

People, Peace, Prosperity + PLANET



Comprehensive Evaluation of World Friends Korea (WFK)-Advisor program Final Report

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List of Abbreviation

Abbreviation	Full Name	Abbreviation	Full Name
APCD	Associate Peace Corps Director	NIA	National Information Society Agency
AVID	Australian Volunteers for International Development	NIPA	National IT Industry Promotion Agency
BMZ	Federal Ministry of Economic Cooperation and Development	NRF	National Research Foundation of Korea
DAC	Development Assistance Committee	ODA	Official Development Assistance
ECTI	Échanges et Consultations Techniques Internationaux	OECD	Organization for Economic Cooperation and Development
EFQM	European Foundation for Quality Management	OSIRP	Office of Strategic Information, Research, and Planning
FGI	Focus Group Interview	PAS	The Pacific Asia Society
FIA	Foreign Investment Agency	PUM	Netherlands Senior Experts
GIZ	Gesellschaft für Internationale Zusammenarbeit	QBS	Quality-Based Selection
GTZ	Gesellschaft für Technische Zusammenarbeit	QCBS	Quality-and Cost-Based Selection
IPBS	Integrated Planning and Budget System	RBM	Results-based Management
IPC	Investment Promotion Center	SDGs	Sustainable Development Goals
ISEA	Industrial Safety Techniques and Environment Agency	SES	Senior Experten Service
JICA	Japan International Cooperation Agency	SV	Senior Volunteer
JOCV	Japan Overseas Cooperation Volunteers	TC	Technical Cooperation
KfW	Kreditanstalt für Wiederaufbau	KOICA	Korea International Cooperation Agency
UNV	United Nations Volunteers	WFK	World Friends Korea

I. Overview of Evaluation

World Friends Korea (Hereinafter referred to as the “WFK”) Advisor Program first started in accordance with the WFK Program that was initiated from integrating all the international volunteering projects scattered through the government bodies in 2009. The purpose of WFK Advisor Project is to strengthen capacity and support policy establishment of the recipient nations by utilizing professionals in their retiring ages. Since its pilot dispatch in 2010, about 1,550 advisors have been dispatched through the WFK Advisor Project. Interest in this project is increasing as the number of retirees is rising domestically. Despite this rise in interest and demand, it was difficult to evaluate the accomplishments and problems in the project management until now as the managing body only conducted satisfaction surveys to returning advisors and local partner organizations.

Through an overall analysis of the current status of WFK advisors, this comprehensive evaluation aims to draw out specific and feasible methods of management and contribute in improving the general management system and establishing a performance management system through referring to the issues and points raised from the evaluation result.

WFK Advisor Program, the subject of this evaluation, is one of the WFK Programs in which the Korean government sends volunteers overseas. The WFK Advisor Program, initiated in 2010, actively embraces retirees (or those expected to retire) with exceptional specialties and strong sense of service to reinforce development capability of the recipient country, support policy

establishment, and teach Korea's experience and expertise in development. The selected advisors will serve in a government department of the developing nation for 6 months to 1 year. The advisor will be labeled as either a KOICA advisor or NIPA advisor, depending on his or her field of expertise, and provide advice on policies and instruct techniques.

The WFK Advisor Program is assessed based on three categories; analysis of the current situation of WFK Advisor Program, analysis of similar domestic and foreign programs and their current situations, and overall evaluation of WFK Advisor Program in comparison to other programs. Overall evaluation of WFK Advisor Program encompasses the operating status, program strategy, promotion, and operating system of the program. Also, it evaluates the relevance, efficiency, and effectiveness of improving the program operation by assessing the program accomplishments and utilizing satisfaction surveys of project participants. Through comparing and contrasting the WFK Advisor Program with similar domestic and international programs in terms of promotion strategy, operation system, program operation, and program evaluation, the assessors will look into the implications of operating the WFK Advisor Program and validity in applying certain elements of the compared organizations. Through these two processes, proposals and suggestions will be drawn out on promoting and managing the performance of the program in the future.

This evaluation puts the five valuation criteria—relevance, efficiency, effectiveness, impact, and sustainability— and cross issues of Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) on its base. Those criteria are further divided into strategic, operational, and performance aspects of the WFK advisors,

presenting a comprehensive evaluation framework of the WFK advisors. In addition to referring to literature reviews, relevant personnel of the program have been interviewed and surveyed to strengthen the objectivity and validity of the evaluation. Furthermore, a mixed methodology that combines qualitative methodology and quantitative methodology has been utilized, which includes gathering data, analyzing summarized statistics etc. Also, in assessing the accomplishment of the program, the triangulation method was applied to observe the same indicators on other survey subjects and methods.

To understand the specific process, performance, and limitations that have not been identified through the literature survey, Focus Group Interviews (FGI) and in-depth interviews were carried out domestically and overseas on people related to the program. Domestic interviews were conducted in depth with four project managers of KOICA and NIPA, the WFK Advisor Program implementing agencies. Along with FGI conducted on eight advisors who have returned home, overseas interviews were carried out in Vietnam (Sept. 24 ~ 30) and Ethiopia (Oct. 20 ~ 28), interviewing a total of 44 people including WFK coordinators local co-workers of other institutes, currently active WFK advisors, and staffs of international donor agencies. Because WFK advisors are dispatched to various organizations and generate results through diverse activities, the accomplishments of the program were assessed by dividing the interview data into three categories; central and regional government (Ministry of Education, Ministry of Agriculture etc.), government agencies with special purposes (Department of Investment etc.), and educational institutions.

The survey was conducted on WFK coordinators and coworkers of partner

institutions. The WFK coordinator survey was conducted between October 26 and November 9, in which WFK coordinators in 20 countries were each surveyed twice. The first survey was completed by WFK coordinators in 9 countries where a large number of advisors are dispatched as of 2018. The second survey was completed by another 22 WFK coordinators from 11 different countries. Questionnaires were emailed to coworkers of local agencies that WFK advisors were part of within the last 2~3 years, including where the advisors are currently working as of 2018. Completed questionnaires were collected through local consultants, amounting to 29 surveys in total (20 Vietnam, 9 Ethiopia).

II. Background of WFK Advisor Program

Introduction of WFK Advisors

WFK is a brand name of overseas volunteers group established in 2009. WFK merged all the different overseas volunteering programs scattered throughout the government bodies into one single entity. KOICA Overseas Volunteers of Ministry of Foreign Affairs and Trade, IT Volunteers of Ministry of Public Administration and Security, and College Volunteers and Science and Technology Support Corps for the Developing Countries of the Ministry of Education, Science, and Technology were integrated into WFK in 2009. Afterwards, in 2010, KOICA Long-Term Advisors Program of the Ministry of Foreign Affairs and Trade, NIPA Retired Experts Program of the Ministry of Trade, Industry, and Energy, and World Taekwondo Peace Corps of the Ministry of Culture, Sports, and Tourism were also integrated into WFK.

Affiliated under the Ministry of Foreign Affairs, KOICA's representative volunteering programs include the General Volunteers which anyone aged over 19 (categorized as senior volunteers if aged over 50) is eligible for application, and the Dream Volunteers open to specialized high school students aged under 19. There are also NGO volunteering programs that NGOs in the ODA field carry out. In addition, KOICA has been employing retired or due-to-retire experts and operating the advisor program, which was formerly named as KOICA Mid-and-Long Term Advisor Program.

Within the WFK Project, programs that target retirees (or those expected

to retire) are the KOICA Senior Volunteers, KOICA Advisors, and NIPA Advisors. KOICA Senior Volunteers and WFK Advisors tend to be dispatched to more different fields and majors than the NIPA Advisors. Although the KOICA Senior Volunteers and WFK Advisors do not show much differences in terms of qualifications and majors, WFK Advisors are required to have at least 10 years of expertise as they provide policy and technical advice at the senior level of government bodies such as state departments and universities. By utilizing the knowledge, skills, and know-hows of the retirees (or due-to-retire), WFK Advisor Program plays an important role in contributing to the economic and social development of the recipient country and in strengthening cooperation through exchanges between high-ranking officials.

The purpose of dispatching WFK advisors is to strengthen developing capability and support policy establishment of the recipient nation through utilizing highly qualified domestic professionals such as retirees (or scheduled retirees) with a strong belief in volunteering. KOICA advisors focus on policy consulting and passing on their knowledge in education, medical care, and administration fields while NIPA advisors focus on advising and transferring technologies and know-hows in fields of info-communication, industrial technology etc. Ultimately, WFK Advisor Program aims to eradicate poverty, support sustainable development in their economies, societies, and industries, and strengthen cooperative relationship between South Korea and the developing nations. KOICA advisors are experts in one of 4 fields: education, agriculture and fisheries, health, or public administration. They are dispatched to a total of 27 different occupational fields. Previously, advisors in the industry and energy sector were also dispatched but currently excluded from the program in response to the recent adjustment of KOICA

and NIPA in June 2018. WFK dispatches NIPA advisors to 43 different occupational fields in the realm of info-communication, industrial technology, trade investment, energy resources, or regional development.

WFK advisors are affiliated under the WFK volunteers and are required to possess expertise and experience in certain fields' just like how advisors are defined domestically. They are responsible for contributing to the socio-economic development of developing nations through policy advisory and knowledge transfer. Hence, the concept of WFK advisor is somewhat obscure as it includes the characteristics of experts, advisors, and volunteers. In conclusion, because WFK advisors are conceptually characterized as working with both professionalism and volunteering spirit, their definition and role are somewhat similar to those of experts and volunteers.

Comparing the expenses given to experts, advisors, and volunteers, WFK advisors are treated almost equivalent to the conditions and treatment of local life for a level 3 expert who has same qualifications as the advisors. On the other hand, senior volunteers receive about half of the living expense that WFK advisors and level 3 experts get. This shows that the knowledge, career, and duties of the advisors are recognized equally to the experts, being supported well in their local lives. Unlike the advisors, however, experts receive labor costs for their work and receive equal support rather than differential support depending on their career experiences. The difference on expense amongst experts, advisors, and volunteers indicates that advisors are treated as experts and volunteers in some way while it cannot be clearly distinguished or characterized its own identity.

Domestic Cases Analysis

In addition to the WFK Techno Peace Corps of the Ministry of Science, IT, and Future Planning, there are some other examples of similar domestic programs including Overseas Teacher Dispatch Program of the Ministry of Education and Next Expert Training (NEXT) of the Ministry of Culture, Sports and Tourism.

The Korea Research Foundation operates the WFK Techno Peace Corps to support the developing countries to achieve economic development and independence through technological innovation, performing South Korea's role as an OECD DAC member. WFK Techno Peace Corps, initiated in 2006, annually sends 48 outstanding man in the field of science and technological innovation to developing countries for 1 year. The dispatched forces will be sent to ODA projects operated by various departments of the Korean government, collaborating in technological consulting, co-research, lecturing and curriculum development for the local agency or proceeding research projects in various fields according to the request of the government.

The Overseas Teacher Dispatch Program of the Education Ministry is operated by the National Institute for International Education. Since the project initiation in 2013, teachers have been sent to developing nations to contribute in improving basic education for the local students and to promote the excellence of Korean education. In the case of Overseas Dispatch Program for Retired Teachers, similar to the WFK Advisor Program, those qualified for the program are in-service teachers, educational administrator, or assistant professors (or of higher position) who have retired after working at least 10 years in the campus, in accordance to the Article

14 Paragraph 2 of the Higher Education Act. They are selected through conducting document screening and interview and will receive 3 weeks of training in South Korea before departing. Teachers serve 1 year for the minimum and can extend it up to maximum 2 years, working for 3 years in total. They are supported with living expense of 2,500,000 Won per month, and expense for personal education is provided within the budget.

International cultural exchange experts of Ministry of Culture, Sports, and Tourism was initiated in 2013 as a form of NEXT operated by the Ministry of Culture, Sports, and Tourism and Korean Foundation for International Cultural Exchange, a foundation affiliated under the Ministry of Culture, Sports, and Tourism. Research Fellowship to Overseas Culture & Arts Institution, a project within NEXT that is similar to WFK Advisor Program, selects experts with at least 10 years experience in culture & arts or international cultural exchange field and dispatches them for maximum 3 months (as of 2018) conducting local survey on international cultural exchanges, planning long-term international cultural exchange projects, and developing plans to carry out local cultural exchanges and networking. Unlike projects of other departments, NEXT project sends workforces to both developing and developed nations such as the Netherlands, Belgium, and Malaysia. Also, expenses, excluding flight and visa related costs, are provided differently by country.

Foreign Cases Analysis

Japan and USA have included retired experts in their volunteering teams, while Germany, Netherlands, and France have sent retired experts to

developing countries as short-term volunteers in private sector.

In Japan, JICA operates the Senior Cooperation Expert Dispatch Program to dispatch senior experts for 1 month to 2 years to provide technical support to developing countries. However, due to the rising interest on the program and the increase of applicants, the program changed its title to Senior Volunteers Program and adjusted its support expense to what it is now, providing volunteering and dispatch opportunities to more seniors. JICA senior volunteers are usually sent to regional governments or institutions instead of the central government, usually serving in fields such as education (music, math, science, art) or engineering. Senior volunteers submit five reports over their two-year term, writing activity reports after three months, six months, one year, and one year and six months since dispatch, submitting it before their term terminates. The senior volunteers give presentations in their local partner organizations and local JICA office for their interim and final reports. Evaluation on senior volunteers is mostly based on their submitted reports, while no separate evaluation is done on their performances.

Out of the dispatched JICA experts, JICA technical cooperation experts perform similar tasks as WFK advisors. In general, JICA technical cooperation experts will perform duty in fields of either technology-transfer or management/coordination. Technology-transfer experts are placed into technical cooperation projects, utilizing their expertise to transfer technologies or even help improve the local policies and systems. Normally they give policy advice to central government bodies or teach practical and technical expertise in specific institutions. JICA technical cooperation experts are divided into short-term experts (several days) and long-term experts (up

to two years) depending on their dispatch period, and are known as performing similar tasks as the WFK advisors. They are required 3-20 years of experience depending on their projects and duties, while having a 65-year-old age limit. In addition, although the qualifications and treatments can differ depending on their duties and dispatched region, level B (required 12 years of experience after college graduation) JICA experts, having similar qualification as the WFK advisors, are given almost equal amount of local expenses as the WFK advisors.

The US government operates Peace Corps, an organization that trains and dispatches volunteers, normally with youths. The average age of volunteers is 28 and 6% of them are aged over 50. The term of dispatch is two years, and they perform duties in fields such as education, health, youth capacity building, agriculture, environment, regional economic development etc. In order to manage the performance of the Peace Corps, the organization conducts in-depth interviews, field surveys, literature research, as well as Global Counterpart Survey that is targeted on staffs of the local partner organizations, and Country Staff Survey that targets local staffs who Peace Corps has locally employed (Peace Corps, 2018).

JICA and Peace Corps do not have identical programs to the WFK Advisor Program, as all participants are entitled as volunteers regardless of their careers. Depending on age, JICA classifies its volunteers as general volunteers or senior volunteers, in which senior volunteers receive twice as much local support as general volunteers. On the other hand, Peace Corps dispatches all volunteers equally without differences by age, as all volunteers receive the same amount of support expense. Although JICA's technical cooperation experts perform some similar tasks as the WFK advisors, they

are still different from WFK advisors in that they have 3 to 20 years of expertise and are ineligible if aged over 65, unless contracted as a consultant. Their local living expense (excluding salary) is almost equal to that of the WFK advisors.

Germany has initiated Senior Experten Service (SES)¹⁾ in 1983 and dispatched management experts and retired skilled engineers as volunteers to more than 180 regions in 90 countries, participating in a total of 31,411 projects as of 2018. Technical cooperation between Germany and developing countries mainly consists of advisory services and providing supplies. In 2009, 7.8 million Euro was used for TC in the Consultative Sense²⁾, funding 3.19 million Euro through TC in the Broad Sense³⁾. Meanwhile, Gesellschaft für Internationale Zusammenarbeit(GIZ) classifies its experts to Integrated Experts, Returning Experts, and Seconded Experts. Among them, Seconded Experts are employees of German businesses or subcontractors who are contracted with the German government to work in developing countries as consultants on technical and financial cooperation projects or programs. WFK advisors often regard them as the “WFK advisors of Germany.”

The Netherlands Senior Experts (PUM) is a nonprofit organization run by the Dutch Federation of Industrial Employers. PUM is funded by government

1) https://www.bmz.de/en/ministry/approaches/bilateral_development_cooperation/players/selection/ses/index.html

2) TC on the consultative sense: Cooperation between Germany and its partner nation based on official agreement. GIZ contracts with the German government and initiates the project. Either the German government or an affiliated organization acts as the implementer. ‘TC on the consultative sense’ provides expert consultations and funds on enforcement agencies to allow them to conduct activities independently. Also includes providing technical cooperation, strengthening capacity and establishing system for project-implementing agency, providing equipments and materials, researching and producing reports, and committing to current or future projects of the partner nation.

3) TC in the Broad Sense: Indicates all the involvements of nongovernmental organizations in ODA. Not included in the scope of governmental cooperations.

ministries such as the Ministry of Foreign Affairs, the Ministry of Economy, and the Ministry of Environment, while also financed by other sources. The activities of PUM are practical and business-friendly, as it is focused on supporting small and medium-sized businesses that directly affect the local community. They offer a variety of service packages and know-hows (consulting on technical issues, financial management, production, corporate restructuring, personnel policy, marketing, searching Dutch partners etc.) and can provide training or seminars upon request.

In 1974, France established the International Exchange and Technical Consultations (Échanges et Consultations Techniques Internationaux, ECTI), a nonprofit private organization with professional engineers and graduates from Grandes Écoles. Participants include corporate CEOs, executives, retired technical experts, and other various professionals. Involved in more than 2,000 consulting-related projects, ECTI provides industrial consulting to emerging or underdeveloped countries and aims to create jobs through stimulating their economies. Therefore, the beneficiaries of these projects include not only companies in France or overseas, but also international organizations, nonprofit organizations, and those who are preparing startups. (Korea Labor Force Development Institute for the Aged, 2013).

When observing overseas cases, it was rare to find cases that dispatch retired experts to developing countries for long-term like WFK. Although retirees from Japan and the United States are dispatched to developing countries for a long time, they are regarded equally as one of the many volunteers whose duty is focused on training local human resources. In addition, Germany, the Netherlands, and France have sent retired specialists in the private sector to developing countries for a short period of time to

share development experiences or to transfer needed technologies. Therefore, WFK Advisor Program is the only program that dispatches retired experts for more than 1 year to advise on local policies and systems. The program is unique in terms of its treatment, management, and operation, as advisors are identified as both experts and volunteers. Thus, rather than identifying the WFK advisors as one of either experts or volunteers, it seems more correct to identify them as volunteers with the roles and duties of experts.

III. Operating Status and Situational Analysis of WFK Advisor Program

Analysis of Legal and Institutional Conditions

The purpose of the WFK Advisor Program is to contribute to the socio-economic development of developing countries and strengthen a friendly and cooperative relationship by means of technology and knowledge transfer. This is in line with the objectives and basic principles set forth in the Framework Act on International Development Cooperation. The WFK Advisor Program is meaningful in that it can contribute to strengthening the Korean government in its implementation of ODA policies and international cooperation by systematically managing a professional group of experts. Moreover, in order to establish an integrated operating system of the WFK project and maximize the merging effect of WFK project, the "1st International Development Cooperation Basic Plan (2011-2015)" was established in 2010 to establish mid-term tasks of establishing an integrated WFK project plan, preparing an overall education content for WFK volunteers, expanding training capacities of WFK, evaluating overall projects, and improving follow-up support system.

Following "2nd International Development Cooperation Basic Plan (2016-2020)" established in 2015 specifies the importance of promoting and strengthening the WFK project. Under the slogan of "ODA altogether", this plan highlights WFK project utilization to promote participation and

understanding of ODA to the public. Particularly, it emphasizes expanding opportunity for young people to participate in ODA projects by serving as WFK volunteers and points out on increasing elderly participation in ODA projects by expanding the overall size of WFK Advisor Program.

Analysis of Operating System

Multiple implementing agencies take part to operate the WFK program, but KOICA is responsible for generally managing and overseeing the program, while specific tasks are divided amongst the Global Talent Development Office, Global Talent Management Office, and Global Talent Education Center. According to the results of the demand survey of the recipient country, WFK advisors are divided to WFK KOICA advisors and WFK NIPA advisors.

The operating order of the overall program is ① demand survey ② recruitment and selection ③ domestic training ④ conduct duty and manage performance ⑤ assessment for contract extension ⑥ return home.

First, the overseas diplomatic offices and local KOICA offices survey the demand for advisors to the local government. The result is organized and forwarded to the KOICA headquarters. After KOICA and NIPA discuss the demand survey result, they will reflect each result on their advisor recruitment and selection plans.

Qualification for applying as an advisor is same for both KOICA and NIPA; only experts with at least 10 years of experience in the related field and aged over 50 are eligible. After selecting the candidate, the recipient

organization needs to approve the candidate to confirm dispatch. It takes an average of 4 to 6 months from initial recruitment to finalizing dispatch. Even after the final confirmation, the actual dispatch date can be delayed.

WFK advisors are selected twice per year and are given domestic education at the Global Talent Education Center two weeks before dispatch, being taught on some essential general knowledge, safety rules, and performing local activities. KOICA and NIPA advisors will receive the overall training together, while the sessions on practical and technical duties of their fields will be received separately.

In terms of service management, the WFK KOICA advisors tend to autonomously carry out their duties and are systematically managed by the local KOICA office according to the work manuals as mentioned in the Enforcement Policy for the Advisor Dispatch Program. However, managing tasks on NIPA advisors are not clearly divided amongst the KOICA headquarters, KOICA local office, and NIPA headquarters. For now, the NIPA general situation room in South Korea remotely monitors and manages their activities. In short, KOICA and NIPA separately conduct service management on their advisors. Because the Advisor Program is operated separately by KOICA and NIPA, there are differences in service management and activity management between the two groups. The KOICA advisors are directly supervised by the head or the coordinators of KOICA local offices, but the NIPA advisors are supervised by their local partner organizations, monitored and managed on its services by the NIPA headquarters due to the absence of local NIPA office.

In terms of managing performance and results, KOICA collects reports on a quarterly basis and selects the best activity cases by each field areas. NIPA

advisor writes monthly reports quarterly reports on his or her activities and accomplishments, while NIPA manages those data by categorizing the performances of the advisors into MOU, policy consulting, technology transfer, education, project, event holding, media coverage, rewards etc.

Assessment for contract extension is made once the advisor applies for extension before his or her dispatch terminates (KOICA: one month before termination / NIPA: two months before termination). In the case of WFK KOICA advisors, the KOICA headquarters approves extension based on the assessment conducted by the local office, while in NIPA, the headquarter conducts an overall evaluation by comprehensively considering the opinion of the local partner organization, the activity evaluation result, and the advisor's activity plan after extension.

From the perspective of post-management, KOICA does not carry out any follow-up management on advisors after they return to Korea. When in need, some ex-advisors who showed excellent performances are requested to give lectures on their areas of expertise. KOICA can provide financial support to experts who are willing to publish memoirs. Meanwhile, as part of follow-up management, NIPA invites some ex-advisors who showed excellent performances to join the 'Goal Management Council' and the 'Advisor Activity Support Council', councils that manage the performance of currently dispatched advisors.

Analysis of Operation Status

Since 2010, the number of dispatched WFK advisors showed a steady increase until 2015. In 2017 that number declined, which was regarded as a

consequence of an internal problem of the WFK team. In 2018, statistics indicate a sharp decline of dispatched advisors, but the total number is expected to be higher as some advisors are still yet to be dispatched. Demand for WFK advisor has also been found to be increasing. In the last three years, the competition rate in recruiting NIPA advisors has increased from 1.9:1 in 2015 to 1.7:1 in 2016, and to 2.5:1 in 2017, showing an increase by 0.8% between 2016 and 2017. The surge in retirees is expected to also greatly increase the demand for advisory positions in the future. WFK advisors have a minimum working period of six months but are allowed to extend their contracts on a yearly basis.

It turns out that WFK advisors are generally satisfied with the program, and the local partner organizations where advisors are affiliated to generally rate them highly, especially the agencies within the local government. This suits the vision and goals of the WFK Advisor Program and further makes their activities and accomplishments meaningful. Nevertheless, in order to effectively contribute to the growth of the recipient country, measures should be taken to ensure sustainability of a series of processes, including selection, placement, advisory activities, and policy implementation and evaluation. To achieve this, it is necessary to find measures to systemize performance management.

IV. Result on Comprehensive Evaluation of WFK Advisor Program

Comprehensive Evaluation System

The evaluation of the WFK Advisor Program is close to form-based evaluation but also shows characteristics of an institutional evaluation (KOICA, 2008). There are some characteristics of the WFK Advisor Program that should be considered for the evaluation. Firstly, the program involves a variety of smaller projects (activities of advisers) with different goals. That is, the overall system can be sustained but individual activities are very difficult to be maintained. Secondly, it is difficult to summarize and generalize the advisers' performances since their activities are planned and implemented independently. Therefore, various methods and systems of defining and assessing their performances should be considered. Third, it is difficult to clearly define the goals of their activities and to draw out quantitative measurements, and it is the recipient organization who decides on utilizing the results and data of advisers' activities. Thus, these factors should be taken into account when evaluating whether the goals were achieved or whether the advices were referenced and utilized afterwards.

This evaluation extends into examining not only the output of the program but also the overall system, strategy, policy and operational status. Hence, the evaluation is divided into operational evaluation and performance evaluation. Operational evaluation evaluates the program in terms of its

organization operation, its strategy and promotion system, and its management system. The performance evaluation comprehensively evaluates the performance of the program by assessing both the performance of the program itself and the performance of individual advisors. The evaluation will be based on the five standards of the OECD DAC; relevance, efficiency, effectiveness, influence and sustainability.

According to the OECD DAC's definition, relevance is the extent to which a project satisfies the priorities and policies of the beneficiaries, recipient country, and donor country. In this evaluation, the definition of relevance largely set as follows. First, it is the goal and strategy of the WFK Advisor Program. Second, it is about evaluating whether WFK's project implementation system is suitable in allowing WFK to achieve its targets and whether the project is appropriately managed.

Standard of Evaluation

In this evaluation, the definition of relevance largely set as follows. First, it is the goal and strategy of the WFK Advisor Program. Second, it is about evaluating whether WFK's project implementation system is suitable in allowing WFK to achieve its targets and whether the project is appropriately managed. Thus, the definition of relevance can be summarized as assessing whether the goal, strategy, and operating system of the WFK Advisor Program fit the demand of recipient nation and the policies of South Korea, and whether the program was properly planned and operated to accomplish its goals.

In development projects, efficiency can be defined as the ratio of input versus output. If the effectiveness of a project can be quantified in terms of monetary value or unit, cost-benefit can be measured, and the efficiency assessed. In most development aid projects, it is not easy to quantitatively measure the effects of the project and is also difficult to find similar projects that can be used to compare the effects of input costs. Therefore, when assessing the effectiveness of ODA projects, factors that are generally considered are whether resources are used efficiently so that there is no waste in time and cost, whether the process is operated efficiently, which means whether decision-making and communication between stakeholders were smooth. However, it is almost impossible to define and quantify the effectiveness of the WFK Advisor Program. Consequently, this evaluation focuses on whether the resources used in the WFK Advisor Program are being used efficiently, i.e. whether the project operation and management system are being carried out efficiently.

Meanwhile, in this evaluation, efficiency is assessed by focusing on whether the program operation and management are efficient compared to its inputs, while also looking into the efficiency of project management, efficiency of decision-making process and communication, and the hindrance factors of efficiency in this program.

Effectiveness is defined as the degree to which a project achieves its goal. Effectiveness is used as a feasible standard to evaluate a project by comparing the expected output of the project to its actual short/mid-term outcome. It is difficult to comprehensively evaluate all the various activities that each advisor is differently involved in. Evaluation is done by dividing the results of WFK Advisor Program into the results of project management

and the results of advisor's activities.

In this evaluation, effectiveness signifies whether the program's operational goal and individual goals of advisors are achieved. The main questions to be addressed in this regard are ①outcomes (policy) from operating the WFK Advisor Program ②outcomes from the activities of the advisors, The detailed questions included in each section are as follows: Compared to the initial goals, how did the outcomes turn out? How much of the goals of the WFK Advisor Program were achieved? What were the results from those advices? Are the advisors individually achieving their planned goals? Are the contents of advices and the other activities effective? Are the advices being well utilized?

Impact is defined as 'the positive or negative effects that occur socially, economically, and environmentally in the recipient country during or after a project'. Because it sometimes overlaps with effectiveness, which looks on how much of the project's goals were accomplished, impact is more about the overall goals of the project and its unintended outcomes, rather than the short and mid-term goals. In other words, this evaluation regards impact as the degree to which the project's overall goals were accomplished and its unintended outcomes.

In this evaluation, impact is defined as the positive and negative consequences of the WFK Advisor Program on the recipient country, beneficiaries, and operating entities. The main questionnaires include ① What are the impacts of the WFK Advisor Program? ② Is it contributing to the economic and social development of the recipient country? ③ Is it contributing to promoting friendship and cooperation between the two countries? ④ What are the unintended negative impacts?

Sustainability of an ODA project is defined as the extent to which the results of a project can be sustained after external support terminates. If there are tangible results such as facilities or policies, those can be assessed on whether it is continuously operated and, if continuously operated, whether it still has positive effects and impacts. On the other hand, it is difficult to determine the sustainability of intangible achievements such as training, skill transfer, and capacity building. Most of the WFK advisor's performances can be seen as intangible achievements. As the activities of advisors mainly include policy advice, research, and capacity building, it is difficult to judge how persistently the results of these activities are utilized. If the advices have ultimately led to policy making or institutional improvement, it can be regarded that sustainability has been achieved. Also, if the recipient organization continuously accumulates the advices and takes follow-up measures to utilize them, it can be regarded that sustainability is achieved.

The overall sustainability of the WFK Advisor Program is secured when there is sustained demand for the project and by accumulating and utilizing the results of past projects. Therefore, the main questionnaires include ① whether there is a continuing demand for WFK Advisor Program ② whether the achievements of the program are well utilized to operate the program more efficiently and effectively in the future.

In this evaluation, the sustainability of the WFK Advisor Program can be defined as the extent to which the outcomes of the program can be sustained. Some main questionnaires on sustainability deal with issues as below and each has its additional questions: ① sustainability of producing results through advisor's activities ② sustainability of the WFK Advisor

Program as a whole ③ obstacles that hinder sustainability.

In terms of cross issues, the program is evaluated on whether issues such as gender and environment were taken into consideration when planning and implementing the program, and on how has program affected gender equality or the environment. This evaluation mostly focuses on the aspect of gender, analyzing whether gender perspective was reflected in the program and whether the advisors and recipient country or organization benefited from it. The evaluation will especially examine whether gender balance was accounted throughout the program's processes, such as in demand survey and in recruitment and selection. It will also look into whether advisors reflect gender awareness in their activities and promote gender mainstreaming.

Evaluation Result: Relevance

The goals of the WFK Advisor Program are in line with the basic spirit and objective of South Korea in carrying out international ODA, as outlined in the Framework Act on International Development Cooperation. However, there is no explicit strategy solely for the WFK Advisor Program in achieving this goal. Although there is an implementation system under the General Roadmap for WFK Global Volunteers, there still is confusion and lack of comprehensive performance management due to the different guidelines of implementing agencies.

Because there is no separate strategy for the WFK Advisor Program, the nature and expected effects of the program are not clearly defined, and this

seems to be causing difficulties in performance management. Stakeholders of the program had mixed thoughts about the WFK Advisor Program.

The implementing agencies that manage the advisors should manage their activities as they are technically classified as volunteers, but managing them was difficult due to their age, career, and social status. Although the advisors are aware that they are a part of the volunteers, they think their role, as specialists in providing advice to senior officials in the public institutions of the recipient government, is different from that of the general volunteers, and expect more freedom and rights that correspond to their roles. The local organizations where advisors are dispatched to generally regard them as advisors or experts, and show respect on the advisors' age and career. But in some cases, the colleagues request the advisors to do practical works or short-term works instead of policy advising.

Therefore, it is necessary to establish a strategy that meets the goals of the WFK Advisor Program, redefine the identity of the program, clarify the advisor's role and scope of work, and operate the program under the mutual understanding between the implementing agency, the dispatched organization and the advisors. At the same time, strategies are needed for each recipient country and fields of dispatch.

The performance indicators of the WFK Advisor Program are set based on the common performance indicators of WFK. KOICA and NIPA have both adopted the 'completion rate of gender awareness education' and 'participation rate among those disadvantaged in employment'⁴⁾, which are indispensable indicators of WFK. NIPA also takes drop-out rate and

4) Refer to "World Friends Korea Common Performance Indicator" and 2018 KOICA, NIPA Project Implementation Plan on Advisor Program.

satisfaction rate of local dispatched organizations as performance indexes. 'Completion rate of gender awareness education' and 'participation rate among those disadvantaged in employment' are designated as WFK's common performance indicators because WFK projects need to be managed as part of the 'project supported by gender promotion budget' and 'project promoting direct job creation.' However, it is difficult to regard completing gender awareness education or their status as 'disadvantaged in employment' as a result of the program. In particular, gender education is received collectively during the advisors' pre-dispatch education, so the target value and actual result of this indicator turn out to be all 100%.

Just as the WFK Advisor Program needs management because it is operated by public funds, the two indicators mentioned above also need to be managed as 'operational indicators' of the program. At the same time, separate performance indicators are needed to identify the direct effects of the activities of WFK advisors. In other words, it is necessary to establish an operational indicator that can assess on program's operational management and a performance indicator that can identify the performance of the program.

The expenses provided to the WFK advisors are local living expenses and housing expenses (\$4,000/month, about KRW 4.5 million), as well as expense for preparing departure, and direct expenses such as activity support fee, airfare etc. The budget assigned as the expense to support one KOICA advisor is around KRW 72 million. The WFK Advisory Group's monthly living costs are considered to be appropriate because the agency for policy advice is mainly located in the capital and large cities, and the housing rent for foreigners in the capital and large cities is higher than the local price level.

Compared to the expense (including basic salary) for a third-level expert who has similar qualifications with more than 10 years of related experiences, advisor's expenses reach only 60% of that of the third-level experts⁵⁾. In contrast, local living expenses paid to KOICA senior volunteers vary from country to country, but the monthly average is \$1,820, far below that of WFK advisors, which is \$4,000. According to a KOICA representative, the average annual support costs of WFK advisors are set at the midpoint between the KOICA level 3 experts and the volunteers, seemingly have taken into account the advisors' characteristics of possessing features of both experts and volunteers.

Comparing with the support expenses for similar projects in South Korea, the Korea Exchange Foundation's Guest Professor Dispatch Program (eligible for at least MD/PhD) supports \$3,300 (around KRW 3.7 million) per month, King Sejong Institute's Foreign Dispatch Program for Korean Teachers (at least 8 years of experience required) provides KRW 3.6 million per month, and the WFK Science and Technology Support Corps of the Science and Technology Foundation (at least bachelors eligible) supports KRW 2.5 million per month. Therefore, the support expenses given to WFK advisors are higher.

Given the expertise, career and age of the WFK advisors, it seems reasonable that the annual payment cost is set at the midpoint between level 3 experts and general volunteers. However, since the cost of living varies

5) In KOICA, level 5 advisors are annually supported with expense (salary, living cost, activity cost, and direct cost of dispatch included) of around KRW 85 million, level 3 advisors (possess at least 10 years of experience) with KRW 120 million, and level 1 advisor (possess at least 20 years of experience) with KRW 160 million. Normally WFK advisors possess 20~30 years of experience, hence categorized as level 1 advisors.

widely from country to country, it is necessary to consider establishing measures and standards on paying expenses differently according to the country of dispatch. Also, it seems fair for both KOICA and NIPA to unify their activity support fees and departure preparation fees at appropriate levels. Furthermore, it would be desirable to adjust the difference in the range of calculable activity expense between KOICA and NIPA.

WFK advisors are initially dispatched for six months to one year, and they can extend their terms up to two times, able to work for a maximum of three years. If an advisor receives support from both KOICA and NIPA, he or she can be dispatched up to 6 years by working 3 years as KOICA advisor and 3 years as NIPA advisor. However, because contracts are only extended upon request of the local partner organization, even if the advisor did not produce satisfactory outcomes, the advisor can use personal friendship with his coworker to get a contract extension. The current system can be a constraint from providing equal opportunities to more people as one person can be active for up to six years. The system can also act as a barrier in reaching the operational goal of WFK Advisor Program, which is to expand opportunities for the surging retired (or close-to-retiring) professionals to participate in the society. Therefore, in accordance with the key objectives of WFK Advisor Program, it will be necessary to adjust the number of extensions possible and the standards of determining extension. In addition, it seems reasonable to establish a system in which performance evaluation is strengthened to only allow extensions in real needs and to change the general naivety on contract extensions.

The survey for uncovering demands for WFK advisors is carried out by the KOICA local office, and the selection of fields and institutions to dispatch

the advisors is based on requests from the public institutions in the recipient country. KOICA and NIPA, the implementing agencies, instead of actively seeking out demand on advisors with clear strategies within themselves, promotes WFK Advisor Program to potential partner organizations, receives a request from an organization for the dispatch of an advisor, and selects and dispatches advisor according to the requested field. After receiving the requests, KOICA and NIPA will consult and divide the requests between themselves, and will each establish recruitment and selection plans.

It seems very appropriate that the recruitment and dispatching process puts priority on the request of the recipient organization. However, it is necessary to verify whether the demand of the recipient institution is actually valid. The demand will be verified by examining the request form (job description form), the document submitted by the recipient organization, usually by the KOICA local office. In the survey for KOICA local coordinators, who are in charge of WFK advisor demand survey, all but one has answered that there is a process of verifying the validity of the request of the recipient organization after receiving the request form. Out of the recipient organizations who took the survey, 24% responded that they did not have a process of surveying demands within the organization when making their requests for advisory services, and only 59% answered that there was an inspection conducted after submitting the request.

The validity of the demand is usually determined by merely referring to the request form, and the two organizations do not go through much confirmation process but confirming the details of the job description. Therefore, it seems difficult to select and dispatch an advisor after correctly

determining how urgent the request actually is. It is crucial to reflect on the focus areas of partner countries when selecting the field/profession for dispatch, as highlighted by South Korea's development cooperation policy. Because generally projects are large in size and have limited cases by countries, it is more effective to select and concentrate on a few focus areas. But because advisors usually independently plan and carry out their activities, it seems that the advising fields do not necessarily have to match the country's focus areas. In other words, while the country's focus area should be taken into consideration for advisor selection, it seems to be desirable to distribute demand flexibly considering the merits of dispatching advisors to various fields in different countries.

Once receiving the demands and dividing the advising fields between themselves, KOICA and NIPA will separately conduct their recruitments and selections. Advisors are selected after going through document screening, interview, and health examination, and are assessed mainly on their expertise, language ability, adaptability, personality etc. The selected advisors will receive two weeks of domestic training. KOICA and NIPA together give sessions on attitudes and behaviors and safety, while sessions on practical duties are conducted separately by each agency⁶⁾. The advisors were generally satisfied with the duration and the content of the training. However, there were many opinions that practical training such as lectures on local language, successful and failed dispatch cases, project regulations, and report writing methods was more helpful than merely formal and theoretical contents.

6) For more details, refer to Chapter III '2. Analysis of Operating System' part on domestic training.

When preparing dispatch of advisors, KOICA headquarters can receive support from local KOICA offices on visa issuance and other administrative matters. For one week after arriving in the country, advisors receive an orientation to educate them with information on local life and work regulations, and will directly visit the dispatch institution to receive duty. Meanwhile, NIPA advisors must personally call the dispatched agency to get their visas issued. This process takes a long time as they go through many trials and errors due to their lack of information on the procedure. Even after dispatch, although KOICA provides a 1-day orientation to the NIPA advisors, all matters afterwards must be dealt by themselves. Hence, NIPA advisors have expressed their sense of isolation compared to the KOICA advisors.

The WFK Advisor Program is causing some confusion because KOICA and NIPA, the implementing agencies, each separately manages their services and performances. The KOICA advisors are systematically managed by KOICA local office alongside other volunteers, according to the office's work manual. However, attention for NIPA advisors is little, as they are merely included in the emergency contact network of KOICA local office and provided with health and safety information. Other health and safety management and service management are handled by the NIPA headquarters, which is a constraint from directly managing their services. There is also discontent among the advisors as the supported activity cost differs from what is mentioned in their service managing regulation. There is also a difference in the format of activity reports and method of monitoring, which hinders quality comprehensive management of performances.

KOICA local offices include the advisors in the volunteer group, and hence

receive relatively systematic service management. However, depending on how the KOICA local office works or on the number of advisors sent to the country, there can be slight differences in methods of managing advisors, or the office might not even have service management manuals. According to the questionnaires results, in more than half of all the local offices, one coordinator was in full charge of managing the advisors, and coordinators who manage the volunteers were often divided into tasks such as demand survey, safety management, and accounting. Of the 22 local offices surveyed, seven have reported that there is a separate service management manual for the advisors, and the remaining 15 offices seem to utilize the WFK Volunteers Management Manual without a separate manual.

Other than their regular activity reports, there are very little resources to use when monitoring and evaluating the performances of WFK advisors. The local office simply receives, reviews, and summarizes the activity report and simply forwards it to the headquarters, without any examination or evaluation on it afterwards. Therefore, unless checking on the activity report, it is difficult to recognize the actual activities of the advisors and its results. Meanwhile, in NIPA, the headquarters receives the quarterly activity reports and reviews them within its Goal Management Council comprised on 10 members. The council then gives comments and feedbacks back to the advisors. According to the 'WFK NIPA Advisor Quarterly Activity Report Review Chart', the categories for review consist of: appropriateness of goal setting, appropriateness of activities, effectiveness, and partnership. According to this guideline, the council creates a list that NIPA and the advisors should make improvements or actions on. As members of the Goal Management Council are primarily ex-NIPA advisors, it seems feasible for

them to give feedbacks and advices on the activity reports based on their experiences. However, there were cases in which unreasonable feedbacks or requests on improvement were made when the council member's field of expertise or dispatched country were different from those of the advisors.

In reality, because the advisors are involved in very diverse activities as their fields of dispatch and local circumstances all differ, and because of the lack of managing personnel, there are limitations in effectively monitoring their performances. Nevertheless, the bigger problem is that information and data on advisor activities and its results are not being accumulated. The council initially tried to comprehensively evaluate their performances by classifying the data by countries and type of activities, but the database was never established. It would be desirable for KOICA and NIPA to unify the format of performance report and establish an integrated performance information management system to comprehensively manage the performances of WFK advisors.

The most important part of post-managing the WFK Advisor Program is accumulating, managing, and utilizing the results and data from the advisor activities. If the details on the activities of past advisors can be converted to statistics and shared amongst the incoming advisors, it will be very useful for them. Among the documents that advisors produced, reports that analyze the current status of the dispatched country, compare policies, or introduce South Korea's law and policies in the foreign language can be useful if shared among advisors.

Evaluation Result: Efficiency

When evaluating the operation of WFK Advisor Program, the evaluation focuses on the goals and strategies of the program, the program's implementation system, and its implementation process. KOICA and NIPA implement WFK Advisor Program in accordance with the operating guidelines of each institution, with the two institutions negotiating together and deciding on matters such as dividing advising demands and operating training sessions. The operating organizations and their tasks are systematically organized, as, for example, demand surveys are carried out by the KOICA local offices and dispatch and service management and activity evaluation are carried out by each implementing agency.

It is difficult to efficiently handle demand investigation, recruitment and selection, training, dispatch, performance management etc. with only the current personnel in charge in the KOICA headquarters, KOICA local offices, and NIPA headquarters general situation room. Service management on advisors is mainly concentrated on administrative tasks such as calculating activity cost, which by alone takes a long time as advisors are unfamiliar with preparing the required paperwork. These problems are likely to be improved by strengthening pre-training on preparing reports and receipts and by providing manuals to advisors. Also, to prevent confusion and complaints, it seems necessary to unify the current KOICA and NIPA service management regulations, activity expense, and reporting system on advisor activities.

In conclusion, in order to improve the efficiency in managing the WFK advisors, it would be better to implement measures such as unifying the

details of KOICA's and NIPA's service regulations, strengthening training so that advisors understand and comprehend the regulations clearly, and providing manuals to the advisors.

Efficiency in decision-making and communicating with stakeholder, very important processes in efficiently managing projects, can be evaluated by examining the communication between the general agencies and implementing agencies (KOICA, NIPA) of WFK program, communication between partner organizations and implementing agencies, and communication between partner organizations and advisors. First, communications and negotiations between KOICA, NIPA headquarters, and KOICA local office seem to be working efficiently. There is no official consultative body between KOICA and NIPA headquarters, but their staffs occasionally conduct meetings around once a month to share current status of the program or to frequently discuss the matters on the table. Implementing agencies and the local organization where advisors are dispatched seem to be communicating smoothly during the course of demand surveys and dispatches, but the effectiveness of communication after dispatch of advisor varies by countries. Some of the partner organizations that participated in the interview have requested KOICA to monitor the activities of advisors and to strengthen communication with them. Lastly, it has been confirmed that most of the local partner organizations and advisors are communicating well.

Evaluation Result: Effectiveness

WFK advisors are generating results through a variety of activities, and there are many accomplishments when partner organization has a clear demand for advisory and when a knowledgeable and experienced advisor is deployed in the right position. But if the partner organization lacks understanding of the advisor program and its demand is unclear, it seems difficult to achieve the results expected initially.

A common way to evaluate performance is examining whether the goals are achieved. When there is an activity plan that will achieve specific goals and expected performance, the project is counted as effective if the activity is conducted as planned and the goals are achieved. However, since it is difficult to clearly define the ultimate goals of advisory activities, and because partner organizations often request temporary duties not necessarily related to the project plan, advisors seem to have little awareness of setting goals and achieving them.

It is difficult to show the effectiveness of the performances of WFK Advisor Program as a uniform indicator, because the WFK advisor program has a wide range of activities in which fields and occupations are diversified, and because there are more activities that seek long-term effects, such as policy consulting and capacity building, than visible results. Nevertheless, the satisfaction level of partner organizations was very high in surveys conducted in Vietnam and Ethiopia. The partner organizations also seemed in need of financial support for the project, and seemed in hope of invitational training, the invitation for scholarship students, and the

establishment of cooperation channels with Korean institutions. Meanwhile, the local partner organizations hope the advisors to make accomplishments that can bring additional support from the headquarters, such as invitational training or attracting projects, expectations which give burden to the advisors.

Most of the interviewed advisors have commented that WFK Advisor Program is accomplishing its goal of 'contributing to the socioeconomic development and poverty eradication in developing countries through policy advice and technology transfer, and strengthening friendship and cooperative relations.' In particular, they emphasized that, through their activities, advisors are enhancing friendship between the recipient country and South Korea through sharing Korea's case study and its development know-hows. However, it is also true that there is skepticism among the coordinators responsible for managing the WFK advisors. Hence, in order to operate the WFK program as a performance-based system, it is necessary to establish a performance management system and accumulate the results to utilize and analyze them.

Evaluation Result: Impact

The impact that WFK Advisor Program generates can be powerful as it dispatches advisors in government departments that directly relate to the socioeconomic development of the developing country and gives direct advice to senior government officials. The previous and current WFK advisors have generally found their duties of policy advising to senior

officials, sharing Korea's development history, and transferring knowledge on effective public service system and working environments to be very meaningful. In other words, the WFK Advisor Program is contributing to establishing a nice impression of South Korea amongst the senior government officials and strengthening its influence in the recipient country.

The local partner organizations that experienced WFK advisors also showed similar reactions. The interviewed partner organizations have commented that they gained positive impressions on Korea from the advisors. Also, they added that their rich experiences, human relations, professional way of working have set a good example for their colleagues, especially for the young staffs. That is, the local colleagues feel that advisors brought positive influences not only from results they produced but also simply from working and being together.

Bearing in mind that other donor nations do not operate programs like WFK Advisor Program, South Korea can demonstrate more influence if we can systematically utilize the program. However, in order to exhibit that influence, quality personnel that matches the demands of local partner organizations and can display their abilities in the local environments need to be selected and dispatched. To do so, demands of recipient organizations should be accurately surveyed so that suitable personnel are dispatched at right positions, while recruitment and selection process should be more structurally improved and a firm system that can well support the advisors' activities is needed.

Evaluation Result: Sustainability

The sustainability of WFK Advisor Program is judged by evaluating, first, the sustainability in producing results from individual advisor activities and, second, the sustainability of the performances of WFK Advisor Program as a whole.

From this evaluation, many positive accomplishments of the program have been found, such as a school curriculum being implemented and continuously producing graduates, and a legal act suggested by an advisor that is in process of being specified. But without more funds being applied, it is difficult to take more follow-up measures, making it harder to secure sustainability.

To increase sustainability in of advisors in producing their results, the local partner organizations have to clearly understand that the advisors' primary duty when working in their organizations is policy advising. That is, it is important to make the organizations thoroughly understand the purpose and characteristics of WFK advisors. Also, because local partner organizations tend to lack financial and human resources, in order to increase the sustainability of performances by each advisor, strategies seem necessary that can strengthen sustainability, such as dispatching personnel serving in the same field for follow-up measures or continuously dispatching advisors to the same partner organization over a period of time.

The sustainability of the overall WFK Advisor Program can be secured when there is a steady demand for advisors, and when results and data of past projects are accumulated and utilized for future projects. As WFK

Advisor Program dispatches personnel with expertise and experience for long-term, there are sizeable demands for advisors in developing countries as no similar programs exist in other donor nations. Hence, considering the direction of Korea's ODA policies and the demands in local partner organizations, it seems feasible to sustain the program.

The details on works and results that advisors have produced need to be accumulated and properly utilized in order to sustain the performances of WFK Advisor Program. As performance management on the program is not being done in comprehensive and systematic fashion, it is hard to assess the sustainability of the overall program. However, as advisors have clearly been producing individual results, in order to maintain the performance of the entire program, a database that systematically organizes and classifies the achievements would be needed. A complete database of advisor performances will strengthen the overall sustainability of the program. If individual performances and achievements are systematically organized to establish a performance database, and if well utilized for operating the program, the sustainability of the program's performance can be improved.

Evaluation Result: Cross Issues

There are no separate guidelines or regulations in promoting gender balance in the recruitment and selection process of the WFK Advisor Program. To promote gender awareness in the local partner organizations, all advisors should have strong awareness of gender. In reality, however, gender awareness seems difficult to be established in short term, as most advisors are familiar with the patriarchal and organizational culture of

Korea. It seems necessary to promote more participation of women advisors in order to effectively enhance gender awareness in the local partner organization.

The activity reports of advisors rarely contain cases that reflect improvement of women's welfare or promotion of women rights. KOICA concentrates its advising duties in the fields of education, agriculture and fisheries, public administration, and industry and energy, while NIPA concentrates its advising duties in information and communication, industrial technology, trade and investment, energy resources, and regional development. The two agencies have divided the fields between themselves to prevent overlap, but there seem limitations in reflecting gender equality in the program as they neglected 'gender mainstreaming' as a field. Therefore, KOICA and NIPA should include the field of gender into their program if they are willing to promote gender awareness in the recipient countries.

V. Performance-based Management Plan for WFK Advisor Program

Domestic and foreign cases indicate that WFK Advisor Program is the sole ODA project that dispatches advisors for more than 1 year to developing countries and transfers a wide range of knowledge and techniques and provides policy advices. WFK advisors are distinctive in that they possess characteristics as both volunteers and experts with rich experience. WFK advisors possess some similarities with the general senior volunteers, as senior volunteers are retirees (or due-to-retire) aged over 50 and serve in fields such as public administration, education, technology, environment and energy, agriculture, forestry and fisheries, health etc. However, while the senior volunteers provide actual activities and services on the field, advisors only deliver knowledge and experience. In addition, unlike senior volunteers, advisors can also act as policy advisors in regional and even national level, and are expected to provide seminars and lectures, produce reports, transfer technologies, and even provide medical needs.

Due to the surge of baby-boomer retirees, the potential supply of advisors is also expected to increase significantly. Although advisors are defined as experts who provide high-quality knowledge, information, and technologies, they also possess duties to serve for the developing countries, hence sharing the characteristics as volunteers. As advisors are essentially counted as volunteers, they should abide to the volunteering spirit of practicing social value rather than striving for economic compensation.

The WFK Advisor Program is a representative product that represents the policies of World Friends Korea. The WFK advisors are distinguished from the general volunteers because the program is specifically targeted for retirees (or those expected to retire) who can perform duties on their expertise and share their development experiences in the Korean society. The strategic goals and operational plans to strengthen the features of WFK adviser program and provide meaningful help to the developing country are as mentioned below.

The strategic goal of WFK Advisor Program is to provide an engine that can sustainably develop the country. The advising activities can depend greatly on the individual capacities of the advisors. Still, in order for the advisors to demonstrate their abilities and become useful resources for the recipient country, the dispatch activities have to be sustainable and ultimately have to contribute to the country's development. Therefore, the performance strategy of WFK Advisor Program is on providing a 'sustainable growth engine.' Furthermore, it would be recommendable to set 'improving the effectiveness of advisor activities' as the second strategic goal, aiming to transform the political reality of the recipient country through advising.

In order to achieve Strategy 1 and 2, which are strategies in accomplishing the goals of WFK Advisor Program, an efficient management plan should be established. The KOICA advisor group and the NIPA advisor group, which are managed separately from recruitment and selection to follow-up management, need to maintain the individual specialties but should also maintain certain equity in their operational processes.

It is reasonable for KOICA and NIPA to manage their advisors separately, as the two agencies are each responsible for different fields of expertise.

KOICA operates on fields such as education, public administration, health, urban development etc., while NIPA is responsible for fields such as information and communication, industrial development, energy and environment, regional development etc. Despite the differences, the two advisors possess similar traits in terms of their advising roles and functions. Hence, because their roles of transferring knowledge, information, and technology and advising on policies are essentially identical, the disparity in treatments and other supports between the two advisors may have to be straightened up.

Firstly, KOICA and NIPA advisors are both operated under the process of: surveying demand → recruitment and selection → training → carry out duty and manage performance → assessment for extension → managing return. Surveying demand, recruitment and selection, and domestic training are processed identically for both agencies, but in terms of carrying out duties and managing performances, the two agencies have different ways of operating and different reporting formats, making it difficult to draw a comprehensive conclusion on the results of the program. Although KOICA and NIPA operate according to their respective operation and management systems, there is a need for comprehensive performance management because they are a part of the integrated brand World Friends Korea and managed under the Global Talent Development Office. Therefore, between the two agencies, it seems necessary to unify the reporting format to one. Although the current format requires advisors to write a detailed list of all their activities, the reporting format should be improved to allow qualitative and quantitative assessment within a uniform range of time. Also, the evaluation system and partner organization satisfaction survey, both which

could be used for performance management, need to be integrated into one and conducted on a reasonable time. On top of that, because KOICA and NIPA separately conduct satisfaction surveys, the survey results are dispersed, hindering comprehensive management of the program. In order to overcome these and limits, it is necessary to conduct a combined survey, conducting a satisfaction survey on KOICA and NIPA advisors at once to overcome duplication and inefficiency.

Second, supports on advisor activities should be provided with fairness and consistency. Because the roles of KOICA and NIPA advisors are essentially the same, local living expenses are paid equally. Other expenses, such as expense for preparing departure or return home, are determined based on various factors related to the advisors. When comparing the amount of support given to dispatched retirees of other government projects, the amount that WFK advisors receive was higher than that of other departments. The retirees include pension recipients as well. In overall, although advisors might not be receiving as much salary, their local lives are financially supported to the maximum as compensation for overseas dispatch. Payment should be set on a reasonable level after considering the numerous practical elements, such as local prices.

KOICA categorizes its support fee on local activities into materials and general activities, but constraints exist, as project-operating expense, such as meeting fee, can be supported by only 20% of the maximum spending limit, a matter requested by advisors for improvement. NIPA, on the other hand, has broadly recognized the scope of its support for activities, including transportations and other costs associated with performing its operations. In order to make the process more effective, KOICA and NIPA advisors need to

establish and apply a unified standard to eliminate objections or inconveniences.

Database on WFK advisors is currently insufficient. For example, individual profiles of advisors are organized according to age, gender, the field of dispatch, dispatched country and region, but further information such as personal career or experience in advising cannot be accessed or searched. The development of information, communication, and technology gave ease in exponentially producing and sharing more information and materials, but also strengthened laws and regulations on protection of personal information, somewhat hindering public works from being performed. The advisor position is a new job for retirees based on their experiences and expertise, offering not only economic benefits but also social benefits. Therefore, in order to allocate equal opportunities to people with certain qualifications and capabilities, a database on personal information has to be systematically and specifically established. Apart from the basic information (gender, age, field of dispatch, dispatched country and region etc.), database on their careers and previous dispatch experiences (type and period of dispatch etc.) should be managed in detail so that more retirees can gain the opportunities and benefits participating in advising activities.

In relation, a specific guideline on the period of dispatch has to be made. Research shows that dispatch term for advisors varies from 1 year to 6 years, while some advisors were dispatched to serve tasks for multiple fields. It is necessary to establish criteria to broaden the application opportunities for advisors, as the number of retirees is expected to rapidly increase. In Japan, the senior volunteers are dispatched for 2-years, and their terms are not extended to provide opportunities for more people. Therefore, it looks

reasonable for WFK to set the guidelines to a minimum dispatch period of one year with only one extension permitted, allowing maximum two years in duty, leaving room for more qualified retirees to make use of the opportunity.

When deciding on the region to dispatch an advisor, the focus areas of the dispatched country and the results of demand surveys should be taken into consideration. Advisors should be recruited and selected according to the request submitted through the demand survey and from examining the development level of their focus area. It is necessary to periodically conduct demand surveys on the country's focus areas to more accurately uncover the country's demands and to recruit and select the appropriate experts needed.

The operation of the WFK Advisor Program is divided between KOICA and NIPA. Both agencies recruit retired (or those expected to retire) personnel as advisors, but because each agency is responsible for different fields of expertise, their advising activities also show differences. The KOICA advisors are dispatched to fields of education, agriculture, forestry and fisheries, health, public administration etc., while NIPA advisors are dispatched to the five fields of information and communication, industrial technology, trade investment, energy resources, and regional development. Advisor program is currently run and managed without any problems, but to provide a more stable environment for advising activities and to promote achieving individual or project goals, service management on advisors need to be improved. The reasons are largely based on two perspectives as below.

First, the advisors are psychologically unstable as they have no formal route to get close support in case of small and large problems that arise throughout their local life. Second, systematic managing is much needed

from an organizational standpoint. Currently, service support and performance management on advisors are done separately by KOICA and NIPA. Although the two agencies are responsible for different fields of expertise, because the objectives of the program are the same, performance management also needs to be applied within a consistent framework.

Currently, KOICA and NIPA advisors can get support on safety and health issues and receive training for local adjustment from the KOICA local office. However, other services may be omitted for NIPA advisors, such as service management and general counseling, support for cooperation activities, and support for returning home. In this situation in which NIPA advisors have to solve many issues by themselves and NIPA headquarter manages service and performance from far distant, support from KOICA local office is much needed. Some local offices do provide support on their duties and activities, but because NIPA general situation room is officially assigned to manage the NIPA advisors, the KOICA coordinators often mistake it and neglect the advisors from support. Hence, details on providing support for KOICA and NIPA advisors should be clarified in job descriptions of coordinators, ensure on-site assistance for the advisors.

After confirming dispatch of advisors to their designated countries, it was found to have little chance of communication between two organizations. The local office has an important role of maintaining the sustainability of the WFK Advisor Program. To do so, a council should be formed between the head of KOICA local office and the partner organization to set goals and directions of the advisory activities in that country, ensuring advising activities are carried out according to its goals and directions. The council will invite the head of KOICA local office as its leader, with the embassy,

cooperating agencies, and the head of local partner organization participating, exchanging opinions and discussing issues to enhance the effectiveness of local advisory activities. The meeting shall be held twice a year, or once every half-year, with additional meetings held at times of important matters. Main contents of the discussion will be on clarifying the advisors' roles and their range of duties, and providing candidate profile to partner organizations and gathering their opinions during the selection process. Also, on a semiannual or yearly basis, the council will monitor performance to check whether goals have been achieved, uncover difficulties in advising, and exchange opinions on cooperating with other organizations.

It is necessary to divide the program's performance management into operational performance and program performance. Operational performance indicates the aspects that enable the program to operate and manage itself, and program performance indicates the actual results that the advisors have produced from their activities. The two are interrelated but can be divided for more systematic performance management of the program. Operational performance measures the performance of processes such as personnel and organizational management, project management by its stages, performance management etc.

By clearly defining the results of the program, KOICA will be able to examine whether it has accomplished its program goals. Indicators have been developed and managed by dispatch type, as performance management on the program is being emphasized. NIPA advisors, who are experts of information and communication, industrial technology, energy resources, trade investment, and regional development, have been managing their performances on a common performance indicator in each field. The

common performance indicators of the five fields above include MOU establishments, technology transfer, media coverage, policy advice, reward, project consulting, linking with Korean companies, and knowledge. The performance of advisors is managed by classifying their performances into each category above on a quarterly basis.

In order to improve the overall performance of advisory activities, monitoring and performance checks should be regularized. It should be done regularly so that advisors are aware of the schedules on performance management in advance. The system should be designed so that advisors can reduce the burden of pursuing the schedules and stably conduct their activities by monthly submitting activity reports and quarterly (or semi-annually) receiving performance checks.

To do so, KOICA and its advisors need to be clearly aware of their goals and recognize the importance of contributing to the development of the recipient countries and organizations, actively putting efforts to produce outcomes and not take it as an opportunity for leisure after retirement. In addition, KOICA should announce the schedule and cycle of monitoring and performance check-ups in advance and notify on how their performance data will be utilized, so that advisors can manage their own performances with a good understanding of the standards.

After the results or achievements of the advisory activities have been submitted, feedback on the advisors' performance needs to be done more carefully. Since the dispatched advisors are experts in their fields, certain comments on their achievement or performance could arouse discomfort. Therefore, it is necessary to seek ways for advisors to manage their own performance. A system should be set up in which performance management

and inspection of advisors are based on an objective checklist and can be discussed accordingly by the Performance Management Committee.

Regular performance check-ups and follow-up measures are needed to improve the performance/results of the advisory activities. In other words, methods to specify and absorb the feedbacks obtained from the achievements or performance check-up are needed. Performance check-ups can be followed-up by two methods. First is to improve management capacities by applying support measures so that the advisors could well achieve their goals through their advising activities.

The other is to establish a reward system for the advisors for their advisory activities. The main agents of the program's performance improvement are the 'advisors' themselves. The advisors need to be motivated by being aware of how valuable and meaningful their advisory activities are in contributing to the recipient nation and institution, but at the same time, should produce substantive outcomes. Internal motivation is important, but also by external means of giving an incentive based on their performance results. Instead of providing additional economic compensation, granting of a one-time "benefit" in extending their terms could be considered, encouraging advisors to consistently perform results.

KOICA and NIPA separately conduct their performance check-up according to each of their advising fields, and the program is not managed comprehensively despite the two agencies involved in the same program. While maintaining the current two management and operational systems and its advising fields, a "WFK Advisor Program Overall Performance Management Committee", affiliated under the Global Talent Development Office that takes charge of World Friends Korea, is needed to annually check and manage the

overall performance.

The Overall Performance Management Committee will establish mid- and long-term performance targets and strategies and adjust performance indicators accordingly. It will also prepare manuals and guidelines for performance management and distribute them to all the departments that take care of advisor. Furthermore, the committee collects the results from the advisor of each field on a quarterly basis, comprehensively evaluating their annual performances and achievements and forwarding the results to each managing department.

The timeline of performance management intends to allow advisors to predict the time when the process takes place and manage their own activity results and achievements.

Activity reports will be submitted monthly and performance report should be submitted quarterly. Should there be nothing to report for the monthly activity report, it can be omitted. A 'comprehensive performance analysis report' should be compiled, based on the quarterly performance reports, at the end of the year or in the following January.

The activity report is primarily an objective report describing the monthly advisory activities, and monthly report acts as a basis in creating the quarterly reports. NIPA requires activity reports on a quarterly basis, describing actual activities in relation to the predefined activity goals. Because NIPA activity reports are written using formats that quantify the progress of activities, it would be a helpful reference when unifying the report formats between KOICA and NIPA.

Methods for evaluating performance management can be classified into two; quantitative evaluation and qualitative evaluation. To increase the

objectivity of evaluation, it is better to use both methods than just one.

The performance indicators for each advising field cannot be viewed at the same level between the performance items. While some advisors who concentrate on transferring technology may face a harder time, other advisors who generally provide knowledge and experience through sharing ideas or advising policies can find their tasks easier. Hence, in order to overcome the limitations of quantitative methods, the Performance Management Committee needs to carry out a qualitative method and enhance the validity and reliability of the performance evaluation.

VI. Conclusion and Recommendations

Conclusion

WFK Advisor Program was commenced as a part of the WFK Program in 2009. It began by integrating all the international volunteering projects spread throughout different government bodies. The WFK Advisor Program aimed at strengthening the capacity and supporting policy establishment of recipient nations through the utilization of retired professionals. To clearly define the exact notion of the WFK Advisor Program's ambiguous identity, however, the definition and role of KOICA experts, the advisors (WFK), and volunteers were compared and analyzed. As a result, the WFK Advisor Program was found to have similar definition and roles of professionals and volunteers. As the advisors are recognized as specialists regarding expenses, they are supported at a professional level for their local living expenses. Simultaneously, being considered also as volunteers, the labor cost for their advisory activities was not included in the dispatching expenses. This brings a further discussion for the WFK advisors' differentiated and clear identity, carrying a role as a professional but also included in the category of volunteers.

The domestic programs similar to the WFK Advisor Program are: Ministry of Education's Overseas Teacher Dispatch Program for retired experts; Ministry of Culture, Sports and Tourism's NEXT targeted for experts with more than 10 years of experience; and the WFK Techno Peace Corps

dispatching outstanding personnel related to science and technology innovation by the National Research Foundation of Korea under the Ministry of Science, IT and Future Planning. On the other hand, looking at similar programs internationally/overseas, both Japan and the United States dispatch retired experts as volunteers for a period of 1 to 2 years. In Germany, Netherlands, and France retired experts are dispatched by private organizations, to developing countries for short-term volunteer service. In other words, the WFK Advisor Program is unique as it is the only program that dispatch retired experts for more than 1 year to advise the system and policies of developing countries. The aspects of treatment, management, and operation has an inevitably complex and unique notion between those of professionals and volunteers. Thus, rather than identifying the WFK Advisors as experts or volunteers, it can be summarized as a volunteer acting as an expert.

For the comprehensive overall evaluation of the WFK Advisor Program, the operational condition and status were checked. The WFK Advisor Program's business operation is based on the Basic International Development Cooperation Law, integrated WFK roadmap, and the detailed business plan. With KOICA's General Office of Global Talent Management as the general business agency, KOICA and NIPA are individually operating an advisor program. Since the merge of the WFK brand in 2010, some operating processes are being gradually integrated. Although there are differences found between the two implementing agencies/institutions; the sector of dispatch, amount of expense payments, the Advisors' local service and performance management system.

Looking at the WFK Advisor Program in terms of the operating system and

organization, KOICA and NIPA conduct their business of the WFK Advisor Program according to their individual operating guidelines. Decisions on demand allocation and education are made through agreements between the two institutions. The operational organization and sharing of roles are systemized as the local KOICA offices carry out demand surveys, while each executing agency is in charge of dispatching and service management, and activity evaluations. However, due to a shortage of personnel, presently there is difficulty in effectively handling all the performance management tasks of the WFK Advisor Program. KOICA maintains relatively systematic management at the local offices following the WFK Volunteer Management Manual. But it is mainly limited to health and safety management, and administrative support due to lack of workforces. NIPA conducts periodic liaison and activity monitoring from the headquarters' general affairs office. Thus, there are limits to providing local information and responding in case of emergency. The KOICA local offices are somewhat in charge of the safety and health management of the NIPA's Advisors, but confusions exist as there is no definite regulations.

Through the operations evaluation, it was pointed out that the data from the WFK Advisor Program activities are not properly collected, recorded, and utilized. Review of the activity reports and collection of achievements are rarely carried out, which is a major hindrance to understanding the WFK Advisor Program's activities, its results, and evaluating the performance of the program. Accumulation of the advisors' activities and analysis of the database is urgently required to reflect in the operational direction and strategic formulation for the future.

From the performance evaluation of the WFK Advisor Program, it was revealed that the program is productive through various activities. Such considerable results are gained when there is a definite demand, and the advisor with appropriate career, knowledge, and experiences is assigned to the right place at the right time. However, it is realistically difficult to actively seek demand and the validation of the requested demands are only reviewed by documents. There have been cases, after dispatching, where tasks given were not clear or the tasks did not fit the nature of the WFK Advisor Program. In the short term, a clear explanation of the Advisor Program's business and job description form should be provided to the collaborating institutions during demand investigation. This way the institutions are able to make accurate requests that fit the roles and nature of the Advisor Program. As to mid to long term, advisors' dispatch strategies must be established for each country and sector to be applied in finding demand and validating them.

Due to the lack of data accumulated, there has been a limit to comprehensively grasp the achievements of the WFK Advisor Program. Through field surveys and questionnaires, it shows the advisors created

various productions such as analytical reports, policy proposal documents, attract investments, translate and introduce Korean law and systems, and share advanced technology; in line with the nature of the dispatching institution. But then again, it is difficult to typify and measure with a single performance indicator, as the results of the WFK Advisor Program activities are varied depending on the nature of the dispatched institution/organization. As of the current situation where there is no accumulated data on the performance of the Advisor Program activities. Rather than looking for a single performance indicator, establishing individual activity goals and determining whether it has been achieved is considered as a realistic performance indicator or not.

In this comprehensive evaluation, WFK Advisor Program's business plan and its core operating plan has been presented through the WFK Advisor Program's business background, operational system analysis, operational evaluation, and the performance evaluation. First of all, the identity of the WFK advisors should be organized and defined as expert volunteers. Then a WFK Advisor Program Manual should be compiled describing the idea, nature, and work scope of the advisors. Also, the following goals have been proposed to differentiate from the general volunteers. The performance goals are, firstly, sustainable growth momentum, and secondly, improve the effectiveness of the Advisor Program. The operational goals are, firstly, establish an effective operational plan, and secondly, expansion of dispatch opportunities of advisors. In order to improve the management system of the WFK Advisor Program, there is a need for comprehensive performance management of KOICA and NIPA. For this purpose, it is necessary to unify the currently separate report forms and formats according to the type of

results and performances of this program.

For the performance enhancement of the WFK Advisor Program, the necessity for performance indicators for each type of business sector and field has been expressed. Also, the results of main tasks by the advising categories of KOICA, and performance indicators that should be included in common has been proposed. Additionally, it is seen necessary to regularly monitor the activities and performance results of the advisors and provide an incentive to those with outstanding achievements. As confirmed by the WFK Advisor Program's identity, that the advisor is a volunteer carrying the expert role, they have already received social and economic rewards. It is better to grant an extension of the advisory period, so the performance of advisory activities is sustainable rather than an economic compensation as the incentive.

As an alternative to establish a performance management system for the WFK Advisor Program, the "WFK Performance Management Committee" should be installed for extensive and integrated performance management. Also, It is necessary to prepare performance indicators for each type of consultation, performing performance management, and publishing a comprehensive performance management analysis report of WFK Advisors.

Recommendations

Based on the evaluation results and performance management methods mentioned above, on a short-term perspective, the following is proposed to enhance the outcomes of the WFK Advisor Program. Primarily, the concept, nature, and work scope of the Advisor Program need to be clearly defined.

Afterwards, it would be helpful to make a WFK Advisor Program Guide in Korean and English and distribute it to recipient countries and dispatching organizations to correct the understanding of the WFK Advisor Program. It may have a positive effect on future research on discovering demands and promotion. Additionally, distributing the guide domestically will not only aid with the promotion allowing clear awareness of the role of the WFK Advisor Program, but also be utilized as an important data for advisor recruitment.

For effective management and operation of the WFK Advisor Program, the headquarters could consider a test run by providing to the local office (for the WFK coordinator) an administration manual. It is seen that the production and distribution of a guideline/manual are needed for the advisors' dispatch preparation, settling down, day-to-day living, and activities. Also, to further expand the opportunities of participating in the WFK Advisors Program to more retirees, a more detailed guideline for dispatching, adjustment of the current dispatch period, and the buildup of the advisor workforce database is needed.

To enhance the performance results of the WFK Advisor Program, regular communication with the dispatch institution is needed. Through verification of demand, monitoring activities, and checking the performances should be done. Additionally, an amendment on the format of the activity report form is needed for the advisors to precisely record their performance, establish individual goals, and report the results on a more systematic level.

On a long-term perspective, it is necessary to methodically organize and analyze the current status and performance data of the WFK Advisor Program to construct an integrated database of the advisors, dispatch countries, and target areas to improve the overall results of the WFK Advisor

Program.

With the integrated WFK Advisor Program database, it is necessary to organize and analyze the advisor force, advisor performances, dispatching countries, and sectors; build categorical and sectoral performance indicators, and develop dispatch strategies for each type of country and sectors. Furthermore, the WFK Advisor Program needs to establish a business strategy that differentiates the roles and tasks of the advisors from general volunteer groups. In accordance with the strategies, the demands for WFK Advisor Program will be actively sought and advisors dispatched to improve the comprehensive and sustainable performance of the WFK Advisor Program.



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