

Developing an Evaluation System for Korean NHRD

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ABSTRACT

Korea is acknowledged as a country investing actively in its human resources. However, very few have been known about its national human resource development policy and vocational education system. This conceptual paper is written to introduce Korea's one of the main NHRD policy and developing its evaluation system.

This paper overviews Korean NHRD system including training institutes, trainees, evaluation agencies, and policy makers. Also some issues that have been raised in running of the system are discussed. Based on the review, this study offers a conceptual evaluation model that would increase efficiency of the NHRD system in Korea.

Keywords: HNRD, vocational education, evaluation, evaluation model

INTRODUCTION

The importance of National Human Resource Development (NHRD) policy has been increased as human resource becomes the core source of nation's competitiveness. Therefore, not only the policy and financial support for human resource development but also training's upgrade and development in its quality side becomes important. To reach up to the social needs, government raised support spectrum and the number of training vendors entering to the public training market, but indiscriminate entrance system let low quality training vendors enter the market so that moral laxity and social problems have risen at the same time.

In the existing NHRD policy, training vendor permission, guidance and supervision, program screening, training monitoring, vendor evaluation is implemented to manage the quality of training vendors. Through training vendor permission, local labor office checks whether the vendor has the minimum qualification to run training program for

unemployed properly. Through guidance and supervision by local labor office, vendor's performances are monitored and managed to achieve adequate level. Program screening, performed by Korean Research Institute for Vocational Education and Training (KRIVET), is planned diagnosis evaluation conducted prior to the training operation of each vendor. The screening process checks each program's contents, facility, tools, and instructor's quality and so on. The result is informed as pass and fail and each vendor can operate training program which is passed only. Vendor evaluation is a kind of after operation evaluation. It also performed under the supervision of Korean Research Institute for Vocational Education (KRIVET). The process checks the training planning, design, development, implement and management so that eventually check whether the vendor has overall training operating ability. Finally the all-time monitoring performed by Human Resources Development Service of Korea is a part of vendor evaluation; the result is sent to local labor office and applied for further guidance and supervision, program screening, and vendor evaluation.

In spite of the role division for effective quality evaluation and management, the system has not been achieved its original objectives yet. Thus, this study is trying to find out the system's components and system's operation so that check not only evaluation institutions but also macroscopic integrated quality management system including process, procedure, and operation methods.

THEORETICAL BACKGROUND

There has been various evaluation model developed under the various social needs and different evaluation viewpoints. Earlier, Alkin and Christie (2004) schematized evaluation theory based on evaluation objective and viewpoint. According to them, all existing evaluation models are developed under two core objectives, 'accountability & control' and 'social inquiry.' 'Accountability and control' means the proof of program responsibility that has received investor's support and implementing evaluation for continuous innovation and quality management. Another root, 'Social inquiry' means that borrowing evaluation method and model to social science research method.

The two roots have been overgrowing into three, methods, valuing, and use.

'Methods' see the evaluation as social inquiry and it is flow into the evolution of the various valuation models in respect of methodology for knowledge structuring or generalizing. It can be main trend of studies on the evaluation.

Tyler's objective-oriented evaluation model is representative evaluation mode on 'methods'. In addition, Tyler's affected multiple evaluators (Campbell, Suchman, Cook, Rossi) and Chen's logic-driven evaluation model belong to this. Cronbach's research

also emphasized the evaluation of formative function that has been systematized within the larger framework of Tyler's objective-oriented evaluation model is included in the flow.

'Value', protruding flow by Scriven (1996), emphasizes on evaluation as a value judgment and focuses on establishing the role of the evaluator that is the most important elements to make correct value judgments. It includes Scriven's goal-free evaluation model and Stake's countenance evaluation model, Eisner's connoisseurship & criticism model, Guba & Lincoln's Naturalistic model of evaluation, Macdonald's democratic evaluation model, and so on.

'Use', Stufflebeam (2000) pioneering developed, see the flow of the evaluation as a process that describes, acquires, and provides information to help in decision-making. According to Stufflebeam, information and results obtained through the evaluation has its value when decision-makers make better decisions by using that. A representative evaluation model belonging to this flow of Stufflebeam's CIPP evaluation model, in addition, Provus's discrepancy evaluation model, Alkin's CSE(UCLA), Patton's utilization-focused evaluation model, Fetterman's empowerment evaluation model, and so on.

ANALYSIS

1. Training institutions

Gradually increasing proportion of financial support of the government, the survival of the fittest system is currently virtually impossible to compete according to the logic of the market in the training industry. Long excessive competition by increasing number of training institutions entered to the training market leveled down the overall quality of service while they compete to each other. The quality of the training has been lowered because training institutions focus on trainee recruitment and promoting only, and neglect the importance of caring trainee prior and after the training. Additionally the tendency of offering short term training program accelerated the lowering of quality. The level of degradation of training instructors started as the institutions are competing each other with lower training price. Due to lower entering standard to the training market, the number of small and lacking the ability of management institution rapidly increased.

2. Trainee related institutions

The relevant agency officials pointed out that trainees extremely rarely use the results of

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the evaluation and generally select the training institutions by the promotion and marketing of training institutions. That can be interpreted that trainees to evaluate the quality of training institutions is not easy. Also the problem gets more serious as trainees react to the marketing of the training institutions

A sanction for employment training services to support the government purpose to exploit some trainees on insolvency has not been done. The case of Japan and Germany manage quality of trainees from counseling to a thorough diagnosis and qualification, however, it is a situation which has no requirement or obligation to achieve performance in Korea to provide training services for everyone. Due to the some trainees' attitude to take training course as part of their hobby such as cooking, full attendance of the trainees or employment rates, as well as the overall level of the training process even negatively affected.

3. Agencies performing evaluation

Under the current evaluation system that mentioned earlier is not properly regulated training institutions and trainees. Approval and designation originally have an intention that 'Vocational skills Development Project' can be conducted in the legitimate and proper institutions which assigned and managed in advance. However, lifelong education facilities, continuing education centers, and universities that are prior to the approval of the Ministry of Education, Science and Technology also appointed and assigned by local employment and labor office only checked the documents and received HRD-NET access ID and password without separate examination so insolvent training institutions can be considered negligible virtually. In addition, regulatory and identification procedures for insolvency trainee is little before training conducted. Training participation attitude of trainees and training outcomes for sanctions is rare.

Evaluation conducted by the Ministry of Employment and Labor, local labor offices, such as the Human Resources Development Service of Korea, and Korea Research Institute for Vocational Education and Training. Mutual cooperation is not easy, so a similar evaluation is carried out repeatedly, or the information required to be exchanged is not flow freely. For example, even though trainee satisfaction survey by Human Resources Development Service of Korea is a part of performance appraisal on training institution, the result is not shared properly with related agencies. The monitoring results of the Human Resources Development Service of Korea can be an excellent source of information when local labor office conduct guidance and supervision, but not have been effectively shared and utilized. As a result, these assessment related issues caused more money and manpower needed to run current system.

4. Policies and system

The current evaluation system has little impact on the quality assurance of training institutions because the effectiveness of reinforcement and punishment in accordance with the evaluation results, as well as continuous monitoring is actually weak. And the current screening and evaluation criterion does not contain standard of quality assurance, trainees' post-administration, and employment status. As a result, training institutions are not aware of need to improve the quality of training and accountability in employment of trainees.

It is difficult to ensure the reliability and validity of evaluation because standard of evaluation is not shared between evaluation enforcement agencies. Ratings quantify and clarification based on shared between agencies can be made more efficient and will be able to perform the evaluation tasks consistently.

RESULT

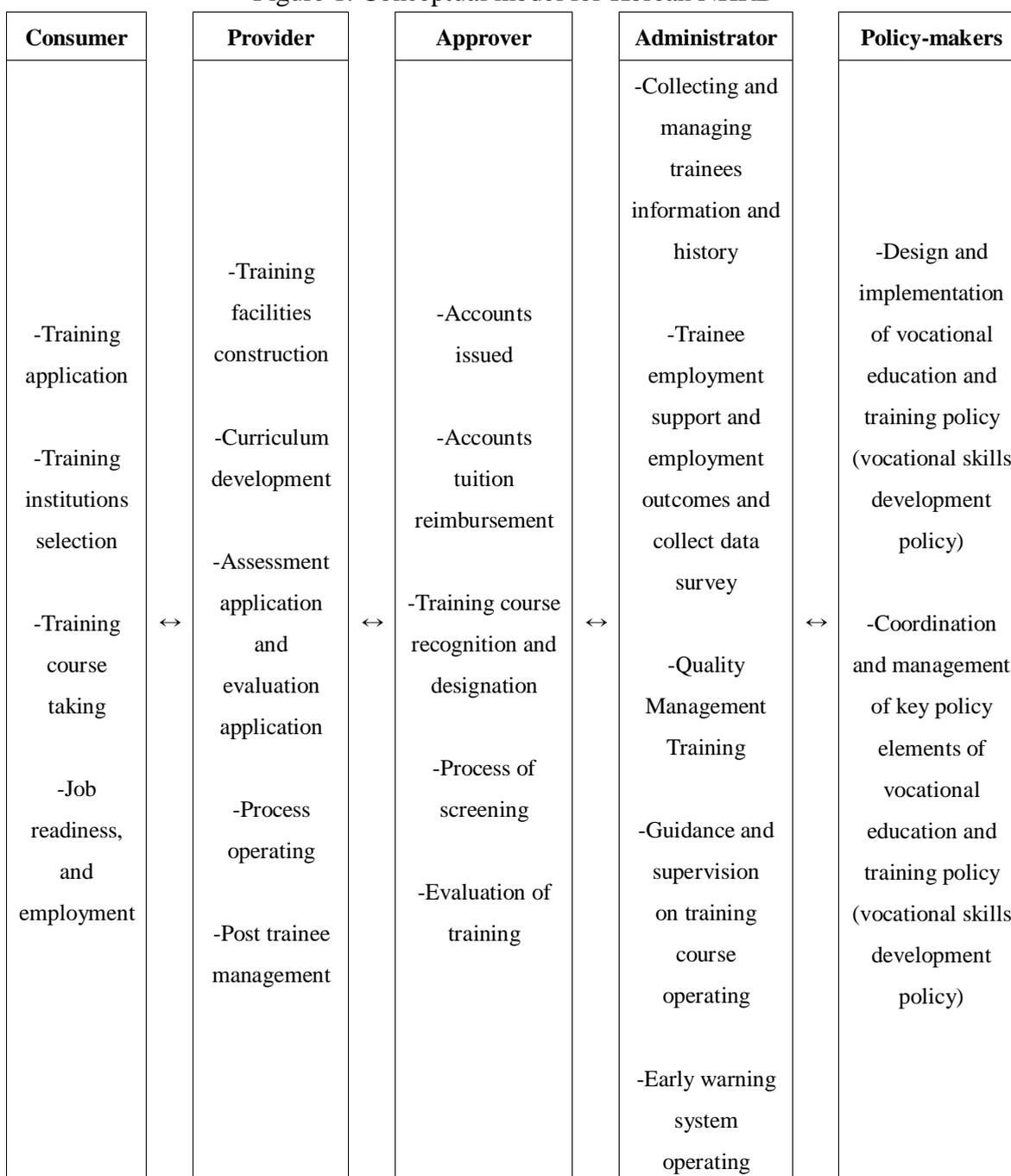
Work was performed in order to analyze the system elements and phenomena of the system to fit for developing Vocational training evaluation model. For this purpose, categorizing the concept of the evaluation on this research and elements of vocational education and training policy (or vocational skills development policy) were preceded. The system analysis process was performed using a Banathy's(1992, 1994) systems approach that has been widely used. According to the systems approach, the relationship between systems interested in and the environment, functionality of the system elements and the relationship between them and over time changes, etc., must be included. The vocational education and training policy (or vocational skills development policy) is to analyze through the relationships between the various elements of the organic. Literature review, expert meetings and workshops through the system mapping work was carried out to derive from the key elements of vocational skills policy system (or vocational skills development policy framework).

System elements were classified into the consumers and providers of vocational education and training policy (or vocational skills development policy), approvers, administrators, policy-makers focused on providing education and training services that correspond to the critical functions of vocational skills policy system (or vocational skills development policy framework). Their functions and relationships, and the flow of time sequence were analyzed at the conceptual level.

Key elements in the following are elements that are necessary to configure and operate vocational education and training policy (or vocational skills development policy) so that their roles also required to operate an integrated quality management system

effectively can be seen as the ideal role. Ideal that is presented in the following roles is being done at the moment, partly or even if it is not being done at all and even if does not have appropriate elements. Those are presented in the following figure. Depending on the role and the emergence of new elements to existing elements converted to a new role. Similarly, ideal role expectations from the table are currently being carried out but also to be integrated to quality management for the newly added role.

Figure 1. Conceptual model for Korean NHRD



CONCLUSION

Through the analysis of the elements of the current system and operational situation of vocational training system in Korea, we found that it is difficult for Vocational training system to achieve the desired purpose that are operating without major problems seemed outwardly. The main problem seemed due to poor communication between its operating principal roles. Additionally, the situation can be seen as less overall effective because the roles of consumer who have the responsibility and obligation in this system are not included. The link has been broken due to such as personnel, temporal, and financial factors were not monitored properly and the result was not shared. Even though monitoring works, the effect should be emphasized more for effective operation of the system.

Therefore, the system shift is required in accordance with key stakeholders and the role of ideal expectations derived from this study. For the reorganization of these systems, there is a need to raise the consultative group of five parties, consumers (trainees), provider (training institutions), approver (approved training institutions, the process of approval to operate representative), manager (guidance and checking, and monitoring personnel), and policy makers (policy-making, such as the Ministry of Employment and Labor). It is necessary for this group to specifically develop practical operating methods. The first step is to build T/F with responsibility for groundwork to develop the evaluation model. It should be carried out systematically for building integrated evaluation model such as dedicated team building, evaluation model system operational planning, evaluation training program developing, policy linkage planning, evaluation training program managing, and pilot test planning.

Evaluation of vocational skills development training institutions before implementing training in skills development accounts differential support in accordance with institution's performance for improving effectiveness of vocational education and training policy(or vocational skills development policy), but the role and operation of current evaluation system such as process of screening, evaluation for training institution, guidance and checking of local labor office, training monitoring, etc. are required to change due to policy direction changes to the support of customer-centric training supports. It is necessary for various stockholders who form the top system of vocational skills development training to be responsible for their own role faithfully, and to function as a living organism, constantly interacting autonomous training system. And there is a need to implement systematically operating strategies and action plans previously presented for establishing and operating a successful settlement of vocational

skills development training evaluation model developed in this study.

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