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국제학석사학위논문

**A Study on the Official Development Assistance (ODA)
and Public-Private Partnership (PPP) Projects of
International Development Cooperation
- UNDP and KOICA's Practices**

국제개발협력의 공적개발원조(ODA)와
민관협력파트너십(PPP)프로젝트 연구
- UNDP 와 KOICA 의 사례를 중심으로

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서울대학교 국제대학원
국제학과 국제협력전공
이 영 미

Master's Thesis

**A Study on the Official Development Assistance
(ODA) and Public-Private Partnership (PPP)
Projects of International Development
Cooperation
- UNDP and KOICA's Practices**

Thesis by

Youngmi Lee

Graduate Program in International Cooperation

Graduate School of International Studies

Seoul National University

August 2018

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지도교수: 송지연

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국제학과 국제협력전공
이영미

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2018년 8월

위원장 김중섭 (인)

부위원장 신성호 (인)

위원 송지연 (인)



THESIS ACCEPTANCE CERTIFICATE

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Thesis Advisor: Song, Jiyeoun

Submitting a master's thesis of International Studies

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Graduate School of International Studies

Seoul National University

International Cooperation

Lee, Youngmi

Confirming the master's thesis written by Lee, Youngmi

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Chair

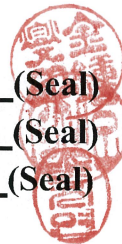
Kim, Chong-Sup (Seal)

Vice Chair

Sheen, Seong-Ho (Seal)

Examiner

Song, Jiyeoun (Seal)



Abstract

**A Study on the Official Development Assistance (ODA)
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- UNDP and KOICA's Practices**

Youngmi Lee

International Cooperation Major

Graduate School of International Studies

Seoul National University

The Public-Private Partnership of international development cooperation, which promotes the participation of private sector in the international development projects, is becoming more important as extended international agendas such as the Sustainable Development Goals could not be fulfilled by the governments' efforts alone. In this regard, the thesis is written with three major objectives. First of all, the concept of PPP in the area of international development cooperation is introduced and the increased importance of the private sector to the PPP projects for addressing key global agendas is analyzed in order to identify the significance of PPP. Secondly, two levels of comparative analyses are performed. To find specific characteristics and advantages of the PPP project, some of the successful PPP projects are compared with the ODA projects which are implemented by two representative development agencies, the United Nations Development Programme (UNDP) and Korea International Cooperation Agency

(KOICA). Given that the UN highlighted the importance of PPP for addressing the extended global agendas and provided various guidelines for this cross-sectoral partnership, the practices of the UNDP, which is an affiliated organization of the UN, is assumed to be sharing and following the UN's guidelines. Therefore, the cases of the UNDP could be referred to as one of the best representative cases of international PPP projects. Also, as a major Korean development agency, KOICA's practices are analyzed as well, as Korea's best PPP practice. Last but not least, the second level analysis compared the best practices of the UNDP and KOICA's PPP projects, by applying the concept of Collective Impact and its five conditions, so as to discover the success factors and suggest future development directions.

Keywords: International Development Cooperation, Public-Private Partnership (PPP), Official Development Assistance (ODA), Corporate Social Responsibility (CSR), United Nations Development Programme (UNDP), Korea International Cooperation Agency (KOICA)

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I. INTRODUCTION

1. Background

After the WWII, along with the increase of each nation's Official Development Assistance (ODA), international development cooperation has been developed. As well known, the ODA started from the aim of recovering damaged nations and supporting newly-independent nations after the war, with the humanitarian objectives as well as the diplomatic and strategic objectives, and it has been one of the principal means of foreign aid of major donor nations which are OECD DAC members. However, as the form of development cooperation has been greatly diversified recently by the participation of newly emerging donors and private sector, and also by different cooperation types such as South-South cooperation and triangular cooperation, the importance of new partnerships and their promotion are becoming highly important.

Especially, above many recent trends and changes of development cooperation, this thesis will be focusing on the Public-Private Partnership (PPP), which is gaining more attention as one of the major agendas of international development cooperation. Until recently, the private sector was hardly invited as a stakeholder to join the discussions of the international development cooperation. However, the importance of the private sector increased, and discussed in earnest from the Monterrey International Conference on Financing for Development in 2002 (Sohn et al., 2014). The Monterrey Consensus encouraged the private sector

and highlighted the promotion of public-private partnerships¹. Accordingly, growing attention is given to the PPP, as the private sector could provide more stable financial resources and techniques as well as human capital. As the world economy experienced economic crisis and faced economic shrinkage, it was realized that the decrease of public funding would not be short term phenomenon but would rather increase more in the future, so the Public-Private cooperation is becoming as a new, alternative strategy for resolving this problem.

The Public-Private Partnership is a comprehensive concept which refers to the cooperative relationship between public and private sector, but within the area of development cooperation, it is perceived as a method to implement the international development project by combining private sector's finances and technology with ODA. The private sector participating in the PPP could be various, including private enterprises, foundation, research institutes, NGOs, etc. Also, as the Sustainable Development Goals (SDGs) also highlights the involvement and importance of private sector, the PPP will become even more important. Meanwhile, given that the PPP with the participation of private companies is more sustainable as it retains stable resources, the PPP which involves the private companies as core partner is regarded as the most important form of PPP (Koo et al., 2014). Against this backdrop, global enterprises as well, have been expressing their keen interest toward the cross-sectoral partnerships, seeking for new opportunities amid growing competition of global markets.

¹ Available at (<http://www.un.org/esa/ffd/monterrey/MonterreyConsensus.pdf>) (Retrieved 15 December, 2017)

Considering that successfully designed PPP projects could provide them with various benefits, such as enhanced global reputation, expansion of new markets, trained labor pool and improved value chain by developing local communities, participation in the PPP projects might be advantageous.

However, despite the importance of the PPP as an alternative strategy for the development cooperation, there still are scant researches and even most of them focus on the public sector. Moreover, as the concept has been extensively utilized in many areas, in order to better understand the true meaning and function of the PPP in the area of international development cooperation, more studies should be done in order to assess ongoing practices more efficiently and to measure its future potential.

2. Research Questions and Methodology

By recognizing the growing importance of PPP as an alternative form of development cooperation projects, the thesis aims to thoroughly study on the PPP, especially the type involves private companies as core partner. In this regard, the thesis is based on several questions as follows, in order to discover the validity of the PPP: 1) whether the participation of private sector in the international development projects actually demonstrates tangible benefits, 2) what should be the specific roles of each sector for the efficient cross-sectoral partnerships, 3) how the various resources provided by the private sector could be efficiently utilized in order to make the project successful, and 4) what are the success strategies for implementing successful PPP project. With the aim of discovering

the answers of the questions regarding the PPP, this thesis will be analyzing the best practices of the PPP projects implemented by different organizations.

To start with, Chapter Two will firstly introduce the concept of PPP in the area of international development cooperation. Also, the Chapter will analyze the increased importance of the private sector to the PPP projects and the significance of effective partnership initiatives for addressing key global agendas. Other relevant key concepts, such as the ODA, Corporate Social Responsibility (CSR) and Creating Shared Value (CSV), will also be explained. Furthermore, two levels of comparative analyses will be proceeded in Chapter Three and Four. Firstly, in Chapter Three, some of the successful PPP projects will be compared with comparable ODA projects which are implemented by two representative development agencies, the United Nations Development Programme (UNDP) and Korea International Cooperation Agency (KOICA), in order to find specific characteristics and advantages of the PPP project. Given that the UN highlighted the importance of the PPP for addressing the global agendas and provided various guidelines for this cross-sectoral partnership, the practices of the UNDP, which is an affiliated organization of the UN, are assumed to be sharing and following the UN's guidelines. In this respect, the cases of the UNDP could be referred to as one of the best representative cases of international PPP projects. Also, as a major Korean development agency, KOICA's practices will be analyzed as well, as Korea's best PPP practice. Moreover, in Chapter Four, the second level analysis will examine each of the best practices of the UNDP and KOICA's PPP projects by applying the concept of Collective Impact and its five conditions, so as to

discover the success factors and suggest future development directions. Lastly, Chapter Five will summarize the key findings of the thesis while addressing the limitations and implications of the analysis.

Meanwhile, although measuring the effectiveness and success of the PPP projects by utilizing the quantitative measurement instrument would be more convincing, this thesis rather takes a comprehensive approach with case analyses and theoretical framework than a concrete quantitative scaling, as there still are lack of researches in this area, and a single universal instrument and rating scale to measure the effectiveness of the PPP do not exist yet.

In sum, this thesis will explore a more efficient and sustainable way of implementing the PPP projects, which will become one of the major development models in the post-2015 era. I hope this thesis will stimulate further study on the PPP which will help expand the shared understanding of the concept and promote efficient partnership strategies for future development cooperation projects.

II. LITERATURE REVIEW

1. Public Private Partnership (PPP)

1.1 Increased Importance of Effective Partnerships for Addressing Global Agenda

As many contemporary problems are beyond the capacity of any one specific sector, effective partnerships which involve various kinds of participants are expected to resolve pressing global challenges. Moreover, partnerships are becoming more important with the globalization, as various social problems extend one nation's boundary and require both public and private responsibilities. As a result, social responsibilities which were traditionally regarded as governments' role are now become the duty of many sectors, including civil society and private actors. However, given the complexity and persistency of the grave social problems, it is accepted that single sector can no longer manage the issues, which resulted in the increased importance of partnership efforts. In this regard, in order to develop successful and effective partnership strategy, thorough understanding of the concept of PPP should be preceded as it is a relatively new concept in the area of international development cooperation.

The concept of PPP has existed since 1950s, which is originally recognized as a cooperative institutional arrangement between the public and private sectors to achieve various social purposes. In fact, the PPP could be divided into various types, firstly by credit assistance and grant-type aid. Due to these two different types of PPP, the PPP concept should be understood by its application under the specific context. The type of PPP which is based on the

credit assistance, is generally used for describing the public-private partnership that provides the social overhead capital (SOC) and infrastructure investment for risk sharing and economic purposes between the public and private sectors. For example, the Export-Import Bank of Korea's Economic Development Cooperation Fund (EDCF) which was created in 1987 to support developing nations' industrial development and economic stability and to promote Korea's economic cooperation with these nations², takes responsibility for the credit assistance of Korea's ODA. The EDCF provides various loans for underdeveloped nations' infrastructure construction, development projects and private sector investment, which are provided to both public and private sector. Among these various types of EDCF, the PPP of EDCF refers to the private sector investment loan (PPP loan), however, only a few PPP projects based on the EDCF's credit assistance have been performed so far and the types of projects are yet limited (Yoo & Lee, 2016). Meanwhile, the grant-type of PPP signifies broader partnerships that include various kinds of private actors in the international development projects, which were traditionally regarded as the role of governments. As the globalization triggered the cooperation of various sectors beyond the national boundaries, the whole international community was required to be more committed to wider global agendas apart from infrastructure investments. Given that the thesis aims to study on the role of PPP for addressing extended international agendas in the post-2015 era by comparatively analyzing

² Available at <https://www.edcfkorea.go.kr/site/homepage/menu/viewMenu?menuid=004003002001> (Retrieved 24 June, 2018)

it with ODA projects, the PPP concept in this thesis will be the broader type of PPP between the public and private sectors based on the grant-type of aid for cooperatively addressing global agendas, rather than applying the specific type of PPP based on credit assistance such as EDCF's PPP.

To begin with, increased importance of effective partnership for fulfilling global agendas will be analyzed. As the Millennium Development Goals (MDGs), which had been established in 2000, was further developed into the Sustainable Development Goals (SDGs) as the Post-2015 Development Agenda in 2015, some noticeable flows of changes were detected within the area of international development cooperation. Firstly, various kinds of actors which are complementing the international community were required to be involved in addressing wider international agendas. Secondly, the necessity of different forms of development financing in order to perform newly set and variously extended development goals was increased.

First of all, as the launch of the United Nations Global Compact (UNGC) in 1999 demonstrates, which is a UN initiative to encourage global business actors to adopt and follow mutually promised rules for sustainable and responsible development, the private sector has been required to act more responsible for overall global development since the start of new millennium, together with the MDGs. Moreover, as the UNGC actively promotes close cooperative ties between the UN organizations and global companies for enhancing global companies' social ethics and improving global environment, the effective partnerships involving the private sector for the international development and global

governance became an obvious phenomenon. Furthermore, according to a recent study by the UNGC and Accenture Strategy in 2018, United Nations leaders consider greater collaboration and partnership with the private sector as crucial to fulfill the SDGs. Also, all of the UN leaders who participated in the survey answered that they believe cross-sector partnerships and networks will be essential factor in order to accelerate the progress on the Agenda 2030, and a clear majority (59 percent) answered that private enterprises will be one of the most important partners to meet the SDGs.³ Although the “private sector” here involves various kinds of actors, such as nongovernmental organizations (NGOs), nonprofit organizations, and private companies, considering the perspective that the PPP nowadays are mainly increasing due to the necessity of ample financial resources of private companies, “private sector” of the PPP usually refers to the private businesses worldwide. Moreover, among various types of PPP, especially the PPP which involves the private companies as core partner is regarded as the most important form of PPP (Koo et al., 2014). This perspective will be further discussed as a second flow of change of the international development cooperation.

In this regard, the second flow of important change of the international development cooperation should be analyzed. As the world experienced serious economic hardships, the importance of private sector for the international development projects increased even more and has been perceived as an effective

³ Available at (<https://www.unglobalcompact.org/news/4376-03-14-2018>) (Retrieved 26 April, 2018)

complementary source which could complement the limitations of public funding. The role of the private sector as alternative funding source was discussed in earnest since the Monterrey International Conference on Financing for Development in 2002 (Sohn et al., 2014). The Monterrey Consensus encouraged the private sector and highlighted the promotion of public-private partnerships⁴. Accordingly, growing attention was given to the PPP as the private sector could provide various resources such as a wide variety of techniques and human capital as well as financial resources.

Furthermore, as the world economy experienced economic crisis and faced economic shrinkage, it was realized that the decrease of public funding would not be short term phenomenon but would rather increase more in the future. In this respect, the PPP received wider attention within the area of international development cooperation, which was regarded as the new form of development funding for overcoming the limitations of ODA (Yoo et al., 2016). As major donor nations such as the US, the UK, Germany, Australia and Canada showed passive position toward financial contribution for the ODA due to the aftermath of global economic depression, the role and importance of PPP gradually increased (Girishankar, 2009). In reality, perceived as one of the major sources of the development cooperation, the private funding provided by the private sector has been actually demonstrating and proving its importance for the development of developing nations. For example, among the total flow of funding to the

⁴ Available at (<http://www.un.org/esa/ffd/monterrey/MonterreyConsensus.pdf>) (Retrieved 15 December, 2017)

developing nations, while the ODA consisted 69.4% in 1990 but decreased to 26.7% in 2012, the private funding was greatly increased from 19.4% in 1990 to 71.2% in 2012.⁵

Therefore, the agenda of PPP was importantly recognized since the establishment of the Millennium Development Goals (MDGs) in 2000 and the United Nations Monterrey International Conference on Financing for Development in 2002. Also, in 2008, when the global economic crisis hit worldwide, the PPP was regarded as the major alternative strategy for the development financing (Girishankar, 2009). Furthermore, as the Sustainable Development Goals (SDGs) was adapted in the international society which also raised the issue of stable provision of development financing, the involvement and importance of private sector and the role of PPP became more important. To summarize, as the significance of the PPP in the area of development cooperation was greatly increased with the issue of securing the development financing for achieving extended international development goals, the participation of private sector, especially the private companies which believed to retain more sustainable and stable resources, became highly important.

However, although the PPP demonstrated various advantages for the international development cooperation, indiscreet expansion of the PPP by following short term trend would not be the efficient resolution for addressing pending global agendas. Therefore, careful studies on the effectiveness and

⁵ OECD DAC, the private funding here consists of Private Flows (PF) and Net Private Grants (NPG). (<http://stats.oecd.org>)

success of the PPP should be done. In this regard, analyzing the successful PPP projects would be the milestone to further develop efficient strategies and guidelines for performing successful PPP projects in the future.

Last but not least, in order to understand the private businesses' motivation to participate in the PPP, the concept of CSR and CSV should be explained. Considering the increased business opportunities in this globalized era, to grasp those opportunities, companies should be more eager to take social responsibilities and act as responsible actor so as to exert their influence over the newly developed markets. These concepts will be further analyzed in the next section.

1.2 Definitions of Public-Private Partnership

After explaining the background of PPP's creation and its advantages, the definition of the PPP should be analyzed. To start with, in order to referred to as true Public-Private Partnership, several requirements should be fulfilled. According to UN Foundation, true public-private partnerships are not short-term projects led by one party with other actors' participations (for example as a sponsor or a subcontractor), but each of the participant should show equivalent positions and share certain level of risks (UN Foundation, 2003). Also, those participants should combine their own resources, skills and expertise in order to resolve common agendas, with shared risks and possible rewards. Therefore, true public-private partnerships are built on the respective strengths of each partner and make the best use of the allocated resources through shared activities over a

sustained period, which would lead to achieve mutually beneficial results based on the written agreements of the partnership's purpose, duration, governance and other details of the partnership (UN Foundation, 2003). The strength and importance of PPP is that the cooperative partnership would be more effective to address particularly complex social challenges than the single actor in many ways. Moreover, successful partnership could offer various advantages to the participating actors as well. Governments, which are the traditional actor for resolving various social issues, could earn benefits by accessing to new resources such as financial, technical expertise (UN Foundation, 2003). Civil society organizations could also enjoy increased funding, and private businesses could earn both direct and indirect benefits by developing local communities and expanding their market opportunities (UN Foundation, 2003).

Although the above section explains the basic requirements of the PPP, there is no clear consensus on the definition of PPP for international development yet, which means that the PPP could be variously defined depending on the context it is utilized. For example, according to the World Bank (WB), the PPP refers to “a mechanism for government to procure and implement public infrastructure and/or services using the resources and expertise of the private sector. PPPs combine the skills and resources of both the public and private sectors through sharing of risks and responsibilities.”⁶, while the International Monetary Fund (IMF) defines it as “arrangements where the private sector

⁶ The World Bank Group. Available at (<http://ppp.worldbank.org/public-private-partnership/>) (WB, 2016)

supplies infrastructure assets and services that traditionally have been provided by the government”.⁷

Likewise, there are a wide variety of definitions of the PPP, but generally, it could be understood as integrated strategy to implement international development projects by combining private sectors’ resources and technology with ODA. Moreover, given that this thesis will be focusing on the PPP projects executed by the UNDP and KOICA, the PPP will be understood from the perspectives of these organizations. Also, as this thesis aims to comparatively analyze the PPP and ODA, how each of these institutions defines and perceives the PPP and their PPP practices will be analyzed by comparing it with their ODA projects in later sections.

2. Official Development Assistance (ODA)

Given that the thesis aims to figure PPP’s advantages by comparing it with traditional type of international development projects, namely the ODA based projects, the definition of the ODA will be explained in this regard.

Development resources that utilized for international development cooperation could be classified into ODA, other public funds, private funds and donations, etc. Among them, financial resources that are primarily used for the development of developing countries are referred to as ODA. According to OECD Development Assistance Committee (DAC), which is the primary forum of

⁷ The International Monetary Fund. Public-Private Partnerships. Available at (<https://www.imf.org/external/np/fad/2004/pifp/eng/031204.htm>) (IMF, 2004)

discussing the issues regarding aid, development and poverty reduction in developing countries, the ODA is defined as “government aid that promotes and specifically targets the economic development and welfare of developing countries.”⁸ More specifically, the ODA is “the resource flows to countries and territories on the “DAC List of ODA Recipients” and to multilateral development institutions that are: i. Provided by official agencies, including state and local governments, or by their executive agencies; and ii. Concessional (i.e. grants and soft loans) and administered with the promotion of the economic development and welfare of developing countries as the main objective”.⁹

Therefore, the ODA stands for a “specific kind of funding” provided to developing nations for the purpose of their development. However, considering that the ODA has been the main source of financing of the international development cooperation projects, in order to compare it with PPP projects, the ODA in this thesis would be comprehensively referred to as “ODA-based international development cooperation projects” rather than merely signified as a funding resource.

3. Corporate Social Responsibility (CSR) and Creating Shared Value (CSV)

As seen from above, expectations toward private companies have evolved over time and varied a lot. However, all the private businesses bear core roles for participating in the PPP, and companies which participate in the PPP

⁸ Organization for Economic Co-operation and Development (OECD), *What is Official Development Assistance (ODA)?* (OECD, April 2018), p. 1

⁹ OECD (2018), p. 1

projects are required to take societal and environmental responsibilities for the local community and international society. Then, why these private businesses nowadays should be willing to participate in the international development projects? Although the motivations of private companies for participating in the PPP projects could be various, the most common motivation, which this thesis will be focusing on, will be brought from the concept of Corporate Social Responsibility (CSR) and by extension, the Creating Shared Value (CSV), which are the main inducement factors for the private companies to be involved in the PPP of international development cooperation projects.

Considering that companies are expected to act as responsible actor of the international community, they are required to participate in addressing global challenges. However, it would be improper to expect these companies to participate in partnerships which are against their interests and benefits. Therefore, some benefits should be provided to the participating private companies, in order to understand the motivation of private companies to join the PPP. The motivations could be found by understanding the concept of the CSR and CSV, which explain the importance of corporate's social responsibilities to both society and company levels. Moreover, effectively designed partnerships would provide certain benefits to participating private companies, such as positive reputation, trained labor pool, healthier workers and consumers by developing local communities, and the creation of new markets (UN Foundation, 2003). In sum, successful PPP projects could help private companies to attain their business

goals and promote profit-making activities as the developing nations are becoming critical to future business success.

First of all, there is no central institution of the CSR, but countless actors have been performing the CSR activities, and it doesn't have definite global consensus on its concept and has been variously defined by different scholars and institutions. Meanwhile, the concept of CSR started to be importantly regarded to the private companies as they began to realize the devastating effects of "corporate social irresponsibility". For example, Nike's badly tarnished brand image due to the media disclosure of its sweatshop of manufacturing in developing nations, such as Indonesia, led to the global boycott campaign of Nike in 1990s and made Nike to focus on promoting the rights of workers. Likewise, companies must consider not only their profit maximization activities, but societal and environmental impacts of their operations at large. Furthermore, private enterprises' responsible activities are becoming more important, as the corporate's management paradigm has been switched from the conventional corporate management which merely focused on the short-term revenue, to the "Corporate Sustainability Management" which highlights the transparency and ethicality of the business management. In response to the rising concerns on ethical issues in businesses, Carroll, who is one of the renowned scholars of the field, defined the CSR by utilizing four factors: "Corporate social responsibility encompasses the economic, legal, ethical, and discretionary (philanthropic) expectations that society has of organizations at a given point in time" (Carroll, 1991). Similarly, the Business Dictionary defines CSR as "a company's sense of

responsibility towards the community and environment (both ecological and social) in which it operates.” Likewise, considering generally accepted definitions of the CSR demonstrated as above, the original concept of the CSR mainly focuses on the responsibility, reputation, and good corporate citizenship while separated from the profit maximization as the CSR was rather perceived as costs to the companies. Against this backdrop, the new concept of Creating Shared Value, which highlights the value of mutual benefits created by performing socially responsible projects, was recently created by some scholars.

The Creating Shared Value (CSV) is a relatively new concept which was created by Michael Porter and Mark Kramer, and the term was first introduced in *Harvard Business Review* article in 2006 and extended in 2011. It is claimed as the developed concept of the CSR, although there are some critics who insist that the CSV is “unoriginal and ignores the tensions between social and economic goals” (Crane et al., 2014). According to the proponents of the CSV, differentiated aspect of the CSV from the CSR is the “mutual value creation”. Although the two concepts share common ground of doing well by doing good, while the CSR is more about the responsibility, the heart of the CSV is to create value. Unlike the CSR, the central premise of the CSV is that a company’s competitiveness and surrounding communities are mutually dependent. Therefore, the CSV pursues social value creation and profit maximization at the same time (Porter and Kramer, 2011), and could be regarded as a new business strategy which not only does good for others, but also creates new business opportunities by expanding new markets, improving profitability and strengthening competitive

positioning of the company. Moreover, given that the PPP could provide some clear future advantages to the private companies in terms of creating local networks with reliable local suppliers and talented workers, improving infrastructure (such as roads and telecommunications), and various local experiences accumulated by performing local project, private businesses' motives to participate in this kind of partnerships could be understood by considering the CSV concept. In sum, both the CSR and CSV concepts could help better understand the relationship between the private businesses' intentions for participating in the Public-Private Partnership projects and the advantages created to the PPP itself.

III. COMPARATIVE ANALYSIS OF UNDP AND KOICA'S PPP AND ODA

1. Analysis Overview

After analyzing the background of the creation of the Public-Private Partnership in the sphere of the international development cooperation, including its increasing importance, various advantages and the motivations of private businesses to be involved in the PPP projects, further analysis on the next questions should be proceeded: firstly, whether the PPP actually has substantial benefits to the international development, and secondly, what are the successful and efficient strategies of the PPP.

In order to answer the above two questions, the analysis will be done in two levels: 1) a comparative analysis between the ODA-based projects and PPP in order to find PPP's differences and advantages, and 2) a comparative analysis of the best practices of PPP projects to discover successful strategies of PPP.

First of all, with the aim of discovering the PPP's advantages, the ODA-based projects and PPP projects of two representative international development agencies will be comparatively analyzed, namely the United Nations Development Programme (UNDP) and the Korea International Cooperation Agency (KOICA). By comparing the ODA-based projects and PPP projects of these two agencies, it is expected to discover various characteristics of the PPP, such as the type of investors of financial resources, participating organizations, project duration, project evaluation standards, specific contribution of private companies to the projects and created values for the private companies, etc. These

differences will show what are the new kinds of advantages created from this new type of global governance partnership between public and private sectors. Also, the analysis will help to better understand the benefits of including private company as a partner for the PPP projects of international development cooperation, apart from their financial inputs.

Meanwhile, there are various reasons of utilizing the UNDP and KOICA's practices. Firstly, considering that the UNDP is a lead UN development agency, its principles and visions, including operation strategies and policy directions are designed to share and follow the UN's agendas. Also, as it is analyzed in the previous section, the PPP is becoming more important together with the newly established international development goals led by the UN, such as the MDGs and SDGs, which calls for the active participation of the private sector. Thus, it could be said that the UNDP, as an affiliated organization of the UN, and their PPP practices that involve private sector, could be referred to as the best representative case of the international development projects, as they would satisfy major crucial standards of the PPP. Meanwhile, the analysis will also include the case of KOICA, which is the representative development agency of Korea. By comparing these two organizations, it is expected to discover the differences between the UNDP and KOICA, respectively as an international benchmark case and Korea's representative case, which would lead to better strategies for the future PPP projects of both international and national level.

Moreover, specific cases of the ODA-based projects and PPP are selected by considering some aspects. Firstly, given that the PPP projects are relatively

new in the area of international development cooperation, only a few projects had been performed so far compared to a myriad of ODA projects. Therefore, the case selection was firstly based on successfully performed PPP projects of each organization. Then, the ODA-based projects were selected which show similar features with selected PPP projects, in order to analyze under comparable conditions. Specific cases and their comparison criteria will be explained further.

To start with, the next section will describe the first level comparative analysis of the ODA-based projects and PPP, by utilizing the UNDP and KOICA's practices.

2. UNDP's PPP and ODA-based Projects

2.1 UNDP's PPP in Kazakhstan: Developing Local Small and Medium-sized Enterprises (SMEs)

As the UN's development agency, the UNDP firmly accepted the UN's recognition on the importance of cross-sectoral partnerships, in order to fulfill international development goals, such as the MDGs and SDGs. In this regard, the UNDP already created and established certain criteria and guidelines for performing cross-sectoral partnerships, especially with multinational enterprises. The definition of PPP stated by the UNDP is almost similar to the definition created by the UN, which is defined as "voluntary and collaborative relationships between public and private actors that agree to work together to achieve a common goal or undertake specific tasks", and also specifies that "partners share

the risks, responsibilities, resources and benefits.”¹⁰ Moreover, since the establishment of the MDGs and UNGC, the UNDP has been actively exploring new opportunities for seeking innovative ways of poverty reduction and fulfilling the global development goals, by combining the private sector with their decades of experience and specialty in development. The organization believes that when development and commercial interests successfully met, tremendous potential would be created. Against this backdrop, the UNDP has been promoting the environment which could enable efficient partnerships between public and private actors, by explaining and suggesting various guidelines about creating the PPP, including its expected benefits to the private sector. One of the important characteristics of the UNDP’s PPP is that while they acknowledge private sectors’ interests and clearly suggest various benefits, they only recognize commercial interests and benefits which are in line with the development goals.

Then, how the UNDP creates favorable environment for performing cross-sectoral partnerships? Fundamentally, the UNDP proactively presents and explains possible benefits and common interests to all of the participating actors of the development plan, so that the private sector could easily access to the new area of international development cooperation. According to the UNDP, there are several expected benefits for the private sector by engaging in the development projects. Firstly, the UNDP could help the private businesses in various ways with their knowledge and knowhow in developing nations, given that although these

¹⁰ United Nations Development Programme (UNDP), Strategy for Working with the Private Sector (New York: UNDP, 2012), pp.9-10

developing markets are appealing to the private companies, there are also many risks such as institutional defects and unstable political, social conditions. Therefore, the UNDP could share their ample knowledge and mediate between the private enterprises and local governments, which would be greatly helpful for starting businesses in new markets. However, this aspect is not only favorable to the private sector, but also to the UNDP and recipient nations. Private sector could bring various economic benefits to the developing nations by performing their businesses, such as creating jobs, direct investment, technology transfer and enhancing market environment, etc. Also, private businesses' ample resources and their own business strategies could be utilized in resolving various development agendas which had not been addressed for long (Kim et al., 2015). In sum, there are various common grounds between the UNDP and private sectors, which could facilitate cross-sectoral partnerships. The below graph from the UNDP clearly shows some of these common grounds, which could contribute to successfully develop new markets and address some of the sustainable global challenges at the same time.

<Table 1. Common Grounds between the UNDP and Private Sector>

Main Factors	UNDP interests and attributes	Common ground	Private sector interests and attributes
Participating in the international development	Strong focus on poverty reduction and sustainable development	Joint efforts to address sustainable development challenges	Growing recognition of business risks from resource scarcity, poverty, instability
Developing and expanding new markets	Promotes inclusive and sustainable market solutions, especially for base of the pyramid markets	Develop existing and new markets that are inclusive and minimize environmental impact	Interest and ability to find and develop new markets
Seeking for innovative strategies	Encourages pilots and innovations to find effective sustainable development solutions	Innovation to find new products, services, solutions, markets that meet development challenges	Drive to innovate, compete and constantly increase efficiency
Necessity of cross-sectoral communication	Policy advisory functions; close cooperation with governments and donors; convening role	Public-private policy dialogue focused on specific themes / economic sectors important for development	Understanding of business and other regulations; require stable operating environment, reduction of regulatory, political risks
Strengths of each actor	Technical expertise, operational and project delivery capacity, scale (multi-country)	Combining resources / partner to address major capacity and institutional constraints	Skills, technical expertise, financial resources

Source: Reproduced from UNDP (2012), p.11

In this regard, it could be summarized that the UNDP is taking the role of “catalyst” for creating the public-private partnerships and performing PPP

projects (Kim et al., 2015). Therefore, the UNDP facilitates constant discussion between the public and private sectors, while monitors and supervises overall project process. Furthermore, the other important characteristic of the UNDP's PPP is that the organization clearly signifies the issue of responsibility in their guidelines for the PPP. Considering that the UNDP institutionalized both internal and external accountability measures for their projects, that they are actively involved in sharing opinions regarding the accountability issue with other UN affiliated institutions and their partners, and also reflect various feedbacks received from the public (Kim et al., 2015), these guidelines have been applied to the PPP projects as well.

As already explained in the previous section, given that only a few PPP projects were successfully performed in the area of international development cooperation so far, the case selection of this thesis was mainly based on the PPP, then comparable ODA practice was selected. In this regard, the successful case of PPP project of the UNDP which was performed in Kazakhstan is selected as the best practice.

The project of "supporting and developing small and medium enterprises in Kazakhstan", which was based on the joint partnership between the UNDP, a UN development agency, ChevronTexaco, a US-based energy company, and Citibank Kazakhstan, a subsidiary of Citigroup which is an international banking and investment company, is one of the representative and successful PPP practices of the UNDP.

After the break-up of the Soviet Union, Kazakhstan suffered from decades of economic hardship and increase in poverty, and during this time, Kazakhstan's small businesses had significantly collapsed. In order to overcome this hardship and develop its economy, Kazakhstan focused on attracting foreign investment to their natural resources sector to develop the nation's vast oil and gas reserves for tangible benefits, and the government also decided to foster the environment where small and medium businesses could revive and revitalize its economy. Among many energy enterprises working in Kazakhstan, as the leader of the Tengizchevroil consortium (TCO), which was created to develop the "Tengiz oil field" in western Kazakhstan, ChevronTexaco was required by the government to invest not only in the country's oil fields, but also in its overall economic growth (UNDP, 2004). In order to meet this obligation, ChevronTexaco (then Chevron) decided to facilitate the growth of small and medium sized enterprises by opening up the Small Business Development Group. However, given that the problem was difficult to be resolved by one party's efforts, Chevron searched for partners who could efficiently support the project with their own advantages. Therefore, the cross-sectoral partnership was firstly created between the UNDP and Chevron, as Chevron believed that the UNDP would serve as intermediary with the government and help the project design and overall implementation of the project with their vast experiences and expertise in the development field. Moreover, the UNDP already had successful experiences in the Aral Sea region working with small and medium sized enterprises (SMEs) which raised the income and employment levels and also promoted private sector

development. Thus, this new partnership was expected to create synergy with the participation of private enterprises. Furthermore, the Citibank Kazakhstan later joined the partnership as well in order to raise their reputation and accumulate business experience in Kazakhstan, by financially supporting the project and providing its expertise in the business sector. Over several months of negotiation and planning process, the partnership decided to perform the project in the new 'oil city' of Atyrau, which already experienced rapid economic growth with oil development but showed little trickle-down effect to local businesses. The joint project was intensively executed from 2002 to 2008, with the participation of: 1) UNDP which took charge of the overall implementation and monitoring, 2) Chevron and Citibank which financially supported and provided their businesses techniques to the SMEs, and 3) Kazakhstan government of Atyrau city and other civil society organizations. In order to facilitate the growth of SMEs, the Business Development Center was created, which provided business consulting as well as financial support to the local SMEs. Moreover, thanks to the participation of Citibank, the Micro-Credit Center was established in order to offer micro-lending to the start-up companies which could promote local job creation and business capability. This center also provided entrepreneurial training and information sharing for the new businesses. Kazakhstan government was proactively participated in the project as well, by offering business training program and policy advice to the SMEs. (Kim et al., 2015) To summarize, while the UNDP took various roles for the project, including catalyst role between participants, provision of financial support, supervision of the overall project implementation

and mediation between private and public sectors, Chevron and Citibank provided other necessary resources such as financial resources and technical advice through the channel of two centers, and the project resulted in many successful outcomes.

Then, what kind of advantages were delivered to each party, and what are the specific characteristics of the PPP discovered from this best practice? To start with, some clear benefits were created to each of the participants. Firstly, thanks to this project, Atyrau city of Kazakhstan received various economic and social benefits. Economically, 7 million-dollar worth loans were provided to 174 start-ups and SMEs, and socially, almost 2,000 new jobs were created after the project (Kim et al., 2015). Therefore, the project helped Kazakhstan government to attain the growth of SMEs which are essential for their economic development. Moreover, as these loans were only provided to the small businesses which met the criteria of addressing social and environmental issues refer to the UNDP's standards, the project not only influenced the growth of local SMEs and positively affected the regional economy, but also alleviated poverty and resolved environmental issues (Trummer, 2010). Secondly, Chevron could have successfully met the obligation of Kazakhstan government by committed to this project and being a responsible actor within the communities where it does their businesses. Also, it could have enhanced both its local and international brand image and reputation. It also created clear business benefits, as many of the local SMEs participated in the project in Atyrau became Tengizchevroil vendors. By contributing to the local development, Chevron could have enjoyed more stable business environment with more competent business partners of their value chain,

and also replaced their imported goods with locally produced goods and services which reduced the production costs. For Citibank, as they were lack in experience in Kazakhstan, with the aim of performing their future businesses in those great oil reserves development, they had to accumulate more experiences, and the project gave them the opportunity and helped to enhance their reputation.

In addition, apart from the shared benefits for each party, this project also demonstrates some of the interesting factors that supposedly let to the success of the PPP. First of all, as the project mainly focused on developing and improving the local economy, private businesses could have played highly important role for providing necessary financial resources and technical counselling, which could only be realized with private enterprises' vast resources and experiences. Hence, it could be highlighted that the involvement of the private sector is highly necessary for the PPP project which bears the goal of regional economic vitalization. Secondly, given that the UNDP acted as a catalyst/intermediary of the project, they guided all participants with clear standards that follow the UN criteria and global development goals, so the project could have contributed not only to the local economy but also to the overall social and environmental development in the long term. Also, the UNDP worked on overall monitoring of the project so that the project could keep its path and attain development effectiveness. This shows the importance of the intermediary of the project which has expertise in the development sector as well as explicit guidelines for the PPP. Last but not least, by establishing two tangible initiatives during the project, namely the Business Development Center and the Micro-Credit Center, this PPP

project realized the sustainability of the project even after the official duration of the project. These two tangible measures would constantly guarantee the sustainability and long-term durability of this PPP agenda as well as its short-term achievements. Moreover, these systems and institutions could strengthen the accountability of the project, as there are obvious objects to require the accountability criteria (Kim et al., 2015).

2.2 UNDP's ODA in Uzbekistan: Enhancement of Living Standards (ELS) Programme in the Aral Sea Region

Traditional type of international development project which is based on the ODA would then be analyzed and compared to the PPP case. Given that there are a large number of ODA practices done by the UNDP, this thesis will be focusing on analyzing one of the cases which shows similar goals and agendas with the above PPP case. In this regard, one of the projects which had been performed in economically and environmentally vulnerable Aral Sea region is selected for the analysis, namely the “Enhancement of Living Standards (ELS)” Programme, considering its similar project duration, similar region (Central Asia) and similar project goals with the PPP project in Kazakhstan.

The ELS programme, which was part of the Area Based Development Programme, was performed from 2005 to 2010 to support community-based social, economic development of Andijan, Karakalpakstan, Namangan and Fergana regions of Uzbekistan. The programme was funded by the European Union and implemented by the UNDP jointly with the Ministry of Economy of

the Republic of Uzbekistan. This project's main objective was to improve these regions' living standards by utilizing locally-available resources and enhancing local capacity. In order to improve the livelihoods of the regional community, the programme aimed to develop rural enterprises and small businesses as alternative income resources apart from the agricultural industry, which constituted major income of the regions. This project goal, to improve the local economy by developing local businesses, shares similar features with the PPP project implemented in Kazakhstan. Moreover, there were three major components of the programme's objectives, which are: "i) the development of regional and local strategies to encourage people to participate in developing their communities, ii) the empowerment of local communities to improve their own social welfare, and iii) the improvement and diversification of income generation opportunities."¹¹ The programme was performed by integrating the three components to make synergy in supporting the national development strategy and fulfilling MDGs in these regions.

The first component was focused on developing and implementing the regional and local development strategies with the aim of helping and encouraging individuals to actively participate in the development process, and to identify and better manage their local resources for development. Meanwhile, the second component, which was performed together with the civil society organizations, aimed at improving local communities' social welfare including

¹¹ United Nations Development Programme (Retrieved from: http://www.uz.undp.org/content/uzbekistan/en/home/operations/projects1/poverty_reduction/ELS.html) (12 May, 2018)

education, development of necessary techniques, and improvement of residents' living conditions. The component provided various measures for rehabilitating the social infrastructure, such as schools, health clinics and water systems, including necessary grants, advice and training sessions. Especially, the third component, which encouraged the improvement and diversification of income generation opportunities by promoting micro-financing for small rural businesses and supporting job creation, had demonstrated similar features with the PPP project in Kazakhstan. In this regard, this component would be analyzed in more detail. First of all, the component offered support to target regions' low-income populations and small businesses to increase and diversify their access to finance and business services, so that they could improve their businesses strategies, develop new products and expand their operations. The micro-credit schemes were provided by the Microfinance Organization (MFO) in those regions, which had had less experiences than that of its global peers. However, with the financial and technical support of the UNDP, Asian Development Bank (ADB) and Central Asia Microfinance Alliance (CAMFA-USAID), the organization could have improved their experiences and delivered necessary business support to the local communities (UNDP, 2006). Therefore, the execution of third component could have realized the strengthening of micro-finance institutions which enabled effective micro-finance operations, which eventually led to the increase of the number of small and medium sized entrepreneurial projects. This is an important stage of developing local communities given that the resulting benefits could extend beyond the small rural businesses into broader community.

The common ground between the PPP project in Kazakhstan and the ODA-based project in Uzbekistan is that both UNDP projects aimed to socially and economically develop the local communities and enhance the capacities of the small and medium sized regional businesses. However, many differences are detected as well, and these differences would demonstrate some of the characteristics and advantages of the PPP project that involve private companies.

2.3. Comparative Analysis of UNDP's PPP and ODA Projects

As the UNDP's PPP and ODA projects demonstrated some different features, the PPP's characteristics and advantages could be derived from these differences. To start with, unlike the PPP project which directly involved private enterprises such as Chevron and Citibank for providing financial resources and sharing business expertise, the ODA-based project was mainly implemented by the efforts of international institutions such as the UNDP and the EU, and civil society organizations. Therefore, although the two projects' common goal was to facilitate the local economy by promoting the growth of small businesses and providing micro-financing schemes to low-income individuals and start-ups, and creating more jobs, the ODA project seems to lack professional business strategies and tangible benefits compared to the PPP project. Considering some of the tangible benefits created by the PPP project in Kazakhstan, such as direct micro-financing through the Citibank's participation and opportunities for becoming vendors of the Chevron's value chain thanks to the partnership with Chevron, it could be analyzed that the direct involvement of private enterprises

could provide more substantial values to the recipients, especially for this type of projects. In sum, for the type of international development cooperation project which mainly focuses on the economic revitalization or any specialized sector that the private enterprises could provide their expertise, more suitable and successful measure for meeting the project goal would be the PPP.

Moreover, the two projects also raised the sustainability issue. Given that the PPP project in Kazakhstan was completed with two tangible measures, namely the Business Development Center and the Micro-Credit Center which were established thanks to the joint effort of the UNDP and private sectors, it could be said that the project shows high level of sustainability. Without the participation of the private sectors, these centers, which should provide professional strategies to the local businesses, would have not established. Meanwhile, the third component of the ODA project in Uzbekistan also showed a possibility of sustainable solution, as the project helped enhancing the capacity of the Microfinance Organization (MFO) so that the organization could continuously provide micro-credit schemes and business consulting to the rural businesses. However, compared to the two centers of the PPP project, the MFO has less experiences and expertise, so the sustainability could be questioned after the completion of the project. Therefore, the overall sustainability of the ODA project, including all three components, should be estimated as medium level of sustainability. Also, given that many other similar projects have been implemented in the Aral Sea region including the “UN Aral Sea Programme” from 2012 to 2016 and the “UN Joint Programme – Building the resilience of

communities affected by the Aral Sea disaster through the Multi-Partner Human Security Fund for the Aral Sea” which started in 2016 and estimated to end in 2019, the ELS Programme might have not maintained for long periods.

Last but not least, as shown from the analysis of the PPP and ODA projects, values created from the projects show difference directions. While both the ODA and PPP projects brought positive effects to the recipient nations, regional economic development for these cases, only the PPP project created mutual benefits to all of the participants. Although the ODA project in Uzbekistan could be estimated as successful case given the substantial benefits created for the local community, there were no specific benefits given to the UNDP or EU. However, the PPP project in Kazakhstan obviously brought tangible benefits to other participants from the private sector as well, including Chevron and Citibank. While Chevron could have enjoyed lowered cost by including local vendors to their value chain, Citibank could have accumulated business experiences in the region which would be beneficial for their future business opportunities. Also, both companies could have enhanced their brand reputation by implementing the development project and contributing to the local development.

To summarize, by comparing the UNDP’s ODA and PPP projects implemented in the Central Asia, it is revealed that the PPP project showed some specific features and advantages compared to the ODA-based project as follows:

- 1) cross-sectoral partnership which involves private companies could be applied to the specific type of development projects which mainly focuses on the economic revitalization or any specialized sector that the private enterprises could

provide their expertise, and this would lead to more successful results, 2) while the successful ODA project could only create benefits to the recipients, the PPP project could provide mutual benefits to the participants as well. The below table shows the summarized differences between the UNDP's PPP and ODA projects.

<Table 2. Comparison between the UNDP's PPP and ODA Projects>

	PPP: Enhancing capacities of local SMEs in Kazakhstan	ODA: Enhancement of Living Standards of Uzbekistan
Participating Actors	UNDP, Chevron, Citibank and Kazakhstan government	UNDP, EU and Uzbekistan government
Actors that Financially Contributed to the Project	UNDP, Chevron and Citibank	EU (91%), UNDP (9%)
Project Duration (Sustainability)	2002-2008 (High Sustainability)	2005-2010 (Medium Sustainability)
Positive Effects of the Project	Economic & Social benefits: 7 million-dollar worth loans to 174 start-ups and SMEs, 2,000 new jobs created / Local SMEs became vendor of Chevron's Value Chain / Alleviated poverty and resolved environmental issues, etc.	Promoted regional economic development, Increased capacity of Microfinance Organization which enabled the provision of effective micro-credit schemes to small rural businesses
Additional Benefits Created by Including Private Sector	Mutual benefits created: Private sector provided financial resources & business strategies, in return, the private enterprises enjoyed lowered costs and improved reputation	- (Absence of connection between local needs and business solutions)

Source: Produced by the author

3. KOICA's PPP and ODA-based Projects

3.1 KOICA's PPP in Vietnam: Saemaul Undong with CJ

KOICA considers the PPP as “participatory development assistance” which could contribute to the sustainable development and poverty reduction by the combination of financial and human resources, business strategies and technology of the private sector. Furthermore, the PPP could involve various participants from the private sector, including CSOs, private companies, universities, etc., for promoting the welfare of developing nations. Since its first partnership project with the Civil Society Organization (CSO) in 1995, KOICA’s PPP program has been constantly reinforcing its cooperation with the private sector by extending their projects to the Partnership Program with private companies and universities since 2010. Moreover, KOICA works on linking the CSR activities and business strategies of the private company with the development needs of developing nations, so that the PPP project could contribute to mutual growth.¹² With the aim of developing favorable environment for the effective and successful public-private partnership, KOICA also provides educational program and training sessions about the implementation and management of the development cooperation project to the participants from the private sector.

KOICA aims to serve as a “platform” for the communication between its partners from various fields for the development cooperation projects. Against this backdrop, KOICA offers various types of Partnership Programs involving the private sectors, such as the CSO Partnership Program (CPP), Business Partnership

¹² Available at
(http://www.oda.go.kr/opo/koco/mainInfoPage.do?P_SCRIN_ID=OPOA401011S01)
(Retrieved 13 May, 2018)

Program (BPP), Academy Partnership Program (APP) and Capacity Building Program (CBP). Moreover, as the post-2015 agenda calls for more innovative and efficient development cooperation partnership which could attract more participation of the private sector, in August 2012, the Development Alliance Korea (DAK), which is a new PPP platform encompassing government, civil society organizations, private enterprises and academic community, was established. The DAK aims to perform various activities related to the public-private partnership projects, in order to address poverty and inequality issues and promote sustainable development. Eight institutions, including Korea NGO Council for Overseas Development Cooperation (KCOC), The Federation of Korean Industries (FKI), Korea Council for University Education (KCUE), Korean Association of International Development and Cooperation (KAIDEC), UN Global Compact Network Korea, UN Academic Impact Korea, Ministry of Foreign Affairs, and KOICA, each of which represent each party, participated in the signing for the formation of the alliance.¹³ The DAK also takes charge of various issues in regard to the PPP projects, such as the accountability and responsibility issues, and provides necessary guidelines and “code of conduct” for effective and successful implementation of PPP projects. Among these institutions, KOICA is taking the major role for creating and implementing the PPP projects, and providing more than 50% of the project budget.

Although KOICA implements various types of PPP projects that involve many different actors of the private sector, given that this thesis limited the PPP

¹³ Available at (<https://dak.koica.go.kr/kr/index.do>) (Retrieved 13 May, 2018)

type to which contains private companies, the case was selected among the BPP and DAK other than various types of KOICA's PPP. Considering the DAK had already completed some successful PPP projects, among them, the best practice of CJ-KOICA project, which was performed with the similar development goal of the UNDP's PPP to revive the local economy, was selected for the analysis.

The joint PPP project of "Saemaul Undong (Korean term for the New Village Movement, which brought great success in the rural development of South Korea in the 1970s) in Vietnam", is a partnership project from 2014 to 2017 between KOICA and the CJ Group's CheilJedang, the largest global food firm in Korea. Also, the project is an extended triangular cooperation with the participation of the Vietnamese government.

The project was initiated with the aim of aligning social development of Vietnam with business values of CJ. In 2013, acknowledging the need for a new paradigm in businesses that integrates business efforts with social and environmental values, CJ Group established its own unique Creating Shared Value (CSV) Management Department in order to share their unique Korean experience (Pitts, 2014). Also, as CJ's main supplier of base materials such as chili (one of three main raw food ingredients of whole CJ group) had been highly dependent on China, CJ was looking for expanding their supply base to Vietnam for preventing future risks. Against this backdrop, the partnership was accomplished, as KOICA and CJ agreed upon the development of Vietnam, while business opportunities were also discovered for CJ by expanding their supply base

to Vietnam. The project was expected to combine KOICA's foreign aid experience and Korean companies' rapid growth experience.

At the initial stage, the partnership between KOICA and CJ identified failing rural farming system and low productivity as major factors that cause vicious poverty cycle in Vietnam, specifically in the Ninh Thuan province. The province is made up of ethnic minorities, and people with less than 200 USD of income account for more than 40% of the region. The lack of well-established agricultural framework resulted in underproduction and lack of sustainability, so the project set a goal to provide technical, financial support and integrate rural Vietnamese farmers into CJ CheilJedang's resource supply chain to tackle this endemic poverty. Meanwhile, CJ CheilJedang also looked into the key areas of impact investment that were profitable and impactful for their business opportunities (Pitts, 2014).

The two main streams of the project were firstly, to apply Korean New Village Movement to enhance the local autonomy capabilities, and secondly, to help settle the chili cultivation in Vietnam Ninh Thuan province. First of all, the steering committee, which includes CJ CheilJedang, KOICA and Vietnamese government agency, decided to develop the local capabilities of Vietnamese village in order to start and settle the chili cultivation. In order to assist rural agriculture of Ninh Thuan province in Vietnam to become a successful and sustainable agricultural community, the strategy included developing the infrastructure for farming, sharing agricultural technologies and know-how, and creating living incomes for the community by purchasing crops (chili) and

providing distribution channel (other CJ group subsidiaries such as CJ Freshway), which would develop a positive social-business cycle within the community (Pitts, 2014). In return, CJ CheilJedang would benefit from securing high-quality raw food ingredients, and guaranteeing product quality and safety through oversight, while local populations could develop sustainable business models and communities (Pitts, 2014).

In sum, KOICA's expertise in international development projects and foreign aid together with CJ CheilJedang's business experiences were combined and strengthened by this PPP project. The project not only successfully facilitated the local economic development, but also changed the practices of the value chain and enhanced CJ's productivity by better utilizing locally earned resources and regional human resources.

What kind of advantages were created to each party, and what are the specific characteristics of the PPP discovered from KOICA's best practice? To start with, a wide variety of values were created to the village in Ninh Thuan province during the execution of the project. First of all, CJ provided Korean chili seeds to the farmers, trained them with farming techniques, and refurbished the irrigation system. As a result, farmers' income was nearly fivefold increased after CJ started the project. Moreover, while the project helped developing farming system and infrastructure of the village, it also helped building kindergartens, toilets in secondary schools and household sewerage system to improve the overall living conditions. Also, as the project not only increased the region's productivity, but also assisted the village to start supplying agricultural crops to

abroad thanks to the CJ's distribution channel, the local employment was greatly improved. Furthermore, the establishment of a chili powder processing factory in June 2017 shows successful project expansion, which created new business partnership between CJ and the village that will contribute to the increase of local income as well as local jobs. Meanwhile, CJ also received various benefits from the project. Firstly, possible risks which could be generated from the single supply base in China might be decreased after expanding its supply base to Vietnam. Moreover, CJ would benefit from securing high-quality raw food ingredients with relatively low cost, and also from guaranteed product quality and safety under their own supervision. Furthermore, CJ also strengthened its brand image by the project, as the CJ Group had become the one and only Asian company to be honored in the "2016 List of 7 World-Changing Companies to Watch" by FORTUNE magazine.¹⁴ Therefore, the first characteristic of the PPP discovered from KOICA's project is the mutual benefits created for each participant of the partnership, which was also discovered from the UNDP's PPP.

Meanwhile, another characteristic of KOICA's PPP is that each partner took obviously distinguished roles. CJ, as global enterprise, mainly focused on offering financial and technical support for setting up the business strategy, and they also provided opportunity to be part of their value chain which led to the clear economic benefits to the village. Also, KOICA, as a specialized development agency, focused not only on the economic development of the

¹⁴ FORTUNE. Available at (<http://fortune.com/2016/08/18/change-world-cusp-small-companies/?iid=sr-link1>) (FORTUNE, 2016)

village, but also on improving the overall conditions, including local capacity enhancement, development of the infrastructure and improvement of overall living conditions by applying the experience of “Saemaul Undong”. Although KOICA, as a professional development agency, served as major project implementor, both participants were proactively involved in the project. The partnership established the CJ-Vietnam Project Management Office (PMO) and cooperatively worked on the project, where the staffs were provided by each partner. The KOICA employed and dispatched a professional staff, who is specialized in the community development for taking charge of the overall project together with KOICA Vietnam Office. Also, CJ dispatched a person in charge of the project from CJ CheilJedang CSV Management Division who also have working experience in CJ Vietnam, and also a Doctor from CJ Agricultural Laboratory. The staffs from CJ visited the project site once or twice a month for the project monitoring and management. Therefore, it could be summarized that each partner had focused on their own specialties by actively engaging in the project.

The last characteristic detected from the KOICA’s project is the sustainability issue. The project could be positively evaluated for attaining the sustainability issue, as the partnership successfully created the connection between the business solution of CJ and the rural development of Vietnam, and the partnership extended beyond ‘one-time support’ to the sustainable business partnership. This aspect could be discovered from the creation of new business models, including the local value chain and the establishment of a chili powder

processing factory. To summarize, the project showed an innovative solution for the sustainability issue by connecting business strategies with the development agenda.

3.2 KOICA's ODA in Vietnam: Vietnam Saemaul Movement pilot project

Given that KOICA's PPP project of Saemaul Undong which was implemented in Vietnam was analyzed as the best practice of KOICA's PPP project, as the comparable ODA case of KOICA, the "Vietnam Saemaul Movement pilot project" executed from 2001 to 2002 was selected.

The "Vietnam Saemaul Movement pilot project", which was implemented in 7 villages of 2 provinces of Vietnam by KOICA, is evaluated as a successful ODA project which greatly contributed to the increase in farmers' income. Vietnamese government, facing various social economic problems including urban-rural income disparity, was looking for an innovative development model for promoting local rural development and for balanced condition between urban and rural area. Against this backdrop, Vietnamese government decided to adopt South Korea's "Saemaul Undong (Movement)" considering that Vietnam was facing similar social economic situation of South Korea in 1970s when the Movement contributed to the alleviation of poverty in the rural agricultural area, increase in rural income and improvement of living conditions (Ji, 2013). Also, as two nations share similar agricultural structure and traditional culture, it was expected that the Movement would be suitable for Vietnam as well. In this regard, the project was officially promoted by KOICA,

by adopting Korea's Saemaul Undong project within the strategic framework of Vietnamese government's Rural Development Project (Ji, 2013).

The project was composed of several detailed project elements as follows:

1) Enhancement of village infrastructure, such as road pavement and improvement of irrigation system, 2) Reinforcing 'local community spirit' by constructing village hall and kindergartens, 3) Improvement of living conditions such as kitchens, toilets, shower rooms and wells, and 4) Development of social culture by supporting and providing educational materials, computers, and musical and physical educational instruments (Ji, 2013). Moreover, some success factors were discovered from this ODA project, such as the validity of selecting project target villages, capacity reinforcement through the study visit and local training sessions, proactive collection and reflection of the opinions from Vietnamese government and local villagers during the project planning and implementation, active involvement of local residents, continuous monitoring, and reflection to the rural and agricultural development policy after the completion of the project (Ji, 2013).

Lastly, the common feature of KOICA's successful PPP and ODA projects is that both projects' primary goal was to develop and enhance the rural economies of Vietnam by applying the "Saemaul Movement" of South Korea. Although these two projects were evaluated as successful projects, there are some differences detected, and these differences will be analyzed as the characteristics of the PPP in the following section.

3.3 Comparative Analysis of KOICA's PPP and ODA Projects

Both PPP and ODA projects of KOICA performed in Vietnam successfully contributed to the rural development by adopting the “Saemaul Movement” of Korea. Two projects not only provided economic benefits to Vietnamese villages by enhancing the capacity and infrastructure of farming industry and increasing farmers' income, but also improved the overall living conditions of the villages by constructing various necessary facilities.

However, as already seen from the previous comparative analysis of the UNDP, KOICA's PPP project also provided more efficient and beneficial solutions to each participant by making a connection with business strategies of a private company. For example, thanks to the participation of CJ, farmers of the village could have enhanced their agricultural capacity and participated in CJ's supply chain, and also started supplying the crops to other nations by utilizing CJ group's subsidiary company as a distribution channel. Also, CJ established a chili powder processing factory, which also contributed to the increase of local jobs. Furthermore, the project created various benefits to CJ as well. They successfully expanded their supply base to Vietnam and enjoyed increased stability of the value chain in Asia with lowered production costs. Last but not least, CJ also greatly improved their brand image by actively participating in this international development project.

Moreover, the issue of sustainability was also differently discovered from the two projects. Although both projects worked on improving the sustainability of the projects, compared to the PPP which successfully formed mutually

inclusive business partnership between CJ and the village, the ODA project which sought for sustainable development by utilizing continuous monitoring scheme seems to have relatively less binding force.

To summarize, the comparative analysis between KOICA's PPP and ODA projects also revealed some similar features and values of the PPP as the UNDP's PPP project demonstrated. Firstly, in order to seek for more efficient and sustainable development project, successful connection to the innovative business solution would be highly advantageous. Also, the successful PPP project not only benefits the recipient nation like the ODA project, but it also provides various advantages to every participant of the partnership through well designed plan. Similar and different factors of KOICA's PPP and ODA projects are summarized as below.

<Table 3. Comparison between the KOICA's PPP and ODA Projects>

	PPP: Saemaul Undong in Vietnam, Ninh Thuan province	ODA: Vietnam Saemaul Movement pilot project
Participating Actors	KOICA, CJ and Vietnamese government	KOICA, Vietnamese government and villagers
Actors that Financially Contributed to the Project	KOICA, CJ	KOICA
Project Duration (Sustainability)	2014-2017 (High Sustainability)	2001-2002 (Medium Sustainability)
Positive Effects of the Project	Economic & Social benefits: Farmers' income nearly fivefold increased / Capacity building, development of infrastructure, improvement of living conditions / Integrated rural Vietnamese farmers into CJ's Value Chain / Improvement of local employment / Alleviated other social issues, etc.	Promoted rural agricultural development, Increase in farmers' income, Increased capacity of farming industry, Enhancement of village infrastructure and living conditions
Additional Benefits Created by Including Private Sector	Mutual benefits created: CJ provided financial resources & technical support, in return, CJ enjoyed increased stability of supply base, lowered production costs and improved brand image	- (Absence of connection between local needs and business solutions)

Source: Produced by the author

IV. PPP CASE ANALYSIS WITH COLLECTIVE IMPACT CONCEPT

As already explained in the previous part, the thesis utilizes the cases of UNDP and KOICA, in order to find effective and successful strategies of the PPP as well as its advantages by comparing it with ODA. In this regard, while the previous analysis discovered the PPP's characteristics and advantages compared to the ODA, this section will try to find out successful strategies of the PPP by performing the second level analysis, which analyzes the UNDP and KOICA's PPP projects. While the UNDP's case could be regarded as the international benchmark case of the PPP, KOICA's case is the representative case of Korea as they perform the PPP as a leading development agency. Therefore, comparison between KOICA's case and UNDP's case would draw interesting and meaningful aspects regarding the success strategy of the PPP, which will be the basis for suggesting better strategies for the future.

1. Comparative Analysis of UNDP and KOICA's PPP

1.1 Collective Impact and its Five Conditions

With the aim of analyzing the PPP Projects of the UNDP and KOICA to discover the partnerships' success factors and created values, the framework of Collective Impact will be utilized.

The concept of the collective impact was first articulated in the *Stanford Social Innovation Review* article, by John Kania and Mark Kramer (2011). According to the article, the collective impact is "the commitment of a group of

important actors from different sectors to a common agenda for solving a specific social problem” (2011). Moreover, unlike most collaborations, collective impact initiatives involve a centralized infrastructure, a dedicated staff, and a structured process (Kania and Kramer, 2011). Also, it is claimed that the successful collective impact initiatives involve five specific conditions which contributed to produce true alignment and would create successful results: a common agenda, shared measurement systems, mutually reinforcing activities, continuous communication, and backbone support organizations. Therefore, as the PPP is a partnership between the public and private sector which aims to solve a certain social problem and promote the development of the target society, successful PPP is assumed to fulfill the five conditions of the collective impact.

First of all, the collective impact requires all participating actors to share a common vision for the aimed change and must understand the problems in a same way and agree on a joint approach to solve the problems with joint actions. Moreover, all participants must agree on the primary goals for the initiative as a whole (Kania and Kramer, 2011). Given that the PPP involves various actors from different backgrounds, each of which provides different amount of expenses, it would be highly important to set up a clear common vision for the success of the project.

Secondly, a shared measurement system is essential for the successful collective impact initiative. Without an agreed measurement and reporting system, a common agenda would be a mere illusion. Collecting data and measuring results consistently will not only ensure that all efforts and activities remain aligned, but

it will also enable all the participants to be accountable for their performances (Kania and Kramer, 2011). Especially, as private actors are not used to the measurement system of international development projects, developing a shared measurement system for the PPP would be necessary.

Thirdly, as the strength of collective initiatives comes from the coordination of differentiated activities of various actors through a mutually reinforcing action plan, diverse group of stakeholders should work together by encouraging each participant to undertake the specific set of activities which they are specialized in, but not by requiring all participants to do the same thing. However, important aspect is that each stakeholder's efforts must fit into an overarching plan for the successful impact (Kania and Kramer, 2011). For example, in case of the PPP, private companies' efforts might be based on the business know-hows, while public actors should focus on their own specialties.

Fourthly, for successful collective impact, the cooperation among different actors might be one of the most important factors. Therefore, in order to develop mutual trust among various actors such as corporations, government agencies, and NGOs, continuous communication would be highly important. For example, participants should hold regular meetings to build up enough confidence with each other and to coordinate their efforts toward the common agenda.

Last condition for the successful collective impact is to set up a separate backbone support organization with dedicated staffs to manage collective impact initiative. The backbone organization and its staffs with specific skills should plan, manage and support the collective impact initiative, and also handle the myriad

logistical and administrative details of the plan to be functioned smoothly (Kania and Kramer, 2011).

Likewise, the concept of collective impact and its five conditions to make the successful initiative seem to be providing appropriate framework to evaluate and analyze the PPP projects.

1.2 Case Analysis - UNDP and KOICA's PPP Projects

As explained above, the success and effectiveness of the PPP project could be evaluated qualitatively by utilizing the Collective Impact's five conditions.

Both the UNDP and KOICA's PPP projects demonstrated that they meet most of the standards of the collective impact. To start with, it is clearly revealed from the both case studies of PPP that the UNDP and KOICA's projects shared obvious common agendas. Both the UNDP's PPP project implemented in Kazakhstan and KOICA's PPP project in Vietnam aimed for developing the rural villages and promoting the local economy to resolve poverty issues, although the solutions were different. While the UNDP's project tried to boost the local economy by developing small and medium sized enterprises, KOICA's project applied Korea's "Saemaul Movement" for vitalizing the rural agriculture. Moreover, these common agendas of the cross-sectoral partnerships attained successful goals thanks to the shared interest between the participants, as the private companies had business objectives to be involved in these projects, and the project eventually delivered substantial benefits to each participant.

Secondly, given that the private companies are relatively new to the development project, the presence of a shared measurement system would be necessary for effective project management. Unfortunately, it was difficult to find information regarding the shared measurement system of both the PPP projects, due to limitation of the information. However, considering that both projects were coordinated and monitored by two specialized development agencies, it could be assumed that the project might have been recorded, reported and evaluated under the UNDP and KOICA's system. This factor clearly shows that if the shared measurement system is difficult to be independently set up for the cross-sectoral partnerships due to lack of development experiences of the participating actors, including both public and private actors, the coordination by the professional agencies would be essential for successful results. Therefore, the PPP should include various actors not only from the public and private sector as its term specifies, but also from the professional development cooperation sector as the development project could not be solely done by abundant resources.

The third factor, mutually reinforcing activities, could be easily detected from the successful PPP projects, as the combination of differentiated activities of various actors is the key success factor of the PPP project. During the UNDP's PPP project, each of the participants, including the private companies of Chevron, Citibank, and the UNDP and Kazakhstan government focused on their specialties under the common agenda. While the private companies provided their ample resources and business know-hows, the UNDP mediated the overall project and Kazakhstan government assisted their local companies. Likewise, for KOICA's

joint PPP project, KOICA and CJ respectively put their efforts that were related to their own experiences and specialties. While CJ mainly focused on fostering agricultural and business capabilities of the Vietnamese rural village with their financial resources and business expertise, KOICA managed the overall project and applied Korea's "Saemaul Movement" for the local development with its past experience based on the ODA project. To summarize, both projects were performed with various mutually reinforcing activities, with many actors from different backgrounds.

With regard to the establishment and operation of backbone organization for the PPP project, there were no obvious backbone organizations with dedicated staffs solely for the PPP project both for the UNDP and KOICA projects. However, for the UNDP's PPP project, it demonstrated that the project established two specialized centers, namely the Business Development Center and the Micro-credit Center, which are funded and staffed by Chevron and Citibank. As these private companies utilized the two centers for facilitating the project, it could be said that these centers functioned as backbone organization for the project. Meanwhile, KOICA's project also set up the CJ-Vietnam Project Management Office (PMO) where KOICA and CJ cooperatively worked, and the staffs were provided by each partner. While KOICA employed and dispatched a professional staff who is specialized in the community development, CJ dispatched a staff from their CSV Management Division. Although the staffs from CJ were temporarily dispatched and the major implementor was KOICA, the partnership established the PMO in order to utilize their own specialties for the

smooth operation of the project. Therefore, in regard to the backbone organization factor, both projects demonstrated similar kinds of project-supporting center/office for the project. However, given that the presence of stable organization in the target region not only guarantees efficient project management for the given period, but also raises a possibility of sustainable development of the region, the establishment of relevant specialized organization which could last even after the project, which is similar to the UNDP's centers, would be more helpful for the PPP project.

Furthermore, in regard to the continuous communication, it could be only presumed from the limited information that both projects might have seen some successful results thanks to the continuous communication efforts between various actors through the backbone organizations/office. However, it was difficult to find information regarding the regular programs or meetings dedicated for the projects, which involve every actor including development agencies, private companies and local actors, apart from some specific events such as the starting ceremony and inauguration of the factory. Considering different capabilities and specialties of each participant of the partnership, regular meetings, internal educational programs, workshops and training sessions for enhancing the efficiency of the project management would be necessary for further PPP projects.

Last but not least, the most noticeable, and differentiated characteristic of the PPP project is mutually created shared values for the participants. As already revealed from the first level analysis of the UNDP and KOICA's projects, the joint development projects participated by different actors could create mutual

benefits to all of the participants unlike the ODA project, which only brings most of the benefits to the recipient region/nation. Furthermore, this aspect might have functioned as an inducement factor for the private actors to be involved in the PPP.

The Table 4 illustrates the summary of the analysis, which shows the comparison between the UNDP and KOICA’s PPP Projects.

<Table 4. Collective Impact of the UNDP and KOICA’s PPP Projects>

Five Conditions of Collective Impact	UNDP	KOICA
Common Agenda	High	High
Shared Measurement System	Medium - High	Medium - High
Mutually Reinforcing Activities	High	High
Backbone Organization	High	Medium – High
Continuous Communication	Medium - High	Medium
Mutually Created Shared Value	High	High

Source: Produced by the author

2. Evaluation and Strategy Proposal for Future PPP Projects

Some of the important success factors for efficient PPP projects are detected. First of all, the analysis demonstrated that the PPP could be an innovative development model for the post-2015 era, given that it could deliver

various benefits to all of the participating actors. In this regard, if the successful strategy and guidelines of the PPP could be provided and widely known to the PPP's potential participants, including public/private sectors and professional development agencies, the PPP would be regarded as more attractive development solution in the future.

Secondly, it is revealed from the analyses that although the PPP signifies the partnership between the public and private sector, the most important actor of the partnership would be professional development agencies such as the UNDP and KOICA, which could act as a catalyst/mediator for overall project implementation and management, given that other public and private actors lack specialized experiences in the field of development cooperation. Furthermore, as the collective impact factors showed, for consistent project implementation under the common agenda among various actors and to measure and monitor the overall project system, the presence of the mediator would be highly necessary.

Moreover, in order to meet the sustainability standard, the development project which especially aims for the local economic development, should be aligned with business solutions so that the project wouldn't completed as 'one-time support', but extended to the creation of local business model and integrated into the private businesses' value chain. However, the mediator and specific guidelines for the PPP should be highlighted once again for the PPP which contains extended business partnerships, given that such projects have a possibility of commercialization, which merely pursues economic benefits but not the sustainable development. Furthermore, so as to attain the sustainability factor,

the presence of backbone organization of the PPP project and continuous communication through this supporting organization would be necessary.

V. CONCLUSION

Acknowledging the growing importance of the Public-Private Partnership in the area of international development cooperation, this thesis aimed to study on the best practices of PPP projects of different institutions. In order to answer the research questions regarding the success and effectiveness of the PPP project, two levels of comparative analyses were performed. For the first level analysis, the UNDP and KOICA's best practices of PPP and their ODA projects were compared to discover the differences between two types of development projects for finding characteristics and advantages of the PPP.

By performing the first level comparative analysis, it was revealed that the PPP has indeed some differences compared to the ODA projects. First and foremost, given that all the successful PPP and ODA projects of UNDP and KOICA analyzed in this thesis were based on the aim of regional economic vitalization and development, it was verified through the analysis that vast business experiences and various economic capacities of private companies took major role for leading to the successful outcomes of the projects. Two successful PPP projects of the UNDP and KOICA demonstrated that the participation of the private business in the projects created various economic benefits, such as increase in employment, new business opportunities for small local businesses by being involved in the global enterprises' value chain and business capacity enhancement of small and medium-sized enterprises. Moreover, the two projects not only benefited recipient regions and nations, but also created additional values to the private sector by making a connection with the local needs and business

strategies. The private sector participated in the projects enjoyed various benefits from this new type of development strategy, including the enhancement of brand reputation, and other economic benefits as well by developing the region which will result in enhancing the local employment quality and their regional supply and manufacture bases.

The second level analysis compared and qualitatively evaluated two successful PPP projects of the UNDP and KOICA, by utilizing the concept of Collective Impact and its five conditions. As this second level analysis demonstrated that these PPP projects fulfilled most of the five conditions of collective impact, it could be assumed that the PPP is able to function as successful collective initiative for the development projects. Some crucial aspects were detected in order to perform successful PPP projects. Firstly, common agenda and mutually reinforcing activities were easily found from the successful PPP project, as it is based on the clear goal of connecting the development goals with business strategies, while the successful partnership will be attained through mutual efforts. Moreover, it was demonstrated that the presence of the backbone organization of the project is highly crucial not only for the success of the project but also for the sustainable project. Furthermore, as it would be difficult to establish an organization for the short-term projects, participation of the professional development agency such as the UNDP and KOICA would be an alternative solution for this aspect considering the two successful projects analyzed in this thesis. Last but not least, due to lack of information, conditions of shared measurement system and continuous communication could not be

analyzed in detail. However, participation of the development agencies could also complement these two conditions considering that those agencies already have sufficient system and mechanisms for mediating between different actors by continuous communication, and they are able to measure the project processes and outcomes through their measurement schemes. Still, as these conditions are highly important for the successful development initiative, more studies should be done to improve continuous and regular communication and to develop efficient measurement systems for the PPP projects.

Although the two level comparative analyses resulted in some meaningful findings regarding the PPP, which is the new type of development partnership strategy that could be utilized for the newly set international agendas, there were some limitations of the research as well. First of all, given that the PPP concept has yet to be clearly established in the area of international development cooperation and has lack of theoretical connections, only some parts of the PPP's features were able to be theoretically analyzed in this thesis. For example, although the PPP could rather increase the costs of project by causing various communication problems over the partnership, there are lack of theoretical discussions regarding the failure factors of this cross-sectoral partnership initiatives yet. Furthermore, although this thesis mainly focused on the successful PPP projects which are based on effective partnerships, in reality, it would be highly difficult to build successful partnership among various participants from different sectors as each participant has varied interests. However, there are few attempts to apply partnership theories to explain and analyze this aspect.

Moreover, as the information which are collected and utilized for the thesis are mostly published by the main agents of the project due to limited information sources, they mostly demonstrate positive aspects rather than critical viewpoints. Therefore, it should be noted that there could be some biased evaluations toward the project. Also, the measurement and evaluation of the case study was limited to the comprehensive theoretical analysis, as there is no quantitative measurement system for the PPP yet. In this regard, it is believed that in order to encourage more efficient and successful PPP projects in the future, which is clearly different from the traditional type of international development projects, an international measurement system created by the international institution, such as the UNGC which supports the PPP, should be provided for effectively analyzing and evaluating the outcomes.

Despite these limitations, the PPP will become more important and require further analysis, given that partnerships are becoming more important in the area of international development cooperation for fulfilling expanded global agendas as various problems extend one nation's boundary and require both public and private responsibilities. By recognizing these limitations, the thesis rather focused on the successful practices done by the representative development agencies so far, which does not aim to merely praise and claim the PPP's greater effectiveness than other traditional forms of development cooperation, but to find out meaningful differences and positive aspects of the PPP which could help develop more successful and efficient project management strategies for the future international development cooperation. However, given that only a handful

of successful PPP projects were widely known so far, in order to further complement various limitations of the PPP, more studies on the PPP are required. For example, it would be meaningful to study on other PPP cases which showed relatively unsuccessful results, for discovering failure factors when more data are accumulated for further research. Also, the projects which demonstrate different types of focal organizations, for example, the differences between the projects which are mainly led by private business or public sector or professional development agency, will be interesting as well.

Accordingly, further researches on the PPP projects which address these limitations would be required for promoting the new development strategies based on the PPP. I hope that the results and implications derived from the analyses of this thesis, including the characteristics and differences of the PPP compared to the ODA and its positive aspects as well as its limitations, would be utilized as groundwork for further studies.

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국 문 초 록

국제개발협력의 공적개발원조(ODA)와 민관협력파트너십(PPP)프로젝트 연구 - UNDP 와 KOICA 의 사례를 중심으로

이영미

국제협력전공

서울대학교 국제대학원

지속가능발전목표(SDGs)를 비롯한 최근의 국제개발의제들이 전통적 개발주체인 정부의 노력만으로는 달성되기 어려운 상황을 직면함에 따라 국제개발협력 프로젝트에의 민간 부문의 참여를 강조하고 촉진하는 국제개발협력의 민관협력파트너십(PPP)이 주목받기 시작하였다. 이러한 상황을 인식하여 본 연구는 세 가지의 주요한 목표를 바탕으로 서술되었다. 첫 번째로, 국제개발협력 분야에서의 민관협력파트너십 개념을 소개하고, 민관협력파트너십의 중요성을 알아보기 위하여 주요 국제개발의제를 달성하기 위한 민간부문 참여의 중요성을 살펴보았다. 또한 국제개발협력 분야에서 민관협력파트너십 프로젝트의 역할 및 중요성을 파악하기 위하여 두 단계의 비교분석을 실시하였다. 첫번째 단계로, 민관협력파트너십의 특징과 이점을 살펴보기 위하여 성공적으로 실시되었다고

평가되어지는 국제 민관협력파트너십 프로젝트들을 공적개발원조 프로젝트들과 비교하여 분석하였다. 또한 두번째 단계로 서로 다른 부문의 집단이 특정 사회 문제를 해결하기 위한 공동의제에 협조하는 “컬렉티브 임팩트(Collective Impact, 집합적 영향력)”의 개념과 그 다섯가지 조건을 성공적인 국제 민관협력파트너십 프로젝트에 적용하여 비교분석 함으로써 국제개발협력에서의 민관협력파트너십의 성공요인을 알아보고 향후 발전방향을 제시하였다.

민관협력파트너십의 가장 큰 특징 중 하나가 민간 부문, 특히 풍부한 물적, 인적 자원을 보유하고 있는 다국적기업의 참여인 것을 고려하였을 때, 특별히 개발도상국의 지역 경제 활성화를 목표로 하는 국제개발 프로젝트에서 민간 부문의 비즈니스 경험과 다양한 경제적 능력을 바탕으로 하는 민관협력파트너십의 효과성이 극대화될 수 있다는 점을 발견하였으며, 파트너십의 한계를 극복하기 위한 전문 국제개발기구 참여의 중요성이 부각되었다.

한편, 본 연구에서는 대표적인 개발기구라고 할 수 있는 유엔개발계획(UNDP)과 한국국제협력단(KOICA)의 민관협력 및 공적개발원조 프로젝트들을 활용하였다. 유엔개발계획의 사례는 유엔이 포스트-2015 개발시대를 맞이하여 보다 다양한 국제개발의제들을 달성하기 위한 민관협력의 역할을 강조하고, 각기 다른 부문과의 파트너십을 장려하기 위해 다양한 가이드라인을 제시하는 것을 고려하였을 때 유엔 산하의 대표적 개발기구인

유엔개발계획의 사례가 국제 민관협력파트너십 프로젝트의 우수사례로 활용될 수 있다는 전제 하에 선정되었고, 대한민국의 대표적 개발기관인 한국국제협력단의 사례들은 한국의 우수사례로 간주되어 비교분석에 활용되었다.

주요어: 국제개발협력, 민관협력파트너십 (PPP), 공적개발원조 (ODA), 기업의 사회적 책임 (CSR), 유엔개발계획 (UNDP), 한국국제협력단 (KOICA)

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