



## 저작자표시-변경금지 2.0 대한민국

이용자는 아래의 조건을 따르는 경우에 한하여 자유롭게

- 이 저작물을 복제, 배포, 전송, 전시, 공연 및 방송할 수 있습니다.
- 이 저작물을 영리 목적으로 이용할 수 있습니다.

다음과 같은 조건을 따라야 합니다:



저작자표시. 귀하는 원저작자를 표시하여야 합니다.



변경금지. 귀하는 이 저작물을 개작, 변형 또는 가공할 수 없습니다.

- 귀하는, 이 저작물의 재이용이나 배포의 경우, 이 저작물에 적용된 이용허락조건을 명확하게 나타내어야 합니다.
- 저작권자로부터 별도의 허가를 받으면 이러한 조건들은 적용되지 않습니다.

저작권법에 따른 이용자의 권리는 위의 내용에 의하여 영향을 받지 않습니다.

이것은 [이용허락규약\(Legal Code\)](#)을 이해하기 쉽게 요약한 것입니다.

[Disclaimer](#)

**Master's Thesis of Public Administration**

# **South Korea's Development Assistance to Cambodia:**

**- A Case Study of the Relationship between the  
State's Foreign Aid Policy and International Non-  
Governmental Organizations (INGOs) -**

## **대한민국의 캄보디아에 대한 개발원조:**

**국가의 해외 원조 정책과 국제비정부기구(INGOs)의  
관계에 관한 사례연구**

**February 2023**

**Graduate School of Public Administration  
Seoul National University  
Global Public Administration Major**

**KEO CHANMALIS**

**South Korea's Development Assistance  
to Cambodia:**

**- A Case Study of the Relationship between the  
State's Foreign Aid Policy and International Non-  
Governmental Organizations (INGOs) -**

**Jorg Michael Dostal**

**Submitting a master's thesis in Public Administration**

**September 2022**

**Graduate School of Public Administration  
Seoul National University  
Global Public Administration Major**

**KEO CHANMALIS**

**Confirming the master's thesis written by**

**KEO CHANMALIS**

**November 2022**

**Chair Bong Hwan KIM (Seal)**

**Vice Chair So Hee JEON (Seal)**

**Examiner Jorg Michael Dostal (Seal)**

# **Abstract**

## **South Korea's Development Assistance to Cambodia:**

### **A Case Study of the Relationship between the State's Foreign Aid Policy and International Non- Governmental Organizations (INGOs)**

**KEO CHANMALIS**  
**Global Public Administration Major**  
**The Graduate School of Public Administration**  
**Seoul National University**

The discussion of state and civil society relationships in development assistance is theoretically challenging for academic consensus. In contributing insight to ongoing theoretical discussion, the case study is conducted in a recipient country, Cambodia, by analyzing South Korea's development assistance concerning the relationship between the state's foreign aid policy and international non-governmental organizations (INGOs) during the Moon Jae-in administration. The paper identifies the institutionalization process of the relationship using a top-down analysis and triangulation method and the strength of performance in the past five year, 2017-2022. It is an attempt to explain how the Korea's government approach toward Korean INGOs in Cambodia. If so, to what extent. The data sources are OECD's

publication on civil society approach for DAC members, Korea's government legal framework, policy, and institutions in regard to international development cooperation and the role of NGOs under the Framework Act, ODA White Papers, Mid-term Strategy, Country Partnership Strategy, annual reports and Cambodia's government database on Korean NGOs.

The study found that the relationship between the Korean government and Korean INGOs in development assistance is encouraged to foster stronger relations due to a growing expectation as a DAC member of OECD. Generally, in Cambodia's case, the Korean government has optimized ODA through a funding incentive for NGOs based on the state's strategic priorities. At the same time, this implies that NGOs are not empowered to operate within their sphere of social service delivery but are attracted to fulfilling states' interests and politics of development aid; thus, many of Korean NGOs in Cambodia remains self-sustained. State and civil society can arguably be a power (technical and financial) struggle because the support of the state toward NGOs has centred around state-led agenda rather than an essence of promoting civil society abroad. So, future research needs to evaluate and recommend policies on this complex relationship.

**Keywords:** OECD, South Korea's Foreign Aid, CSOs, Developing Country, Cambodia, Relationship (within six words)

**Student Number:** 2021-26786

# Table of Contents

<b>Chapter 1. Introduction .....</b>	<b>1</b>
<b>1. Study Background.....</b>	<b>1</b>
1.1. South Korea as an emergence donor through state and non-governmental organizations. ....	1
1.2. Korea's State ODA and INGOs in Cambodia.....	3
<b>2. Purpose of Research.....</b>	<b>5</b>
<b>Chapter 2: Literature Review and Methodology .....</b>	<b>7</b>
<b>1. Literature Review.....</b>	<b>7</b>
1.1. Theoretical Framework: From Liberal to Gramscian.....	7
1.2. Development of Relationship between Korea's State and NGOs .....	9
1.2.1 Factors of Development.....	9
1.2.2 Relationship between South Korea's State and NGOs .....	11
1.3. Development of Relationship between Korea's ODA and NGOs .....	13
1.4. Empirical and Statistical Analysis on Relationship between Korea's ODA and INGOs.....	15
<b>2. Research Methodology.....</b>	<b>19</b>
2.1. Research Design.....	19
2.2. Data Collection and Analysis .....	21
2.3. Limitation .....	23

<b>Chapter 3: Discussion and Analysis.....</b>	<b>24</b>
<b>1. Conceptual Framework.....</b>	<b>24</b>
1.1. Defining Relationship through Institutional Framework .....	24
1.2. Implementation Framework .....	25
<b>2. Discussion.....</b>	<b>25</b>
2.1. South Korea’s ODA policy toward NGOs under OECD .....	25
2.1.1. OECD Policy Formulation Discourse.....	25
2.1.2. Korea’s Civil Society Policy in a Catch up with OECD.....	31
2.2. Korea’s Aid to and through CSOs.....	37
<b>Chapter 4: Conclusion .....</b>	<b>53</b>
<b>Bibliography .....</b>	<b>56</b>
<b>Appendix .....</b>	<b>65</b>
<b>Abstract in Korea .....</b>	<b>73</b>

## **List of Acronym**

AFD: Agence France Développement

ASEAN: Association of Southeast Asian Nations

CCC: Cambodia Cooperation Committee

CDC: the Cambodia Development Council

CIDC: International Development Cooperation Committee

CPP: civil society partnership program

CPS: Country Partnership Strategy

CSO: Civil Society Organizations

DAC: Development Assistance Committee

DCD: Development Co-operation Directorate

EDCF: Economic Development Cooperation Fund

FDI: Foreign Direct Investment

FNGOs: Foreign NGOs

GPEDC: Global Partnership for Effective development Co-operation

IDC: International development cooperation

INGOs: International Non-Governmental Organizations

KCOC: Korea NGO Council of Overseas Development Cooperations

KOICA: Korea International Cooperation Agency

LANGOs: the Law on Association and Non-governmental Organizations

LDC: Least Developed Countries

MFA.IC: the Ministry of Foreign Affairs and International Cooperation



MOFA: The Ministry of Foreign Affairs

MOFAT: the Ministry of Foreign Affairs and Trade of Korea

MOSF: Ministry of Strategy and Finance

MoU: Memorandum of Understanding

NGOs: Non-Governmental Organizations

ODA: Official Development Aid

OECD: Organization for Economic Co-operation and Development

OGPC: The Office of Government Policy Coordination

SDGs: Sustainable Development Goals

UNTAC: the United Nations Transitional Authority

## List of Figures

Figure 1 SUMMARY CHART: Factors of the Growth for NGOs and ODA. **Error!**

**Bookmark not defined.**

Figure 2 State and CSOs Relationship through Institutional Framework .....9

Figure 3 Relationship Mechanism of Korea's ODA to CSOs .....25

Figure 4 Overview of OECD Members' Aid Channels to CSO (2010 - 2019) .....29

Figure 5 Percentages of OECD Member's Aid for CSOs (2010-2019) .....28

Figure 6 Bar Chart for Comparison of Korea's Aid for CSO to OECD Members' .37

Figure 7 Bar Chart of Korea's ODA to and through CSOs .....38

Figure 8 Trend of Korea's ODA and Aid for CSOs in Cambodia (2017 - 2020)....44

Figure 9 Regression between Korea's ODA and Aid for CSOs .....44

Figure 10 Funnel Chart of KOICA Project Types (2017 - 2020).....	46
Figure 11 KOICA PPP Disbursement by Sectors (2017 – 2020).....	46
Figure 12 KOICA-PPP Sectors Disbursement by Years (2017 – 2019).....	47
Figure 13 Structure of Korea FNGOs' Fund .....	48
Figure 14 Boxplot: Sources of Fund of Korean FNGOs in Cambodia .....	49
Figure 15 Korean NGOs Fund by Sectors .....	<b>Error! Bookmark not defined.</b>
Figure 16 Bar Chart of Korean FNGOs Budget Commitment by Sectors .....	52

## List of Tables

Table 1 List of KOICA's Project with Korean NGOs in Cambodia .....	49
Table 2 F-Test on Korean NGOs Funding Sources .....	50
Table 3 T-Test on Korean NGOs Funding Sources .....	50
Table 4 ODA channelled to & through CSOs, 2010-2019.....	65
Table 5 Aid Types by KOICA in Cambodia.....	65
Table 6 Raw Data of Aid Types – Public-Private Partnership to Cambodia .....	66
Table 7 Summary of KOICA – PPP by Sector and Year (2017 – 2020) .....	68
Table 8 List of FNGOs registered MoU with MFA.IC, updated January 2021 .....	68
Table 9 Korean NGOs Projects' Funded Commitment by Korean Government 2019 – 2022.....	70
Table 10 Summary of Korean NGOs' funding commitment to Korean CSOs .....	72
Table 11 Summary of Korean NGOs' fund by sectors (2017 – 2020).....	72



# **Chapter 1. Introduction**

## **1. Study Background**

### **1.1. South Korea as an emergence donor through state and non-governmental organizations.**

South Korea (hereinafter Korea), once an aid recipient country and now an aid contributor, captures the academia's interest regarding the relationship between donors and recipients in development assistance (Lumsdaine & Schopf, 2007a). At large, East Asian donors' presence is new compared to the traditional donors in which a debate is concerned with humanitarianism and strategic interest within the donors-recipient relationship (Lim, 2013) . The first determiner of Korea's development assistance regime is being a member of the Organization for Economic Co-operation and Development (OECD). Korea is a significant member of the Development Assistance Committee (DAC) of OECD because of its unique development experience and transformation from the recipient to donor. In 2010 by becoming a member of DAC, Korea officially evolved from an emerging donor to an advanced donor. So, Korea's Official Development Aid (ODA) implementation required to meet a standard of DAC by focusing on the improvement of the aid system and ODA expansion. Second, Korea has organized legal and policy frameworks at the national level to incorporate this standard and joint committees and executing agencies. The main objective is to reduce poverty in developing countries and embrace welfare development principles focusing on improving women's and children's rights and achieving gender equality, sustainable development and humanitarianism, economic cooperation with partner countries, and promoting international peace and

prosperity. The flow of ODA is administered based on DAC's recipient list, which categorizes ODA recipients into income levels such as Least Developed Countries, Other Low-Income Countries, Lower Middle Income, and Upper Middle Income(*DAC List of ODA Recipients - OECD*, n.d.). Aids are distributed under two types of ODA, which are bilateral and multilateral. Korea has gained significant credibility due to knowledge sharing on development experience and its rapid increase in ODA contributions of 76% in the actual term since its accession into DAC (Egan & Persau, 2021). The primary supports were for the least developed and lower-middle-income countries. As a DAC member, Korea ODA's performance is under review by peers, leading to a revision of Korea's legislative and strategic framework to improve coordination for aid provision. Studies showed that the South Korean government's aid to Least Developed Countries (LDC) is economic-oriented in terms of trade and Foreign Direct Investment (FDI) while also maintaining humanitarian interests in terms of social service provision and capacity building (Sungil, n.d.)

On another note of actors and coordination, Korea has also been expanding its partnerships with civil society. Korea's funding for civil society has increased simultaneously in its activeness in development assistance. At the HLF-3 in Accra in 2008, developed and developing countries recognized civil society as an independent development actor(Sohn & KIM, 2011). They agreed to create a legal and institutional environment enabling CSOs contributions to development. In 2010 the Plan for Advancement of ODA incorporated NGOs in the framework by increasing the volume of NGO assistance and calling for multidimensional cooperation through agencies such as Korea International Cooperation Agency (KOICA) and Korea NGO Council for Overseas Development Cooperation (KCOC) support for Korea NGOs

(Sohn & KIM, 2011). At the onset of a new collaboration, reviews showed that there were challenges to a better partnership between government and NGOs for international development. In a recent policy effort to pursue the 2021 DAC recommendation on “Enabling Civil Society”, Korea attempted to work closer to civil society by jointly formulating a policy framework Government-Civil Society Partnership in International Development Cooperation(OECD Legal Instruments, 2021). These initiatives will stress Korea’s direction for ODA and have a significant implication for Korea’s state foreign aid policy. So, it is crucial to understand the basis of Korea’s condition in the relationship between the state and civil society. To explore how this relationship is engaged and implemented, a case study of Korea’s development assistance through NGOs in Cambodia is conducted with the scope of the President Moon Jae-in Administration. Next, more background is provided on the current landscape of Korea’s aid and NGOs in Cambodia.

## **1.2. Korea’s State ODA and INGOs in Cambodia**

As Korea has been taking a more active role in international development, the relationship between Korea and Cambodia is increasing in engagement through Official Development Aids and Korean NGOs in different ways.

ODA-NGO linkage has yet to be a consolidated paper that discusses this matter thoroughly. Since the establishment of peace in Cambodia in 1993, diplomatic relations between Korea and Cambodia officially resumed in 1997, with the Korean embassy in Cambodia reopening(Phea, 2016). The relationship has been active in the development, investment, knowledge, and capacity building as part of bilateral cooperation and international development. The assistance has been done through institutions such as Economic Development Cooperation Fund – EDCF for

investment and KOICA as a Korean government agency to provide technical and financial assistance as well as grants and concessional loans (*Korea's ODA / Overview Ministry of Foreign Affairs, Republic of Korea*, n.d.). Korea ODA's characteristic to Cambodia is analyzed by interested Cambodian academia as dual interests, which are between the donor's aid policy and the recipient's economic efficiency (Ky et al., 2012). Sereyvath Ky, International Relations Institute of Cambodia and professors from Cheon-Woo Lee focused on a structure to explain states' national interest and benefit through loans and infrastructure projects. At the centre of interest, Sieng Chansorachana identified that ODA is a political proposition to link the missing investment and incomplete market between Cambodia and Korea (Sieng, 2018).

At the same time, Korean NGOs also have a presence in Cambodia's development but need a more comprehensive background understanding. Generally, NGOs in Cambodia appeared during the democratization and peacebuilding process in the 1990s when Cambodia was under the assistance of the United Nations Transitional Authority (UNTAC) (Ou, 2013a). Cambodia's development has been a joint effort of government and non-governmental actors. As of now, INGOs in Cambodia by law are registered as Foreign NGOs (FNGOs), stipulated in the Law on Association and Non-governmental Organizations (LANGOs) in 2015. Based on LANGOs, NGOs in Cambodia, such as South Korea's opened their office by signing a three-year renewal Memorandum of Understanding (MoU) with the Royal Government of Cambodia, represented by the Ministry of Foreign Affairs and International Cooperation (MFA.IC). Each FNGO submits application requests, including the Headquarters registration, project plans, budget plans, and other

information deems necessary by MFA.IC for approval (The Royal Government of Cambodia, 2015). The record of FNGOs is enlisted in MFA.IC website and the database of the Cambodia Development Council (CDC). Academic inquiry into Cambodia's civil society and NGOs have been abundant, showing that donors have influenced it (Ou, 2013a, 2013b). However, research on Korean NGOs needs to be done more and mainly at the organizational level (Yang, 2016, 2022).

In brief, Korea's ODA for bilateral relations are prestigious and common among scholarly research, but the diversification of ODA with inclusion of NGOs is gradually an integral part of Korea's government at international and local level.

## **2. Purpose of Research**

The interest around Cambodia's foreign NGOs is not widely explored. The volume of NGO's aid is small compared to globally, and data accessibility has challenged the researchers. It is necessary to research Cambodia and Korea to understand ODA and its relationship further. The research is a necessity to build better knowledge concerning three main themes.

First, the integration of Korea's ODA to Civil Society Organizations. Korea's development assistance has received excellent appraisal from the international community, such as OECD. Despite its successful development history, the state's approach toward integrating NGOs in development intrigues the ongoing debate on the relationship between the state and civil society. The discussion surrounding the policy of the state and civil society in development assistance mainly focuses on three factors which are conceptualization, performance principles and mechanism. The most challenging task in formulating a relationship between the



state and civil society is the narrative of civil society. Therefore, civil society is narrowed down to non-government organizations whose features and structures are more defining for research to achieve a more concise analysis.

Second, the contextual implementation in recipient country, Cambodia is under research. Bilateral relations between Korean and Cambodia has been going strong through development assistances, but the channel of engagement between Korea's government toward Korea's NGO is not sufficiently explored despite there is a number of Korea NGOs operating in development assistance in Cambodia. The research aims to find an established ground for this relationship and address coordination in aid allocation between state and non-state actors, channelling to developing countries. The global aid chain is different, depending on the context of the donor's priority of development issues, implementation strategies and limitations

Third, the significant of Korean NGOs in Cambodia has never been statistically review. Given these three main points, the research is essential to knowledge concerning not only Korea's development assistance, but it also focuses specially on a newly systematic approach of Korea to CSOs in Cambodia. So, the finding on the relationship allows readers to understand South Korea's ODA – NGOs characteristics and the sources of South Korea's INGOs within the context of Cambodia.

Before formulating a research question, the literature review is conducted on Korea's ODA and NGOs relationship to gain insight into the previous development of each actor in development assistance and progress that will later be analyzed in the context of Cambodia.

## **Chapter 2: Literature Review and Methodology**

### **1. Literature Review**

The research subject on Korea's development assistance regarding the relationship between Korea's foreign aid policy and INGOs is fragmented due to the broad discussion of each variable. So, to build a comprehensive literature review, it is divided into discussion sections. The following literature review will clarify 1). Theoretical paradigm to analyze the case study, identify 2). the development and relationship of Korea's ODA and NGOs, and 3). Methodology for factors of influence.

#### **1.1. Theoretical Framework: From Liberal to Gramscian**

This case study serves as a context that contributes to the broader theoretical debate on the relationship between the state and civil society in a development aid paradigm. The role of civil society organizations (CSOs) in development aid has been transforming its narrative in international relations (Gulrajani, 2011; NGOs in international politics).

Traditionally, international development assistance was a trend from traditional western donors who promoted liberal democratic values through an increasing number of International Non-Governmental Organizations (INGOs) (Kim D., 2006). From a top-down view, this growth indicated a social movement between a strong state and IGOs for an international regime by advocating for a change of state policies that allowed NGOs to mobilize resources and political access (Kim D., 2006). As socialists and constructivists suggest, this top-down pressure is a new pro-NGOs international norm to include NGOs in the political process. This has created

a complex symbiotic relationship between the states, IGOs and NGOs to find mutual interest for functional interdependence(Jong Lee & Sun Lee, 2016). The concern for foreign aid lies between the radical pessimistic of aid and the reformist for aid effectiveness (Gulrajani, 2011). Basically, the distinctiveness of theoretical view on foreign aid and aid effectiveness are beneficial for the great aid debate to reduce harm and maximize effectiveness. As pointed by Gulrajani, the increasing presence of NGOs has challenged realism which mainly focuses on states and significant power interactions. Generally, realism does not focus on non-state actors. However, other strands of realism expend the discussion of state behavior based on other components as strategic features of the state's foreign policy (Laksmana, 2013). It is predominant in explaining a symbolic power between donors and recipients, serving both states' interests and reiterating social hierarchy and capitalism (Laksmana, 2013).

During post-cold-war reconstruction, a non-traditional approach appeared because ideas were shifted more toward economic orientation and institutional effectiveness. From an economist perspective, the growth of NGOs is an approach to the welfare state by addressing the three-failure theory (Weisbrod, B. A., 1972; Hansmann, 1980; Salamon, 1995). First, the failure of government is when there is an undersupplied of public service and asymmetrical information. Second is contract failure theory explains the role of NGOs in supplying public goods; third is a voluntary failure when there is philanthropic insufficiency, particularism, paternalism, and amateurism (Salamon & Anheier, 1998). This results in competition for the welfare of the people by the government and the third sector, which is non-governmental or private foundation. Finally, a modern view on the linkage between

NGOs, civil society, and the state is by Hegel, de Tocqueville, and Gramsci. A modern state power approach is a balance between hegemonic and counter-hegemonic forces. Gramscian indicated power as a “necessary combination of consent and coercion.” (Whaites, 1998). As briefly discussed, the different theories emphasize power relations and the concentration of strategic outcomes.

Given these different perspectives, the case study cannot comprehensively argue and evaluate the characteristic of Korea’s development assistance channelling through state and INGOs within these theoretical spectrums. However, for the purpose of the study, these theory guided research to avoid extreme assumption and intended practical knowledge of the relationship between Korea’s state and CSOs is elaborated based on legal basis, implementation machansim and the level of cooperation, determined by sources of funding and sectors of cooperation.

## **1.2. Development of the Relationship between Korea’s State and NGOs**

The review of the literature regarding Korea’s state and NGO institutions reflected upon the status quo of the relationship and its limitation.

### **1.2.1 Factors of Development**

Interestingly, the civil society features of Korea have been dynamic following the evolution of its democratization and economic development.

It is argued that the legacy of authoritarian regimes was a stimulus to the civil democratic movement to demand more democracy and open a socio-political space to emerge. This established an institutional framework and government administration (H. R. Kim, 2000; I. Kim et al., 2002). After the 1945 liberation from Japan, Korean civil society has been through 3 phases of development in the form of a social, political, and economic group to advocate for democracy and the provision

of public goods. The first phase of the repressive regime of the 1950s marked a revolutionary movement of students and intellectuals in April 1960 against the undemocratic state. The second phase was between the 1960s – 1987, when the growth of NGOs in Korea was forming into advocacy-oriented activities, education and service-oriented organization and quasi-government organization which mobilised for national development and policy making. Third phase began with a rapid increase of people's movements and non-governmental organizations in the mid-1980s, on democracy consolidation. Three prominent NGOs have advocated policy-related activities working for democratization, such as Fair Election Campaign and Public Opinion for policy proposals. For economic justice, the PSPD promotes good public practice against arbitrary management of chaebol business groups. For civil rights, CCEJ pushed for a real-name financial transaction system and the legal registration of land ownership. For environment protection, peacekeeping, and human rights, The KFEM focus on public goods provision. The challenges for NGOs will be to play strategic roles as effective and fully engaged partners of the state in consolidating further democracy in Korea.

The Second accommodation to the growth of NGOs in Korea is Law and regulation (Andrade Lage & Nemer Caldeira Brant, n.d.; I. Kim et al., 2002; Lumsdaine & Schopf, 2007b). In the 1990s, the amendment to the 1963 law on establishing and operating civil organizations represented an open to civil society activity. For example, civilian welfare organizations advocated for Civil Welfare Law Corporation to no longer require approval from the government and for for-profit activities to carry out without prior consent of the government authorization. In the spirit of public transparency, the government also passed a law that guarantees

full accessibility of information to individuals and groups, the Information Disclosure Law 1998. Furthermore, NGOs began to gain more excellent institutional status and increased financial support when the ruling People's Congress for New Politics passed legislation in 1999 for incorporated status and tax exemption for a non-profit organization. In government institutions, the NGO Cooperation Division at the ministry of Government administration and Home Affairs acts as an efficient centralized coordination between the government and the NGO sector.

In brief, Korea NGOs or civil society began as a democratization catalyst and continues to pursue politic and economic influence through advocacy, public participation, and public good provision. The growth is diversified through changing social issues and political space based on government administration, law and regulation. States are no longer the only institution to undertake public functions. Civil societies fill in ideological and political vacuums and provision of public goods and services. NGOs, the state, and the market are interdependent in the public domain (Lumsdaine & Schopf, 2007). Therefore, it was identified that the Korean government, to some extent, recognizes NGOs as social entities with diverse, creative, and expert human resources in dealing with social issues.

### **1.2.2 Relationship between South Korea's State and NGOs**

With a significantly rich history of relationship development, it implicated the current existence of Korea's NGO within the state.

First, it is crucial to understand the characteristics of Korea's organizations within the state. In Korea, organizations located between the state and business (I. Kim et al., 2002): NPOs (beyoungri danche), NGOs (mingan danche), civil society organizations (simin danche), civic movement organizations (simin woondong

danche), and public interest corporations (gongick bubin). The term NPOs refers to all nongovernmental and nonprofit organizations and associations. For NGOs, it describes the non-profit organization, civilian government or voluntary organizations and international organizations that focus on a wide range of issues except for educational institutions and nonprofit medical institutions. A significant component of NGOs is civic groups, social service providers and cultural organizations. The third category is civil society organization which is a private, public-good oriented and voluntary base. It is similar to NGOs but excludes foundation, business and professional association and focus more on public-interest-oriented NGOs. They are influential in state and business behaviour in the aftermath of the economic crisis in 1997 because people can do civic engagement and political participation through civil society organizations for the policy-making process. The fourth type is civil movement organization which concentrates on democratic advocacy, reform-oriented and public mobilization. It has been historically dynamic in Korean society. Next is a public-interest corporation. It is a legal nonprofit organization or registered NGO. There are two purposes. One is to serve the public, and another is member-serving. It can be educational institutions, a foundation for grants or scholarships, social welfare institutions, religion, art and culture and medical corporation. Lastly, the law which promotes nonprofit civil organizations was enacted in December 1999. It aims to urge citizen volunteerism to benefit society. Overall, civil participation in social, politic, and economic spaces highlights Korea's civil society. Nevertheless, with the changing nature of civil society, it is essential to be open to different definitions in different contexts.

Despite the precise categorization of Non-profit Organizations, South Korea's

civil society presence is debatable. (I. Kim et al., 2002) proposed that civil society organization is dependent on the state with no indigenous capacity as self-help organization. If considering a westernize concept of civil society that handled public issues for democracy consolidation, it does not apply to South Korea. At the same time, there are several challenges for NGOs to legitimize themselves. (Kim, 2009) Noted NGOs' declining status due to structural weakness, over-politicization, and a cosy relationship with the government. This was because other entities gained government support as economic growth actors: big corporate, judiciary, and political institutions. To add further, (Rhee, 2011) argued that government legislation toward NGOs not only regulates their activity but also causes them to lose their neutrality and autonomy. This has significant implications for South Korea's participatory democracy and the legitimacy of NGOs. Understanding the factor of growth and the dynamic and changing nature of NGOs in a local context will serve as the basis of the approach to understanding the relationship outside of this local context. Next, the paper will review Korea's expansion of international development assistance activity through government and non-governmental channels.

### **1.3. Development of the Relationship between Korea's ODA and NGOs**

As the presence of Korean NGOs has been contributing to international development, more literature investigates its origin and growth alongside Korea's official development aid by looking at factors such as international affairs participation and historical institutionalism.

South Korea's conversion to ODA was a strategic motive at an international level and took a more active role later (Lumsdaine & Schopf, 2007b). South Korea's first donor participation was in 1963 through joining a training session under the



United States Agency for International Development (USAID). Development assistance initiatives by South Korea started in 1977 when the Ministry of Foreign Affairs and Trade of Korea (MOFAT) started providing technical cooperation to some developing countries. Nevertheless, South Korea started to actively function as a donor country when the Economic Development and Cooperation Fund (EDCF) in the Korea Export-Import Bank (Exim bank) was established by the Ministry of Strategy and Finance in 1987. The Korea International Cooperation Agency (KOICA) was created in 1991 to administer concessional loans and grant aid. Being one of the poorest countries in the 1960s, Korea gained significantly from receiving \$4.8 billion ODA from 1945 to 1977, foreign exchange from grant aid in the late 1940s and 1950s, and capital for investment, skills, and technological industry from the 1960s in overcoming the devastation of Japanese colonization (1910–45) and from the Korean War (1950–53) (J.-K. Kim & Kim, 2012). Until 2011 under “Busan Partnership for Effective Development Cooperation”, Korea played a pivotal role in shifting development cooperation, fitting the new development cooperation context (OECD, 2011). It has encouraged new global influencers, such as China, India and Brazil, civil society, and business to participate in development cooperation. A comparative study of East Asian Foreign Aid (Watson, 2012) discussed the validity of the previous debate on the case of South Korea’s ODA strategy. It suggested a qualitative shift in the top-down approach and that NGOs can serve as an integration of institutional effectiveness. South Korean NGOs have expended from an aid agenda of an elite-led ODA model toward a new grassroots paradigm of foreign aid for sustainable civic support and accountability to recipient countries. Compared to Japan and China’s characteristics analysis, (Lim, n.d.)

proposed that the interest in Korea's aid is for diplomatic and commercial purposes in their aid policy which was reflected in its aid allocation to economic infrastructure development. Despite the similarity between Japan, China and Korea, each donor has distinctiveness, suggesting that there might not be a model of East Asian donors. Korea ODA showed a statistically significant ODA in different channels, but there is no specific test on the strength of the relationship between government and non-governmental actors. At large, the assertion to formulate the East Asian Model still withstand debate because it paves the way for new emerging donors to redefine the purpose, the mean, and the end goal of aid to developing countries, especially today's globalized international political economy, which is different from western donor's agenda-led by-products of the post-cold-war era. By establishing the relevance of this case study in the literature, the following discussion will investigate the context of Korea's state and NGO relationship and the ODA integration of NGOs in developing countries.

Nevertheless, this growing presence of South Korea as an emergence donor does come with challenges. Korea ODA's framework is still under construction because of three factors: the dilemma of national interest and DAC global standard, unstable aid provision by types of aid, amount, region, and the principle of aid performance (Chun et al., 2010).

#### **1.4. Empirical and Statistical Analysis of the Relationship between Korea's ODA and INGOs**

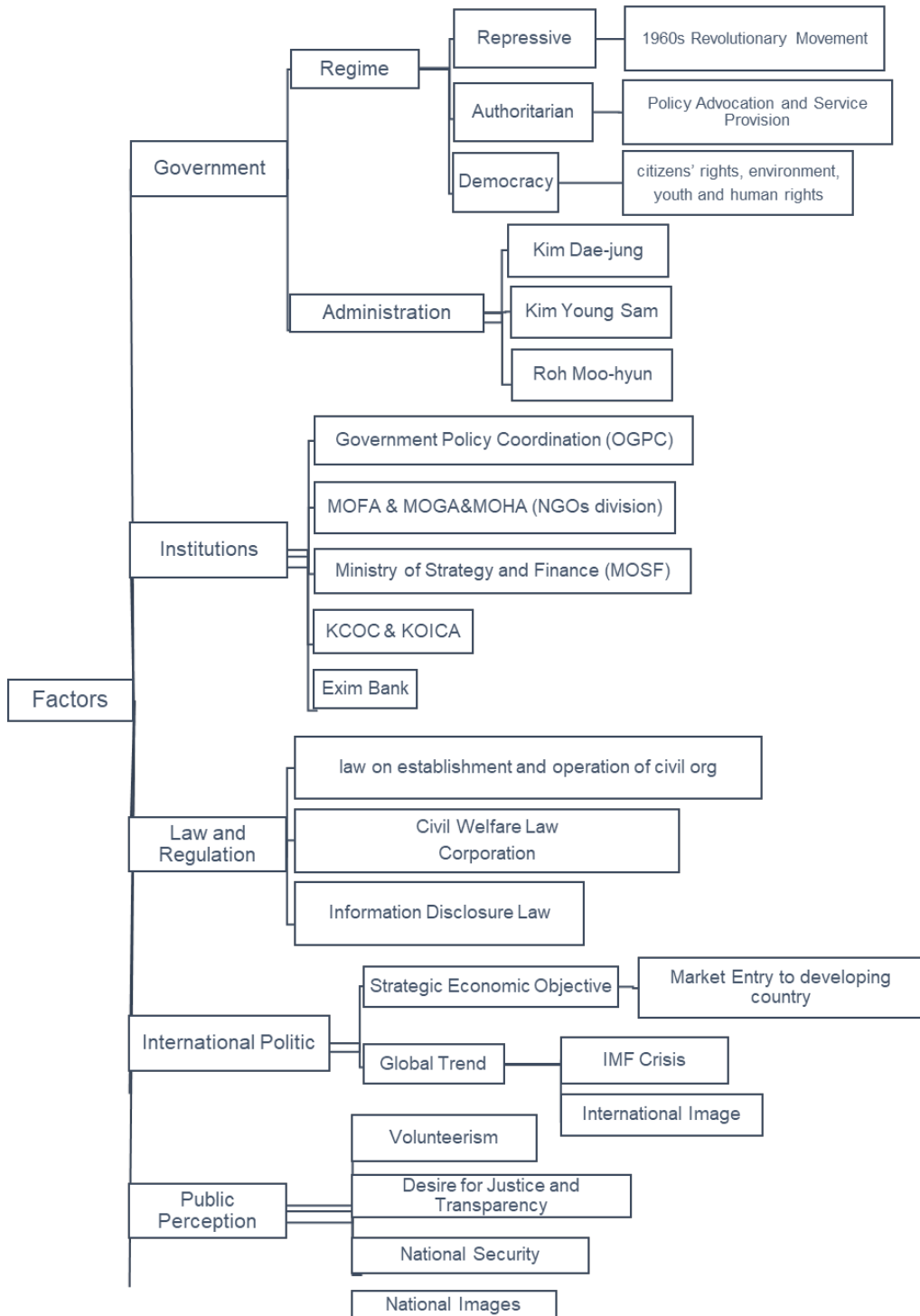
Generally, the trend of academic research into Korea's International Development Cooperation and Civil Society from 2001 – 2020 has gradually increased (Kwang, 2021). In 20 years of a systematic review of 63 academic papers

published in the journals, the result showed that the most researched theme is the government-civil society relationship. However, there is little discussion of this relationship on international development cooperation. Two analysis factors are policy and performance issues based on qualitative and quantitative analysis. First, policy issues, it mainly concerned with definition and context. While for performance issues, the study focuses on challenging factors that hindered the growth of Korea's NGOs in development cooperation. One common conclusion is that there are fragmentation of policy and performance implementation and an even more incomplete discussion of the Korean context reflecting theoretical discussion of the relationship.

For statistical analysis, it suggested a contrasting result regarding the influence of Korea's ODA and Civil Society Organizations (CSOs) on each other (E. M. Kim & Oh, 2012.; J. Kim & Jung, 2021). Relationship showed interdependence decision-making. The study used the Tobit model covering 23 years and 154 recipient nations(E. M. Kim & Oh, 2012). At large, the Principal-agent model is not entirely applicable to CSOs and the South Korean government's financial support as a funder because there is no perfect influence and monitoring of this cooperative and complementary relationship(E. M. Kim & Oh, 2012). Korea's ODA is allocated to recipients according to NGOs' interests, while NGOs arguably follow ODA recipients(J. Kim & Jung, 2021). On the other hand, Korea's ODA is determined by donors' economic interests and recipients' income status. In contrast, Korea CSOs' aid provision is determined by two factors which are recipients' needs and ODA recipients. (E. M. Kim & Oh, n.d.; J. Kim & Jung, 2021).

In brief, the study of the relationship is meaningful when it is discussed in qualitative and quantitative analysis. So, the case study will need to investigate the government's strategy in foreign policy and the performance data.

**Figure 1: SUMMARY CHART Factors of the Growth for NGOs and ODA**



## **2. Research Methodology**

Determining the factors for relationship analysis is extremely broad, and it is no easy task. One determiner that stands out is the influence of the government on NGOs. Based on the literature review, the relationship between Korea's ODA and Korea's NGOs is interdependence based on decision-making, and the activity funding is complementary. However, it limits the understanding of whether NGOs' operation is based on the government's funding or whether the government supports the existing NGOs' operational agenda.

### **2.1. Research Design**

To identify the relationship mechanism of South Korea's foreign aid policy through ODA toward Korea INGOs, the research uses an explorative method using secondary data, both qualitative and quantitative. The case study will investigate the government ODA's mechanism, such as policy and implementation measures in the recipient country, and how this mechanism involves NGOs.

#### **a. Scope**

The study's timeline is from 2017 until 2022 because this timeframe included the new global agenda of Sustainable Development Goals (SDGs) and the Inauguration of Korea president Moon Jae-in in 2017. This could have implications for global governance direction on intergovernmental institutions such as Organization for Economic Co-operation and Development (OECD), Korea Foreign Aid policy innovation on government agencies such as Korea International Cooperation Agency (KOICA) and network agency which is Korea NGO Council for Overseas Development Cooperation (KCOC). As for the recipient country, in 2015, Cambodia promulgated Law on Association and Non-governmental

Organizations (LANGOs), which required Foreign NGOs to register its office for conducting the operation.

**b. Research Question:**

1. How does Korea's government engage with the Korean NGOs in development assistance to Cambodia?

**Sub-research questions:**

1. Under OECD's standard, how does it shape the Korea's approach to civil society organizations?
2. Under Cambodia's bilateral relations, how does Korea's government agency collaborate with Korean's NGOs in Cambodia?
3. Does Korea's government fund Korea's NGOs in Cambodia? If so, to what extend?

**c. Conceptualization**

The foreign aid policy focuses on Official Development Aid (ODA) in studying Korea's development assistance. OECD defines ODA as "government aid that promotes and specifically targets the economic development and welfare of developing countries and includes the provision of grants, loans and technical assistance". More specifically, the aid for civil society organizations is reported to the OECD creditor reporting system. The concept of the research question is discussed below.

ODA: "government aid designed to promote the economic development and welfare of developing countries, and includes the provision of grants, loans and technical assistance" Types of ODA are bilateral and multilateral. The study focuses

on the bilateral that the Korean government provides through a partnership agreement with the recipient country for CSOs collaboration.

Korean INGOs refer to NGOs headquartered in Korea and registered as Foreign NGOs at the Cambodia Ministry of Foreign Affairs under Law on Association and Non-Governmental Organizations. The NGOs in Cambodia are governed by Cambodia's Law on Association and Non-government Organizations (LANGOs) through a Memorandum of Understanding (MOU) renewed every three years. Korean INGOs are under the category of NGOs and must register their office at Cambodia's Ministry of Foreign Affairs and International Cooperation (MFA.IC). The registration mainly requires headquartered registration, funding sources and three-year project plans and partner ministries (The Royal Government of Cambodia, 2015). For the terminology concern, NGOs, INGOs or FNGOs are interchangeable, referring to Korean NGOs with an office in Cambodia.

Lastly, the relationship is measured by the determined state's agenda, sectors, and budget volume. Agenda can be determined by the policy stated by the Korea government for budget and sectors; these refer to the amount of financial support to and through INGOs for specific sectors of development. The more considerable the amount of the government's budget and sectors compared to INGOs' own financial and sector direction, the more interference. The result of the analysis will discussion further on this characteristic and reflect on the theoretical debate of the State and NGO relationship.

## **2.2. Data Collection and Analysis**

The study will do a triangulation on the secondary data, both qualitative and quantitative from sources such as OECD, Korea's government legal framework,



policy and report and Cambodia's government database on Korean NGOs in Cambodia. The documents for analysis from OECD are OECD's Publication on Development Assistance Committee Members and Civil Society, OECD's Development Cooperation's Working Paper – Enabling Civil Society for Sustainable Development: select survey finding (2018-2019), Development Assistance Committee (DAC) Peer Review 2012, 2018, DAC-Mid-Term-Korea-2021. For Korea-Cambodia implementation on government-NGOs relationship, it will analyze Framework act on International Development Cooperation, Korea ODA white paper (2017 – 2020), Mid-term strategy (2016-2020 and 2021-2025), “The Korean Government's Country Partnership Strategy (CPS)” 2016 – 2020 and 2021- 2025, Cambodia partnership strategy (CPS) 2016 – 2020 and 2021 – 2025 KOICA annual reports 2017 – 2020 and Institutions which are The Office of Government Policy Coordination (OGPC), International Development Cooperation Committee (CIDC), The Ministry of Foreign Affairs (MOFA) for Korea International Cooperation Agency (KOICA)'s bilateral grants. The Ministry of Strategy and Finance (MOSF) for EDCD. Lastly, the database of government funding for Korean NGOs from KOICA and Cambodia Development Council website.

The paper is structured in three parts based on a conceptual framework using a top-down approach. First, the paper starts by defining key concepts, contextualizing policy, structure, and implementation of Korea's foreign aid policy in three parts: Korea as a member of the OECD, Moon Jae-in's government, and the KOICA office in Cambodia as funding agencies of NGOs. In addition to empirical study, data is included for analysis to identify the strength of the relationship through

agenda, sectors, and volume of aid using statistical tests (regression, F-test and T-test) in order to provide insights on the extend of outreach of Korean government to Korean NGOs in Cambodia. Lastly, the paper will discuss analysis with the current discourse on existing literature and conclude with implications.

### **2.3. Limitation**

The case study scope is narrowly focused on the case of South Korea INGOs in Cambodia; therefore, it cannot be generalized. It should also be noted that the factors are not exhaustive. The selection of the factors for the study is due to the availability of data because it is based on secondary data from the government and INGOs. It should also notice that it is an English language-based approach, so there could be substance limitations. Therefore, it is recommended that further study should explore a more extensive scope of comparative regional-based study using other determinants.

## Chapter 3: Discussion and Analysis

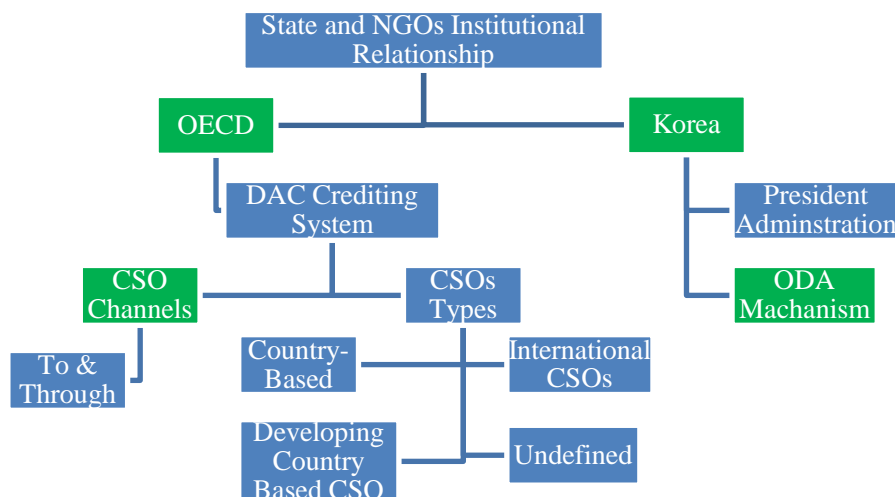
In this chapter, the study of the relationship between Korea's state and NGOs in development assistance is analyzed on three levels. It is structured in Logic Tree Diagram as the following.

### 1. Conceptual Framework

#### 1.1. Defining Relationship through Institutional Framework

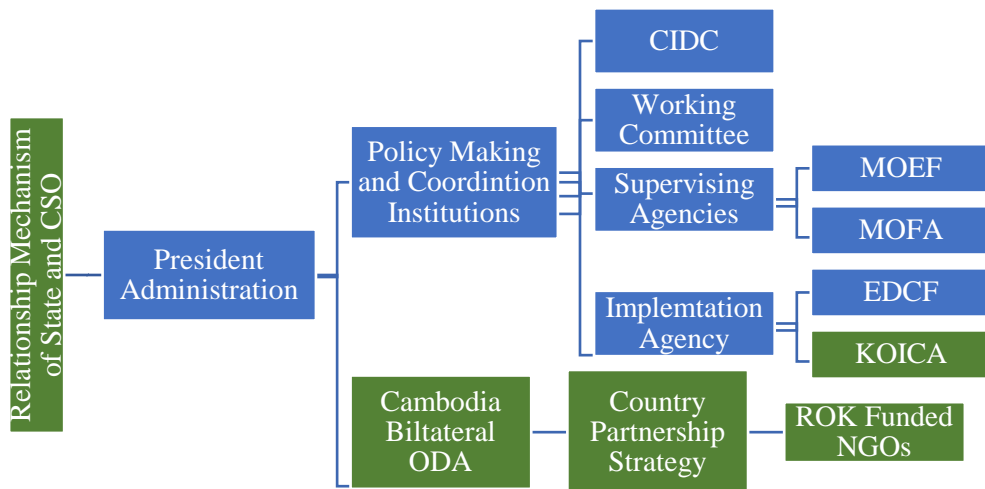
At the international level, Korea is a member of the OECD, which has progressively integrated civil society into the development agenda. So, this analysis examines existing guidance, agreement, or policy that influence Korea to build a relationship with NGOs. Second, at the national level, bilateral relations between Korea and Cambodia are analyzed based on the extend of partnership country cooperation inclusion of NGOs. The two-level analysis provides insight into the structure and policy framework in which Korea's state engages with NGOs.

*Figure 1 State and CSOs Relationship through Institutional Framework*



## 1.2. Implementation Framework

*Figure 2 Relationship Mechanism of Korea's ODA to CSOs*



At a domestic level, data will be measured based on sectors and the volume of funds between Korean NGOs' funds and the Korean government's funded NGOs. This comparison will provide a conclusion on two hypotheses in Chapter 4. The first hypothesis is whether the relationship of the Korean state is interference or inclusion of Korean NGOs in development assistance to Cambodia, and the second hypothesis is whether Korean NGOs are donor-state-led. By answering the two hypotheses, the study provides an understanding of the mechanism of Korea's state and NGO relationship, progress, and limitations.

## 2. Discussion

### 2.1. South Korea's ODA policy toward NGOs under OECD

#### 2.1.1. OECD Policy Formulation Discourse

Development assistance to developing countries through Civil Society Organizations (CSOs) is continuously making it relevant in the changing context of

the global development agenda. However, most DAC members' aid policy and implementation still linger in donor-based interests.

First, there are evident efforts that DAC members modified policy to accommodate CSOs in international development. Under Global Partnership for Effective development Co-operation (GPEDC), DAC recognized the need to enhance collaboration with CSOs in response to the SDGs agenda and voices from civil society. In 2017, the OECD Development Co-operation Directorate (DCD) established a work stream on civil society to guide DAC members. The comprehensive review was based on previous recommendations of OECD 2012, and developed a survey from DAC members (2018-2019) and the CSOs network. This has been the effort to the evidence gathering to policy action to be more coherence. The main key finding included a variation of definition and policy progress among members, objectives, financial channels, administrative and monitoring measures through the creditor system and “enabling civil society” survey (OECD, 2020.). In OECD, CSOs are defined as “non-market and non-state organizations outside the family in which people organize themselves to pursue shared interests in the public domain. They cover various organizations, including membership-based CSOs, cause-based CSOs and service-oriented CSOs. Examples include community-based organizations and village associations, environmental groups, women’s rights groups, farmers’ associations, faith-based organizations, labour unions, co-operatives, professional associations, chambers of commerce, independent research institutes, and the not-for-profit media” (OECD, 2010, p. 26).” This definition is a comprehensive inclusion of an entity. However, it is essential to remember that the context of civil society is fluid, and that the government refers to it based on its

relevancy(OECD, 2020.). For recording, CSOs are divided into four types such as Donor country-based NGOs<sup>1</sup>, International NGOs<sup>2</sup>, Developing Country-Based NGOs<sup>3</sup> and Undefined NGOs<sup>4</sup>. Financially, there are multiple channels for CSOs' support. Aids are channelled to CSOs in two ways: aid to CSOs and aid through CSOs (citation). Aid to CSOs contributes to the program conducted by the CSOs, while aid through CSOs is for donor-initiated projects. CSOs are viewed in two ways: as independent development actors in their rights who have their objective priorities, plan, and approaches and as an implementer of the program on behalf of members. The role of CSOs in policy is policy consultation and monitoring (citation). This strategy consolidates members' actions toward CSOs and is used for accountability and transparency measures.

Consequently, civil society has been a renewal part of major ODA reforms with different members' perspectives and actions. Policy documents include legislation, policies, strategies, guidelines, principles, and action plans. Two outstanding objectives are strengthening a pluralist and independent civil society in the partner country and realizing other development objectives beyond strengthening civil society in partner countries (citation). The first objective focuses on program

---

<sup>1</sup> Donor country-based NGO: An NGO that is organized at the national level and based and operated either in the donor country or in another developed country, i.e. one that is not eligible to receive official development assistance (ODA)

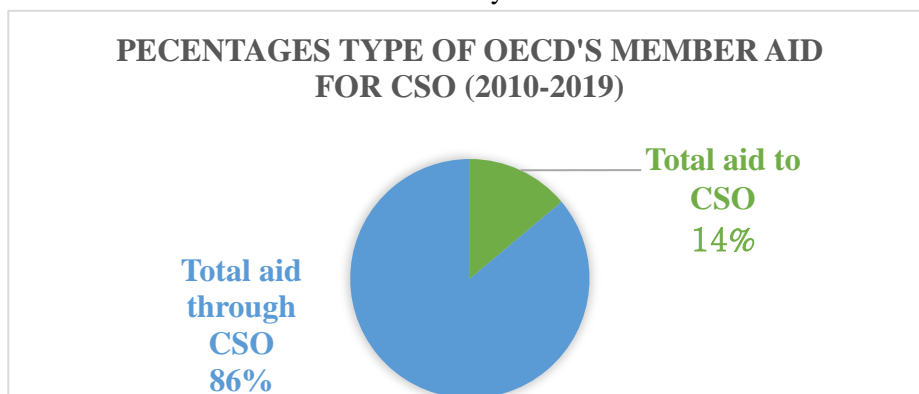
<sup>2</sup> International NGO: An NGO that is organised on an international level – meaning either an international co-ordinating body facilitates the work of the NGO members on the international level or the NGO has an extensive network of country or regional offices in the field – and has internationally diversified sources of revenue.

<sup>3</sup> Developing country-based NGO: An NGO that is organised at the national level and based and operated in a developing (ODA-eligible) country.

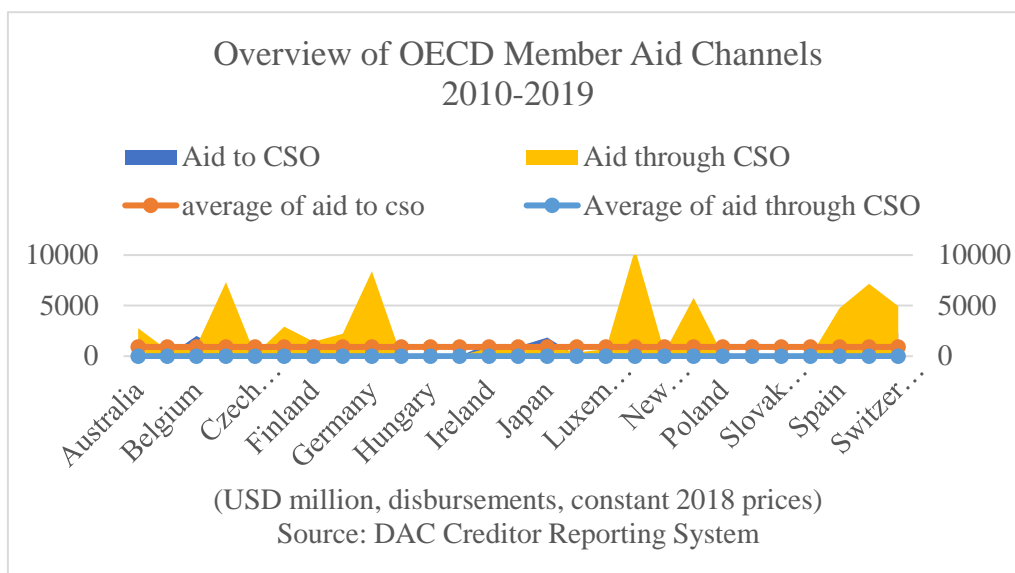
<sup>4</sup> Undefined: NGOs in this category are reported by donor under the code 20000 in the DAC questionnaire by donors (<http://oe.cd/dac-crs-code-lists>).

implementation, while the latter focuses on promoting human rights and democratization. These two objectives shared almost equal interest from members(OECD, 2020). This standard structure allows DAC members to record their performance and provide evident for a future effective action plan.

As the effort in partnering with CSOs differ among members, the study pointed to a dilemma in policy and implementation for DAC members. First, policy incorporation is varied (Wood & Fällman, 2019). It was surveyed that most members have some form of policy for CSOs and civil society, and 16 members have CSOs and civil society-specific policies while others are still in the developing phase to none (Wood & Fällman, 2019). So far, analysis suggests that OECD members tend to capture the advantages of CSOs' service delivery which promotes the donor's objective, and the integration of the policy is insufficient for it to be beyond a foreign policy (Takayanagi, 2020). Second, it is also reflected in financial and administration implementation (Wood & Fällman, 2019). The trend of government funding for civil society is rising in funds and share of CSOs support, but it does not capture the increased pressure and discussion on CSOs budgets in some countries. As data analysis suggests, in the past two decades (2010-2019), the two channels approach to NGOs seems to be biased toward one way.



**Figure 4 Pie Chart of Percentages of OECD Member's Aid for CSOs (2010-2019)**



**Figure 5 Overview Graph of OECD Members' Aid Channels to CSOs (2010 - 2019)**

The incentive forms this partnership is under both hard and soft incentives, which are financial and technical capacity, respectively (Huyse & de Bruyn, 2015). With the overwhelming majority of aid channels through CSOs, a few exceptions are countries such as Iceland, Ireland, Italy, and Japan. The analysis shows an overwhelming contribution of OECD members' through CSOs at 86% of total aid for CSOs with an outline of UK, US and the EU institution. (Huyse & de Bruyn, 2015). As previously mentioned, aid through CSOs represents a donor-based agenda implementation; in contrast, aid to CSOs represents support of CSOs projects or programs. Both DAC evaluation and literature discussion indicated that the aid channel of DAC still adjustment to better balance the approach between aid strategies. There has been the observation that the member policy is reflected in their term and conditions in dealing with CSOs. However, the direction seems to focus more on the state's interests in development goals and put the role of CSOs as service providers and less on the intention to civic space of the recipient country. (Verbrugge & Huyse, 2020) Indicated that five European countries' fund for CSOs are at an all-



time high, but changes in manage and allocation with increased emphasis on aid effectiveness and concern for closing civic space. Aid types of CSOs are challenging to distinguish in practice because of different country approaches to classification. For most European countries, it became apparent that there was a shift from structural and long-term funding toward smaller, more fragmented, and more ad hoc funding, for example. Countries with solid reform agendas in their CSOs support are Netherlands, UK, the EU and Belgium, but there is a lack of updates and reviews. In the case of the UK, the approach to civil society partnership has shifted to commercialization for outsourcing service delivery for minor funding schemes due to previous criticism of Programme Partnership Arrangements as instrumentalism of CSOs. Likewise, France's CSOs has been competing for scarce resources due to the sustained decline and meagre fund of 3% ODA. With a budget cut, Agence France Développement (AFD) “strategy for partnership with CSOs (2018–2023)” is the primary funding mechanism for French CSOs are the Initiatives OSC which reflects a national stability concern in the Sahel and migration issues. Alongside budget performance, Belgium and Netherlands’ CSOs also experienced budget cuts and modifying funding modalities. As for German, funding CSOs is an entirely different approach. The principles of subsidiarity and respect for CSOs autonomy has been expressed in the German Ministry for Economic Cooperation and Development’s (BMZ) strategy on government-CSOs relation though funding for political foundation and faith-based organizations (the political party has NGOs, church-based networks that got grant from BMZ) and limited share Förderung entwicklungswichtiger Vorhaben more private Deutscher Träger. This comparison signified that several DAC members, specifically Europe, adjusted their priority and

budget in consideration of CSOs while also maintaining the presence of support in different approaches for the value of aid effectiveness. In the effort to formulate the best coordination structure, access to finance and cooperation drew attention to the discussion on the risk of instrumentalization of CSOs and the balance of power between donors and CSOs beneficiaries (Sarah Group, 2020; Verbrugge & Huyse, 2020). Likewise, CSOs must deal with this change to capture the support of the state while also maintaining their autonomy.

In brief, understanding OECD's policy guidance and implication provide a foundation to study Korea's relationship with INGOs through a policy framework with CSOs. As illustrated, being a member of DAC, ODA for CSOs is developed under a review and recommendation from OECD, which can be found in CSOs' definition, policy, administration, and finance as well as evaluation and monitoring process. The relationship between the state and CSOs is a matter of stakeholders' narrative and performance. So, there is a need to find an appropriate and flexible mechanism that serves the best-interest and practices between state and CSOs. Next, a particular focus is on Korea's state under this policy guidance from being one of the members. The significant discussion will be regarding Korea's progress and its limitation for future points of consideration.

### **2.1.2. Korea's Civil Society Policy in a Catch-up with OECD**

Despite an absent of OECD's a single policy for CSOs, OECD members have been encouraging members to engage with civil society and NGOs through peer review for peer-learning and peer pressure so that members can make coherence development strategy and policy formulation integrating CSOs (OECD, 2010; 2012; 2019). With a vision to improve the purpose and implementation objectives of

development assistance, the concept of development assistance was reevaluated by DAC. The term “International development cooperation (IDC)” was emphasized in strategies, processes, and stakeholders as an improvement of the quality of development assistance (citation). Strategically, it was proposed that the solution toward poverty alleviation is not just economic growth alone but also the sustainable welfare of the recipient countries (Korea ODA White Paper, 2020). At the turn of 2015, this approach focuses on adopting Sustainable Development Goals (SDGs) and diversification of strategy toward economic and social infrastructures, political stabilization, capacity building and sustainable development. The process requires a holistic method involving stakeholders, such as the recipient governments, private institutions, civil society, and NGOs, with a standardized performance that is transparency and accountable (Korea ODA White Paper, 2020).

Korea’s legal framework for CSOs engagement in International Development Cooperation is a work in progress. Initially, Korea enacted the Framework Act on International Development Cooperation (Framework Act) and the Presidential Decree, which came into force in July 2010 and laid the legal basis for determining an adequate flow of ODA and the type of ODA. However, it was until 2017 that Korea took the legal step to widen its international developmental approach (KOICA annual Report, 2018). According to the white paper of Korea ODA 2017, development assistance was more than one-way support toward poverty eradication and improving the recipients’ welfare. It also reinforced the idea of collaboration between actors, donors and recipients (*Korea ODA White Paper*, 2017). In OECD Development Co-operation 2018 peer review, Korea’s approach to ODA has systematically improved through a better engagement with civil society (OECD

Development Co-Operation Peer Reviews KOREA, 2018.). OECD described the civil society in Korea as having a vibrant and growing capacity for humanitarian assistance and strong support from the public. So, it was recommended that strengthening cooperation with civil society would be a benefit for Korea to uphold DAC standards by establishing a normative framework for civil society as an implementation partner and an independent development actor (The DAC's Main Findings and Recommendations Extract from OECD Development Co-Operation Peer Reviews, 2018, p. 22). In 2021 mid-term review (DAC-Mid-Term-Korea-2021, 2021.). Korea's first civil society policy was adopted in 2019. In 2021, an implementation plan was a joint framework developed by and for the Korean development CSOs umbrella network and the Korea International Cooperation Agency. The policy provides a collaboration framework with civil society as an independent actor and implementing partners in development co-operation, humanitarian assistance and global citizenship education (DAC-Mid-Term-Korea-2021, 2021).

Nevertheless, Korea improved its credit in peer review in OCED by establishing these frameworks. There is still missing information in categorizing CSOs of their funding mechanism compared to the OECD classification of CSOs. Based on recommendations from the DAC of OECD, Korea was suggested to enhance an understanding of partner countries' needs and context, improve monitoring and evaluation framework, and increase the focus and quality of its bilateral and multilateral funding for actors such as private sectors and civil society. As a member of the DAC of OECD, Korea implemented this idea in International Development Cooperation Committee (CIDC), chaired by a prime minister. Notably,

“international development cooperation<sup>5</sup>” and “international organizations<sup>6</sup>” were defined and improved in establishing strategies, evaluation guidelines, monitoring of and support by supervising agency. Attention to CSOs was mentioned in article 17 of the Framework Act (2020 amendment) with support for civil international development cooperation organizations, stating the provision of consultation and attached appropriate conditions. Civil society partnership<sup>7</sup> is a collaboration of resources and expertise to achieve objectives that align with the bilateral strategy between the recipient country and Korea. In 2020, Amendment was made to the Framework act on international development cooperation with an enforcement date of November 2020 to enhance the appropriateness of policies for IDC and efficiency of implementation(국무조정실, 2020b, 2020a). With the latest mid-term review of 2021, Korea has enhanced its institutional framework. The revised Framework Act highlights the Office for International Development Cooperation at the Prime Minister’s Office (PMO) to increase support for CIDC. In 2020, aid allocation for CSOs was 2,7% of gross bilateral ODA to and through CSOs, compared to the DAC

---

<sup>5</sup> "International development cooperation" means concessional and non-concessional development cooperation directly or indirectly provided to developing countries and multilateral development cooperation provided through international organizations by the State, local governments or public institutions for the development and welfare of developing countries”

<sup>6</sup> The term "international organizations" means development-related international organizations (including non-governmental organizations) determined by the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD)

<sup>7</sup> civil society is defined as a non-governmental and non-profit organizations which people establish on their own initiative to pursue shared values and interests in public life [...] engaging in development activities to reduce poverty and inequality in developing countries; enhance the human rights and welfare of vulnerable people [...]; achieve gender equality; and realize sustainable development and humanitarianism. KCOC/KOICA,2019,p.,”

average of 15%. With this increase, the expectation grows for more funding channels for CSOs (citation). As illustrated, as a foundation of Korea's approach to development cooperation with CSOs the legal framework has increasingly paved the way for the state's support for CSOs as well a credible member of donors' country of the DAC – OECD.

Policy and institutional framework are continuously updated for a more comprehensive strategy and inclusive implementation. Mid-term strategy (2016-2020 and 2021-2025) set a solid institutional basis on ODA provision with an additional focus on partnership with civil society. At implementation framework, it is developed by The Office of Government Policy Coordination (OGPC) into “The Korean Government's Country Partnership Strategy (CPS)” 2016 – 2020 and 2021-2025 define development priorities with partner countries based on ODA volume, priority areas, mid-term allocation plans and implementation strategies (ODA Korea, 2022.-b; ODA Korea, 2021.-a). Despite the different contexts of partner countries, four main development issues were prioritized: economic infrastructure, environmental policy (alignment with SDGs), girls' health and education and agriculture development while also upholding an implementation value of transparency, accountability, and sustainability. To implement Korea's strategy, ODA is mainly channelled through Korea's government agencies, Korea International Cooperation Agency (KOICA), EDCE and Korean Embassy. So far, KOICA has been the intermediary agency of the Korean government to implement different types of aid. Public Private Partnership (PPP) is among other KOCIA performance programs. Through funding and capacity building, PPP is an initiative to enhance outreach to private sectors such as businesses, experts, universities, and

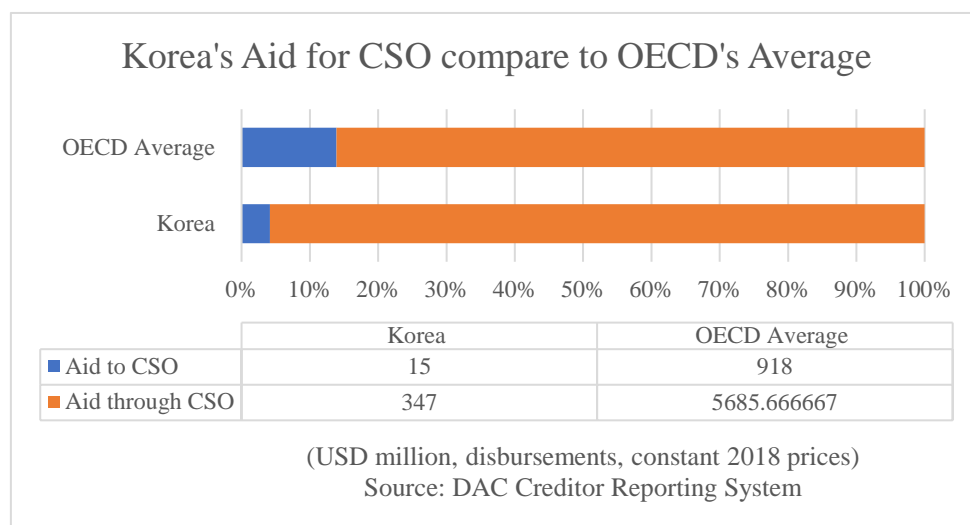
CSOs. Selection is made through an application process. Other Partnership Agencies include the Korea Association of International Development and Cooperation, ADA – Asia Development Alliance, Korea Civil Society Forum on International Development Cooperation, and Development Alliance Korea (DAK). As of the latest review, in mid-term strategy 2021, global inclusiveness is restated by focusing on four themes: inclusive ODA, ODA for shared prosperity, innovative ODA and partnership-based ODA (Jung & you, 2021).

Korea's engagement with civil society is gradually getting an appraisal from the DAC of OECD, but there is a growing expectation from civil society. There has been a strong expression of the need for closer dialogue with CSOs. Since Korea entered DAC in 2010, reform in ODA for aid effectiveness, especially in the inclusiveness of CSOs voice (Denizet et al., 2010). A comparative analysis of the mechanisms of OECD DAC members' partnerships with their NGOs and then Korean government-NGO partnerships, (Sohn; Kim 2011) concluded that Korean government and development NGOs still face many challenges and remain fragmented. There was no specification on objectives, methods, and measurement of collaboration with CSOs. It only mentioned an intention to work with CSOs under a country bilateral relation. As a result, the improvement of Korea's integration of Civil Society is recognized; however, precautionary regard to CSOs accountability and autonomy is still unwarranted (J. Kim & Jung, 2021). As of 2020, more than 150 CSOs as members of major CSOs networks such as KCOC and KoFID advocated for the institutionalization of government and civil society partnerships (Institutionalization and Implementation of Government-CSO Partnership to Effectively Fulfill and Achieve SDGs | Department of Economic and Social Affairs, 2022). The factors

include an increase in budget with a specific rate, expansion of public disclosure information for transparency and accountability, cooperation on policy obligation and implementation of IDC activities and establishment of a complaints mechanism. The recommendation from CSOs seems to align with DAC standardized demand from Korea's government. Korea is facing difficulty with the desire to reach the DAC standard of ODA as competition is inevitable from different stakeholders (S.-M. Kim, 2016).

## 2.2. Korea's Aid to and through CSOs

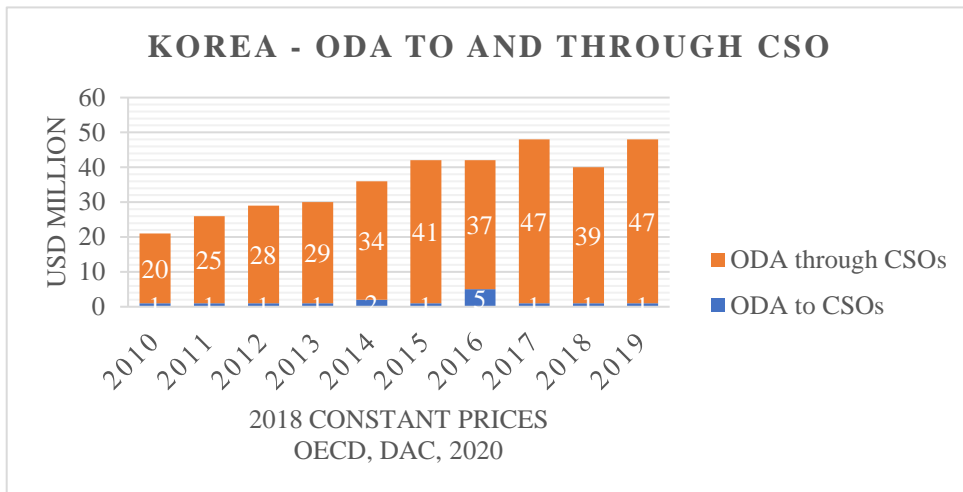
In the case of Korea, from an overview perspective, Korea's contribution to and through CSOs is generally below the average of the OECD. However, it has a similar tendency toward channelling aid *through* CSOs at 347 million USD in total from 2010-2019. In 2020, Korea allocated 2.7% of gross bilateral ODA to and through CSOs, compared to a DAC average of 15% (DAC Mid-term Korea, 2021).



**Figure 7 Bar Chart for Comparison of Korea's Aid for CSO to OECD Members'**



According to the OECD’s record of Korea’s fund for CSOs, it appears that although low contributions compared to members, Korea has made significant progress in aid channels through CSOs (2017 – 2019) with an increase of 10% from 2016 and maintained an average of 44 million USD. Korea also committed to “the concrete implementation of the policy, notably increased and more reliable and flexible funding, regular dialogue, and support for CSOs capacity building in Korea and partner countries” (DAC-Mid-Term-Korea-2021, 2021.). As previously evaluated by the OECD survey, Korea was in a policy developing phase, and CSOs funding is still under aid standards for CSOs and requires more effort.



**Figure 10 Bar Chart of Korea's ODA to and through CSOs**

At the governmental level, the relationship engagement of the government with CSOs has gained renewed attention but remained limited. First, based on government administration, the inauguration of President Moon Jae-in in 2017, whose party was progressive, set a new tone for close cooperation with the government and civil society (Nauta, Han & Kim, 2021). He aimed to improve South Korea’s activeness in international development cooperation in the “New Southern Policy” and “New Southern Policy Plus” with a vision to synergize issues of ASEAN

such as higher education, rural development, ICT, urban development, and transportation, based on the core values of People, Peace, Prosperity, and Planet. He was not the only president who pursued stronger relations with the region, but President Moon was the first president to visit all ASEAN countries plus India(The Moon Jae-in Presidency: Key Foreign Policy Legacies | BSoG, 2022.). Major Projects were Public Administration, Education, Agriculture and Forestry, Health, Energy, and Environment. For CSO, the fund was expected to increase finance twice from 2017 for NGOs, Private, and IOs, as well as additional provision of Social Safety Net for civil society partnership program (CPP). Since 2017, there has been a change to the development ecosystem, which aims to fulfil the needs of partners such as local government, enterprises, civil society, and the people (KOICA Annual Report 2017, 2017.)(KOICA Annual Report 2017, 2017.)(KOICA Annual Report 2017, 2017.). It was only in 2019 that there was an integrative framework that streamlined ODA through two types of partnerships which are government to government and government agency to NGOs, by alignment of recipient national development strategies and public participation through project selection and funding(2019 KOICA Annual Report, 2019; Korea ODA White Paper\_2020, n.d.). This movement toward comprehensive development and inclusive implementation can be translated as Korea's presential term toward international affairs and the role of Korea in global politics.

At the same time, there has been no independent or separated dedicated institution that is solely intermediary between Korea's government and INGOs, and CSOs in the recipient country. This relationship is under the execution of KOICA, which places CSOs together with private and academia collaboration.

KOICA has been the focal point in partnering with civil society by providing technical and financial support through the Public Private Partnership theme, which consists of Civil Society Cooperation Programs and the Civil Society Partnership Capacity Development Initiative. The OECD assessment illustrated that Korea's aid channel through CSOs was not merely an implementation of a program but aligning the objective of sustainable development and realizing humanitarianism(Wood & Fällman, 2019). Finally, there has been an extensive study on government administration implications on Korea's foreign policy and foreign aid. It should be noted that despite strong leadership from the president, South Korea's ODA was limited to domestic constraints from the legislative branch and government organizations (Snyder et al., 2018). Critics proposed that the diversification of ODA, specifically with the integration of CSOs funding, is a challenge on top of vertical and horizontal fragmentation. Given the ODA mechanism discussed previously to identity the flow of funding to CSOs, other studies explored deeper that there are more than the two executives supervising the Ministry of Foreign Affairs (MOFA) for Korea International Cooperation Agency (KOICA)'s bilateral grants. The Ministry of Strategy and Finance (MOSF) for the Economic Development Cooperation Fund (EDCF)'s concessional ODA loan. It argues that more than 30 governmental and non-governmental actors are involved in ODA project implementation(S. Kim & Kang, 2015). Therefore, this study does not cover this subject. However, in hindsight, there is a revival commitment between the government in CSO due to the presidency of Moon Jae-in, who gave attention to the global agenda and integrated Korea, arguably fulfilling the role of middle power through ODA(Jun Ayhan, 2019).

On the other hand, Korean CSOs have momentum in domestic and global development cooperation with the government. Before the presidency of Moon Jae-in, Korea civil society set the unifying demonstration of citizens' participation in candlelight protests for the impeachment of former president Park Geun-Hye and, later in 2019, of the former Minister of Justice Cho Guk. It indicated that there was a high level of political information and interests. At the same time, participating in decision-making processes has been limited due to the cosy relationship between the government and the independent CSOs (Nancy Kim et al., 2022). In domestic development, Korean CSOs has been working on issues such as democratization, human rights, women's right, environmental protection, and labour issues. Regarding international development cooperation, Korea CSOs faced challenges on their own and in cooperation with the government. The issues stem from structural weakness and expertise limitations. Most Korean CSOs are small-scale, and the lack of a unifying network hinders a collective strategy to have a significant presence in international development (Go, 2019).

In conclusion, at the international level, it appears there has been significant attention toward government and CSOs partnership, but the dedications of this relationship in actions are diverse. One thing clear is that Korea's relationship between state and CSOs has been a conditional growth based on DAC-OECD standards of practice and international norms. There could be advantages and disadvantages for members and CSOs aspects. Productively, the effort to provide guidance can offer coherence and consistency of strategy between states to legitimize its ODA for global interests (if any). At the same time, it risks simplifying the complex nature of CSOs and the question of the autonomy of CSOs for the interests

of the donor or the recipient's needs. At the governmental level, it is acknowledged that Korea has been committed to the relationship with evidence of the legal basis, policy, structural management, and reports. Unfortunately, the context of this relationship remained limited in understanding due to the renewed attention and the lack of exclusive communication channels between the state and the CSOs. Therefore, building a policy to achieve best practices in international development cooperation is ideal. However, it is vital to balance the rapprochement of the state's interests and its negative effect on the connotation of civil society and NGOs that focus their capacity on service for the people. OECD and Korea's defining CSOs reflects the boundaries of state and NGO cooperation. Naturally, ODA is diversified to accommodate new agenda and budget allocations based on development assistance priorities which are further discussed.

### **2.3. Korea's ODA for Korean CSOs in Cambodia**

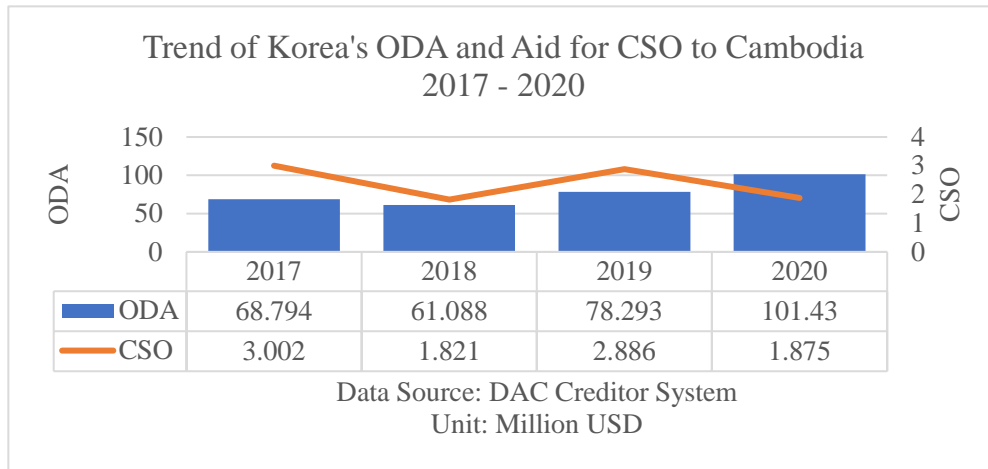
The collaboration between the Korean government and CSOs was gradually formulated through a legal and institutional framework based on the international standard of being a member of DAC – OECD. In Cambodia, Korea's government has followed such commitments through different levels of cooperation, such as government to government together with government agencies and non-governmental organizations. On the contrary, the commitment and outcome have yet to be consistent and utilize the potential of Korean NGOs in international development.

#### **A. Level of Cooperation**

First, the relationship between the government and NGOs has a low level of cooperation based on policy implementation. As illustrated in-country partnership

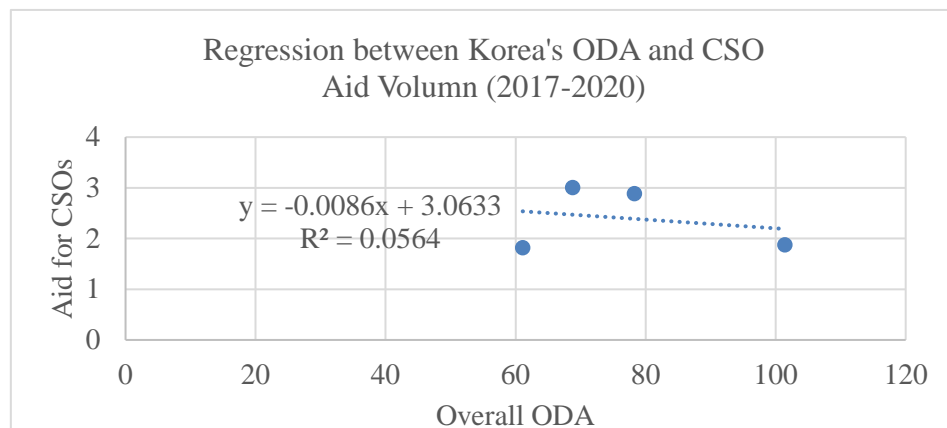
strategy (CPS) 2016 – 2020 and 2021 - 2025 published by Korea's ODA website, the content analysis showed that cooperation objectives have become more defining between governments, and implementation measures are more collaborative with local government authorities. In a country partnership strategy with Cambodia, Korea aligned cooperation objectives with the Royal Government of Cambodia's development strategy “rectangular strategy” phase III and National Strategic Development Plan (NSDP) 2014 – 2018. The allocation plan was based on efficiency, sustainability, and harmonization under the effectiveness principle of SDG, the Busan partnership agreement, DAC recommendation and strategies for the advancement of ODA. The partnership plan also included multilateral organizations: IOs, MDBs, INGOs, other donors, and Private Sector – PPP. Unfortunately, for partnership with NGOs, it seems to be phasing out despite a strong start in framework and platform regulation in 2017 to no commitment plan for CSOs collaboration in CPS 2021 - 2025. The available mechanism for the government to NGOs was gradually built in both passive and active manners. Starting from 2016, a basic plan for international development cooperation (2016-2020) was formulated, and it was only in 2018 that was a year of innovation that integrated collaborative partnerships. As a result, in 2019, the approach of civil society was through open and proposition funding measures. This means that government agency such as KOICA has opened a platform for private partner design and proposed a project. For proposition, KOICA discovers CSOs and plans a project. Along with coordination and implementation agencies such as KOICA, another agency provides information sharing and NGO representation such as KCOC, whose role is to build closer communication with Korean NGOs on the field and with KOICA for better funding and performance.

Moreover, Korean government funding for CSOs is generally low and is prone to tie funding to prioritized sectors aligned with country-bilateral cooperation. The relationship between the government and CSOs is also proven to be weak.



**Figure 13 Trend of Korea's ODA and Aid for CSOs in Cambodia (2017 - 2020)**

As a general trend, there is an extremely weak negative correlation between aid volume in Korea's ODA and Korean CSOs funds for Cambodia. In a gland, the trend shows an opposite direction of funding which is there is a steady increase in Korea's ODA for Cambodia, but the fund for Korean CSOs has fluctuated. As displayed, the fund for CSOs started in 2017 which 3.002 million USD and decreased to 1.8 million USD in 2020.



**Figure 16 Regression between Korea's ODA and Aid for CSOs**

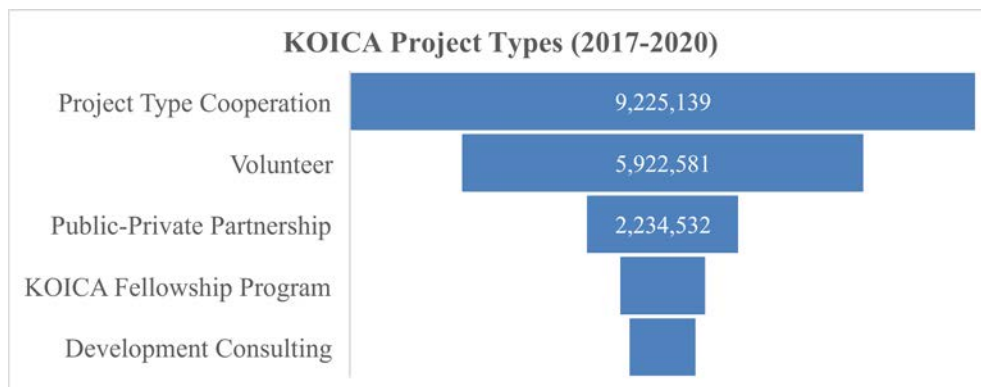
Regression was used to test the significance of a change in ODA and CSOs funds. Regression model was  $Y = -0.0086x + 3.0633$  with  $R^2 = 0.0564$ . This illustrated a weak relationship between Korea's ODA and CSOs Fund based on an R-square of 0.05, which is almost close to 0. It also showed a negative correlation which means CSOs funds decreased with a value of -0.0086 with an increase in ODA volume over 2017 – 2020. Therefore, it is confirmed that the relationship between Korea's government and CSOs in Cambodia is relatively weak.

## **B. Sectors Implementation**

In an implementation based on CPS, the bilateral assistance covered four major areas: transportation, water management, public health, and rural development. Each priority was assessed based on needs and provided with implementation measures and cooperation frameworks such as technical, financial support, public partnership, and triangular cooperation. The collaboration was expertise based in Korea and process coordination by the government of Cambodia with Cambodia's government institutions, such as Cambodia's Ministry of Public Work and Transport (MPWT) and Ministry of Water Resource and Meteorology (MOWRAM). It also executed through project-based which were Project for the Establishment of Preah Ang Duong Eye Hospital in Phnom Penh, Cambodia (2011-2015), the Health Equity and Quality Improvement Program (2019 – 2021), accounting for 7 million dollars and Conservation and Restoration Project of the Preah Pithu Temple Group in the Angkor Regions (2015 -2018). As a result, throughout the performance years, the partnership strategy was mainly focused on the Korean government as a service provider to the recipient country. To channel this agenda, PPP served as a program



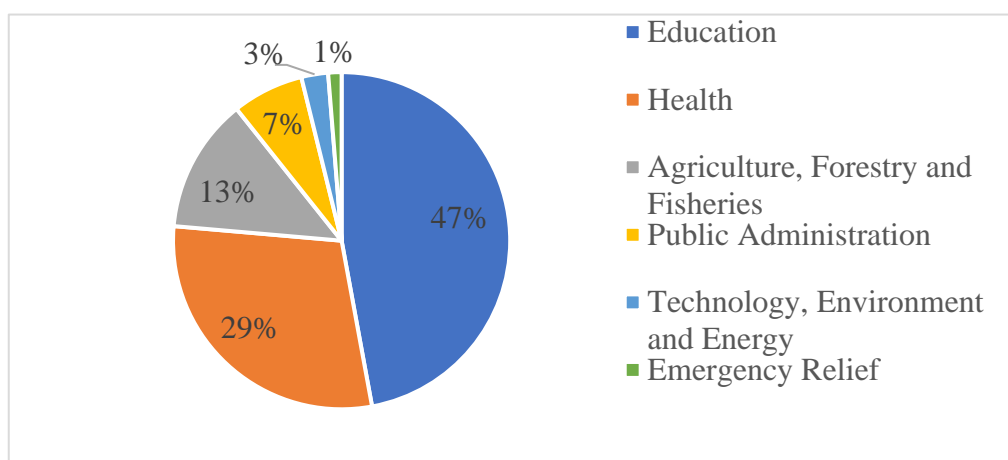
to engage with NGOs in Cambodia. From 2017 – 2020, PPP is the third most expenditure of aid by KOICA, accounting for approximately 2 million USD, 11% of



**Figure 17 Funnel Chart of KOICA Project Types (2017 - 2020)**

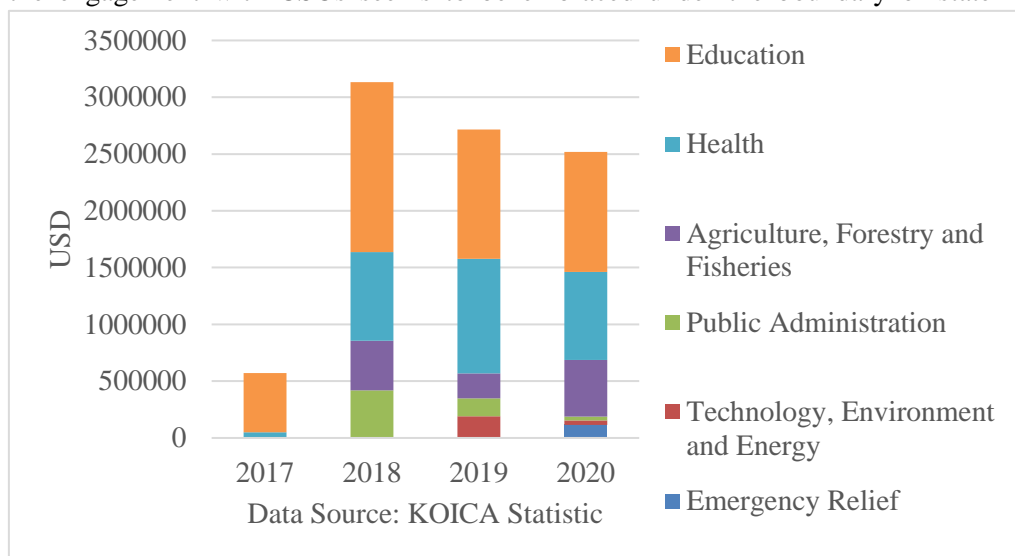
total KOICA aid.

At sectors disbursements based, there is a sharp increase in 2018, followed by a slightly downward trend until 2020. Notably, Education and Health sectors have been consistent and the highest funded sectors, accounting for 76% of total funding, followed by 13% in agriculture and 7% in public administration. These two sectors are competing for funding between 2018 – 2020 with an introduction of Emergency Relief in 2020 in response to the global pandemic of COVID-19.



**Figure 20 Pie Chart of KOICA Public Private Partnership Disbursement by Sectors (2017 – 2020)**

This performance is a positive reflection of the Korean government's efforts to strengthen cooperation with CSOs, but at the same time, selective toward support for CSOs, specifically for sectors in which it aligns with a bilateral agreement with a partner country. Setting a standardized approach to development assistance has advantages in defining development areas in response to recipient needs. However, the engagement with CSOs seems to be embraced under the boundary of state

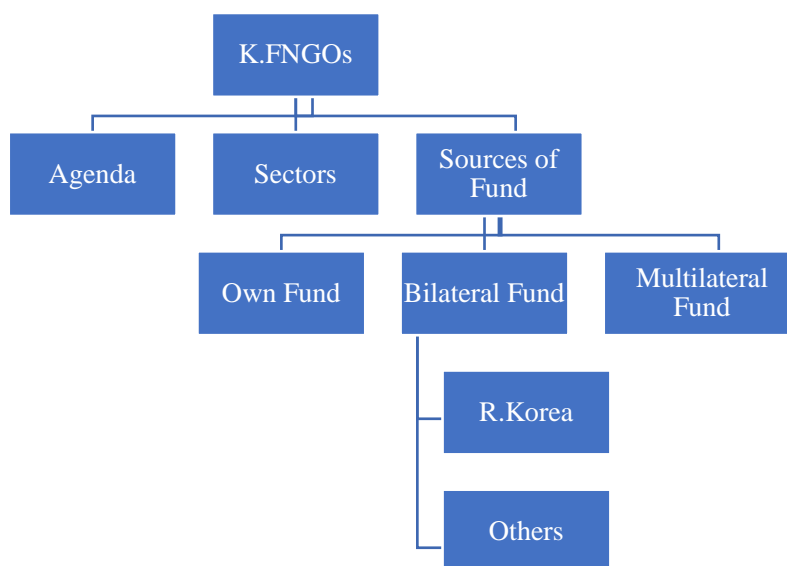


*Figure 21 Bar Chart for KOICA-PPP Sectors Disbursement by Years (2017 – 2019))*

bilateral agreement, which could consequently attract CSOs to be a service provider while also neglecting the diversity of CSOs.

### **2.3.1. Korean INGOs in Cambodia**

As previously illustrated, Korea's policy and fund for CSOs is relatively recent and low for Cambodia compared to Korea's ODA for Cambodia. So, to determine further how significant is this policy and fund for overall Korean CSOs in Cambodia, this section will conduct a comparative analysis between government funded Korean CSOs and Korean CSOs' in Cambodia on sources of funding, sectors performance and aid volume.



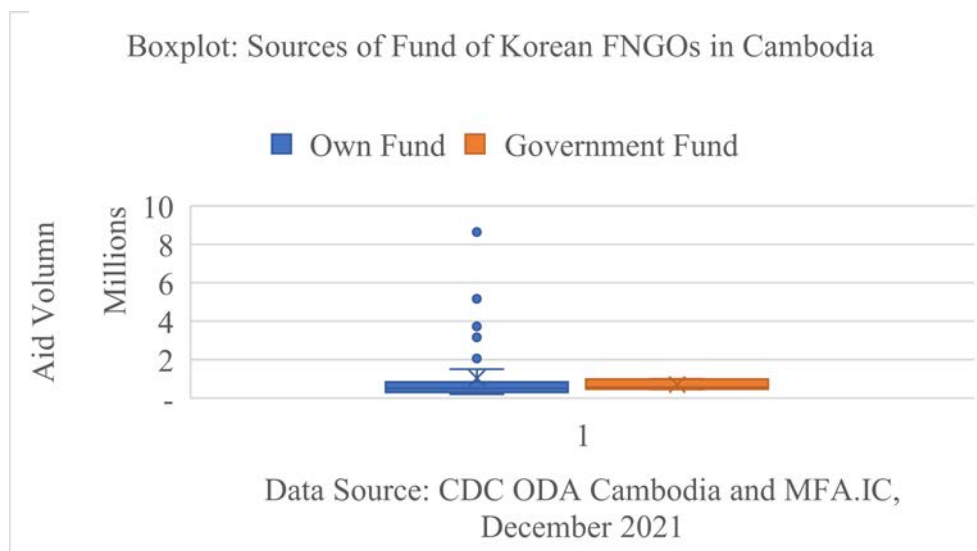
***Figure 22 Structure of Korea FNGOs' Fund***

Generally, sources of funds show that Korean government funding to CSOs is limited compared to overall Korean CSOs operating in Cambodia. Korean NGOs in Cambodia have three funding sources: own funds, bilateral and multilateral. Cambodia's development of Cambodia (CDC) is an essential source of information in recording foreign aid to Cambodia. It appears that most Korean FNGOs in Cambodia's source of funds is not mainly the Korean government. The number of Korean NGOs in Cambodia that have an MOU with Cambodia MFA.IC are between 43 – 45 FNGOs given the validity of 3 years MoU. Out of 45 FNGOs, only 5 FNGOs got funded by the Korean government accumulating 12 million USD from 2017 – 2022. under the projects “cooperation with academia, CSOs and Private Sectors. Comparatively, government-funded NGOs are small but moderately high in funding compared to Korean NGOs in Cambodia.

*Table 1 List of KOICA's Project with Korean NGOs in Cambodia*

KOICA Project Name	Cooperation with Academia, CSOs and Private Sectors	
Purpose	To support rural people through Korean NGOs' Activity in Cambodia	
Year	Grant (USD)	Implement Agency (private and NGO) List
2021	1,805,000	N/A
2020	2,430,252	Green Peace
2019	1,549,000	Cambodia Neighbor
2019		Help Age Korea
2019		Heart to Heart Foundation
2019		Good Hands Cambodia
2018	3,132,000	Cambodia Neighbor
2018		Help Age Korea
2017	3,280,838	Dail Community in Cambodia
2017		Help Age Korea
<b>Total</b>	<b>12,197,090</b>	
<b>Source</b>	<b>ODA Cambodia</b>	

*Figure 23 Boxplot: Sources of Fund of Korean FNGOs in Cambodia*



The Boxplot showed that the range of funding is below 2 million USD, and there are about 5 FNGOs that are outliers with funds of more than 2 million USD to 8 million USD.

To check the variance between the two groups, F-test is run. At a significance of 5%, the P value is 0.001, so it can conclude that own-funded FNGOs have a significantly higher variance of budget volume compared to government-funded FNGOs.

**Table 2 F-Test for Korean NGOs Funding Sources**

F-Test Two-Sample for Variances		
	<i>Own Fund</i>	<i>Government Fund</i>
Mean	1031502.874	699060
Variance	2.6271E+12	73416608000
Observations	39	5
df	38	4
F	35.78342191	
P(F<=f) one-tail	0.001578057	
F Critical one-tail	5.721582928	

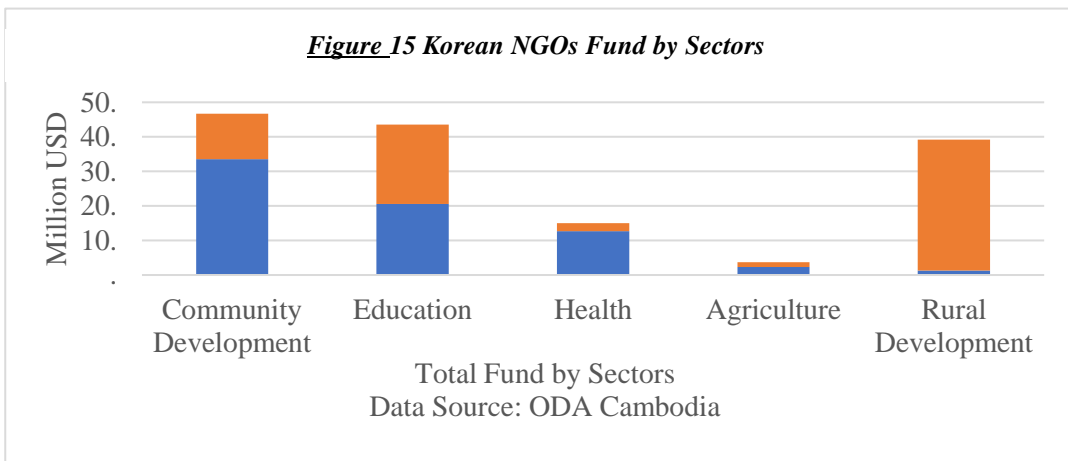
As there is an unequal variance between the two samples, it permits the study to run another T-test with unequal variance to see the significance of it.

**Table 3 T-Test on Korean NGOs Sources of Fund between own fund and government fund**

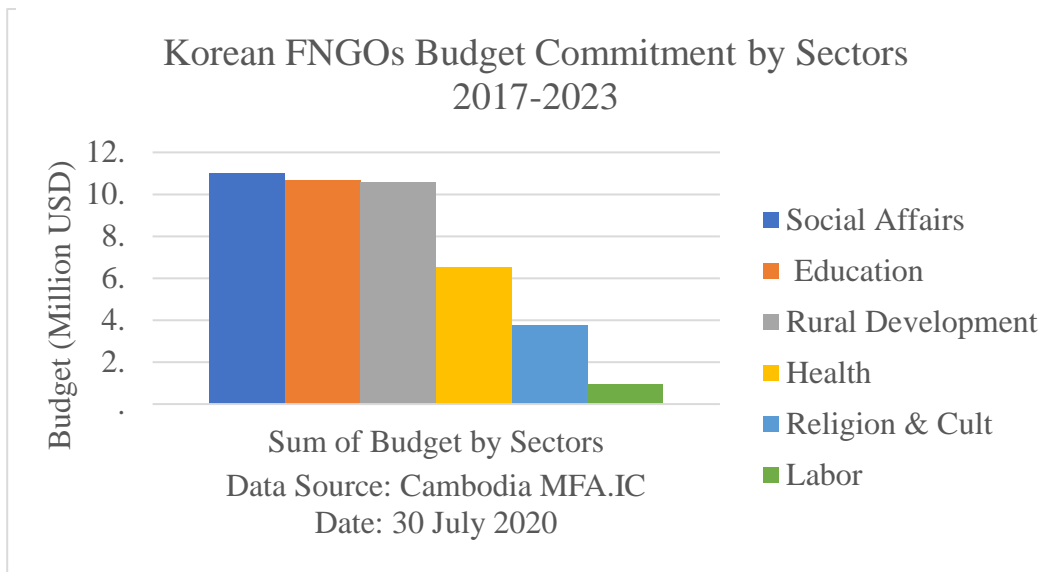
t-Test: Two-Sample Assuming Unequal Variances		
	<i>Own Fund</i>	<i>Government Fund</i>
Mean	1031502.874	699060
Variance	2.6271E+12	7.34E+10
Observations	39	5
Hypothesized Mean Difference	0	
df	39	
t Stat	1.160623903	
P(T<=t) one-tail	0.126425108	
t Critical one-tail	1.684875122	
P(T<=t) two-tail	0.252850216	
t Critical two-tail	2.02269092	

At a significance of 5%, the T-test outputs a P value of 0.12, indicating that the variance between government-funded FNGOs and FNGOs is insignificant. Therefore, despite the higher variation in own-funded FNGOs, it is safe to assume that the funds different of the five government-funded are not that significantly different from the other 40 FNGOs, making it evident that fund from the government is remarkable.

Secondly, for sectors, overall self-funded Korean NGOs have a higher budget expenditure in all sectors, such as community development, education, health, agriculture, and rural development. There are also differences in approach between government-funded NGOs and self-funded NGOs. Government-funded NGOs focus more on the community development sector than self-funded NGOs that pour more resources into rural development. For the education sector, both sources of funds approach it almost equally. Despite the absence of funding, Korean NGOs have been steadily operating in Cambodia with consistent funding for popular sectors such as education and health.



**Figure 24 Bar Chart of Korean FNGOs Budget Commitment by Sectors**



In an overall budget commitment (2017-2023), Social affairs<sup>8</sup> are the highest contribution from Korean NGOs. Of 45 Korean NGOs, many focus on social affair assistance, accounting for 11 million USD. However, interestingly, the highest budget commitment is on rural development with a maximum of 8 million USD and based on an average of one NGO (Bright Voice Service Center - BVSC) account for the highest average budget of 3 million USD in sectors of Religion and Cult.

In conclusion, most Korean NGOs are not included or supported under CSOs funding of Korea's ODA. This could be because the other 74% of FNGO sectors are more diverse than the government's prioritized development areas.. Korean NGOs in Cambodia are funded by their resource. The agenda between the two appears to be different. The reality of Korean NGOs is yet to realize by the government as part of an integrative measure strengthening the relationship between

---

<sup>8</sup> Social Affairs refers to project that provide technical and financial assistance that promote economic capability in the community.

the government and CSOs. This implies that the engagement of the Korean government with CSOs required more diversification and adapting to the reality of Korean NGOs in the recipient country.

## **Chapter 4: Conclusion**

### **Relationship between Korea state's Foreign Aid Policy and Korean INGOs on International Development Cooperation:**

At the beginning of the research, the question was posted on the relationship between the Korean state and civil society in development assistance. The study unfolded layers of this relationship based on policy, structure, and implementation with the case study in Cambodia between 2017 – 2020. Through policy analysis of Korea's foreign aid under the Official Development Aid of DAC, it is found that Korea's relationship with CSOs abided by the international standard with constraining from domestic politics and capacity in law, regulation, and funding, indicating an effort to catch up with DAC as a member of advance countries. At the same time, the execution of this policy remained a challenge for Korea to define their approach to Korean CSOs in international development cooperation. Lessons learnt and peer reviewing from DAC have been necessary guidance for Korea.

However, to push for cooperation that reflects Korea's position on aid effectiveness, Korea needs to conduct a feasibility study that could genuinely support the Korean CSOs population and decide on funding priority between channelling aid to or through CSOs. This is reflected in the administration and implementation outcome of the Cambodia case, which showed a weak level of support for Korean NGOs in Cambodia. The selective proposition was a significant first step that allowed



passive access to Korean CSOs to collaborate with the Korean government. The concentration of aid toward bilateral agreement priority of development limited the outreach to actual Korean CSOs whose operations have been significant in their field. Therefore, the relationship can be defined in two characteristics.

First, it is without a doubt that based on the recent formulation of a framework to collaborate with civil society or Public Private Partnership (PPP) by officially adopted framework for Government-Civil Society Partnership in International Development Co-operation in 2019 and legal bases such as amendment on Framework Act and Enforcement Decree on International Development Cooperation which represent a response to an increasing participation demand of Korea as a member of DAC of OECD in the peer review of 2018. At the government level, the inauguration of President Moon Jae-in in 2017, whose party was progressive, set a new tone for close cooperation with the government and civil society. He aimed to improve South Korea's activeness in international development cooperation in the "New Southern Policy" with an expected increase of finance twice the volume for NGOs, Private businesses, and IOs, as well as enhancement of Social Safety Net for civil society partnership program (CPP). The effort seems to be promising, yet there is a challenge for the government to coordinate the diversification of ODA. An outstanding observation is that KOICA has been a focal point in channelling aid to and through NGOs based on two approaches: open and proposition. This means KOICA funds NGOs through project proposal and selection, respectively.

At the same time, increasing attention toward practical CSOs cooperation in international development, there is still a tendency to instrumentalize CSOs for service delivery under financial and technical incentives to reflect the state's development

priorities. The reapproach between the state and CSOs has been under the surveillance of the independence of CSOs. The dialogue was made to ensure this healthy relationship, but implementation vice, it is yet to be proven so. Most Korean CSOs are not government-funded, while a few CSOs make up a significant fund in government-prioritized sectors: health, education and community development. While for Korean INGOs in Cambodia, in some parts, are still conservative because projects are based on charity and religious faith. Most are mainstream in service delivery and little to none in advocacy. This study does not evaluate whether this approach is good or bad. It is intended to illustrate the boundary between Korea's government and CSOs in international development cooperation.

Recognizing a renewed trend of multistakeholder aid effective among donors recalls the debate of development aid for CSOs and recipient countries (Appe & Pallas, 2017; Curley, 2018; Development Bank, 2012; Greenhill, 2013; Suárez et al., 2012). The relationship is complex. This implicates different subjects for further research on the relationship. Future research can consider this implication by looking into a discussion around diversifying and democratizing aid funding and policy framework that reflect the empowerment of NGOs. This study analyses Korea's international development assistance undertaken through the relationship between the state and INGOs. The subjects of discussion are broad, so this paper cannot provide a holistic and in-depth analysis. However, it enables a discussion framework regarding relationships as one of the leading literature standouts: Watson, I. (2012, 2020). This also paper does not cover the analysis of Cambodia as a recipient country in this trend of aid, so it is imperative that Cambodia, as an aid-dependence country, can brace for changes in external and internal development paths.

# Bibliography

- 3rd Korea-Cambodia Integrated ODA Policy Dialogue to Take Place View|Press Releases |  
Ministry of Foreign Affairs, Republic of Korea. (n.d.). Retrieved April 9, 2022, from  
<https://bit.ly/3v1zHy5>
- Andrade Lage, D., & Nemer Caldeira Brant, L. (n.d.). *The Growing Influence of Non-Governmental Organizations: Chances and Risks*.
- Appel, S., & Pallas, C. L. (2017). Aid Reduction and Local Civil Society: Causes, Comparisons, and Consequences. *VOLUNTAS: International Journal of Voluntary and Nonprofit Organizations* 2018 29:2, 29(2), 245–255.  
<https://doi.org/10.1007/S11266-017-9846-0>
- Cambodia, Vietnam benefit most from S. Korean NGOs' aid activities in 2017: report / Yonhap News Agency.* (n.d.). Retrieved December 14, 2021, from  
<https://en.yna.co.kr/view/AEN20181227004100325>
- Chun, H. M., Munyi, E. N., & Lee, H. (2010). South Korea as an emerging donor: Challenges and changes on its entering OECD/DAC. *Journal of International Development*, 22(6), 788–802. <https://doi.org/10.1002/jid.1723>
- Curley, M. (2018). *Asian Studies Review Governing Civil Society in Cambodia: Implications of the NGO Law for the “Rule of Law.”*  
<https://doi.org/10.1080/10357823.2018.1457624>
- DAC List of ODA Recipients - OECD. (n.d.). Retrieved December 6, 2022, from  
<https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/daclist.htm>
- DAC-mid-term-Korea-2021. (n.d.).
- Denizet, M.-G., Fernandez, R., Ines Ospina, R., & Judith Blanco, A. (2010). *Aid and Development Effectiveness: Towards Human Rights, Social Justice and Democracy*.

- Development Bank, A. (2012). Assessment of Public-Private Partnerships in Cambodia: Constraints and Opportunities. [www.adb.org](http://www.adb.org)
- Egan, J., & Persau, S. (2021). From emerging donor to global development partner - OECD. Korea and the OECD: 25 Years and Beyond. [https://read.oecd-ilibrary.org/view/?ref=1113\\_1113277-f5w2hv14yj&title=From-emerging-donor-to-global-development-partner](https://read.oecd-ilibrary.org/view/?ref=1113_1113277-f5w2hv14yj&title=From-emerging-donor-to-global-development-partner)
- Go, J. hyun. (2019). Korea's International Development Cooperation and Civil Society Partnership : on the Factors Limiting the Growth of Civil Society Organizations. THE JOURNAL OF INTERNATIONAL RELATIONS, 22(3), 125–147. <https://doi.org/10.15235/jir.2019.09.22.3.125>
- Greenhill, R. (2013). The age of choice: Cambodia in the new aid landscape The age of choice Cambodia in the new aid landscape. [www.odi.org.uk](http://www.odi.org.uk)
- Gulrajani, N. (2011). Transcending the great foreign aid debate: managerialism, radicalism and the search for aid effectiveness. <https://doi.org/10.1080/01436597.2011.560465>
- Hansmann, H. B. (1980). The role of nonprofit enterprise. The Yale Law Journal, 89(5), 835–901.
- Huyse, H., & de Bruyn, T. (2015). New Trends in Governmental Funding of Civil Society Organisations: A Comparative Study of 9 OECD-DAC Donors. HIVA - KU Leuven; Leuven, Belgium. <https://lirias.kuleuven.be/1899369>
- Institutionalization and implementation of Government-CSO partnership to effectively fulfill and achieve SDGs | Department of Economic and Social Affairs. (n.d.). Retrieved October 19, 2022, from <https://sdgs.un.org/partnerships/institutionalization-and-implementation-government-cso-partnership-effectively-fulfill>
- Jong Lee, S., & Sun Lee, K. (2016). The complex relationship between government and NGOs in international development cooperation: South Korea as an emerging

- donor country. *International Review of Public Administration*, 21(4), 275–291.  
<https://doi.org/10.1080/12294659.2016.1242259>
- Jun Ayhan, K. (2019). Rethinking Korea's Middle Power Diplomacy as a Nation Branding Project. *KOREA OBSERVER*, 50(1), 1–24.  
<https://doi.org/10.29152/KOIKS.2019.50.1.1>
- Kegley, C. W., & Raymond, G. A. (2010a). *The global future : a brief introduction to world politics*. Wadsworth/Cengage Learning.
- Kegley, C. W., & Raymond, G. A. (2010b). *The global future : a brief introduction to world politics*. Wadsworth/Cengage Learning.
- Kim D., R. (2006). A View from the Top: International Politics, Norms and the Worldwide Growth of NGOs. *International Studies Quarterly*, 50(1), 45–68.  
<https://doi.org/10.1111/j.1468-2478.2006.00392.x>
- Kim, E. (2009). THE LIMITS OF NGO-GOVERNMENT RELATIONS IN SOUTH KOREA. *Asian Survey*, 49, 873–894.  
<http://www.ucpressjournals.com/reprintInfo.asp>.
- Kim, E. M., & Oh, J. (2012). Determinants of Foreign Aid: The Case of South Korea. In Source: *Journal of East Asian Studies* (Vol. 12, Issue 2).  
<https://about.jstor.org/terms>
- Kim, H. R. (2000). The state and civil society in transition: The role of non-governmental organizations in South Korea. *Pacific Review*, 13(4), 595–613.  
<https://doi.org/10.1080/095127400455341>
- Kim, I., Hwang, C., & John Hopkins University Center for Civil Society Studies. (2002). *Defining the Nonprofit Sector : South Korea*. The Johns Hopkins University Center for Civil Society.
- Kim, J. (2017). *The Significance of Non-Government Aid Channels Based on an Online Survey about Foreign Aid in South Korea* 비정부 원조 경로의 중요성 한국의 해외

원조에 대한 온라인 설문조사를 기반으로 Graduate School of International  
Studies Seoul National University International Area Studies Major.

Kim, J., & Jung, H. J. (2021). An Empirical Analysis on Determinants of Aid Allocation by  
South Korean Civil Society Organizations. *Voluntas*, 32(1), 151–164.

<https://doi.org/10.1007/S11266-020-00238-1/TABLES/4>

Kim, J.-K., & Kim, S. (2012). Impact of Foreign Aid on Korea's Development  
Modularization of Korea's Development Experience.

Kim, S., & Kang, H. (2015). Young and Dynamic?—The Curious Case of Korea's National  
Level Post-2015 Process. *Journal of International Development*, 27(6), 776–800.

<https://doi.org/10.1002/JID.3115>

Kim, S., & Shin, J. E. (2022). *Evolving boundaries of CSR: South Korea's PPP-ODA in  
international development*. <https://doi.org/10.1080/21665095.2022.2112730>

Kim, S.-M. (2016). The domestic politics of international development in South Korea:  
stakeholders and competing policy discourses. *The Pacific Review*, 29(1), 67–91.

<https://doi.org/10.1080/09512748.2015.1076503>

Koica Annual Report 2017. (2018).

KOICA Annual Report. (2019).

Korea ODA White Paper. (2017).

Korea ODA White Paper\_2020. (2020).

*Korea's International Development Cooperation and Civil Society Partnership : on the  
Factors Limiting the Growth of Civil Society Organizations : View Paper - DBpia.*

(n.d.). Retrieved September 9, 2022, from

<https://www.dbpia.co.kr/pdf/pdfView.do?nodeId=NODE09217435&>

[googleIPSandBox=false&mark=0&useDate=&ipRange=false&accessgl=Y&language=ko\\_KR&hasTopBanner=true](https://www.dbpia.co.kr/pdf/pdfView.do?nodeId=NODE09217435&googleIPSandBox=false&mark=0&useDate=&ipRange=false&accessgl=Y&language=ko_KR&hasTopBanner=true)

- Korea's ODA | Overview Ministry of Foreign Affairs, Republic of Korea. (n.d.). Retrieved December 6, 2022, from [https://www.mofa.go.kr/eng/wpge/m\\_5447/contents.do](https://www.mofa.go.kr/eng/wpge/m_5447/contents.do)
- Kwang, H. J. (2021). An Analysis on Research Trends of Korea's International development Cooperation and Civil Society in 2001~2020. *International Development and Cooperation Review*, 13(1), 59–79.
- Laksmna, E. (2013). Realism and Non-State Actors. *E-International Relations*.  
<https://www.e-ir.info/2013/01/22/realism-and-non-state-actors-revisited/>
- Lim, S. (2013). Can There Be An East Asian Donor Model? A Comparative Study of South Korea, China and Japan.
- List of Foreign NGOs Which Signed MoU with the Ministry of Foreign Affairs and International Cooperation - Ministry of Foreign Affairs and International Cooperation. (n.d.). Retrieved April 9, 2022, from <https://www.mfaic.gov.kh/Page/2021-02-10-List-of-Foreign-NGOs-Which-Signed-MoU-with-the-Ministry-of-Foreign-Affairs-and-International-Cooperation>
- Lumsdaine, D., & Schopf, J. C. (2007a). Changing values and the recent rise in Korean development assistance. In *Pacific Review* (Vol. 20, Issue 2, pp. 221–255).  
<https://doi.org/10.1080/09512740701306881>
- Lumsdaine, D., & Schopf, J. C. (2007b). Changing values and the recent rise in Korean development assistance. In *Pacific Review* (Vol. 20, Issue 2, pp. 221–255).  
<https://doi.org/10.1080/09512740701306881>
- Morton, B. (n.d.). POSSIBILITIES FOR SOUTH-SOUTH COOPERATION? Patterns of International Non Governmental Organisation's Growth. (n.d.). Retrieved December 15, 2021, from <https://journals.openedition.org/poldev/1175>
- Nancy Kim, Hannes Mosler, & Thomas Kalinowski. (2022). 2022 South Korea Country Report | SGI Sustainable Governance Indicators. In *South Korea Report*.  
[https://www.sgi-network.org/docs/2022/country/SGI2022\\_South\\_Korea.pdf](https://www.sgi-network.org/docs/2022/country/SGI2022_South_Korea.pdf)

- Nauta, W., Han, J., & Kim, T. (2021). *Forum for Development Studies* ISSN: (Print) (Online)  
*Journal homepage: <https://www.tandfonline.com/loi/sfds20> Inspiring Democratic  
 Progress in Development Assistance: South Korea's Aid Policy Reforms via Civic  
 Engagement.* <https://doi.org/10.1080/08039410.2021.1907784>
- ODA Korea. (n.d.-a). Retrieved October 18, 2022, from  
[https://www.odakorea.go.kr/bbs/selectArticleDetail?nttId=23368&bbsId=eng\\_102  
 &menuNo=12033000](https://www.odakorea.go.kr/bbs/selectArticleDetail?nttId=23368&bbsId=eng_102&menuNo=12033000)
- OECD Development Co-operation Peer Reviews KOREA 2018. (n.d.).
- OECD Legal Instruments. (n.d.). Retrieved December 6, 2022, from  
[https://legalinstruments.oecd.org/Instrument%20s/instruments/OECD-LEGAL-  
 5021](https://legalinstruments.oecd.org/Instrument%20s/instruments/OECD-LEGAL-5021)
- OECD. (2011). BUSAN PARTNERSHIP FOR EFFECTIVE DEVELOPMENT CO-  
 OPERATION. [www.busanhl4.org](http://www.busanhl4.org)
- Oh, D., & Seongho, K. (2015). An Exploratory Study on Development-NGOs founded by  
 Koreans in Cambodia -A case study of a children center located in Siem Reap-.  
*Journal of Community Welfare*, 53, 315–339.
- Ou, S. (2013.). 20 Years' Strengthening of Cambodian Civil Society: Time for Reflection  
 Multiparty Elections in Cambodia: Intensifying Authoritarianism Yet Benefiting the  
 Masses View project. <https://www.researchgate.net/publication/280236457>
- Ou, S. (2013b). Sub-National Civil Society In Cambodia: A Gramscian Perspective A  
 CDRI Publication.
- Phea, K. (2016). Cambodia-North Korea Relations Since 1964: A Historical Review.  
 동아연구, 35(2), 381–406. <https://doi.org/10.33334/SIEAS.2016.35.2.381>
- Rhee, W.-Y. (2011). Partnership for Sustainability: NGO and Community Participation in  
 Lawmaking in South Korea. In *Journal of Korean Law* | (Vol. 11)



- Salamon, L. M. (1995). *Partners in public service: Government-nonprofit relations in the modern welfare state*. Baltimore, MD: The Johns Hopkins University Press.
- Salamon, L. M., & Anheier, H. K. (1998). Social Origins of Civil Society: Explaining the Nonprofit Sector Cross-Nationally. In *Voluntas: International Journal of Voluntary and Nonprofit Organizations* (Vol. 9, Issue 3).
- Sarah Group. (2020). *NGOs and States in Global Politics: A Brief Review*. <https://www.e-ir.info/2020/08/03/>
- Shinichi Shigetomi. (2002). The states and NGOs - perspective from Asia.
- Sieng, C. (2018). A comparative study on Japan and ROK's ODA in Cambodia, JICA and KOICA from 2007 to 2015. Seoul National University.
- Snyder, S. A., Lee, Geun., & Kim, Y. (2018). *Domestic Constraints on South Korean Foreign Policy*. 79. <https://www.cfr.org/report/domestic-constraints-south-korean-foreign-policy>
- Sohn, H. S., & KIM, S. (2011). Government-NGO Partnerships for International Development Cooperation: A Case Study of South Korea. *Asian International Studies Review*, 12(2), 65–86. <https://doi.org/10.16934/ISR.12.2.201112.65>
- Stacey, B. (n.d.). The Development Dimension Development Assistance Committee Members and Civil Society.
- Suárez, D., Marshall, J. H., & Suárez, D. (2012). Capacity in the NGO Sector: Results from a National Survey in Cambodia. <https://doi.org/10.1007/s11266-012-9331-8>
- Sungil, K. (n.d.). South Korea's Development Assistance and Economic Outreach Toward Southeast Asia.
- Takayanagi, A. (2020). *Possible Recommendation or Guidance on Partnering with Civil Society by OECD/DAC: An Analysis of "Action Points"...* *Possible Recommendation or Guidance on Partnering with Civil Society by OECD/DAC: An Analysis of "Action Points" in the OECD Report, DAC Members and Civil Society*.

*The DAC's main findings and recommendations Extract from: OECD Development Co-operation Peer Reviews.* (2018).

The Moon Jae-in presidency: key foreign policy legacies | BSoG. (n.d.). Retrieved December 7, 2022, from <https://brussels-school.be/publications/other-publications/moon-jae-presidency-key-foreign-policy-legacies>

The Royal Government of Cambodia. (2015). LAW ON ASSOCIATIONS AND NON-GOVERNMENTAL ORGANIZATIONS. AS ADOPTED BY NATIONAL ASSEMBLY ON, 13.

Turner, E. A. L. (2010). Why Has the Number of International Non-Governmental Organizations Exploded since 1960? *Clidynamics: The Journal of Quantitative History and Cultural Evolution*, 1(1). <https://doi.org/10.21237/c7clio11196>

Verbrugge, B., & Huyse, H. (2020). Civil society funding by OECD-DAC governments: no more politics as usual? <https://doi.org/10.1080/09614524.2020.1801591>, 30(6), 751–762. <https://doi.org/10.1080/09614524.2020.1801591>

Watson, I. (2012). Governments and NGOs in Asian Overseas Development Assistance: Assessing South Korea's Model of Foreign Aid. *Asian Studies Review*, 36(1), 79–103. <https://doi.org/10.1080/10357823.2011.652067>

Watson, I. (2020). Beyond Aid Effectiveness?: Private and Public Partnerships in South Korea's Official Development Assistance (ODA) Strategy as Soft Power Strength and Weakness. *International Studies Review*, 14(1), 91–124. <https://doi.org/10.1163/2667078X-01401004>

Weisbrod, B. A. (1972). Toward a theory of the voluntary non-profit sector in a three-sector economy. Paper presented at the Conference on Altruism and Economic Theory. New York, NY: Russell Sage Foundation.

Whaites, A. (1998). NGOs, Civil Society and the State: Avoiding Theoretical Extremes in Real World Issues. Source: *Development in Practice*, 8(3), 343–349.

- Wilks, M. C., Richardson, D., & Bair, J. (2021). International NGOs in Global Aid Chains Linking Donors, Local Partners, and the State. *Sociology of Development*, 7(1), 1–24. <https://doi.org/10.1525/SOD.2021.7.1.1>
- Wood, J., & Fällman, K. (2019). *ENABLING CIVIL SOCIETY FOR SUSTAINABLE DEVELOPMENT: SELECT SURVEY FINDINGS*.
- 국무조정실. (2020a). *ENFORCEMENT DECREE OF THE FRAMEWORK ACT ON INTERNATIONAL DEVELOPMENT COOPERATION*. [www.law.go.kr](http://www.law.go.kr)
- 국무조정실. (2020b). *FRAMEWORK ACT ON INTERNATIONAL DEVELOPMENT COOPERATION*. [www.law.go.kr](http://www.law.go.kr)

## Appendix

*Table 4 Official development assistance channelled to & through CSOs, 2010-2019*

<b>Source: OECD, Creditor System</b>	<b>Aid to CSOs (USD million)</b>	<b>Aid through CSOs (USD million)</b>
Australia	1017	2773
Austria	11	609
Belgium	2007	1019
Canada	413	7320
Czech Republic	9	157
Denmark	1643	2915
Finland	209	1425
France	91	2232
Germany	4176	8384
Greece	0	6
Hungary	2	97
Iceland	5	30
Ireland	1272	834
Italy	948	813
Japan	1849	1040
Korea	15	347
Luxembourg	187	697
Netherlands	936	10568
New Zealand	150	375
Norway	2537	5783
Poland	3	128
Portugal	1	156
Slovak Republic	2	35
Slovenia	8	24
Spain	70	4770
Sweden	2728	7152
Switzerland	2263	4955
<b>Total</b>	<b>17643</b>	<b>84130</b>

*Table 5 Aid Types by KOICA in Cambodia*

<b>Year</b>	<b>Type of Aid</b>	<b>Disbursement(USD)</b>
2017	Project Type Cooperation	10,632,500
	Development Consulting	1,907,947
	Volunteer	7,301,541
	KOICA Fellowship Program	968,380

	Public-Private Partnership	571,996
2018	Project Type Cooperation	8,627,382
	Development Consulting	1,303,803
	Volunteer	6,830,303
	KOICA Fellowship Program	1,203,493
	Public-Private Partnership	3,132,080
2019	Project Type Cooperation	7,906,001
	Development Consulting	679,652
	Volunteer	6,288,457
	KOICA Fellowship Program	1,305,648
	Public-Private Partnership	2,715,412
2020	Project Type Cooperation	9,734,672
	Development Consulting	24,449
	Volunteer	3,270,022
	KOICA Fellowship Program	1,539,365
	Public-Private Partnership	2,518,641
Source: KOICA Statistic		
Link: <a href="https://stat.koica.go.kr/ipm/os/acms/smrizeAreaList.do?lang=en">https://stat.koica.go.kr/ipm/os/acms/smrizeAreaList.do?lang=en</a>		

**Table 6 Raw Data of Aid Types – Public-Private Partnership to Cambodia**

Year	Disbursement by project	KOICA Sector
2017	445,394.0	Education
2017	51,009.0	Health
2017	75,593.0	Education
2018	80,937.0	Education
2018	144,268.0	Health
2018	218,145.0	Health
2018	212,693.0	Agriculture, Forestry and Fisheries
2018	185,169.0	Education
2018	136,290.0	Public Administration
2018	272,681.0	Education
2018	186,334.0	Health
2018	233,415.0	Health
2018	75,848.0	Public Administration
2018	223,716.0	Agriculture, Forestry and

		Fisheries
2018	272,681.0	Education
2018	206,884.0	Public Administration
2018	419,599.0	Education
2018	263,420.0	Education
2019	233,909.0	Health
2019	238,910.0	Health
2019	71,610.0	Public Administration
2019	0.0	Education
2019	0.0	Education
2019	257,446.0	Education
2019	190,344.0	Technology, Environment and Energy
2019	190,339.0	Health
2019	93,387.0	Agriculture, Forestry and Fisheries
2019	87,338.0	Public Administration
2019	67,980.0	Education
2019	125,755.0	Agriculture, Forestry and Fisheries
2019	259,505.0	Education
2019	476,437.0	Education
2019	83,022.0	Health
2019	103,455.0	Health
2019	159,540.0	Health
2019	76,435.0	Education
2020	122,582.0	Health
2020	114,394.0	Emergency Relief
2020	351,694.0	Education
2020	212,833.0	Education
2020	140,768.0	Health
2020	152,990.0	Agriculture, Forestry and Fisheries
2020	210,514.0	Health
2020	183,491.0	Health
2020	97,835.0	Education
2020	135,579.0	Education

2020	38,954.0	Technology, Environment and Energy
2020	39,650.0	Health
Source: KOICA statistic		
Link: <a href="https://stat.koica.go.kr/ipm/os/acms/smrizeAreaList.do?lang=en">https://stat.koica.go.kr/ipm/os/acms/smrizeAreaList.do?lang=en</a>		

**Table 7 Summary of KOICA – PPP by Sector and Year (2017 – 2020)**

Sectors	2017	2018	2019	2020	Grand Total
Emergency Relief				114,394	114,394
Technology, Environment and Energy			190,344	38,954	229,298
Public Administration		419,022	158,948	35,302	613,272
Agriculture, Forestry and Fisheries		436,409	219,142	498,422	1,153,973
Health	51,009	782,162	1,009,175	774,475	2,616,821
Education	520,987	1,494,487	1,137,803	1,057,094	4,210,371

**Table 8 List of FNGOs registered MoU with MFA.IC, updated January 2021**

FNGOs	Sectors	Budget (USD)	Project Duration	Ministry Partners
Good Neighbors Cambodia	Social Welfare	8,630,184	2020-2022	Min of Rural Development
Band For Good	Education	301,720	2018-2020	Min of Education
Bread Ministries Foundation	Education	285,520	2018-2020	Min of Education
Bright Voice Service Center (Bvsc)	Health, Culture	3,736,600	2018-2021	Min of Cult
Bysonanummaul	Education	233,661	2018-2021	Min of Education
Incorporated Organization Shilcheon Bulgyo(Iosb)	Social Welfare	1,505,000	2017-2019	Min of Social Affairs
Cambodia Bogumjaly Organization(Cob)	Social Affairs	561,230	2017-2020	Min of Education
Dail Community	Social Welfare	1,000,000	2020-2023	Min of Social Affairs
Challenge To Challenge Sharing Association For The Disabled	Education	342,000	2019-2021	Min of Education
Dream And Hope	Education		2019-2021	Min of

		380,000		Education
Neighbor Of Cambodia(Nc)	Health, Education, Agriculture	832,000	2017-2019	Min of Rural Development
Saemaul Globalization	Rural Development	829,329	2020-2022	Min of Rural Development
Education And Cultural Service Organization For Cambodia	Education	574,200	2019-2021	Min of Education
World Diakonia	Education	662,500	2020-2022	Min of Education
Ewha Social Service	Social Affairs	195,000	2019-2022	Min of Social Affairs
Mission Of Mobile	Health Care	612,000	2020-2022	Min of Health
Foundation For Korea Software Global Aid (Ksga)	Education	900,000	2019-2022	Min of Education
Heart To Heart Foundation	Health	570,600	2020-2022	Min of Health
Go And Do International(Gdi)	Education	410,600	2017-2020	Min of Education
Good Hands	Education	440,700	2018-2020	Min of Education
International Migrant Seed Center(Imsc)	Education	508,990	2020-2022	Min of Education
Cambodia Neighbor	Social Affairs, Rural Dev.	501,000	2020-2023	Min of Social Affairs
Great Peace Cambodia(Gpc)	Social Affairs	983,000	2019-2021	Min of Social Affairs
Green teachers	Education	242,441	2018-2020	Min of Education
International Youth Fellowship (Iyf-Cambodia)	Education	473,250	2020-2022	Min of Education
Koinonia	Health	455,400	2020-2022	Min of Health
Hachancam	Education	2,058,700	2018-2020	Min of Education
Wholistic Interest Through Health	Health	431,267	2020-2022	Min of Health
Harvest Mission International, Cambodia(Hmic)	Health	1,350,000	2017-2020	Min of Education
His Child International Cambodia	Orphanage	373,888	2019-2022	Min of Social Affairs
Holt Children's Service, Inc	Social Affair	500,000	2019-2021	Min of Social Affairs
International Ngohebron	Health	3,170,000	2019-2022	Min of Health
International Vision	Education		2018-2020	Min of



Camp		297,420		Education
Jesuit Service - Cambodia(Jsc)	Education, Social Aff,	5,163,581	2019-2021	Min of Social Affairs
Korea Ministry Supportcenter (Kmssc)	Vocational Training	520,800	2018-2020	Min of Labor
Korean Community For Service In Cambodia(Kcsc)	Health, TB and Heart disease	788,600	2019-2021	Min of Health
Korean Foundation For World Aid Cambodia(Kfwac)	Social Welfare	500,000	2018-2021	Min of Social Affairs
Korean Missionary Society (Komiso)	Social Affaires	430,886	2018-2020	Min of Labor
Ven.Mother Park Chung Soo's Won Buddhist Relief Foundation	Orphanage, Health, Education	234,360	2018-2020	Min of Health
Well International	Health	250,000	2019-2021	Min of Health
World Canaan Famers' Movement	Agriculture and Rural Development	300,825	2018-2020	Min of Rural Development
World Share Cambodia Foundation	Education	630,500	2019-2022	Min of Education
World Together Cambodia	Social Affairs	294,110	2018-2020	Min of Social Affairs
Social Welfare Corporation Yeolringaram	Education	262.05	2020-2023	Min of Education

**Table 9 Korean CSOs Projects; Funded Commitment by Korean Government 2019 – 2022**

<b>FNGOs</b>	<b>Project title</b>	<b>Sectors</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>
Good Hands	Hands for Life	Education	79.79			
Good Neighbors Cambodia	Strengthening Vocational Education for Cambodian Youth through Improving TVET and Community Awareness	Education				208.41
Great Peace Cambodia	Community Development by Social Work Service	Community Development			85.01	
Great Peace Cambodia	Community Development by Social Work Service	Community Development				125.74

Great Peace Cambodia	Improvement the Family and Community Welfare through Community Center	Community Development		99.21		
Heart to Heart Foundation	Childhood Eye Health Program	Health	169.31			
Heart to Heart Foundation	Eye Health Strengthening Project	Health		117.92		
Heart to Heart Foundation	Project to Community-based Prevention and Control of Non-Communicable Disease in Battambang	Health			106.17	149.08
Holt Children's Services, Inc.	Unprivileged Children Support Project	Community Development	85.97			
Wholistic Interest Through Health	Integrated Maternal Child Health and Nutrition Improvement Project	Health			154.06	
Wholistic Interest Through Health	Integrated Maternal Child Health and Nutrition Improvement Project	Health				155.5
Wholistic Interest Through Health	Integrated maternal Child Health and Nutrition Improvement Project Using Nutrition Supplementary Food Based on Local Produce in Cambodia	Health	189.76	166		
World Share Cambodia	School of Hope	Education	9.42			
World Share Cambodia	Sharing Hope	Education		46.2		250
World Share Cambodia	Sharing Hope	Education			39.6	
World Together Cambodia	Support Children in Poor Families and Heard Surgery Treatment	Community Development		19.87		
Source: CDC, ODA Cambodia, Note: (Fund by thousand USD)						
Link: <a href="http://www.odacambodia.com/ngo/report/listing_by_lastupdate.asp">http://www.odacambodia.com/ngo/report/listing_by_lastupdate.asp</a>						

*Table 10 Summary of Korean NGOs' funding commitment to Korean CSOs*

FNGOs_Bi_Fund	Sectors	Total (2019 -2024) Thousand USD
Wholistic Interest Through Health		665.32
Heart to Heart Foundation	Health	542.48
Good Neighbors Cambodia	Education	406
World Share Cambodia	Education	345.22
Great Peace Cambodia	Community Development	309.96
Holt Children's Services, Inc.	Community Development	85.97
Good Hands	Education	79.79
World Together Cambodia	Community Development	19.87
<b>Grand Total</b>		<b>2454.61</b>

*Table 11 Summary of Korean NGOs' fund and bilateral fund by sectors (2017 – 2020)*

Row Labels	Sum of Total Own	Sum of Total BI
Agriculture	2,350,742	2,313,302
Community Development	37,898,082	33,555,588
Education	22,926,740	20,602,431
Health	13,123,645	12,700,504
Rural Development	1,410,683	1,305,683
<b>Grand Total</b>	<b>77,709,892</b>	<b>70,477,508</b>
Source: CDC, ODA Cambodia		

## 국문초록

# 대한민국의 캄보디아에 대한 개발원조:

## 국가의 해외 원조 정책과 국제비정부기구(INGOs)의 관계에 관한 사례연구

Keo Chanmalis

서울대학교 행정대학원

글로벌행정전공

개발원조에서 국가와 시민사회의 관계에 관한 논의는 이론적으로 학계의 합의를 이루기 어렵다. 진행중인 이론적 논의를 위한 통찰력에 기여하기 위해, 본 사례연구는 수원국인 캄보디아에서 문재인 정부 기간 동안 국가의 해외 원조 정책과 국제비정부기구(INGOs)의 관계에 관한 대한민국의 개발원조를 분석한다. 하향적 관점과 다각화를 사용하여, 본 연구는 관계의 제도화 과정과 지난 2017-2022 년 동안 성과의 강도를 확인한다. 한국 정부가 캄보디아 내 한국인 INGO 에 어떻게 접근하고 어느 정도까지 접근하고 있는지를

설명하려는 시도입니다.자료 출처는 기본법에 따른 국제개발협력 및 NGO의 역할에 관한 시민사회 접근법에 관한 OECD의 출판물, 한국 정부의 법적 틀, 정책 및 기관, ODA 백서, 중기 전략, 국가 파트너십 전략, 연례 보고서 및 한국인 NGO에 대한 캄보디아 정부의 데이터베이스입니다.

연구결과 개발원조에서 한국 정부와 한국 INGO의 관계는 OECD의 DAC 회원국으로서의 기대감이 증가함에 따라 보다 강력한 관계를 육성하기 위해 장려되고 있는 것으로 나타났다. 일반적으로 캄보디아의 경우 한국 정부는 국가의 전략적 우선순위에 따른 NGO에 대한 자금지원 인센티브를 통해 ODA를 최적화하고 있다. 동시에 이는 NGO가 사회서비스 제공 범위 내에서 활동할 수 있는 권한이 아니라 국가의 이익과 개발원조 정책을 이행하는 데 매력을 느껴 캄보디아 내 한국 NGO의 대부분이 자생력을 유지하고 있음을 의미한다. 비정부기구에 대한 국가의 지원이 시민사회를 해외로 홍보하는 본질보다는 국가 주도 의제에 집중되었기 때문에 국가와 시민사회는 거의 틀림없이 권력(기술적, 재정적) 투쟁을 할 수 있다. 따라서 향후 연구에서는 이러한 복잡한 관계에 대한 정책을 평가하고 권고할 필요가 있다.