

Evaluation Report
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The Establishment of Performance Indicators for EDCF's Vocational Training Center Projects

The Export-Import Bank of Korea

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I. Introduction

1. Purpose of Evaluation

This evaluation aimed to develop performance indicators suitable for measuring the performance of vocational training center projects of EDCF.

EDCF adapted the Project Performance Indicators (PPIs) on education sector projects in 2007, but these indicators do not reflect the characteristics of EDCF's vocational training projects nor meet the international standards. As the number of projects increased, so did the demand for indicators to properly capture the results of the projects. This evaluation was prepared as a response to this increasing demand.

2. Methods of Evaluation

First, the characteristics of EDCF's vocational training center projects was assessed. Out of 23 vocational training projects, this evaluation focused on nine projects for which performance indicators were prepared and two projects that recently were evaluated.

Second, the vocational training projects and performance indicators of other donors such as the ADB, World Bank, Germany and USA were reviewed.

Finally, based on the analyses listed above, two sets of performance indicators were developed.

II. Current Performance Indicators of EDCF's Vocational Training Projects

1. Types of EDCF Projects in Vocational Training

EDCF's vocational training center projects can be classified into three types: A) integrated projects, B) infrastructure-based projects, and C) equipment loan projects. The integrated projects (Type A) include all of the project components in the vocational training sector: building or remodeling of TVET training centers, provision of educational equipment, training of the trainers and expert dispatch, and curriculum development. Infrastructure-based projects (Type B) provide the hardware of vocational training such as the construction of buildings and acquisition of equipment, excluding curriculum development. The equipment loan projects (Type C) provide loans for educational equipment and require a relatively short duration and low costs. Some Type C projects include training, which is usually a short orientation for understanding equipment operation.

2. Analysis of Existing EDCF's Performance Indicators

Two EDCF projects were selected to analyse the way how the indicators were utilized in ex-post evaluation: (1) the Cambodia vocational training center construction project (2002) and (2) Niyagama national vocational training center improvement project in Sri Lanka (2006). The analysis result indicated that most of the performance measurements focused on short-term outcomes rather than long- or medium-term outcomes. Furthermore, both evaluations set the targets in a rather subjective manner.

The performance evaluation indicators of nine EDCF projects were reviewed to assess EDCF's usage of performance indicators. The result of this analysis showed that even within the outcome and output level, the

mid-term and long-term indicators were mixed. This was expected since the projects varied in scope and purpose.

In conclusion, a list of usable indicators were selected at each level. The suggested output indicators include the number of training facilities provided, number of educational equipment, number of developed training curricula and programs, number of currently enrolled students and number of students per teacher.

III. Analysis of Performance Indicators by Donor

1. Performance Indicators of MDBs

1.1 Asian Development Bank

Just as EDCF, the ADB includes vocational training within the category of education for result management. At the sector level, the ADB Results Framework indicators were the total number of students benefiting from new or improved educational facilities, total number of students benefiting from improved quality assurance systems under the projects, and number of teachers.

The ADB also utilizes customized indicators for result management at project/program levels. The ADB's output appeared more change-oriented than that of EDCF; the ADB defined the immediate changes brought by the bank's intervention as output while EDCF identified services provided by the project as output. However, some indicators could be used to enhance EDCF's project result management.

For instance, the result framework for Sri Lanka's TVET program used two outcome indicators; "80% of enrolled students graduate" and "70% of graduates are placed into gainful employment within 6 months of course completion". These indicators appear applicable to EDCF's TVET projects. It is also recommended for EDCF to set up the "student tracking system" which could monitor graduates' employment status after the completion of training.

1.2 World Bank

The World Bank works to improve performance management to maintain

the quality of vocational training. By improving the quality of vocational training and institutional support, the World Bank seeks to close the gap between the supply and demand for technical professionals.

While the World Bank utilizes several general performance indicators (e.g. the number of students enrolled, enrollment versus graduation/employment ratio, and teacher to student ratio), it is notable that each indicator is meticulously tailored to measure the specific purpose of the project. For instance, the Yunnan Technical and Vocational Education and Training Project aims at providing quality workforce to a market where there is sufficient demand. Therefore, the main indicator used to look at the project results was students' initial employment rate, whereas, other programs focused on the student employment rate within three to twelve months of graduation.

2. Performance Indicators of Bilateral Donors

2.1 Germany

Germany is one of the leading donor countries which possesses a clear comparative advantage in the vocational training sector. Germany established a strategy for the vocational education and training sector in 2005, and provides vocational training programs that meet the labor market demand. Even though Germany does not provide standardized performance indicators for project evaluation, it is required to establish indicators based on objectives of a program/project. Germany suggests the “SMART (Specific, Measurable, Achievable, Relevant, Time-bound)” criteria which assess the quality of indicators.

It is noteworthy that Germany classifies performance indicators into two categories: A) results-based indicators and B) process indicators.

Result-based indicators are developed to measure both short-term (outcome) and mid- to long-term results (impact) of the program. Process indicators are designed to show how the project utilizes inputs, activities, outputs, and use of outputs to achieve the objectives.

Process indicators consist of indicators to evaluate inputs, activities, output and use of outputs. Indicators for inputs represent to which extent facilities, personnel, funds have been delivered. For example, the output indicator represents to which extent local staff have the skills to development curricula of the training programs. The indicator for use of outputs shows whether local staff can develop the needs-based curricula and they are actually implemented during the course.

2.2 United States

Likewise other sectors and projects, USAID uses the Results Framework for measuring the results of vocational training projects. The results framework is an important tool in helping managers identify and focus on key objectives within a complex development environment. The framework includes the Assistance Objective (AO), Intermediate Results (IRs), and critical assumptions that must hold true for the strategy to remain valid. One of the main USAID education strategy goals for 2011-2015 is the improved ability of tertiary and workforce development programs to produce a workforce with relevant skills to support the country's development goals.

The Skills Training for the Afghan Youth (STAY positive) project in Afghanistan, for example, has performance monitoring indicators such as the number of TVET institutions undergoing capacity assessment, number of participating TVET faculty members trained, number of youth enrolled in work readiness training, and proportion of youth who participated in an

internship or on the job training (OJT). Other indicators are the number of established linkages with potential employers, number of work readiness and life skills teaching and learning print materials developed, number of guidance and counseling units developed for the graduates, and number of youth graduating from the local technical vocational training institution and so on.

3. Applications for EDCF

Based on the assessment presented above, the evaluators recommend that EDCF consider the followings:

First, indicators related to the outcome of relevant project components (e.g. facilities, trainees, and trainers) should be included in the results framework of the projects. Considering EDCF's project size and components, the most appropriate indicators for EDCF would be the number of faculty members trained, the number of trainees enrolled in the program, the number of teaching materials developed, and the number of trainees graduating from the local vocational training program.

Even though these indicators were recommended as standard indicators, they should not be applied to all projects; each project's scope and purpose should be reflected in the selection of indicators.

For the implementation of measurement, the baseline data collection should be improved. Also, in order to measure the outcomes more effectively, it is recommended to have a student/graduate monitoring which system to follow up the progress of the students and the graduates in their career development.

IV. Suggested Performance Indicators for EDCF's Support in the Vocational Training Sector

1. Results Chain

When the results chain of EDCF's support for vocational training at the project level was examined, it was clear that the most appropriate expected impact would be an increase in the youth employability in the community, considering the size and scope of EDCF's project in vocational training. The outcome, the main purpose of the project, would be enhancing vocational training capacity. Most of EDCF's project output could be divided into four components: infrastructure of vocational training, vocational training program, trainee management, teacher empowerment.

2. Suggested Performance Evaluation Indicators

For the impact level indicator, the unemployment rate of municipality rate and ratio of youth who received vocational training in the community were selected as the proxy indicators of the employability of the trainees.

The outcome, the improved training capacity could be measured by the graduate employment rate, the utilization rate of vocational training facilities and educational equipment, enrollment rate of current students, course completion rates (dropout rate), and survey of stakeholders (student/teacher/staff). Among these indicators, the graduate employment rate would be the key performance indicator, since the improved employment was the purpose of vocational training program.

Output indicators were developed on the basis of the main components of vocational training capabilities: infrastructure, program, trainees, and

teachers of the vocational training center. Considering physical outputs or services acquired at the completion of the project, performance indicators should utilize as an output indicator such as the number of training facilities and training equipment, offered training courses, number of enrollment, number of trainee to trainer, number of participants of trainer's training.

3. Recommendations for Indicator Selection and Measurement

Indicators should be selected at the early stage of project discussion and traced throughout the project cycle. Therefore, a person or a team of personnel is needed to be designated in order to ensure the collection and quality of the data. Considering the current EDCF's project implementation structure, this role would be best suited for the 'consultants'; consultants are hired to ensure the project's quality. So far, the expected role of the consultants has been to advise the partner country's government on technical aspects during project implementation. This means expanding the consultant's scope of work to include training and monitoring of the PMU's progress on data collection, checking the data quality, and providing continuous technical support to the PMU. The PMU would be in charge of data collection and reporting results to the partner country, the government and EDCF, especially that of output, outcome and impact.

EDCF can select supplementary indicators such as the rate of national technical qualification acquired, support for the socially disadvantaged class, and financial independence rate. Flexible applications of indicators would be key to successful result management since each project faces a different environment and will yield different outcomes.

Table. Performance Indicators for EDCF's Vocational Training Center

Project Summary	Performance Targets/Indicators	Data Sources
<p><u>Impact</u></p> <ul style="list-style-type: none"> · Increase in youth employability 	<ul style="list-style-type: none"> · Youth unemployment rate of municipality* · Ratio of youth who received vocational training in the community* 	<ul style="list-style-type: none"> - UN SDG - Ministry of Labor/Education - Municipal statistics
<p><u>Outcome</u></p> <ul style="list-style-type: none"> · Enhancing training capacity 	<ul style="list-style-type: none"> · Employment rate of graduates* · Utilization rate of vocational training facilities and educational equipment · Enrollment rate of current students* · Course completion rate* (dropout rate) · Stakeholders' satisfaction level* (student/teacher/staff) 	<ul style="list-style-type: none"> - Ministry of Labor, Ministry of Education statistics - Project performance report - Survey on stakeholders
<p><u>Outputs</u></p> <ul style="list-style-type: none"> · Infrastructure of vocational training · Vocational training program · Trainee management · Teacher empowerment 	<ul style="list-style-type: none"> · Number of training facilities · Number of educational equipment · Number of developed training curricula and programs · Number of currently enrolled students* · Number of students per teacher · Number of teachers trained and participated in workshop* 	<ul style="list-style-type: none"> - Annual report of the training center - Project completion report - Project performance reports
<p><u>Activities with Milestones</u></p> <ul style="list-style-type: none"> · Construction/ Renovation: extension and renovation of the training facility · Training equipment/ educational equipment support · Dispatch of experts/ Workshop · Textbook/ Curricular development 		
<p><u>Inputs</u></p> <ul style="list-style-type: none"> · Government: million USD · EDCF: million USD · Others: million USD 		

* gender sensitive indicators