

Executive Summary

I. Introduction

- Policy Framework for Government–Civil Society Partnership in International Development Cooperation, an unprecedented collaborative work between the Korean government and Korean civil society (CS), is an overarching policy statement.
- The purpose of this research is to propose a direction and relevant policies for projects and programs implemented by Korea International Cooperation Agency (KOICA) for Civil Society Organizations (CSOs) through composing implementation measures of Policy Framework for Government–Civil Society Partnership in International Development Cooperation, which was ratified by the 32nd Committee for International Development Cooperation in January 2019.
- This research delves into the following five areas:
 - First, the background and the significance of establishing policies for international development cooperation between the Korean government and Development Cooperation Civil Society ;
 - Second, the formation and transformation of Development CSOs in Korea;
 - Third, the overview of the current status of Development CSOs and the analysis of the current situation of the partnership programs between the government and Development CSO in Korea;
 - Fourth, the current trend and the characteristics of the policies implemented by the Organization for Economic Co-operation and Development (OECD) and Development Assistance Committee (DAC) donor countries in their partnership programs;
 - Fifth, implementation measures for Policy Framework for Government–Civil

Society Partnership in International Development Cooperation of KOICA.

- The research methods of this study employ literature review, in-depth interviews, surveys, focus group interviews, a symposium, and field research.

II. Background and Significance of Establishing Policies for Partnership Programs Between the Korean Government and CSOs in International Development Cooperation

1. Background

1-1. Overview of Partnership Programs Between Governments and CSOs in the International Community

- The partnership programs in international development cooperation between governments and CSOs began between the 1950s and 1960s; however, it was not until the 1980s that these partnership programs had fully-fledged due to the percolation of neoliberalism into the Official Development Assistance (ODA) policies (Lewis and Kanji, 2008).
- In the late 2000s and the early 2010s, the international community acknowledges CSOs as not only independent entities but also essential agents of ODA at the Accra High-Level Forum on Aid Effectiveness (HLF3) and the Busan High-Level Forum on Aid Effectiveness (HLF4).
- Today, diverse donor countries finance CSOs by allocating a portion from their ODA: on average, OECD DAC countries distribute 15% of ODA to CSOs, with Spain apportioning 46%, Ireland 38%, Switzerland 34%, the United States of America 24%, and the Republic of Korea 3%. The Republic of Korea has been

gradually but steadily increasing its allotment to CSOs (OECD, 2019).

- International community evaluates CSOs as actors with distinguished contributions in international development cooperation and the majority of OECD DAC donor countries have enacted policies/policy statements that they use as a blueprint for policies as well as the future direction of partnership programs between their governments and CSOs.

1–2. Major Trend in Partnership Programs Between the Korean Government and CSOs

- The partnership between the Korean government and CSOs officially began in 1995 as KOICA launched the Civil Society Cooperation Program. Such partnership had mainly been financial assistance of the government to CSOs; however, in 2018, a Regular Government–Civil Society Policy Dialogue and Working–Level Dialogue for Civil Society Cooperation Programs were newly launched, a fact which indicates that more effort is made into strengthening the partnership between the government and CSOs.
- There had been a need for a comprehensive policy statement on the partnership between pan–government and CSOs until 2017. Through different channels, CSOs have proposed elements such as the institutionalization of CSO participation, the establishment of strategic partnership, and the increased allotment for CSOs to be incorporated into ODA policies(Han, 2018).
- The OECD DAC peer review report administered in 2017 states, “(xii) Korea’s government should clarify and deepen the partnerships it seeks with civil society through a normative framework acknowledging the different roles of civil society, including as an implementing partner and as an independent development actor in its own right” (OECD, 2018).
- The Ministry of Foreign Affairs, which was responsible for composing a policy

framework recommended by the OECD DAC peer review for the partnership between the government and the civil society, requested participation from the civil society in the procedure of composing the policy statement. After the enduring process of negotiation in civil society and that between the government and civil society, the Policy Framework for Government–Civil Society Partnership in International Development Cooperation was enacted by the 32nd Committee for International Development Cooperation in January 2019.

2. Contents

- Policy Framework for Government–Civil Society Partnership in International Development Cooperation consists of the following: 1. Background; 2. Civil Society and Development; 3. Objectives and Goals of Partnerships; 4. Principles of Partnerships; 5. Implementation Measures of Partnerships; and 6. The Way Forward.

3. Significance

- This policy framework is the first realization of the purpose, goals, and basic principles of the partnership between the government and civil society in international development cooperation at the level of pan–government within 24 years since KOICA launched its Civil Society Partnership Program in 1995.
- It also bears great significance for the fact that the civil society played an active role in developing policies as the government and civil society have equally contributed to the process of composing and completing this policy statement.
- This policy statement can serve as a guideline for policies and strategies devised for future partnership programs of different government departments as well

as government agencies, including KOICA, in international development cooperation.

III. Formation and Transformation of CSOs in Development Cooperation in Korea

1. Purpose

- This part researches the formation and transformation of CSOs in international development cooperation in Korea.

2. Scope

The target of this research can be categorized into two: first, CSOs that were established international development cooperation and have been implementing projects related to it; second, CSOs that were not found for international development cooperation but do implement projects related to it. In addition, despite that Korean CSOs in international development cooperation started their work mainly in the 1990s, this research incorporates activities of CSOs from 1950, when the Korean War began, to 2010s as the formation of CSOs in Korea is intimately associated with the Korean War.

3. Analytical Framework

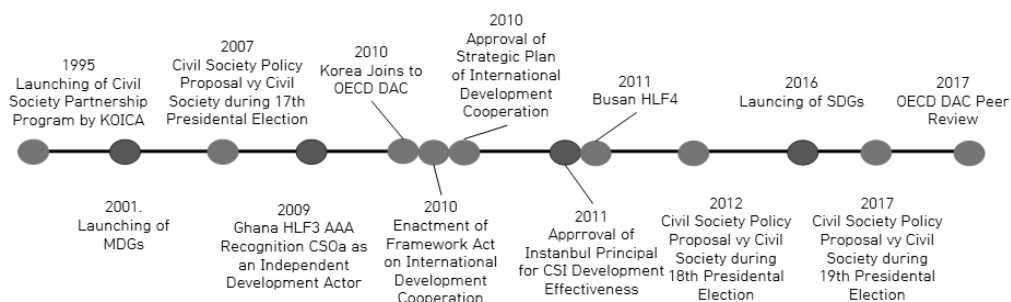
This research introduces an analysis framework for a comprehensive analysis of the formation and the transformation of development cooperation civil society in Korea. The criteria of analysis comprise of two elements: 1) organization and activities; 2) institutional environment. The first element contains internal factors

of civil society in development cooperation such as a) the characteristics and numeric features; and b) project areas and financial status. The second element includes external factors that contribute to the enabling environment for CSOs such as Law, institution, and funding programs.

4. Milestones for the Formation and Transformation of Development Cooperation Civil Societies in Korea

- The following diagram shows the milestones for the formation and transformation of CSOs in international development cooperation in Korea.

〈Diagram 1〉 The Milestones Portraying Domestic and International Factors that have Influenced the Formation and Transformation of development cooperation civil society in Korea



5. Transformation of Organizational Structures and Activities of Development Cooperation Civil Society

5-1. Characteristics and Numeric Features of Development CSOs

- Among active development cooperation civil society in Korea today, those with a long history of field experiences and a solid financial status are linked to Foreign Voluntary Agencies (FVAs) which provided emergency relief and other necessary commitments to cope with the aftermath of the Korean War that broke out in 1950.

- The dissolution of Korea Association of Voluntary Agencies (KAVA), an umbrella organization of FVAs, in 1994 and the establishment of Korea NGO Council for Overseas Development Cooperation (KCOC), an association of Korean development CSOs that aim to assist in poverty eradication in developing countries, in 1999 illustrates the transition in Korean CSOs from those receiving support to those providing assistance.
- KCOC started as an association with 24 member organizations in 1999 and has grown to comprise of 144 organizations in 2019, which indicates a growth of 500% within 21 years. More importantly, 40% of 144 member organizations were established in the 2000s and have been active since.
- Traditionally, faith-based CSOs had outnumbered other development CSOs in Korea; however, since 2010, the proportion of faith-based CSOs in Korea has gradually reduced to account for roughly 30% in 2017. Such change in the proportion indicates increased participation of non-faith-based CSOs in international development cooperation in Korea.
- Over 80% of Korean development CSOs are indigenous organizations while approximately 10% of these CSOs are Korean partner organizations of international NGOs.

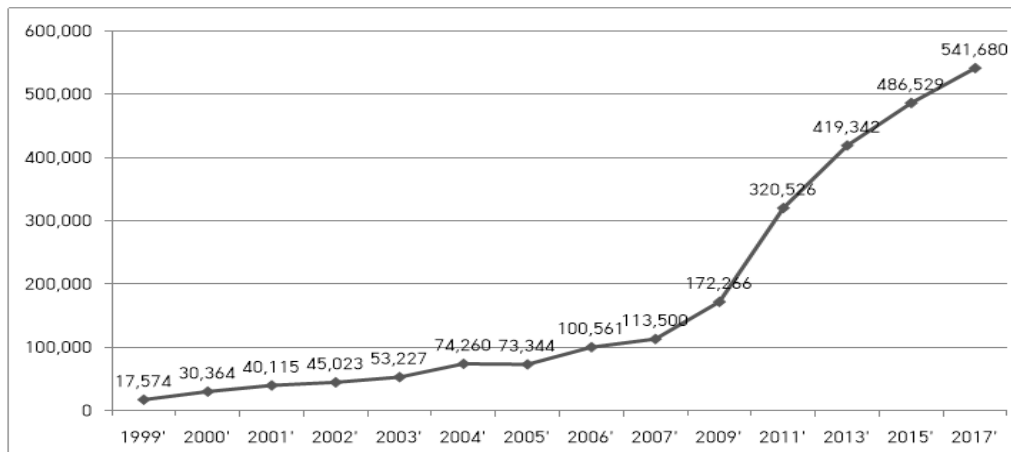
5-2. Project Areas and Financial Status

- Development CSOs, which originated from the FVAs that were active in Korea since the 1990s, started to apply their field experiences in international development cooperation while other CSOs began to accumulate experience by participating in emergency relief in 1994 for Rwandan Civil War. The projects of Korean development CSOs became more diversified and substantial in scale as more assistance was needed for wars in Afghanistan and Iraq, series of tsunami in South Asia, earthquakes in Iran and Haiti and other calamities. In

2017, the main areas of the projects implemented by Korean development CSOs were emergency relief, education, health/health care, and regional development.

- The project expenses of Korean CSOs tally up to 17.5 billion KRW in 1999, while the expenses had gradually increased to surpass 100 billion KRW in 2006. In 2017, the total amount of the expenses was 541.6 billion KRW, which accounted for 19.6% of the bilateral ODA of Korea. The number of member organizations of KCOC increased from 24 in 1999 to 144 in 2019, a growth of 500% within 21 years.

〈Graph 1〉 Increase in Project Expenses of Korean development CSOs in International Development Cooperation from 1999 to 2017 (in million KRW)



Source : KCOC. (Data found in publications from 2003 to 2017 and drawn into a graph)

- After the 2000s, Korean development CSOs have expanded their areas of expertise through working with diverse domestic and international umbrella organizations. In 2006, Global Call to Action against Poverty (GCAP) was formed whereas in 2010, the Korea Civil Society Forum on International Development Cooperation (KoFID) was launched. Korean CSOs partook in CSO Partnership for Development Effectiveness (CPDE) after Busan HLF-4 was held in 2011. Since then, Korean CSOs have been active actors in various global networks and/or platforms such as TAP Network, Together2030, and Asia Development

Alliance (ADA). Furthermore, KCOC is a member of the board of directors of FORUS, an organization that serves as a network of NGO Platforms and Regional Coalitions from different countries.

- After the mid 2000s, Korean CSOs expanded their assistance-oriented activities to incorporate policy monitoring and advocacy campaigns. CSOs such as People's Initiative for Development Alternatives(PIDA) and People's Solidarity for Participatory Democracy (PSPD) that mainly work in policy monitoring and advocacy began participating in development cooperation while umbrella organizations such as GCAP Korea, KoFID, and KCOC were in charge of activities in policy advocacy during presidential elections in 2007, 2012, and 2017.
- Volunteer abroad programs initiated by a small number of organizations in the 1990s were expanded in number in the 2000s to provide opportunities for Korean people to interact and cooperate with those from developing countries. World Friends NGO Volunteers Program initiated in 2004 also serves as an opportunity for Korean development CSOs to hire their employees, thereby contributing to the workforce of Korean development CSOs abroad.

6. Transformation of Institutional Environment for CSOs

6-1. Laws and Policies

- '*Globalization*' enforced by President Young-sam Kim in 1995 and the 'statement on ODA increasing' by the President in the World Summit for Social Development at Copenhagen 1995 served as a ground for the Civil Society Partnership Program launched by KOICA in 1995.
- The government underscored partnership and cooperation with civil society through the 2005 Comprehensive Improvement Plan for International Development

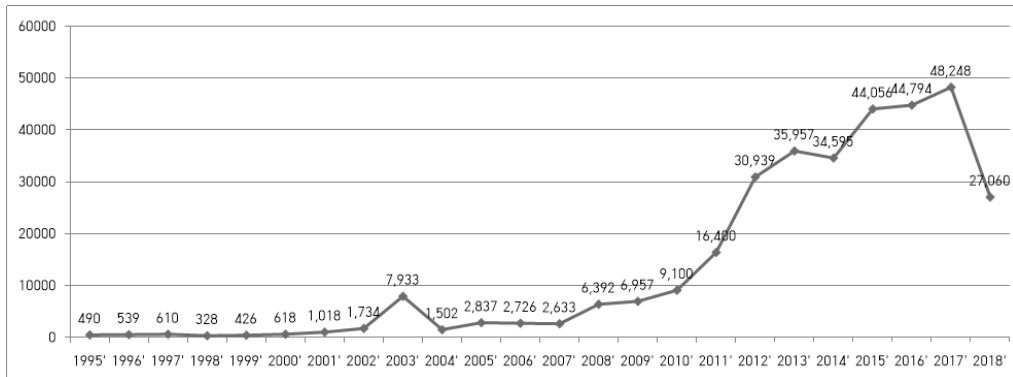
Cooperation, 2010 Strategic Plan for International Development Cooperation, 2010 Framework Act on International Development Cooperation, 1st Mid-term Strategy for Development Cooperation (2011–2015) and 2nd Mid-term Strategy for Development Cooperation (2016–2020). Nevertheless, these previous government policy statements overall defined CSOs as not only a subject of government support but also a means of policy.

- Korean government rightfully responded to OECD DAC peer review's emphasis on the need for “a normative framework acknowledging the different roles of civil society, including as an implementing partner and as an independent development actor in its own right” by collaborating with civil society to enact Policy Framework for Government–Civil Society Partnership in International Development Cooperation.

6–2. Funding Programs for Development CSOs

- KOICA launched the Civil Society Partnership Program, a program that financially supports development CSOs, in 1995 and has funded 1,945 projects with 32.8 trillion KRW for 25 years since 1995 to 2019. Besides KOICA, there are Korea Foundation for International Healthcare, Ministry of the Interior and Safety, Gyeonggi provincial government, and Seoul metropolitan government that provide funding programs for CSOs.

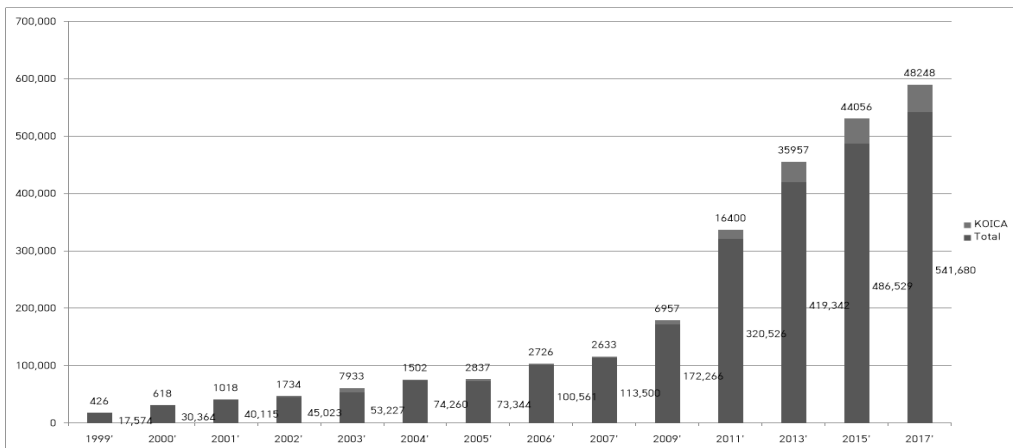
〈Graph 2〉 Changes in the Amount of Financial Assistance of KOICA to CSOs from 1995 to 2018



Source: KOICA, (Data from annual reports from 1995 to 2018 used.)

- The proportion of financial assistance KOICA offers to CSOs from 1995 has a minimum of 2% to a maximum of 14.9%. Albeit the amount of financial assistance provided by KOICA has been increasing overall, it is stable at around 10%.

〈Graph 3〉 Financial Assistance of KOICA in Proportion to Total Expenses of CSOs from 1999 to 2017



Source: KCOF, (data retrieved from publications from 1999 to 2017) & KOICA, (data from annual reports from 1999 to 2017).

- In the 2000s, apart from the government, private foundations started to offer funding programs to CSOs. Most well-known institutions are Community Chest of Korea, Samsung Dream Scholarship Foundation, and Babonanum Foundation, each of which administer unique and distinguished programs.

IV. Overview of Activities of Korean Development CSOs and Government–CSOs Partnership in International Development Cooperation

- This section is dedicated to three components of conducted surveys and survey results:

First, an overview and an analysis of activities of Korean development CSOs;

Second, an overview and an analysis of partnership between the Korean government and development CSOs; and

Third, an overview and analysis of KOICA's Civil Society Partnership.

1. Overview and Analysis of Activities of Korean Development CSOs

- This section attempts to analyze the contribution of Korean CSOs in international development cooperation from exploring the activities of Korean development CSOs. The survey targets 291 civil society organizations for development cooperation. The survey was administered from August 21, 2019 to September 28, 2019. The analysis of the results was conducted in November of the same year. The survey questions were set to the year 2017. The survey consists of three parts: 1) organizational structure and management information; 2) projects in international development cooperation and partnership status; and 3) employees. Contents found on the official site of the National Tax Service was included for the part of the survey.

- Out of 291 Korean development CSOs active in international development cooperation, only 226 Korean development CSOs have responded to the survey (this number includes 144 from the 2017 survey). Among these survey participants, 88.9% are autonomous Korean development CSOs while 10.7% are partner organizations of international NGOs. 13.7% of responded development CSOs were established prior to 1990s, 20.8% in 1990s, 40.3% in 2000s, and 25.2% in 2010s. 22.2% of these development CSOs indicated that their projects abroad started in the 1990s, 41.8% in 2000s, 32.9% in 2010s. Such finding shows that the projects implemented outside of Korea is on the increase.
- Most of responded development CSOs underwent registration processes under different government departments. It appears that development CSOs prefer the Ministry of Foreign Affairs, Ministry of Health and Welfare, and local governments in descending order.
- More than 50% of participated development CSOs indicated to be non-faith-based organizations. Such finding alludes to the fact that more development CSOs based on humanitarian principles, rather than religious beliefs as in the past, are participating in international development cooperation to alleviate global issues such as poverty.
- The total income of Korean development CSOs tallies up to 1.9 trillion KRW, of which is funded by individuals(organization) (48.8%), corporations (10.5%), and government (16.7%). This shows that the reliance of Korean development CSOs on the government in financing their projects is relatively low. The total expenditure of development CSOs is 1.8 trillion KRW, which consists of international projects (709.2 billion KRW; 38.5%), domestic projects (709.5 billion KRW; 38.5%), and humanitarian assistance to DPRK (8.6 billion KRW; 0.5%). Over time, Korean development CSOs have implemented more projects domestically. However, recent data indicate that the proportion of projects implemented outside of Korea is on par with the proportion of those

implemented in Korea as found in 2017 data. This suggests that international cooperation development is drawing more attention from the donors of Korean development CSOs lately.

- The total amount of project expenses of Korean development CSOs (155 responded) is 519.5 billion KRW. In 2017, 1,779 projects were implemented. The survey responses show that eight countries (Vietnam, Bangladesh, Cambodia, Nepal, Mongolia, Uganda, Ethiopia, and Kenya) are where most of the Korean development CSOs are implementing their projects. Most indicated areas of projects are community development (31.8%), education (11.8%) and health (7.0%). The areas of projects were recorded using the OECD DAC Creditor Reporting System (CRS) purpose codes.
- Korean development CSOs that implement projects abroad in regard to humanitarian aid sum up to 37 organizations that operate in 51 countries in emergency relief, reconstruction/recovery, disaster prevention and preparation. In 2017, 153 projects in humanitarian aid implemented outside of Korea accounted for 16.1 billion KRW.
- There are 28 Korean development CSOs that work with local CSOs in implementing projects. For a total of 93 projects, 6 billion KRW was funded, which accounts for 1.2% of the total project expenses in 2017. It can be inferred from this finding that Korean development CSOs prefer to work independently when it comes to implementing projects abroad than to form partnership with local CSOs in partner countries.
- Many Korean development CSOs are partners of diverse international organizations, among which are UN ECOSOC, UN DPI, WFP, and UNICEF. The most common form of this partnership used to be a membership. However, recent data indicates that other types of partnership, in which Korean development CSOs act as implementing partners or operating partners of

international organizations, exist between Korean development CSOs and international organizations.

- Among the total international development cooperation project costs of 519.5 billion KRW, the amount of support provided by the government is 48.4 billion KRW, which is about 9.3% of the total international development cooperation project. Korean development CSOs responded to allocate 194 billion KRW to 23 priority partner countries of the government (out of 24 as declared by the Korean government in 2015). Only 15% is funded by the government, 85% of this amount is funded by donations from the private sector. Korean development CSOs allocate 185.3 billion KRW to 38 countries out of 48 countries, the GNI per capita of which is less than 1,045 USD, in the DAC list of ODA recipients (2014–2017). 86.6% of the total project expenditures are funded by private sector while the government funds 13.4% of it.
- The total number of employees working for Korean development CSOs is indicated as 10,318 while the number of employees who work in overseas projects is 1,261. The total number of employees working abroad is 9,369. Only 999 employees out of 9,369 are Korean nationals who account for 10.7% of the overseas workforce. 77.3% of the respondents indicated to have Korean nationals as the director of their branch offices, indicating that the majority of these organizations prefer Korean nationals to be in charge of their overseas offices.
- 4,872 volunteers of Korean development CSOs are working in 84 countries, among which Asia takes 75.0% and Africa 13.1% Between 2016 and 2017, the number of volunteers who were hired as full-time employees by the organizations they volunteered for is 329.
- Survey responses indicate that Korea's development CSOs strive to ensure transparency, accountability and other relevant areas necessary for the moral

and ethical implementation of their projects.

- The three features of Korean development CSOs – types of CSOs, the scale of projects in international development cooperation, the year international development cooperation projects were first launched – were re-analyzed. The findings indicate that the income and expenditure are likely to be the greatest when the respondent is a partner organization of international CSOs, funds projects that exceed 10 billion KRW or started international development cooperation projects in 1990.

2. Overview and Analysis of the Government's Civil Society Partnership

- This section attempts to recapitulate the characteristics and infer the tendencies of partnership programs between the Korean government and Korean CSOs through analyzing the diverging degrees of partnership programs offered by diverse bodies of the Korean government. A survey was conducted to 57 government departments and agencies on the partnership programs offered to development CSOs. The survey was administered from July 25, 2019 to August 14, 2019.
- Out of 57 government departments and agencies that administer programs in international development cooperation, 27 responded to the survey, 11 of which indicated to have formed partnerships with development CSOs. These partnerships are mainly in the forms of financial assistances to development CSOs and consulting with development CSOs to listen to their opinions. Meanwhile, some government departments/agencies admit some development CSOs to act as implementers of ODA projects on behalf of themselves.
- The survey responses indicate that 8 government departments/agencies are cooperating with development CSOs to implement projects. The survey responses also suggest that these government departments/agencies select their development

CSO partners through examining submitted project proposals. The survey results show that some of the respondents have developed policies, strategies, and/or other relevant guidelines for their partnership programs. The survey results indicate that the size of partnership programs of 2 respondents has expanded between 2016 and 2018, that of partnership programs of 3 another had decreased from 2016 to 2018, while that of partnership programs of 3 others had changed the volume from 2016 to 2018. In terms of monitoring and evaluation (M&E) of partnership programs, 4 respondents indicated to periodically perform M&E activities either through their internal system or through external agencies.

- The 7 government departments/agencies that responded to cooperate with development CSOs by consulting with development CSOs to listen to their opinions on policies of institutions related to international development cooperation and/or their partnerships with their development CSO counterparts in international development cooperation.

3. Overview of Analysis of KOICA–Civil Society Partnership Programs

- This section attempts to recapitulate the characteristics and infer the tendencies of partnership programs between KOICA and Korean development CSOs through analyzing the diverging degrees of partnership programs offered by 30 departments of KOICA. The survey was administered from October 4, 2019 to October 18, 2019. The survey questions were set to the year 2018.
- Out of 30 departments of KOICA that implement projects in international development cooperation, 26 departments responded. Among these 26 departments, 15 departments indicated to cooperate with development CSOs by forming partnerships. Among these 15 departments, all except for the Civil Society Partnership Department anointed particular development CSOs as the implementers of ODA projects. Some departments select their development CSO

partners through the application process, in which development CSOs submit their project proposals either on given project areas or on self-chosen project areas. The survey results imply that the partnership between KOICA and development cooperation civil society are in diverse forms, a fact which makes KOICA unique from other government agencies.

- Civil Society Partnership Department started to cooperate with development CSOs since 1995, Global Human Resources Coordination Department in 2004, and the rest departments of KOICA in the 2010s. Between 2016 and 2018, the scales of projects implemented by KOICA in cooperation with development CSOs increased yearly, but the increase was insignificant. Regarding M&E on partnership programs, most departments indicated that they periodically conduct M&E internally or externally. Civil Society Partnership Program, which has lasted for over 20 years, involves an evaluation of the outcomes/achievements of implemented projects. The survey results, however, do not indicate efforts or attempts to expand or amplify these evaluated outcomes/achievements.
- The survey results show that 13 departments of KOICA consult with CSOs to listen to their opinions. Depending on the topics, these consultations are held: a) officially and regularly; b) officially but not regularly; c) unofficially and regularly; or d) unofficially and irregularly.

4. Implications

- The survey results portray that Korean development CSOs diverge in their years of experience, expertise, and capacities. Development CSOs with long years of experience were not only participating in traditional partnership programs but also cooperating with international organizations. As a result, there is a need for partnership programs that further reinforce expertise accumulation and capacity enhancement of development CSOs that have long years of field experience.

- On the other hand, there are challenges development CSOs with less than ten years of experience should overcome in various aspects, including organizational management, and project stability. Thus, new partnership programs should be launched for these development CSOs to help them not only overcome their limits but also develop capacities.
- 37% of the countries financially supported by Korean development CSOs are those in the list of 24 priority partner countries. The Korean government should devise a plan for improving development effectiveness among Korean stakeholders in international development cooperation by considering harmony between international development cooperation policies and civil society partnership policies. Korean development CSOs indicated to financially support 38 Least Developed Countries, project expenses of which account for 35% of total overseas project expenses. Korean government should adopt strategic measures to generate a synergy between the activities of development CSOs and government policies that affect these activities of development CSOs.
- Government–civil society cooperation in the field of development cooperation has been taking place in various ways and forms since the 2010s. First of all, traditionally, how governments unilaterally supported civil society began with the participation of civil society as a partner in various government projects. There is also a growing awareness that the government should listen to or collect opinions from civil society. However, the survey did not include the qualitative part of hearing or collecting opinions.
- Moreover, there is a need for a comprehensive evaluation of the contribution of civil society through the KOICA–Civil Society Partnership Program, which has lasted for 20 years. Such assessment should be adopted for future programs for better performance of the partnership programs between the Korean government and development cooperation civil society.

- There are a total of over 2,000 employees in charge of overseas projects of Korean development CSOs. Despite that KOICA has contributed to fostering novice field officers through its volunteer/Young Professionals (YP) programs, KOICA still needs to put effort into creating an institutional environment that enables these field officers to develop into experts with extensive expertise through an effective capacity development programs.
- As Korean development CSOs endeavor to ensure transparency, accountability, and other relevant areas, their partnership with the government should not hinder but should complement these efforts.

V. Policies and Programs of Government–Civil Society Partnership of OECD DAC Donor Countries

1. Analysis of Policies and Programs

- Among 30 member states of OECD DAC, donor countries that provide larger scales of financial assistances to CSOs compared to South Korea were selected for this analysis. A total of 10 member states was selected: Netherlands, Denmark, Germany, Belgium, Sweden, Switzerland, UK, Canada, France, and the European Union (EU).
 - The majority of these donor countries, excluding France and Germany, allocate more than 20% of ODA to CSOs. Such a proportion is remarkably high when compared to Korea's CSO allotment, which accounts for only 3% of ODA.
- In most countries, government institutions or agencies under the Ministry of Foreign Affairs are responsible for any work related to international development cooperation, including the partnership programs with civil society.

- The following are either government institutions or agencies in charge of relevant work: Directorate-General for International Cooperation (DGIS) of Netherlands; Danida of Denmark; Federal Ministry of Economic Cooperation (BMZ) and Engagement Global of Germany; Directorate-general Development Cooperation and Humanitarian Aid (DGD) and Enable of Belgium; Swedish International Development Cooperation Agency (Sida) of Sweden; Swiss Agency for Development and Cooperation (SDC) of Switzerland; Department for International Development (DFID) of England; Global Affairs Canada (GAC) of Canada; Interministerial Committee for International Co-operation and Development (CICID) and French Development Agency (AFD) of France; and Directorate-General for International Cooperation and Development (DG DEVCO) of European Commission in EU.
 - Germany, Belgium, and France share a unique feature: they all have separate government institutions for policy development and project/program implementation.
- Almost every donor state owns a policy statement that indicates strategies for partnership with civil society in international development cooperation. Apart from the policy statement, each donor state owns a joint statement between the government and civil society, a plan for collaboration with civil society initiated by the parliament, and a document on the development collaboration programs through cooperation with civil society.
 - The government of each analyzed donor state offer government-civil society partnership programs based on national historical characteristics, trust between the government and civil society, and capacities of CSOs. Such partnership programs feature strategic partnership, partnership with CSO consortiums, and cooperation with umbrella organizations in allocating funds to individual CSOs. Donor states also offer various programs by size and topic based on the expertise of CSOs.
 - A Strategic Partnership refers to a group of programs that carry out projects

in international development cooperation over the course of the years with the partner CSOs selected based on features such as performance and financial capability. Such a program aims to encourage CSOs to carry out flexible, autonomous, and efficient development activities within the negotiated budget and span of time. Exemplars of such a program are Dialogue and Dissent of the Netherlands, Strategic Partnership Agreement of Denmark, and the Framework Agreement of Sweden.

- The governments in some donor countries offer programs that support CSOs, in which two or more groups gathered to form a consortium or association. For example, there are Germany's Civil Peace Service for peace–development nexus, UK's UK Aid Connect, Switzerland's Programme Contribution, Canada's Canadian Humanitarian Assistance Fund.
 - Programs funded by the governments to umbrella organizations of CSOs to be allocated among individual CSOs consist of Pooled/Delegated Funding of Denmark, which supports umbrella organizations in 7 sectors, and the Civil Society Programme of Sweden, which funds an umbrella organization called Forum Syd.
 - There are other programs implemented to support small and medium CSOs as well as those on specific topics such as humanitarian aids, human rights, and environmental protection.
- The umbrella organizations of CSOs exist in different forms for different donor states:
- In the case of the Netherlands, Germany, UK, and Canada, there is one representative umbrella organization that connects diverse CSOs in international development cooperation;
 - In the case of Denmark, Sweden, and Switzerland, there are different umbrella organizations for various sectors such as disability, environment, and education.
 - In the case of Belgium, France, and the EU, there exist various umbrella

organizations of CSOs that are connected by an umbrella organization.

- Many donor states perceive financial assistance to local CSOs of partner countries as a crucial factor in international development cooperation; an average of more than 10% of the total support to CSOs of the state is allocated for such financial assistance.
- The “Co-financing rate” or “matching rate”, the proportion of the amount of project expenses a party assumes, of CSOs are more than 20% in most of the donor states. Such a figure indicates that these donor states perceive the contribution of CSOs as an essential factor in government-civil society partnership programs.
- Most donor states also carry out programs such as consultation for CSOs, training programs and scholarship opportunities for CSO personnel, Volunteer Abroad Programs to strengthen the capacity of national CSOs.
- All the analyzed donor countries offer various independent programs to raise awareness of the general public about the issues in international development cooperation.
- In addition, as the government of each donor state factor in the institutionalization of transparency and accountability of CSOs, each donor state applies either domestic or international standards, in line with the context of each country, to national CSOs to enhance their level of transparency.
 - DGIS of Netherlands, DFID of UK, and DGD of Belgium obligate the use of International Aid Transparency Initiative (IATI) standards by CSOs that they fund.
 - Denmark, Germany, and Sweden do not legally bind the use of IATI standards among CSOs; however, they highly encourage the use of such standards.

- Switzerland does not enforce the use of IATI standards; instead, it ensures the transparency and accountability of funded CSOs through its own monitoring and reporting standards: Aggregated Reference Indicators.
- A small number of donor states either form a strategic partnership with or fund the projects of CSOs based on the achievements of previous projects of the CSOs.
- The governments of these donor states regularly communicate with the councils for civil society through policy dialogues and prefer to communicate with umbrella organizations rather than directly addressing individual CSOs.

2. Implications

- The following are some suggestions from the implications drawn from the analysis ten donor member states of OECD DAC on the possible direction government–Civil Society partnership programs can take:
 - Korea should consider the characteristics and strengths of each CSO; nevertheless, it should increase the total amount of allotment for CSOs as well as the proportion of allocation for CSOs in percentage to the total ODA budget. In the mid to long run, it appears necessary for Korea to devise ways for innovative implementation measures of partnership through cooperating with civil society.
 - In this context, the establishment of programs such as Strategic Partnership and other topic–specific programs based on the expertise and strengths of CSOs can be considered.
 - It is also necessary for customized programs to effectively support small and medium CSOs.
 - Capacity development of local CSO partners should also be encouraged. A cooperation system is needed for the institutionalization of partnership programs between Korean CSOs and local CSO counterparts for the realization of development effectiveness.

- The adjustment in matching ratios of CSOs should be carefully done by taking the current situation and unique features of Korean civil society into account.
- Rather than the coercive implementation of international standards on transparency and accountability, the Korean government should engage in the step-by-step preparation process of the institutionalization of transparency and accountability of national CSOs through a realistic diagnosis of the landscape of Korean civil society.
- It is necessary to prioritize raising awareness of the general public about international development cooperation and launch independent programs to carry such activities out.
- More careful approaches and preparations are needed for an expansion of achievement-based partnerships with CSOs. There is a need for the Korean government to construct regularly held communication channels built on trust. In particular, the government should encourage the participation of individual CSOs through strategic communication with umbrella organizations.

VI. Policy Framework for Government–Civil Society Partnership in International Development Cooperation: Implications for KOICA

1. Implementation Principles for Partnership

- Donor countries set “mutual complementarity” as an essential principle for governments and civil society when forming partnerships to execute projects in international development cooperation. Although governments and civil society share a universal goal, the poverty eradication, of international development cooperation, both have distinct characteristics as development agents. In order to achieve commonly shared goals, these entities need to take more advantage of mutual complementarity.
 - First : Maximize the use of features and strengths of civil society for effective achievement of the goals of international development cooperation (Extensive Complementarity Principle).
 - Second : Effectively contribute features and strengths of civil society to facilitate the governments to achieve policy goals (Intensive Complementary Principle).

2. Implications of Research Results for Some Suggestions

- The combination of the external forces, such as the government and international community, undergoing environmental changes, and the internal efforts of development cooperation civil society has fostered the foundation for the progress of Korean development CSOs.

〈Enabling Environment – Capacity Building of CSOs〉

- There is a need for KOICA and KCOC to offer capacity–building programs that not only entail but also concentrate on elements such as organization, project,

and human resources.

〈Enabling Environment – Capacity Building of Personnel〉

- There is a need for institutional changes to foster expertise of development CSO personnel and to enhance sustainability.

〈Enabling Environment – Diversification of CSO Programs〉

- The KOICA Civil Society Partnership Program, which has supported the growth of Korean development CSOs since 1995, should be diversified to accommodate the current situation and characteristics of new and competent CSOs and to increase the linkage with government ODA policies and programs.

〈Enabling Environment – Environment in Favor of Forming Networks with Domestic and International Actors in International Development Cooperation; Diversification of Development CSO Programs〉

〈Support for the Vulnerable〉

- There is a need for diversification of KOICA's Civil Society Partnership Programs by topic/sector as development CSOs are expanding the areas of their expertise.

〈Enabling Environment – Diversification of Programs for development CSOs〉

- Supporting individual development CSOs through umbrella organizations needs to be adopted in the long run to increase the effectiveness of partnerships with development CSOs.

〈Enabling Environment – Expansion of Achievement-Based Assistance〉

- Performance targets and indicators, which accommodate features of civil society, need to be developed to effectively measure performances of development CSOs on development effectiveness to increase the amount of ODA distributed to development CSOs. Such targets and indicators need to be clearly presented and shared among stakeholders.

〈High–Level Policy Council, Working–Level Council on a regular basis〉

- The bilateral partnership between executives from KOICA and representatives of development cooperation civil society should be reinforced by establishing a council for policies and a working–level council with two parties as members, meeting on a regular basis.

〈Cooperation with Local CSO Partners〉

- Establishment of programs that encourage cooperation with local CSO partners can facilitate the development process of local partners as independent actors and achieve SDGs as well as enhance development effectiveness.

〈Transparency and Accountability〉

- KOICA and civil society should cooperate in devising concrete measures for the enhancement of transparency and accountability of development CSOs. The participation of citizens and civil society need to be more encouraged in the process of improving KOICA’s transparency and accountability.

〈Raising Awareness, Increasing Participation〉

- Development educational programs of development CSOs can be introduced to encourage constant participation of citizens in international development cooperation and raise awareness.

〈Others〉

- There is a need for regular monitoring of Policy Framework for Government–Civil Society Partnership in International Development Cooperation and the development of new models for funding partnership programs in which diverse partners can partake.

3. Implications for Implementation Measures

3-1. Implementation Measures and Top Priority Strategic Plans

- Purported Measures for KOICA's Implementation of Policy Framework for Government-Civil Society Partnership in International Development Cooperation

〈Table 1〉 Summary of Recommendations for KOICA's Implementation of Policy Framework for Government-Civil Society Partnership

Categories		Policy Recommendations	
		Short-term(2020-2022)	Mid-term(2023-2025)
1. Enabling Environment	1) CSOs Capacity Building	• Diversification of capacity development programs for development CSOs (in aspects of organization and projects) • Each project with matching rates of development CSOs (max. of 10~ 15%) to strengthen their capacities	• Launch of a project, within KOICA' s global fellowship program CIAT, that invites personnel of local CSO partners to South Korea as well as other 3 countries
	2) Personnel Capacity Building	• Establishment of a system that enables dispatch of development CSO personnel (CPC, CSO Project Coordinator) • Introduction of capacity-building programs for mid-level activists of development CSOs • Introduction of fellowship programs for managers, representatives, and experts of development CSOs • Introduction of capacity-building programs for the personnel of local development CSO partners	
	3) Policy and Networking	• Reinforcement of policy-cooperation projects and inclusion of global networking of umbrella organizations • Launch of policy-cooperation projects for individual development CSOs	• Encouraging participation of development CSO activists in newly established projects, within KOICA' s global fellowship program CIAT, related to SDG 16, Humanitarian-Development-Peace Nexus and policies
	4) Diversification of Programs	• Diversification of incubating programs for development CSOs - Civil society partnership programs - Partnership programs for start-up development CSOs - Development CSOs incubating programs	• Diversification of incubating programs for development CSOs - Strategic partnership with civil society (Framework Agreement) - Partnership programs for civil society - Partnership programs for start-up development CSOs - Development CSOs incubating programs
		• Launching of Strategic Partnership Program	

Categories	Policy Recommendations	
	Short-term(2020~2022)	Mid-term(2023~2025)
5) Expansion of Support	• Diversification of programs by topic/sector - Humanitarian Civil Society Partnership Program - Global Disease Eradication Civil Society Partnership Program - Social Solidarity Economy Programs - Preparation and implementation of new programs by topic/sector	• Launch of diverse programs by topic/sector (Examples) - Programs in Humanitarian-Development-Peace Nexus - Programs for climate change and environmental degradation - Programs that adopt human rights-based approach - Programs for the underprivileged and conflict zones - Programs for capacity-building of the physically disabled - Programs for gender equality
	• Support for the preparation needed for a pilot program in which bilateral ODA projects are implemented by development CSOs • Participation of development CSOs in the aftercare of bilateral ODA projects	• Support to development CSOs to expand the projects implemented by development CSOs into bilateral ODA projects
	• Preparation of funded programs for development CSOs through forming partnerships with Framework Organizations (FOs)	• Implementation of funded programs for development CSOs through forming partnerships with Framework Organizations (FOs) • Utilization of achievement goals/performance indicators that are adjusted to reflect characteristics of civil society • CSO Budget nearly as much as the average CSO budget of OECD DAC countries

Categories	Policy Recommendations	
	Short-term(2020-2022)	Mid-term(2023-2025)
2. High-Level Policy Dialogue	Regularization of high-level policy dialogue for boards of KOICA and representatives of development CSOs	
3. Working-level Dialogue	Working-level dialogue for KOICA and civil society	
4. Local CSO Partnership	Launch of funded programs for local CSO partners in developing countries to achieve SDGs	Institutionalization of the partnership between Korean CSOs and local CSO partners in developing countries within Civil Society Partnership Program
5. Transparency and Accountability	- Inspection of CSOs' s situation of raising awareness, capacity building and analysis of international standards to enhance transparency and accountability of development CSOs - Expansion of participation programs of citizens as well as strengthened cooperation within civil society for transparency and accountability of KOICA	Gradual application of Koreanized international standards to enhance transparency and accountability of development CSOs
6. Vulnerable Group	Reinforcement of partnership and ties between strategies for supporting government/KOICA' s fragile countries and the vulnerable groups and KOICA' s Civil Society Partnership Program	
7. Public Awareness, Active Participation	- Launch of educational programs devised by development CSOs - Campaigns held in partnership between government/KOICA and development CSOs in Korea and other regions where relevant projects are being implemented	
8. Others	Institutionalization of M&E of Policy Framework for Government/KOICA-Civil Society Partnership in International Development Cooperation	Launch of a joint partnership fund among Government/KOICA, Community Chest of Korea, Samsung Dream Scholarship Foundation, Babonanum Foundation and development CSOs

○ Top Priority Strategic Plans

- Considering the urgency and essentiality of particular strategic plans, the following are top 7 priority strategic plans:

〈Table 2〉 Top Priority Programs

Categories		Programs
Enabling Environment	CSOs Capacity Building	• Each project with matching rates of development CSOs (max. of 10~15%) to strengthen their capacities
	Personnel Capacity Building	• Establishment of a system that enables dispatch of development CSO personnel (CPC, CSO Project Coordinator)
	Diversification of Programs	• Diversification of KOICA’ s Civil Society e Partnership Program
		• Launch of the Strategic Partnership Program
	Expansion of Support	• Introduction of achievement goals/performance indicators that accommodate characteristics of civil society
Local CSO Partnership		• Launch of funded programs for local CSO partners in developing countries to achieve SDGs
Public Awareness, Active Participation		• Implementation of CSO’ s development educational programs in international development cooperation

4. Implementation Structure

4-1. Implementation Structure of KOICA

- This research calls for systematization and institutionalization of work burdens within the departments, under Global Partnership Headquarters, that implement Civil Society Partnership Programs.
- This research also cordially proposes to the Civil Society Partnership Department of KOICA that it functions as an overarching department in charge of the implementation of Policy Framework for Government–Civil Society Partnership in International Development Cooperation within KOICA.

4-2. Consultation Structure of KOICA–Development CSOs

- This research pleads for an establishment of a council, responsible for implementing Policy Framework for Government–Civil Society Partnership in International Development Cooperation, with board members of KOICA and development CSO representatives as council members.
- This research purports that there is a need for a conference/forum hosted by KOICA as a whole for development CSOs. In other words, the issues discussed in the conference/forum in question apply to all departments of KOICA.
- Lastly, this research calls for collaboration between KOICA and civil society for composing a task force team for Implementation Measures of Policy Framework for Government–Civil Society Partnership in International Development Cooperation. It also advocates that KOICA and civil society work together to implement such a framework.