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국제학석사학위논문

프로젝트 ODA에서 프로그램 ODA로의 전환?

: 한국 ODA 확대 전략으로 분석한
한국-베트남 산업 기술학교 사례 연구

From Project ODA to Program ODA?

**: Focusing on Strategies for Scaling Up Korean ODA with
a Case Study of the Korea-Vietnam Industrial Technical School**

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임윤정

Master's Thesis of International Studies

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Abstract

The 2005 Paris Declaration on Aid Effectiveness marked a turning point in which more than 100 countries and international organizations agreed to improve aid effectiveness by outlining principles and commitments for aid providers and recipients to abide by. New approaches and forms of aid provision inspired by the Paris Declaration were implemented in the development world, including a noticeable transition from project-based to program-based approaches (PBAs). Such a systematic approach signifies a paradigm shift in how development programs are instigated that concerns development programs at a higher level than individual projects. PBAs have reduced aid fragmentation and improved donor coordination and harmonization by integrating multiple projects under a common agenda or sectoral framework.

While scholarly attention has highlighted the adoption of PBAs by traditional donor countries and international donor agencies, what is generally lacking from such literature is research on the implementation of PBAs from an emerging donor country. This is unfortunate, as emerging donors commonly lack the total spending of official development assistance and experiences compared to traditional donors, thereby generally relying more on development projects. Exploring the current limitations in applying PBAs from the perspective of an emerging donor and contextualizing transitional efforts from project-based approaches to PBAs in the context of emerging donors carry considerable significance in the international development field.

The thesis paper consists of two hypotheses based on extant literature; (1) Existing researches on PBAs are in the context of traditional donor countries,

thereby not directly applicable to Korea; and (2) Korea, as an emerging donor, relies heavily on project-based approaches. To test the strengths of Korea's project-based approaches and limitations on the transition to PBAs, the study selects the three phases of the Korea-Vietnam Industrial Technical School Projects, an exemplary scaling-up model of the Korean ODA projects. By analyzing the case study, the research aims to demonstrate Korea's successful attempt to scale up its ODA projects, yet still entails drawbacks in applying PBAs.

The paper explores two research questions; (1) What factors have contributed to the scaling up of the three phases of the Korea-Vietnam Industrial Technical School Project; and (2) Despite such success of the three phases of the project, what factors have hampered the succession of projects to PBAs? With the two central questions, the research argues that the case study represents Korea's attempts to scale up its ODA projects yet still involves weaknesses in implementing internationally accepted standards of PBAs, particularly regarding ownership issues. By tracking an exemplary case study, the paper aims to review Korea's transitional efforts from project to program ODA, bridging the gaps between traditional donor countries and an emerging donor, Korea.

Keywords: Aid Effectiveness, Korean Official Development Assistance, Program-Based Approaches, Scaling Up, Program ODA, Project ODA, the case study of Korea-Vietnam Industrial Technical School

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List of Acronyms

CPA	Country Programmable Aid
CIDC	Committee for International Development Cooperation
CIDA	Canadian International Development Agency
DAC	Development Assistance Committee
DFID	Department for International Development (UK)
DVET	Directorate of Vocational Education and Training (Vietnam)
EC	European Commission
ECOWAS	Economic Community of West African States
EDCF	Economic Development Cooperation Fund
EXIM Bank	Korean Export and Import Bank
G5	Group of Five
GBS	General Budget Support
HLF	High-Level Forum on Aid Effectiveness
IIRR	International Institute of Rural Reconstruction
KOICA	Korea International Cooperation Agency
MDBs	Multilateral Development Banks
MDGs	Millennium Development Goals
MOEF	Ministry of Economy and Finance
MOFA	Ministry of Foreign Affairs
MOLISA	Minister of Labor, Invalids and Social Affairs
ODA	Official Development Assistance

ODI	Overseas Development Institute (UK)
OECD	Organization for Economic Cooperation and Development
OPC	Office for Government Policy Coordination
PBAs	Program-Based Approaches
SBS	Sector Budget Support
SDGs	Sustainable Development Goals
SEDP	Socio-Economic Development Plan
SIDA	Swedish International Development Cooperation Agency
SOC	Social Overhead Capital
SWAps	Sector-Wide Approaches
UN	United Nations
UNDP	United Nations Development Programme

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Chapter 1. Introduction

The post-World War II era started the modern aid industry, with the United Nations (UN) formation and the Universal Declaration of Human Rights adopted in 1948. Development aid was channeled through government-to-government relationships, with donor countries providing technical assistance and financial support to developing countries for economic and social rehabilitation from the Second World War. However, after the economic recovery and reconstruction of infrastructures in war-torn regions, countries started to identify limitations on aid being short-term in forms of emergency assistance and projects rather than a long-term, sustainable mechanism of development.

International organizations and international efforts have been pivotal in evolving foreign aid into a multifaceted industry. After establishing the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) in 1960, developed countries have coordinated plans to systematically and strategically deliver economic assistance and development policies. Official Development Assistance (ODA) has become a substantial component of the global development agenda, and the DAC has been instrumental in setting guidelines for ODA, including the need for greater coordination and harmonization of aid.

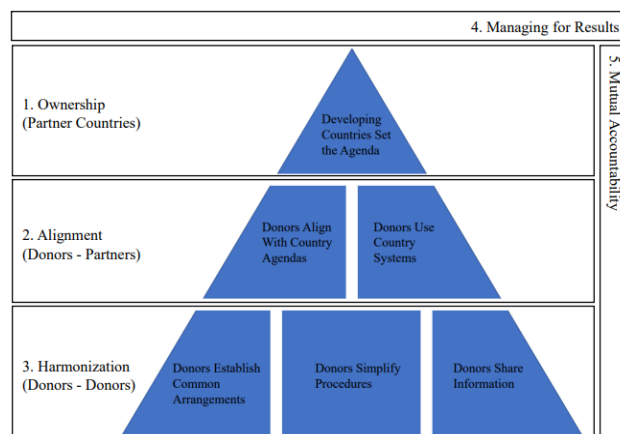
The High-Level Forum on Aid Effectiveness (HLF)^① is a global forum hosted to improve the effectiveness of international aid. Organized by the OECD DAC and the United Nations Development Programme (UNDP) every few years,

^① Information at OECD website. The High-Level Fora on Aid Effectiveness: A history. <https://www.oecd.org/dac/effectiveness/thehighlevelforaonaideffectivenessahistory.htm>(accessed on March 2, 2023).

representatives of governments, civil societies, and development partners participate to actively set principles for better aid provision to the developing world. The First HLF was held in Rome in 2003, resulting in the adoption of the Rome Declaration on Harmonization. The Rome Declaration emphasizes the importance of harmonization in implementing development policies, procedures, and practices to improve the effectiveness of development assistance (OECD, 2003). The Declaration comprehensively addressed global development issues and the responsibilities of developed and developing countries. Such discourses successfully backed up initiative plans and ideas from the International Conference on Financing for Development in Mexico, referred to as the Monterrey Consensus (UN, 2002). While the First HLF stressed donor coordination and reduction of transaction costs in aid provision, the Second HLF in Paris marked a turning point in the aid industry. Stretching from the already-existing international consensus to set quantitative targets and measurable indicators for aid effectiveness, the Second HLF has promoted a streamlined aid delivery.

The Second HLF officially adopted the Paris Declaration on Aid Effectiveness. Paris Declaration is grounded based on the Millennium Development Goals (MDGs) and poverty reduction. Signed by over 100 countries and international organizations in 2005, Paris Declaration was presented at the High-Level Forum on Aid Effectiveness in France. <Figure 1> demonstrates five fundamental principles for enhancing aid effectiveness: 1) ownership, 2) alignment, 3) harmonization, 4) managing for results, and 5) mutual accountability. By pursuing the cooperation of donor and recipient countries, the Paris Declaration allowed a significant shift from the traditional donor-recipient relationship towards an equal partnership. Paris Declaration designed an essential framework for aid

effectiveness, influencing the Third and the Fourth HLFs, implementing the Accra Agenda for Action in 2008, and implementing the Busan Partnership Agreement in 2011 (ECOSOC, 2008; Dabelstein and Patton, 2013).



<Figure 1> Paris Declaration in a Pyramid
Source: OECD (n.d.), Accessed April 1, 2023.

The Paris Declaration catalyzed a series of reforms in aid practices of traditional donor countries, including greater aid alignment with recipient countries' national priorities, reduction of aid duplication and fragmentation, and improvement in aid coordination (Killen, 2011). While all five principles of the Paris Declaration on Aid Effectiveness are essential, the paper pays particular attention to indicators of alignment and harmonization^②. Lacking coordination and fragmentation of aid have been a longstanding challenge in the aid industry. Previously, donors have often imposed their national priorities and development strategies on recipient countries, leading to inefficiencies and discoordination in aid practices. Recipient countries were deprived of opportunities to set their development strategies and preferences, and development programs frequently undermined alignment.

^② The OECD DAC Special Review utilized alignment and harmonization as two indicators measuring aid effectiveness for Korea (OECD, 2008).

In comparison, efforts to strengthen the alignment and collaborative approaches of harmonization lead to better coordination between donors to share information, minimize duplication and increase efficiency (OECD, 2005b). By aligning donors' development assistance with the national development priorities of recipient countries, recipient countries can exercise ownership and enable capacity-building of the country's systems (OECD DAC, 2005). To pursue harmonization, the Paris Declaration recommends applying standard arrangements and simplifying procedures, supporting program-based aid modalities (OECD, n.d.). Deviating from developed countries' traditional international development policies - highly focused on short-term projects - aid industry and institutional attempts evolved to decrease fragmentation and pursue cohesive, integrated mechanisms of aid provision.

Chapter 2. Literature Review

2.1 Effectiveness of Aid

After the Paris Declaration on Aid Effectiveness in 2005, the development community emphasized mutual accountability for both aid-providing and receiving countries to ponder the practicality and impacts of aid on the socio-economic development of recipient countries. While aid efficiency has been a heated topic in development, the effectiveness of ODA and aid modalities have been scholarly debated over decades. Related works of literature cover the effectiveness of aid on the socio-economic development of recipient countries and to what extent or when can aids benefit developing countries. The relationship between foreign aid and its impacts on the socioeconomic development of recipient countries has been explored with different theoretical, empirical, and methodological approaches. Yet, an academic consensus has not been made on the effectiveness of the aid industry (Tarp, 2010).

Among preliminary research regarding foreign aid and its socioeconomic impacts on the developing world, some scholars have insisted on the aid industry's failure to contribute to developing countries growth. Studies argue that the aid industry's future is hopeless (Dichter, 2003; 2005). The aid-based development model is evaluated to generate negative consequences for recipient countries' long-term growth (Moyo, 2009). Other scholars are skeptical about the practicality of aid, criticizing it for lacking the effectiveness of aid in contributing to the practical change of developing worlds (Easterly, 2001; 2003; 2006). Aid has been identified as not a prerequisite for development, further hindering growth due to excessive donors (Riddell, 2008).

Some studies have approached the aid-growth nexus empirically, demonstrating positive, negative, or conditionally positive relations between aid distribution and economic growth. Papers showing positive correlations between aid provision and economic growth have noticed the economic expansion of the Economic Community of West African States (ECOWAS) with the rise of foreign aid (Adamu, 2013). Research focusing on long-term impacts has explained the positive effects of ODA flows on the macro economy (Juselius et al., 2014). Other studies have shown a significantly negative impact of foreign aid on the economy of recipient countries - a negative relationship between the two variables has been identified both in Sub-Saharan Africa and Asia (Liew et al., 2012; Ferreira and Simões, 2013). Studies with conditionally positive results drawing a U-shape relationship between foreign aid and economic growth have expressed a pessimistic stance towards support unless recipient countries are equipped with the preconditions of legal framework, effective management of ODA, and sound policies (Burnside and Dollar, 2000; Gyimah-Brempong et al., 2012; Yiew and Lau, 2018; Abate, 2022).

2.2 Aid Effectiveness and Aid Modalities

While the adequate types and amount of foreign aid for the most effective aid provision or conditions that best suit the interests of the developing world vary across research findings, most researchers accept the premise that the aid industry cannot be entirely denied its necessity and merits. In this context, development communities actively encourage international institutions to expand their roles from providers of short-term relief to development partners of long-term foreign

aid and networks - enhancing quality in infrastructure, health, education, and training areas of developing countries (Smith, 1990). International development discourses lately have placed significance on effective mechanisms and forms of organizing, delivering, and evaluating aid distribution.

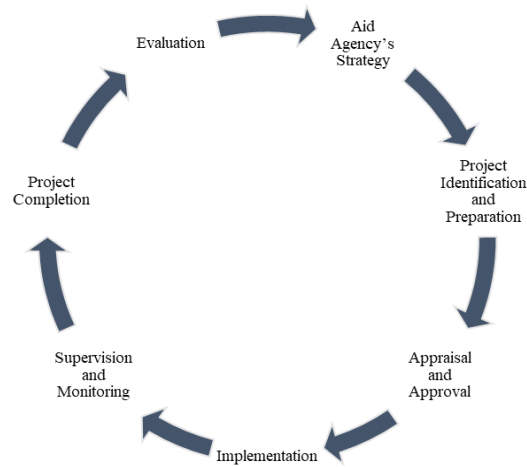
While one of the heated debates on the effectiveness of aid has been centered on modality options, the Paris Declaration has led the aid industry to redesign the practice of different aid modalities and approaches (OECD, 2005a). Two primary modalities have been project aid and program aid^③ (Sumner and Mallett, 2013). The development industry led by traditional donors nowadays has noticed a substantial transition from development projects to development programs – along with an increasing number of conventional donors adopting Program-Based Approaches (PBAs) in their national ODA system (Jang, 2007; De Haan, 2009; Janjua et al., 2018).

2.2.1 Project Aid

Project aids are initially referred to as assistance or involvement focused on a specific area of intervention, delivered in a short period aiming for concrete outputs (De Haan, 2009). Goals, results, and measurements of project aids are limited to specific purposes such as building infrastructure. <Figure 2> demonstrates a typical cycle of a project ODA, starting from the aid agency's strategy building, identification, and preparation process of a project, appraisal, and approval of recipient countries, implementation of a project, supervision, and monitoring

^③ The OECD DAC officially uses *project(s)* and *program-based approaches (PBA)* and in annual reports. The author of the thesis paper uses two terms, (1) project aid and (2) program aid, each referring to (1) development assistance delivered in project forms and (2) development assistance delivered in program forms.

during the process of implementation, completion of a project and evaluation. Originating from the late colonial period, donor countries actively provide project aid for the developing world to boost the economies of the former colonial countries. However, after the financial crises during the 1980s, researchers criticized the unsustainable, lacking long-term impacts of project approaches to recipient countries (Mosley and Eeckhout, 2000; De Haan, 2009).



<Figure 2> A Cycle of Project ODAs
Source: De Haan (2009)

Limitations of the project-based approaches were openly discussed during the UN for habit and settlement issues in the 1990s. UN officially reported drawbacks of project-based assistance, including constraints in the impacts of the aid, as project-based approaches generally tackle symptoms rather than root causes of underdevelopment (UN Habitat, 1991). Focusing on low-income settlements and development projects to shelter the poor, the UN Habitat reported dramatic progress after upgrading the projects in 1991. Later the discourse of delivering aid in project-based forms widened from a specific sector of assistance to project-based approaches of all sectors. Development projects are criticized for lacking

local ownership, absence in the sustainability of impacts, increases in administrative burdens of recipient countries, and discoordination with local government strategies as projects principally focus on outputs and fungibility of funding (Jelovac and Vandeninden, 2008; De Haan, 2009).

2.2.2 Program Aid

To remedy such limitations of project aid, traditional donor agencies implemented program approaches to support the developing world. The concept of program aid was first conceptualized in the 1990s, then defined by the DAC as aid or assistance delivered to a recipient country for general development purposes such as budget support and commodity assistance not constrained to specific activities (White, 1996). PBAs refer to participating in development cooperation based on the principle of coordinated assistance for a locally owned development program. PBAs include policy-based sector-wide programs designed to minimize the fragmentation of aids (Lavergne and Alba, 2003; Rugare and Lee, 2016). <Table 1> explains four critical elements of PBAs, emphasizing local leadership and ownership, donors' coordination of procedures with single program-wide assistance. Compared to the project approach, PBAs require a joint, harmonized, prearranged involvement rather than a specifically targeted fund for activities and results of recipient countries.

- a. Leadership presented by the recipient country, local organizations, or agencies
- b. A single program and budget framework by the recipient country
- c. Presence of donor coordination and harmonization
- d. Utilization of local procedures in program design, execution, financial management, monitoring, and evaluation

<Table 1> Four Elements of PBAs

Source: Lavergne and Alba (2003), Reorganized by the author.

A declining proportionate of project aid and an increasing number of program aid by traditional donor countries have indicated the effectiveness of program aid as an aid modality (Van de Walle, 2005). The shift was facilitated by the public perception that providing money-only instruments to developing countries often leads to sustainability and poverty reduction failures. There are also some principal limitations of program approaches, as program aids cannot be a panacea to all development cases. For example, studies explain the effectiveness of program aids to be significant only under certain conditions, such as when recipient countries are capable of financial management, have policy-friendly environments, and are generally open to communicating with donors (Koeberle et al., 2006). A programmed approach is deemed appropriate in areas involving standardized services while challenging to adopt in places with heterogeneous services (Pritchett and Woolcock, 2004).

Other papers have highlighted additional factors that influence the effect of development assistance, such as donor countries' economic and political interests (Dietrich, 2016; Sraieb, 2016). Studies also have compared project and program aids, concluding that project aid rates higher than program aid in promoting short-term economic growth, whereas program aid overrides in reaching social development in the long term (Janjua et al., 2018). In comparison, some researchers conclude that even in economic growth, program aid facilities provide a conducive environment for economic growth, which project aid is generally deprived of (Chakravarti, 2005). Despite a large spectrum of research on PBAs and project approaches, PBAs are known to provide more coordinated assistance and less fragmented aid, reducing the cost of the transaction while reinforcing local

systems compared to project approaches (Van de Walle, 2005; Acharya et al., 2006; Lorentzon, 2011).

2.2.3 Project Aid and Program Aid

The principles of aid effectiveness can be applied to compare the characteristics of project and program approaches. PBAs demonstrate potential strengths compared to projects in sustaining local ownership, alignment, harmonization, managing for results, and mutual accountability. [Table 2] presents five principles of aid effectiveness from the Paris Declaration applied to project and program aid.

Five Principles of the Paris Declaration	Project Aid	Program Aid
Ownership	- Mostly supply-led - Demand-led from a single local partner	- Based on locally owned programs with diverse regional stakeholders involved
Alignment	- Comparatively less alignment due to heavier emphasis on the project than the success of national development goals, country agendas and systems	- Comparatively more alignment due to heavier focus on the achievement at the program level, development goals, country agendas and systems
Harmonization	- Lower level of harmonization - Resulting in higher transaction costs, duplication of efforts, sub-optimal identification of priorities	- Higher level of harmonization - Resulting in lower transaction costs, duplication of efforts, sub-optimal identification of priorities
Managing for Results	- Successful development cooperation at the project level, while failing to support general development of a country	- Successful development cooperation to broader national development objectives such as MDGs and Sustainable Development Goals (SDGs)
Mutual Accountability	- Donors administer the project operated in a recipient country - Donors manage directly by executing agencies of control	- Based on partnership and shared accountability of stakeholders - Involve local procedures and active participation

<Table 2> **Five Principles of Aid Effectiveness Applied to Project Aid and Program Aid**
Source: Lavergne and Alba (2003), Reorganized by the author.

Project aid entails a supply-driven approach in development assistance, emphasizing implementing individual projects rather than fulfilling national development objectives, country agendas, and systems. Projects generally prioritize

operational tasks, often at the expense of strategic national plans and the development of recipient countries' accountability structure. As donors exercise a significant degree of control over the selection, design, and execution of projects, projects bear higher administrative burdens, higher transaction costs, duplication, and fragmentation of efforts, with suboptimal identification of priorities. Such circumstances can also lead to imbalances between investment and recurrent expenditures (Lavergne and Alba, 2003).

In contrast, program aid aims demand-led assistance based on locally owned programs with diverse local stakeholders involved. Programs consider the achievement of the development program in line with the recipient country's development goals, agendas, and systems. This factor reduces transaction costs, with less duplication and fragmentation. Program aid forms partnerships and responsibilities shared by both donor and recipient countries. These traits of program aid enable donor coordination and involvement of local institutions.

2.2.4 Qualifying Criteria of PBAs

As PBAs are one of the approaches in development aid, PBAs can be applied in various circumstances and contexts. Sector-Wide Approaches (SWAs) are the most comprehensive spread version, and there are other types, such as general or multispectral (budget) supports and regional/sub-sectoral/organizational supports (Lavergne and Alba, 2006). While there yet exists universally accepted qualifications for PBAs in the international community, the qualifying criteria for SWAs provide helpful guidelines for understanding PBAs.

The UN defines SWAs as an approach that involves funding for a single sector policy and expenditure program under the leadership of the government,

institutions, and stakeholders of recipient countries with coordination of donors (Oksanen, 2000). As an example of PBAs, SWApS are the most commonly utilized type of PBAs, often defined as PBAs applied on a sector basis. Effective SWApS include nationally-driven sector plans and strategies, annual sector expenditure programs and medium-term spending frameworks that accurately reflect sector strategies, systematic resource allocation mechanisms, and an effective performance monitoring system to strengthen accountability. [Table 3] demonstrates qualifying criteria for SWApS by the Canadian International Development Agency (CIDA), the DAC, the United Kingdom's Department for International Development (DFID), the European Commission (EC), the United

Criteria	CIDA	DAC	DFID	EC	ODI	SIDA
1. Inclusive sector plans and strategy	O	O	O	O	O	O
2. Annual sector expenditure program and medium-term expenditure framework	O	O	O	O	O	O
3. Government-led donor coordination	O	O	O	O	O	O
4. Provision of donor funding within the sector framework	O	O	O	O	O	O
5. Donors' dependency on government financial and accountability systems	O	X	O	O	O	O
6. Donors' systemic efforts to adopt common approaches to implementation and management	O	O	O	O	O	O
7. Contribution of major stakeholders in sector policy	X	X	X	O	X	X

<Table 3> Qualifying Criteria for SWApS

Source: Lavergne and Alba (2006), Reorganized by the author.

Kingdom's Overseas Development Institute (ODI) and the Swedish International Development Cooperation Agency (SIDA). Six organizations generally agree that

SWAps incorporate (1) inclusive sector plans and strategy, (2) annual sector expenditure program and medium-term expenditure framework, (3) government-led donor coordination, (4) provision of donor funding within the sector framework, and (5) donors' systemic efforts to adopt common approaches to implementation and management.

2.3 Traditional Donors and PBAs

2.3.1 Conceptualization of Traditional Donors

The conceptualization of traditional donors varies according to the context. The scholar's definition of conventional donors, or the distinction between traditional and emerging donors, also diverges to a wide range. Relevant literature has distinguished traditional donors from emerging donors in different ways, utilizing terms such as DAC and non-DAC donors, traditional and non-traditional donors, existing and emerging donors, and new donors to characterize the concepts (Udvari, 2014). For example, some papers conceptually distinguish between DAC donors and non-DAC donors to research (Manning, 2006; Kragelund, 2008; Woods, 2008; Reisen and Paulo, 2010). Other papers specify exceptions, referring to traditional donors as DAC donors – the 30 members of the OECD DAC – except latecomers such as Korea (Robledo, 2015).

Despite subtle differences in definition and classification, academic papers commonly classify traditional donors as developed Western countries such as but not limited to the United States, Germany, France, the United Kingdom, and Japan, while emerging donors such as Brazil, China, India, Israel, Korea, Thailand, Turkey, and the United Arab Emirates (Sato et al., 2010). Following the typical

classification, the thesis paper applies the same conceptualization, identifying traditional DAC donors as mostly Western developed countries such as Germany and the United States and newly emerging donors as Korea. With the definition, the thesis study focuses on the unique characteristics of Korean ODA compared to traditional donor countries, arguing that traditional donors' approaches to facilitating program ODA may not be practically applicable to Korea.

2.3.2 Traditional Donors' Practices of PBAs

Traditional donor countries have shown substantial efforts to deliver development practices under PBAs as part of their development assistance strategies. Key traditional donor countries such as the United States, Germany, Japan, France, and the United Kingdom have emphasized the importance of holistic and comprehensive approaches to development cooperation. These countries have allocated resources mainly with three strategies: the development of (1) budget support, (2) priority sectors by donors, and (3) Country Programmable Aid (CPA).

(1) Budget Support

Budget support refers to donor instruments that channel funds to the recipient governments. Budget support is divided into General Budget Support (GBS), in which donor countries contribute to the overall budget, and Sector Budget Support (SBS), in which donor countries grant financial aid earmarked under specific conditionality. Shifting away from particular projects, budget support is oriented toward practicing recipient countries' poverty reduction strategies and government capacity for development, thereby enlarging the scope for scaling up development assistance (Koeberle et al., 2006).

Studies have shown that budget support decreases transaction costs, accomplishes broader-ranging effects, and reinforces political processes (Dann, 2013). Compared to other aid modalities, budget support has been preferable, particularly to projects under certain conditions such as the well-alignment of donor and recipient countries (Cordella and Dell'Ariccia, 2007; Gerster, 2007; Lawson, 2015). Researchers have indicated that recipient countries of budget support tend to develop faster than countries with different aid types (Alavuotunki and Sandström, 2019).

Despite its efficiencies, many traditional donors have reduced budget support programs over the past decade through bilateral aid. This is due to skeptical views of budget support linked to corruption scandals within recipient country governments (Orth et al., 2017; Go, 2018). There also lacks evidence establishing a direct causal relationship between budget support programs and poverty reduction and the establishment of sustainable and inclusive economic growth in recipient countries.

As a result, budget support has been primarily maintained throughout multilateral donor institutions in the status quo while significantly decreased in the aid volume in bilateral aid. For example, the EC has covered budget support for various sectors for 59 countries or overseas countries and territories in 2021 (EC, 2022). This has been instrumental during and after the pandemic, preventing further economic and social setbacks in developing countries. Budget support is rarely deemed a complete replacement of conventional projects, although recommended to be implemented with policy dialogue and donor coordination, particularly during global crises by multilateral agencies (Fardoust, 2023).

(2) Priority Sectors by Donors

Traditional donor countries have designated priority sectors of their aid distribution. Factors such as donors' development missions and values, expertise and development experiences, strategic alignment, and recipients' needs and partnerships are thoroughly considered to decide national development priority sectors. By identifying priority areas, donors can allocate their resources in a more

Donor Country	Donor Ranking*	Priority Sectors**
United States	1st (US\$ 51.71)	1) Public Health, 2) Climate Change, 3) Democracy (Fight against Corruption and Authoritarianism), 4) Reduction of Poverty, 5) Food Security and Nutrition, 6) Education
Germany	2nd (US\$ 37.26)	1) Global Health, 2) Eradication of Poverty and Hunger, 3) Climate Change and Energy Transition, 4) Gender Equality
Japan	3rd (US\$ 20.98)	1) Poverty Reduction and Quality Growth, 2) Peace and Security, 3) Resilience and Sustainability: Environment, Food and Energy
France	4th (US\$ 17.44)	1) International Stability, 2) Climate Change, 3) Education, 4) Gender Equality, 5) Global Health
United Kingdom	5th (US\$ 16.76)	1) Green Infrastructure and Investment, 2) Food Security and Nutrition, 3) Open Science for Global Resilience, 4) Health, 5) Rights of Women and Girls
Korea	16th (US\$ 3.08)	1) Digital Partnership, 2) Higher Education, 3) Peace Community Program, 4) Smart City Development, 5) Inclusive Transport

*Donor Ranking is based on the total ODA spending of 2022. (Grant Equivalents, USD Million).

**Priority sectors are from the USAID JSP 2022-2026, German Coalition Agreement 2021-2025, Japanese Development Cooperation Charter (revised in 2015), French Law on Inclusive Development and Combating Global Inequalities 2021, UK International Development Strategy 2022, and Korean the 3rd Comprehensive Strategy for International Development Cooperation 2021-2025.

<Table 4> Donor Ranking and Priority Sectors by Donors

Source: OECD Statistics, Official Development Reports of Each Government/Ministry, Reorganized by the author.

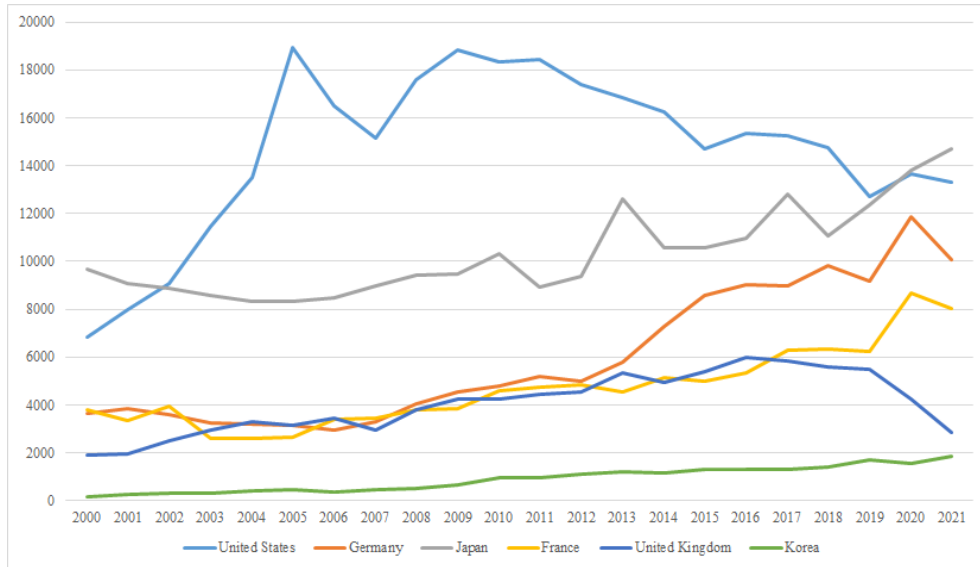
Effective and strategic manner addresses the most urgent needs and achieves sustainable development outcomes (Marx and Soares, 2013). This targeted approach facilitates aligning and harmonizing donors' ODA efforts by enabling

donors to align their support towards common objectives and minimize redundant initiatives.

Development of priority issues generally enables donor countries to foster integrated development strategies, leading to sustainable ODA provision and developmental impacts. <Table 4> lists donor ranking based on the total ODA spending in 2022 and priority sectors of the Group of Five (G5) countries and Korea. Apart from the exponential increase in the health sector due to the Covid-19 responses and support of global vaccination, each donor country aims to develop its priority issues as a national ODA specialty (Ahmad and Carey, 2021). For example, climate change and education have been essential agendas to most of the traditional donor countries, while the United States focuses more on democracy, Germany on climate change and energy transition, Japan on energy, France on green investment and global resilience, and Korea on digital partnership and smart city development (Nomura et al., 2021) according to their official governmental and ministerial development reports.

(3) CPA

To enhance aid effectiveness, the concept of CPA emerged from the OECD DAC. Fully developed in 2007, CPA is subjected to plan by multi-year, at a country or regional level. By catering to recipient countries' interests, CPA aims for an effective allocation of funding according to the national development priorities of recipient countries. <Figure 3> reviews the amount of CPA (2000-2021) for five traditional donors and Korea: The United States, Germany, Japan, France, the United Kingdom, and Korea.



<Figure 3> Amount of CPA by Donors (2000-2021)
Source: OECD Statistics

Data exhibits an overall CPA rise from Germany, Japan, France, and Korea, while a decreasing trend in the United Kingdom and the United States. The amount of CPA is steadily increasing in Korea; however, still placed at the bottom of the chart in terms of the total volume. CPA is expected to promote the developing world with a sense of country ownership, enhance aid effectiveness, and foster sustainable development. CPA enables developing worlds to flexibly allocate budgets catering to the changing circumstances and emerging needs, fulfilling their role as a program aid and achieving long-term development goals (OECD, 2009; 2011).

Analyzed from the chapter, traditional donors have dedicated more than a decade to implementing PBAs. These commitments are shown through various means, including budget support, designation of specific development sectors by donor countries, and allocation of CPA. While academic papers addressing strategic PBAs of traditional donors have been spotlighted after the Paris

Declaration, there needs to be more research on the efforts and strategies of PBAs employed in emerging donors. This disparity predominantly stems from emerging donors, such as Korea, possessing a smaller volume of development aid expenditure and proportion of PBAs, resulting in low efficiencies of development impacts. Emerging donors generally have limited resources and less development experience than traditional donors and rely more on development projects than programs funded through ODA. This literature review highlights the need to address the disparity between studies conducted on traditional donors and those operated on emerging donors, examining emerging donors' realistic concerns and drawbacks in adopting PBAs.

Chapter 3. Research Design

After exploring academic discourses on the conceptualization and practices of PBAs, the research attempts to provide a systematic explanation of PBAs in emerging donors. The paper selects Korea as a donor country and the case study of the Korea-Vietnam Industrial Technical School implemented by Korea to examine efforts and limitations in applying PBA. Before the methodology, Chapter 3 answers three questions; (1) Why Korea?; (2) Why a case study as part of methodology?; and (3) Why the Korea-Vietnam Industrial Technical School case study?

(1) Why Korea?

From an aid recipient to a donor, Korea was one of the world's poorest countries receiving aid from the international society that successfully converted the status to the 16th largest development aid donor in 2022. Korea advanced to an official donor country to be a member of the OECD DAC in 2010, then hosted the 4th High-Level Forum on aid effectiveness in 2011, and the Korean delegation to the OECD was appointed as vice-chair of DAC in 2019 (OECD, 2018). Korea is one of the very few countries that successfully transformed from a recipient to a donor in the past two decades, which is considered the most typical country categorized as an emerging donor. A vast majority of academic studies have also identified Korea as an emerging donor, comparing Korea with traditional donor countries (Chun et al., 2010; Kim and Oh, 2012; Robledo, 2015; Stallings and Kim, 2017) for conceptualization and categorization for research.

Not only academically regarded as an emerging donor, but Korea also has been assessed for its shortcomings in aid fragmentation and overreliance on

project-based approaches. Multiple OECD DAC reports have identified systematic limitations in Korea that increase the inefficiency of aid allocation and harmonization. Korean governmental reports related to international development strategies and evaluation similarly have expressed the necessity to upgrade Korea's development projects into programs. The two distinguishing features of Korea are behind in selecting Korea as an exemplary country for a comprehensive case study.

(2) Why is a case study part of the methodology?

After analyzing aid modalities used in Korean ODA in recent years from a macro perspective, the paper selects a specific case of the Korea-Vietnam Industrial Technical School. Addressing a case study is imperative as the thesis paper intends to explore an actual development assistance case rather than analyzing theoretical limitations and future recommendations based on OECD DAC and the Korean government's official reports. By tracking how development assistance operated in reality - such as the degree of ownership given to recipient countries or the degree of alignment towards national development plans and agendas of recipient countries – the research aims to present a specific, realistic, and in-depth analysis of Korea's development assistance and its efforts of PBAs.

(3) Why the case study of the Korea-Vietnam Industrial Technical School?

Out of thousands of development assistance cases Korea hosts to the international development community a year, the Korea-Vietnam Industrial Technical School satisfies three criteria behind the case selection; (1) The development assistance should have been implemented for more than three years to assess the potential applications of PBAs; (2) The development assistance should have ended at least five years ago (from 2023) to evaluate the outcomes and impacts of development

assistance, specifically sustainability, and maintenance from the recipient country;

(3) The availability of data should be guaranteed to provide an in-depth analysis.

The Korea-Vietnam Industrial Technical School case study qualifies for all three conditions above. The case study is based on three phases of the project officially called the Project for the Establishment of Korea-Vietnam Industrial Technology Institute (한·베 산업기술학교 지원사업), the 2nd Phase of the Project for the up-grading of the Korea-Vietnam Industrial Technology School (한-베트남 산업기술학교 2차 지원사업), and the Project for the Improvement of the Vietnam-Korea Industrial Technology Vocational College in Nghe An Province (베트남 한베 산업기술대학 3차 지원사업)^④. The first project was implemented in 1997-2001, the second in 2007-2008, and the third in 2014-2019. The case study is also recognized as the first case in Korea's ODA history to have a follow-up project after the first phase to the same recipient organization (한국국제협력단, 2012). Moreover, the monitoring and post-evaluation reports of the case study are all available for the first and the second phases, while the post-evaluation report of the third phase was requested and received by the authors to KOICA under the Official Information Disclosure Act.

In addition to the three criteria, the Korea-Vietnam Industrial Technical School case study has been evaluated with a score of 93 (out of 100) from the internal evaluation of KOICA. This is identified to be a “highly effective project” (한국국제협력단, 2011). Such classification is noticeable as the case study is marked to be a representative project of Korean vocational training despite the

^④ The name of the school slightly changes and is different per phase. Despite a variety of school names to be called, the paper decides to refer the school as the Korea-Vietnam Industrial Technical School, the official name of the school in 2023. Only when referring to the school name in a specific phase of the project would the paper use the name called during the phase.

small amount of funding. Since the characterization of Korea is an emerging donor with comparatively little total spending on ODA compared to traditional donors, the case study is expected to provide strategies of exceptionally extraordinary results despite a small proportion of funding (한국국제협력단, 2011).

3.1 Research Methodology

The study primarily utilizes annual Korean government reports about Korean development activities and strategies to explain the characteristics and shortcomings of the Korean ODA system in practicing PBAs. Then, three official OECD DAC reports ‘Korean ODA; Development Co-operation of the Republic of Korea DAC Special Review (2008)’, ‘OECD Development Assistance Peer Reviews: Korea (2012)’, ‘OECD Development Co-operation Peer Reviews: Korea (2018)’ are reviewed to present inherent limitations of Korean ODA system by international standards. For the analysis of the case study, eight official Korea International Cooperation Agency (KOICA) reports related to the Korea-Vietnam Industrial Technical School are reviewed to obtain correct details of the project and progress of the three phases of the project as primary sources: 「한-베 공업기술학교 지원사업 실무협의 결과보고서」 (1998), 「한-베 산업기술학교 지원 사업 종료 보고서 (1997-2001)」 (2006), 「한-베트남 산업기술학교 2차 지원사업 사전조사 결과보고서」 (2006), 「Ex-Post Evaluation Report for the 2 nd Phase Upgrading Project of the Korea-Vietnam Industrial Technical School」 (2011), 「한-베 산업기술학교 2차 지원사업 사후평가 보고서」 (2012), 「베트남 한베 산업기술대학 3차 지원사업 사전타당성조사 결과보고서」 (2013), 「베트남 한

베 산업기술대학 3차 지원사업 실시협의 결과보고서」 (2014), and 「베트남 한베 산업기술대학 3차 지원사업 종료평가 결과보고서」 (2019).

The study is limited in investigating the case study as other data and reports of the three phases of the Korea-Vietnam Industrial Technical School are confidential and, therefore, not publicly available. The paper puts two efforts to supplement such drawbacks. First, the report refers to news articles related to the project as supplementary materials to obtain an accurate depiction of the project and its influences in the region. Second, the paper conducts an in-depth interview with a KOICA manager involved during the project's third phase and has worked in the KOICA Vietnam Office (Văn phòng KOICA Việt Nam). The interview is expected to fill the gap between the theoretical analysis of the Korean ODA and its practical implementation in Vietnam. The interview asks questions about the details of the project, the unique characteristics of expanding the project to the second and third phases, and the strategies for scaling up, which are then analyzed to explore the following research questions.

3.2 Research Question

The thesis paper consists of two hypotheses based on existing literature. First, due to the features of Korean ODA as an emerging donor compared to traditional donor countries, currently existing research findings about PBAs and program ODA may not directly apply to Korea. Second, most Korean development assistance to the developing world is delivered through projects. To study the strengths of Korea's project-based strategies and the challenges associated with its transitional efforts to PBAs, the study selects the three phases of the Korea-Vietnam Industrial Technical

School project as a case study. Through an analysis of the exemplary scaling-up model, the research aims to showcase Korea's successful expansions of its ODA projects and identify the limitations of implementing PBAs despite a successful scaling-up.

With the hypotheses above, the paper asks the following two research questions. First, what contributed to expanding the Three Phases of the Korea-Vietnam Industrial Technical School? Second, what factors impeded the project from applying PBAs despite its success as an extraordinarily long-term development project? By tracking an exemplary case study of a development project, the paper aims to exhibit Korea's struggles to scale up development projects; however still entails weaknesses in applying PBAs, particularly regarding the issue of ownership.

3.3 Overview of The Case Study

All three phases of the project are officially classified into vocational training and launched in building and advancing a technical school in the Nghe An Province (Vinh City) of Vietnam. Executing organizations include KOICA from Korea and the People's Committee of Nghe An Province from Vietnam. Korea initially planned to provide a single project of constructing the infrastructure of schools in the Nghe An Province. However, it expanded the project, including enhancing facilities and class equipment, providing training teachers, and consultation of school curriculum per major.

Originally initiated as a single-phase project, the Korea-Vietnam Industrial Technical School developed into its three phases of a cooperation project

between Korea and Vietnam. Even KOICA evaluated the project to be a highly exceptional case (한국국제협력단, 2012). Each phase has different purposes, slightly different beneficiary groups, contents of the project, and expected results which are analyzed below. An in-depth analysis of each phase of the project, including its relevance to the Vietnamese government's development plan, coordination between Korea and Vietnam, and factors of exemplary scaling up of the project are all tracked in Chapter 5.

The First Phase (1997-2001)

The official name of the first phase of the Project is Project for the Establishment of Korea-Vietnam Industrial Technology Institute (한 · 베 산업기술학교 지원사업), designed for five years from 1997 to 2001 with the budget size of the US \$5 Million. <Table 5> presents the details of the project. The project intends to transfer industrial technology and expertise from Korea to foster a skilled workforce and ultimately contribute to Vietnam's economic development. Korea built an industrial technology institute, provided sufficient equipment for conducting classes, dispatched experts, invited trainees, and helped develop a curriculum and textbooks for the established school.

As a result of the project, Korea is expected to export domestically produced equipment for job training, while Vietnam is anticipated to have provided job training programs to Vietnamese youth. The school has been expected to nurture skilled applicants for local Vietnamese companies, especially satisfying national demands for technicians. From a macro perspective, the project aims to cultivate the country's human capital and economic growth.

Project Title		Project for the Establishment of Korea-Vietnam Industrial Technology Institute / 한 · 베 산업기술학교 지원사업	
Project period /Size		1997-2001 (5 years) / US \$5 Million	
Project Purpose		To transfer technology and expertise from Korea to foster skilled workforce and contribute to the economic development of Vietnam	
Project contents	Korea (US \$5 Million)	Construction of industrial technology institute	US \$1.9 Million
		Provision of equipment : electronics, electrics, mechanics, refrigeration equipment repair, car mechanics, agricultural and forestry machine repair, computer, information processing, office machines	US \$1.655 Million
		Dispatch of experts : 8 people (6 professionals, 2 quarterly professionals)	US \$0.84 Million
		Invitation of trainees : 30 people (construction personnel, administrators and teachers)	US \$0.38 Million
		Development of curriculum and textbooks	US \$0.099 Million
		Other expenses	US \$0.126 Million
	Vietnam	Provision and compensation for clearing the area (land grant proposal), transportation and other investments (US \$3.08 Million)	
Expected Results	Korea	Exports of domestically produced equipment used for job training	
	Vietnam	<ul style="list-style-type: none"> - Provision of job training opportunities to Vietnamese youth - Increase in skilled applicants for Vietnamese companies, satisfying national demands for technicians - Development of human capital and economic growth 	

<Table 5> Summary of the First Phase of the Project

Source: 한국국제협력단 (2006a), Reorganized by the author.

The Second Phase (2007-2008)

The official name of the second phase of the Project is the 2nd Upgrading Project of the Korea-Vietnam Industrial Technical School (한-베트남 산업기술학교 2차 지원사업) designed for two years from 2007 to 2008 with the budget size of the US \$2.24 Million. <Table 6> demonstrates the details of the project. In summary, the project aims to arrange for the vocational education training infrastructure and

equipment, foster employment and skilled manpower, and ultimately support the national economic development of Vietnam. Korea backed up with facility building, equipment support, dispatch of experts, invitation of trainees, and provision of consultations.

As a result of the project, Korea promoted a friendly image and thus enhanced soft power, reconfirming robust diplomatic relationships with Vietnam. Korea was able to strengthen its cooperative stances with Vietnam and openings of technology transfer. For Vietnam, the project is implemented to nurture skilled manpower of the Nghe An Province (Vinh City) and facilitate the technical ability of the local company workers. From a macro perspective, the project aims to empower human capital in the country's industrial technology and economic development.

Project Title		The 2nd Upgrading Project of the Korea-Vietnam Industrial Technical School / 한-베트남 산업기술학교 2차 지원사업	
Project period /Size		2007-2008 (2 years) / US \$2.24 Million	
Project Purpose		To support the vocational education training infrastructure, foster employment creation and skilled manpower, ultimately supporting the national economic development of Vietnam	
Project contents	Korea (US\$2.24 Million)	Facility building	US \$0.93 Million
		Equipment support : 6 major curriculum practice and education equipment support	US \$0.83 Million
		Dispatch of experts : 3 people (two curriculum and one school operation consultant specialist for 3 months	US \$0.21 Million
		Invitation of trainees : 15 people (ten teacher by curriculum for 3 months, five high-ranking official for 1 week)	US \$0.23 Million
		Other expenses (Pre-survey, execution consultation and preliminary expense)	US \$0.04 Million

	Vietnam	<ul style="list-style-type: none"> - Provision of site and support for the establishment of infrastructure - Free custom clearance for equipment, transportation expenses - Provision of administrative convenience and manpower
Expected Results	Korea	<ul style="list-style-type: none"> - Strengthening soft power and a friendly image and fostering robust diplomatic relations with Vietnam - Increasing cooperative relationships with Vietnam and opening possibilities for new technology transfer
	Vietnam	<ul style="list-style-type: none"> - Cultivating skilled manpower - Strengthening technical capability and ultimately empowering national economic development

<Table 6> Summary of the Second Phase of the Project

Source: 한국국제협력단 (2011), Reorganized by the author.

The Third Phase (2014-2019)

The official name of the third phase of the Project is the Project for Improvement of the Vietnam-Korea Industrial Technology Vocational College (베트남 한베 산업기술대학 3차 지원 사업) designed for 40 months from 2014 to 2019^⑤ with the budget size of the US \$6 Million. <Table 7> displays the details of the project. The project aims to develop vocational training conditions and cultivate a skilled workforce for industrial sites, ultimately fostering the local community's robust economic development. Korea constructed a building for the Electronics, Mechatronics, and Refrigeration departments, provided equipment to replace outdated laboratory equipment, dispatched experts and invited trainees, granted scholarships, and initiated the pilot program of Happiness Bakery as a primary example of industry-academia relations.

As a result of the project, Korea anticipated to pursue mutually beneficial cooperation between Korea and Vietnam, consolidating soft power and friendly

^⑤ The project was planned to start in 2014 and end in 2016. However, due to expected delays, the project officially started in 2014 and ended in 2019. The duration of the project is indicated as 40 months (한국국제협력단, 2019) by the official report.

relationships. Vietnam hoped to cultivate advanced technical experts domestically to satisfy the needs of local communities. As the third phase of the cooperation project, both countries viewed the project as a representative symbol of cooperation and development.

Project Title		The Project for Improvement of the Vietnam-Korea Industrial Technology Vocational College / 베트남 한베 산업기술대학 3차 지원 사업	
Project period /Size		2014-2019 (40 months) / US \$6 Million	
Project Purpose		To improve vocational training conditions and cultivate skilled workforce for industrial sites, ultimately aims to foster the local community's economic development	
Project contents	Korea (US \$6 Million)	Construction of a three-story building for the departments of Electronics, Mechatronics, and Refrigeration	US \$1.83 Million
		Provision of equipment : replacing outdated laboratory equipment, new equipment for practical experiments in eight departments (Electrical Engineering, Electronics, Mechanical Engineering, Automotive Engineering, Mechatronics, Information Technology, Welding, and Refrigeration)	US \$2.5 Million
		Dispatch of experts : 9 people (one head expert, experts for eight departments)	US \$0.57 Million
		Dispatch of project manager and operation expert : 2 people (one head expert, one university operation expert – consulting project management and architectural design)	US \$0.15 Million
		Invitation of trainees : 10 people (supervisors and university administrators) and 19 teachers Scholarship support : 5 students (Master's program, 1.5 years)	US \$0.76 Million
		Support for industry-academia : Funding for the pilot program of Happiness Bakery (행복베이커리) for one year - Collaboration between the Baking and Pastry Department, CJ Foodville Co., Ltd., and Dream Volunteers - Benefits granted including job opportunities for graduates of the school, technology transfers of private sector	US \$0.16 Million

		Other expenses (Promotion, Evaluation and Monitoring, Project Management)	US \$0.03 Million
	Vietnam	<ul style="list-style-type: none"> - Development and landscaping of the building site (preparation of soil, site clearing, geological survey, and establishment of infrastructure such as electricity, water supply, sewage) - Construction of additional dormitories - Provision of administrative convenience and manpower - Free custom clearance for equipment and supplies 	
Expected Results	Korea	Enhancement of soft power and relationships, promotion of mutually beneficial cooperation between Korea and Vietnam	
	Vietnam	Cultivation of advanced technical experts to satisfy the local industrial demands	

<Table 7> Summary of the Third Phase of the Project
Source: 한국국제협력단 (2019), Reorganized by the author.

Chapter 4. Korean ODA in Macro-Perspective

The paper proposes an overview of the Korean ODA system from a macro-perspective to identify the status quo of Korean ODA. After tracking Korean ODA from a historical context to the current aid delivery structure, the paper narrows the discourse to the overreliance on project aid in Korea as a significant limitation of Korean ODA. By examining the drawback, the chapter demonstrates hardships in applying PBAs in Korea as an emerging donor.

4.1 Overview of the Korean ODA System

From aid recipient to donor, the history of Korean aid has been an inspirational development story for many developing countries. After the Korean War in 1953, Korea was one of the world's poorest countries, receiving support from the international society. Korea received post-war recovery and grant aid to revive from the ashes of the Korean War, primarily aiming for economic recovery and rehabilitation. The inflow of the ODA^⑥ and foreign capital led to Korea's astonishing economic and social development, often called the Miracle on the Han River in development communities.

After the mid-1960s, Korea launched a series of national development policies, enhanced defense capabilities, and reconstructed infrastructure such as expressways and institutes. By concentrating on developing national industries, Social Overhead Capital (SOC), and selective export sectors, most international funds were used to fuel the First, Second, Third, and Fourth Korea's Five-Year

^⑥ The Korean government defines the term official development assistance (ODA) as government aid that is designed to promote the economic development and welfare of developing countries and includes the provision of grants, loans, and technical assistance to developing countries or international organizations (ODA Korea, 2023/03/01).

Economic Development Plans. In 2000, Korea was removed from the OECD DAC country list of ODA recipients. Korea rapidly transitioned from an aid recipient to a donor, fulfilling its role as a developed country in development fields.

After the foundation of the Economic Development Cooperation Fund (EDCF) and the KOICA in 1987 and 1991, Korea started aid activities to developing countries as early as the 1980s (ODA Korea, 2020). <Table 8> summarizes the overall history of Korea as an international ODA recipient. In such a short period, Korea reduced aid dependence on developed countries and international organizations, then graduated from the ODA recipient list. Based on Korea's stories of the Miracle on the Han River, Korea has been consolidating its unique development cooperation strategies as an emerging donor country between highly developed and developing countries. Korea advanced to an official

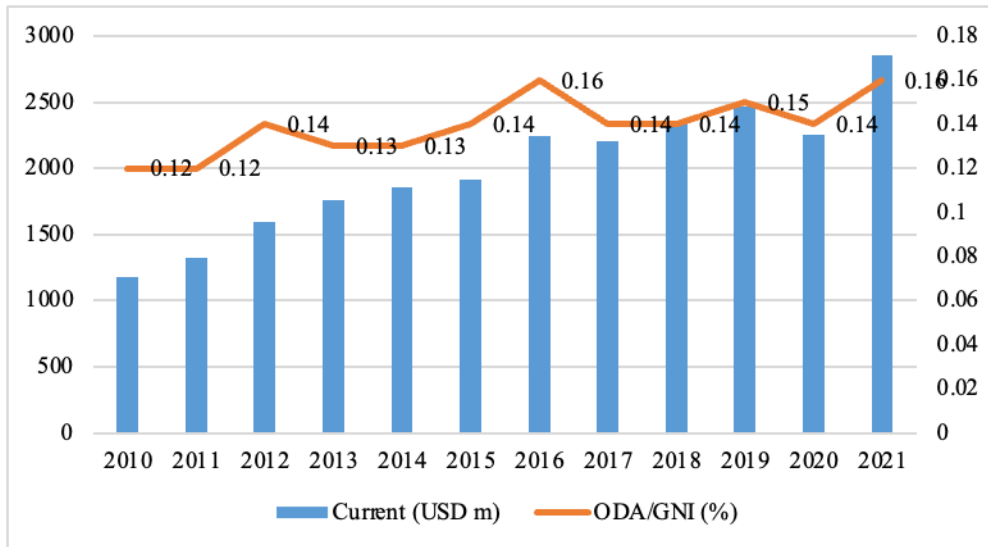
	Purposes	Forms	Components	Aid Dependence	Donors
1945-1952	Emergency relief	Grants (100%) Relief supplies	Education Land reform	Very high	US
1953-1962	Military defense Stabilization Reconstruction	Grants (98.5%) Supplies Technical cooperation	Agricultural development Food supply Military aid Consumer/Intermediate Goods	Very high	US, UN
1963-1979	Transition Growth and investment	Concessional loans (70%)	SOC Import substitution and export project Protect-type aid and intermediate goods	Declining importance of aid	US, Japan
1980-1992	High debt Stabilization and balanced growth	Non-concessional loans	Sectoral loans	Graduation from IDA list of recipient countries	Japan, Germany, International financial institutions
1993-2003	Financial crisis	IMF bailout	Structural adjustment	Graduation from ODA recipient list	IMF, IBRD

<Table 8> Korea's History as an ODA Recipient
Source: ODA Korea (2020)

donor country to be a member of the OECD DAC in 2010, holding the G20 Summit (2010), the 4th High-Level Forum on aid effectiveness (2011), appointment as vice-chair of OECD DAC (2019), and holding the P4G Seoul Summit (2021) (OECD, 2018).

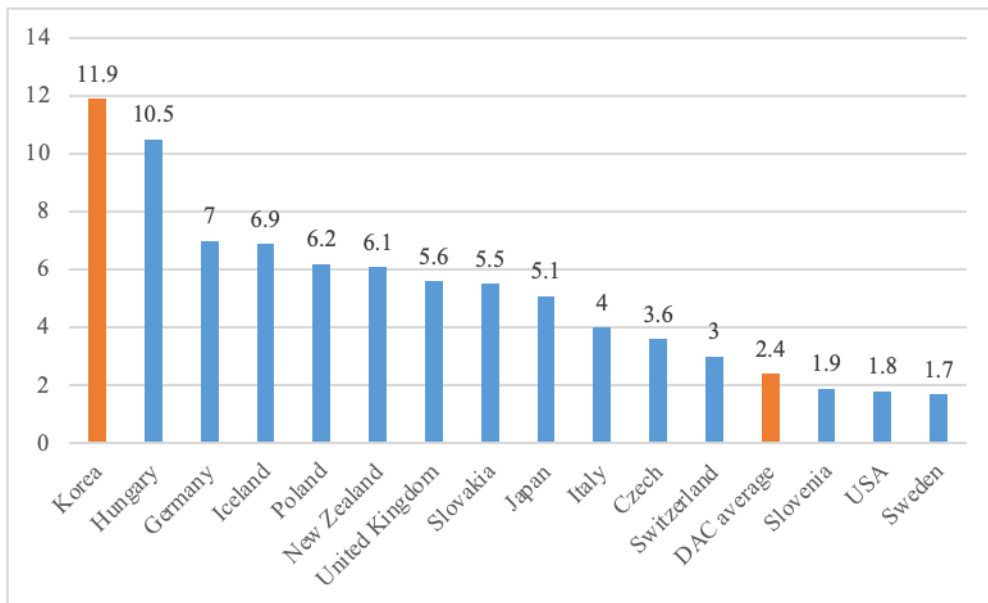
Korea's active contribution to development fields has been recognized in various measures. Some of the primary indicators for Korea's enhanced global donor standings include the total volume of Korean ODA, the ODA/GNI ratio, the average annual growth rate of ODA disbursements of DAC, the number of entire ODA projects and governmental efforts targeting SDGs. <Figure 4> refers to the total volume of Korean ODA from 2010 - the year of Korea's accession to the OECD DAC as an official donor country - to 2021 - the most recent data available. The ODA volume of 2021 increased significantly compared to a decade ago, while Korea ranked 16th among 30 DAC member countries in 2022 in volume.

<Figure 5> demonstrates the Korean ODA and other DAC members' annual growth rate from 2010 to 2018. In 2018, the Korean ODA budget exceeded KRW 3 trillion, a 2.4-fold increase from when Korea officially joined the DAC. Korea's average annual growth rate was approximately 11.9%, compared to the DAC average of 2.4%. The exponential increase represents Korea's contribution towards international development cooperation efforts. In 2022, nearly KRW 4.425 trillion was allocated to the ODA budget cooperating with 44 implementing agencies, 1,765 projects, and 88 official recipient countries. Korea has also been committed to achieving the SDGs. In 2018, the Korean government devised the framework for tracking the progress of ODA, divided by SDGs, while actively engaging with global discourses in reducing the international inequality gap.



<Figure 4> Total ODA Volume and ODA/GNI Ratio (2010-2021)

Source: OECD statistics



<Figure 5> Average Annual Growth Rate (%) of ODA Disbursements of DAC (2010-2018)

Source: OECD statistics

The introduction of the Framework Act on International Development Cooperation (Framework Act) and the Presidential Decree in 2010 set the foundation of the Korean ODA system. Korean ODA consists of three pillars: (1)

ODA policy-making and coordinating institution, (2) supervising institutions, and (3) implementing agencies. <Figure 6> demonstrates the structure and process of K-ODA.



<Figure 6> Korean ODA System
Source: Ministry of Foreign Affairs (2019)

First, the Committee for International Development Cooperation (CIDC) coordinates ODA-related institutions with the ultimate authority of deciding Korea's ODA policies and systemic implementation. The Prime Minister chairs the committee with ministers of related ministries, representatives of public institutions, and public experts. The Office for Government Policy Coordination (OPC), serving as the CIDC secretariat, assists with strategies for Korea in developing ODA

policies and evaluating ODA programs.

Second, the Ministry of Economy and Finance (MOEF) and the Ministry of Foreign Affairs (MOFA) work to supervise ministries responsible for concessional loans and grants. To direct ODA programs, respective ministries devise Annual Implementation Plans and engage with multilateral cooperation: the MOEF with Multilateral Development Banks (MDBs) and the MOFA with the UN and other international organizations. The MOEF frequently manages the EDCF enforcing loan programs and collaborating among private and public partners for projects. Concessional loans are disbursed by the Korean Export and Import Bank (EXIM Bank). The MOFA supervises and operates KOICA with other donor agencies for international emergency relief and humanitarian assistance activities. As of 2023, 45 implementing agencies have cooperated for over 1 840 projects to 92 recipient countries. The number of implementing agencies and ODA projects has been increasing for decades and becoming diverse, accelerating the importance of a more comprehensive, integrated approach among various stakeholders in the Korean ODA system.

4.2 Korea and Aid Fragmentation

Despite Korea's successful transition from a recipient to a donor country, the Korean ODA system involves several shortcomings. Behind the rapid advancement of the Korean ODA system and its contribution to the field of development cooperation lie limitations of the Korean ODA system. Compared to the traditional donor countries such as the United States, Germany, Japan, France, and the United Kingdom, Korea – historically the fastest country to achieve role transition from an

aid recipient to the donor – is an emerging donor that entails systematic limitations on aid fragmentation. The paper focuses on three aspects of Korean ODA: (1) the quick shift from an aid beneficiary to an aid donor, (2) lacking a robust foundation of the Korean ODA system with a cohesive linkage among stakeholders, and (3) overreliance on short-term project-oriented mechanisms over long-term, PBAs.

(1) Quick Shift from Aid Beneficiary to Aid Donor

Korea's status in international development shifted from being a recipient of development assistance to a provider of development aid. Historically, Korea received foreign support for post-war reconstruction and economic development. However, with rapid economic growth and successful industrialization, Korea improved its financial standing and became a high-income country. This switch marked a significant turning point, propelling Korea towards fulfilling the role of a donor country.

Korea's commitment to international development cooperation facilitated the transformation from an aid recipient to an aid provider. Korea actively embraced the responsibility of assisting developing countries in need. By establishing the ODA system and increasing the financial resources allocated for development cooperation, Korea displayed its determination to fulfill an active role in international development. However, behind the remarkable progress exists challenges accompanying Korea's transition to a donor country.

Despite the remarkable progress, challenges accompanied Korea's transition to a donor country. Korea's support lacked its concentration on specific countries and sectors, and the low ODA/GNI aid ratio demonstrates the key weaknesses (Marx and Soares, 2013). Other studies have also pointed out the

necessity to reinforce result-based management, evaluation mechanisms, and policy dialogues with recipient countries (OECD, 2012; 2018; Jung and Yoo, 2021). Balancing these challenges while continuing the role of a reliable donor is a challenge the Korean aid industry faces in the status quo.

(2) Lacking Robust Foundation of the Korean ODA System with a cohesive linkage among stakeholders

Weak institutionalization of the Korean ODA system poses hurdles in effectively managing and implementing development programs. A robust institutional framework for the ODA system is generally pivotal to ensure effective aid delivery. Strong institutionalization provides a solid foundation for planning, implementing, and evaluating aid programs. It establishes clear guidelines, procedures, and mechanisms that govern the allocation and management of resources. A more robust institutional framework is expected to allow Korea to adopt PBAs prioritizing comprehensive, integrated strategies rather than solely focusing on short-term, project-based assistance. By considering the broader development needs and aligning aid programs with recipient countries' national and global development agendas, Korea can contribute more effectively to the sustainable development goals of recipient countries. Institutionalization also facilitates establishing long-lasting partnerships, enabling better collaboration with recipient countries and enhancing their capacity for self-reliance.

Numerous reports have shown weaknesses in the Korean ODA system. Critical reviews of the Korean model of ODA exhibit the weak position of idealism in Korean ODA policy despite the Korean government's efforts to scale up. The adequacy of the Korean ODA model has also been questioned, as papers claim to r

eadjust the model based on the current demands from recipient countries (Bong, 2014; Lee and Shin, 2017). Studies comparing aid allocation of Korean and traditional donors have concluded that the relatively short history of aid in Korea has resulted in different models of what traditional donors have adopted. Studies imply that the Korean ODA system's foundation and current operation are less unified and cohesive (Kim and Oh, 2012). While the growth of Korean ODA is recognized, there exists a need for more vital coordination of the Korean ODA system, such as the designation of priority sectors and recipient countries and clear guidelines of ODA for a concrete foundation of Korean ODA.

(3) Overreliance on Short-Term Project-Oriented Mechanisms

Additionally, Korean ODA proportionately focuses on short-term, project-based approaches, which may overshadow the importance of long-term, program-based strategies. Studies have noticed Korean ODA and its heavy emphasis on project-based assistance, arguing its limited impact on sustainable development in the long run (Jung, 2022). Statistical reports of the MOFA demonstrate that a vast majority of Korea's bilateral ODA projects were implemented for two years or less, with a possibility of extending for an additional year. The share of small-scale projects worth below KRW 1 billion is approximately 70% of the total projects, 69% in 2017, 70% in 2018, 68% in 2019, 70% in 2020, and 68% in 2021 (Office for International Development Cooperation, 2022). This indicates a tendency towards a relatively short time frame of ODA projects in Korea's development cooperation.

OECD Development Co-operation Peer Reviews for Korea in 2012 and 2018 also identify the overreliance on project-based assistance as a fundamental limitation of Korean ODA. In 2012, OECD DAC reported that Korean ODA

encompassed the highest level of CPA compared to other DAC members. However, it is spread thinly across 79 recipient countries. The allocation of budget to pooled funds, or PBAs, is very low, with only 3% of the total bilateral aid, implying an excessive proportion of assistance delivered as small-scale conventional projects (OECD, 2012). In 2018, Korean ODA was examined to be in a positive trajectory of programming aid. However, the two-year time lag has been identified as a critical barrier to an integrated, programmatic way of ODA delivery (OECD, 2018).

The time frame and the volume of the development support have also been mentioned as a drawback of the Korean ODA. Although the Korean ODA has evolved at a fast pace, studies have shown the magnitude of assistance to be small compared to other countries of OECD DAC (한국국제협력단, 2012). Various factors have been analyzed to explain the small ODA volume, such as the high loan assistance ratio, low grant-type aid ratio, inefficiency issues, and insufficient structural system (OECD, 2008).

Such limitations of the Korean ODA project, being small-scale and short-term focused, is referred to as the N-2 policy in Korean ODA. The N-2 policy is the Korean government's practice of granting ODA projects two years before program implementation, meaning that the budget and program execution ought to be finalized at least two years before the actual project (ODA Korea, 2020). The N-2 policy connotes the total duration of development projects to be two years (or a maximum of three years), as new funding is generally allocated to new projects than a project already supported before. This system can perplex Korea and recipient countries, considering the need for quick and efficient project implementation. This may also lead to the short-term orientation of aid provision, hampering the long-term effectiveness and sustainability of Korean ODA.

Korea is uniquely positioned as an emerging donor in the international development community. On the one hand, Korea can be differentiated from other traditional donors by three characteristics: (1) the rapid transition from a recipient to a donor country, (2) weak institutionalization coupled with complicated stakeholders, and (3) over-prioritization on project-based approaches. These three flaws have collectively shaped the landscape of Korea's ODA efforts, impacting the effectiveness and sustainability of the development initiatives. Understanding and addressing these challenges are imperative for Korea to enhance the impacts and long-term benefits of Korean ODA accomplishments.

On the other hand, Korea has been highly praised as a successful emerging donor in the development field. Korea leverages the development experience of achieving rapid economic growth to provide targeted assistance to recipient countries. Korean ODA also promotes a results-oriented approach to achieve tangible outcomes and impact. Korea has been reinforcing innovative and inclusive practices, encouraging partnerships with various stakeholders, including civil society organizations and actors in the private sector.

As there exist gaps about how to assess Korean ODA and how to advance from the current development initiatives of Korean ODA, the thesis paper focuses on aid fragmentation as a critical challenge in the status quo. Aid fragmentation is a frequently observed issue in Korea that requires systematic approaches. Traditional donors have developed budget support, priority sectors, and the CPA to strengthen their PBAs. In comparison, Korean ODA spends a small proportion to budget support, has weak institutions to support the key priority sectors, and the CPA is spread sparsely across 79 recipient countries, meaning the allocation per recipient country is very low. In this context, the paper asks how Korea can apply the

principles of PBAs if it does not adopt the model of PBAs. The project of the three phases of the Korea-Vietnam Industrial Technical School is selected to explore factors for its successful scaling up and limitations in identifying the case study as PBAs.

Chapter 5. Korean ODA in Micro-Perspective

The paper illustrates Korean ODA in a micro-perspective to investigate the factors for the successful case study and its limitations in applying PBAs. Three successful factors have been identified, some directly or indirectly related to the principles of the Paris Declaration. Then, the research inquiries any limitations of the case study as it is classified as a continuous scaled-up project instead of a program ODA.

5.1 Success of the Case Study

Three Phases of the Project Korea-Vietnam Industrial Technical School deviated from other ODA projects in Korea as the project continued for three phases with no initial plans. Although the project does not satisfy all criteria to be considered as program ODA. Still, unique features of the Project Korea-Vietnam Industrial Technical School enable continuous funding and practices of the project until the third phase. Three factors are thoroughly explored to identify reasons for such success; (1) scaling up of hardware and software; (2) coordination between Korea and Vietnam; (3) enhancement of industry-academia relations.

(1) Scaling Up of Hardware and Software

The theory of scaling up in development communities varies according to the circumstances and contexts. For example, the International Institute of Rural Reconstruction (IIRR) defines scaling up as the “contribution of more quality benefits to more people over a wider geographical area, more quickly, more equitably, and more lasting” (IIRR, 2000). Comparatively, the World Bank refers to scaling up as “the expansion, adaptation, and sustainment of successful policies,

programs, or projects usually in different places and over time to a greater size of people” (World Bank, 2004). Despite diverse conceptualizations of the theory of scaling up, the implications of scaling up for aid donors are deemed to be converging. Directly mentioning the Paris Declaration's five principles, papers explain that scaling up is a significant opportunity to enlarge successful smaller interventions to bigger scale (Hartmann and Linn, 2008). Scaling up of a developmental project includes the involvement of donor agencies, expansion of approaches to a national scale, or pursuit of comprehensive, longer-term development approaches. Three Phases of the Project Korea-Vietnam Industrial Technical School had not evolved to the extent of adding new donor agencies or enlarging the scope of the development assistance to a national-wide level, however, had a meaningful expansion in both hardware and software, which ultimately results in the increase of the number of beneficiaries and affected regions, the growth in geographical coverages, the replication of the model in similar contexts, and the integration of the donor country's intervention into existing government policies and programs.

<Table 9> presents both hardware and software scaling up by phases. Hardware refers to infrastructural expansions by each phase of the project, while software denotes the development of new educational programs, curriculums, and majors. The first Phase of the project started by constructing the industrial technology institute with 4-5 majors in total. Basic programs, curriculums, and textbooks for regular long-term training, vocational secondary education, and short-term vocational training were completed to educate students of different levels. During the first Phase, it is estimated that 600 students were enrolled every year, and approximately 80% of the graduates are employed. The school is

qualified to be classified as a Secondary Technical Education (2-3 years), cultivating industrial technicians and skilled workers accordingly to Vietnam's education system.

	Phase 1	Phase 2	Phase 3
Hard ware	1) Construction of industrial technology institute 2) Provision of equipment for 4-5 majors	1) Construction of a new laboratory facility building 2) Provision of equipment for 6 curriculums (6-7 majors)	1) Construction of a new three-story building for three departments 2) Provision of equipment for 8 departments, 11 majors
Soft ware	1) Supports in designing programs for regular long-term training, vocational secondary education, short-term vocational training 2) Dispatch of experts and Invitation of trainees	1) Supports in broader programs such as operating know-how, school management techniques, creative initiatives for exchange programs in addition to regular curriculums 2) Dispatch of experts and Invitation of trainees	1) Supports in broader plans such as designing Action plans and Master plans (Medium to Long-Term Plan) for the Comprehensive School Management and Development Plans 2) Dispatch of experts and Invitation of trainees

<Table 9> Scaling Up by Phases

Source: KOICA reports for the Korea-Vietnam Industrial Technical School, Reorganized by the author.

Despite such success of the project, the overall conditions for technical education remained poor due to insufficient educational facilities, inadequate practical equipment, and limitations in the capabilities of the teaching staff. Despite growing student demands and enrollment, school teachers' lack of proactive commitment to curriculum development was identified. To remedy such drawbacks, the project's second Phase constructed a new laboratory facility building and provided equipment suited for 6-7 majors. For software development, the project delivered broader programs such as operating know-how, school management techniques, creative initiatives for exchange programs, and upgrading regular curriculums. During the second Phase, it is calculated that 1,000 to 2,000 students

were enrolled every year, and more than 80% of the graduates are employed. Some majors have shown exceptionally high employment rates, such as the refrigeration department, having 97.8% of graduates being used within six months of graduation in 2013. This rate is supposed to be very high even compared with other schools in local communities. After completing the second Phase, the school advanced to Vocational Collage Level (3 years) accordingly to Vietnam's education system.

The third Phase of the project started with the aim of elevating the school's status to a Technical University (4 years). The project upgraded both hardware and software of the school. For example, a new three-story building was newly built for three departments, and equipment was distributed to 8 departments, 11 majors in total. Regarding software, the project helped design Action plans and Master plans (Medium to Long-Term Plans) for the Comprehensive School Management and Development Plans. Such programs promoted the school's long-term goals in developing and operating the school. During the third Phase, it is assessed that 3,000 students were enrolled every year, and more than 91.2% of the graduates are employed on average.

With the enhancement of the hardware and software of the school, the classification of schools in Vietnam's education system^⑦ also been upgraded in every phase. The school was established as an industrial technology institute during the first phase. However, it was upgraded to a Secondary Technical Education (2-3 years) after the operation. After the second phase, the school was considered qualified as equivalent to Vocational Collage Level (3 years), showing its vocational educational prestige inside Vietnam. Years after completing the third

^⑦ Appendix 1 shows the structure of the vocational education and training system in Vietnam.

phase, the school became a Technical University (4 years). Such upgrades in the classification level connote the school's successful scaling up.

(2) Coordination between Korea and Vietnam

Coordination of stakeholders is critical for the success and sustainability of ODA projects. ODA projects generally involve multiple stakeholders, including the donor country, recipient country, implementing agencies, and local communities. Under the same project, the stakeholders have different priorities, expectations, and interests, which can create conflicts and challenges that may derail the goals and outcome of the project. Thus, effective coordination and collaboration among stakeholders are crucial to align the project's objectives.

Effective coordination can also contribute to the sustainability of the project. Coordination can ensure that all stakeholders know the project's long-term goals and strategies, leading to a shared sense of ownership and commitment to the project's success. When stakeholders cooperate in a coordinated manner, the project can identify and address potential challenges and obstacles that may arise during the project's implementation. Furthermore, coordination can promote transparency, accountability, and communication among stakeholders, building trust and promoting the project's sustainability beyond its initial phases. OECD DAC reports, preliminary research, and the principles of Korean ODA have stressed the importance of active interaction and communication among stakeholders during the ODA projects. The coordination of diverse stakeholders has been analyzed in-depth in the study.

Three Phases of the Project Korea-Vietnam Industrial Technical School are deemed well-coordinated and aligned by active interactions among various

stakeholders. [Appendix 2]^⑧ provides an overview of the project's coordination process between Korea and Vietnam. First, at the country level, the national development plan of Vietnam closely fits with the project's aim. Starting from the mid-1990s, Vietnam recognizes the promotion of human capital through education (science and technology) and vocational training as a critical driving force for national industrialization and modernization. To overcome the lack of investment and social development in education and training^⑨, the Vietnamese government has designated education and training as one of the 11 priority sectors for growth in the Vietnam Economic Development Five Year Plan (1996-2000) and has been concentrating national support to the sectors. During the summit between President Kim Young-Sam and Vietnam's Communist General Secretary Do Muoi in 1996, President Kim expressed proposals for development cooperation projects related to vocational training. The Vietnamese government officially requested the project in 1997. Since Korea also boosted socio-economic development through education and human capital, the Vietnamese government formally expressed the importance of industrialization and the skilled labor force as necessary for social development.

Second, at the regional level, the province of Nghe An announced the Nghe An Five Year Development Plan (1996-2000). The plan announced the transition in economic structure from an agriculture-based society to an industry-led economy by 2000. In line with the goal, Nghe An province actively facilitated

^⑧ Due to the size, the timeline of Coordination between Korea and Vietnam (1990-2020) is included in Appendix 2.

^⑨ The share of skilled workers from the national workforce was approximately 8-9%. Deemed as an urgent matter to increase skilled workforce nationally, the Vietnamese government selected education and job training as an important agenda at the 9th and 10th national assembly meetings, adopting resolutions to promote job training for national industrialization and modernization in 1996. Vietnamese government officially announced the aim to increase the share of skilled workers in the total national workforce to 22-25% by the 2000s.

support and regional policies to promote education and vocational skills training aiming for human resource development and cultivating industrial, skilled manpower. In addition, Vietnam initiated the General Directorate of Vocational Training (DVET) as a subordinate agency under the Minister of Labor, Invalids and Social Affairs (MOLISA). DVET aims to manage and organize public services related to vocational educational training. The foundation of DVET facilitated systematic interactions and promotion of the project to nurture skilled industrial workers. The first phase of the project was welcomed both at the country and regional levels as the aim is in line with the development strategy of Vietnam.

After the end of the first phase, Vietnam expressed several concerns: (1) difficulties in accessing new equipment or repairing equipment and (2) students' job placement after graduation. Some of the equipment provided during the project required repair; however, parts were neither domestically manufactured nor afforded—some teachers who are eager to learn new technology demand experts or trainers that are lacking domestically. KOICA provided post-management of the project, which KOICA subsidized with 31 pieces of equipment and dispatch of technicians under the KOICA internal regulations of supporting post-management within three years after the project (US \$0.03 Million).

The discourse related to the second Phase was initiated with the Vietnamese government's official requests for additional support from the Korea-Vietnamese Industrial Technical School. The Second Phase of the project is well known as a model case, an exceptional point of which KOICA aided the same organization twice. Due to the characterization of being an unusual case of assisting twice or more, many preliminary literatures have evaluated the Second Phase as a successful case (한국행정연구원, 2019; 한국산업인력공단, 2022). For

example, KOICA has independently investigated the evaluation of the Second Phase, which identified the project as having ‘exceptionally extraordinary results despite a small proportion of the KOICA funding, being called as a representative Korean assistance model,’ receiving a high score of 93 out of 100.

The active engagement between Korea and Vietnam led to the second and third phases of the project. Each phase is in line with the goal of Vietnam’s Socio-Economic Development Plan (SEDP), also referred to as the National Development Plan of 2006-2010 and 2011-2020. Starting from 2006, as part of the national development strategy, Vietnam emphasized the systematic development of education and training and the importance of cultivating human resources.

The SEDP (2006-2010) highlighted two objectives of the vocational training sector. First, financial investment in secondary and diploma-level vocational training has been emphasized. This caused Vietnam to allocate funding primarily to high-quality vocational colleges that meet the manpower requirements of strategic industries, industrial parks, and processing zones. Second, strengthening vocational training at the elementary level has been mentioned, especially during the transition from agriculture to industry. This has been essential for supplying the skilled workforce to drive advancements in the agricultural field, improve overall achievements, and support expanding the vocational college network. To satisfy the growing demand for vocational training in various industries, the Vietnamese government actively funded vocational training institutions and improved education programs' qualities at the national and provincial administration levels. As a result, in 2007, there were about 1,900 vocational training institutions nationally. Among them, 20 are designated vocational specialization colleges and 243 juniors to elementary vocational training

schools. One of their efforts to train a competitive industrial, skilled workforce was to proceed with the project into the second phase.

The project's third phase was closely related to SEDP (2011-2020) and additional reformation for industrialization. For example, in 2008, Vietnam passed a resolution during the 10th Party Congress of the Communist Party, and through the Vocational Training Law, Vietnam implemented modernization. The Vietnamese government prioritized industrialization as a critical component of its development strategy, including implementing the Strategy for Science and Technology Development (2011-2020)^⑩ and the Industrial Development Strategy of the Machinery (2010-2020). The SEDP (2011-2020) stressed six goals, three related to the project^⑪. Education of vocational training, science, and technology has also been one of the four major priority areas. Such circumstances and high relevance to Vietnam's national development strategies have impacted the school to be chosen as one of the 26 institutions nationwide to receive subsidies for advanced vocational training by the Vietnamese government until 2015.

Regionally, Nghe An province announced its development strategy in 2020, recognizing its potential as an economic zone and actively developing industrial complexes. This social context has drastically increased the demand for the quantity and quality improvement of the skilled and technical workforce. To

^⑩ Text at the website: Ministry of Science and Technology (Vietnam). The Strategy for Science and Technology Development for the 2011-2020 period. <https://www.most.gov.vn/en/news/146/the-strategy-for-science-and-technology-development-for-the-2011-2020-period.aspx>(accessed on June 16, 2023).

^⑪ The six goals were; (1) Independent and sustainable economic growth through international cooperation; (2) Human resource development as the top priority for national development; (3) Rapid and stable economic development; (4) Economic development with secured social security for underdeveloped regions, ethnic minorities, and the impoverished population; (5) Maximizing domestic resources and investing for potentials; and (6) Sustainable economic development through the protection of natural environment and natural resources.

respond accordingly, the Vietnamese government has requested involvement in the tertiary sector industries. Such immense communication efforts between Korea and Vietnam enabled the coordination of the project.

(3) Enhancement of Industry-Academia Relations

The enhancement of industry-academia relations is essential to consider for several reasons. First, vocational education aims to equip students with the knowledge and skills necessary to succeed in regional industries. The primary objective of vocational education is to enhance students' employability by providing them with practical skills and industry-specific knowledge. Evaluating the employment rate of graduates helps measure the effectiveness of vocational education in preparing students for the workforce. Higher employment rates indicate that the education and training received in school have adequately prepared individuals for relevant job positions, validating the quality and relevance of the vocational programs. By closely aligning the labor market with education and training, the role of the school in satisfying the demands of the job market is met. In other words, if most graduates struggle to find employment or face difficulties matching their skills with available job opportunities, the study can infer potential misalignment between the education provided and the labor market requirements.

Second, in a larger scope of perspective, the labor market and employment rate directly impact the overall economy of the province and the country. Vocational education plays a vital role in contributing to economic development by supplying skilled workers to industries. When vocational education programs successfully produce competent graduates who secure

employment, it leads to increased productivity, reduced unemployment rates, and a more robust economy.

Based on these two principles, the expansion of relations between the Korea-Vietnam Industrial Technical School and nearby industries are noticeable. While the project's first phase was not directly related to the sectors, the following second and third phases were closely linked to local industries. After the second phase, it is worth noting that school graduates enjoyed employment opportunities in Korea. The availability of overseas employment opportunities for skilled and well-trained individuals significantly motivates many students to pursue graduation. In reality, graduates who find employment in Korea and other countries often remit approximately \$1,000 per month to their families, more than three times higher than the income of employed individuals in Vietnam.

The relationship between the Korea-Vietnam Industrial Technical School and companies was widened starting from the third phase. As part of the project, the operation of industry-academia collaboration programs was facilitated with various companies, including Samsung Electronics, POSCO, Hyundai Motor, Taiwan Fuhong, Fomusa, Canon, and Vinaconex. In industry collaboration programs, there are cases where students participate in short-term internships at companies and are subsequently hired as employees. The third phase of the project also directly funded the pilot program of Happiness Bakery (행복베이커리) for a year of collaboration with the Baking and Pastry Department, CJ Foodville Co., Ltd., and Dream Volunteers. Such opportunities strengthened students' job experiences and availability after graduation¹².

¹² Information from the college homepage: Korea - Vietnam Industrial Technical College homepage. <https://vkc.edu.vn/>(accessed on May 13, 2023).

Even after completing the project's three phases, the industry-academia relationships of the school remain active. For example, in August of 2022, LG Display Vietnam Hai Phong Company held a seminar, "LG Display technician scholarship program," and promised to provide scholarship programs to 50 students. CJ Foodville Group has been recruiting students with school support for more than 50%, committed to employment for all students after the course in 2020. Visang Education played a leading role in 2020, training college educators and providing free Korean e-learning classes as a form of Visang Education, Supplying the Korean Language Smart Solution (Visang, 2023/06/10).

5.2 Limitations of the Case Study in PBAs

Despite continuous phases of the project and enhanced qualification of the school, the case study has limitations in PBAs that categorize the case study as a project rather than a program aid. The paper attempts to evaluate the case study by three frameworks: the four elements of PBAs¹³, the five principles of the Paris Declaration¹⁴, and the qualifying criteria for program aid¹⁵ (representatively SWAp). By presenting the limitations of the case study in PBAs, the paper ultimately provides possible room for improvement for future development cooperation projects.

¹³ For the details of each principle from the Paris Declaration, refer to <Table 1> of the literature review.

¹⁴ For the details of each principle from the Paris Declaration, refer to <Table 2> of the literature review.

¹⁵ For the details of each principle from the Paris Declaration, refer to <Table 3> of the literature review

(1) Four Elements of PBAs

Four elements of PBAs can be utilized to identify the limitations of the project in advancing to a program. First, the host country's leadership was presented in phases to note the school's difficulties. Throughout the coordination process of the two countries, sources of administration have been shown to an extent. Next, a single program and budget framework were not set as it was a series of continuous projects instead of a single program. Moreover, the effectiveness of donor coordination and harmonization of procedures was minimal since the project was conducted without establishing standard arrangements and simplifying the process in Korea. Lastly, the project adopted local procedures for designing, implementing, managing, monitoring, and evaluating the project, mainly during the third phase. The school communicated for needs, but not to the extent of local procedures to upgrade the project.

Despite much improvement, there are some points of weakness and improvement. First, the practice equipment has become insufficient and obsolete due to too many students for limited equipment. Second, since the teachers' training is carried out in Vietnam, there are insufficient opportunities for interacting with advanced technologies. At the KOICA Vietnam office, various training opportunities related to vocational training are offered to the teachers of the Korea-Vietnam Industrial School. This is somewhat better than other schools, but the size is not considerable, so the effect has to be limited. Third, the school desires to apply the advanced curriculum and teaching methods, but the opportunities are insufficient. There is a demand to collaborate with Korean junior colleges or engineering colleges, but few opportunities exist.

(2) Five Principles of the Paris Declaration

Five principles of the Paris Declaration can be utilized to evaluate the project's shortcomings in transitioning to a program. In terms of ownership, the project was both supply-led and demand-led; however, not based on the locally owned programs. Considering the alignment of the project, the first phase started as a project with less emphasis on the success of the Vietnam government's development goals, country agendas, and systems. However, the second and third phases actively reflected the Vietnam government's and regional institutions' national development strategies. Such transitions can be seen as efforts from project to program aid.

From the perspective of harmonization, the project has been conducted without establishing standard arrangements and simplifying the process in Korea. Such a trait implies a low level of harmonization compared to the level of harmonization program aid intends. In the issue of managing results, the project's second and third phases are deeply linked with the broader national development goals. Due to efforts of scaling up, the project was devised considering development goals and development objectives. Lastly, all phases of the project deemed accountability of each country, involving local participation. However, some inevitable factors made donors have typical control over the project. For example, it appears that the facilities, equipment, and educational training curriculums are not adequately responding to the changing industrial environment, resulting in a deficiency in producing high-quality human resources. There also lacks comprehensive and systematic planning for school operations and a roadmap for the future. To have strategies for financial independence, more active efforts of the school to expand Industry-Academia collaboration, organizing alumni networks, developing profitable programs, and innovative development of curriculums are

necessary. There have also been difficulties in maintaining and managing training equipment and handling post-maintenance issues for consumable tools and materials unavailable in Vietnam. Although such problems are inexorable due to support provided for vocational training systems from Korea, both Korean and Vietnam schools should have cooperated more with responsibility.

(3) Qualifying Criteria for Program Aid

The qualifying criteria for program aid can be utilized to assess the weaknesses of the project in upgrading to a program. The paper questions five criteria of which all six institutions (CIDA, DAC, DFID, EC, ODI, and SIDA) had in common. First, comprehensive sector policy and strategy were not presented at the start of each phase. However, policies and procedures are developed afterward during the phases. No annual sector expenditure program or medium-term expenditure framework has been identified as an essential standard. Government-led donor coordination was possible because both entities actively interacted with each other. Lastly, the adoption of standard approaches to implementation and management is yet to be made.

Chapter 6. Discussions

During the research for the case study, an in-depth interview was conducted with the manager from KOICA¹⁶. The discussion focused on gaining a comprehensive understanding of the case study—the questions posed during the interview aimed to cover various aspects of the project. Firstly, the interview discussed introducing the project's three phases, which shed light on its overall structure and objectives. Secondly, the reasons behind the decision to extend the project into three phases were thoroughly explored, providing insights into the strategic considerations involved. Thirdly, the interview question delved into the strengths and weaknesses of the project, enabling a critical evaluation of its effectiveness. Fourthly, the manager examined the project's impacts on the management of other KOICA projects, considering any lessons or best practices that could be applied elsewhere. Finally, the discussion led to the implications of the project for Korea's aid industry in the current context, assessing its broader significance and contributions.

During the interview, the KOICA manager highlighted the eagerness and strong support received from the Vietnamese government and the Vietnam-Korea Industrial Technology Vocational College in implementing the project. The school and teachers involved in the project actively participated with a sense of ownership. Even now, this positive environment has persisted after the project's third phase ends. Furthermore, the project has played a crucial role in producing highly skilled human resources sought after by neighboring and regional companies. This symbiotic relationship between the project and local human resources has created a

¹⁶ The interview was conducted with SoYoung Lee, manager for the Department of Private Sector Engagement. She was also the manager for the Third phase of the Vietnam-Korea Industrial Technology Vocational College. Interview was done in KOICA on May 19th, 2023. (Appendix 3, 4, 5, 6)

virtuous cycle, leading to sustainable development and growth.

The manager also shared an interesting observation regarding the project's success in Vietnam. Due to the remarkable achievements and positive outcomes of the educational programs implemented, other provinces¹⁷ in Vietnam have expressed a strong desire for similar programs. This demonstrates the potential for replication and scalability of successful initiatives in different regions. Vietnam's request for similar educational programs reflects the confidence and trust inspired by the project's achievements. Even though the project's three phases are yet to be identified as a program ODA, the similar pattern of requests from the Vietnamese government and implementation of projects in different provinces can develop into a program-based approach.

¹⁷ One example is the establishment of Vietnam-Korea Bac Giang College of Technology (한국 베트남 박장성 직업훈련대학 설립 사업) in Bac Giang province (2010-2013).

Chapter 7. Conclusion

A series of international forums and agreements to enhance aid effectiveness emphasized harmonizing aid provision to the donors. To develop integrated, well-coordinated aid, traditional donors have attempted PBAs and delivered program aid to the developing world. In this context, implementing program-based ODA strategies has received significant scholarly attention. However, there is a lack of research focusing on promoting program-based ODA strategies by emerging donor countries, as most studies primarily examined traditional donors' efforts and case studies in applying PBAs.

As an emerging donor, Korea stands out due to several unique factors. First, Korea has experienced a rapid transition from being an ODA recipient to becoming a donor country. Second, Korea has a weak institutionalization of the ODA system and coordination of programs. Third, Korea focuses on the immediate outcome of ODA projects, which prefers short-term project-based approaches over long-term, program-based modalities. These traits display Korea's differentiation from the traditional donors and their efforts of PBAs. However, dominant studies in development fields regarding PBAs are based on traditional donors' case studies and strategies, which may not apply to Korea.

The paper focuses on a case study of the Korea-Vietnam Industrial Technical School to supplement strategies and cases of program ODA in Korea. By analyzing the successful factors of the case study as a continuous project and the drawbacks of the case study on applying PBAs, the paper explains the project's expansion into its three phases. Interviewing the KOICA manager is also incorporated to bridge the theoretical and practical gap.

International aid and development fields have become sophisticated. To promote better coordinated and less fragmented aid, donor agencies must take various modalities for assistance suitable for the recipient countries. Especially in the era of active transition from project-based ODA to program-based ODA, it is crucial to track the transition strategies of donors. In practical fields, scholarly research should be published targeting various donors. The paper aims to contribute to the academic discourses of the transition into PBAs in Korea. By analyzing the exemplary case study, donor agencies should reconsider strategies to scale up their development projects in Korea to maximize aid effectiveness.

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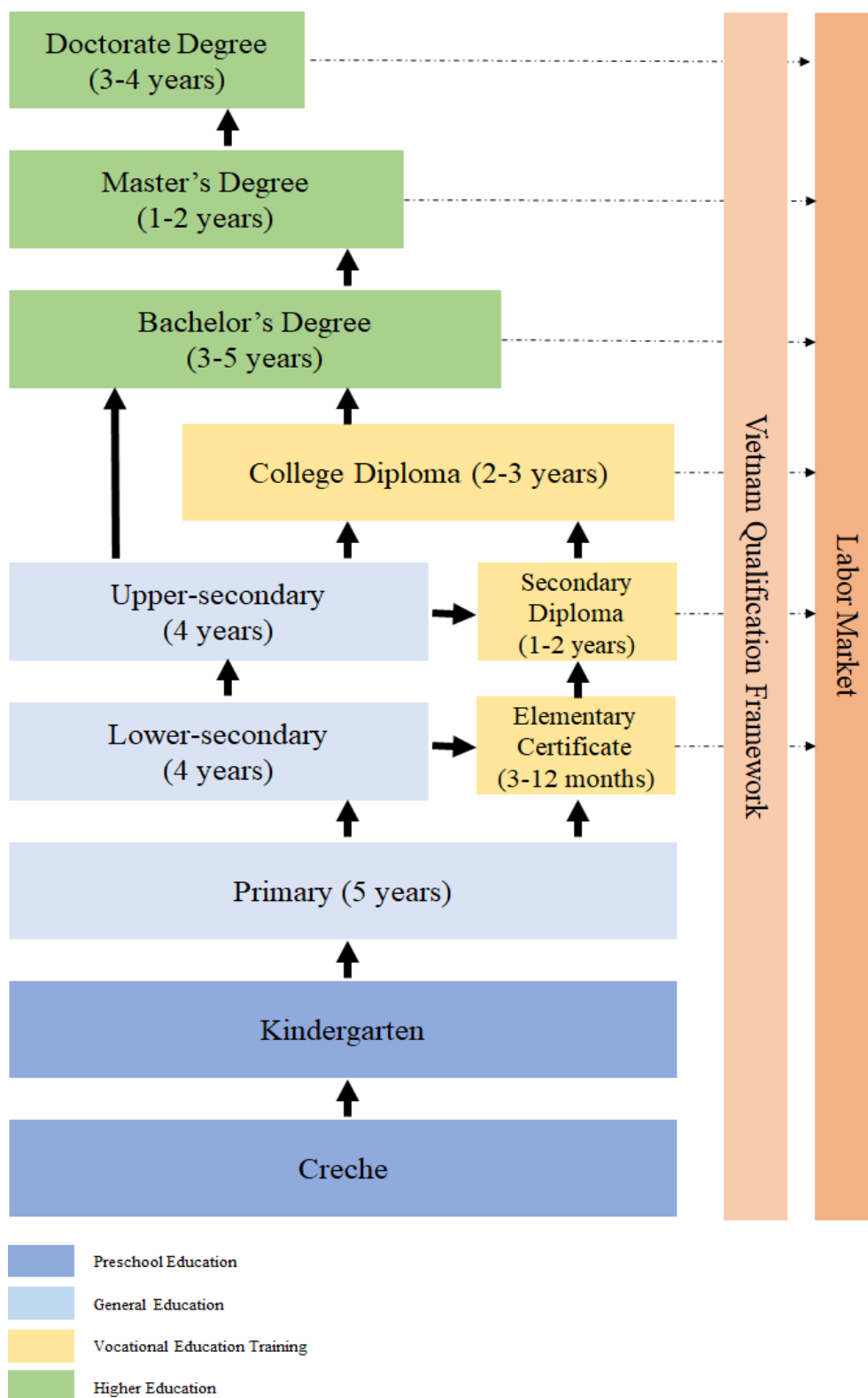
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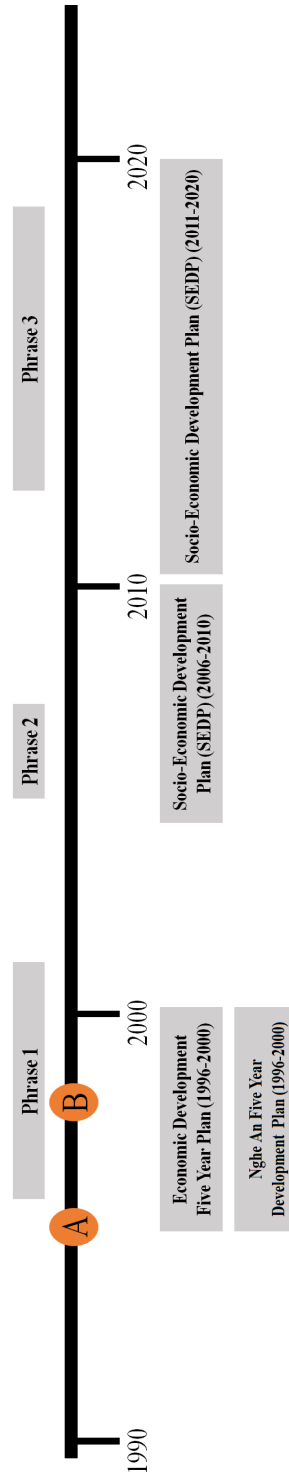
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<Appendix 1> Vietnam National Education System



<Appendix 2> Timeline of Coordination between Korea and Vietnam (1990-2020)



A: Summit Meeting (1990) President Kim Young Sam and Communist Party General Secretary Do Muoi
 B: Establishment of Directorate of Vocational Education and Training (DVET) (1998)

<Appendix 3> Information Document for Research Participants

IRB No. 2305/002-010

유효기간: 2024년 05월 03일

연구참여자유 설명문

연구 과제명 : 프로젝트 ODA 에서 프로그램 ODA 로의 전환? :한국 ODA 확대 전략으로 분석한 한국-베트남 산업 기술학교 사례 연구
연구 책임자명 : 임윤정 (서울대학교 국제대학원 국제협력 학과, 석사)

이 연구는 한국-베트남 산업 기술학교를 사례 연구로 한국 ODA 확대 전략 분석에 대한 연구입니다. 귀하는 한국-베트남 산업 기술학교 지원사업을 담당하셨고, 코이카 베트남사무소에서 근무한 경험이 있기 때문에 이 연구에 참여하도록 권유받았습니다. 이 연구를 수행하는 서울대학교 소속의 임윤정 연구원(010-5175-2432 / immune@snu.ac.kr)이 귀하에게 이 연구에 대해 설명해 줄 것입니다. 이 연구는 자발적으로 참여 의사를 밝히신 분에 한하여 수행 될 것이며, 귀하께서는 참여 의사를 결정하기 전에 본 연구가 왜 수행되는지 그리고 연구의 내용이 무엇과 관련 있는지 이해하는 것이 중요합니다. 다음 내용을 신중히 읽어보신 후 참여 의사를 밝혀 주시길 바라며, 필요하다면 가족이나 친구들과 의논해 보십시오. 만일 어떠한 질문이 있다면 담당 연구원이 자세하게 설명해 줄 것입니다.

1. 이 연구는 왜 실시합니까?

이 연구의 목적은 간헐적 프로젝트형으로 대부분 진행되는 한국의 공적 개발원조 사업의 한계점을 인지하고, 이를 극복한 한국-베트남 산업 기술학교 사례 연구를 분석하는 것입니다. 이 연구를 통하여 해당 사업의 지원 내용 및 양국의 소통, 체계적인 사업의 확장 과정 등을 파악하고, 신흥 공여국으로의 한국이 선진국의 역할을 다하며 지속 가능한 원조 사업의 방향성을 제안하고자합니다.

2. 얼마나 많은 사람이 참여합니까?

이 연구는 한국-베트남 산업 기술학교 지원사업에 참여한 경험이 있는 코이카 실무진 중 1차에만 참여한 실무진을 제외해야 하고, 제1차 사업이 1997년에 시작되었다는 점을 고려하면 연구참여자의 수가 한정적입니다. 또한, 코이카 동남아시아 1실의 경우, 담당자 1명이 10여 개의 사업을 관리하다 보니 일정이 여의치 않은 상황이 생길 것으로 예상합니다. 이러한 상황을 종합적으로 고려할 때, 연구참여자의 선정 기준에 적합한 5인 이상에게 부탁을 드리되, 실제 연구는 3명 (이하)의 사람이 참여할 것입니다.

3. 만일 연구에 참여하면 어떤 과정이 진행될니까?

만일 귀하가 참여 의사를 밝혀 주시면 다음과 같은 과정이 진행될 것입니다. 귀하는 연구자와 1 대 1 심층 면담을 진행할 것입니다. 심층 면담에는 30분-1시간 정도가 소요될 예정이며, 귀하께서 동의하시는 경우 녹음을 진행할 예정입니다. 만약 녹음을 원치 않으시면, 연구자는 녹음 없이 면담을 진행할 것입니다. 면담의 주요 내용은 아래와 같습니다.

1) 제1차, 2차, 3차 한국-베트남 산업 기술학교 지원사업이 장기 사업으로 진행될 수 있었던 이유, 2) 여러 동남아시아 사업 담당 경험을 비추어 볼 때 해당 사업이 장기 프로젝트



트로서 이해적인지 아닌지, 3) 대부분 단기 사업만 진행되는 국제 개발원조 구조에서 실 무진이 느끼는 어려움 및 건의 사항, 4) 이외에 (지속 가능성의 관점에서) 현재 한국의 지 원사업 전반에 관한 생각

심층 면담 이후 추가 면담은 없을 예정이지만, 면담한 내용에 대해 연구자가 추가 설명 이 필요하다고 판단되는 부분이 있는 경우 귀하께 전화나 문자 등으로 내용을 여쭙볼 수 있습니다.

4. 연구 참여 기간은 얼마나 됩니까?

약 30분에서 1시간이 소요될 것입니다.

5. 참여 도중 그만두어도 됩니까?

예, 귀하는 언제든지 어떠한 불이익 없이 참여 도중에 그만둘 수 있습니다. 만일 귀하가 연구에 참여하는 것을 그만두고 싶다면 담당 연구원이나 연구책임자에게 즉시 말씀해 주 십시오. 그만두는 경우 모아진 자료는 폐기를 원하시는 경우 즉시 폐기됩니다. 그러나 폐 기를 원하지 않다면 중도 탈락 이전에 수집된 자료는 연구 자료로 사용될 수 있음을 알려 드립니다.

6. 부작용이나 위험요소는 있습니까?

면담의 특성상 신체적 부작용이나 위험요소는 없을 예정이지만, 면담이 특정 질문이 불 쾌감 및 거부감을 일으키는 경우 귀하께서는 언제든지 해당 질문을 거절할 권리, 그리고 연구를 그만둘 권리가 있음을 알려드립니다.

7. 이 연구에 참여시 참여자에게 이득이 있습니까?

귀하가 이 연구의 참여에 있어서 직접적인 이득은 없습니다. 그러나 귀하가 제공하는 정 보를 한국의 공적 개발원조 사업의 한계점을 극복하고, 지속 가능한 원조 사업의 방향성 을 제안하는 데에 큰 도움이 될 것입니다.

8. 만일 이 연구에 참여하지 않는다면 불이익이 있습니까?

귀하는 본 연구에 참여하지 않을 자유가 있습니다. 또한, 귀하가 본 연구에 참여하지 않 아도 귀하에게는 어떠한 불이익도 없습니다.

9. 연구에서 얻은 모든 개인 정보의 비밀은 보장됩니까?

개인정보관리책임자는 서울대학교의 임윤정(010-5175-2432, immune@snu.ac.kr)과 지도교 수 송지연(jiyeoun.song@snu.ac.kr)입니다. 본 연구에서 수집되는 개인정보는 이름 (원하는 경우 가명), 소속, 직위 및 직책이나, 귀하가 특정 정보를 노출하지 않기를 원하는 경우 연구자와 조율하여 유동적으로 개인정보를 수집할 것입니다. 이러한 개인정보는 연구원



임윤정과 지도교수 송지연에게만 접근이 허락되며, 모든 연구 자료를 하드 디스크 내 암호화된 파일에 저장하는 방법으로 보관이 될 것이며, 인터넷 메일 혹은 usb 등 유출 및 공유 가능성이 있는 장치를 사용하지 않을 예정입니다. 동의서는 관련 법령에 따라 3년을 보관한 후 폐기할 예정이며, 연구 자료의 경우는 서울대학교 연구윤리 지침에 따라 가능한 한 영구 보관할 예정입니다. 저희는 이 연구를 통해 얻은 모든 개인정보의 비밀 보장을 위해 최선을 다할 것입니다. 이 연구에서 얻어진 개인정보가 학회지나 학회에 공개될 때 귀하의 이름 및 기타 개인정보는 사용되지 않을 것입니다. 그러나 만일 법이 요구하면 귀하의 개인정보는 제공될 수도 있습니다. 또한 모니터 요원, 점검 요원, 생명윤리위원회는 연구참여자의 개인정보에 대한 비밀 보장을 침해하지 않고 관련 규정이 정하는 범위 안에서 본 연구의 실시 절차와 자료의 신뢰성을 검증하기 위해 연구 결과를 직접 열람할 수 있습니다. 귀하가 본 동의서에 서명하는 것은, 이러한 사항에 대하여 사전에 알고 있었으며 이를 허용한다는 동의로 간주될 것입니다.

10. 이 연구에 참가하면 사례가 지급됩니까?

최소합니다만 본 연구에 참여하는 데 있어서 금전적 보상은 없습니다.

11. 연구에 대한 문의는 어떻게 해야 됩니까?

본 연구에 대해 질문이 있거나 연구 중간에 문제가 생길 시 다음 연구 담당자에게 연락하십시오.

이름: 임윤정 전화번호: 010-5175-2432

만일 어느 때라도 연구참여자로서 귀하의 권리에 대한 질문이 있다면 다음의 서울대학교 생명윤리위원회에 연락하십시오.

서울대학교 생명윤리위원회 (SNUIRB) 전화번호: 02-880-5153 이메일: irb@snu.ac.kr



<Appendix 4> Consent Form

IRB No. 2305/002-010

유효기간: 2024년 05월 03일

동 의 서 (연구참여자 보관용)

연구 과제명 : 프로젝트 ODA 에서 프로그램 ODA 로의 전환? :한국 ODA 확대 전략으로
분석한 한국-베트남 산업 기술학교 사례 연구
책임자명 : 임윤정 (서울대학교 국제대학원 국제협력 학과, 석사)

- 1. 나는 이 설명서를 읽었으며 담당 연구원과 이에 대하여 의논하였습니다.
 - 2. 나는 위험과 이득에 관하여 들었으며 나의 질문에 만족할 만한 답변을 얻었습니다.
 - 3. 나는 이 연구에 참여하는 것에 대하여 자발적으로 동의합니다.
 - 4. 나는 이 연구에서 얻어진 나에 대한 정보를 현행 법률과 생명윤리위원회 규정이 허용하는
범위 내에서 연구자가 수집하고 처리하는 데 동의합니다.
 - 5. 나는 담당 연구자나 위임 받은 대리인이 연구를 진행하거나 결과 관리를 하는 경우와
법률이 규정한 국가 기관 및 서울대학교 생명윤리위원회가 실태 조사를 하는 경우에는
비밀로 유지되는 나의 개인 신상 정보를 확인하는 것에 동의합니다.
 - 6. 나는 언제라도 이 연구의 참여를 철회할 수 있고 이러한 결정이 나에게 어떠한 해도
되지 않을 것이라는 것을 압니다.
 - 7. 나의 서명은 이 동의서를 받았다는 것을 뜻하며 나와 동의받는 연구원의 서명이 포함된
동의서를 보관하겠습니다.
 - 8. 나는 연구를 수행하는 중에 녹음이 진행되는 것에 동의합니다.
- 동의함 ☐ 동의하지 않음 ☐

연구참여자 성명	서 명	날짜 (년/월/일)
연구책임자 성명	서 명	날짜 (년/월/일)



동 의 서 (연구자보관용)

연구 과제명 : 프로젝트 ODA 에서 프로그램 ODA 로의 전환? :한국 ODA 확대 전략으로
분석한 한국-베트남 산업 기술학교 사례 연구
책임자명 : 임윤정 (서울대학교 국제대학원 국제협력 학과, 석사)

- 1. 나는 이 설명서를 읽었으며 담당 연구원과 이에 대하여 의논하였습니다.
- 2. 나는 위험과 이득에 관하여 들었으며 나의 질문에 만족할 만한 답변을 얻었습니다.
- 3. 나는 이 연구에 참여하는 것에 대하여 자발적으로 동의합니다.
- 4. 나는 이 연구에서 얻어진 나에 대한 정보를 현행 법률과 생명윤리위원회 규정이 허용하는 범위 내에서 연구자가 수집하고 처리하는 데 동의합니다.
- 5. 나는 담당 연구자나 위임 받은 대리인이 연구를 진행하거나 결과 관리를 하는 경우와 법률이 규정한 국가 기관 및 서울대학교 생명윤리위원회가 실태 조사를 하는 경우에는 비밀로 유지되는 나의 개인 신상 정보를 확인하는 것에 동의합니다.
- 6. 나는 언제라도 이 연구의 참여를 철회할 수 있고 이러한 결정이 나에게 어떠한 해도 되지 않을 것이라는 것을 압니다.
- 7. 나의 서명은 이 동의서를 받았다는 것을 뜻하며 나와 동의받는 연구원의 서명이 포함된 동의서를 보관하겠습니다.
- 8. 나는 연구를 수행하는 중에 녹음이 진행되는 것에 동의합니다.

동의함 ☐ 동의하지 않음 ☐

연구참여자 성명	서 명	날짜 (년/월/일)
연구책임자 성명	서 명	날짜 (년/월/일)



<Appendix 5> Recruitment Document for Research Participants

IRB No. 2305/002-010

유효기간: 2024년 05월 03일

연구 참여자 모집 문건

다음과 같은 연구에 참여하실 분을 모집합니다.

연구 과제명: 프로젝트 ODA 에서 프로그램 ODA 로의 전환? :한국 ODA 확대 전략으로 분석한 한국-베트남 산업 기술학교 사례 연구

연구 책임자명: 임윤경 (서울대학교 국제대학원 국제협력 학과, 석사)

연구 목적:

이 연구의 목적은 간헐적 프로젝트형으로 대부분 진행되는 한국의 공적 개발원조 사업의 한계점을 인지하고, 이를 극복한 한국-베트남 산업 기술학교 사례 연구를 분석하는 것입니다. 이 연구를 통하여 해당 사업의 지원 내용 및 양국의 소통, 체계적인 사업의 확장 과정 등을 파악하고, 신흥 공여국으로의 한국이 선진국의 역할을 다하며 지속 가능한 원조 사업의 방향성을 제안하고자 합니다.

참여자 선정 조건:

이 연구는 한국-베트남 산업 기술학교 지원 사업을 사례 연구로 진행하는 바, 연구 참여자는 본 연구 내용에 대한 사실 검토를 해줄 수 있으며 해당 지원 사업 업무를 담당한 코이카 실무진이어야 합니다. 필수 요소는 아니지만, 한국 코이카 사무소에 근무하기보다는 코이카 베트남 사무소에 근무하시며 현지 상황에 대한 이해가 깊을수록 연구 참여자에 부합합니다. 면담은 한국어와 영어 중 연구 참여자가 편한 언어로 진행하며 한국-베트남 산업 기술학교 지원사업에 참여한 경험이 있는 코이카 실무진 중 1 차에만 참여한 실무진을 제외합니다.

참여 내용:

연구 참여자로 선정될 경우, 1 대 1 심층 면담을 진행할 것입니다. 심층 면담에는 30 분-1 시간 정도가 소요될 예정이며, 동의하시는 경우 녹음을 진행할 예정입니다.

면담의 주요 내용은 아래와 같습니다. 1) 제 1 차, 2 차, 3 차 한국-베트남 산업 기술학교 지원사업이 장기 사업으로 진행될 수 있었던 이유, 2) 여러 동남아시아 사업 담당 경험을 비추어 볼 때 해당 사업이 장기 프로젝트로서 이례적인지 아닌지, 3) 대부분 단기 사업만 진행되는 국제 개발원조 구조에서 실무진이 느끼는 어려움 및 건의 사항, 4) 이외에 (지속 가능성의 관점에서) 현재 한국의 지원사업 전반에 관한 생각을 문의 드리고자 합니다.

심층 면담 이후 추가 면담은 없을 예정이지만, 면담한 내용에 대해 연구자가 추가 설명이 필요하다고 판단되는 부분이 있는 경우 귀하께 전화나 문자 등으로 내용을 여쭙볼 수 있습니다.



Ver 1.1(2023.05.04.)

참여 기간 및 장소:

- 1) 기간: 귀하께서 참여 의사를 밝힌 후 한 달 이내에 연구가 진행될 예정이며, 심층 면담은 약 30 분에서 1 시간이 소요될 것입니다.
- 2) 장소: 면담 장소와 일시는 연구 참여자와의 조율을 통해 결정할 예정입니다.

참여시 사례:

연구 참여자에게 이 연구의 참여에 있어서 직접적인 이득은 없습니다. 그러나 연구 참여자가 제공하는 정보는 한국의 공적 개발원조 사업의 한계점을 극복하고, 지속 가능한 원조 사업의 방향성을 제안하는 데에 큰 도움이 될 것입니다.

참여 방법:

본 연구에 참여를 희망하신다면 연구자 임윤정의 이메일 (immune@snu.ac.kr) 또는 전화번호 (010-5175-2432)로 연락 부탁드립니다.

본 연구의 내용에 관한 문의는 다음 연구 담당자에게 하십시오.

이름: 임윤정

전화번호: 010-5175-2432



<Appendix 6> Written Consent Form (Research conducted on May 19th, 2023)

IRB No. 2305/002-010

유효기간: 2024년 05월 03일

동 의 서 (연구참여자 보관용)

연구 과제명 : 프로젝트 ODA 에서 프로그램 ODA 로의 전환? :한국 ODA 확대 전략으로
분석한 한국-베트남 산업 기술학교 사례 연구

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서명

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Abstract (Korean)

2005년 파리 선언은 개발원조의 효과성(Aid Effectiveness)을 높이기 위해 원조 공여 국가들과 국제기구 및 수혜국들이 준수해야 할 원칙을 제시하는 등 국제개발협력의 전환점을 마련하였다. 단기적인 프로젝트 중심의 원조 방식을 주로 채택하던 선진 원조 공여국은 파리 선언을 바탕으로 프로그램 접근 방식 (Program-Based Approaches)을 도입하였으며, 이는 국제개발협력의 새로운 패러다임을 제공하였다는 점에서 큰 의의가 있다. 프로그램 접근 방식은 수원국 현지 주도를 기반으로 한 개발프로그램을 원칙으로, 기존의 미시적인 단위의 프로젝트를 넘어 거시적인 국가단위의 지원을 뜻한다. 프로그램형 원조는 통합적이고 체계적인 접근을 통해 거래비용 절감, 수원국의 역량 강화 및 지원체계 활용, 파트너십 강화라는 장점을 지닌다.

원조 지원 방식 및 적용 사례에 관한 기존의 개발협력 연구들은 선진 원조 공여국들과 국제기구의 프로그램형 원조 사례연구를 중심으로 프로그램 접근 방식을 설명하고, 프로젝트 중심의 원조 방식에서 프로그램 중심의 원조 방식으로의 전환을 분석한다. 프로그램형 접근법은 1990년대에 개념 형성, 2005년을 전후로 전통적인 공여국들을 중심으로 이론적 확장 및 실질적 원조가 진행되었으나, 신흥 원조 공여국에서의 프로그램형 원조에 대한 연구는 상대적으로 매우 부족하다. 신흥 원조 공여국은 선진 원조 공여국에 비하여 공적개발원조 지출과 원조 경험이 부족하므로 프로그램보다 프로젝트에 의존적인 경향이 있다. 따라서, 개발원조의 효과성을 극대화하고 개발 협력 전반에 있어서 효과적인 프로그램 접근 방식으로의 전환을 위해서는 현재 선진 원조 공여국들 중심이던 프로그램형 원조 관련 연구를 신흥 원조 공여국의 적용 사례로 확장하고, 신흥 원조 공여국에서의 제약 요소를 분석하는 연구가 중요하다.

본 논문은 개발 협력 사업 중 프로젝트 의존도가 높은 한국을 신흥 원조 공여국의 예로 삼아, 한국의 개발원조 지원 방식과 프로젝트와 프로그램 기반 원조 사례를 탐구하고자 한다. 한국은 국제원조 수혜국에서 원조국으로의 전환이 빨랐고 국가 개발협력 전략 수립 및 프로그램형 원조 강화 등 개발협력 사업의 체계적인 보완이 필요하며, 단기적인 프로젝트 중심의 접근 방식에서 장기적인 프로그램 중심의 접근 방식을 적극적으로 도입해야 한다. 따라서 본 연구는 한국의 성공적인 장기 개발협력 프로젝트 사업인 한국-베트남 산업 기술학교를 살핌으로써 프로젝트 연구의 성공적인 확장 요인이 무엇인지 점검하고, 나아가 프로그램형 원조로의 전환을 검토한다. 논문은 한국에서 국제 기준에 맞는 프로그램형 원조를 도입하는 데에는 한계점이 있으나, 장기적인 프로젝트형 사업의 성공을 토대로 프로그램 기반 원조로의 전환을 검토한다. 또한 한국형 국제개발사업의 프로그램 기반 원조 모델 발굴 및 후속 연구의 필요성을 지적한다.

핵심어: 원조 효과성 (Aid Effectiveness), 대한민국 국제개발협력, 프로젝트형 개발원조, 프로그램형 개발원조, 프로그램 접근 방식 (PBA), 스케일업 (Scale up) 이론, 한국-베트남 산업 기술학교

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