

Ex-Ante Evaluation (for Japanese ODA Loan)

1. Name of the Program

Country: Arab Republic of Egypt

Project: Egypt-Japan Education Partnership: Egypt-Japan School Support Program

Loan Agreement: February 21, 2018

Loan Amount: 18,626 million Yen

Borrower: Government of the Arab Republic of Egypt

2. Background and Necessity of the Program

(1) Current State and Issues of the Basic Education Sector in Egypt

In the Arab Republic of Egypt (hereinafter referred to as “Egypt”), public education is free. The net enrolment rate in FY2012/2013 was 96.5% for primary education and 83.7% for lower secondary education, both higher than the world average (85% for primary education and 61% for lower secondary education).

On the other hand, teachers are not given enough space to teach their students adequately. To begin with, the minimum classroom space set by the Egyptian school building standards is two-thirds that of Japan. To make the matters worse, rapid population growth exceeding 1.5% per year has increased the number of students per class in primary schools to an excessive level (44 students, which is twice of the OECD average, 21.6 students). In the meantime, education has focused not on fostering individual students’ comprehension or sociability but on memorization and testing because the compulsory education system requires students beyond the third grade to pass qualification tests to move up to higher grades and graduate. Moreover, many teachers informally yet routinely work as paid tutors after school because of their low salaries and of parents’ emphasis on academic excellence, which has raised concerns that the quality of education at school may decline as teachers disregard school lessons. As a result, problems have arisen, such as students’ poor comprehension of school curricula and their lack of discipline and cooperative attitude. Thus, it is urgent to improve the quality of school education. Another urgent issue is dysfunctional educational administration in rural areas, which has increased regional disparities in education (e.g. poor quality of school education). The illiteracy rate of the population aged 10 and over in provincial areas like Minya Governorate has exceeded 40%, more than twice that of the capital city of Cairo (19.3%).

(2) Development Policies for the Basic Education Sector in Egypt and the Priority of the Program

In light of these problems, the new Egyptian Constitution enacted in January 2014 acknowledges that every citizen has a right to receive an education and stipulates that the State shall provide education of international standards and spend at least 6% and 4% of the GNP on education and pre-university education, respectively. Also, the

Sustainable Development Strategy: Egypt Vision 2030 (a long-term development strategy of Egypt published in February 2016) and the Pre-university Education Strategy 2014-2030 (a basic education sector strategy) aim to improve the quality and quantity of education and empower young people based on the new Constitution.

In accordance with the above-mentioned policies and in order to solve the above-mentioned issues related to youth's lack of discipline and cooperation spirit, the Government of Egypt has focused on Japan's Whole Child Education model that fosters knowledge, morals, and physical health in a well-balanced manner (hereinafter referred to as the "Japanese-style education"), as represented by special activities (e.g. cleaning, day duties and classroom discussions), and has been preparing for opening Egypt-Japan School (hereinafter referred to as "EJS") mainly for primary education to foster motivation for learning and sociability through the practice of the Japanese-style education. The current plan of the Ministry of Education and Technical Education (hereinafter referred to as the "MoETE") is aimed at opening and operating 212 EJS (100 new schools to be constructed and equipped with facilities that will allow teachers to practice the Japanese-style education; 100 existing schools to be renovated as models for nation-wide dissemination; and 12 pilot schools that have already introduced the Japanese-style education) in rural and other areas in the three-year opening period from FY2017/2018 to FY2020/2021 and then spread the Japanese-style education model all over the Egypt in the dissemination phase.

However, the ratio of government spending for education to GDP has hovered around 3% over the last decade. Currently, the MoETE has made a supplementary budget request for FY2016/2017 as well as a budget request for EJS in the mid-term budget plan (from FY2017/2018 to FY2020/2021), but the requests are unlikely to be accepted in full because of the fiscal austerity for the government's expenditure under the economic structural reforms and of the increasing labor costs of school as a result of the student population growth, according to the MoETE officials. Therefore, the MoETE has high expectations for sector budget support from Japan.

The Egypt-Japan School Support Program (hereinafter referred to as "the Program") is stipulated in the Egypt-Japan Education Partnership (hereinafter referred to as the "EJEP") as introducing the Japanese-style education in Egypt and formulating policies in the education sector. The EJEP, aimed at empowering Egyptian youth and enhancing peace, stability, development and prosperity, was announced by the Japanese Prime Minister and the Egyptian President during the President's visit to Japan in February 2016.

(3) Japan and JICA's Policy and Operations in the Basic Education Sector

Japan's Country Assistance Program for the Arab Republic of Egypt (June 2008) identifies "poverty reduction and improvement of living standards" as a priority area and the "expansion and improvement of public services" including education as a development issue. Meanwhile, JICA's Country Analysis Paper for the Arab Republic

of Egypt (March 2016) also includes “Japanese-style education/human resources development support program” as a cooperation program. This Program is in line with these policies and analysis results.

By providing sector budget support to the MoETE, this Program will cover the costs for opening EJS to introduce the Japanese-style education, thereby also contributing to the achievement of the EJEP objective of introducing the Japanese-style education in Egypt, for which the Government of Japan has committed to offering its full support.

In the basic education sector in Egypt, JICA has implemented the following projects.

- Development of Creativity Lessons for Primary Education (1997-2000)
- Project on Improvement of Science and Mathematics Education in Primary Schools (2003-2006)

(4) Other Donors' Activity

In recent years, development partners' support in the basic education sector in Egypt has mainly focused on constructing schools in accordance with the guidelines (standard designs, procurement standards, etc.) of Egypt in order to alleviate school overcrowding caused by increasing pupil numbers. Below are projects implemented by major donors:

- German KfW: Quality Education Support Programme (approx. 14 billion yen; 1996-)
- EU: Expanding Access to Education and Protection for at Risk Children in Egypt (approx. 14.5 billion yen; 2008-2015)
- USAID: Egypt US Learning Program (technical cooperation; 2014-) and Science, Technology, Engineering and Mathematics (STEM) School Project (approx. 3 billion yen; 2008-)

(5) Necessity of the Program

This Program is consistent with the development issues and policies of Egypt as well as the assistance policies and analysis of Japan and JICA. This Program is also expected to contribute to quality improvement of education and the empowerment of Egyptian youth by introducing the Japanese-style education in Egypt as indicated in the EJEP, as well as the achievement of the SDG 4 on education. Therefore, it is highly necessary for JICA to support the implementation of this Program.

3. Program Description

(1) Program Objectives

By providing sector budget support to the education sector to facilitate the Egyptian Government's policy and institutional development toward the opening of the EJS, this Program aims to promote the introduction of the Japanese-style education in Egypt to improve the quality of education and empower youth, thereby contributing to economic stability and development efforts in the country.

(2) Program Site/Target Area

The Whole of the Arab Republic of Egypt

(3) Program Components

In this Program, a total of 36 policy actions required to be taken for opening EJS are listed in four categories: (i) standardization (guideline development); (ii) legislation (ministerial decrees and budget allocation); (iii) monitoring and evaluation; and (iv) school opening. The sector budget support will be provided to the MoETE according to the progress of the policy actions in each Egyptian fiscal year from FY2017/2018 to FY2020/2021. Each category's objectives and major policy actions to be accomplished from FY2017/2018 to FY2020/2021 are shown in Table 1 below.

Table 1. Major Policy Actions

| Category | Objective | Major Policy Action (Numbers in parentheses refer to target fiscal years) |
|-------------------------|--|--|
| Standardization | To develop opening guidelines specifying common specifications and standards to open (start) standardized and high-quality EJS | <ul style="list-style-type: none"> - To develop opening guidelines specifying common specifications and operation/management standards (2017) - To update the guidelines annually according to EJS activities (2018-2019) - To revise the opening guidelines into dissemination guidelines to prepare for the dissemination phase (to introduce EJSs beyond the 212 schools) (2020) |
| Legislation | To establish a legal status and a budgetary framework for EJS | <ul style="list-style-type: none"> - To issue a ministerial decree to give EJS a legal status of special schools subject to specifications and standards different from those applied to other schools (2017) - To establish the Egyptian Government's budget for opening EJS (2017-2020) - To issue a ministerial decree to disseminate the Japanese-style education model (2017) |
| Monitoring & evaluation | To develop a monitoring manual, establish an implementation structure, and then undertake monitoring and evaluation to secure the quality of EJS | <ul style="list-style-type: none"> - To develop a monitoring manual to manage the opening and sustainable operation of EJS in accordance with the above-mentioned opening guidelines (2017) - To establish a monitoring and evaluation implementation system (2017) - To monitor and evaluate EJS every year in accordance with the manual (2018-2020) - To prepare for the dissemination phase by |

| | | |
|----------------|---|---|
| | | developing a manual for monitoring the dissemination of the Japanese-style education model across the country and establishing an implementation structure for sustainable EJS management (2020) |
| School opening | To formulate an EJS opening plan, including teacher training, school construction, equipment installation, and student recruitment plans, based on the opening guidelines and open EJSs in accordance with the plan | <ul style="list-style-type: none"> - To formulate an EJS opening plan including teacher training, school construction, equipment installation, and student recruitment plans (2017) - To open EJS in accordance with the plan (2017-2019) - To prepare for nation-wide dissemination by formulating a plan to disseminate the Japanese-style education model across the country, including teacher training, school construction, equipment installation, and student recruitment plans (2020) |

(4) Estimated Program Cost (Loan Amount)

18,626 million yen (Yen Loan Amount: 18,626 million yen)

(5) Schedule

This Program starts providing sector budget support in July 2017 (the month starting the Egyptian fiscal year 2017/2018) and ends when all the loans are disbursed (scheduled in July 2021).

(6) Program Implementation Structure

- 1) Borrower: Government of the Arab Republic of Egypt
- 2) Executing Agency: Ministry of Education and Technical Education
- 3) Operation/Maintenance/Management Structure: Ministry of Education and Technical Education

(7) Environmental and Social Consideration/Poverty Reduction/Social Development

1) Environmental and Social Consideration

(i) Category: C

(ii) Reason for Categorization: It is because this Program falls into the category of those which are likely to have a minimal adverse impact on the environment, as defined in the "JICA Guidelines for Environmental and Social Considerations" (published in April 2010).

2) Promotion of Poverty Reduction: None in particular

3) Promotion of Social Development (e.g. Gender Perspective, Measure for Infectious Diseases including HIV/AIDS, Participatory Development,

Consideration for the Persons with Disability, etc.): For this Program, the Japanese and Egyptian sides discussed gender-responsive actions during the preliminary study.

(8) Collaboration with Other Donors

None in particular

(9) Other Important Issues

None in particular

4. Targeted Outcomes

(1) Quantitative Effects

1) Performance Indicators (Operation and Effect Indicator)

| Indicator | Baseline (Actual Value in 2017) | Target (2023) [Expected Value 2 Years after Program Completion] |
|---|---------------------------------------|---|
| Number of students studying at EJS (persons) | 0 | To be determined in the technical cooperation |
| Number of EJS under operation (schools) | 0 | 212 schools |
| EJS students can follow rules and regulations (teachers survey)* | - | Consent rate: 80% or over |
| EJS students voluntarily act for their class- and school-mates (teachers survey)* | - | Consent rate: 80% or over |

* The survey will be conducted in the monitoring and evaluation of the technical cooperation project.

The internal rate of return is not defined.

(2) Qualitative Effects

Quality improvement in education in Egypt, empowerment of Egyptian youth, and promotion of economic stability and development efforts in Egypt

5. External Factors and Risk Control

None in Particular

6. Results of Evaluations and Lessons Learned from Past Projects

According to the assessment report (July 2013) published by the World Bank's Independent Evaluation Group on budget support co-financed with the World Bank and other donors through Poverty Reduction Support Credits (PRSCs) in the Federal Republic of Tanzania, narrowing target policy and institutional improvements, and establishing practical indicators are essential for enhancing effectiveness of policy improvement for budget support.

In light of these lessons learned, this Program was designed, through consultation with the Program Management Unit (PMU) established in the Egyptian executing agency, to focus its policy actions on the opening of EJS and the dissemination of the Japanese-style education model in the basic education sector addressed by both the Japanese and Egyptian Governments which are concrete and measurable for achievement.

7. Plan for Future Evaluation

(1) Indicators to be Used

- Number of students studying at EJS (persons)
- Number of EJS under operation (schools)
- EJS students can follow rules and regulations (teachers survey)
- EJS students voluntarily act for their class- and school-mates (teachers survey)

(2) Timing of Next Evaluation

Ex-post evaluation: two years after the completion of this Program