, it is generally difficult to precisely measure effects on quality of education. Among the items listed under indirect effects, the issue of technology transfer is a new important consideration in the evaluation of SCPs. This is true, not only in GGA, but in Japan's ODA case, regardless of the type of assistance framework, or even in other donor's assistance frameworks. From the observation in 3-2, it is desirable to develop indicators regarding this matter.

Secondly, it is important to examine effects from

Table 5 "Effectiveness" and Evaluation Viewpoints

	Effectiveness
Viewpoints and Key Issues	<p>1. Effects on target societies or groups from construction of school buildings and facilities <Direct Effects></p> <ul style="list-style-type: none"> ● <u>Improvement of education and study environment for students</u> <ul style="list-style-type: none"> • Enrollment situation for students and school environment • Quality of education • Safety and sanitary environment at school <p><Indirect Effects></p> <ul style="list-style-type: none"> ● <u>Promotion of activities in local communities</u> <ul style="list-style-type: none"> • Degree of facilities utilization by local teachers, or for education activities in local communities ● <u>Usefulness of support facilities in local communities</u> <ul style="list-style-type: none"> • Level of restroom and water facilities use in local communities • Sanitary environment around school ● <u>Effects of technology transfer to local contractors</u> ● <u>Expansion of employment opportunities</u> ● <u>Reduction of maintenance costs for facilities, school fees and commute fees*</u> <p>2. Effects on target societies or groups from soft components**</p> <ul style="list-style-type: none"> ● <u>Improvement of utilization management of school buildings and facilities</u> <ul style="list-style-type: none"> • Maintenance of principal's office, teachers' room, equipment, and storage areas • Local community's understanding, cooperation and involvement

Nota: (●) re-categorized issues from the contents of Table 2 (same for Table 6)

*these can be particular issues for target regions or project contents; ** only in cases where soft components are involved

assisting the management of daily utilization of school buildings and facilities as soft components. In this case, the local community's participation is key — i.e. the actual level of the local community's understanding, cooperation and involvement.

5.3.4 Sustainability

Sustainability is assessed from the three main viewpoints as shown in Table 6. Among the key issues listed, the appropriateness of conditions for school location is an important consideration that has emerged from this study. Evaluators need to assess the neighborhood environment while considering the possibility of applying existing guidelines or criteria set by the recipient country. Another new issue in the evaluation of SCPs is the degree to which school buildings and support facilities satisfy geological, meteorological and socio-cultural conditions. This should be examined considering local criteria based on technical knowledge of local technicians and consultants. Listed items should be examined

periodically after the completion of the project.

5.3.5 Impact

Mid-/long term project effects on the education sector in target regions or the recipient country should be examined. More specifically, as shown in Table 7, evaluators need to assess the degree to which the project contributes to the development of human resources and the education environment in the region, or at the national level in cases where the project is conducted nation-wide. Indicators such as the enrollment rate and the number of students per class can be used, and changes in types of employment or future study of graduates can be assessed. Also, correction of discrepancies in education quality among regions over a long term is another consideration. Evaluators, however, should keep in mind that it is very difficult to scientifically prove direct project effects even when those indicators are used.

In cases where a pilot component is involved using model schools in the project, it is necessary first

Table 6 “Sustainability” and Evaluation Viewpoints

	Sustainability
Viewpoints and Key Issues	<ol style="list-style-type: none"> 1. Appropriateness of school and facilities maintenance <ul style="list-style-type: none"> ● <u>Appropriateness of maintenance system and plans</u> <ul style="list-style-type: none"> • Status of school and facilities maintenance • Technical standards, capacities and clarity of rights and duties of those in charge and concerned • Maintenance and repair plans of school buildings and support facilities (including budgets) 2. Durability and safety of school buildings and support facilities <ul style="list-style-type: none"> ○ <u>Appropriateness of conditions for school location</u> <ul style="list-style-type: none"> • Harmony with the environment • Safety for students ○ <u>Degree to which natural and socio-cultural conditions are satisfied</u> <ul style="list-style-type: none"> • Appropriateness in technical aspects 3. Appropriateness of school management <ul style="list-style-type: none"> ◎ <u>Appropriateness of and future prospects for school management</u> <ul style="list-style-type: none"> • School management capacity and clarity of rights and duties of local government officers, school teachers and staff, and members of school committee • Community's school management capacity or involvement in school management • Key persons' cooperation and involvement in target regions ● <u>Soundness and transparency of financial situation</u>

Table 7 “Impact” and Evaluation Viewpoints

	Impact
Viewpoints and Key Issues	<ol style="list-style-type: none"> 1. Degree of contribution to the education sector <ul style="list-style-type: none"> ● <u>Degree of contribution to the development of human resources in target regions</u> <ul style="list-style-type: none"> • Education environment in target regions • Mid-/long term effects on target groups ● <u>Degree of contribution to the education sector at the national level*</u> <ul style="list-style-type: none"> • Education environment at the national level • Correction of discrepancies in education quality among regions 2. Outcome produced from a pilot model component** using model schools <ul style="list-style-type: none"> ○ <u>Usefulness of the developed model and its applicability</u> <ul style="list-style-type: none"> • Manual of experiences at model schools ○ <u>Appropriateness of component designs for applying the model</u>

Nota: * only in the case that the project is conducted nation-wide; ** only in cases where a pilot component is involved

to distinguish target beneficiaries in the pilot component from other beneficiaries in the project¹², and examine the usefulness of the developed school management model, its potential applicability to other regions, and the appropriateness of component designs for applying the model. These issues have rarely been discussed in actual evaluation reports in the past.

5.4 Remarks for Application of Guidelines

Evaluators should first consider exogenous conditions and their influence on the target project. Main exogenous conditions related to SCPs include: 1) consistent allocation of budgets for school management and facilities maintenance; 2) improvement of infrastructure around schools and access conditions; and 3) employment and placement of teachers. These conditions are directly subject to the

decision-making of the central and local governments in the recipient country. Also, 4) improvement of education regarding sanitation is an important issue related to construction of support facilities.

The contents of statistical data in the education sector of the recipient country highly affect the way of evaluation. Evaluators need to clearly understand the education policy of the target region or country and make evaluation designs utilizing available information or data, and may have to change the designs at any point, depending on the situation.

These guidelines emphasize the importance of local systems and standards in evaluation and will, no doubt, be refined through utilization in the field. In the case that users are identified, evaluation viewpoints can be more specific. It is desirable to add new viewpoints, items and indicators after examining more cases of SCPs. However, some criteria regarding SC that are specific to a certain country, may not necessarily be applied in other countries due to the different socio-economic and cultural factors, and thus, collection of such data may sometimes not be useful. Meanwhile, it is meaningful to collect indicators and relevant data regarding the improvement of education and study environment for students in relation to follow-ups for EFA and the Millennium Development Goals.

6. Summary and Prospects

This study presented a list of collected indicators related to SC, conceptual models of assistance framework in education cooperation, new trends regarding SC in developing countries, a conceptual picture of the five criteria and relationships among stakeholders for evaluation of SCPs and an extract of newly established evaluation guidelines for SCPs. Key issues that emerged in establishing the guidelines include: 1) the issue of cost per school building should be discussed from the viewpoint of relevance; 2) in order to examine extended effects of SC and other components, it is necessary to apply the five criteria

from holistic viewpoints, considering stakeholders' roles in the local community; and 3) various systems regarding SC are being established in the education sector in developing countries, and evaluators should take them into maximum consideration in evaluating SCPs.

Recently, a shift from single projects in education to comprehensive education assistance has been observed at some donor agencies. Meanwhile, evaluation methods for education assistance may accordingly change to become more systematic (Muta2003). For instance, there has been a move among donor agencies towards joint evaluation in basic education (Imoto2003). The shift of interest in assistance evaluation from the project level to the program and policy levels is another issue that has arisen in evaluation of education assistance (Nagao2003). This shift is key to promoting coordination not only in evaluation, but also in aid implementation among donors. Regarding SCPs in developing countries, donors need to adjust and modify their project designs in accordance with existing local systems related to SC. The number of single projects may decrease and comprehensive education assistance may expand. In that case, evaluation should be implemented in a holistic and systematic way, and the application of the presented guidelines will be helpful.

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Notes

- 1 As seen in the “Dakar Framework for Action” agreed at the World Education Forum in 2000, main issues include: 1) qualitative improvement and quantitative expansion of school attendance in primary and secondary education; 2) reduction of disparities in education; and 3) improvement of educational management (JICA 2002a).
- 2 Since 1979, 184 projects have been conducted in 47 countries, and the total amount provided has been 151.6 billion yen (based on obtained JICA documents).
- 3 The main reasons for this are as follows: 1) contractors are limited to Japanese firms; and 2) the rule of annual budgeting is always applied (IDJ2004).
- 4 Based on results of interviews conducted by the author (Morita), donor agencies in Japan and the WB and ADB have not developed evaluation guidelines for their SCPs. In “JICA Evaluation Handbook for Basic Education Development Projects” published in March 2004, no specific issues or indicators related to SC are mentioned.
- 5 Regarding the other 5 projects, no evaluation documents were published as of December 2004.
- 6 “Construction” of school buildings includes: 1) new construction; and 2) re-construction. The former includes: 1) new construction at a site where a teacher previously regularly offered classes to a certain number of students in the open air; and 2) new construction at a site where no classes of any kind were previously offered. The latter means construction of new school buildings after tearing down originally existing school buildings.
- 7 “Expected effects” emerged mostly from the review results of the B/D study reports, while key indicators are from those of both the ex-ante evaluation tables and the ex-post evaluation reports.
- 8 A block grant is a subsidy that the government has provided since 1998 for constructing new school buildings in areas in poverty or management and maintenance of existing schools, financially supported by the WB or ADB (JICA2001). Prior to this, there was a specially funded program to support construction of elementary school buildings all over the nation, called “Inpres,” initiated in 1973. After achieving a nearly 100 percent average enrollment rate for elementary education at the national level in 1993, the government has raised the goal of realizing a nine-year compulsory education system by 2010.
- 9 Emphasis may be placed on different viewpoints depending on the evaluation timing — usually, relevance is emphasized in ex-ante evaluation; relevance and efficiency in mid-term evaluation; relevance, efficiency and effectiveness in terminal evaluation; and sustainability and impact in ex-post evaluation (JICA2002b).
- 10 In evaluation, it becomes important first to place the target project in the recipient country’s policy structure. Regarding the relationships between policy structure and the DAC’s five criteria, refer to Miyoshi *et al.* (2003).
- 11 The application of economic analysis methods may not be useful in an attempt to measure some of the target project’s effects in the education sector. For instance, the cost-benefits analysis is usually not implemented in JBIC projects in the education sector in which there is no profitability in general or benefits cannot easily be measured quantitatively (JBIC2003). The cost-effects analysis involves some technical difficulties regarding data collection, and is also usually not applied (OECF1999).
- 12 Refer to Morita *et al.* (2003) for a model of “pilot project regarding model development and its application.”

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