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Master of Arts in Global Education Cooperation

# Identifying differences in tertiary education development projects according to its objective

–Meta–synthesis on the programs of the  
World Bank–

고등교육 개발협력사업의 목적에 따른 차이점 분석  
: 세계은행 사업에 대한 질적 메타분석

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– Meta–synthesis on the programs of the World Bank –

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## Abstract

# Identifying differences in tertiary education development projects according to its objective

– Meta–synthesis on the programs of the World Bank–

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This study aims to decipher external and internal factors which impacts the sustainability of tertiary education development projects of the World Bank after its closure and to compare the main influential factors within the project category which were divided depending on the objective of the tertiary education project: teacher education projects and higher education projects focusing on higher education institutions and social development. The results are drawn by qualitative meta-analysis on Project Performance Assessment Reports[PPARs] that are conducted by the Independent Evaluation Group within the World Bank Group, after at least a year from the project's closure. Through analyzing 28 PPARs on tertiary education development projects based on 10 themes, this study locates commonalities and significant differences between main influential factors found in the category of teacher education projects and higher education projects.

In teacher education projects, government policy related to teachers, participation of the communities, and tangible input were significant factors which cannot be found in higher

education projects, whereas in higher education projects, active participation of institutions through developing financial autonomy and ownership, economic environment influencing the labor market and the households, diverse stakeholders from a wide range of sectors, and international cooperation were significant factors which were not found in teacher education projects.

This research aims to suggest an optional alternative when classifying education development projects in each sector of primary education or tertiary education for improvement of future evaluation operations as it has been found that influential factors to be considered in the evaluation process is different within the category of tertiary education projects.

**Keywords :** Tertiary education development project, Higher education, Teacher education, Meta-synthesis

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# I. INTRODUCTION

## 1. Background of the Study

In the history of international development cooperation, international cooperation in the education sector were constantly in high demand in that they can guarantee not only short-term educational investment effects but also long-term potential effects in the society of recipient countries in general. Unlike similar cooperation projects in other sectors, their effects are not limited within the education sector, leading to various potential effects such as cultural development, mature citizenship, democratic involvement, and progression into the knowledge economy.(Barrow, 2013; Hanushek & Woessmann, 2012) In this perspective, basic education system used to be one of the main development goals in developing countries as it was deemed as an efficient and effective investment to achieve comprehensive national development. And as those countries have successfully expanded their basic education system, many are preparing to proceed on to the next step.

The effects of tertiary education in the knowledge economy are being realized in both developed and developing countries, intensifying the need for the expansion of tertiary education combined with a growing demand for professional workers and adoption of new technologies for national development. (Schendel & McCowan, 2015) Moreover, in the Sustainable Development Goals, expanding access to quality education is set as a priority for both developing and developed countries, in which providing affordable tertiary education is included. It presents educating professional and skilled human resources, creating and diffusing knowledge and innovation, and engaging communities to collaborate for a common goal as a way to enforce capacity building and accountability in developing countries. (Sanchez-



Barrioluengo, 2013) As mentioned in SDGs 4 as one of the main goals in the educational sector, the role of tertiary education will further grow as those countries progress into the knowledge economy.

This was also acknowledged by families and individuals, leading to an increased students' need for tertiary education after the expansion of primary education. Also, the development of the society along with the private markets following the needs of the consumers led to the emergence of new types of institutions and learning styles. Furthermore, as diverse perspectives on how to approach tertiary education has emerged in the academic society, the environment for tertiary education has changed significantly leading to new patterns of financing and management in tertiary education. There were also negative aspects such as the burden on government budget, and the lack of supply to meet the diverse demands on tertiary education, bringing new challenges and opportunities for tertiary education. (OECD, 2008b)

Along with the proliferation of tertiary education, evaluation on the outcome of tertiary education have received growing attention. Many scholars in the educational and economic sector have developed methods to accurately measure the efficacy of tertiary education to the society in the aspect of non-market benefits or overall externalities. (Bloom et al. 2006; McMahon 2009) However, there are still voices that there isn't enough evidence base for tertiary education projects to understand the specific input-output matrix of each intervention and how it can be replicated. Especially in the case of public work projects related to the social infrastructure, applying contemporary evaluation methods such as 'performance indicator analysis', 'non-experimental effect analysis' is insufficient to comprehensively measure the effectiveness of the project outcome. (Lee, 2012)

There are still limitations in collecting meaningful quantitative and qualitative data in

accordance with the results indicators, as it typically does not go beyond collecting superficial headcount. There are not enough in-depth evaluation which considers external factors influencing the project outcome or aims to conduct an evaluation in comparison of the treatment group and the control group. (IEG, 2017a; World Bank, 2011b) World Bank's evaluation report on tertiary education projects within the World Banks Group's support examines tertiary education projects the World Bank has been implementing, and asserts recommendations to overcome several shortcomings found through the prior examination. One of the main recommendations is improving the quality of results indicators. (World Bank, 2017a)

“there is little guidance on what interventions work. Indicators are often based on headcounts that provide little insight into improvements from baseline measures. There is rarely collection of data from treatment and comparison groups as well as from external factors that can influence outcomes, so as to be able to carry out rigorous impact evaluations” (World Bank, 2017a, pp.56-57)

Due to these shortcomings in the tertiary education project, the World Bank recommends rigorous case studies of project evaluations to conform an evidence base through analyzing effective interventions and finding ways to replicate them as well as discovering external factors which leverage the gap between the anticipated outcome and the actual result. As explicitly commented by the World Bank, more in-depth case studies and evaluation on tertiary education projects are needed to establish effective result indicators.

## 2. Statement of Problems and Significance of the Study

### **Statement of Problems**

However, there are different opinions on how to categorize tertiary education leading to numerous evaluations and researches following their own classification standards of tertiary education. This makes it difficult to collect a uniform evidence base to accurately measure the efficacy of tertiary education. As each country have their own education systems and policies, such as some having lower and higher secondary level institutions and others having only one secondary level institutions, some institutions considered as tertiary education institutions in one country may not be classified as tertiary education institution in another.

In some cases, the notion of higher education and tertiary education are considered interchangeable. (Pineiro & Pillay, 2016) There are also other cases where higher education is deemed as a subordinate concept included in the range of tertiary education which encompasses some other post-secondary institutions such as short-term vocational training centers. On the other hand, some classify tertiary education as programs provided by institutions that extend beyond universities, and higher education as programs provided by universities, regarding tertiary education as a totally different notion with no intersection with higher education. (OECD, 2008b)

Teacher education colleges are a good example of the unstandardized classification of tertiary education. Some teacher education courses are provided in parts of universities which are mostly categorized as higher education but some courses are provided in separate colleges which could be seen as a vocationally oriented course found in secondary level institutions. Therefore, some perspectives regard teacher education as higher education but others regard

them as secondary level institutions. (Schendel & McCowan, 2015) This incongruent classification applies the same in tertiary education development projects. Diverse programs, starting from funding public universities to training hygiene supervisors in the government, are conducted under the category of tertiary education development projects which makes it difficult to generalize the achievement of tertiary education projects.

In the case of OECD, they use the term tertiary education instead of the term higher education. OECD also acknowledges that 'higher education' is the more common term used in the sector of education development, but chose to use the relatively recent term of 'tertiary education' as it encompasses the diverse types of institution and programs being newly introduced. However OECD differentiates 'tertiary education' from 'post-secondary education' which is a much broader term incorporating not only programs classified as tertiary education but also adult education programs and occupational preparation programs. (OECD, 2008b)

The World Bank also shows a similar approach. Despite the fact that the World Bank uses the term 'tertiary education' in its sector classification as its official term, it uses 'higher education' in its approach papers or in independent evaluations and does not separate the two terms regarding them interchangeable. (IEG, 2017a) The World Bank uses the below classification standard for tertiary education.

“This definition focuses on formal post-secondary educational institutions and generally excludes technical and vocational education programs that do not grant degrees and institutions focused exclusively on research. The Bank Group definition appears to reflect a dual objective of improving the teaching and research capacity of higher education institutions. Broadly speaking, this corresponds to levels 5, 6, 7, and 8 of the International Standard Classification of Education developed by the United Nations Educational, Scientific, and

Cultural Organization (UNESCO): short-cycle tertiary education, bachelor's degree or equivalent, master's degree or equivalent, and doctoral degree or equivalent.” (IEG, 2015. p.2)

As could be seen, lifelong learning for adults and vocational training programs which correspond to level 4 of the International Standard Classification of Education are excluded whereas teacher education in the form of a degree or a diploma program are included. (World Bank, 2017a) Furthermore, in the case of UNESECO, it has put special focus on teacher education within the sector of higher education, showing that international donor organizations classify teacher education projects as higher education projects. (Mundy&Madden, 2009)

In this current situation of debate on tertiary education projects, there are numerous studies on the influential factors in individual tertiary education institutes, and also on tertiary education development projects which has to consider not only institutional aspects but also systematic aspects of the country as a whole. However, there seems to be little consideration on the difference of influential factors of development projects within the tertiary education sector according to its objective.

Therefore, this paper aims to compare the influential factor within tertiary education development projects in respect to its objective to provide a more detailed evidence base for evaluation with focus on teacher education which could be classified in different categories in different backgrounds. By identifying influential factors in relation to teacher education projects, one would be able to compare it with factors in tertiary education projects, examining whether teacher education project is suitable as an evidence base for tertiary education development projects.

## **Significance of the study**

When implementing policies that interfere with other people's lives, they should be based on theories established based on reliable empirical evidence. (Sackett, 2002) Result evaluation is being discussed as a major method to increase aid effectiveness. Starting from 2005 Paris declaration and through 2008 Accra declaration, managing for results is continuously being emphasized as the need for performance evaluation is gradually spreading along with the discussion on increasing transparency and accountability in those performances. Managing for results (MfR) means 'focusing on concrete impacts at all phases of the national development process.' (OECD, 2009, p. 1) It includes the whole process of project implementation starting from strategic planning, risk management, operational monitoring, to performance monitoring. In other words, it is a management technique that emphasizes both the performance and the continuous improvement of projects as it has a system in which performance assessments are constantly influential in the decision-making process. (OECD, 2009)

In this perspective, the most important factor in performance assessment is that assessment should be utilized in terms of result management across all phases of the project. This principle is being applied in performance evaluation conducted in donor countries and international organizations, leading to the utilization of evaluation results not only as feedback after the closure of the project, but as a result-oriented performance management mechanism to maximize the result of the project in a holistic process ranging from the planning stage to the post-process. (Kim et al., 2013)

To increase the effectiveness of education development projects, holistic utilization of evaluation results is needed. Particularly, considering the distinctiveness of education projects, utilizing performance evaluation to decipher the effectiveness of long-term intervention is

necessary but difficult as the intervention results are not easily revealed at the time of the usual post-evaluation period of development projects. For instance, in the case of the school construction project, assessing the immediate outcome of whether the educational opportunities of students in the surrounding area have been expanded due to the establishment of schools is possible through indicators such as enrollment rates or graduation rates. However, it is difficult to confirm achievement of the ultimate impact of how much human resources have been developed for sustainable growth or economic development through the school construction project with simple numbers in a short-term period. Therefore, if the holistic utilization of evaluation results is not adopted, there is a possibility of evaluating with the wrong indicators resulting in a distorted evaluation result, not being able to identify the fundamental impact of the intervention. The findings reached through the above process contributes to lesson learning in decision-making, as it rigorously checks whether the policy theories are supported by reliable evidence. (Howard & Hugh, 2012)

Numerous previous studies have been conducted in the field of development cooperation project evaluation in this manner, and through those findings, evaluation guidelines were established, taking the distinct aspects which are found in development cooperation projects into account.(OECD, 2008a) Based on the above findings, studies on the evaluation of education development projects were conducted through diverse approaches deriving various research findings which provided deeper insight on the topic.(Moya&Turra&Chalmers,2018; World Bank, 2017a) This led to a more detailed approach on to specific levels of tertiary education. Academics considered the distinctive features of tertiary education projects and conjured a more detailed evaluation criteria to better reflect those features in the evaluation results. (Conn, 2017)

This trend has been applied not only in the international community but also in the domestic academic community, and has shown a similar movement. Numerous studies were conducted thoroughly on the evaluation of education development projects through diverse approaches. Educational levels were taken into consideration, as in categorizing educational development projects in primary, secondary, and tertiary levels, and also type of investments that was put into the education projects such as in tangible or intangible properties were also considered. (IIDC, 2018, KEDI, 2013)

However, when it comes to the evaluation of international cooperation projects in tertiary education, it has been mainly based on the Korea International Cooperation Agency's standard evaluation model or only applied the evaluation model presented by international organizations as a universal standard. The application of this evaluation model is easy to compare the target achievement rate of the project collectively, but has a limitation in that it is insufficient to reflect the characteristics of the tertiary education field. (KOICA, 2015)

As the scale of Korea's tertiary education international cooperation projects increased and the types of projects became more diverse, the need for an evaluation model based on an accurate understanding on the distinctive features of tertiary education project increased. To meet those needs, researches on the evaluation of tertiary education projects emerged based on research findings on the distinctive features of tertiary education, presenting an evaluation model solely for official development aids in tertiary education. (Park & Shin, 2016)

However, even though there have been diverse discussions and findings on the evaluation of tertiary education development projects, there still isn't enough research done on the specific categories within the sector of tertiary education based on its objective.

Therefore, this study uses evaluation results to decipher influential factors in teacher



education projects which are sometimes classified as tertiary education and sometimes not, to provide a suggestion on whether it would be accurate to include them in the evidence base of tertiary education development projects.

### 3. Purpose of the Study and Research Question

#### **Purpose of the study**

The purpose of this study is to examine external and internal factors which influence outcome of tertiary education projects which have been conducted by the World Bank. To elaborate, this study aims to compare factors which positively or negatively impact the sustainability of the project after its closure to decipher whether teacher education projects are appropriate to be used as an evidence base in examining the effectiveness of tertiary education projects.

To clarify the above ‘sustainability’, the term ‘sustainability’ itself does not have an agreed definition within the scientific disciplines. It has been defined in different ways but in the field of development cooperation, it is regarded as the long-term success of an intervention.(Maier et al, 2016) Especially in the sustainability literature, the importance of addressing sustainability during intervention planning, implementation, and evaluation process is continuously emphasized(Whelan et al., 2014) Even though there is no fixed definition nor criteria of sustainability, conceptualizing sustainability in the process of evaluating intervention is crucial and is recommended to be conceptualized within the context of the program. The donor’s delivery tactics, social contexts, features of the input are to be considered as the program’s unique characteristics and are to be considered when evaluating the project’s

sustainability. (Smith et al., 2018; Scheirer et al., 2008)

In the case of the World Bank, it applies the notion of sustainability defined by the OECD DAC. OECD DAC established evaluation guidelines in 1991 with DAC members and major international evaluation agencies. In the guidelines, five evaluation criteria were established to help evaluators plan their evaluation and organize key questions, and have been widely used. In 2019, in response to the voice of reform asking for an upgrade of the guidelines, revised criteria definitions and a sixth criterion of coherence were endorsed by the OECD DAC. (OECD, 2021) In the guidelines established by OECD DAC, sustainability is defined as below as one of the main six criteria of evaluation.

“The extent to which the net benefits of the intervention continue, or are likely to continue.

Note: Includes an examination of the financial, economic, social, environmental, and institutional capacities of the systems needed to sustain net benefits over time. Involves analyses of resilience, risks and potential trade-offs. Depending on the timing of the evaluation, this may involve analysing the actual flow of net benefits or estimating the likelihood of net benefits continuing over the medium and long-term.” (OECD, 2019, 12p.)

As mentioned above, sustainability is a criterion to check whether effects can continue after the termination of the project, and evaluates whether the impact of the project would be maintained. Main factors influencing the sustainability of the project are mostly the cooperating country’s commitment or ownership of the project, economic environment, financial support, institutional support, and social support.

The results were drawn by qualitative meta-analysis of evaluation documents on tertiary education projects conducted by the World Bank. This paper adopted qualitative methodology, as the underlying reasons of nonconformities in a development project could be better understood in a qualitative approach. (Bamberger et al., 2010) Synthesizing evidences found in individual reviews may not be the best methodology in other cases but is appropriate when testing a hypothesis on a limited range of interventions or answering a detailed question on comparative effectiveness of diverse interventions. (Petticrew & Roberts, 2006)

### **Research Question**

This study does not merely regard evaluation as a measurement of outcome and a way of feedback but aims to widen its utilization. The ultimate goal of evaluation is not only to organize the feedback to modify and supplement the current international cooperation project, but also to use the evaluation results as basic data to actively improve development projects from the initial stage of project design. Hence, the following meta-synthesis was guided by the overarching question with two sub-questions of, “Would influential factors of higher education development projects be different from influential factors of teacher education development projects?”

Sub-Question 1. What are the commonalities of influential factors found in higher education projects and in teacher education projects?

Sub-Question 2. What are the differences of influential factors found in higher education projects and in teacher education projects?

## 4. Research Scope

This paper has selected evaluation papers of the World Bank as it seems to be most appropriate in achieving this paper's objective. In order to bring about change through educational intervention in a development project, short-term temporary project-based intervention cannot fully fulfill its goal. An intervention in which bundle of projects are integrated together, is needed with a program-oriented approach or a systematic approach. This perspective is acknowledged by many donor countries, and could be found in their education ODA policies. (Yoo et al., 2011) Especially in the sector of international development, in order to deduce meaningful lessons for decision-making, synthesizing evidences, which are drawn based on generalizable standards, from multiple contexts and populations is needed. (Howard & Hugh, 2012) Evaluation reports which meet the conditions of the above could be singled out to evaluations conducted by international donor agencies which implements trans-sector projects in diverse backgrounds.

Even though there are debates on whether the World Bank has influenced the change in the discourse of tertiary education positively or negatively, most scholars agree that the World Bank plays a leading role as a transnational policymaker. (Peet 2009; Torres 2006; World Bank, 2002) The World Bank and UNESCO has started a joint a Task Force on Higher Education and Society which led to a heightened attention to tertiary education. (Tilak, 2000) Since then, the World Bank actively participated in the development of tertiary education with diverse approaches such as publishing the report 'Higher Education in Developing Countries: Peril and Promise.' (Hong et al., 2019)

Furthermore, the risk to development criteria in the World Bank evaluation report considers external and internal factors overall, which helps finding the influential factors ranging from

factors related to the implementation process of inputs to contextual factors as well. Using evaluation papers using risk to development criteria would help answer the research question of this project. Risk to development evaluation criteria will be examined in detail in Chapter 3, research methodology.

In this research, the term tertiary education is used differently from the term higher education even though the World Bank uses them as equivalent terms. As this paper aims to decipher the differences of influential factors within tertiary education projects according to its objective, projects are divided into two groups of teacher education projects and projects that aims to develop higher education.

This categorization did not only take project targets into consideration, but also each project objectives mentioned in the evaluation reports. Through analyzing tertiary education projects conducted by the World Bank, project objectives could be largely explained by three divisions; social development in terms of human resources and research, improvement of higher education institutions in quality and efficiency, and enhancement of universal education in the primary and secondary level through teacher education.

There were 5 projects which solely focused on the perspective of social development, 4 projects on the improvement of higher education institutions, and 6 projects on both perspectives when classified based on the keywords proposedly written in the 'project objective'. However, specific explanation of the project in the part of the 'purposed impact' and the 'expected outcome' of each project showed both keywords of social development and improvement of higher education. In other words, even in cases where the explicit project objectives written in each evaluation reports do not include specific keywords implying both social development and the improvement of higher education institutions, the projects pursued

both objectives through its discrete activities.

Meanwhile, there were 12 projects which solely focused on the enhancement of teacher education, and only 1 project which focused on the improvement of both primary education and higher education which is project 25.

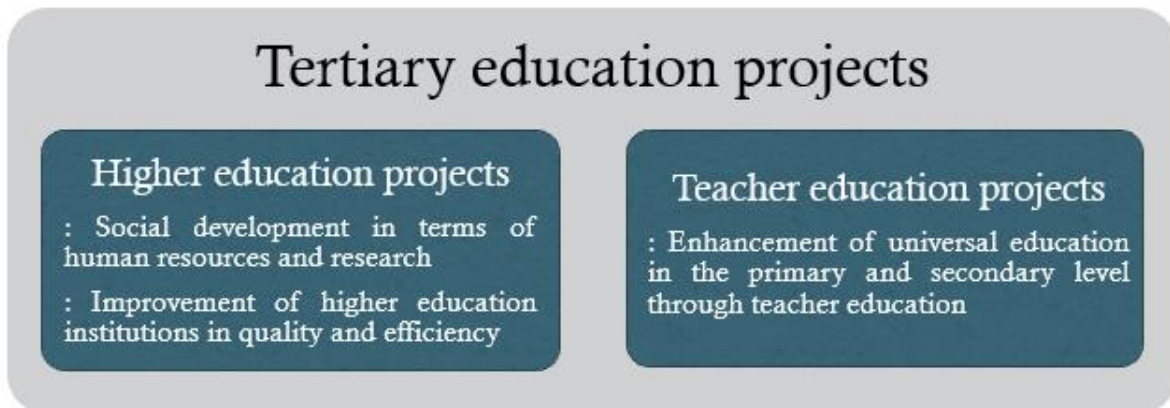
Project 25, 'Second education project' conducted in Mozambique from 1991 to 1998, is consisted of two components; quality and efficiency improvement of primary education, and quality and efficiency improvement of universities. In the component of 'quality and efficiency improvement of primary education', activities such as pre-service teacher training for primary and lower secondary levels, in-service teacher training, and distance education for teacher training were promoted in the field of tertiary education. Whereas in the component of 'quality and efficiency improvement of university', activities such as the development of strategic management capacity, support to physical sciences, continuing support in engineering, and continuing support in economics to universities were carried forward.

As could be seen, the tertiary education projects which this paper aims to analyze could be categorized according to its objectives, and if the project aims to target diverse objectives as in project 25, it could be categorized according to its specific activities. Besides the fact that teacher education projects target teachers specifically, the fact that objectives of teacher education do not mix with other objectives that are commonly found in higher education projects is a factor which divides teacher education projects from other tertiary education development projects.

Due to these reasons, this paper classifies tertiary education projects into two categories of teacher education, which targets teachers and focuses on the enhancement of their quality, and other tertiary education, which targets higher education institutions and focuses on the

improvement of those institutions and economic development of the society. For the convenience of reference, the latter category which pursues common higher education project objectives will be termed as ‘higher education projects.’

<Figure 1. Categorization of Tertiary Education Projects>



## II. LITERATURE REVIEW AND HYPOTHESES

When conducting a meta-synthesis on a specific topic, a guideline is needed when searching for answers to the research questions to minimize the researcher’s bias or omission of important factors. Thus, by scoping the landscape of related studies on the subject to build a guideline, research credibility is enhanced as well as preventing the probability of any distortion. In the chapter of literature review, previous studies on the distinctive features of tertiary education development projects, and the factors to consider in each higher education and teacher education development projects were reviewed. Based on the reviews, this chapter posits research hypotheses as a guideline when synthesizing evaluation reports in this paper.

## 1. Factors to consider in Education Development Projects

When adopting an education development project, there are several background obstacles to consider, such as the financial situation in the donor countries or agencies, the governance within the developing countries in utilizing the external fund, uncoordinated opinions of the donor and the recipient on budgetary usage. (Colclough & Webb, 2012) The process of evaluating a project in the educational sector has its distinctive features which makes it difficult to use the same evaluation criteria used in other development projects.

First of all, the effects of the educational projects and policies are commonly difficult to measure in a short-term evaluation as their outcomes take some time to materialize. Their influence should first permeate and spread within the implemented society along with the steady capacity building of related experts and faculty members which would gradually foster competitive professionals equipped to develop technology and produce sophisticated knowledge for national development. For this reason, the time of evaluation might be before the outcome shows measurable results, leading to an inaccurate evaluation of the educational development project. (McMahon, 2009) For instance, training programs take at least a year for the trainees to finish their course and apply their skills in the field, and four years for a university student to graduate as a skilled professional which could contribute to the development of economy and society.

Furthermore, development projects in the educational sector differs from other projects that only supply financial and visible resources. Unlike projects with tangible inputs, educational development projects invest a combination of tangible and intangible resources as they aim to develop social infrastructure through capacity development by focusing on developing human resources and promoting recipient country's independent development capabilities. Therefore,



their outcome could be hard to decipher through conventional methods as it does not show its effect directly, but indirectly through several indicators widespread in the society, especially non-market externalities and indirect effects of education. Especially in the form of knowledge sharing ODA projects, it is difficult to utilize traditional evaluation methods due to the unique characteristics of the knowledge sharing ODA project. (Lee & Shin, 2017) In the same manner, as tertiary education relatively has an intimate relationship with the economy and the civil society when compared with basic education, there are partial difficulties in apprehending the expected impact or aid-effectiveness of tertiary education development projects. Even though the internal factors were implemented and have operated as planned, the changes in the economic or social environment could directly influence the outcomes of the project. There might be a sudden drop in university enrollment due to an economic crisis, or a brain-drain due to shortage of desirable workplace to accommodate the skilled graduates. (Schendel & McCowan, 2015)

Additionally, educational projects should take into account the diverse members within the social infrastructure which inevitably expands the range of related stakeholders to be considered in project evaluation. Due to the nature of education where various stakeholders exist in the process of dissemination and practice of education, involvement of various interest groups is inevitable, and the results of education may vary depending on their participation. This is because the results of education are achieved through a complex process, so the expected results may not be shown with the effort or the input of certain factors. Therefore, when conducting education ODA projects, the participation of students, related stakeholders, and project entities as a whole is essential in firmly structuring a long-lasting outcome, which naturally applies that the same should be considered in the evaluation process. When deciding

the coverage of evaluation in tertiary education projects, besides the usual related stakeholders in the educational sector, the evaluators should also take labor market into account. As tertiary education cannot be completely separated from the economic development and the labor market, it has a formidable range of related stakeholder and indicators which should be included when planning, implementing and evaluating the project. Social transformation in the community, links between tertiary education and labor markets, and overall changes in the country are all related factors which should be taken into consideration. (Kim et al., 2013; Park & Shin, 2016; Yoo et al., 2017)

The final distinctive feature is that due to diverse perspectives and theories on education development, there are discordant debates on what education should ultimately pursue, and which method to conduct in order to achieve its objective. Among diverse perspectives, one of the main two perspectives regards education as a basic human right and the other as a tool for poverty eradication and social development. This difference of view continues in the evaluation process, with different assertions on how to evaluate what outcomes with which indicators. (Kellaghan & Stufflebeam, 2003; Kim et al., 2013; Psacharopoulos, 1995) The World Bank has been an advocate of capitalist, free-market economics in relation to education along with IMF. On the other hand, UNESCO has been at odds with the above two entities over their commitment to a neoliberal approach to educational funding. And from time to time, there are cases where the donor's objective in providing development aid, is to mitigate security issues in conflict and fragile states through gaining an amicable attitude from local population. (Harber, 2014) This also applies the same in debates on how to approach tertiary education. One side focuses on the economic contribution of tertiary education in a neoliberal perspective. They assert that the strategy and the philosophy embedded in tertiary education should be

directed towards meeting the needs of the industry by training skilled human resources. (Kim & Lee 2006; Wan 2015) The other side asserts otherwise. They focus on the features of public good that higher education could provide to the society, and assert that higher education should contribute to sustainable social development through spreading notions of democracy, human rights, and citizenship. (Nixon, 2010; Symaco & Tee, 2019; Tilak, 2008) This discrepancy is also one of the features found distinctively in tertiary education project evaluations.

The point that this study aims to take into consideration, is that tertiary education development cooperation projects are not only conducted to provide a short-term support but also conducted to establish a long-lasting human resource infrastructure in the recipient countries. Therefore, identifying factors which could pose a risk to development outcome in tertiary education projects is essential in order to achieve authentic impacts which would last in the implemented society.

## 2. Attributes of Tertiary Education Projects

### 2. 1. Systematic Configuration of Teacher Education

One category which could be found in the sector of both primary education and tertiary education is teacher education. In the former sector, teacher education is one of the components which should be achieved in order to reach the purposed impact of the project objective. Good teacher policy is a vital input in most primary education projects, as teacher quality is regarded as one of the most important influences on the achievement and learning of students. This is partially due to the fact that primary education is also influenced by other external variables which cannot be easily controlled by policy-makers or beyond the influence of the school or

the educational authorities. Apart from those factors, providing and managing high-quality teachers efficiently is the single most important factor within the school level which highly relates to the quality of education. (ILO, 2012; OECD, 2005) Therefore, it puts focus on the impact of the educated teachers in the actual education field when accessing the project outcome result.

On the other hand, teacher education is considered as an output in the latter sector. Fostering a certain number of qualified teachers is a target that needs to be achieved through a 4-year or 2-year program in tertiary education institutions in the perspective of cultivating human resource which constitutes a large share of a country's labor force. 'Teacher' is a profession which takes up to minimum 2 to 3% of formal employment in many nations. Furthermore, when seen within the sector of education, budget allocated to maintaining and training teachers has the highest share compared to all other expenses. This a quite different approach as it perceives teachers as a distinctive labor group that needs to be taken care of in the nation level. (OECD, 2014b; UNESCO, 2010; World Bank, 2013)

This disparate feature is more evident when reviewing the comprehensive teacher policies. In comprehensive teacher policies where teachers are treated as an input for a better educational environment overall, training and fostering efficient teachers are not the only essential element but stimulating a workable environment, and motivating good teachers to remain in the education field and be responsible in their profession are also considerable elements. (OECD, 2014a; Asia Society, 2014) For instance, according to UNESCO's report, comprehensive teacher policies should include "thorough and relevant initial teacher and school leadership education(including good pedagogical theory and practice for a range of learners; continual professional development and support for all teachers, school leaders and support staff; a

remuneration and material incentives package that attracts and retains the best candidates in the profession compared to similar professionals; and a safe, healthy, stimulating teaching and learning environment.”(UNESCO, 2019, p.12)

In summary, even though the components of the teacher education project are similar in both sectors, there is a distinctive difference on how the two sectors perceive and evaluate teacher education projects. In the following chapters, attributes found in each tertiary projects with different objectives will be reviewed in respect to the above systematic relationship found between teacher education and tertiary education.

## 2. 2. Attributes of Higher Education Projects

Higher education comes in diverse forms and systems, some being publicly funded whereas some being largely private. (Pineiro & Pillay, 2016) Even though tertiary education systems could be different in specific arrangements and policies, there are common obstacles that should be dealt with in order to meet the diverse expectations and desires from the society and from variety of stakeholders. The factors influencing the outcomes of higher education development projects shall be examined in this chapter.

Even though the role of the government does not seem to be vital especially in higher education development projects due to its neoliberal characteristics, it is in fact a key factor in the development of an effective higher education system, coordinating diverse stakeholders with the direction of the country’s development by performing as a control tower. (Pineiro & Antonowicz, 2015) In the perspective of new growth theories, the government should actively take part in proliferating education to achieve the positive externalities provided by an educated

economy. (Aslam & Rawal, 2015)

To reach a sustainable outcome in the sector of higher education, the government should devise a medium- and long-term strategy that works as a guideline for higher education institutions, and provide a common priority on where to focus its energies. Especially in the rapidly changing society and the labor market, individual institutions need a clear vision on which to align its priorities. (Harman & Harman, 2003; King, 2007) Furthermore, as higher education systems are consisted of diverse institutions ranging from public funded four-year universities to private funded two-year technical colleges, establishing a coherent system within the system that connects inter-related institutions and providing passageways for mutual exchange of knowledge and students is a key role of the government. (Shoemaker et al., 2002) In this process, the government should ensure sufficient autonomy by granting independent legal status to each institution so that it could develop its own institutional governance capacity to respond to variety of external expectations and needs flexibly. (Hasan, 2007)

The government also plays a role in financially supporting tertiary education systems. The biggest proportion in the amount spent on education is the government budget, but in low-income countries, donor funding can mount up to one fifth of the budget provided to educational sector. For instance, in Mozambique received 42% of their education provision from external donors at the time of rapid educational growth from 1999 to 2010. (Harber, 2014; UNESCO, 2012b)

However, due to the facts that the proportion of budget the state could put in to education is limited, that social return in ratio to public investment is much higher in primary education than higher education, and that private return outweighs the social return on investment in higher education, public funding on higher education faltered. It was private institutions and

diversification of financial resources that supplemented the financial shortfall. (Levy, 2011) In accordance with the autonomy bestowed in the reform process, tertiary institutions enhanced their financial capability to generate their own income to fill the gap. (Johnson & Hirt, 2011) Therefore, one of the prominent features of tertiary education is that it cannot rely on government budget entirely. The institution should seek methods to improve one's financial sustainability by diversifying their revenues in ways such as applying for external funds, or by devising cost-sharing arrangements with students. (Johnstone, 2004)

The management of academics within the institution is a similar feature which influences the quality of tertiary education. Proliferation of academic society, recruitment of professional academics, organizing academic opportunities and providing support are the tasks conferred to tertiary education institutions. (Lapworth, 2004; Stamoulas, 2006; Thores, 2006)

When seen from the aspect of higher education as a tool for economic development, higher education system should distribute resources of human capital and knowledge to the society, and create sustainable education and research outcomes. To ensure efficiency and effectiveness in the above process, consensus-building and cooperation between related social partners are a critical component that should be achieved.(Gornitzka et al., 2004) Hence, the related social partners, mainly universities, government, industries and public funding agencies, are to be taken into consideration in policy-making and implementation in higher education.(Gornitzka et al., 2005) Moreover, labor market representatives are participants who actively express their demands for a highly skilled labor force. Communication with the labor market ensures timely accordance with needs of the economy, which fosters their engagement in tertiary education policy development process. (OECD, 2006)

This not only corresponds to systems in the national level but also in regional levels, in

relation to provincial government, local industry and higher education institutions.(Stachowiak et al., 2013) The connection with the local community cannot be overlooked, as the engagement of institutions in the local economy through providing workforce training and knowledge spillover, and the participation of regional actors in the form of student enrollment and retaining staff, play a significant role in the maintenance and continuation of the institution. (OECD, 2007; Sporn, 2001)

On the other hand, when seen from the aspect of higher education as a pivotal basis of an innovation system, the importance of higher education institutions in knowledge generation and diffusion is growing in order to meet the growing needs in the world of globalization and knowledge-based economy. (Harding et al., 2007) Collaboration with independent research institutes and private companies is essential in creation, dissemination, and application of new knowledge. Additionally, through maintaining a close relationship, the relevance of the knowledge with the needs of the society could be ensured as well. (Boer & Goedegebuure, 2001; OECD, 2003) Accordingly, co-operation system that involves higher education institutions, government affiliated research agencies, and the private sector to meet the needs for social development are needed. (Chung, 2002; Rooney et al., 2008)

With tertiary education becoming an increasingly transnational industry, international collaboration with other tertiary education institutions, global market, supranational organizations, and international academic society is an indispensable factor. In the world of globalization, students cross borders to find the institution that suits their needs, investments from international companies are on the rise, and the knowledge is shared in the cross-border academic society. (Schendel & McCowan, 2015) The government is encouraged to set up standards and policies to deal with foreign provision and exchange of international students,



and institutions are encouraged to implement reforms through partnership models that compose the consideration of the labor needs of the global market and research collaboration in a global dimension to build both institutional and academic capacity of the institution.(OECD, 2008b) Furthermore through the involvement of supranational organization, institutions could benchmark cross-national perspectives and acquire international standards, allowing deviation from being fixed in domestic problem solving.(Huisman & van der Wende, 2004)

### 2. 3. Attributes of Teacher Education Projects

The education of teachers and their effectiveness is studied and presented with significance in the academic society as it has intimate relationship with student achievements in all sectors of education. Especially due to the expansion of education, recruitment of new qualified teachers are of high priority in developing countries. The number of teachers is insufficient to achieve universal primary education, and in the case of secondary schools, shortage of qualified teachers in specific subjects. In this condition of teacher shortage, many countries are devising policies on teacher recruitment and education. (Steiner-Khamsi, 2015) However, as teacher education is a complex process, there are diverse factors influencing the outcome ranging from teacher engagements to institutional beliefs of each school. (Henning, 2000; Jurasite-Harbinson & Rex, 2010; McIntyre & Kyle, 2006)

One of the issues in teacher education is the policy for recruitment and retention of teachers. Low transition rate of graduates from pre-service teacher education to full-time or part-time teaching profession is a problem for both developing and developed countries. When recruiting teachers, there are 5 key stages: Apply, Enroll, Complete, Accept, Remain. In this cycle, more

than half of the graduates who passed the stage of completion do not move on to the next stage of acceptance of teaching profession, and this does not only correspond to low-income countries but also high-income countries. After the stage of acceptance, of the teachers remaining, many consider leaving regardless of the wage they receive. Attrition of prospective teachers is one of the factors taken into consideration when developing teacher policies, and also a factor which leads donors to fund in-service rather than pre-service teacher education. (Steiner-Khamsi, 2015; UNICEF CEECIS, 2011)

Of all the expenses needed for teacher development policies, salaries for qualified teachers takes up the highest ratio in any national education budget but the aids from donors mainly focuses on non-salary expenditures. This implies high financial burden on the government to recruit qualified teachers and stop them from resigning or getting a second job due to low salary. (UNESCO, 2014) This financial burden might not only be imposed on the central government depending on the educational system in each country. Centralized educational systems are controlled by the central government with the ministry in charge, leading to uniformed salary and deployment policies for education equity.

However, control of the central or district government might be possible in deploying teachers to remote rural areas, but has difficulties in continuing its management on the quality and attendance of teachers at individual schools. Due to the centralized system, schools have no control on personnel management. This led to voices calling for decentralization, giving each respective schools more authority. (Steiner-Khamsi, 2015) School-based management emerged, and schools received partial autonomy in supplying teacher personnel. Even though this reform showed efficiency in teacher management, as there are no compulsory deployment policy to rural areas, schools have to compete with each other as in market-driven educational

systems leading to increased use of budget to hire qualified teachers and to provide incentives with other persuasive conditions to retain them. (Mulkeen & Chen, 2008) To replenish the shortfall of budget, schools have resorted to communities and often to development partners.

It might seem that engagement of families and communities in management of schools and teachers have started due to school-based management. However, participation of families and communities in education policy has a longer history, particularly from the 1980s when the donors such as the World Bank promoted the engagement of local resources to reduce the financial burden of the central government in low-income countries. (Schneider, 2003) Aiming for the expansion of education, local participation was highly promoted both in fiscal aspects of fund and in-kind contribution and in direct-participatory aspects of labor. (Maeda, 2015)

School-based management projects administered by the World Bank gives local stakeholders authority to (1) monitor teachers' attendance, financially support school budgets, (2) administer teacher salaries to be given on a regular basis, (3) hire and dismiss teachers. These authorities are wielded in the form of school management committee, which is composed of local community members. (Barrera-Osorio, 2009) If there are departments within the school, functioning as communities which impact not only the peripheral area but the whole school in general, this also has positive effects on teacher professional growth. (Knight, 2002; Melville & Wallace, 2007)

There are also factors from micro-contexts provided by school cultures such as traditions and beliefs ingrained in each school. School's organizational context which the teachers will encounter after their training could hinder further teacher workplace learning or could be supportive of professional development of teachers. (King, 2002) Macro-societal conditions also influence the teacher education project outcomes and the sustainability of those outcomes.

Macro-societal conditions are composed of the working environment provided to teachers, the support from the government policy and reforms, and the overall educational system established within the country. (Avalos, 2011) Policy reform environments mostly seem to facilitate successful implementation of teacher education results, but in cases with rigid regulations on the operation of professional development and high-stake assessments imposed on teachers after their education, the effects seem to be negative. (Borko et al., 2002; Coskie & Place, 2009)

As could be seen from above, not only internal but also external factors ranging from micro-contexts to macro-conditions influences the results of teacher education, and those factors are not in full accordance with factors influencing the results of higher education.

### 3. Hypotheses to the Research Questions

On the basis of the above literature review, this paper posits the following hypotheses to the research questions of this paper.

Question 1. What are the commonalities of influential factors found in higher education projects and in teacher education projects?

*Hypothesis 1a. Community engagement is an influential factor in both projects.*

*Hypothesis 1b. Government commitment in the form of policy, strategy, funding is an influential factor in both projects.*

*Hypothesis 1c. Donor support is an influential factor in both projects*

Question 2. What are the differences of influential factors found in higher education projects and in teacher education projects?

*Hypothesis 2a. Legislative measures bestowing authority are an influential factor in higher education projects.*

*Hypothesis 2b. Institutional capacity to pursue external funding is an influential factor in higher education projects.*

*Hypothesis 2c. Social contextual factors of economic situations and needs of the industry are an influential factor in higher education projects.*

*Hypothesis 2d. International coordination is an influential factor in higher education projects.*

To elaborate each hypothesis in detail, (1a.) in the case of community engagement, local community of students and families are engaging in teacher education projects as a participant in school-level decision making and funding while academic community and local industries are engaging in higher education projects as a collaborating partner. (1b.) Despite the fact that there are slight differences in the policy directions as the government allocates budgets and reform policies/strategies on teacher salaries and posting in teacher education projects and on systematic development of higher education in higher education projects, both projects are highly influenced by government commitment. (1c.) Lastly donor support is an influential factor considering that both projects are supported by the World Bank in accordance with the government.

There are also expected differences in the two projects. (2a.) The legislation on

decentralization for institutional autonomy, (2b.) financial capacity of each institution to diversify its provision through pursuing external funding, (2c.) social contextual factors such as fluctuation of economic situations and needs of the industry in both perspective of labor and research, and (2d.) international coordination of institutions are expected to be found in higher education projects in contrast with teacher education projects.

### **III. RESEARCH METHODOLOGY**

#### **1. Literature review on Qualitative Meta-Synthesis**

##### **Overview of Qualitative Meta-synthesis**

Meta-synthesis approach is a methodology receiving recent attention, contributing to the generation of new interpretations and theories, and deriving policy implications through synthesizing individual qualitative study results. Individual case studies using qualitative methodologies could have difficulties in obtaining comprehensive implications for policy-related topics, given that they can draw conflicting conclusions depending on the nature of the study, the context and conditions, and the researcher's point of view. Meta-synthesis approach could be used to overcome the above limitations of individual qualitative case studies, and establish a generalization of the features found in individual studies.

Through this approach, the context of individual studies could be taken into account, facilitating comprehensive interpretations for related policy development. It does not merely merge detailed descriptions from each individual qualitative studies but synthesize research

findings to gain new insights and widen the scope of knowledge. Therefore, synthesis of qualitative studies seeks to overcome the limitations of individual qualitative studies that exist independently without any links, by deriving new interpretations from the analysis of accumulated knowledge of the phenomenon presented in existing individual studies. (Walsh & Downe, 2004; Zimmer, 2006)

This study aims to utilize the above qualitative meta-synthesis to synthesize individual evaluation reports on tertiary education development projects, regarding these reports as individual case studies on development projects. Due to the multifaceted feature of educational development projects, simply analyzing and synthesizing quantitative outcomes cannot fully comprehend the underlying factors influencing the mid- to long-term impact of the intervention. To understand contextual factors influencing the sustainability of tertiary education development projects, this paper adopts the method of meta-synthesis in the form of thematic synthesis in order to organize different qualitative effects described in evaluation reports.

### **Meta-synthesis procedure**

There have been many approaches in different research areas to conduct a credible meta-synthesis to develop significant results. The start was Noblit and Hare(1988)s' research where they developed a 7 phase procedure in their meta-ethnography approach when synthesizing qualitative studies on anti-racist policy in American schools. They start from 1) getting started by identifying a research topic, 2) deciding what is relevant to the initial interest and setting the scope of research 3) reading the studies to examine the themes found in individual researches, 4) determining how the studies are related through coding key concepts, 5) translating the studies into one another by comparing central concepts, 6) synthesizing

translations to reach new interpretations or conceptual understanding, to 7) expressing the findings found through the synthesis.

Furthermore, depending on the relation between the studies, different types of synthesis could be used. Reciprocal translation could be used in synthesis of studies where concepts in one study could incorporate the others, refutational translation for cases where concepts in different studies contradict one another, and line of argument synthesis when the studies identify different aspects of the research topic which could be put together for generalization. (Noblit&Hare, 1988)

Cruzes et al. (2015) compares specific methods of case study synthesis in the sector of software engineering. Case study synthesis focuses on generalizing the phenomenon found in each study in relation to its context, and incorporates individual cases with both quantitative and qualitative data to extend the overall evidence base. As it focuses on the context of each case, qualitative synthesis methods of thematic synthesis, narrative synthesis, and cross-case synthesis are utilized when conducting a case study synthesis. Cruzes et al. focuses on comparing how these three methods reach conclusions and draw new implications. In the case of thematic synthesis, five steps are performed to identify and synthesize themes which are implicitly and explicitly mentioned within the data. It starts with 1) extracting basic details of the studies through initial reading of the text, 2) coding specific segments of the text, 3) translating codes into themes, subthemes, and higher order themes, 4) creating a model of higher order themes by examining relationship between themes, to 5) assessing the credibility of the synthesis result and the deduced interpretation. (Cruzes et al., 2015)

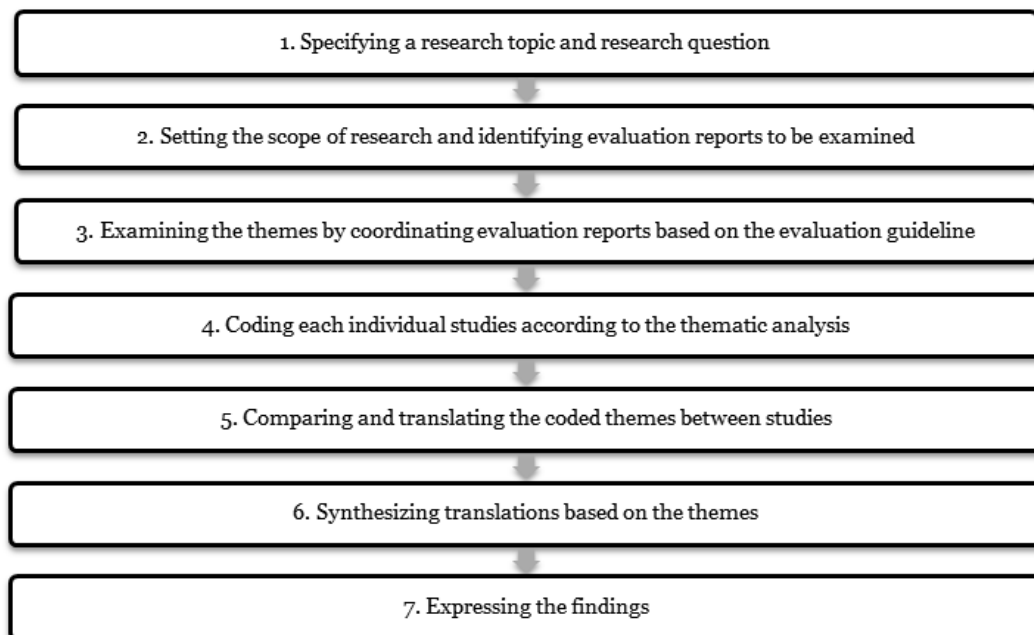
United Nations Office on Drugs and Crime(UNODC) has conducted a meta-synthesis of evaluation reports in 2020 to analyze and synthesize recurring recommendations in evaluation



reports for the purpose of actively utilizing evaluation results and promoting evidence-based decision-making. Meta-synthesis in this report is conducted on the basis of two social-research methodology procedures. First, the data is analyzed into categories in the form of a frequency analysis, then the analyzed evaluation results are synthesized through qualitative analysis methodology. The synthesized recommendations and lessons go through the process of generalization and is verified whether the lessons could be applicable as an evidence-base for future evaluation projects. (United Nations Office on Drugs and Crime [UNODC], 2020)

This paper follows the big framework of conducting a meta-synthesis established by Noblit and Hare, while referring to the research conducted by the UNODC and by Cruzes et al. as this study aims to synthesize evaluation reports in a thematic approach. So, in this study, qualitative meta-synthesis will be conducted in the procedure as the below.

<Figure 2. Research Procedure>



## **Thematic analysis**

There are diverse analysis methods which could be adopted in a qualitative meta-synthesis procedure. Among them, thematic analysis uses themes to translate the findings of individual studies and in the process, it involves “identifying and describing both implicit and explicit ideas within the data” (Guest et al., 2011, p.10) Considering both implicitly mentioned factors and explicitly mentioned factors is the reason why this paper has chosen thematic analysis. It does not only focus on the exact terms and wordings but also consider the intentions lying beneath the explicitly written phrases such as in concepts, theories, or metaphors found in similar studies within the same group. Therefore, this approach takes into consideration the context of the literature being analyzed, and systematically builds the analytic framework based on it. (Thomas et al., 2012) Due to this distinguished characteristic of the thematic analysis, this paper chose to adopt thematic analysis method among the available approaches as it suits the research objective of examining contextual factors influencing the research outcome in all aspects.

Studies utilizing the thematic analysis method develops the analytic framework through themes established based on the preliminary line-by-line coding of relevant studies dealing with similar topics. However, as this paper synthesizes evaluation reports which were made by reviewers following the evaluation guidelines, the guideline itself will be the framework used in this thematic analysis.

## **2. Scope of research**

The purpose of this meta-synthesis is to examine the influence of contextual factors on

sustainability of tertiary education development projects. Specifically, this research scrutinizes how the external and internal factors influencing the sustainability of the project differ according to the objective of the project. To ensure the credibility of research results, this research narrows the scope of research to the tertiary education projects conducted by the World Bank. This decision was made to reduce possible research bias as analyzing different evaluation reports by diverse donors might not be appropriate in synthesizing evaluation results conducted based on different methods, perspective, criteria and goals.

Furthermore, as this research aims to decipher the contextual factors which influences the outcome of the project after its termination, the World Bank's evaluation criteria are most appropriate for this research as 'risk to development factors' criteria, which was initially 'sustainability', take into account all external and internal factors through a wide-range approach of 11 categories.

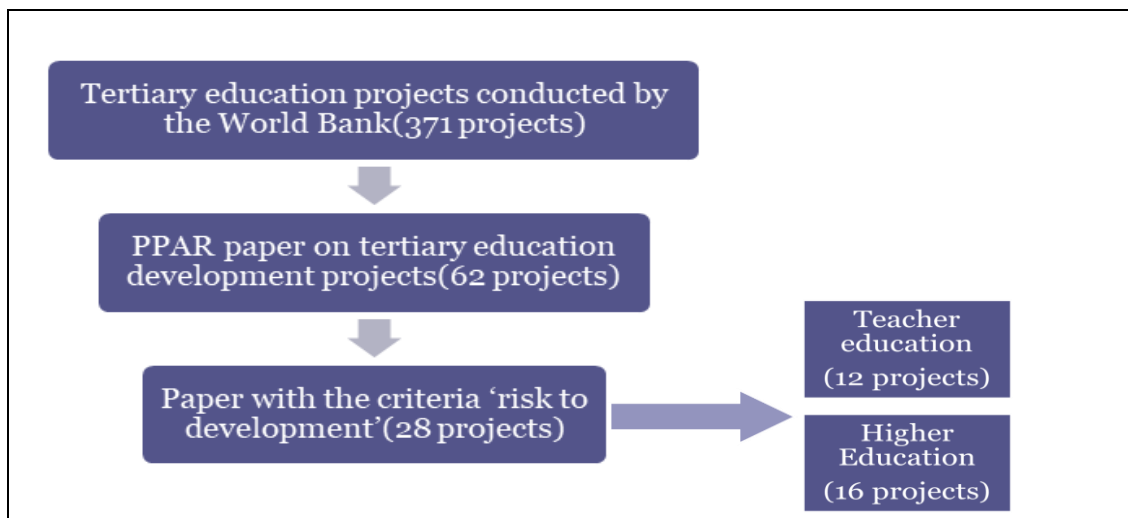
There are mainly three types of evaluation reports on a development project of the World Bank; Implementation Completion and Result [ICR], ICR Reviews [ICRRs], and Project Performance Assessment Reports[PPARs]. ICR report is a self-assessment conducted by the project management team of the World Bank. ICRR report, conducted by the Independent Evaluation Group[IEG] which is an organization for evaluating the development effectiveness of the World Bank Group, reviews the ICR report to verify the accountability of the ICR report and checks for any misjudgments. PPAR which is also conducted by the IEG, is not conducted on all projects but on projects that are likely to generate important lessons or those that are innovative and complex. (Independent Evaluation Group[IEG], 2017b)

Among these evaluation reports, this paper shall synthesize only PPAR reports for two reasons. The ICRR paper is conducted within a year from the closing date, which makes

evaluation of 'rationale for risk to development outcome rating' based on probability. The evaluation team has to predict whether the development outcome will be preserved, based on evidences found at the time of evaluation. Therefore, in the ICRR paper, the evaluation team usually uses the term 'this support is likely to continue' which is not appropriate to use in this paper as it could hardly be seen as an actual evaluation result of risk to development factors. In the PPAR reports, on the other hand, evaluation is conducted sometime after the termination of the project, at least a year to several years, which makes it more perceivable to verify whether the operations achieved their intended outcomes. As the assessment was made some time after the end of the project, the contextual factors influencing the sustainability of the project outcome could be distinguished more easily and more specifically.

Furthermore, unlike other two reports, PPAR projects are conducted by the Independent Evaluation Group, which is independent from the management of the World Bank Group, ensuring objectivity of the evaluation. Even though the Independent Evaluation Group is an affiliated organization within the World Bank Group, it is operated as a separate entity which guarantees independence from conducting evaluation in the perspective of the donor to a certain extent. Additionally, since FY2007, the World Bank has changed evaluation criteria of 'sustainability' to 'risk to development'. To ensure the conformity, only evaluation reports which were conducted based on the evaluation criteria for 'risk to development' were included in the list of literature to be analyzed. Therefore, inclusion of projects is based on the date of evaluation report, not the date of project approval nor the date of termination.

<Figure 3. Scope of Research>



The set of evaluation reports covered within this qualitative meta-synthesis is largely categorized into 2 different intervention types: teacher education, higher education. A full list of analyzed projects under this study is presented in Table 1 with project number and its title. Specific detail of its objectives and program types are explained in the appendix.

Overall, in this paper, (a) different types of factors influencing educational projects after its closure will be explored and (b) will be compared to find out whether there will be differences according to the project objective.

<Table 1. List of selected evaluation reports>

No.	Project No.	Project Title	Partner Country	Period of Implementation	Year of PPAR
1	p120867	Vietnam Escuela Nueva Project	Vietnam	2013-2016	2019
2	p079665	Vietnam: Second Higher Education Project	Vietnam	2007-2012	2015
3	p096151	Nigeria: Extractive Industries Transparency Initiative Implementation	Nigeria	2007-2011	2014

4	p104467	Additional Financing for the 2nd Health System Modernization Project (APL2) in Support of the 2nd Phase of the Health Sector Reform	Armenia	2007-2016	2019
5	p086513	Millennium Science Initiative	Uganda	2006-2013	2016
6	p085374	Managing Higher Education for Relevance and Efficiency	Indonesia	2005-2012	2015
7	p083080	Secondary Education Development Program	Tanzania	2004-2007	2010
8	p078113	LA-Additional Financing EDP II	Laos	2004-2013	2017
9	p073772	Health Workforce & Services (PHP 3)	Indonesia	2003-2008	2013
10	p050741	Improving Relevance and Quality of Undergraduate Education	Sri Lanka	2003-2010	2012
11	p077282	CL: Science for the Knowledge Economy Project	Chile	2003-2007	2012
12	p074138	Higher Education - Improving Access	Colombia	2003-2008	2012
13	p072123	Technical/Engineering Education Quality Improvement Project	India	2003-2009	2011
14	p076183	Higher Education Project	Yemen	2002-2008	2011
15	p056236	Higher Education Enhancement Project	Egypt	2002-2008	2011
16	p068271	Chile: Life-long Learning and Training Project	Chile	2002-2009	2012
17	p066571	Second Primary Education Project	Nigeria	2000-2004	2008
18	p069326	Jordan Higher Education Development	Jordan	2000-2007	2011
19	p040612	Basic and Primary Education Project II	Nepal	1999-2004	2009
20	p050714	Secondary Education 3	Argentina	1998-2002	2007
21	p006057	AR-Decentralization & Improvement of Secondary Educ. & Polymodal Education Development Project	Argentina	1996-2004	2007
22	p005992	Decentralization and Improvement of Secondary Education Project	Argentina	1995-2001	2007
23	p005161	Basic education improvement project	Egypt	1993-2003	2008
24	p001797	Capacity Building: Human Resources Development Project	Mozambique	1993-2001	2008
25	p001776	Education project (02)	Mozambique	1991-1998	2008
26	P005169	Egypt Education Enhancement Project	Egypt	1997-2006	2008
27	P000304	Post-primary education	Burkina Faso	1997-2004	2009
28	p001786	Education Sector Strategic Program	Mozambique	1999-2006	2008

Source : Edited by author from the World Bank homepage

### 3. Analytic Framework of Code Themes

The important procedure in qualitative meta-analysis, which is the key methodology of this paper, is organizing the themes based on the previous papers through distinguishing causal factors that are expected to appear in the research subjects. It determines how the studies are interrelated through coding key concepts, and translates the studies based on those concepts. In this coding process, previous literatures received help from fellow researchers to assure research credibility or did a preliminary analysis on literatures within the same field to build a fixed guideline. As this code influences the interpretation of each study, it should be established with strict standards which restricts the researcher's arbitrary judgement.

In the case of this paper which analyzes evaluation reports as research subjects, it is desirable to utilize the evaluation criteria which is already verified by World Bank's researchers and has been used in the evaluation of the projects to ensure objectivity. These evaluation standards are established by professional researchers based on the vast amount of evaluation reports conducted by the World Bank and has undergone trial and error to reflect all meaningful variable that has been found in the sector of international development projects. Furthermore, the evaluation reports which are to be analyzed in this paper has been written by evaluators using the exact evaluation standards, which means that through utilizing the existing 'risk to development' evaluation criteria, the chance of omitting any significant factor which the evaluators mentioned in the reports is reduced.

In order to fully explore the influential factors, the evaluation guidelines listed at Table 2 were used as an analytical framework as discussed earlier. In the 'Draft Guidelines for Reviewing World Bank Implementation Completion and Results Reports' which was made as a manual for ICR reviewers in the IEG, the definition of 'risk to development' factors are

presented as below with 11 categories the reviewers should take into consideration when doing a research review. (IEG, 2017b)

“The risk to development outcome is the risk, at the time of evaluation, that development outcomes (or expected outcomes) will not be maintained (or realized). This refers to outcomes that have actually been achieved (or are expected to be achieved). ... .. The risk to development outcome has two dimensions: (i) The likelihood that changes may take place that are detrimental to the ultimate achievement of the project’s development outcome, (ii) The impact of some or all of these changes on the project’s development outcomes.” (IEG, 2017b, p.62)

To mitigate the limitation caused by the subjectivity of the researcher, further sources of information were consulted to ensure the validity of the findings. When categorizing and coding segments from the evaluation reports, the themes were decided based on the evaluation guidelines established by the World Bank but to ensure the objectivity of the coding, there were efforts to specify the evaluation guidelines based on other evaluation reports performed by the World Bank that are not analyzed in this paper.

Through this process, the below themes were established based on the past reports of the World Bank. Factors which cannot be clearly categorized into one specific category but into several categories were analyzed in all corresponding categories.



<Table 2. Established criteria of categorized themes>

Category	WB evaluation guideline standard
Technical	: Involvement of innovative technology and system ex) trained qualified staff, upgrading teachers, quantity and quality of human resources
Financial	: Financial aspects including the robustness of financial flows and financial viability ex) dependence on donor contribution, revenue generation through follow-up projects, government budget, resources of the local government
Economic	: Economic context at both the country and global levels ex) prospects for further economic growth
Social	: The strength of stakeholder support and/or mitigation of any negative social impacts
Political	: Political context such as the volatility of the political situation ex) Changes in the government, educating new leaders and new governmental actors in the transition process
Environmental	: Environmental aspects including both positive and negative impacts ex) continued cycles of drought, locust infestations, and cyclones
Government ownership/ commitment	: Government support in continuation of supportive policies and any budgetary support ex) policy environment, establishment of new ministry, ensuring the provision of quality services as laid out in their sector strategies and development plans
Other stakeholder ownership	: Ownership of other stakeholders such as the private sector or civil society ex) stakeholders in regional and local levels, encompassing local authorities, technical leaders and staff, community and traditional leaders, service delivery

	staff, and the beneficiaries. IEG found very consistent, deep-rooted, and broad commitment
Institutional support	: Support from project entities; and /or related to legal/legislative framework ex) support from the Bank
Governance	: Governance features ex) ministry's power of budgetary oversight, linkage of university strategic plans to faculty budgets, improvement of the transparency and accountability of budget execution
Exposure to natural disasters	Not mentioned

Source : (IEG, 2017b); World Bank(2002b); World Bank(2011a); World Bank(2017b); World Bank(2020)

In the category of 'governance', the IEG paper did not specify the exact evaluation criteria, simply indicating it as a factor to be considered in evaluating risk to development. By referring to the examples found in other evaluation papers, this paper follows the explanation on governance by the OECD. OECD(2003) describes governance as a complex web connecting formal structures of legislative framework, project entities, and related stakeholders, along with less formal structures such as relationships which influences the attitude. In this web, allocation of budget and the accountable usage in each institution, and each feature of higher education institutions and their relationship with the system overall, are included as a factor.

#### 4. Research Credibility

In order to secure the credibility of the study, two strategies generally used in qualitative

meta-analysis were used in this study. (Au, 2007; Paterson et al., 2001; Timulak, 2009) First of all, to understand the contextual factors in accordance with the project objective and inputs, the remarks in each evaluation paper selected for analysis were presented in detail in the following chapter. And also, they were categorized according to the evaluation criteria already created and utilized by the World Bank so that individual studies can be accessed without being bound by the researcher's biased interpretation and perspective. Through complying with the above strategies, this study aims to ensure research credibility.

## **IV. FINDINGS**

### **1. Information of coded projects**

#### **Teacher education development project**

There were 12 development projects which focused on teacher education. They were selected based on what was explicitly written in each project's components. The projects which were classified as teacher education had keywords of 'training for teachers', 'teacher training', 'development of teachers' in the project's objective and component. Each project is constituted of different ratio of sectors, but most projects were mainly taken up by sectors of 'primary education' and 'secondary education' along with 'tertiary education.'

#### **Higher education project**

As mentioned beforehand, 16 development projects mainly focused on the enhancement of

universities/research institutions and development of the society which is mainly regarded as the goal of higher education projects. The projects which were classified as higher education had keywords such as 'university/college', 'higher education', 'vocational/technical', 'research institution', 'workforce training (pre-service education, in-service training)' 'education for economic and social development' 'training for employment' in the project's objective and component. Each project is constituted of different ratio of sectors, but most projects mainly had high portions on the sector of 'tertiary' and partially touched on sectors of 'government' 'workforce & vocational education' and 'other industries (health, law and justice)'.

## 2. Results of Coding Teacher Education Projects

Thematic analysis on 12 projects on teacher education found factors in the themes of technical, financial, social, political, government ownership, stakeholder ownership, institutional support, and governance. There weren't any influential factors in the themes of economic, environmental, and natural disasters. Detailed phrase of each sub-theme is presented in Appendix A. Coded sub-theme of projects.

### **Technical**

In the theme of 'technical' which deciphers whether innovative technology and new systems are involved in the project, 3 subthemes were found; institutionalization of project interventions, teacher capacity/shortage, management capacity.

### 1) Institutionalization of project interventions

Even though there were efforts to efficiently adopt new programs and technology into the developing society by supporting diverse inputs, it is difficult to reach the desired output. The evaluation papers take this into account and gave positive remarks if the outputs have continued successfully and meet the expected results, but gave negative remarks if the outputs did not turn out well even though there were sufficient amount of input. The remarks which mentioned the achievement rates of outputs were classified under the subtheme 'Institutionalization of project interventions' beneath the theme 'technical'. The main remarks of the projects mentioned 'continuity', 'sustainability', 'current status', 'impact' of the project outputs.

### 2) Teacher capacity/shortage

Teacher capacity was mentioned in 4 evaluation reports. The remarks were on whether capacities of teachers were taken care of consequently and the actual capacity of the teachers after the project. Teacher shortage were also mentioned in 2 evaluation reports, as the term 'scarcity of qualified teachers' in project 27, and the term 'shortages of qualified teachers' in project 7.

### 3) Infrastructural aspects

'Limited space and land for schools', 'Incomplete infrastructure of schools', 'modest school construction quality' were mentioned as obstacles each in project 1, project 7, project 27.

## **Financial**

In the theme of 'financial' which deciphers financial viability such as the robustness of financial flows, 5 subthemes were found; donor funding, government budget, community funding, overall lack of resources and school maintenance. The subtheme 'government budget' could be difficult to classify clearly as it could also be seen as a part of the theme of 'government commitment' which considers government's budgetary support. Therefore, in this paper, if the government had proportioned a separate funding system or planned a temporary additional supply for the project, these inputs were classified as the theme of 'government commitment'. However, if financial viability was influenced by the lack of existing government budget or by the widened allocation of the budget on the sector of education in a semi-permanent way, these inputs were classified as the theme of 'financial'.

### 1) Donor funding

There were 4 projects which directly mentioned donor funding as a factor which mitigates the possibility of risk to development outcome in keywords of 'donor funding', 'heavy reliance on donor funds' and 'World Bank loan'. In project 7, the Adaptable Program Loan, a Loan program provided by the World Bank, is provided in support of a follow-on project of 'Secondary Educational Development Program 2' in Tanzania.

### 2) Government budget

There were 5 remarks mentioning the budgetary support of the government. As each countries' system is different, the funding subject was different. In some cases, it was given by

the federal government or the ministry of education specifically, while in some cases it was given by the state or the provincial government. Among the remarks, there were explicit mentions on teacher salaries, teacher capacity building fees, and on textbooks, which shows that the budgets are mainly focused on the project targets.

### 3) Community funding

There were 3 projects mentioning community funding in the keywords of ‘community funding’, and ‘student expense’. In the case of project 3, School Management Committees which is a community-based organization which takes care of school grants given to each school, allowing each school to manage their own resources in their specific needs, were regarded as a factor mitigating the risk to development withstanding the deficiency of the state budget. Also in project 27, the school relied on student fees in their operation. It shows that in developing contexts where budgets are not sufficient, the financial support from local communities or the student themselves is essential.

A noteworthy case in this theme, is the community-based contracting model adopted in Laos to achieve universal completion of primary education.(project 8) According to the evaluation paper(World Bank, 2017, p.4), this model which the government makes a contract with the local community to construct infrastructure of the schools is a commonly used method in the target country to procure the necessary resources for school development. Through cooperating with the community, this model procured two-thirds of this project’s expenditures.

### 4) Overall lack of resources

In all development projects, including tertiary education development projects, support of sufficient financial resources is crucial for the successful adoption of projects. In three of the projects, lack of resources was mentioned without specifying the matter of responsibility in an overall comment as “require more resource”, “cannot be reproduced without project funds”, “fiscal sustainability is the question”

#### 5) School maintenance

The factor of school maintenance was mentioned in only one evaluation paper of three projects which took place in Argentina. In the case of Argentina in the 2000s, secondary schools are decentralized and are the responsibility of the provinces. This led to different maintenance level and teaching criteria in each province, and lack of funds in schools associated in poorer provinces. So even though it is classified as the subtheme ‘school maintenance’, the lack of government budget in the provincial level is the underlying cause.

#### **Economic**

In the theme of ‘economic’ which deciphers the economic situation at both the country and global levels, and both the current situation and the prospects for further improvement, none were found.

#### **Social**

In the theme of ‘social’ which deciphers the strength of stakeholder support and/or mitigation



of any negative social impacts, 2 subthemes were found in project 27.

#### 1) Student demand

The demand of the students for secondary education was mentioned as a mitigating factor in project 27. The project improved the quality of secondary education and linked employment with the secondary education institutions, making it worthwhile for students to spend their time and money. This is connected with the factor of ‘community funding’ in the ‘financial’ sector. The project was able to increase the enrollment of the students, which leads to an increased income of schools by more student fees. This factor was categorized as the subtheme of ‘student demand’

#### 2) Lack of institution

Also, project 27 is a post-primary education project in Burkina Faso, which aims to develop secondary education institutions with fewer subsidies from the government. Therefore, participation of private operators to operate secondary education institutions are needed, naturally incorporating them as a considerable stakeholder. However, there were not enough number of operators to manage new secondary schools to meet the needs of students. This factor was categorized as the sub-theme of ‘lack of institution’.

### **Political**

In the theme of ‘political’ which deciphers the volatility of the political situation such as the

changes in the government or country's overall development prospects, 'transition of regime' is found as a subtheme. In project 3 which aims to improve the quality of basic education in targeted areas, changing government priorities were mentioned as a risk to development factor. Especially when the Governor has changed, the program was suspended along with a decrease in the existing financial support. Due to this political shift, teacher posting policies, which deploys teachers to rural posts, has a high possibility to be overturned depending on political decision-making.

### **Environmental**

In the theme of 'environmental' which includes both positive and negative impacts of the surrounding environment, there are no remarks as none of the project outcomes were influenced by continued cycles of drought, locust infestations, or cyclones.

### **Government ownership/commitment**

In the theme of 'government ownership/commitment' which deciphers continuation of supportive policies and any budgetary support from the government, 3 subthemes were found: government commitment, government strategy, accordance with the existing system. As mentioned above, the subtheme 'government commitment' could be difficult to classify clearly with the 'government budget' in the theme of 'financial' as the commitment of the government is mostly proven by the proportion of the budget the government allocates to each sector. However, the remarks were quite clear, directly mentioning the keywords of 'commitment', 'ownership', 'sustained focus' besides mentioning the financial viability. For instance, in the

case of project 1, the evaluation team gave positive prospects due to the continued commitment of the government but deducted points from the expected budgetary implications for hiring advanced teachers. Therefore, if the project evaluation team distinguished the specific project inputs which the government has allocated its budget, this type of financial support from the government is classified in the sector of 'government commitment', as it is the government's direct financial commitment to the project. However, if the evaluation team did not specify the purpose of the financial resources from the government and describes it as an overall financial viability provided by the government, for instance the budget to the education sector, it was classified in the theme of 'financial'.

#### 1) Government commitment

There were 6 projects which directly mentioned government commitment/ownership through key words of 'commitment', 'ownership', 'sustained focus'. In the case of project 3, the remark also mentions the waning financial support from the government. As this financial issue was caused by the lack of commitment by the government, this paper did not categorize this remark in the 'financial' theme.

#### 2) Government strategy

There were 2 remarks mentioning the government's strategy. Government strategy is mainly a guideline for the government of where to focus its resources, therefore is visible evidence of the government's commitment.

### 3) Accordance with the existing system

The Secondary Education Projects in Argentina (project 20, 21, 22) aimed to develop the capacity of teachers, which naturally makes teachers the project targets. However, the targets after their training moved to other posts leading to no outcomes. This seems to be caused by the lack of teacher's ownership to the project and also the lack of policies to keep the targets in place until the next replacement or keep track of the targets for additional training. Therefore, this remark was classified both as subtheme 'government policy' in the 'government ownership' theme, and also as subtheme 'teacher ownership' in the 'other stakeholder ownership' theme.

The remark in project 23 was also classified both in the subtheme of 'government policy' and 'teacher ownership' as the teacher salary policy which was not able to provide sufficient pay for teachers to make them focused on education for all is the underlying reason why some teachers spend significant time not in schools but in providing private tutoring.

### **Other stakeholder ownership**

In the theme of 'other stakeholder ownership' which deciphers commitment and ownership from private sector/civil society, there were diverse stakeholders influencing the sustainability of the project: teachers, school, community, ministry staff, private operators of secondary schools.

### 1) Teacher ownership

As discussed above, the external factors found to influence the output of the development

project in the subtheme ‘accordance with the existing system’ in the government ownership/commitment sector is not only caused by the existing system but also by the lack of teacher’s ownership to maintain the output of the development project.

## 2) Other stakeholder ownership

In the case of project 1, Vietnam government has put in new teaching and learning practices in primary level classrooms which requires a big deal of responsibility from the individual schools to sustain the output of the projects in order to get considerable outcomes. Therefore, the school itself is considered as an essential stakeholder.

The communities which the school belongs to, also take part in sustaining the outcomes of the project according to 2 reports: project 3 and project 7. In one case, staffs of the commission which actually performs the project to the schools under the direction of the government have showed high turnover rates. This could lead to discontinuity of staff capacity and also the project itself as could be seen in provincial government offices where public officials are changed periodically leading to an inefficient routine of work transition. However, in the case of project 17, some officials have stayed and kept on with the project while taking care of fluent transition.

## **Institutional support**

The theme of ‘institutional support’ deciphers support from project entities such as the World Bank or donors, and legal framework within the target country. There were three subthemes found within the theme of institutional support: support from the World Bank, support from donors, and legislation.

### 1) Support from the World Bank

The support from the World Bank was in diverse forms, some by implementing a follow-up project, and some by providing a Loan program.

### 2) Support from donors

There was not only support from the World Bank but also from other donors such as Global Partnership for Education, and Australia. Some supports were in the form of implementing a follow-up project, and some were in the form of a new project in the same sector.

### 3) Legislation

In project 1, the central government established additional decrees and strategies for the provincial governments, as they needed a guideline to implement the project inputs nationwide in each district. In project 17, the target country's legal frameworks were considered as giving legitimate authority to a newly established commission allows a steadfast institutionalization with ensured durability, but Nigeria was not able to implement the law in time which was seen as a negative factor by the evaluation team.

## **Governance**

In the theme of 'governance' which deciphers how the country is managed at the highest level such as in efficient budget management or in ensuring transparency, 4 remarks were found: the reliability of school-level data, implementation in government structure, and management

capacity. In project 3, the accuracy of information collected by the State was questioned, urging improvement of the reliability of school-level data. In project 19, the project outputs were integrated to the main infrastructure within the ministry without difficulties showing efficient governance of Nepal.

‘Weak institutional management capacity’ and undeveloped ‘management capacity’ were each mentioned in other two projects. Management capacity of the affiliated ministry staffs or commission related to sustaining the outcomes of the project were mentioned as a factor that could have caused risks to development outcomes in 2 evaluation reports.

### **Exposure to natural disaster**

In the theme of ‘exposure to natural disaster’ there are no remarks as none of the project outcomes were influenced by sudden natural disasters.

## **3. Results of Coding Higher Education Projects**

Thematic analysis on 16 projects classified as higher education found factors in the themes of technical, financial, economic, social, political, government ownership, stakeholder ownership, institutional support, governance. There weren’t any influential factors in the themes of environmental and natural disasters.

### **Technical**

In the theme of ‘technical’, 3 subthemes were found; intervention results,

institutionalization of project interventions, and results of capacity building.

### 1) Intervention result

In development projects, even though the appropriate inputs are put in the project, it does not always mean that the desired output will be achieved. The input might not be sufficient to make change in the development environment as expected, or it might not be the correct input that should have been implemented to reach the desired result. This has been mentioned as a risk to development factor in the keywords of ‘poor outcome’ in project 5, project 14 and project 24. In the case of project 16, there was some change in tertiary education environment but it was not the change that the project has envisaged, therefore leading to little development outcome. Especially in project 28, the outcome of the project is unclear as the output which should be measured to evaluate the overall achievement of the project is hard to estimate. The knowledge acquired by students in the tertiary institution should be sustained to influence their future decision-making, but this is difficult to evaluate as it would need a long period of tracing. This remark shows well the feature of tertiary education how the outcomes are hard to distinguish.

### 2) Institutionalization of project interventions

If the outcome of a development project was successfully achieved, it is also critical to sustain the outcome to let it settle down and become a part of society. This aspect was mentioned in the evaluation reports in the keywords of ‘continuity’, ‘sustainability’, ‘prolonged institutional achievement’ in 6 projects.



### 3) Results of capacity building

There are 3 phrases which mentioned the capacity of the parties concerned. Capacity of staffs in a parastatal organization of the ministry, the capacity of district government officials, and the researchers' capacity to obtain grants were mentioned as an influential factor.

## **Financial**

In the theme of 'financial', 6 subthemes were found: financial autonomy of institutions, competitive funding system, donor funding, government budget, overall lack of resources, and financial viability in the household level. As mentioned above, financial viability related to the proportion of budget in the education area is classified in the financial sector, but if it is a transient funding for a successful implementation of the project it is classified in the other sector of 'government commitment'.

#### 1) Financial autonomy of institutions

There are 4 projects mentioning the local funding by the tertiary institutions themselves. There are discussions on the capacity of the university and the researchers to obtain external resources of grants and finance through research projects or through participating in funding programs from bilateral agencies. The factor found in project 2 had the keyword of 'university's fund raising capacity', factor in project 5 as 'researcher's fund raising capacity', factor in project 12 as 'higher education institution's fund raising capacity', and the factor in project 15 as 'locally funded'.

## 2) Competitive funding system

There are 2 projects mentioning the competitive funding system, providing opportunities for education institutions to apply for financial support. It does not provide funds in general, but only to the institutions selected by appraising each institution's determination and abilities.

## 3) Donor funding

In project 2, the financial support from the World Bank and the Asian Development Bank was mentioned as a factor mitigating the risk to development outcome.

## 4) Government budget

There are 4 projects mentioning the budgetary support of the government with the keywords of 'government funding' or 'government budget'. Among them, 3 projects focused on the expenditure rate on the sector as a whole, such as expenditures on the sector of R&D or on the sector of education. One project explicitly mentions the budget allocated to an affiliated institute responsible for the project.

## 5) Overall lack of resources

There are 2 projects which mentioned the lack of resources without specifying the source as in "uncertain what resources can be forthcoming" (project 6), and "absence of funding" (project 13). The former is classified as the keyword of 'lack of resources' and the latter is classified as the keyword of 'overall lack of funding'.

## 6) Financial viability in the household level

In project 12, which focuses on improving the quality and equity of Colombia's tertiary education system through implementing an aid program which provides loans for students from low-income families to study in accredited programs relevant to the labor market, there is a cap on the percentage that the students can repay their loans from their income so that the financial burden does not trample them.

## **Economic**

### 1) Economic environment

In the projects which are related to the society as well as higher education institutions where it is not only public but also private, the economic situation of the country is taken into consideration. They are considered due to the effects it would have on the demand for higher education, as the situations of the job market is directly related to the needs of the students, influencing the enrollment/dropout rate of students or the turnover rates of graduates.

Total of 4 projects had the keywords of 'growth of economy'(project 2), 'contraction of the economy'(project 4), 'stable economic condition'(project 11), and 'stable economic condition'(project 12).

Especially in the case of project 11, it clearly mentions that in order to reach the objective of the project, which is to improve science for a knowledge economy, detrimental changes in the knowledge economy should be minimized, and the economic situation in Chile is predicted to have low chances of those changes as written below.

“Detrimental changes would originate in a deterioration of one or more of the four critical pillars of a knowledge economy, including the efficiency of the policy framework and strength of its economic incentives that induce human capital formation and innovation; the level of human capital needed to take advantage of scientific and technological progress; the effective innovation system, which adapts existing innovations successfully to the economy and expands the existing frontier of knowledge; and a high penetration of information and communications technologies, which reduces the costs of transaction and increases flows of information.”(World Bank, 2012, 68p.)

As could be seen from the above, economic conditions are taken into consideration in higher education projects as it is closely related with human capital and knowledge utilized in society.

## **Social**

In the theme of ‘social’, 5 subthemes were found: national support/participation, industrial demand, student demand, international cooperation, and lack of institution.

### **1) National support/participation**

There are 4 projects mentioning national support and participation. Project 9 which focused on developing the health workforce and service through enhancing the quality of medical education, received national support from related stakeholders starting from pre-service education institutions to in-service training facilities. In project 10, the reviewer explicitly

mentions widespread support from academic and government officials, academic community, government and institutions, and even political parties. The reviewer mentions ‘supportive environment’ in general on the reforms in technical education in project 13. In the case of project 14, a 10-year national strategy to reform Yemen’s higher education system was endorsed through a participatory process of national conference.

## 2) Industrial demand

There are 2 projects mentioning the stakeholders from the industry. In the case of project 4, the low salary increase for health sector workers were mentioned as an influential factor along with the contraction of the economy influencing the public health expenditures. The other project mentioned the demand of the firms, in respect to the skills of workforce and R&D links with technical colleges, having impact on the sustainability of tertiary institutions.

## 3) Student demand

Stable student enrollment is presented as a positive factor which mitigates risk to development in project 16. Even though the reviewer explicitly mentions ‘enrollment’ as a demand from students, it also comments that it is derived from the needs of firms which shows that industrial demand and the demand from students are closely related in higher education projects.

## 4) International cooperation

Internationalization of higher education is a trend that cannot be undone. Knowledge is shared across national boundaries and the number of cross border students is growing. This trend is also found in development projects. In the evaluation report of project 5, the Ugandan government's relationship with South Africa is a factor mitigating risk to development, as this relationship is seen as a gateway to receive technical assistance from international academic communities ranging from higher education institutions to research organizations. Furthermore, in the case of project 18, the government has sought help in the World Economic Forum on the Middle East, and through open discussions with international academic parties was able to establish a new reform strategy on the higher education sector in Jordan.

#### 5) Lack of institution

This subtheme was only found in one project, with the keyword of 'lack of tertiary level institutions.' After the expansion of basic education, it naturally led to a heightened demand for the next level of education. But there were not enough institutions to facilitate a big number of students which led to a considerable pipeline issue in post-basic education.

### **Political**

In the theme of 'political', 2 subthemes were found: transition of regime, and decentralization of power. In project 6, even though there was a change in government, the new government plans to maintain the existing higher education strategies pursued by the former government. Prolonged government support after the change in regime is a factor positively influencing the longevity of the project outcome.

In the case of project 9, which is the 3rd Provincial Health Project of Indonesia, the evaluation team explicitly mentions ‘political aspect’ in this remark, showing that the disorganized process of decentralization was due to an uncoordinated implementation by three different government entities: central level, district level, provincial level. As there were no specific decisions in key areas of the legislation, district levels and province levels have gone ahead with elements of decentralization and their role has become somewhat different from that envisaged under the project. The evaluation team see this in an institutional aspect as well, therefore the gap between envisaged decentralization based on the legislation and the actual implementation before the detailed legislation has been adopted are also mentioned in the institutional sector with more focus on the unrefined legislation. Furthermore, there were mentions the lack of decentralization in the same project, as there were some obstacles in building resource management capacity on the district levels due to the constraints in the central level.

### **Environmental**

In the theme of ‘environmental’, none were found.

### **Government commitment/ownership**

In the theme of ‘government commitment/ownership’, 5 subthemes were found: government commitment, policy environment, governmental organization reform, budgetary support, and follow-on project.

## 1) Government commitment

There were 4 projects which directly mentioned government commitment/ownership through keywords of ‘commitment’, ‘continued support’. Vietnam government expressed their commitment through a 15-year long-term program in project 2, and the Ugandan government expressed their commitment through increasing its investment in project 5. The other government officials also indicated direct signals of continued support in project 10 and project 16.

## 2) Policy environment

There were 5 projects which had influential factors in the subtheme of policy environment. Project 2, which is a follow-up project to the ‘Higher education project’ and is therefore named ‘Second higher education project’, was developed based on the initial project and is aligned with the long-term effort based on the Vietnam government’s existing strategies on higher education. The project was implemented in accordance with the government’s strategy in an amicable policy environment, and there was programmatic development policy operation to sustain that policy environment even after the project. In the case of project 11, policy reforms weren’t progressed as planned, which naturally caused some risk to development outcome as a ‘policy gridlock’, and in the other two projects, national strategy was enacted during the project and laid the foundation for the project outcome to be sustained after its closure. Furthermore, a noticeable factor of ‘administrative implementation legislation’ could be found in project 6, where legislation is already made and the government is specifying and implementing the autonomy provision of the law on granting autonomous stature to universities. Project 13 and project 14 were influenced by the national strategy adopted by the government at the period of the project implementation.



### 3) Governmental organization reform

There are two projects mentioning the reorganization of the related ministries. The Ugandan government of project 5 restructured a ministry responsible for the higher education sector, whereas the Indonesian government of project 6 merged two ministries each responsible for higher education, and for research and technology into one.

### 4) Budgetary support

There were 3 projects which mentioned the budgetary support from the government with keywords of 'financial support', 'follow-up grant program'. The evaluation reviewers of project 5 directly describe the lessened financial support from the government for Ugandan National Council for Science and Technology as an influential factor, but also describe the participation of Ugandan government in the follow-up Bank project, which gives institutions opportunities to apply for grants. The Vietnam government in project 2 plans to maintain a grant program with its own resources, and also plans to receive help from the Bank in providing grants through a follow-on project. Lastly, the Colombian government stopped financing doctoral programs by excluding the provision to doctoral research and development in the changed policies after the closure of project 12.

### 5) Follow-on project

There were 3 projects which mentioned the keyword of 'follow-on project.' One project outcome was sustained through a follow-on Bank project, another project outcome have continued by the government's effort to utilize their own resources and implement government

funded follow-up project, and the other project outcome are being supplemented through continued cooperation between the government and the Bank through programmatic economic and sector work instead of a follow-up project.

### **Other stakeholder ownership**

In the theme of ‘other stakeholder ownership’, there were diverse stakeholders influencing the sustainability of the project: institutions, staff and faculty.

#### 1) Institution ownership

The active participation of universities, private institutions, and technical college in their parts to sustain the project results is vital as they are the project targets and the related stakeholders at the same time. It is important that they consent with the project objective and work together with the project facilitators as it is their role to sustain the results of the project after the facilitators are gone. Ownership of the university was found in project 5 and 15, commitment of private institutions in project 13, and ownership of technical colleges in project 15.

#### 2) Other stakeholder ownership

The ownership of the staff and faculties working in tertiary education institutions are also a factor to be noticed. Project 13 is a technical/engineering education quality improvement project which aims to reform technical/engineering education system for the productivity and competitiveness of the Indian economy. The staff and faculty members in the above institutions are key participants in

teaching and research which directly relates to the institution's stable maintenance. If they lack ownership and are not motivated to pursue their roles, deterioration will happen.

## **Institutional**

In the theme of 'institutional', there are three subthemes similar to those found in teacher education: legislation, continued donor support, follow-up project by the World Bank.

### 1) Legislation

There were 6 projects mentioning the adoption of legislation as an influential factor. Legislation in 4 projects are about assuring authority to private universities for its autonomy, legislation in another project are about dividing authority between the central, provincial, and the district government and legislation in the other project is related to formula funding. Among the 4 projects, in the case of project 13, the Indian government declared a number of legislative bills aiming to give authority to higher educational institutions, establish educational tribunal, and enhance transparency of technical institutions and universities. All projects commonly show institutional support to the decentralization of higher education through legislation. The other two projects were about legislation on decentralization (project 9) and delay in legislative process (project 15).

### 2) Support from donors

The support from the Bank and other donors continued after the project in 5 projects. The

World Bank provided analytic support in project 6 and programmatic economic and sector work in project 18, which offers direct aid in prolonging the effects of the projects. In the financial aspect, the bank provides direct financial funding as in project 2 or in the form of competitive funding as in project 14 in a joint sector support with other donor agencies. Furthermore, the evaluation reviewers in project 28 pointed out complex, inefficient funding from multiple donors, calling for coordination in aid.

### 3) Support from the World Bank

After the closure of the development project, the Bank adopts a follow-on project based on the feedbacks, and this support from the Bank was mentioned in 7 project evaluation papers. The adoption of a follow-on project is evaluated as a positive influential factor, so the only case of project 18, where the follow-on project was cancelled, was evaluated as a risk to development.

## **Governance**

Governance could be seen as a process or a structure to ensure accountability, transparency, equity, efficiency in a social system but has no exact definition reached through an academic consensus. The World Bank classifies power of budgetary oversight, efficient management of budget in accordance with the strategic plan, and the transparency and accountability in the above process as governance. (World Bank, 2011; World Bank, 2017)

The influential factors classified in the theme of governance are ‘inefficient resource management of the central government’, ‘governance capacity in the district level’, and

‘governance capacity of the ministry’. Especially in the case of project 9, the factors were both analyzed in the ‘political’ aspect and also in the ‘governance’ aspect. The part of the central government in its lack of governance is also a cause, but the lack of division in authority is a coexisting cause in this case. Institutional capacity of the tertiary education system overall was mentioned in project 10, taking into consideration the governance capacity of the government on the overall tertiary education system.

### **Exposure to Natural disaster**

In the theme of ‘natural disaster’, none were found.

## **V. DISCUSSION**

Drawing on previous study’s findings on the influential factors in tertiary education development projects’ sustainability, this paper was able to examine both external and internal factors which poses or mitigates risk to development outcome of projects in each category of teacher education projects and higher education projects. In this chapter, by comparing the sub-themes in each category, the commonalities and differences will be presented to answer the research questions based on the hypotheses. Moreover, through synthesizing sub-themes within the categories, the higher-order theme shall be presented.

### **1. Synthesizing Sub-themes**

As synthesized in the previous chapter, diverse factors were classified according to the

evaluation criteria of ‘risk to development’ which is implemented and used by the World Bank.

The below table organizes all the sub-themes found in each theme and category.

<Table 3. Comparison of Sub-themes in each Categories>

Theme	Teacher education	Higher education
Technical	<ul style="list-style-type: none"> <li>- Institutionalization of project interventions</li> <li>- Teacher capacity/shortage</li> <li>- Infrastructural aspects</li> </ul>	<ul style="list-style-type: none"> <li>- Intervention results</li> <li>- Institutionalization of project interventions</li> <li>- Results of capacity building</li> </ul>
Financial	<ul style="list-style-type: none"> <li>- Donor funding</li> <li>- Government budget</li> <li>- Community funding</li> <li>- Overall lack of resources</li> <li>- School maintenance</li> </ul>	<ul style="list-style-type: none"> <li>- Financial autonomy of institutions</li> <li>- Competitive funding system</li> <li>- Donor funding</li> <li>- Government budget</li> <li>- Overall lack of resources</li> <li>- Financial viability in the household level</li> </ul>
Economic	N/F	<ul style="list-style-type: none"> <li>- Economic environment</li> </ul>
Social	<ul style="list-style-type: none"> <li>- Student demand</li> <li>- Lack of institution</li> </ul>	<ul style="list-style-type: none"> <li>- National support/participation</li> <li>- Industrial demand</li> <li>- Student demand</li> <li>- International cooperation</li> <li>- Lack of tertiary level institutions</li> </ul>
Political	<ul style="list-style-type: none"> <li>- Transition of regime</li> </ul>	<ul style="list-style-type: none"> <li>- Transition of regime</li> <li>- Decentralization of power</li> </ul>

Environmental	N/F	N/F
Government ownership/ commitment	<ul style="list-style-type: none"> <li>- Gov. commitment</li> <li>- Gov. strategy</li> <li>- Accordance with the existing system</li> </ul>	<ul style="list-style-type: none"> <li>- Gov. commitment</li> <li>- Policy environment</li> <li>- Governmental organization reform</li> <li>- Budgetary support</li> <li>- Follow-on project</li> </ul>
Other stakeholder ownership	<ul style="list-style-type: none"> <li>- Teacher ownership</li> <li>- Other stakeholder ownership</li> </ul>	<ul style="list-style-type: none"> <li>- Institution ownership</li> <li>- Other stakeholder ownership</li> </ul>
Institutional support	<ul style="list-style-type: none"> <li>- Support from the World Bank</li> <li>- Support from donors</li> <li>- Legislation</li> </ul>	<ul style="list-style-type: none"> <li>- Legislation</li> <li>- Support from donors</li> <li>- Support from the World Bank</li> </ul>
Governance	<ul style="list-style-type: none"> <li>- Governance of the government</li> </ul>	<ul style="list-style-type: none"> <li>- Governance of the government</li> </ul>
Exposure to natural disasters	N/F	N/F

## Technical

In the theme of ‘technical’, sub-theme of ‘institutionalization of project interventions was found as a commonality. Sub-theme in both project groups were consisted of keywords such as ‘continuity’ or ‘sustainability’ of project outputs.

The most recognizable difference between the two project groups in the theme ‘technical’, was the sub-theme of ‘intervention result’ found in the higher education projects. Unlike teacher education projects, the expected output was not achieved in 4 projects, and in the case

of project 28, the evaluation reviewer was unable to estimate the outcome because of the feature of education development that education results are hard to measure in a short-term evaluation. On the other hand, in teacher education projects, poor outcome was mentioned as the sub-theme of 'infrastructural aspects' since school construction was the outcome that was insufficient. Overall outcome is unachieved in higher education projects while only outcome related to school construction was found as an obstacle in teacher education projects.

In the aspect of capacity building, teacher capacity and shortage of qualified teachers are mentioned as influential factors in teacher education projects, and capacity of government staff and researcher in higher education projects.

## **Financial**

In the theme of financial, subthemes of 'government budget', 'donor funding', and 'overall lack of resources' were found as a commonality. This provides an answer to hypothesis 1c. as it shows donor support influential in both projects.

In the case of teacher education, the financial provision from the donors and the government was the most influential factor related to financial viability. On the other hand, higher education projects were influenced from both the funding from donors and government as well as from self-procurement and competitive funding system which requires a large role from institutions. Sub-themes of 'financial autonomy of institutions', and 'competitive funding system' were only found in higher education projects.

The sub-theme of 'community funding' in teacher education projects, is consisted of funding by the local communities and students. The tuition fees which the students take charge of, are



also found in higher education projects as ‘financial viability in the household level’, but the direct funding from the community to fill in the lack of budget from the government was a factor that could only be seen in teacher education projects. Additionally, the sub-theme of ‘school maintenance’ in teacher education projects shows that the lack of government budget in the provincial level hinders the operation of schools. Through analyzation of the above sub-themes, hypothesis 2b. was answered which inferred that institutional capacity to pursue external funding is an influential factor in higher education projects.

### **Economic**

Interestingly, there were no sub-themes found in teacher education projects related to the economic sector. On the contrary, higher education projects were significantly influenced by the economic environment domestically and internationally. Growth of economy contributed to the demand and the willingness to pay for higher education from both the students and the industry, and the global economic crisis influenced the salary rates of professional workers and the participation of citizens in using those services, deteriorating the workforce needs. The analysis of the theme of ‘economic’ provides an answer to hypothesis 2c. which inferred that social contextual factors of economic situations and needs of the industry are an influential factor in higher education projects.

### **Social**

The sub-theme of ‘national support/participation’ is a factor only found in higher education project. Especially in the case of project 10 in the category of higher education project, it

mentions a widespread support from diverse stakeholders in the Sri Lankan society. It points out not only government officials but from academic society and also the support from political parties as well. The below phrase comes directly from the evaluation report.

“Discussions with academic and government officials indicate that they feel it was a success and on that basis want to continue it. There is widespread recognition within the academic community that quality assurance and accreditation was needed and the initial resistance has been overcome. The Government and institutions have accepted the approach. At the Government level and within the political parties, there is support for the broader reforms to be introduced by the new higher education project.” (World Bank, 2012, p. 16.)

As could be seen from the above evaluation report, higher education system not only involves students that are directly educated in the institution but involves diverse parties within the society as development partners. This could be caused by the diverse roles expected from the society on higher education. It is expected to accomplish its objective of social development as a knowledge generator by collaborating with the academic society and research institutions, but also could contribute to economic development through partnering with industries and fostering professional workforces. This point relates to the sub-theme of ‘industrial demand’ where the demands of stakeholders from the market influences the outcome of the project. These sub-themes provide answer to hypothesis 2c. which inferred that social contextual factors of economic situations and needs of the industry are an influential factor in higher education projects.

However, in the sub-theme of student demand, both teacher education project and higher

education project mentions the needs of the employment market as the underlying cause. This seems to be caused by the project objective of project 27 which goal is to improve the quality of secondary education and link employment with those institutions, and fostering teachers for secondary education institutions was an input.

The main difference between the two category is found in the sub-theme of ‘international cooperation’ found in higher education projects but none in teacher education projects. The Ugandan government and the Jordan government seeks advice from international academic communities through international cooperation or through international forums. This provides an answer to hypothesis 2d which inferred that the international coordination is an influential factor in higher education projects.

## **Political**

In the case of teacher education, only one project was found under the subtheme of ‘transition of regime’ Due to this political change, budget and governmental support to a reformed teacher posting policy has stopped. In the case of higher education, there was two subthemes of transition of regime, and decentralization of power. In project 9, the project outcome was posed risks due to the central government’s inadequate countermeasure in the decentralization process. However, this factor is hard to judge as an external influential factor since the project objective is enhancing district and sub-national level’s health services while aiding the central government in its decentralization environment.

In the theme of ‘political’, there weren’t noticeable differences between the two classified project groups as both groups were influenced by the newly elected government’s attitude

towards the policy related to the project objectives. Decentralization could have been a significant difference if it was about transferring authority to the institutions to ensure their autonomy, but as it focused on the decentralization of the central government to the districts, this factor could be seen as an internal factor of a failure in adopting project inputs.

## **Environmental**

No sub-themes related to the environmental theme was found in both categories.

## **Government ownership/commitment**

In the subtheme of ‘Accordance with the existing system’ in teacher education projects, the existing system was about the pre-established teacher posting policies and standards of teacher salaries. Besides the above sub-theme, teacher education projects were influenced by the sub-theme of ‘government’s commitment’ and ‘government strategy’ which were both similar to the above subtheme in ways that it provides assistance to the existing system of primary or secondary education. It is similar to the subtheme of ‘policy environment’ in higher education projects.

In the sub-themes found in higher education, the government provides support in diverse ways of reforming ministries, conducting follow-on projects, or by providing budgetary support through grant programs. As both projects are highly influenced by government’s commitment and support, hypothesis 1b. could be regarded as a correct prediction.

One peculiar keyword of ‘administrative implementation of legislation’ was found in the

sub-theme of policy environment. Project 6 which has a project objective of enabling an environment for autonomous and accountable public higher education institutions is influenced by the government's implementation of autonomy provisions of the law. Enacting a law is an essential influential factor, which will be dealt specifically in the theme of 'institutional support', and implementing the enacted legislation in the role of the government is as essential as the enactment of the law. Even though this factor was classified as the theme of 'government commitment', it is closely interrelated with legislation and its implementation.

### **Other stakeholder ownership**

In higher education projects, lack of commitment from staff and faculty in higher education institutions were mentioned as a risk to development factor in project 13 because they were unwilling to undertake serious research and teaching. Meanwhile, in the subtheme of 'other stakeholder ownership' in teacher education projects, comprehends ownership from schools, communities, and commission staff in local schools. It is assumable that teacher education projects incorporate community as a closely-related stakeholder more than higher education projects. This factor could answer hypothesis 1a. which regards community engagement as an influential factor in both projects, in synthesizing finding in the financial theme of community funding. Community engagement seems to be more influential in teacher education projects than in higher education projects.

Furthermore, sub-theme 'teacher ownership' in teacher education is closely connected to policies related to teacher salaries and teacher posting which makes it difficult to consider teacher commitment as a sole influential factor but as a compound factor combined with policy environment. Meanwhile, the sub-theme of institution ownership found in higher education

projects are composed of keywords of ‘university commitment’, ‘ownership of tertiary education institutions’, ‘private institutions’ commitment’ showing the influence of active participation as a key entity of the project.

### **Institutional support**

Sub-themes in the institutional support theme are alike in both projects: legislation, support from donors, and support from the World Bank. Support from donors and the World Bank doesn’t show much difference even though analyzed in detail. Legislation seems as a commonality being mentioned in both categories. In more detail, in teacher education projects there were two projects mentioning legislation, one on the additional decrees in preprimary education to provide a guideline for provinces and districts, and one on giving legal status to school commissions. Whereas in higher education, 4 projects mentioned university autonomy as a legislative objective, and one on decentralization within government and one on formula funding. Teacher education projects also need legislation when dividing the central government’s authority to individual school and the committees within, and higher education projects requires legislation to transfer partial authority to institutions and to ensure autonomous stature. Hypotheses 2a. claiming that legislative measures bestowing authority are an influential factor in higher education projects is refuted by the above findings.

### **Governance**

In the theme of governance, the governance of the government is mentioned in both project categories with slight differences in the detailed keywords but showing similar features of

institutional management capacity, and resource management.

### **Exposure to natural disasters**

There were no factors found in both projects which makes it pointless to compare the two groups.

## **2. Interpreting Higher-Order Themes**

The influential factors found within each evaluation reports were examined and synthesized into sub-themes, and were compared in respect to the project objective. The results of the synthesis confirm several hypotheses posited at the start of the paper based on the literature reviews on the features of higher education and teacher education, and there were in fact differences in influential factors found in each project categories. Even though the hypotheses were not all as predicted, it has given a guideline to compare the two project categories leading to significant findings of sub-themes through the meta-synthesis methodology. Through the above process, this paper was able to organize the higher-order themes in internal factors and in external factors based on the distinctive features that stand out in each category.

### **Internal Factors**

When synthesizing sub-themes found in higher education projects, it could be seen that the role of the institution is far greater than that of project entities in other development projects as the share of the higher education institutions is found in the sectors of technical, financial,

government commitment, institutional support, and other stakeholder ownership. Starting from building financial autonomy of the institution itself to fostering commitment of the members of the institution, ‘the ownership and active participation of higher education institutions’ are a key influential factor.

The institution is expected to build its financial viability through participating in competitive funding systems or through procuring financial autonomy, politically be independent from the government through decentralization process based on legislation, foster capacity of researchers at the institutions, and maintain commitment of the staffs and faculties in the institutions in order to obtain a sustainable project outcome according to the research findings. As could be seen, the scope of participation required to higher education institutions is quite vast and more independent when compared to other project targets in education development projects, for instance, teachers that are the project targets in teacher education projects.

The project targets in teacher education projects, which are teachers, are also required commitment but not in an independent entity separated from the government’s policies. As could be seen from sub-themes found in teacher education projects, government policies on teacher posting and salaries are inter-related to teacher’s participation and capacity, and these factors do not range over diverse categories but within the technical sector and government commitment sector which does not mobilize various stakeholders such as in higher education projects. Rather, a noticeable influential factor in teacher education projects is the ‘tangible input’ which could be found in sub-themes of ‘infrastructural aspects’ and ‘school maintenance’.



## **External Factors**

In teacher education projects, communities' ownership of the local schools and the direct funding to the school from the community were mentioned as an influential factor and this shows that community is a key stakeholder that is closely-related with the schools in teacher education projects. Higher education projects show a different approach, and considers the community as clients that are influenced by the fluctuation of labor market and as customers that will pay tuition to fulfill their needs in financial aspects.

On the other hand, higher education projects receive national support from diverse stakeholders ranging from the private industries to both international and domestic academic societies. Higher education projects involve students but also involves diverse parties within the society as development partners in both aspects of the public good and in neoliberal approach. Furthermore, the sub-theme 'economic environment' is prominently presented as an influential factor both in the domestic environment and in the international environment. This shows the characteristic of higher education projects in which it is influenced by the social contextual factors of economic situations and needs of the industry, as well as diverse members of the community.

## **VI. CONCLUSION AND LIMITATIONS**

This paper has conducted a qualitative meta-analysis on tertiary education project evaluation reports of the World Bank to examine the influential factors to the outcome of the projects according to its specific objective for the purpose of attaining an evidence base for tertiary

education projects. Through analyzing each case comprehensively and comparing the factors found in teacher education projects and in higher education projects, there were both commonalities and differences in external and internal factors influencing the sustainability of outcomes of a development project. Government budget, policy reform within the country, World Bank or donor's follow-on support were found in both categories as factors that inflict positive or negative effect on development results.

In the case of development projects in the category of teacher education, government policy related to the wage and utilization of teachers, tangible input, and community engagement is pointed out as main influential factors. Of the many stakeholders, the stakeholders that directly participated in the project such as the government and donors are largely in charge of sustaining the project result internally, and the stakeholders that are directly influenced by the project such as the community supported the successful derivation of the project outcome externally.

On the other hand, in the case of higher education development projects, the ownership and active participation of higher education institutions are found as the main influential factor internally, and also external factors such as the influence of economic change, support from the academic community, relationship with the industry, and international relationship were identified as influential factors. Therefore, according to the specific objective of each tertiary education project, the scope of related stakeholder could expand beyond the existing boundary of stakeholders that directly participated in or benefited from the development projects.

Despite the potential contribution to the sector of development projects, this qualitative meta-synthesis study has several limitations.

## **Limitations**

The evaluation reports used in this research are confined to the projects of the World Bank and especially reports conducted by the Independent Evaluation Groups within the World Bank group. This means that all the reports are following the same evaluation guideline within the IEG. There might be slight differences depending on the independent evaluator but still would be within the same standards. This factor was beneficial when integrating reports, as the external evaluator of the IEG would evaluate the project according to the same evaluation standards offered by the IEG when analyzing the contextual factors influencing project sustainability. However, it also could be a mitigating factor as the cross validation between different evaluating criteria could have been possible if reports from diverse evaluation institutions were integrated. There is a possibility of being confined in the criteria of the World Bank whereas there could be other influential factors influencing the sustainability of a tertiary education project. Therefore, the result derived in this paper cannot be generalized to all cases of development projects. On the extension of previous studies, future studies could examine evaluation results from donor organizations which classify teacher education in sectors of primary education or secondary education.

Furthermore, the World Bank approaches tertiary education with a focus on the capitalist, free-market economics rather than on the features of public good, and is criticized for its neoliberal stance by other international organizations that approaches educational development from the perspective of basic human rights and social development. (Ika et al. 2012; Harber, 2014) However, this paper does not reflect nor exclude the World Bank's prominent approach in analyzing the World Bank's evaluation paper which might have influenced the research results. As the above neoliberal approach on education could be already embedded in the

project objectives and evaluation reports, attempts to rule out a certain perspective can rather cause confusion in the findings of the study. Therefore, for not having taken the World Bank's stance on tertiary education into consideration, this paper has a high possibility of approaching tertiary education in a neoliberal approach, as it adopts thematic criteria of the World Bank, and has complied with the wordings and implications found within the evaluation reports. As this paper synthesizes the analysis which the World Bank conveys in its evaluation reports, the research results cannot deviate from the stance of the World Bank, which is a limitation which follow researches should consider.

Additionally, higher education institutions could be divided into a "State control" model and a "State supervising" model according to the power relation between the government and the institutions, (Gornitzka & Maassen, 2000) and could be divided into private funding and public funding according to the amount of reliance on government budgets. They could also be divided into Humboldtian research universities and the Napoleonic model of centralized institutions depending on the purpose that the institutions put emphasis on. (Schendel & McCowan, 2015) Same applies in teacher education projects. Family and community engagement in middle income countries and low-income countries cannot be the same in cases where financial support or participation is provided by a more financially stable government. With regard to each country's education system and the typology of education institutions, there will be differences in the influence of each external factors on separate cases. However, this paper puts aside those differences and synthesizes all project evaluations which could be useful in finding commonalities but has limitations in deciphering the relative levels of influence of each factor.

This study aims to suggest an optional alternative when classifying education development

projects in each sector of primary education, higher education or tertiary education for improvement of future evaluation operations. Therefore, future studies should be conducted in detail through complementing the above limitations. This study does not attempt to suggest the solution that these factors are an essential cause that should be taken into consideration in all projects, but aims to mention the difference of the influential factors in teacher education and higher education so that future in-depth evaluations could use this study as a reference when categorizing projects to estimate the overall effects of the donors' participation in tertiary education development in a specific country or to deduct feedback based on the project results in a sector-wide approach.

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## Appendix A. Coded sub-theme of projects

### 1. Teacher education Project

#### 1.1 Technical

Subtheme	Keyword	Phrase
Institutionalization of interventions	Continuity	[Project 1] E-learning modules and teacher meetings continue
	Sustainability	[Project 1] The four pilot early childhood education centers have low sustainability.
	Continuity, Current status	[Project 3] State Universal Basic Education Boards continues to renovate and build additional classrooms. Inspectors work with schools to address the areas to improve, and the Education Sector Support Programme in Nigeria continues to work and support the states.
	Current status	[Project 8] The Education Management Information System is currently used by many stakeholders, and the project's learning assessment model has led directly to more recent assessment initiatives.
	Sustainability	[Project 20, 21, 22] The management information systems have survived beyond the end of the project, and the infrastructure is sustainable.
	Proper application	[Project 20, 21, 22] Equipment given to schools by all projects is used for instructional purposes.

	Unclear impact	[Project 20, 21, 22] The impact of teacher training on classroom learning is uncertain.
	Continuity	[Project 23, 26] Existing programs are likely to continue.
	Unclear sustainability	[Project 27] The lease-purchase program of schools remains of uncertain sustainability
Teacher capacity/shortage	Follow-on programs for teacher capacity	[Project 1] Teachers are required to have a program of self-learning
	Teacher capacity	[Project 1] Ministry has issued guidance to increase the required level of education to college for preprimary teachers.
	Teacher capacity	[Project 3] Many teachers assessed by Education Sector Support Programme in Nigeria demonstrated low levels of understanding of basic concepts, suggesting that many need development
	Teacher capacity	[Project 3] School Support Officers go to schools to assist teachers in an effort to institutionalize the professional development provided to teachers
	Teacher capacity/shortage	[Project 7] Shortages of qualified teachers leading to poor learning should be reversed through enormous fiscal and managerial effort
	Teacher	[Project 27] Scarcity of qualified teachers

	capacity/shortage	
Infrastructura	Limited land	[Project 1] Limited space for classrooms and land
l aspects	Poor construction	[Project 7] Much incomplete infrastructure in terms of classrooms only was put up
	Poor construction	[Project 27] The modest school construction quality has created maintenance needs earlier than expected

## 1.2. Financial

Subtheme	Keyword	Phrase
Donor funding	World Bank loan	[Project 7] Adaptable Program Loan in support of a follow-on project was recently approved and will address many of the risk factors that could undermine the quality of secondary education especially in underserved areas.
	Donor funding	[Project 19] Funding for the medium-term is assured by the government and donors through follow-on operations
	Heavy reliance on donor funds	[Project 19] Program is dependent on a high level of donor financing, covering all but the recurrent costs of the basic and primary education system
	Donor funding	[Project 23, 26] Donor funds continue to flow
Government funding	Ministry and provincial budget	[Project 1] The project continue to be funded as part of the Ministry Of Education and Training and

	for teacher salary	provincial budget such as salaries for preprimary teachers and lunch subsidies for disadvantaged children.
	Ministry budget for teacher salary	[Project 1] The ministry's issued guidance to increase the required level of education for teachers will have budgetary implications, since the ministry will increase the pay for these teachers.
	State budget for teacher capacity	[Project 3] There is a need for sufficient allocation from the state budget for professional development for teachers.
	Government funding	[Project 19] Funding for the medium-term is assured by the government and donors through follow-on operations
	Government budget for textbooks	[Project 27] The prices of imported textbooks are high and the government is not able produce all of its textbooks locally.
Community funding	Community funding	[Project 3] School Management Committees have a large role in financing maintenance due to lack of State budget.
	Community funding	[Project 8] Community Based Contracting model has been applied nationally.
	Student expense	[Project 27] Students' ability to pay necessary fees have filled schools' capacity.

Overall lack of resources	Overall lack of resource	[Project 1] It requires more resources for disadvantaged children and districts.
	Fiscal sustainability	[Project 7] Much incomplete infrastructure in terms of classrooms only was put up, but the fiscal sustainability in terms of completing infrastructure is the question.
	Lack of project funds	[Project 21] Many innovative programs of the project benefited only one cohort of students because most cannot be reproduced without project funds.
School maintenance	School maintenance	[Project 20,21,22] Equipment maintenance is expensive and there is a concern that the poorer schools may be least able to afford it.

### 1.3. Economic

N/F

### 1.4. Social

Subtheme	Keyword	Phrase
Student demand	Student demand	[Project 27] Demand on secondary education from students has increased since the project was completed
Lack of	Insufficient private	[Project 27] There may not be many private



institution	operators	operators able to operate new secondary school.
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### 1.5. Political

Subtheme	Keyword	Phrase
Transition of regime	Changing teacher posting policies	[Project 3] Decisions about teacher deployment to rural posts can be easily reversed based on political decision-making. When the new Governor came to office the program was initially suspended, even the financial support has decreased.

### 1.6. Environmental

N/F

### 1.7. Government ownership/commitment

Subtheme	Keyword	Phrase
Government commitment	Continued government commitment	[Project 1] The government has sustained its focus on universalizing enrollment of children.
	Lack of government commitment and financial support	[Project 3] Commitment from the government in Kano has waned and its financial support has decreased.
	Government	[Project 7] Strong commitment and ownership by the

	commitment and ownership	government
	Government ownership	[Project 8] The government has shown a high degree of ownership of learning assessments and continues to support activities that were initially developed in the project
	Government commitment	[Project 19] Government's commitment and increasingly active role in coordinating donors
	Government commitment	[Project 23] Government has strong commitment
Government strategy	Strategy	[Project 1] Revised Early Childhood Education strategy in preprimary education are implemented by provinces and districts.
	Strategy	[Project 8] Program priorities remain relevant in current government strategy and are likely to remain so in the future
Accordance with the existing system	Teacher posting	[Project 20, 21, 22] Many teachers who learned to work in teams changed schools, and the teams dissolved without replacement or extra training after the end of the project.
	Teacher salary	[Project 23] Teacher salaries are low by international standards, and some teachers may spend significant time providing private tuition rather than teaching all

		students
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### 1.8. Other stakeholder ownership

Subtheme	Keyword	Phrase
Teacher ownership	Teacher posting	[Project 20, 21, 22] Many teachers who learned to work in teams changed schools, and the teams dissolved without replacement or extra training after the end of the project.
	Teacher salary	[Project 23] Teacher salaries are low by international standards, and some teachers may spend significant time providing private tuition rather than teaching all students
Other stakeholder ownership	School ownership	[Project 1] School self-assessments have continued and the schools are expected to complete assessments and meet the standards to attain a certain level..
	Community ownership	[Project 3] Communities have a strong commitment to their schools
	Community ownership	[Project 7] Strong commitment and ownership by the wider society
	Commission Staff	[Project 17] There was a tendency to staff turnover but at least some of the staff have remained and now occupy senior management positions within

		Universal Basic Education Commission.
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### 1.9. Institutional support

Subtheme	Keyword	Phrase
Support from the World Bank	Bank's follow-up operation	[Project 3] The Bank is financing a follow-up operation
	Adaptable Program Loan from the World Bank	[Project 7] Adaptable Program Loan in support of a follow-on project was recently approved and will address many of the risk factors that could undermine the quality of secondary education.
	Bank support	[Project 8] Bank support continues through Bank's follow-on project
Support from donors	Global Partnership for Education's new project	[Project 3] Preparation was underway for a new project in Kano and Kaduna funded by the Global Partnership for Education
	Expected support from development partners	[Project 7] There are expressions of future support from development partners
	Australia's current development project	[Project 8] Community Based Contracting model has been applied nationally both through World Bank's follow-on project and Australia's current project. Australia's project is renovating the schools which

		will extend school's usable life
	Donor's follow-on operations	[Project 19] The government and donors have strongly supported primary education through follow-on operations and funding for the medium-term is assured
Legislation	Decrees	[Project 1] Additional decrees in preprimary education that are implemented by provinces and districts
	Legal status	[Project 17] Universal Basic Education Commission's role was limited during and after the negotiations of Universal Basic Education Project because its legal status had not yet been confirmed by the law

#### 1.10. Governance

Subtheme	Keyword	Phrase
Governance of the government	The reliability of school-level data	[Project 3] Reliability of school-level data need to be improved for the States to have accurate information.
	Weak institutional management capacity	[Project 3] Functions related to monitoring and evaluation continue to need strengthening within each State
	Implementation in government	[Project 19] The implementation of this project was mainstreamed into the Ministry of Education and

	structure	Science structures and was implemented directly by government staff
	Management capacity	[Project 17] The staff of the UBEC(Universal Basic Education Commission) had developed capacity in project management in general and Bank procurement/disbursement in particular.

### 1.11. Exposure to natural disaster

N/F

## 2. Higher education project

### 2.1. Technical

Subtheme	Keyword	Phrase
Intervention Result	Poor outcome	[Project 5] Overall science and technology system remains fragmented and needs strengthening.
	Poor outcome	[Project 14] There were few of the original outcomes that were achieved and thus few outcomes to be carried into the future
	Technical assistance for implementation	[Project 14] Under the National Strategy, much technical assistance was provided to help with implementing some of its reform ideas and strategies
	Improper implementation	[Project 16] Secondary and tertiary technical education might not develop in the way that the

		project envisaged and what little has been achieved of this outcome will not be sustained or develop further
	Poor outcome	[Project 24] Capacity in higher secondary education is precarious given the large deficiencies in materials and teaching staff, and instructional time
	Unclear outcome	[Project 28] It is unclear how much knowledge students obtain through the educational system and how much they will retain later and use for decision-making, it is unknown how sustainable enrolments are when students drop out without obtaining the expected knowledge from schools
Institutional ization of interventions	Continuity	[Project 5] Both parastatal organizations of Uganda National Council for Science and Technology and Uganda Industrial Research Institute continue to implement their respective mandates well.
	Prolonged institutional achievement	[Project 13] The institutions are on an upward performance trajectory
	Continuity	[Project 15] All of the HEEP subprojects except one have continued
	Insufficient sustainability	[Project 18] Some of the limited achievements of the project may not be sustained

	Sustainability	[Project 24] The inputs to the university are likely to be sustained
	Continuity	[Project 25] infrastructural inputs continue to be used
Results of capacity building	Staff capacity in parastatal organization	[Project 5] Parastatal organization has experience implementing a competitive funding facility and this knowledge remains within the staff
	Researcher capacity	[Project 5] The capacity of principal investigators and student researchers in universities are increased.
	Capacity of district government officials	[Project 9] The effects of capacity building at the district level in planning, budgeting, engaging civil society would also take root

## 2.2. Financial

Subtheme	Keyword	Phrase
Financial autonomy of institutions	University's fund-raising capacity	[Project 2] The project supported efforts to increase university's capacity to raise money from research projects and joint ventures
	Researcher's fund-raising capacity	[Project 5] Capacity of university principal investigators and student researchers to pursue external resources from other bilateral agencies was increased.
	Higher education institution's fund-	[Project 12] The size of the possible impact will depend on the ability of higher education institutions



	raising capacity	to find other sources of finance and grants for those basic components of doctoral research and development
	Locally funded	[Project 15] Faculty learning and development is locally funded by universities and technical colleges.
Competitive funding system	Competitive funding system	[Project 14] Funding of special studies centers, selected competitively on strength of their proposals and their determination to address country development needs is provided through Bank-supported follow-on project and in the joint sector support effort.
	Competitive funding system	[Project 15] Competitive funding has continued as a way to distribute other funds giving universities the chance to compete for grants to finance activities
Donor funding	Donor funding	[Project 2] Financial support from the World Bank and the Asian Development Bank.
Government funding	Government funding	[Project 2] The government has been increasing its financing of education.
	Government budget	[Project 4] Public health budget and the percentage of health sector financing to GDP was lower than expected which calls for additional financing to improve its service delivery and to ensure financial risk protection

	Government funding	[Project 5] The operating budget of UNCST(Uganda National Council for Science and Technology) cannot support the programs with decreased government's resources.
	Government funding.	[Project 11] The government's R&D expenditures remain low compared with OECD levels and are failing to rise to intended levels.
Overall lack of resources	Lack of resources	[Project 6] The reform agenda requires considerable financial resources and it is uncertain what resources can be forthcoming
	Overall lack of funding	[Project 13] Some project activities such as services to community and networking between institutes are unlikely to continue in the absence of funding
Financial viability in the household level	Protection of financial viability of students	[Project 12] There is a 16 percent cap on the share of income that students need to repay which protects students' ability to repay loans

### 2.3. Economic

Subtheme	Keyword	Phrase
Economic environment	Growth of economy	[Project 2] The economy continues to grow strongly, contributing to the government's financial capacity

		and maintaining the demand for higher education
	Contraction of economy	[Project 4] Effects of a global crisis implied a significant contraction of the economy by 14 percent, influencing salary increase for doctor and nurses, and use rates of health services
	Stable economic condition	[Project 11] Chile is a Latin American economy where adverse changes in the four pillars of a knowledge economy are least likely.
	Stable economic condition	[Project 12] Low possibility of macroeconomic shock affecting higher education completion rates and the rate of unemployment which leads to deterioration in student ability to repay loans

#### 2.4. Social

Subtheme	Keyword	Phrase
National support/participation	National concern	[Project 9] Outcomes such as evidence-based teaching of medical students are pursued as a national concern.
	Widespread support from society	[Project 10] There is a widespread support for the new competitive funding mechanisms introduced by the project, from academic and government officials, academic community, government and institutions, and political parties.

	Supportive environment	[Project 13] General environment was highly supportive of reforms in technical education
	Participatory process	[Project 14] National Strategy was created and widely endorsed through participatory processes
Industrial demand	Salary within the industry	[Project 4] Low salary increase for doctor and nurses
	Link with industry	[Project 13] Maintaining links with industry is difficult especially in non-metropolitan areas since industry is unlikely to see much worth in them
Student demand	Enrollment rate	[Project 16] Chile's record suggests that enrollment in adult education is stable enough to foresee a demand for government services in this area as derived from the growing skills needs of firms
International cooperation	International coordination	[Project 5] The Ugandan government has a relationship with South Africa where it can tap into technical assistance from research organizations and universities
	Open discussion	[Project 18] The reform issues were discussed openly in the 2007 Dead Sea Forum on higher education and the result was a new strategy for the higher education sector.
Lack of institution	Lack of tertiary level institutions	[Project 5] Due to considerable pipeline issues in post-basic education, remediation services may need

		to be provided by higher education institutions to facilitate a larger pool of students at the tertiary level
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## 2.5. Political

Subtheme	Keyword	Phrase
Transition of regime	Prolonged government support after change in regime	[Project 6] The newly elected government gave indications that it would support the Higher Education Long Term Strategy over the next five years and has merged ministries for better coordination
Decentralization of power	Disorganized process of decentralization	[Project 9] Districts and Provinces have gone ahead with the elements of decentralization and their role has become somewhat different from that envisaged under the project, therefore as the detailed legislation takes place, the knowledge transmitted through the project would not be sustainable.
	Lack of decentralization	[Project 9] Constraints on resource management set by the central level hinders capacity building

## 2.6. Environmental

N/F

## 2.7. Government commitment/ownership

Subtheme	Keyword	Phrase
Government commitment	Commitment	[Project 2] The government's continued commitment through 15-year program of HERA until 2020
	Commitment	[Project 5] Government remains committed to increasing its investment in science, technology, and innovation to achieve a knowledge-based economy.
	Support within the government level	[Project 10] Government officials indicate that they feel it was a success and want to continue it, also there are support for the broader reforms within the government level
	Continued support	[Project 16] Government has supported adult education for many years and there is every indication that it will continue to do so in the foreseeable future
Policy environment	Accordance with government's strategy	[Project 2] The project was developed with strong support from the government as a follow-on project and well aligned with the government's strategy in reforming Higher Education.
	Policy operation	[Project 2] The project was supported by a programmatic development policy operation that focused on supporting the policy environment.
	Administrative	[Project 6] Government support for implementing

	implementation of legislation	the autonomy provisions of the law is in progress
	Policy gridlock	[Project 11] The pace of needed policy reforms has been slow and there is no indication that it might accelerate, leading to a policy gridlock
	Adoption of strategy	[Project 13] Such reforms are a key focus of the 11th Five Year Plan which was implemented during the project
	Adoption of national strategy	[Project 14] Under the Higher Education Policy, a National Strategy for the Development of Higher Education in Yemen was created and widely endorsed through participatory processes
Governmental organization reform	Newly structured ministry	[Project 5] Ministerial responsibility was given to the newly restructured Ministry of Education, Science, Technology, and Sports
	Newly structured ministry	[Project 6] Although the Directorate General Higher Education (ministry) was merged into a new Ministry of Research, Technology and Higher Education by the new government, there are no indications that Higher Education will suffer from reduced attention.
Budgetary support	Financial support	[Project 2] The Ministry intends to maintain some form of the Training and Research Innovative Grant

		program, and has allocated the revenues from the Development Policy Operation to the Grant
	Follow-on grant	[Project 2] The government and the Bank are discussing a follow-on project which is likely to include an Innovation Grant
	Follow-up grant	[Project 5] Uganda will be part of a follow-up project. Through a grant application process, universities can solicit additional funding to expand and improve programs.
	Shrink in government funding	[Project 5] The government has not continued the fund at the same level and the operating budget of UNCST(Uganda National Council for Science and Technology) cannot support these programs
	Changes in policy leading to less financial support	[Project 12] Changed policies on financing doctoral programs have excluded financial support on doctoral research and development leading to an adverse impact on the further development of doctoral programs
Follow-on project	Follow-on project	[Project 13] Follow-on Bank project (Technical Engineering Education Quality Improvement Project 2) is currently in operation with many institutions from the current project targets.
	follow-up project	[Project 15] All of the projects except one have



		continued under the government funded follow-up project and have retained most of their original features
	Continued cooperation with the Bank	[Project 18] The government and Ministry of Higher Education and Scientific Research are cooperating with the Bank via programmatic economic and sector work to confront priority issues

## 2.8. Other stakeholder ownership

Subtheme	Keyword	Phrase
Institution ownership	University commitment	[Project 5] Universities have committed to maintaining the program once the grant ended
	Private institutions' commitment	[Project 13] Private institutions which participated in the former project have been invigorated by the project and are keen to maintain their reputation as high-performing institutes, hoping to participate in the follow-up project and are enthusiastic to continue with the reforms
	Ownership of tertiary education institutions	[Project 15] Policy action is now based on university proposals, faculty learning and development is conducted and planned by local trainers at university centers and locally funded, and university IT centers controls IT usage.

		Technical colleges have their own Boards of Trustees which provides in at least half of Technical college's real corporate leadership
Other stakeholder ownership	Staff and faculty commitment	[Project 13] Staff and faculty are not motivated to undertake serious research and teaching

## 2.9. Institutional

Subtheme	Keyword	Phrase
Legislation	Legislation on university autonomy	[Project 2] Outcome is reinforced by the approval of the Higher Education Law in June 2012 which confirms the principal aspects of the project's objectives including those related to teaching/students, research, quality assurance in higher education, and university autonomy
	Legislation on university autonomy	[Project 6] The second Higher Education law had been passed, so implementing the regulations have been completed and universities have been granted autonomous stature
	Legislation on decentralization	[Project 9] Necessary legislation for decentralization had been put into place but the actual form that decentralization would take in terms of the roles of the three government levels

		remained undefined
	Legislation on giving authority to private higher education	[Project 10] The precise role that will be allowed for private higher education by the new Higher Education Law is being discussed in Parliament but would take more time for wider consultations
	Legislation on university autonomy	[Project 13] Recent legislative bills bodes well for the reforms initiated under the project.
	Legislative process	[Project 15] Drafted legislative package which was stalled in Parliament will lose momentum and perish but the ministry and the head of the follow-up project indicated that the package had been revised and has a good chance of being adopted by a new Parliament.
Support from donors	Bank & donor financial support	[Project 2] Financial support from the World Bank and the Asian Development Bank.
	Bank analytic support	[Project 6] The Bank will continue to provide analytic support and work with other partners.
	Donor support on competitive grant	[Project 14] Joint sector support effort funded by the Dutch grant which includes competitive funding
	Bank's continued support	[Project 18] The government and Ministry of Higher Education and Scientific Research are cooperating with the Bank via programmatic

		economic and sector work to confront priority issues
	Donor support	[Project 28] Further development of the sector depends on the continued collaboration of multiple donors.
Support from the World Bank	Follow-on Bank project	[Project 2] The government and the Bank are discussing a follow-on project.
	Follow-on Bank project	[Project 4] The World Bank continues to support the health sector through another project (Disease Prevention and Control Project), and the upcoming Country Partnership Strategy by the World Bank envisages further health support
	Follow-up Bank project	[Project 5] Uganda will be part of a follow-up Bank project. Through a grant application process, universities can solicit additional funding to expand and improve programs
	Follow-up Bank project	[Project 9] Project focusing on evidence-based teaching of medical students and licensing of health professionals and accreditation of facilities is expected to follow.
	Follow-on Bank project	[Project 13] Follow-on project (Technical Engineering Education Quality Improvement Project 2) is currently in operation with many

		institutions from the current project target.
	Follow-on Bank project	[Project 14] Bank-supported follow-on project will build upon the initial work but in a scaled down size given their continued risky nature
	Follow-up Bank project	[Project 18] The cancellation of the Second Higher Education Project to follow up on these reforms

## 2.10. Governance

Subtheme	Keyword	Phrase
Governance	Inefficient resource management of the central government	[Project 9] Constraints on resource management set by the central level hinders capacity building
	Governance capacity in the district level	[Project 9] The effects of capacity building at the district level in planning, budgeting, engaging civil society would also take root
	Institutional governance capacity of the government	[Project 10] There is progress in building institutional capacity in the tertiary education system.
	Unachieved governance capacity of the ministry	[Project 14] Due to the unofficial expanded scope of the project, the governance features that were to have been piloted to creating accreditation guidelines, piloting a full set of Management of Information System modules, upgrading specific

		faculties, and establishing Ministry of Higher Education and Scientific Research capacity for evidenced planning and management were unachieved
	Deficient governance of the ministry	[Project 18] There are large number of issues that need to be tackled in a systemic way and the Ministry will be moving too slowly on individual issues so some of the limited achievements of the Project may not be sustained.

## 2.11. Natural disaster

N/F

## 국 문 초 록

본 연구는 고등교육(tertiary education) 개발사업의 각 구체적 목적에 따라 결과 도출에 영향을 미치는 요인을 분석하여 그 차이점을 도출하기 위해, 그 중에서도 타 고등교육과 달리 특정 직업군인 교사에 초점을 맞추는 교사교육(teacher education) 개발사업에서 발견되는 영향 요인과 일반적인 고등교육(higher education) 개발사업에서 발견되는 요인과의 차이점을 분석하고자 한다.

연구 결과 도출을 위해 세계은행에서 추진한 고등교육 개발사업을 대상으로 작성한 28개의 사업성과평가 보고서[PPAR 보고서]에 대한 질적 메타분석을 진행하여, 각 사업의 지속성에 영향을 미치는 외적 및 내적 요인을 분석한다.

그 결과, 교사교육 개발사업에서는 교사와 관련된 정부정책, 지역사회의 참여, 유형적 지원의 부족 등이 유의미한 영향 요인으로 확인되었고, 이와 달리 일반적인 고등교육 개발사업에서는 고등교육기관의 운용 및 자치 능력, 다분야 이해관계자들의 참여, 국내외 사회경제 상황 등이 유의미한 영향 요인으로 확인되었다.

이와 같은 고등교육 사업평가에 대한 새로운 접근을 통해, 본 연구는 고등교육 사업 평가 기준을 마련하는 과정에서 고려할 수 있는 선택지를 제시하였다는 의의를 가진다.

**주요어 :** 고등교육 개발사업, 고등 교육, 교사 교육, 질적 메타분석

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