A STUDY ON KOREA'S ODA TO EDUCATION AND ITS IMPLICATIONS

By

JEON, Inja

THESIS

Submitted to

KDI School of Public Policy and Management

in partial fulfillment of the requirements

for the degree of

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Professor Abraham Joseph SHRAGGE

Professor Kye Woo LEE

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ABSTRACT

A STUDY ON KOREA'S ODA TO EDUCATION AND ITS IMPLICATIONS

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Thanks to initiatives from international communities to provide everyone equal opportunities to be educated, such as "Education for All (EFA)" and "Millennium Development Goals (MDGs)," the enrollment rates of primary schools reached 89 percent in developing countries in 2012. It is indeed a great advance for international society as a whole to pursue universal education. However, still over 800 million people remain illiterate. In other words, there are many students enrolled in school, but there are also many pupils who are not learning. Thus, having people in developing countries enrolled in schools is not enough. Rather an effort to let them stay in school where the quality of education is also improved, for instance by providing qualified teachers and learning materials, is vital. This problem is resulted from concerted efforts of international societies to expand access to education. In other words, we have mainly focused on broadening access to primary education without follow-up supports, such as improving educational quality and school management systems. Naturally this has raised concerns about quality of education in developing countries.

The purpose of this paper is to examine Korea's overall ODA to education and conduct case studies of other ODA donor countries' educational support in order to obtain insights and lessons for the Republic of Korea to execute more strategic and helpful ODA projects/programs to education.

By analyzing Korea's overview of ODA and ODA to education specifically, this paper found some limitations in Korea's ODA to education. First, Korea's ODA to education has been heavily focused on the quantity of education, which is accessibility to education, rather than the quality of education. Second, there has been no certain framework or priority set in executing its ODA to education. Third, in relation to the second factor, there is a weak relationship between total ODA and ODA to education. In other words, it is hard to predict Korea's contribution to education in a long term. Finally, there is a strong tendency to support secondary education, which conflicts with international trends which aim to achieve universal education.

From case studies of USAID and AusAID, it is evident that both U.S. and Australia perform their ODA activities to education based on a balanced approach, taking care of both quality and quantity of education in a long-term based. The reason why they incorporate both quality and quantity in their educational projects/programs is that any of those two cannot be overlooked in order to improve student learning outcomes.

Based on case studies, this paper suggests some policy implications to improve Korea's ODA to education. First, it is necessary for Korea to implement ODA to education with a balanced approach. Second, KOICA is recommended to promote some joint projects/programs with other donor agencies to enhance strategic aid provision and overcome the weakness of limited budget. Third, KOICA should involve a variety of Korean communities in designing, implementing and

evaluating education ODA projects. Fourth, Korea's ODA should pursue a long-term program instead of individual short-term programs.

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ABBREVIATION AND ACRONYMS

USAID	U.S. International Development Cooperation Agency
AusAID	the Australian Agency for International Development
ODA	Official Development Assistance
DAC	Development Assistance Committee
OECD	Organization for Economic Co-operation and Development
LDCs	Least Developing Countries
PISA	Program for International Student Assessment
WB	World Bank
SASS	Schools and Staffing Surveys
NIEER	National Institute for Early Education Research
CRS	Creditor Reporting System
KOICA	Korea International Cooperation Agency
EDCF	Economic Development Cooperation Fund
PAEM	Project d'Appui á l'Enseignement Moyen
CGE	School Management Committees
TEP	Teacher Education Project
CAPF	Comprehensive Aid Policy Framework
PMEP	Performance Management and Evaluation Policy
QAI	Quality at Implementation
ESP II	Education Sector Project II
ADB	Asia Development Bank
NZAID	New Zealand Agency for International Development
MESC	Ministry of Education, Sports and Culture

AQEP	Access to Quality Education Program
MoE	Ministry of Education
ESDP II	Education Sector Development Program II

I. INTRODUCTION

I.1 Objectives and Scope

Effective Official Development Assistance (ODA) to education requires a balanced approach between investment in quality and quantity. Thanks to initiatives from international communities to provide everyone equal opportunities to be educated, such as 'Education for All (EFA)' and Millennium Development Goals (MDGs)' enrollment rates in primary schools reached 89 percent in developing countries in 2012.[1] Even though this is a great improvement for the international society as a whole to pursue universal education, still over 800 million people remain illiterate. Thus, having people in developing countries enrolled at schools is not enough, rather an effort to let them stay at school by improving quality of education is vital. This problem emerged from concerted efforts of international societies to expand access to education. In other words, we have mainly focused on broadening access to primary education with not much follow-up support, such as improving educational quality and school management systems. Naturally this raises concerns about quality of education in developing countries.

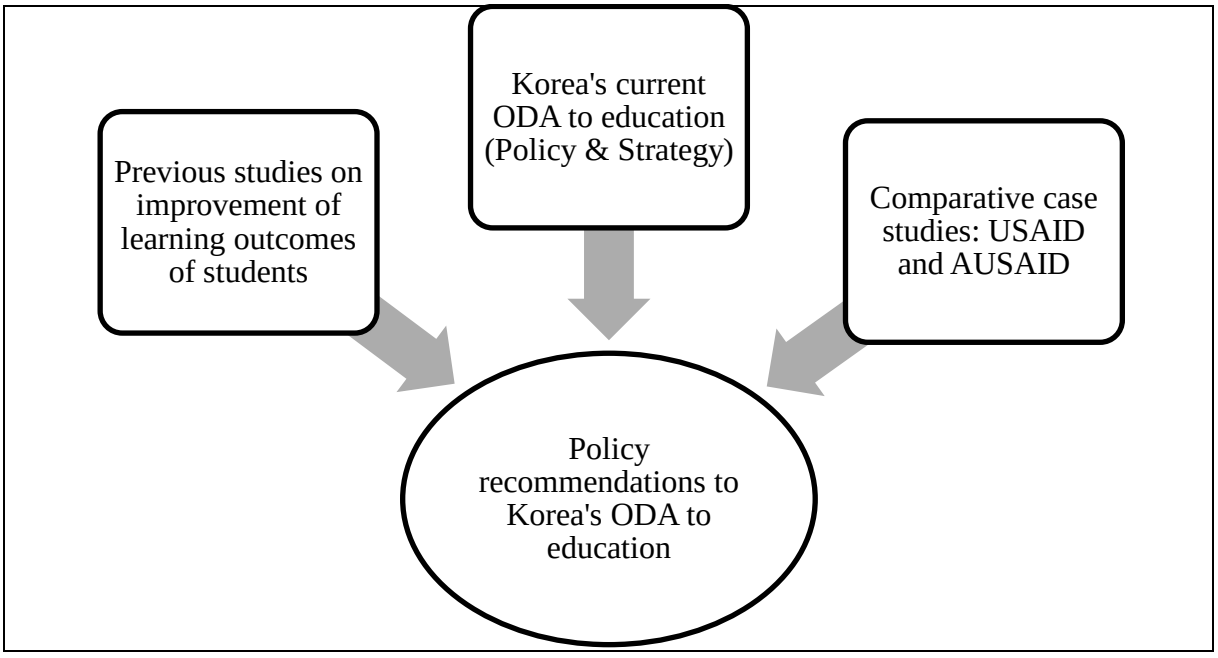
Since initiating ODA, Korea's ODA to education has greatly emphasized quantity, which might render the programs less effective than they could have been. It also shows a lack of theoretical rationale since a large number of literatures on education quality suggests that both quality and quantity are critical in improving student achievement. Better prioritization and consistency, which aim to keep a balanced investment for both quality and quantity of education,

[1] http://wdi.worldbank.org/table/2.11.

in Korea's ODA to education, will make the country's investment much more valuable in obtaining good educational outcomes in developing countries.

In addition, Korea's investment in education has fluctuated over the years. One of the reason attributed to the fluctuation may be the absence of an overall central institution for ODA management. Instead of one single institution that takes charge of ODA management, rather many different government ministries such as the Ministry of Foreign Affairs and Trade (MOFAT) and Ministry of Strategy and Finance (MOSF) do; thus, ODA projects were not conducted in an integrated manner. In other words, Korea is recommended to establish better prioritized approaches that balance the quality and quantity of education from a single institution in charge of ODA to education to make its investment more effective. A flow of this study will be as follow.

[Figure 1] A study Flow



First, this paper will examine Korea's ODA history and current trend, followed by its ODA context focused on education. With found limitations of Korea's ODA to education, this paper tries to provide what can be done to overcome those weaknesses supported by some educational theories: educational quality is as important as increasing access to education in order to improve student learning outcomes. Some case studies of ODA leading countries such as the U.S. and Australia will be conducted to provide some implications as to how Korea's ODA projects/programs to education can be carried out by balanced approach to achieve both enhanced access to education and improved student learning outcomes.

In this paper, I propose how Korea's ODA to education should be directed to improve the education quality for recipient countries though answering the following questions. First, what is Korea's current distribution of projects/programs according to education level? Second, what is the difference of ODA to education between other donor countries and Korea? Third, what should be done to improve student learning outcomes through ODA to education projects/programs? Thus, this paper investigates the status of Korea's education ODA and provides rationales how to improve education quality. Then, some examples of other donor countries on how they conduct ODA to education will be presented through case studies in order to suggest to Korea to find the most appropriate approach in ODA to education. This paper will include a literature review section to provide information on why 'software' is important in improving the quality of education. Then, the following research section will deal with Korea's strategy related to ODA to education and how ODA leading countries such as the U.S. and Australia conduct ODA to education to improve access to education as well as the quality of education. In the conclusion, policy implications will be suggested for Korea's ODA to

education in order to contribute both to increased access to education and improved educational outcomes.

I.2 Background and Context

ODA is official finance flow from the government of donor countries to the Organization for Economic Cooperation and Development's Development Assistance Committee (hereafter "OECD/DAC") designated to developing countries in order to promote the economic development and welfare of recipient countries, including 25% of grant elements. In 1970, international society first came to agree on a contribution of 0.7% of a donor's national income to ODA. Since then the 0.7% ODA/GNI target was considered as a reference to all aid targets and assessment of aid performance internationally.[2] Financial flow for ODA tends to increase every year. It reached 133,526 million of US dollars in 2011, which is almost double 2004'scontributing 79,854 millions of US dollars, indicating that ODA is expanding in terms of quantity. [3]

Accordingly, the portion of ODA channeled to education has increased gradually to about 10% of total ODA.[4] The trends of assistance to education have been formed by three major events in the world: the resolution "Education for All" (EFA) adopted by the World Conference on Education for All in 1990, the "Dakar Framework for Action" by the World Education Forum in

[2] http://www.oecd.org/dac/aidstatistics/officialdevelopmentassistancedefinitionandcoverage.htm.

[3] http://www.oecd-ilibrary.org/development/development-aid-net-official-development-assistance-oda_20743866-table1.

[4] http://www.oecd.org/dac/aidstatistics/42139479.pdf,15.

2000, and the "Millennium Development Goals (MDGs)" in 2000.[5] Thus, countries such as the U.S., Australia, and Japan have been increasing their portion of ODA to the education sector. Thanks to ODA to education during the last two decades, many developing countries have been able to equip themselves with educational facilities, e.g. school buildings, desks, and chairs. However, what is now also important is to enhance education quality because student performance cannot be improved only by building up schools, but it can be when it is accompanied by improvement of educational quality, e.g. teacher training, curriculum development, and textbook development. This tendency to invest in school facilities has resulted in low quality of education in some of developing countries. For instance, when Filmer, Hasan and Pritchett (2006), conducted the survey, asking 15-19 year olds to answer eight simple math questions, such as 2x3? 24+17= in Ghana, it turned out that only a quarter of respondents answered more than four questions correctly. Also, in India, only 56 percent of students enrolled in grades 5 and 6 in rural areas can read a simple story (grade 2 level) according to a 2008 nationwide survey.[6] Those and many other examples show that increased school enrollment does not necessarily translate into increased outcomes for students.

Along with this trend of increasing ODA to education, the world has put its eyes on Korea's rapid economic development for the last fifty years. Considering that development of human capital was one of the main driving forces behind such a sharp growth, developing human capital can be the key for economic growth and social welfare development elsewhere. Thus, providing assistance to education will significantly influence economic development of a recipient country.

[5] Yoshio FUKAI, "Evaluation Study on Japan's ODA to the Education Sector in Ghana," Earth and Human Corporation, 2004.

[6] Filmer et all, "A Millennium Learning Goal: Measuring Real Progress in Education," Center for Global Development Working Paper # 97, 2006.

In Korea, ODA has become a center of attention in terms of international development since Korea joined OECD/DAC in 2010. Korea's joining of OECD/DAC was the only case where a country transformed from an aid recipient to an aid donor in the world. In line with Korea's entry into DAC, it has been an urgent matter for Korea not only to expand the size of ODA, but also to establish effective ODA strategy to improve educational outcomes. However, the majority of Korea's education ODA projects/programs have been focused on providing infrastructure for education. For example, more than ninety percent of the education sector in Korea's ODA was used for education facilities and training while the rest was for education policy and administrative management in 2005.[7] In 2007, the situation improved slightly by increasing the portion of ODA for teacher training up to fifty-five percent, whereas the education facilities and training portions fell to about forty percent. Nevertheless, it was just a temporary phenomenon and the proportion for education facilities and training is increasing steadily again to about fifty-five percent and eighty-two percent in 2008 and 2009 respectively.[8] However, a more appropriate way of providing ODA to education is to balance quantity and quality of education. That way, ODA to education will be more effective in delivering improved access to education as well as student learning outcomes, which is an ultimate goal of investing in education.

In addition, the approach to provide education ODA should be treated differently according to the stage of a recipient country's economic and social development. For example, in some Least Developing Countries (LDCs), where no infrastructure for education is in place, the priority should absolutely be for building schools, of course. It is because unless there is a place

[7] Here, training does not mean teacher education such as in-service and pre-service training or materials development; rather it refers to language training, colloquia, seminars and lectures, according to a classification of aid by OECD.

[8] http://www.oecd.org/dac/aidstatistics/purposecodessectorclassification.htm.

where students and teachers can gather to teach and learn, improvement of education quality is hard to achieve. However, if infrastructure is not accompanied by quality improvement of education, investment in infrastructure would not enhance student learning results any longer. Thus, when designing ODA projects/programs for education, it is necessary to consider two elements, educational quantity and quality together. Since Korea's education ODA has been heavily focused on infrastructure for education, Korea's ODA to education now should increase its volume of support for improvement of educational quality.

II. Literature Review

As mentioned earlier, not only educational quantity but also educational quality matter; thus, some rationales for investing in educational quality will be provided in this section. Furthermore, Korea's current ODA to education will be investigated to diagnose Korea's performance in conducting ODA projects/programs to the education sector.

II.1 Quality of Education

Since 1990, there has been a shift of attention to education quality from education equity. The World Declaration on "Education for All" defined quality as "a prerequisite for achieving the fundamental goal of equity" in 1990, along with the notion that poor quality of education needs to be improved. In 2000, the Dakar Framework for Action announced that all children have the right to have access to quality education, which is the core determinant of students' enrolment, retention and achievement. There is still no consensus on the definition of quality of

education, so the Dakar Framework for Action has strongly suggested five dimensions in defining quality of education: quality of learners, environments, contents, processes and outcomes (2000).[9]

Among early works on improvement of education quality, the most frequently asked and answered question was "What can be done to improve education in developing countries?" So far, the international society has focused on pursuing the conventional school resources, providing infrastructure. However, OECD found that educational spending and student performance have no relationship when it comes to a sample of middle and higher-income countries.[10] Even though the research on schools in developing countries is relatively smaller than that of developed countries, it is convincing enough that student performance or learning achievement cannot be improved by simply increasing educational spending on the input-side, such as simple school facilities, without turning to educational investment in the quality of education, such as teacher training, curriculum development, education materials like textbooks. For example, OECD reported that average math performance in Program for International Student Assessment (PISA) 2003 across member countries was about the same even though educational expenditure was varied among countries.[11] This indeed supports that the educational expenditure alone cannot improve the students' outcome.

Among many aspects which can affect students' outcomes, teacher quality seems to be the most fundamental element. According to Darling-Hammond (1997), there are two aspects to consider in defining the highest quality teachers: teacher's knowledge on subject matter and

[9] The EFA Global Monitoring Report Team, "Education for All, The Quality Imperative," UNESCO, 2000.

[10] Eric A. Hanushek and Ludger Woßmann, "Education quality and economic growth" The World Bank, 2007.

[11] Ibid., Eric A. Hanushek and Ludger Woßmann, 15.

pedagogy. Student achievement, especially beyond basic knowledge and skills, is closely affected by teachers' preparation through teacher training on subject matters and teachers' ability to transfer knowledge to students successfully. Thus, continuous teacher training and support by mentoring or classroom visits by senior teachers would be helpful in improving education quality.[12]

When considering that education can be described as a process of generating some learning outputs by providing some educational input, inputs can be textbooks and other teaching materials, school equipment and many other elements, while output can be students' achievement. According to studies in the United States, family background and socioeconomic factors seemed to be more important elements leading to student achievement, compared to school variables such as teacher qualification or spending on textbooks. Moreover, a number of studies on the inputs and outputs of schooling in the U.S. indicated that educational outcome has not much to do with school variables (Averch et al., 1974). For instance, the Coleman Report (Coleman et al., 1966) suggested that school variables are less important than socioeconomic factors in explaining differences in pupils' achievement, and Jencks (1972) proposed that the characteristics of the children are the most influential input of student achievement. Those findings encouraged people to believe that schooling inputs do not have significant impact on pupils' achievement. However, further research on more than twenty developing countries concluded that wealthy school children do not necessarily perform better on achievement tests than children in poor schools. This indicated that the effect of socioeconomic background in student achievement in developing countries is not as significant as it is in developed countries. Furthermore, unlike a previous belief that family background and class size matter the most in

[12] UNICEF, "Defining Quality in Education", UNICEF, 2000.

education quality, Hanushek (2006) suggested that one of the most important aspects of schools is the quality of teachers in the classroom. According to a simple definition of teacher quality, good teachers can be defined as the ones who are able to maximize student learning achievement, while bad teachers are the ones not able to do so.[13] Yet identifying what it is meant by good teachers is not a simple task because commonly used measures such as teaching experience, teacher certification and education are not necessarily correlated to actual quality of teachers.[14] Heyneman and Loxley (1983) found that the lower per capita GNP is, the more students are influenced by school variables than socioeconomic variables. Therefore it indeed, makes sense to investigate school variables in explaining student achievement in developing countries. The World Bank (WB) also argued that teachers and textbooks are the most important inputs which affect educational outputs. Moreover, a review of thirty-two studies in developing countries proved that teacher qualification is important and teacher quality makes a difference in pupils' learning achievements.[15] It means that teacher qualifications, experience, knowledge and education are closely related to student achievement (1978). For instance, if the level of teacher training in Chile an India were improved, the average test scores of students in secondary schools would have improved, suggesting that improving teacher quality by investing in teacher training would help to improve the quality of education.[16]

In addition to the quality limitation in education, what many developing countries face in terms of improving teacher quality is that there are not enough teachers in the first place, because

[13] Eric A. Hanushek, "teacher quality," Hoover Press, 2002.

[14] Ibid., Eric A. Hanushek and Ludger Woßmann, 16.

[15] George Psacharopoulos and Woodhall Maureen, "Education for development: An analysis of investment choices," Oxford University Press: USA, 1986. 217-218.

[16] Ibid., 220.

of poor transportation and housing obstacles. Those factors hinder teachers from getting to school on time and staying at school until the end of school day. Many of teachers in developing countries have a second job as well, which might limit their teaching hours and energy. When teachers are helped to overcome those obstacles, they can improve student achievement by enhancing their quality of teaching through ongoing professional development. For instance, in Kenya, teachers showed improvement of their abilities to use student-centered teaching methods through teacher training, which contributed significantly to student learning and retention (2000).[17]

The work by Wang, Haertel and Walberg (1993) also supports the idea of teacher quality as one of the most influential determinants in improving student learning achievements. They claimed that teachers have a direct impact on student learning through class management and management of teaching. A study by Sanders (1996) showed that low-achieving students who were assigned to the most effective teachers improved their school performance to the 53rd percentile rank, while those who were assigned to the least effective teachers achieved only the 14th percentile rank over an academic year.[18] Sanders also observed the same outcomes from average and high-achieving students. For example, the achievement of those students with effective teachers was about one-fourth higher than that of students with less effective teachers. Moreover, the achievement of students over three years with very effective teachers was placed in the 83th percentile rank, compared to that of students with very ineffective teachers, who placed in the 29th percentile.[19] Recent works of Babu and Mendro (2003) revealed that 98 % of

[17] Ibid., UNICEF, 14-15.

[18] Clermont Gauthier and Martial Dembélé, "Quality of teaching and quality of education: a review of research findings", UNESCO, 2005.

[19] Ibid., 3-5.

students with effective teachers passed the math exam at the end of 7th grade, while only 63 % of pupils with less effective teachers passed the exam. Those results showed that there are large differences among teachers in their ability to contribute to student achievement. In particular, teachers can contribute to student learning by improving teaching practices, class management and management of teaching.[20]

Teacher quality, identified by certification status and degree on the subject they teach, had significant impact on student achievement even after controlling for other variables such as student poverty and student language background, according to data collected in the USA on public school teacher qualifications and other schools from the 1993-94 Schools and Staffing Surveys (SASS) and data on student achievement and student characteristics from the 1990, 1992, 1994, and 1996 assessments in reading and mathematics administered by the National Assessment of Educational Progress. On the other hand, other school inputs such as number of teachers, teacher-student ratio and class size turned out to have insignificant impact on student outcomes. For instance, the predictor which has the strongest relationship with student achievement on math and reading tests was percent of teachers well-qualified with full certification and a major in their field (r between .61 and .80, $p < .001$), while percent of all newly hired uncertified teachers showed the strongest negative relationship with student achievement followed by percent of teachers out-of-field with less than a minor in the field they teach (r between -.33 and -.56, $p < .05$). Here, teacher quality variables are important because they mean not only teachers' knowledge but also skills and preparation for student

[20] Ibid., 5-8.

achievement.[21] Teachers are the ones who can foster student learning by being more knowledgeable in the subject they teach and are good at transferring it to students.

Moreover, Darling-Hammond (1997) indicated that changes in course taking, testing, content of curriculum or textbooks cannot really make a difference unless teachers are able to utilize those changed tools to fully meet students' needs.[22] Thus, improving teacher quality is the most crucial elements in improving education quality.

In addition to teacher quality, appropriate development of curricula and textbooks should go along with enhancement of teacher quality. According to the OECD (2013), the role of curriculum is very important when it comes to education quality, which in return brings positive student learning outcomes. According to the National Institute for Early Education Research (NIEER), curriculum is deciding upon 'what to teach?' and 'how to teach it?' based on the content and methods that help students' learning. Having a well-established curriculum means that the education system can have higher and more consistent quality. Moreover, having a well-set curriculum can contribute to decrease in class repetition, and use of special education while helping transitions to the next step in education (2009).[23] According to Pianta (2009), a high-quality curriculum can attribute to lower the fade-out tendency of knowledge which was gained in earlier stages.[24] Along with development of curriculum, textbook development, which is

[21] Linda Darling-Hammond, "Teacher Quality and Student Achievement: A Review of State Policy Evidence" (Center for the Study of Teaching and Policy, 1999). p 29-30.

[22] Gene V. Glass, "Education Policy Analysis Archives," college of Education Arizona State University, vol 8,1. 2000.

[23] Eurydice network, "Key Data on Education in Europe 2009," Education, Audiovisial and Culture Executive Agency, 2009.

[24] Miho Taguma, Ineke Litjens and Kelly Makowiecki, "Quality matters in early childhood education and care Sweden", OECD, 2013.

coherent to the curriculum, is very important because the curriculum guides the development of textbooks and vice versa. Chambliss and Calfee (1998) mentioned that textbooks provide students with "a rich array of new and potentially interesting facts, and open the door to a world of fantastic experience."[25] Also, textbooks play a role as "primary vehicles for delivering content knowledge, for determining in large measure what goes on in a class" (1988).[26] Moreover, access to and availability of textbooks is an important factor when it comes to predicting academic achievement of students, according to Heyneman (1978).[27] Thus, textbooks combined with curriculum can be defined as one of the major factors that define what to teach for teachers and what to learn for students.

In conclusion, investment in school resources and student learning is known to be only part of the picture, which means that the volume of resources is not the main aspect in improving education quality.[28] Even though school infrastructure is important in that it creates positive learning environments, especially in places lacking basic infrastructure needed for forming learning environments and attracting students, the effect of infrastructure expansion in improving student performance seems to be very small (2004).[29] Thus, investing in quality of education such as training teachers by developing good teacher-education programs is necessary. In other words, educational quality is as important an issue as educational quantity.

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[25] Chambliss, J.M. & Calfee, C.R., "Textbooks for learning: Nurturing children's minds," Oxford: Blackwell Publishers, 1998.

[26] Hummel, C., "School textbooks and lifelong education: An analysis of schoolbooks from three countries," Hamburg: UNESCO Institute for Education, 1988.

[27] Heyneman, S., Farrell, J., and Sepulveda-Stuardo, M., "Textbooks and Achievement: What we know" (World Bank Staff Working Paper No. 289), Washington, DC: World Bank, 1978.

[28] Emiliana Vegas and Jenny Petrow, "Raising Student Learning in Latin America," The World Bank, 2008.

[29] Ibid., 119.

II.2 Education ODA Pattern in Korea

To understand Korea's ODA to education more in-depth, it is important to see the whole picture of ODA of Korea. Thus this section will present Korea's ODA system, followed by a general analysis of Korea's ODA to education. More specific analysis will be provided in part III.3, Analysis of Korea's ODA to education, to identify the criteria and mechanisms in selecting projects/programs in which to invest and how much will be invested. Therefore, Korea's ODA to education strategy and mechanism will be illustrated.

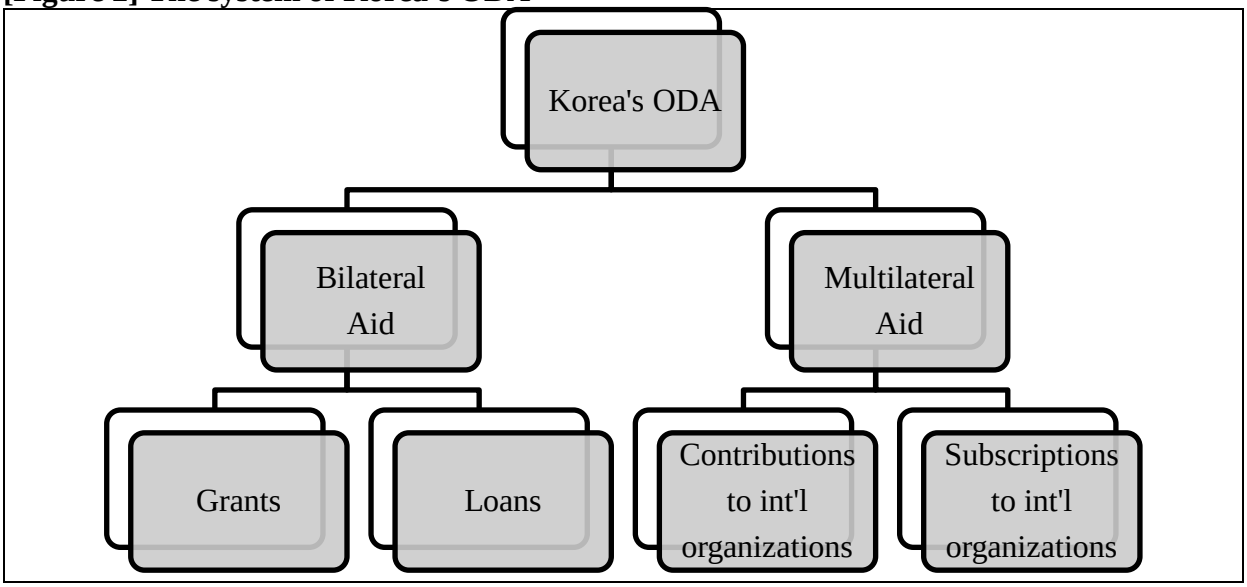
This section also tries to identify Korea's historical ODA to education trend by categorizing this according to a classification of OECD/DAC Creditor Reporting System (CRS).

II.2.1 Korea's ODA system

As shown in [Figure 2], the system of Korea's ODA takes two main approaches: bilateral aid and multilateral aid. Under bilateral aid, two types of aid occur in the form of grants and loans. Grants include grand aid and technical cooperation implemented by Korea International Cooperation Agency (hereafter, KOICA) under authority of the Ministry of Foreign Affairs and Trade (MOFAT). Loans include Economic Development Cooperation Fund (EDCF) loans only implemented by The Export Import Bank of Korea under the authority of the Ministry of Strategy and Finance (MOSF). Multilateral aid consists of contributions to international organizations and subscriptions to international organizations under the authority of the MOFAT and the MOSF, respectively.[30]

[30] http://www.koica.go.kr/.

[Figure 2] The system of Korea's ODA



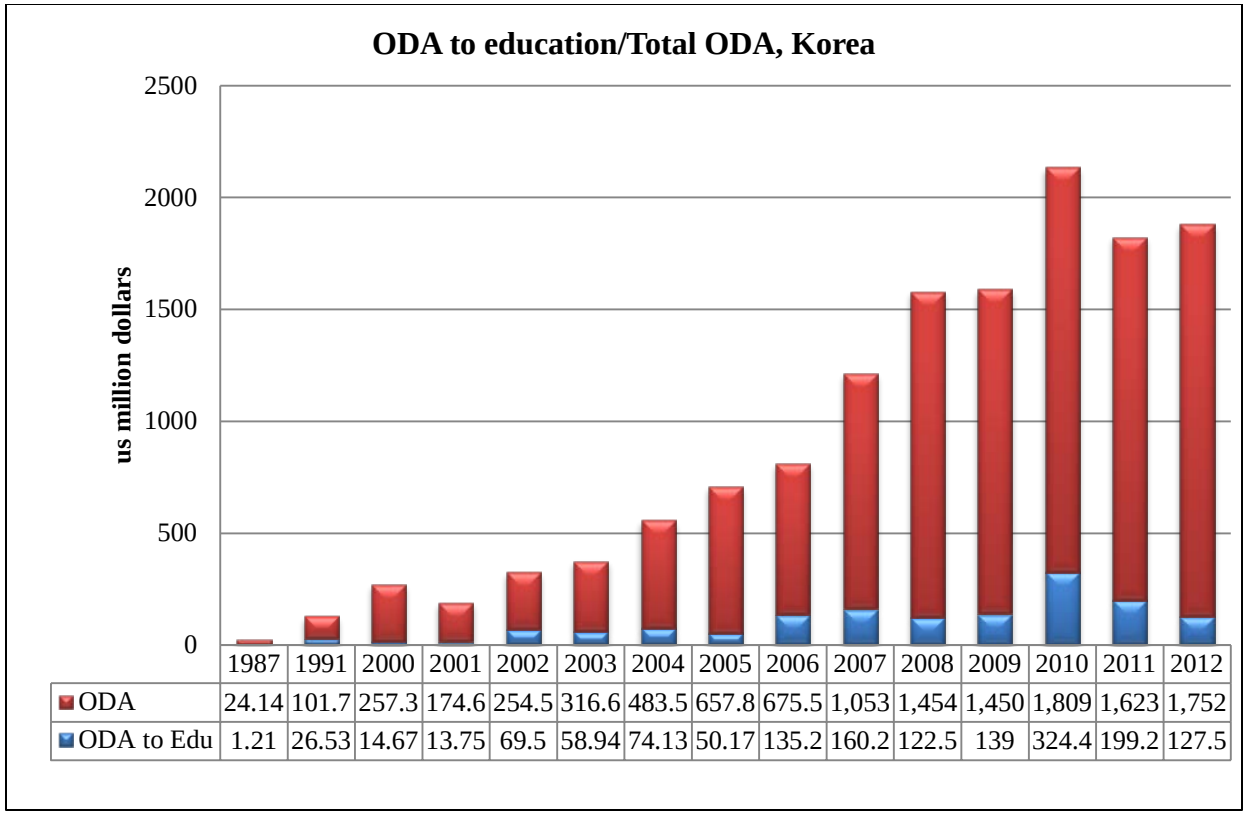
Source: OECD. Stat (restructured)

Under this system of ODA, the volume of ODA has steadily grown, reaching 1,167.74 million dollars, and the ratio of ODA over GNI has increased to 0.12% in 2010. Also, Korea's ODA to education has been expanding its scope over time since 1987, committing 1.21 million dollars, reaching 16.53 million dollars, which is ten times larger than it was in the beginning, 10 years ago.

II.2.2 Overview of Korea's ODA to education

The portion of Korea's ODA to education tends to increase over time as the whole amount of ODA increases. [Figure 3] provides the overall state of both Korea's ODA and its ODA to education since 1987. It did not include statistics from years between 1988 and 1990 because their increase or decrease were not substantial, compared to that of 1987.

[Figure 3] ODA to education/Total ODA, Korea



	1987	1991	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
ODA	24.14	101.7	257.3	174.6	254.5	316.6	483.5	657.8	675.5	1,053	1,454	1,450	1,809	1,623	1,752
ODA to Edu	1.21	26.53	14.67	13.75	69.5	58.94	74.13	50.17	135.2	160.2	122.5	139	324.4	199.2	127.5

Source: OECD. Stat (restructured)

Unit of measurement: USD million

As shown in [Figure 3] the amount of ODA devoted to education has fluctuated regardless of a significant increase in the size of total ODA, especially since 2007. The total increase of ODA might be interpreted as Korea's strategic behavior for achieving its goal of joining OECD/DAC by increasing the amount of ODA. Since 1991, the total amount of KOICA's ODA to education has reached about USD 245 million. It was not until 2006 that Korea's ODA to education enormously expanded its scope. As a result, the total amount of Korea's ODA to education reached about USD 325 million in 2010, accounting for about 18 percent of total ODA. From 1987 to 2012, the portion for education against the total ODA fluctuated, ranging from 1.9 percent to 27.3 percent. It is also noticeable that the portion of ODA to education in 2012 has

decreased significantly even though the total ODA has increased compared to the year 2011. This shows its lack of a systematic approach in ODA to education.

It is often considered positive that Korea's ODA for education is increasing, along with the total increase in ODA; nevertheless, it is very important not to overlook under what assumption Korea's ODA agents decide on distribution of its ODA budget to different categories of education.

[Table 2] CRS Purpose Codes of Education Sector

DAC 5 CODE	CRS CODE	DESCRIPTION	Clarifications / Additional notes on coverage
110	**EDUCATION**		
111		**Education, level unspecified**	The codes in this category are to be used only when level of education is unspecified or unknown (e.g. training of primary school teachers should be coded under 11220).
	11110	Education policy and administrative management	Education sector policy, planning and programmes; aid to education ministries, administration and management systems; institution capacity building and advice; school management and governance; curriculum and materials development; unspecified education activities.
	11120	Education facilities and training	Educational buildings, equipment, materials; subsidiary services to education (boarding facilities, staff housing); language training; colloquia, seminars, lectures, etc.
	11130	Teacher training	Teacher education (where the level of education is unspecified); in-service and pre-service training; materials development.
	11182	Educational research	Research and studies on education effectiveness, relevance and quality; systematic evaluation and monitoring.
112	**Basic education**		
	11220	Primary education	Formal and non-formal primary education for children; all elementary and first cycle systematic instruction; provision of learning materials.
	11230	Basic life skills for youth and adults	Formal and non-formal education for basic life skills for young people and adults (adults education); literacy and numeracy training.
	11240	Early childhood education	Formal and non-formal pre-school education.
113	**Secondary education**		
	11320	Secondary education	Second cycle systematic instruction at both junior and senior levels.
	11330	Vocational	Elementary vocational training and secondary level technical

		training	education; on-the job training; apprenticeships; including informal vocational training.
114	**Post-secondary education**		
	11420	Higher education	Degree and diploma programmes at universities, colleges and polytechnics; scholarships.
	11430	Advanced technical and managerial training	Professional-level vocational training programmes and in-service training.

Source: OECD (2013)

According to OECD/DAC Creditor Reporting System (CRS), there are four categories in ODA to education: Education Level Unspecified, Basic Education, Secondary Education and Post-secondary Education. Each of them is divided into some more specific categorizations as follow.[31] First, the Education Level Unspecified covers education policy and administrative management, education facilities and training, teacher training and educational research. Here, training does not mean teacher education such as in-service and pre-service training or materials development, rather it refers to language training, colloquia, seminars and lectures, according to a classification of aid by OECD.[32] Second, Basic Education includes primary education, basic life skills for youth and adults, and early childhood education. Third, Secondary Education, secondary education and vocational training are the two main classifications. Fourth, Post-secondary Education deals with higher education and advanced technical and managerial training.[33] In this paper, the 'education level unspecified' category will be further illustrated in order to highlight the purpose of this study, which is to investigate 'quantity' and 'quality' of education. Since basic education, secondary education and post-secondary education are divided

[31] In this paper, the term 'ODA to education' will be used based upon the classification of OECD/DAC.

[32] OECD, "CRS purpose codes- applicable as of reporting on 2012 flows," 2013. http://www.oecd.org/dac/stats/purposecodessectorclassification.htm, Accessed 24th, May 2014.

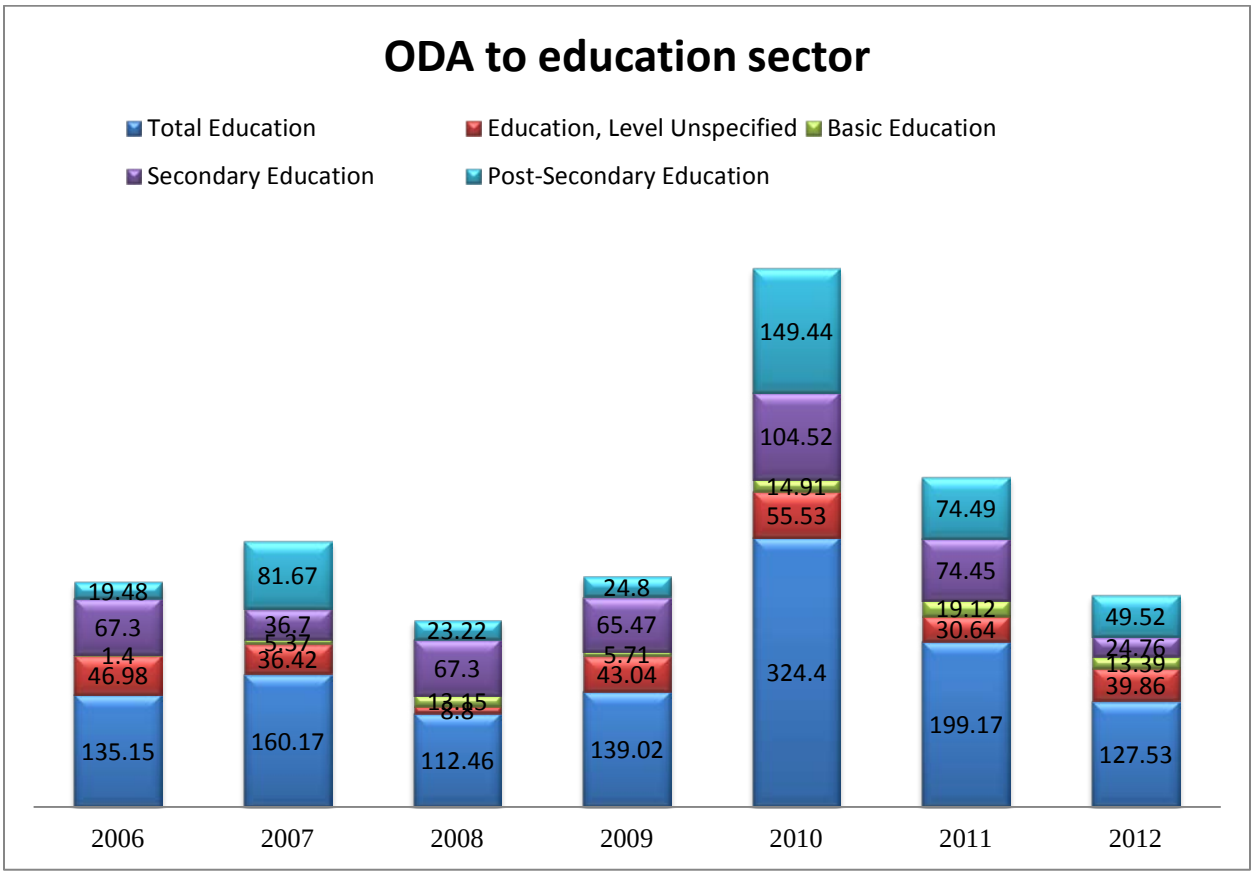
[33] http://www.oecd.org/dac/aidstatistics/purposecodessectorclassification.htm.

according to education levels, not by 'quantity' and 'quality' of education, it is more appropriate to examine the category of 'education level unspecified.' According to OECD's CRS purpose code, 'education level unspecified' category is to be used when level of education is unspecified or unknown. For instance, training of primary school teachers will belong to this category since level of education is unspecified. Among aspects under 'level unspecified' category, all the factors including education policy and administrative management, teacher training, and education research would be considered as 'quality' of education, while education facilities alone would be the only 'quantity' of education. Unlike other sub-categories, this one includes educational buildings, equipment, materials, and subsidiary service to education such as staff housing, which are main factors for educational quantity.[34]

[Figure 4] provides distribution of Korea's ODA to education sector from 2006 to 2010, in terms of those four classifications against total amount.

[34] Ibid., OECD.

[Figure 4] Total ODA to education per sector by Korea[35]



Source: OECD. Stat (restructured),

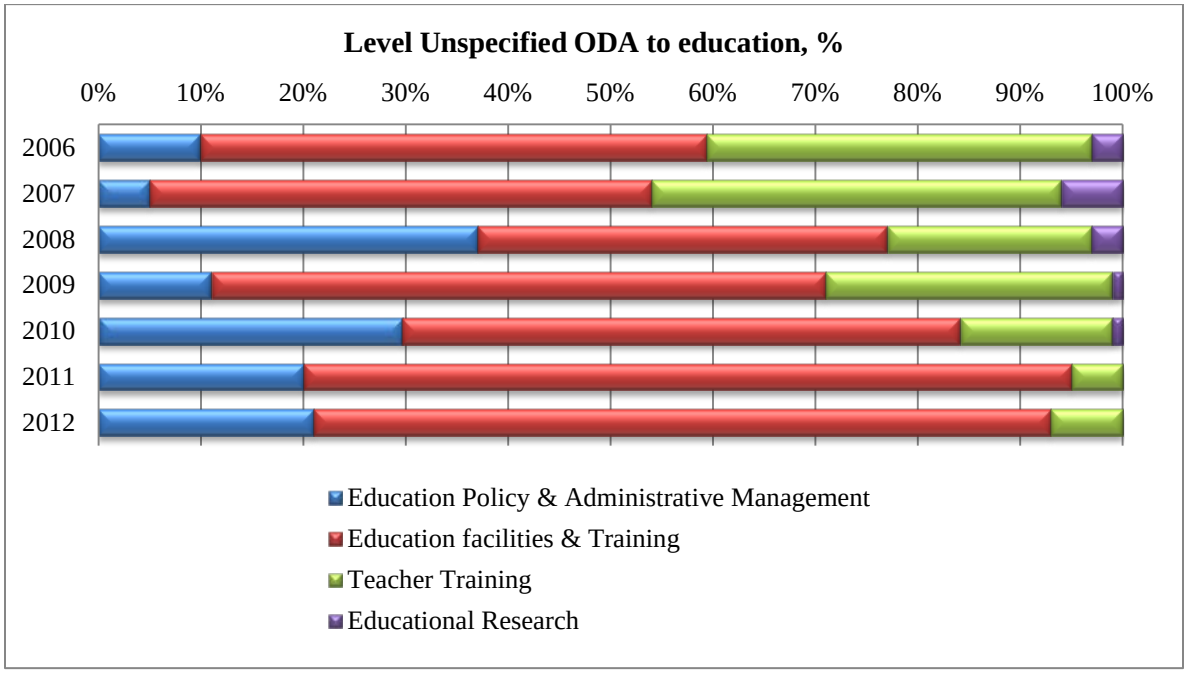
Unit of measurement: USD million

As illustrated in [Figure 4], the portion of Korea's ODA to each sub-education category is substantially irregular. There is no certain tendency in secondary education, higher education and level unspecified. However, Korea seems to have invested heavily in secondary education, which includes vocational training. Especially in 2008, more than half of a total expenditure was spent on secondary education even though its portion decreased in subsequent years. One striking change in 2008 is that investment in basic education increased almost by three times. However,

[35] http://stats.oecd.org/Index.aspx?datasetcode=TABLE5#.

this might be the case only because KOICA supported the reconstruction of Afghanistan.[36] On the other hand, Korea seemed to alter its focused sector from 2010. In 2010, the proportion to 'post-secondary education' was about half of the total amount and it was more than the amount for the 'secondary education' for the first time in Korea's ODA to education. Since then, this trend of investing in 'post-secondary education' has gotten stronger and now accounts for almost 40% of the total ODA to education while ODA to 'secondary education' was only 20 percent of it. This suggests that there has been a significant change in Korea's ODA to education where most of the weight is on 'post-secondary education'.

[Figure 5] Level Unspecified Korea's ODA to education



Source: OECD. Stat (restructured)

As shown in [Figure 5], the majority percent of education ODA to 'level unspecified' has been for the 'education facilities & training' when sorted out proportionally. While the

[36] Yoo seongsang, "Korea's trend in international cooperation on basic education and policy implication," Korea Education Forum, 2010.

proportion for ‘teacher training’ was relatively high in 2006 and 2007, it has gotten smaller and become less than 10 percent of the total, despite the fact that teacher training is one of the main success factors in improving educational outcomes of students. From 2008, ‘education facilities & training’ has been increased and has accounted for about 70 percent of the total amount since then. It is important to note that here the ‘training’ does not mean educator training or teacher training, but it refers to training regarding the new facilities, language training. This, naturally, led to decreased investment in teacher training, education policy and administrative management, and educational research. While the amount allocated to ‘education level unspecified’ category increased substantially from year 2009 to year 2012, the investment for quality of education has tended to be underestimated compared to quantity of education. Thus, we can draw some insights about Korea’s ODA to Education.

First, the majority of Korea’s ODA to education has supported secondary education, including vocational training in general until 2009 and post-secondary education since 2010. If the total ODA is divided into two big pictures, one for basic education and the other for secondary and higher education, Korea’s ODA to education has seemed to put its priority on secondary education rather than basic education, which somehow contradicts international trends in ODA to education, where an emphasis is put on universal education by supporting basic education so that access to education from the baseline gets widened. According to the KOICA report (2012) a total of 73 projects for vocational training out of 141 education projects were implemented from 1991 to 2010.[37] The total expenditure of projects for secondary education was about USD 124.64 million in 2010, while total expenditure for primary education was about

[37] KOICA, “1991-2010, 20 years of KOICA,” 2011.

USD 63.97 million, and higher education was about USD 15.93 million. This exhibits KOICA's strong tendency to invest in secondary education, rather than primary education.

Second, there does not seem to be a certain framework in designing and distributing ODA flows in Korea. In terms of total amount of ODA to education itself, it does not steadily increase nor decrease. Rather, it fluctuates. Also, in those four categories, there is no certain trend at all. For instance, secondary education accounted for the largest part in 2006 while post-secondary education did in 2007. But then, the portion of post-secondary education decreased dramatically and was replaced by secondary education in 2008. However, the amount of ODA for post-secondary education in 2010 reached 149.44 million dollars, which is five times greater than that of year before. This shows the lack of a systematic framework in selecting education ODA projects/programs.

Third, there does not seem to have a strong correlation between the total amount of ODA and the amount to be invested in education ODA. According to [Figure 3], the portion of ODA to education is not influenced by increase or decrease in the total amount of Korea's ODA. This aspect may have some connection with the second point mentioned. Because there is no certain framework for each sector such as education or health, the total amount of ODA does not affect ODA for education either, and this makes Korea's ODA to education hard to predict in the long run.

Fourth, Korea's ODA to education has been heavily focused on investment in infrastructure and has neglected the importance of investment in quality of education. For instance, KOICA's education ODA projects/programs, the total number of projects reached 141. Among them, there have been 47 of projects for basic education, 73 for vocational training and 21 for higher

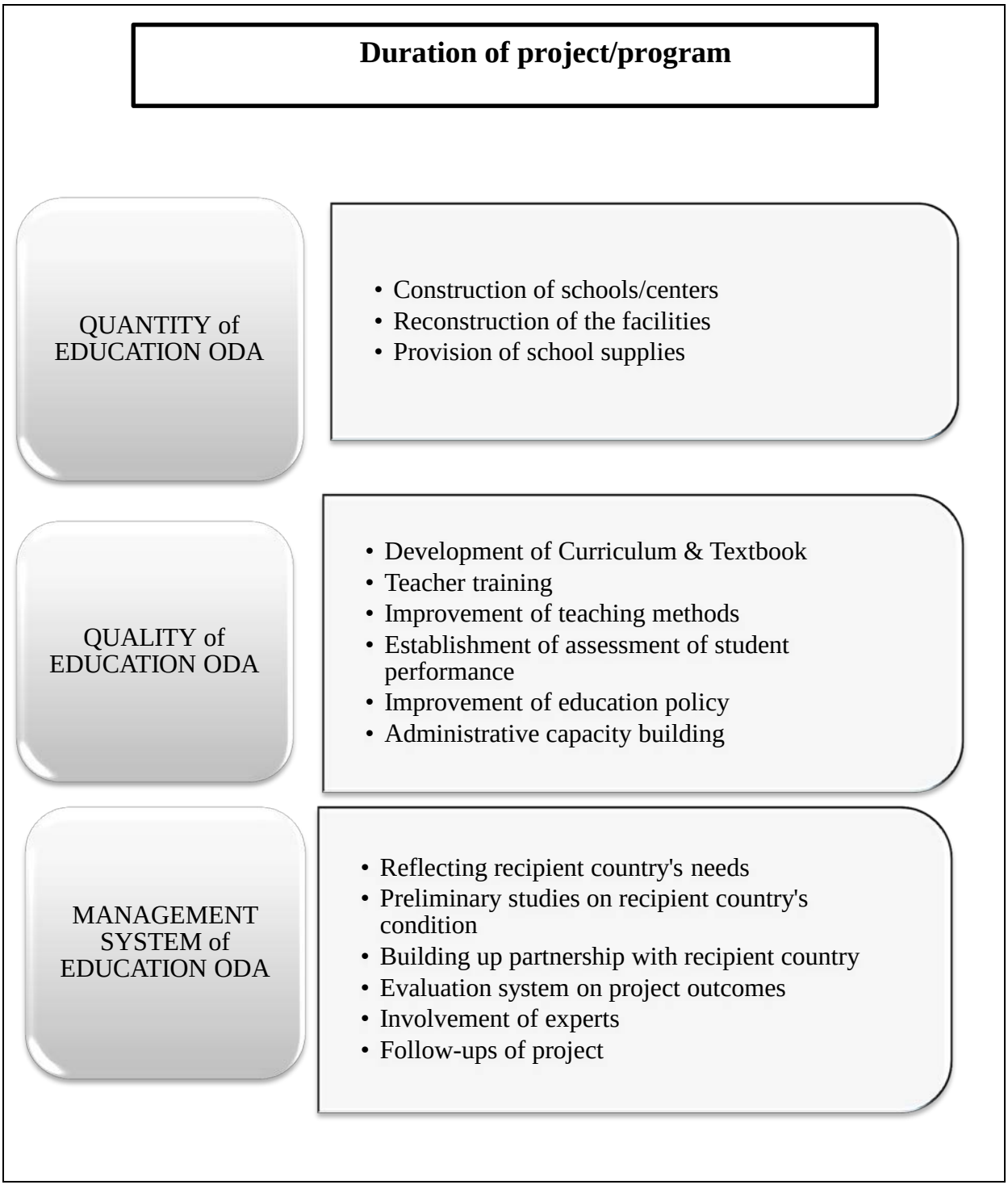
education. For basic and secondary education, projects are mainly school build-up projects along with textbook printing and its distribution, establishing libraries within girls' schools, and building up special schools for special education and rehabilitation centers for homeless children and teenagers. Regarding vocational training, establishment of vocational training centers and provision of materials are the core projects. Besides those, KOICA also has set up a systematic plan for sustainable operation and management of those training centers and dispatching experts for effective training. For higher education ODA projects, KOICA focuses on building up ICT colleges of engineering, e-learning centers and IT teacher training. The reason why KOICA focuses on school or center building-up projects could possibly be explained as Korea's effort to attain some tangible results in a short time period.

III. Case studies: U.S., Australia and Republic of Korea

In this section, an in-depth analysis of KOICA's strategies and policies for ODA to education will be examined. Further, comprehensive case studies of the United States Agency for International Development (USAID) and Australia Agent of International Development (AusAID) will be followed by KOICA's case analysis to investigate what can be learnt from them to conduct ODA to education projects/programs more effectively.

An analytical framework to compare and contrast comprehensive case studies of USAID, AusAID and KOICA will consist of three main parts: quality of education, access to education, and management of education systems. The analytical framework consists of those three aspects since both quantity and quality of education are important in enhancing students' learning outcome according to previous studies. Also, the management system of education ODA is to be considered to improve the effectiveness of the project. More details are shown in [Figure 6].

[Figure 6] An analytical Framework for case studies



III.1 Analysis of the United States' ODA to education

USAID approved the "2011-2015 Education Strategy" in early 2011. This official education strategy states of strategic principles and strategic goals of USAID as well as its expected results.[38]

III.1.1 Strategic Principles

USAID Education strategy embraces the U.S. Global Development Policy principles, which are selectivity, focus, country responsibility, division of labor, and innovation in the program design and development. Those principles will be mentioned more in detail below.

Selectivity

By prioritizing 'impact and scale,' 'relative need,' 'Sub-Saharan Africa,' 'resource floor,' and 'donor division of labor,' USAID shall contribute its aid to greater regional and country.

Focus

By focusing on countries where they are more stable, well-performing, and more likely to achieve rapid economic growth with the capacity and commitment as well as some countries where they face crisis or conflict-affected, USAID seeks the highest potential for better results.

Country ownership and responsibility

In order to promote the recipient country's ownership and responsibility, USAID is committed to support initiatives and ideas that are brought up by the host country and civil society.

[38] USAID, "USAID Education Strategy," 2011.

Division of labor and donor mix

USAID pays greater attention to coordinate all related parties such as donor countries, host country governments, and other organizations so that priorities and division of labor can be set accordingly.

Innovation, science, and technology

USAID aims to promote innovation, science and technology in its education programs.

Enhanced evaluation practices

USAID is committed to evaluate projects with unbiased measurement which will guide the education programs.

Sustainability

USAID promotes sustainable development outcomes via capacity building in the long run.

Gender equality

USAID education programs are committed to promote gender equality by considering gender issues account when it design education programs.

According to those strategic principles, USAID will support its education programs based on some focused area, evidence, coordination between local and donors over a long-term period. Those principles act as a guideline when USAID designs and conducts education programs.[39]

[39] Ibid., 6-8.

III.1.2 Strategic Goals and Implementation

The USAID has three goals to achieve for its education strategy. The first is to improve reading skills for 100 million children in primary grades by 2015. The second is to improve ability of tertiary and workforce development programs to produce a workforce with relevant skills to support country development goals by 2015. The last goal is to increase equitable access for 15 million learners in environments affected by crisis and conflict by 2015. In order to achieve those three goals, most activities are more focused on improving education quality rather than quantity of education. For instance, many activities are in the form of improving training, or establishing procedures, rather than building more classrooms or schools.

[Table 3] USAID Education Program Goals and activities]

Goal	Illustrative Activities
Goal 1 Improved reading skills for 100 million children in primary grades by 2015	· Increase instructional time for reading · Reduce teacher/pupil absenteeism · Teacher training · Establish school libraries and ensure adequate reading materials · Improve Teaching/Learning Materials · Establish and enforce reading standards
	· Establish appropriate curriculum goals · Develop and use sound assessment tools · Ensure the supply, distribution and use of learning materials · Support Information and Communications Technologies (ICTs) that improve reading
	· Establish school management committees to include reading reports in school development plans · Mobilize and engage communities to address reading issues · Implement media campaign on importance of reading · Mobilize and engage private sector as partners
Goal 2 Improved ability of tertiary and workforce development programs to produce workforce with relevant skills to support	· Strengthen transparency of admissions procedures · Support merit and need based scholarships, internships, and exchange programs · Support policies and mechanisms for student loans
	· Establish Centers of Excellence · Strengthen faculty and staff training · Strengthen legal frameworks for registering and patenting

country development goals by 2015	intellectual property · Support public private partnerships and university linkages
	· Establish partnerships with US institutions and private sector to deliver skills relevant to market needs · Improve career counseling and mentoring · Promote effective vocational and technical policies and programs · Strengthen capacity to develop and implement industry · recognized skills certification
Goal 3 Increased equitable access for 15 million learners in environments affected by crisis and conflict by 2015	· Restore access to learning and provide safety from violence, including for marginalized populations · Establish formal and non-formal programs · Support teacher recruitment, training and deployment to address shortages · Repair/Rebuild structures
	· Engage community and advance institutional and policy changes to support crisis prevention · Support peace education and violence mitigation programs · Prepare disaster response plans · Psych-social support to teachers and students · Life-skills for youth
	· Strengthen school/system · Monitoring & evaluation · Develop systems to ensure transparent recruitment, qualification and compensation of teaching corps · Establish accreditation and examination systems

Source: USAID, USAID Education strategy, 2011.

With a regard to education ODA, USAID focuses on three aspects and they are quality of education, access to education and relevance of education to the developmental needs of the recipient countries.[40] In implementing educational projects/programs, three main pillars are Missions, Regional bureaus' education teams and the Office of Education (EGAT/ED). Missions are required to refer to the policy directive on agency-wide policy and strategy implementation first. They are mainly responsible to develop and implement programs to achieve agency-wide targets. Meanwhile, regional bureaus' education teams support missions in all processes of

[40] USAID, "2011 USAID Education Strategy Implementation Guidance," 2012.

implementation. The Office of Education is in charge of technical leadership and specific guidance. With a help of regional bureaus, it is also responsible for collecting and analyzing data to judge if their implementation is appropriate against the agency's targets. Besides them, there are PPL and the Office of Budget and Resource Management (BRM) for disagreement resolution on policy and budget alignment.

When alignment of USAID's implementation is evaluated, there are five criteria: 1) Fit with host country priorities, 2) evidence-based programming, 3) scalability, 4) activities and budget linked to goals and targets, and 5) performance monitoring and performance and impact evaluation. In implementing the strategy by goals, USAID first determines project parameters through needs assessment and analysis on baseline, including questions such as history, political context, curriculum, assessment, language of instruction, teacher professional development and support, parental and community support and so forth. It is important to collect data in order to determine baseline at the beginning to prove the effectiveness of educational projects/programs of USAID. In identifying the activities stage, USAID selects activities in accordance with possibilities of the program to bring good outcomes for the largest number of participants, effectiveness of approach to achieve outcomes, and scalability and sustainability. Then, USAID identifies expectations and results.[41]

[41] Ibid., 4-6.

III.1.3 Case study 1: PAEM project in Senegal since 2003

The USAID *Project d'Appui á l'Enseignement Moyen* (USAID/PAEM) was launched in 2003 to support middle school education, funded by USAID in cooperation with Senegal's Department of Education. The total expenditure was nearly $32 million to invest in increased school access, improvement of the quality of secondary education, and enhanced governance and transparency of education systems by adapting better management of schools and involvement of local communities. To broaden access to schools, USAID/PAEM made a strong effort to keep pupils at school such as a scholarship program for girls and community mobilization. In order to improve the quality of education, teacher training and provision of educational materials were included. Regarding teacher training, more than 4,000 teachers were trained in areas of planning, management and evaluation of students' work. Furthermore, educational materials, including nearly 750,000 textbooks, 800 computers with functional modems and laboratory tools were provided to motivate teachers and students. To enhance management systems, participants in school performance received training on school management and governance.

As a result of this project, all targeted schools now have necessary school furniture, teaching materials and computers. Also 32,000 pupils became eligible to receive quality education from schools near their homes. More than 800 people such as principals, teachers and students were affected by training programs offered by USAID/PAEM, which improved school management schemes in the 58 schools.[42]

During its implementation period, the program achieved six main objectives. First, it built and reconstructed 58 middle schools in the targeted area. Second, enrollment rate in the middle

[42] http://senegal.said.gov "After seven years USAID/PAEM officially closes its doors," 2010.

schools increased by 28% in USAID funded areas. Third, enrollment of girls in middle school improved from 34% to 41%. Fourth, 300 female middle school students received high school scholarships upon their completion of middle school. Fifth, it developed guidance of performance and training modules for teachers and principals. Then, more than 4,000 teachers and principals received training. Sixth, it provided training for 58 school management committees (CGE) and cooperated with them in developing school improvement plans.

USAID/PAEM significantly improved the educational conditions in Senegal for 7 years. In conducting their project, USAID carried out several mid-term progress assessments as well as annual evaluations. Those assessments included status of each year's results against expected results.

III.1.4 Case study 2: USAID Teacher Education Project

The 'Teacher Education Project (TEP)' in Pakistan is a five-year initiative, from 2008 to 2013, of USAID to support improvement in the quality of basic education with a focus on teacher quality. The underlying assumption is that well-prepared teachers with better training and professional development shall contribute to improve the quality of education. The TEP is co-operated by the federal and local governments, the Higher Education Commission, some universities, and teacher colleges to effectively plan and conduct teacher training.

The TEP has three objectives: 1) to improve systems and policies for teachers, teacher educators, and educational managers; 2) to give support in developing two new degree programs, a Bachelor's degree in education and a two-year associate degree in education, to the Higher Education Commission and local departments of education, universities and colleges in Pakistan;

3) to establish well-formed curriculum and modules for teacher education and put the new degree programs into operation.

To achieve those goals, USAID not only provides Ph.D. scholarships to Pakistan educators, but also improves infrastructure of teacher training facilities. Moreover, USAID helps them design lesson plans and guidelines for implementation of the mentioned two new degree programs to ensure the quality of education. Also, participating colleges and universities receive scholarships. This not only establishes new training program for new teachers, but also makes sure current teachers are trained for appropriate development training.

Even though the final project result has not yet been published, there has been significant progress throughout the project cycle. As of December 31, 2012, 5 Provincial Teacher Education Strategies was developed, many teaching courses were developed and introduced in many institutions, colleges and universities, and many prospective teachers were received scholarships.[43]

III.1.5 Implication

From the experience of USAID investing in education sector of Senegal and Pakistan for a longer period, KOICA may gain some insights and lessons. First, some programs that aim to improve teacher quality are highly recommended to enhance educational outcomes. In training teachers, motivating teachers to learn new methodology and some additional knowledge about subjects they are teaching are critical. Otherwise, teachers can hardly achieve any improvement

[43] http://www.pakteachers.org/sites/default/files/Project%20one-pager%20new.pdf, accessed 21st, May 2014.

in their teaching even though they have participated in the training programs. Even though performance results of projects for teacher training and the education system improvement requires longer-term based approach, investing in education quality by supporting teacher training and the education system is highly recommended, considering one of the main aims of KOICA in education is to improve the quality of education.

Second, not only teachers but also teacher educators and school administrators need to build their capacity for effective school management, because without training those involved parties, the newly developed teaching methods and school systems cannot be reinforced. This is one of the reasons why USAID had training of teacher educators and educational managers in the main objectives of its Teacher Education Project (TEP).

Third, the programs have to be coherent and integrated into the local context. As mentioned in USAID's strategy paper, it made sure to have a close partnership with the local governments. It is shown that for the TEP project, USAID closely worked together with the 'Higher Education Commission (HEC), government of Pakistan' and 'Pakistan's Provincial Departments of Education' along with couple other partners. By doing so, USAID was able to both involve the Pakistan government into the project and gain better understanding of people's needs in Pakistan at the same time. This led to a full use of resources and their allocation accordingly. Thus, it is necessary that KOICA include its projects/programs within the recipient country's local government structure to ensure its success.

III.2 Analysis of Australia's ODA to education

III.2.1 Strategic Principles

AusAID has its major projects in the Asia-Pacific region such places as Fiji, Samoa, and Tuvalu. The AusAID's aid programs are based on five elements: a clear strategy, risk management and performance oversight, transparency, involving the Australian community, and effectiveness and value for money. First, setting a clear purpose and strategy of aid is critical in delivering aid and ensuring its effectiveness. Considering that AusAID's fundamental purpose is to alleviate poverty, long-term budget planning which ensures the continuity of aid programs is necessary. Thus, AusAID prepares a four-year budget strategy so that recipient countries can plan their programs to overcome poverty in a predictable approach and AusAID can obtain much more accountable results in delivering its aid programs. Second, since many of the countries where AusAID provides aid projects/programs are high in corruption, it is vital to build safeguards into their aid program design, monitoring and auditing, and helping to building up good governance. Furthermore, any attempt to misuse the aid will be mitigated under a zero tolerance policy. Third, the government of Australia announced a new Transparency Charter for the aid programs to provide comprehensive and accessible documents and data on aid programs in a timely manner. This improves the transparency of aid programs conducted by AusAID. Fourth, it integrates the talents of Australian communities such as NGOs, academic and research institutions and business of Australia. Fifth, a value-for-money scheme is carried out through multiple levels, including the policy and budget level, strategy level, and activity level to make sure that the budget for aid programs is appropriately used.[44]

[44] AusAID, "Helping the World's Poor through Effective Aid: Australia's Comprehensive Aid Policy Framework to 2015-2016," Australia, 2012.

III.2.2 Strategic Goals and Implementation

Australia's government is committed to deliver aid more effectively and efficiently across its five areas: 1) saving lives; 2) promoting opportunities for all; 3) sustainable economic development; 4) effective governance; and 5) humanitarian and disaster, based on the Comprehensive Aid Policy Framework (CAPF). The CAPF was released in 2012 and this serves as a roadmap as to where and how the money has to be spent.[45]

Among the five thematic areas of AusAID programs, promoting opportunities for all through education helps people to overcome poverty. The thematic strategies for poverty alleviation through education include: 1) improving access to basic education opportunities for all, 2) improving learning outcomes for children and youth, and 3) driving development through better governance and service delivery.[46] The reason why AusAID not only deals with improving access to basic education but also improving student outcomes is that about 200 million students in primary schools are not able to read basic words because of the poor quality of education.[47] Thus, pressing concern about the quality of education along with expanding the quantity of education arose. Poor quality of education is problematic because it does not translate students' attendance at school to learning outcomes. However, what is more fundamental is that poor quality of education drops the rate of students enrolled at school due to lack of understanding what they learn at school, which leads students to fail the exams. The poor quality of education is caused because the central attention for education is laid on expanding a number of students

[45] Minister for Foreign Affairs, "Australia's International Development Assistance Program 2013-14,"2013.

[46] AusAID, "Promoting opportunities for all: Education," Australia, 2011.

[47] Ibid., 3.

enrolled only rather than simultaneous by expanding a number of teachers and learning materials to teach the increased number of students. The expansion of intake of students should be accompanied by expansion of teachers and learning equipment. Otherwise, increased number of students in school cannot help but will be challenged by the low quality of education. Among many aspects affecting low achievement in student learning, poor quality of teacher is the main school-induced cause of low student learning outcomes. It is important to note that quality of teachers does not necessarily refer only to teacher capacity alone; rather it includes all processes of recruiting, preparing and assigning teachers and principals to schools. Thus, AusAID put its priority on improving learning outcomes so that pupils can achieve the core skills necessary for better lives upon graduation from schools. In line with direct education objectives, AusAID deals with better governance and service delivery so that the goal of quality improvement in education is more likely to be supported.[48]

Along with the CAPF, the Performance Management and Evaluation Policy (PMEP) functions as a control tower to ensure the effectiveness, transparency and results of the aid program. The PMEP publishes annual program performance reports in order to assess results and on-going progress. Also, it releases Quality at Implementation (QAI) reports so that in the progress is compared as to the initiative objectives. Independent evaluation and annual multilateral scorecards are also prepared to strengthen AusAID's performance.

[48] Ibid., 7.

III.2.3 Case Study 1: Education Sector Project II

AusAID has been conducting an education project, “Education Sector Project II” (hereafter, ESP II), together with the Asia Development Bank (ADB) and New Zealand Agency for International Development (NZAID) since 2006 in Samoa. The ESP II is a six-year program which aims to combine hardware-based programs such as building infrastructure for education with software-based programs such as curriculum development and teacher training to bring more equitable and effective learning results through better education systems. The expected outcome of this program is the improved quality of education resulting from a development of better curriculum, assessment procedures, learning materials and a teaching practice. Considering that improvement of education quality cannot be solely achieved by either hardware or software, the ESP II consists of five components: 1) introducing curriculum reform and assessment systems; 2) developing effective teachers; 3) improving access to quality education; 4) strengthening capacity to undertake research, evaluation, policy analysis and planning; and 5) strengthening capacity to implement and manage development projects. The below chart [Five components of ESP II project] explains output of those five components.

As listed in Appendix 3, ESP II which is co-financed by AusAID, NZAID, and ADB, deals with both hardware (component 3) and software (Component 1, 2, 4, and 5) of education to improve both access to education and the quality of education. They established a framework for designing and monitoring, which includes design summary, performance targets, a data sources/reporting mechanism and assumptions and risks. This framework provides all information on five components and outputs mentioned above. What is unique about ESP II is that the Ministry of Education, Sports and Culture (MESC) is in charge of implementing the

project and is responsible for the daily management of project implementation, monitoring and evaluation, and reporting of progress. This ensures the sustainability of the project by training the MESC directly. This project is planned to be provided with consulting services by international and associated domestic consultants according to ADB's Guidelines and the Use of Consultants and other arrangements. The consultant services are for primary curriculum development, assessment system, information communication technology, audio visual specialist, bilingual, primary subject area specialist, advocacy, pre-service and in-service teacher development, public opinion assessment, education equipment procurement, civil works, education research methods, education sector expenditure review, education sector planning and project management monitoring, and evaluation.[49]

[Table 4]Five components of ESP II project

Component	Output
1. Introducing curriculum reform and assessment systems	1.1 New Primary Curriculum 1.2 Adequate Supply of Learning Materials and Teacher Manuals 1.3 Community Partnerships Program for Demand Generation and Improved Learning Outcomes 1.4 National Assessment Policy Framework
2. Developing effective teachers	2.1 The Formulation of a National Teacher Development Framework 2.2 Increased number of primary teachers, agricultural science, food technology, visual arts and design technology teacher 2.3 Pre-and In-service Training for New Initiatives 2.4 In-Service Teacher Development and School-Based

[49] Asia Development Bank, "Samoa: Education Sector Project II," ADB, 2008.

	Support
3. Improving access to quality education	3.1 MESC Headquarters 3.2 Improved Secondary School Facilities and a Community Learning Center 3.3 Pilot Provision of Houses for Teachers in Rural Areas 3.4 Procurement of Goods and Services 3.5 Maintenance 3.6 Improved tendering and contract management
4. Strengthening capacity to undertake research, evaluation, policy analysis and planning	4.1 Improved National Capacity for Research and Evaluation 4.2 Research and evaluation program with results used for policy development and planning 4.3 Improved capacity to evaluate the impact of sectoral initiatives
5. Strengthening capacity to implement and manage development projects.	5.1 Improved Strategic Management and Coordination of Implementation 5.2 Integrated Financial Management System 5.3 An Effective Performance Monitoring, Evaluation, and Reporting System

Source: AUSAID

According to performance evaluation report of "Education Sector Project" in Samoa (2011), the project was successful in all aspects: relevance, effectiveness, efficiency, and sustainability. In terms of relevance, it was rated relevant in that this project was coherent with the recipient government's educational policy and strategy for 1995-2005 and country partnership and sector strategies of ADB. During the implementation period, more efficient use of resources for training made increasing benefited teachers from 360 teachers to 1,400 teachers possible. In relation to effectiveness, the project contributed to expanding its equal access to primary schools and

transition to secondary school. This equity of access is substantially affected by teacher availability.[50] The quality of education measured by national test marks improved significantly both in primary and secondary school. For example, project primary schools performed higher than non-project government primary schools. Furthermore, the average test scores of students' at project schools were higher than the national average and government school average. For secondary student performance measured by the average national Year 12 examinations, students at project schools scored slightly higher than those attending non-project schools. The reasons it rated less efficient in efficiency are underutilized facilities and equipment and delayed implementation of 17 months. Regarding sustainability, it was rated likely sustainable, in that effort for enhancing not only the quality of teaching and student learning assessment but also the shortage of teachers and weak school maintenance is currently addressed. Various initiatives to increase teacher supply and provision of new multimedia materials have been undertaken. The evaluation report of this project includes design and implementation part followed by performance assessment as well as other impacts such as socioeconomic impact and issues, lessons, follow-up actions.[51]

III.2.4 Case Study 2: Access to Quality Education Program (AQEP) in Fiji

The 'Access to Quality Education Program (AQEP)' has begun in 2011 and will last until 2015 with the aim of securing all children's access to quality education. This project consists of

[50] J. Evans and F. Peck, "Final Report: Teacher Supply and Demand Study," AusAID and Samoa Ministry of Education, Sports and Culture, 2009.

[51] Ibid., 6-8

two phases. Phase 1 (2011-2012) was to analyze current barriers of access to education and to design some improvements to achieve better outcomes. Based on the findings from the first phase, the second phase (2013-2015) actually provides some large-scale programs for education quality.[52]

AusAID and the Ministry of Education (MoE) are the coordinating authorities.[53] The purposes of the program were 1) to reduce financial barriers to access to education; 2) to invest in school infrastructure in the poor neighborhood and to contribute to improve learning outcomes; and 3) to perform research and analysis to help improve learning outcomes in Fiji.

According to the mid-term review of the project, there have been improvements in terms of leadership and management capacity for MoE, district education offices and schools. Also, policy and planning within MoE as well as developing new learning material and curriculum have also improved.[54]

[Table 5] Components and management of the program[55]

Component 1	Component 2	Component 3	
Increase access to schools	**Improve school facilities & learning environments**	**Support to the Ministry of Education to improve education quality and analysis**	**Program management & implementation**
Financial barriers	Poor schools	MoE provided with	The Program will be

[52] http://aid.dfat.gov.au/countries/pacific/fiji/Pages/education-init1.aspx, access accessed 21st, May 2014.

[53] Fiji Access to Quality Education Program Subsidiary Agreements, 2011.

[54] Bill Pennington et al., "Fiji Education Sector program Independent Completion Report,"2010.

[55] AusAID, "AQEP, Fiji Framework for Delivery," 2010.

to accessing education reduced for the poor	strengthened through improved and safer campuses and learning environments including through the installation of safe water supply and sanitation; Rehabilitation to classrooms; Provision of student learning materials including basic items (stationary, exercise books, student resources); School-community planning; School-based classrooms allocated for pre-school.	direct and rapid support by means of: Installation of a Core Education Program Team in MoE; Provision of short-term technical assistance to support MoE strategic priorities i.e. curriculum, assessment and improved student learning outcomes; Studies to explore linkages between Components 1 and 2 and improved student learning outcomes; Assistance to improve databases and knowledge products in support of understanding the impact of poverty on education.	implemented and managed by a Contractor. The Contractor will be responsible for the tasks and assignments of the Core team and the provision of technical assistance. A focus of the Contractor will be continuous improvements in Program activity; the seamless upscaling of activity over the 5-year Program; and the flexibility to respond to changes in policy/priorities and the economic situation.

Source: AusAID, "AQEP, Fiji Framework for Delivery," 2010.

III.2.5 Implications

This ESP II and the AQEP provide some important implications for Korea's ODA to education.

First, it is necessary for Korea to implement a balanced approach in providing ODA to education. In other words, when designing and conducting ODA projects/programs to education, giving too much importance to quantity of education should be tackled by a more balanced approach, considering that school facilities alone cannot improve student learning.

Second, KOICA is recommended to promote some joint projects/programs with other donor agencies like ESP II to enhance strategic aid provision and overcome the weakness of limited budget. By co-financing and co-implementing ODA projects, KOICA can directly learn and share to improve effectiveness of ODA one another. Often considered as a limitation of ODA is the shortage of budget allocated to ODA or a certain sector gets less budget than other sectors. Thus, KOICA can afford to conduct education projects/programs which directly deal with quality improvement, followed by increased access to education.

Third, it is necessary for KOICA to utilize a variety of Korean communities in designing, implementing and evaluating education ODA projects. One of the common drawbacks of Korea's ODA projects is that they often lack the use of experts on thematic areas such as specialists of primary education, curriculum development, teaching method and other expertise. This naturally degrades the quality of designing, implementing, and evaluating procedures of each program due to lack of expertise.

Fourth, Korea's ODA should pursue a long-term program instead of individual short-term programs. Among many reasons, Korea has heavily focused on provision of infrastructure because educational quality improvement projects require substantial time to bring some significant result, while building schools immediately brings impact in an explicit manner.

Lastly, it is very important to set a clear strategic principles as well as strategic goals to clearly guide fragmented agencies that are conducting ODA projects in Korea. However, what is more important is to conduct ODA programs which are coherent to those strategic principles and goals so that those strategic goals are indeed achieved through ODA programs. For instance,

goals of AusAID's education project in Fiji are consistent with its Pacific regional priority of eliminating financial barriers to education and also of improving existing school facilities.

III.3 Analysis of Korea's ODA to education

III.3.1 Strategic Principles

With a belief that education is one of the means to demonstrate an individual's potential for economic and social development, KOICA proposed the 'Education Sector Strategy' in implementing projects for the education sector, as follows in [Table 6]. KOICA pursues sustainable development through human capital development by adapting three strategies: 1) increasing access to education, 2) improving education quality, 3) enhancing management system of education, according to Koica's strategy for education secotor (2011-2015)[56]

[Table 6] The Education Sector Strategy

Vision	**Achieving sustainable development through human resource development in developing countries**		
Strategy	Increase Access	Enhance Quality	Improvement of Management System
Goal	Training technical manpower	Expanding opportunity of primary education	Promoting high-skilled labor
Target 1	Building vocational training basis	Expanding primary education facilities	Building tertiary education facilities
Activities	-Establishing vocational training facility -Reorganizing vocational training finance system	-Establishing elementary schools with science labs and computer labs -Providing incentives such as school lunches for new students -Establishing education facilities for vulnerable	-Establishing ICT colleges in the fields of agriculture, mining, and technology -Establishing remote educating facilities - Supporting knowledge spreading facilities like

[56] KOICA, "Koica's strategy for eduction sector (2011-2015),"unknow.

		people such as the physically challenged, homeless, and illiterate young people	libraries
Target 2	Providing high quality training environments	Improving quality of teaching and learning	Providing better educational opportunities
Activities	-Establishing a basic management plan -Introducing an employment information system -Training teachers and establishing training organizations	-Textbook development and distribution -Developing teacher training programs -Establishing libraries and providing reading education	-Providing scholarships and opportunities to study abroad -Providing remote education opportunities such as cyber universities and correspondence colleges
Target 3	Introducing rules for certification examinations	Consultation and education development policy	Consultation on the establishment of higher education policy
Activities	-Researching related law and rules -Developing the basis of certification examinations -Implementing certification and establishing management organization strategies	-Developing educational policies and rules by applying Korea's education development experience -Introducing an efficient educational budget system	-Establishing remote education policies and rules -Introducing fair systems for selecting students -Introducing an evaluation system for universities' education programs sand certification systems

Source: koica.go.kr

III.3.2 Strategic Goals and Implementation

First, it builds primary and secondary schools, vocational training centers, faculties of universities to increase an access to education.

Second, it contributes to a quality improvement and a relevance of education by developing a curriculum, textbooks, training teachers. It provides support for textbook development and distribution, development of teacher training programs, build up libraries and provision of reading education and so forth.

Third, it is devoted to the improvement of management system by consulting educational policies and bringing in national qualification system. For instance, it introduces rules for certification examinations and efficient educational budget system.[57]

However, unlike what was mentioned on the main sectoral strategy of KOICA, educational ODA projects/programs, that contribute to the second and third factors are hardly found in real practice.

As a number of enrolled pupils at school increases, education quality is brought into focus, because the number of students who do not acquire basic literacy and numeracy skills increases as a result of expanding quantity, but not quality of education. This is not the end of the problem; rather the poor quality of education leads fewer students to the further education. This will, in turn, reduce a number of skilled workers in the future. This is why KOICA should change its tendency of investing heavily in infrastructure into a more balanced way between infrastructure and quality for education. In an attempt to solve this problem, KOICA carried out 'the project for developing and publishing textbooks for secondary schools in Lao PDR) in 2007.

III.3.3 Case Study: Textbook Supply Project for Secondary Schools in Lao PDR

Since the government of Laos launched the 'Education for All National Plan of Action 2003-2015,' a large number of international communities have supported the government of Laos by providing ODA to the education in order to expand educational opportunities for the people of Laos. As a result, about 80 percent of primary school students owned their textbooks for studies and other conditions for education have improved. However, only 20 percent of

[57] www.koica.go.kr

students in secondary school owned their own textbooks, due to the international communities' concentration of ODA on the basic education level. Therefore, the needs for provision of textbooks for middle and high school students have arisen.

Thus, KOICA implemented its 'Textbook Supply Project for Secondary Schools in Laos' for three years from 2007 to 2009. The objective of this project was to contribute to improvement of education quality through distributing textbooks and consulting on curriculum development. Through this project, KOICA distributed about 2.66 million books on 13 subjects to 390,000 students in middle and high school.

For this project, preliminary research was taken place to investigate the overall education system of Laos, including education policy, national curriculum, distribution of textbooks, and so forth. As mentioned earlier, a large number of international societies such as the Asian Development Bank, the World Bank and JICA are making their efforts to provide textbooks for students at the primary education stage, while the provision of textbooks for secondary education is left behind. For instance, every twenty students have one English textbook. Thus, the government of Laos requested Korea to support them with provision of textbooks for secondary education. In addition to research on education in Laos, Korea visited publishing-related facilities in advance to analyze the current state of publishing textbooks in Laos. This project reflected some striking changes in conducting education project.

First, in this project, KOICA provided ODA in a balanced approach between quality and quantity which distinguishes this project from other previous education projects KOICA has conducted. Regarding the quantity of education, KOICA provided support for publication and distribution of textbooks, that is, it supplied necessary hardware for publishing books such as

printing and publication equipment. For the quality of education, KOICA involved experts of curriculum development, publication and printing by dispatching them to Laos.[58] However, experts in curriculum development were dispatched for a short time only. For instance, only one chief expert on curriculum development was dispatched for a month, along with two experts on mathematics and science respectively who were sent for a month. One month is not enough time for consulting on development of national curriculum. Regarding subjects, only one expert each for mathematics and science was not enough because Korea aimed to provide textbooks of 13 different subjects.

Second, there has been a strong partnership between Korea and Laos. The project was initiated by Laos. The provision of textbooks fits KOICA's strategies to provide ODA to education, in that KOICA attempts to improve the quality of education. It is also coherent with the policies of Laos's government's 'Education for All National Plan of Action 2003-2015.' Considering that KOICA provided ODA in accordance with the exact need of the recipient, this project is very significant for KOICA to move forward in terms of ownership and alignment in ODA.

III.3.4 Implication

When all ODA projects are listed, it is shown that Korea has been conducting a large number of projects for education with strong tendency to invest in educational quantity such as building schools and establishing training centers. For example, in the Ethiopia Hibret Fire primary-

[58] Ibid., KOICA, 203-204.

school building project in the area of a war veteran village, initiating in 2004 for the three consecutive years, KOICA heavily focused on school infrastructure. However, Ethiopia was in the stage of Education Sector Development Program II (ESDP II), which requires an attention to quality improvement of education. Regardless of this fact, Korea put its priority to establish superior school facilities and to provide good learning materials. At the end of this project, it was evaluated that the program was a successful project in terms of validity, sustainability, effectiveness, efficiency and ripple effect. However, the needs of developing a teacher training program remained, because the essential prerequisite for improvement in students' outcomes is the improvement of teacher quality.[59] In other words, only a small number of projects are directly aimed at supporting the 'software' of education and the rest is all for 'hardware' of education such as establishment of schools and training centers.

As observed in USAID and AusAid's cases, the U.S., Australia and Korea aim to improve both quantity of education and quality of education in conducting ODA. In addition, they all try to support management system of education. Even though all three countries' ODA agencies' official strategies and objectives are similar, there has been a great difference between them in practice. A comprehensive comparative analysis of those three case studies is presented based on a framework proposed earlier.

The analytical framework depicted in figure 6 investigates whether each education project/program is dealing with quantity of education, including construction of schools or facilities and provision of school supplies. Second, it observes whether each education project/program attempts to improve the quality of education, including development of

[59] KOICA, "evaluation report of construction of schools in Ethiopia," 2007.

curriculum and textbooks, teacher training, improvement of teaching methods, establishment of assessments of student performance, improvement of education policy and administrative capacity building. Lastly, it examines whether each project/program approaches management systems of education, including reflecting the recipient country's needs, preliminary studies on the recipient country's condition, building up partnership with recipient country, evaluation system on project outcomes, involvement of experts, and follow-ups of projects/programs.

[Table 7] Analysis Result

Agency		**USAID**		**AusAID**		**KOICA**
Project/Program		**PAEzzzM**	**Teacher Education Project**	**Education Sector Project II**	**Access to Quality Education Program**	**Textbook Supply Project in Lao PDR**
DURATION		**7 year**	**6 year**	**7 year**	**5 year**	**3 year**
Quantity of Education	Construction of schools/facilities	√	√			√
	Reconstruction of the facilities	√	√	√	√	
	Provision of school supplies	√	√	√	√	√
Quality of Education	Development of Curriculum & Textbook		√	√	√	√
	Teacher Training	√	√	√		
	Improvement of teaching methods	√	√	√		√
	Establishment of assessment of student performance			√	√	
	Improvement of education policy	√	√	√	√	
	Administrative capacity building	√	√	√		

Management system of Education	Reflecting recipient country's needs		√	√	√	√
	Preliminary studies	√	√	√	√	√
	Building up partnership with recipient country	√	√	√		√
	Evaluation system on project outcomes	√	√	√	√	√
	Involvement of experts	√	√	√	√	√
	Follow-ups of project			√		√

IV. Conclusion

IV.1 IMPLICATIONS AND SUGGESTIONS

From analysis of Korea's current ODA to education and other countries' case studies, this paper provides some implications for Korea's ODA to education in order to improve quality of education, which is an ultimate goal of supporting education sector in developing countries. First, it is necessary for Korea to implement a balanced approach in providing ODA to education. In other words, when designing and conducting ODA projects/programs to education, giving too much importance to quantity of education should be redirected to a more balanced approach, considering that school facilities cannot improve student learning alone. For instance, the educational project of USAID/PAEM and TEP not only supports expansion and renovation of schools but also quality of education and management of education which ensures sustainability of the project's outcomes. From the planning stage, it composed the project with three

components: broadening access to education, improving quality of education and enhancing management and governance in the education system. This shows that USAID acknowledges that education outcomes cannot be improved with expansion of access to education only. Rather, a balanced approach for both quantity and quality of education can translate educational investment into improvement of student learning outcomes.

Second, KOICA is recommended to promote some joint projects/programs like ESP II with other donor agencies to enhance strategic aid provision and overcome the weakness of a limited budget. By co-financing and co-implementing ODA projects, KOICA can directly learn and share to improve effectiveness of ODA. Often considered as a limitation of ODA is the shortage of budget allocated to ODA or a certain sector gets less budget than other sectors. Thus, KOICA can afford to conduct education projects/programs which directly deal with quality improvement followed by increased access to education. For instance, the 'Education Sector Project II' project which is co-funded by AUSAID, NZAID and ADB could attract and utilize more funds than cases where AUSAID funds projects on its own. The joint investments let both donor and recipient country rely on the educational projects/programs because they often take the form of long-term programs, rather than one or two-years projects.

Third, KOICA should involve a variety of Korean communities in designing, implementing and evaluating education ODA projects. One of the common limitations of Korea's ODA projects is that it often lacks the use of experts in thematic areas such as specialists in primary education, curriculum development, teaching methods and other expertise. This naturally degrades the quality of designing, implementing, and evaluating procedures of each program due to lack of expertise. From both of case studies from USAID and AUSAID, one of distinguishing

factors is that they bring local communities into their projects. This ensures the sustainability of projects/programs as well as utilizes talents of diverse people. Thus, it improves the quality of projects/programs.

Fourth, Korea's ODA should pursue a long-term program, instead of individual short-term programs. Among many reasons, Korea has heavily focused on provision of infrastructure because educational quality improvement projects require substantial time to bring some significant result, while building schools immediately brings impact in an explicit manner. It is needless to say that for students to have outcomes, it requires substantial amount of time. Thus, only when a project/program retains a relatively longer term, 5 years to 7 years, KOICA does not have to be pressured by time constraint, which pushes it to bring a tangible result within a short time period.

Fifth, it is recommendable for Korea to develop some indicators, which are measurable for goals and objectives of both projects/programs and education sector as a whole in order to report its performance and outcomes of the ODA projects/programs. An analysis of USAID revealed that USAID has developed indicators for each goal of its strategy for education ODA. For instance, in order to measure its outcome of goal 1, which is to improve reading skills for 100 million children in primary school by 2015, USAID compares the percentage change of pupils at primary school level who exhibit adequate reading fluency as well as comprehension to "read to learn," after 2 years of attending school. Having the numerical targets and measurements is very important in that it makes appropriate resources to be distributed to achieve those targets in a consistent manner. Also, it allows involved partly to focus more on the objectives and act more coherently when executing project/programs. In addition, this facilitates evaluation processes

throughout and at the end of the program because those set targets will be the main measure to show the results of the ODA projects/programs directly.

IV.2 FURTHER RESEARCH

In this paper, the overall focus was to investigate Korea's ODA to education and provide some policy recommendations. To do so, it provides general information on Korea's ODA. Then, more detailed analysis on Korea's ODA to education follows. After finding out several limitations of Korea's ODA to education, this paper concentrates on the issue of quantity versus quality of education. Instead of arguing that Korea should focus more on quality of education over quantity vice versa, this paper suggests Korea's ODA to education to take more balanced approach between quantity and quality of education. By investigating cases of Australia and U.S. where they coordinate both quantity and quality of education into education programs, it implies that balancing those two is feasible and very effective.

Since this study limits its scope of investigation to two cases of U.S. and Australia respectively, there is a space to develop more general conclusion by conducting more case studies as well as from more countries. Also, compare and contrast projects/programs of ODA to education with the same theme such as provision of textbooks or teacher training might bring some valuable insights.

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Mailing Address	Seatbyul A 203-1301, Dalandong, Dongangu, Anyangsi, Kyungkido		
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