

Abstract

Study on Development of Performance Evaluation Model for Educational Development Cooperation Projects in Korea

Jinhee KIM

The international community has emphasized significance of performance evaluation on development assistance activities in consecutive general assembly of development assistance by OECD/DAC through final documents including Rome Declaration on Harmonization(2003), Paris Declaration on Aid Effectiveness (2005), Accra Agenda for Action(2008), and Busan Partnership for Effective Development Cooperation (2011). Under the circumstances, there is an increasingly loud call for self-examination about quality improvement on performance evaluation beyond quantitative expansion in Korea as well. This study is carried out, at this point of time in particular, to develop performance evaluation model(PEM) for educational development cooperation projects, one of priority area in global development cooperation. The study starts from three major research questions: First, what are features of Korea's educational development cooperation in the aspect of performance evaluation. Second, what are domestic and foreign PEMs for educational development cooperation and implications deduced from them? And third, what is PEM to effectively reflect characteristics of Korea's educational development cooperation? In order to answer these questions, the research employs various methodologies and draw out the conclusion. Specific scope of research and contents, methodologies and research findings can be stated as below.

Ⅰ Scope of Research and Contents

The research study analyze various aspects of trends and cases of performance

evaluation on educational development cooperation. It includes case study from Korean and international organizations that independently execute performance evaluation for educational development cooperation. For foreign cases, it focuses on international organizations such as OECD DAC, World Bank, and ADB and advanced donors including the United Kingdom, the United States and Japan. The case studies enables the paper to bring about implications to develop PEM for educational development cooperation and review the Korean PEM that is currently utilized.

As a result, the paper proposes PEM for educational development and cooperation. The PEM introduced in this paper includes not only objectively verifiable indicators(OVIS) but also objective, system, practice and application of results by setting the model in a broader sense. In other words, the study develops PME in comprehensive context and also seeks ways to apply expansively.

I Methodologies

Literature review is based on publications of OECD DAC that take the initiative for discourse on performance evaluation of development cooperation, World Bank and ADB that carry out multilateral development cooperation projects in international community in practice and advanced donor agencies including USAID, DFID and JICA. Moreover, in order to review the current status of performance evaluation for educational development cooperation and to suggest directions to improvement, evaluation mechanism of KOICA and EDCF, two major aid agencies in Korea, is analyzed. In addition, development cooperation projects propelled by the Ministry of Education, the authority in charge of education were also examined. In the literature review, evaluation mechanism, framework and indicators, trends and evaluation cases of implementation agencies were looked through and features were analyzed.

Overseas field researches made it possible to include voices of policy-makers, working group for evaluation, experts in educational development cooperation in each country and add qualitative analysis with sense of realism. The recent trends in performance evaluation was identified through the field research, making use of not only international aid organizations of OECD, World Bank, advanced donors including USAID, DFID, JICA, and

diverse range of aid agencies and specialists in academia.

Delphi method includes three groups of 1)experienced person in educational development cooperation 2)experts in educational development cooperation and 3)experts in performance evaluation to systematically gather opinions of specialists, engaged in various issues related to research and cooperation. A total of 27 experts among policy-makers, academia and evaluators participated in the method. These participants collect extensive opinions on objective, main agent and implementor, time, utilization of results and features of education sector. In addition, experts also discuss sub-sectional details to apply five evaluation criteria such as relevance, efficiency, effectiveness, sustainability and impact proposed by the OECD DAC. Lastly, they also discuss how to apply five criteria to phases (design-implementation-outcomes) of development cooperation projects and determine an order of priority.

Issues-based forum was designed to supplement the outcomes of the delphi method and add critical contemplation of educational factors to be considered in evaluation of the projects. In the discussion, experts participated in the delphi method, government officials in educational sector, and professionals related shared the findings of delphi method and discuss further in open texture.

Expert meeting includes policy-makers, personnel in development cooperation agencies, experts in international development and cooperation, experts in educational development cooperation, and experts in non-government organizations. The experts review collected data with diverse methodologies and the data was utilized to enhance validity and credibility of the paper.

Peer review was used to sustainedly draw out research topics and arrive at a conclusion among co-authors. Through this, data was analyzed progressively and conclusion was drawn out in each phase of the research project. Besides, researchers seek consultation and feedback from international networks made through the overseas field research. Furthermore, research contents and direction that researchers intend to develop were presented at various international symposium and scale of peer review was expanded in the process of consultation with foreign experts on PEM of educational development cooperation.

Research Findings (PME of Korean Educational Development Cooperation)

The outcome of this study, “PME of Korean Educational Development Cooperation” suggests objective, system, practice, objectively verifiable indicators(OVIS) and application of results.

First of all, in the section of objective of evaluation, clear role setting of evaluation and definiteness of project objective were emphasized in order not only to improve outcome but also to secure accountability of educational ODA in Korea. Only when clear-cut vision and objective are set for educational ODA on national level, effectiveness and quality of educational development cooperation projects can be enhanced and integrated control over the outcomes become possible. In addition, setting objective of evaluation is important in a sense that two pillars of major project purpose, currently being discussed,—education as a right to live like a human being and education as a stepping stone to achieve poverty alleviation and national growth based on human capital development— can jointly be fulfilled.

In the section of evaluation system, necessity of evaluation as a mechanism for iterative performance management was stressed. As is true of any education ODA projects, it is difficult to estimate desired outcome in a short period of time after completion of the educational ODA projects. Therefore, relevancy should be analyzed from the planning and design phases and framework for performance evaluation should be prepared on the planning stage. In this sense, this paper argues that ex-ante PEM in iterative manner is more important than ex-post PEM. Moreover, comprehensive point of view is required in response to in-depth PEM by projects or topic classifications.

Reinforcement of evaluation on educational ODA through joint-hands was emphasized in the section of practice of evaluation. The role of education experts is also important in terms of the fact that they can provide systematic consultations based on their understanding about multiple traits of education. Liaison and cooperation with organizations or departments, specialized in educational development cooperation projects is also meaningful. Evaluation on educational ODA must be basically people-centered and participatory mechanism should be adopted so that various beneficiaries, project interests, stakeholders and citizen interested can participate in the evaluation and play critical role in the process. In particular, the participatory mechanism has drawn attention in respect that both donor and recipient countries

can carry out joint evaluation. Effective feedback can be stimulated through enhancement in capacity building and ownership of recipient country in the process.

For objectively verifiable indicators (OVIS), PME was developed after classification of educational ODA projects, feasible for performance evaluation. The educational development cooperation projects are classified as below in <Table 1>.

<Table 1> Classification of Educational Development Cooperation Projects

Project Recipient Country	Tangible		Intangible			
	Physical investment and infrastructure establishment	Support of Intermediary goods	Intangible individual service	Intangible program support	Intangible idea service	
			Direct Impact	Indirect Impact	Direct Impact	Indirect Impact
Facility (School, Center)	goods/ financial support	human capital development	system/ program development	consulting/ contents development	research/ service	
Single Country	<ul style="list-style-type: none"> • school establishment • vocational training centre establishment • educational facility for teachers • language laboratory 	<ul style="list-style-type: none"> • equipment • teaching aids • school meals 	<ul style="list-style-type: none"> • education for teachers • student exchange program • scholarship program • training for teachers 	<ul style="list-style-type: none"> • ASEAN cyber university establishment • Development of leading university for international cooperation • development of educational program • program support 	<ul style="list-style-type: none"> • consultation for international cooperation policy for education • develop educational contents 	<ul style="list-style-type: none"> • demand survey and identify aid model • demand survey for education sector • performance management • feasibility study • policy study
Multiple Countries			<ul style="list-style-type: none"> • scholarly exchange program sponsored by governments • support for excellent foreign exchange students • support foreign students on their own expenses • invitational training for major countries • Invitational training for incumbent leaders 	<ul style="list-style-type: none"> • establish domestic and foreign cooperation mechanism • support establishment of consultative group 		

〈Table 2〉 Types of Evaluation Indicators of Education ODA

Criteria	Primary Provision			
	Infrastructure	Human capital development of single country	Human capital development of multiple country	Educational Program Support
Relevance	Connectivity to educational policy and national education development plan of recipient country			
	Reflect demand survey of recipient country			
	Achieve objectives of donor country			
	relevancy of direction and implementation direction	relevancy of direction and implementation direction	relevancy of direction and implementation direction	—
	educational environment and capacity of recipient country	educational environment and capacity of recipient country	—	—
	association of educational policy and norms of international community	association of educational policy and norms of international community	—	—
	conformity with CPS of Korea	conformity with CPS of Korea	—	—
	—	—	—	operation procedure
	—	—	—	support mechanism
	—	—	—	selection of supporting entity
Efficiency	efficiency over cost			
	efficiency of project operation			
	reasonable cost and budget allocation			
	reasonable expenditure of budget			
	Effective communication among project participants			
Effectiveness	achievement of educational program			
	output			
	possibility of utilization of output by recipient country			

Criteria	Primary Provision			
	Infrastructure	Human capital development of single country	Human capital development of multiple country	Educational Program Support
		system establishment for capacity building and connectivity to education system	system establishment for capacity building and connectivity to education system	-
	quality improvement	quality improvement	-	quality improvement
		expansion of educational opportunity	-	expansion of educational opportunity
Impact	partnership between donor and recipient countries			
	capacity building of program participants			
	conduciveness to policy of recipient country	conduciveness to policy of recipient country	-	conduciveness to policy of recipient country
	impact on learner(scholastic achievement and educational effect)	impact on learner (scholastic achievement and educational effect)	impact on learner(scholastic achievement and educational effect)	-
	impact on local community	-	-	-
Sustainability	ex-post educational program management plan (post management of donor and recipient country)			
	continuous estimation of output (educational performance and future performance)			
	continuous partnership	-	-	-
	maintenance capacity of recipient country(fiscal self-reliancy)	-	-	-
	participation rate of beneficiaries of education	-	-	-
Gender Mainstreaming	connectivity to gender equality policy of recipient country			
	contribution to reduction of sexual discrimination and promotion of gender equality			
	capacity building of women in recipient country			
	plan and implementation of gender mainstreaming on report	-	-	-

As discussed above, the study shows different types of evaluation criteria, indicators with diverse significance that can be utilized in accordance with characteristics of the educational ODA. Evaluation criteria for educational ODA can be distinguished with ones for other sectors in two aspects: first, by adding gender mainstreaming into five criteria presented by OECD DAC, the significance of education for women was taken into consideration as well as enhancement in effectiveness and sustainability, compatible to objective of educational program, can be achieved. second, different gravity of evaluation criteria for tangible and intangible educational ODA should be applied. In other words, whereas effectiveness should be emphasized for tangible projects, impact and sustainability would have less significance in intangible projects with features of 'medium-and long-term plan' and 'sustainable impact,' as it will be hard to estimate clear impact of the projects in a short period of time. The research findings will be utilized as a meaningful reference for the case of performance evaluation of educational development cooperation.

The most important factor in application of evaluation results is feedback. This paper stresses quality improvement through evaluation by systematically reflecting results of evaluation into project design and policy. Features of education sector such as medium-and long-term plan and invisibility of education effect should be effectively mirrored in the feedback and lessons from the evaluation should be accommodated into policy design and binding force in implementation.

Ultimately, performance of education projects must be continuously evaluated and upgraded in order to promote educational development in true sense, in that results of evaluation should be reflected to growth of learners and social development of recipient countries. Consequently, it is urgent to establish framework for evaluation on educational development cooperation and to cultivate culture to reasonably utilize the results in the near future.

Last but not least, the study presents nine pivotal policy suggestions for improvements in PEM of Korea based on the research findings.

- Establish objectives and principles of Korean Educational ODA on National level
- Recall the importance of performance evaluation in educational development cooperation

tion projects

- Launch PEM in all phase of educational development and cooperation projects
- Perceive multi-faceted performance evaluation reflecting feature of educational development cooperation
- Consider variance of evaluation indicators in educational development cooperation projects
- Utilize evaluation methods suitable for objective and capacity of evaluators
- Strengthen expertise and role of evaluation personnel in educational development cooperation projects
- Emphasize the gravity of contextual and participatory approach in evaluation of educational development cooperation projects
- Reinforce feedback mechanism to effectiveness of educational development cooperation projects