

GOVERNMENT AND NGO COLLABORATION FOR SUSTAINABLE DEVELOPMENT

Sook Jong Lee, Kyoung Sun Lee

Graduate School of Governance(GSG), Sungkyunkwan University

sjleepaik@gmail.com, ksjenna@gmail.com

ABSTRACT

South Korea has emerged from the once aid dependent country to a new donor, contributing 1.85 billion US dollars as of 2014. Entering the OECD's Development Assistance Committee in 2010, development assistance has become a major foreign policy often framed as a middle power's global contribution. In line with the multi-stakeholderism that has been emphasized among practitioners of foreign aid, South Korean government has sought an active partnership with domestic development assistance NGOs.

Their partnership can be categorized into two. One, a more common type, is that NGOs work with government offices participating in the established programs. In this relationship, NGOs tend to rely on government's funding and their participation in ODA programs is more technical and functional. Compared to the concessional loans of ODA, grants ODA tend to invite NGO participation more. On the other hand, NGOs take more independent positions when important policy agendas are determined and often push the government to certain directions. Vibrant Korean NGOs usually align with more liberal rules and norms of foreign aid governance and advocate them toward their own government. I will name this partnership as a "complex collaboration" where both functional and critical interactions occur.

Assuming both different GO and NGO actors interact across policy venues and channels, we'll focus on analyzing their changing roles. Development assistance is one of promising area of GO-NGO collaboration in Korea since technical expertise and oversea resource allocation of ODA carry their interaction away from divisive domestic politics. The purpose of this paper is to characterize the nature of Korean GO-NGO collaboration from the existing literature of development assistance and discuss the implications of this new donor's GO-NGO collaboration upon achieving new sustainable development goals.

Keyword:Development NGO, GO-NGO collaboration, Civil Society, International development cooperation, Official Development Assistance (ODA)

I. Introduction

In the history of international development cooperation, NGO's participation in overseas aid can be understood in the discussion of the international community. Due to the financial crisis of developed countries and global economic recession in the 1980s, 'Aid Fatigue' symptom was increased and neoliberal standpoint began to form the frame of the development assistance. Neo-liberal development policy has emerged from the reflection that the government-led development cooperation has failed to fulfill its goal and thus emphasized the role of private sector including NGOs. In particular, owing to the bureaucratic response and inefficiencies of public institutions, government aid programs failed. It serves as a momentum to widely spread the response by the third sector (KOICA, 2013). Thereafter, government and NGO collaboration was emphasized in terms of aid effectiveness.

In 2008, at the Third High Level Forum on Aid Effectiveness held in Accra, Ghana, civil society has been recognized as one of important actors in development cooperation to supplement efforts of the government and the private sector. The Accra Agenda for Action (AAA) called for strengthening the links with civil society to build more effective and inclusive partnerships. The AAA suggested that civil society organizations (CSOs) contribute to reflecting citizens' voices and inspire devotion from donors and developing countries to reduce the poverty (OECD, Accra Agenda for Action explained).

In this context, it was determined to hold the Open Forum for CSO Development Effectiveness in 2008 to promote the role of civil society in international development cooperation. Through the Open Forum, civil society binds together to set up the principle and practice of development effectiveness. The key outcomes from the Open Forum are the Istanbul Principles and the Siem Reap CSO Consensus on the International Framework for CSO Development Effectiveness. Furthermore, Fourth High Level Forum on Aid Effectiveness held in Busan endorsed a 'Global Partnership' for effective development cooperation. In this partnership, all development actors and public-private partnerships were emphasized. Especially, civil society has included a number of major claims of human rights, gender equality, high quality jobs, etc by participating in creation of outcome document of the Busan HLF-4 (KoFID Newsletter, 2012). By the same token, in recent years the importance of collaboration between the government and NGO is rapidly increasing in international development cooperation.

In the previous researches on the Korean government and NGO relations in development assistance, they were mainly conducted in three streams; development NGO perspective, government perspective, and GO-NGO partnership. Analysis of current situation on South Korean GO-NGO and overseas case study on GO-NGO partnership was mainly used as a methodology of the research.

Oh (2004), Sohn and Yoo (2009), and Lee (2012) studied the GO-NGO relations mainly with NGOs angle. Public-private partnerships through development education and the capacity building of NGOs was explored by Oh (2004). The challenges of Korean development NGOs were also examined and the necessity for the empowerment of Korean NGOs and the progress of the relations between KOICA and development NGOs were simply proposed in the paper of Sohn and Yoo. The research conducted by Lee partially included the international alliance and development cooperation when dealing with civil society development.

When it comes to government perspective, Hong (2011), KOICA (2011), and Jang (2012) sought for an advanced system of government through collaboration with NGOs in official development assistance (ODA). Hong dealt with CSO partnership with the government bodies that offer grants; KOICA and Ministry of Government Administration and Home Affairs (MOGAHA). As a result, three programs were proposed to improve effectiveness; a civil society alliance program, thematic support programs, and a CSO framework organization program. Meanwhile, KOICA also suggested new programs by analyzing OECD/DAC and its own CSO partnership programs. In the research of Jang, building collaborative governance system was extracted through the analysis of the Korean and foreign cases on both civil society and company.

Sohn and Han (2014), Ahn (2010), and Cho (2012) focused more on the improvement of the relations between government and NGO. Sohn and Han studied the GO-NGO partnership using historical institutionalism approach on Netherlands Co-financing Program, whereas Cho specified the GO-NGO relations in Africa which found the harmonization than competition through Afrobarometer survey data. Ahn attempted to analyze the difference of position on GO-NGO partnership among stakeholders but broadly covered the status and overseas cases on the basis of development assistance project.

Given that the relations between Korean GO and NGO are increasingly intertwined and

the type of collaboration is appearing to be a wide range of degree, an in-depth analysis on South Korean GO-NGO collaboration is inevitable to achieve sustainable development. However, previous research has shown lacks of analysis enough to understand the internal relations between two actors in development assistance. In this respect, this study aims to analyze the interactive types of GO and NGO collaboration in international development cooperation.

II. Relations between Government and Development NGOs

1. Theoretical Background

Government and NGO collaboration can be well understood in the background of “three-failures theory” (Salamon, 1987). Market has functioned for efficient allocation of resources through competition. However, due to many factors that hinder the competitive balance in the market, it was unable to guarantee sufficient public interest in the market. Thus, in order to cope with market failure on the efficient resource allocation, government intervention was required to provide the public goods. Government, however, was not fully able to address the market failure for some reasons. Government hardly meets the citizens’ various needs. Market intervention of the government, which was seeking to achieve welfare, would possibly lead to worse results. When these two failures arise, NGO plays its role. NGO was established to produce public services and to solve social problems that government cannot address. Again, NGO has various defects such as economic efficiency. An argument “voluntary failure” by Salamon is often used as a rationale for government and NGO partnership. According to Salamon (1995), philanthropic insufficiency, philanthropic particularism, philanthropic paternalism, and philanthropic amateurism are the main factors of NGO failure. Therefore, government builds the partnership with NGO to complement the three failures (Richard, 2006).

2. Type of GO-NGO Relations

Gidron, Kramer, and Salamon (1992) proposed the GO-NGO relations according to financing and service provision. There are four types of relations; government dominant model, NGO dominant model, dual model, cooperative, and collaborative model.

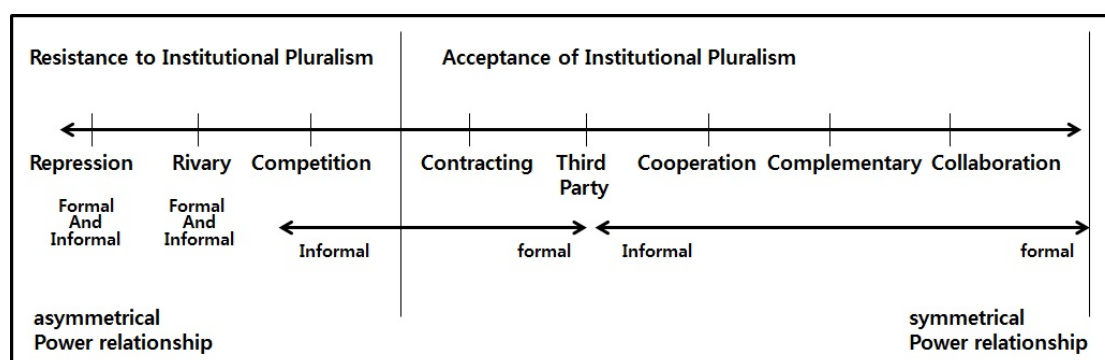
<Table 1>Gidron et al. GO-NGO relations

Division	Model			
Function	Government Dominant	Dual	Cooperative	NGO Dominant
Finance	government	Government/ NGO	Government	NGO
Service Provision	government	Government/ NGO	NGO	NGO

Source: Gidron, Kramer, and Salamon (1992), Kim Junki (2006)

Coston(1998) categorized the GO-NGO relations with the government as the central figure. Depending on the tendency to accept or resist the institutional pluralism, it is divided as asymmetrical and symmetrical relations according to the power. Eight types of GO-NGO relations were suggested as i) repression, ii) rivalry, iii) competition, iv) contracting, v) third party, vi) cooperation, vii) complementary, and viii) collaboration.

<Figure 1>Coston Model of GO-NGO relations



Source: Conston (1998), A Model and Typology of Government-NGO Relationships, pp.363.

Steven Rathgeb Smith and Kirsten A. Grønbjerg (2006) mainly cover the role as the service system and policy in the thesis of Scope and Theory of Government-Nonprofit Relations. GO-NGO forms dynamic relations from delivering the service for those in need to

influencing the policy agenda. Thus, by following these criteria, we will analyze the South Korean GO-NGO collaboration in ODA project and post-2015 development agenda.

<Table 2> GO-NGO Role in international development cooperation

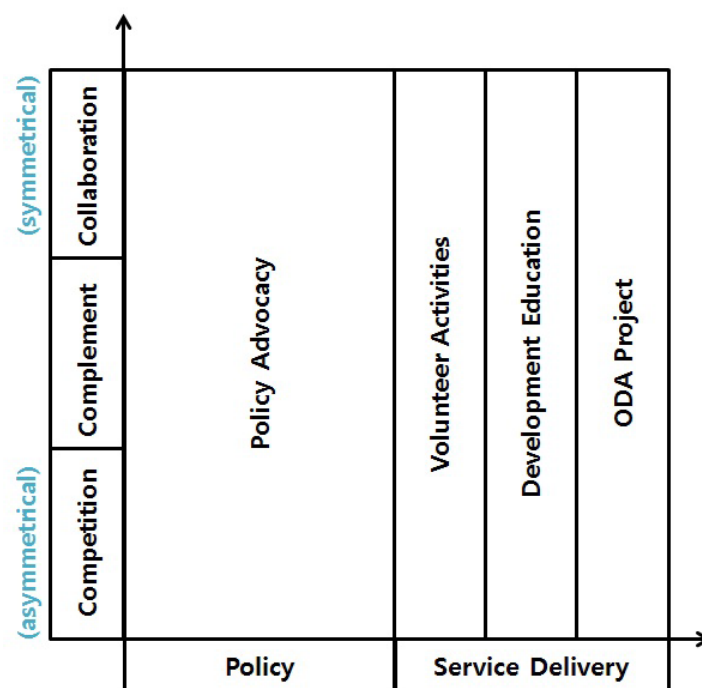
	Service system	Policy
Feature	To complement the deficient resources, capacities, and experience	To lead government policy direction and respond to global actions
Form	ODA Project, voluntary service, development education	MDGs, Post-2015 agenda, cross-cutting issues (environment, gender, etc)

Source: revised by authorss based on Steven Rathgeb Smith and Kirsten A. Grønbjerg (2006)

3. Analytical model of GO-NGO Relations

The analytical model of GO-NGO collaboration can be proposed as Figure 2. The model of relations by Coston (1998) was modified into three; competition, complementation, and collaboration. In contrast with Coston's definition focusing merely on the power of government, the relations between government and NGO were taken into account from both perspectives. The range of partnership is formed as competition, complement, and collaboration according to development field respectively. These degrees of relations are reciprocal interchange within the frame of GO-NGO partnership. We classified the development fields into service and policy based on the role of GO-NGO following by Steven Rathgeb Smith and Kirsten A. Grønbjerg (2006).

<Figure 2> Framework of analysis



Source: authors

III. South Korean GO-NGO Collaboration in International Development Cooperation

1. ODA (Official Development Assistance) Project

The Korean government has formulated an ODA policy system to deliver the aid program effectively. Under the Committee for International Development Cooperation (CIDC), ODA is driven as concessional loans and grants aid discretely. The Ministry of Strategy and Finance (MOSF) supervises concessional loans and Korea Eximbank is charged with the whole loans. When it comes to grants, different ministries and government agencies are implementing the ODA projects respectively. However, the Ministry of Foreign Affairs (MOFA), with KOICA as an implementing agency, supports for the significant portion of grants. The total scale of grants in 2014 was about US DOLLARS 879.44 million, of which contribution by KOICA accounted for 62.7%, or US DOLLARS 551.15 million.

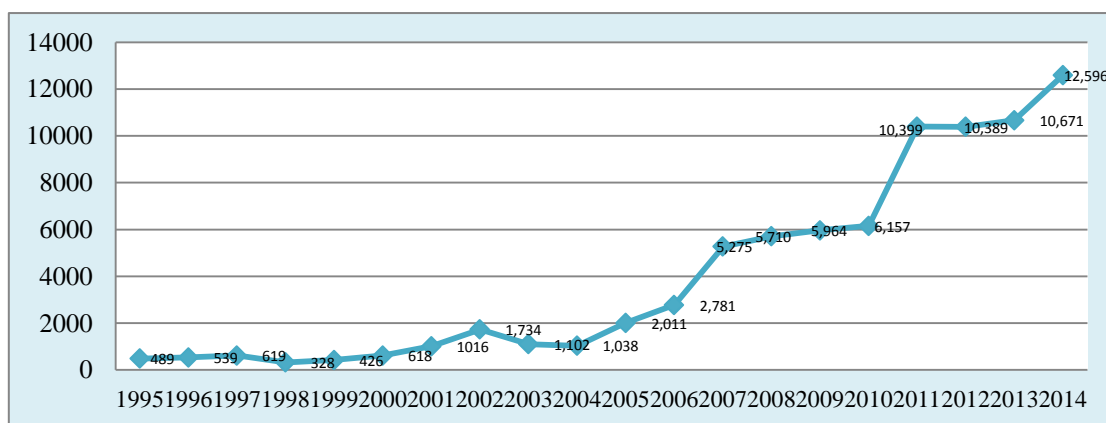
South Korean ministries and government agencies that implement grants aid have primarily been collaborating with NGOs, compared to concessional loans. Among other ministries, KOICA under MOFA is the biggest government actor which supports or works

together with NGOs. Within this context, this paper will focus on the relationship between KOICA and NGOs.

Since KOICA launched a partnership program with Civil Society Organizations (CSOs) in 1995, it has been expanding the partnership with civil society. KOICA supports the development program of NGO which intends to reduce the poverty and to improve the welfare in the developing countries. KOICA promotes to improve the performance of international development cooperation and to take advantage of expertise, development experience, and the solidarity with the local communities in developing countries through a partnership between GO-NGO.

<Figure 3> KOICA Funding Trend of CSO partnership program

(One million won)



Source: stat.koica.go.kr, revised by authors

KOICA provides single year support program and multi-year support program for 2 or 3 years. The matching ratio of funds is 8:2 for a total of grants. New applicants get 100 million won at most and experienced applicants gain a maximum of 400 million won. The number of partnership programs was 28 in 2002 and then it was increased to 82 in 2014. Single year support program consisted of 70 and multi-year support program accounted for 12 in 2014.

<Table 3>The number of KOICA CSO partnership program

	‘95	‘96	‘97	‘98	‘99	‘00	‘01	‘02	‘03	‘04
Countries	19	14	10	10	13	13	15	16	17	14
Programs	19	24	20	20	22	22	27	18	25	21
	‘05	‘06	‘07	‘08	‘09	‘10	‘11	‘12	‘13	‘14
Countries	19	15	19	27	26	30	29	31	30	28
Programs	32	24	43	73	72	79	101	81	88	82

Source: KOICA website

KOICA has also pursued the development project through project management consulting (PMC) system since 2003 and now is in the transition period of institutional reform from PMC to project management (PM) and project contractor (PC) system. PM performs the services with the responsibility of the management and PC is in charge of implementing the project at the project field. In this scheme, it has been executing the development project on consignment basis. On the behalf of KOICA, NGO as well as company and academia carried out the ODA project in the sector of education, health, rural development, public administration, etc. Through this framework, the scope of service has been expanded and thus project participation of the third sector could be increased in different types of partnership. NGO substantially performs and manages the development project. The role of NGO, however, was restricted to an agent of government.

Besides, KOICA has a partnership with Korea NGO Council for Overseas Development Cooperation (KCOC) to facilitate the collaboration between GO-NGO. KCOC is a coalition of NGOs that mainly operate overseas projects thus it has actively been cooperating with KOICA in the field of voluntary service, NGO project excavation support program, humanitarian partnership, etc. KCOC has been dispatching volunteers through its group of members since 2004. KOICA supports financial resources along with overall project consultation and evaluation. Total 1,929 volunteers were dispatched from 2004 to 2014 (KCOC website).

KOICA has been fulfilling NGO project excavation support program in tandem with

KCOC since 2012. The program includes networking, capacity building, and excavation of a new project. KOICA supports maximum of 15 million won to help a NGO carry out the baseline survey. Upon the completion, an entry for a CSO program is exclusively opened for NGO which participated in NGO project excavation support program. Average 52% of the NGOs were connected to CSO partnership program from 2012 to 2014.

<Table 4> Participant organizations in NGO project excavation support program

	2012	2013	2014
Program	39	30	32
Training (person)	281	235	162
Consulting	54	50	31
Baseline survey	35	30	31
Link with CSO program	18	20	8

Source: KOICA, authors revised

Considering the frequent incidence of disasters around the world and the complexity of causes and types, KOICA launched a humanitarian partnership program with KCOC and NGO in 2012. KOICA established cooperation channels to exchange opinions with NGO operating year-round. 8 NGOs executed emergency relief and early restoration in 15 countries from 2012 to 2013. Funding of approximately \$ 3.1 million was injected in order to buy food and relief items, to repair houses and schools, and to provide healthcare service for about 7.8 million victims.

<Table 5> Status of Humanitarian Partnership Program

Period	NGOs	Support
2012~2013	8 NGOs (Korea Food for the Hungry International, Good Neighbors, Global Care, Habitat for Humanity, Save the Children, Medi Peace, Child Fund, Join Together Society Korea)	<ul style="list-style-type: none"> • Funding • Capacity Building • Networking
2014~2015	10 NGOs (Korea Food for the Hungry International, Good Neighbors, Good Neighbors, Global Care, Save the Children, Child Fund, Habitat for Humanity, Join Together Society Korea, Miral Welfare Foundation, Team and Team, Jabinanum)	

Source: KOICA, revised by authors

KOICA is in charge of general project management, monitoring, and evaluation of all projects. KCOC takes the responsibility of project operations including review of project proposals, fund enforcement, etc. It also coordinates the program in liaison between KOICA and NGO and supports for monitoring the projects executed by NGO. NGO makes and submits a project proposal, implements on-site project, and shares information and development experiences (KOICA, an agreement of Humanitarian Partnership Program).

2. Post-2015 Development Agenda

It has only been quite recently that South Korean NGOs have started to propose and lead the policy agenda in international development cooperation. They, however, have been active in compliance with the international civil society activities. GCAP Korea (Global Call to Action against Poverty Korea) was established in 2005 as a network for campaigning for the fulfillment of the Millennium Development Goals (MDGs). Now, its activities got broadened to respond to the changes of the international aid regime.

KoFID (Korea Civil Society Forum on International Development Cooperation) has been actively engaged in policy advocacy and project implementation since it was launched in 2012. KoFID is leading the global issues and suggesting the agenda in international conference. G20 Civil Dialogue and Busan Global Civil Society Forum (BCSF) in 2011 are called a classic example of government and civil society collaboration in the field of international development cooperation (Lee Dongsu, 2012).

<Table 6> Civil Society Opinion on the Post-2015

Date	Contents
Feb. 2013	South Korea civil society statement on the Post-2015
Jul. 2013	South Korea CSO statement in response to UN High-Level Panel Report on Post-2015 development agenda
Jul. 2014	South Korea international development cooperation CSO opinion on Revised Zero Draft
Jan. 2015	KoFID opinion on the Synthesis Report of the Secretary-General on the Post-2015 agenda
Mar. 2015	KoFID opinion on Sustainable Development Goals (SDGs)

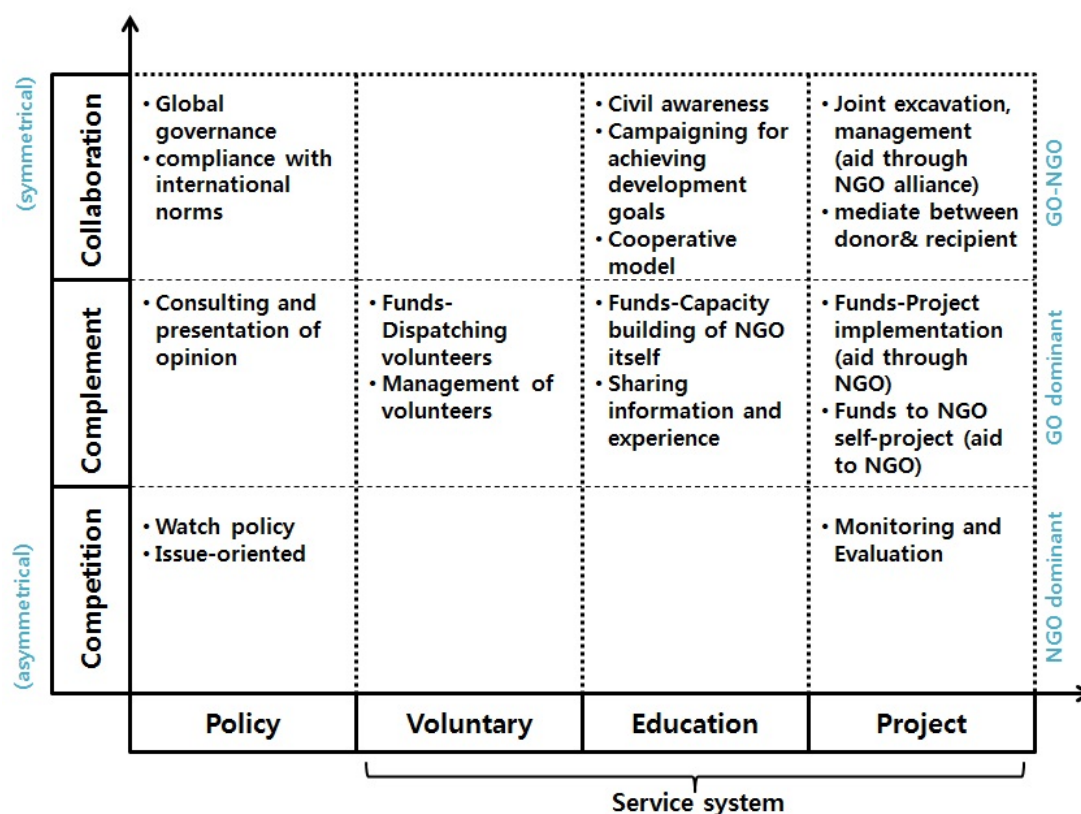
Source: KoFID website (<http://www.kofid.org/ko/>), revised by authors

Moreover, three Korean leading CSO alliances-GCAP Korea, KCOC, and KoFID-formed a network of ‘Beyond 2015 Korea’ in 2012. They work together in an effort to engage in the Post-2015 Development Agenda. Beyond 2015 Korea has influenced on government for actions such as policy implementation and changes through the several workshops, events, and meetings on the development issues. It is not long since they have been standing for MDGs and the Post-2015 Development Agenda but plays pivotal role to effectively operate the development assistance.

IV. Results of Analysis

As a result of the analysis, we can create a model about South Korea GO-NGO collaboration in development assistance. While government plays the pivotal role, the degree of collaboration can significantly differ depending on internal interaction. Government can unilaterally lead the development projects and the NGO in some way can be passive agent. NGO, on the other hand, can take the leadership to implement the aid with utilizing its technical expertise and capacity. Figure 4 shows the influence on development assistance among the actors. Besides, the role of South Korean GO-NGO in international development cooperation can be divided into the field of policy and service system. Service system falls into three parts; voluntary service, development education, and ODA project.

<Figure 4> South Korea GO-NGO Model in development assistance



Source: authors

In the policy area, NGO watches government policy and calls for government actions in competitive position. NGO also puts forward a constructive opinion on policy to achieve the common goals. It helps government to deliberate on a policy on development in a broader view. GO-NGO tends to pursue more collaborative relations to implement a policy in compliance with international norms in global governance.

On service system, government provides financial supports to NGO which complements official assistance work. By dispatching the volunteers to the developing countries, they try to meet diverse needs and to resolve concerns of the recipients. NGO probably can easily manage the volunteers spread all across the countries through the local networks. Besides, government closely works together with NGO for international development cooperation education. The development education can be targeted for both citizens and NGO itself for strengthening its specialty. The former is about cultivating knowledge and attitude as global citizens. The latter refers to the capacity building of its staff and reinforcing institutional system of organization. NGO has advantage over development education to raise civil awareness and drive citizens to take part in projects that address global challenges. Korean NGOs have long been influencing the lives of citizens via education.

NGOs receive a government subsidy and implement the development project. From excavation and implementation of the project to monitoring and evaluation, the power of relations varies significantly. GO-NGO shows a close collaboration in joint excavation, planning, and management (aid through NGO alliance). NGO also plays a dynamic role in mediating between donor country and partner country. On the one hand, GO-NGO makes up for the dearth of resource and talent one another in ODA project implementation (aid through NGO) and NGO self-project (aid to NGO) including emergency relief. On the other hand, NGO conducts an inspection of monitoring and evaluation of government project.

In the ‘Aid to NGO’ type, NGO can actively join in the development projects with the initiative. NGO is more likely to design and implement the aid project with its authority and responsibility in compliance with the government policy. We can consider that it is more tilted towards NGO-led aid project. However, there is a limit to the discretion since NGO is still dependent on the financial resources from government. CSO partnership program offered by KOICA is a good example of the ‘aid to NGO’.

In the ‘Aid through NGO’ type, NGO participates in government-led aid project.

KOICA awards the contract for service delivery and NGO as a project management consultancy executes the ODA project. NGO is one of the channels to implement the aid project which government find and has responsibility for. In this case, NGO can be highly dependent on government. While most of the OECD Development Assistance Committee members execute 'Aid through NGO' rather than 'Aid to NGO', the Netherlands, Belgium, Japan, and South Korea put larger proportion of support in 'Aid to NGO' than 'Aid through NGO' (HAN Jae-Kwang, 2014).

KOICA is also closely cooperating with NGO alliance such as KCOC with close collaboration. KCOC assumes the role in expansion of government aid system and mediation between government and NGO. Meanwhile, NGO is increasingly finding out a position as a government partner. NGO is able to build capacity through network, training, and consulting experience and actively participate in CSO partnership program in line with NGO project excavation support program. As NGO accumulates specialty over a period of years, it is expected to have more symmetric partnership among the actors.

In the case of South Korea Development NGO, the majority of NGOs primarily carry out the service activities while policy advocacy tends to be weak. It, however, has showed a steady growth on the number of NGOs which stand up for policy on development.

V. Conclusion

In conclusion, this study analyzed the relations of Korean GO and development NGO from the concept to the practical application. The modified model of GO-NGO relations was suggested to effectively analyze the interchangeable and vibrant relations between government and NGOs in international development cooperation, where cross-cutting issues and the complex multi-stakeholderism are intertwined.

As for South Korean GO-NGO collaboration in development assistance, there are some challenges to solve and several aspects to be improved for further goal. The role of GO-NGO collaboration for sustainable development was suggested from the government and NGO perspectives respectively in this paper.

First, NGO should seek to complement its weakness and enhance the strength through the accumulation of experience. It has shown that NGO was up and running the work in

reaching the recipients. It often has close relationships with local villagers in the field work based on a common understanding. For instance, NGO should continuously build up its well-received activities such as a baseline survey, education for the recipient in developing countries, and mediation of conflict among stakeholders. NGO, however, have relatively insufficient skills in systematic operation and management of the project. Korean development NGO often faces the difficulty in implementing the ODA projects due to a lack of organized operation and result management system. Even if Korean NGO has put sustained efforts to strengthen the capacity, it still undergoes deficiency of professionalism. Therefore, NGO should analyze its own strengths and weaknesses and devise a strategy to deal with it accordingly.

Second, it is required to reinforce the independency of NGO to watch and monitor the government policy and attainment of development project. Financial dependency would be hindrance to advocate for changes in government policies or regulations, which creates a tendency that government exercises its influence to grassroots NGOs. Thus, it is desire to have an independent organization, or tentatively named 'Independent Evaluation Deliberation Committee', under the Committee for International Development Cooperation (CIDC). On the stable financial base, NGOs probably can be involved in watching and monitoring for both government and NGO itself to improve development effectiveness. Independent Evaluation Deliberation Committee may consist of academia as well as GO and NGOs. The committee is to make each NGOs able to sustain the constructive advice. It would help promote the accountability and transparency in the process of development assistance.

Third, NGOs should ensure internal stability. They often compete with each other for financial resources, support, and visibility. In addition, there is a gap between development NGOs. A variety of NGOs show a great difference on competence required to deliver the service. NGOs should share the information and experience with one another to co-advance and accomplish the mission based upon trust. NGO alliance should be the platform not only between GO and NGO but also among NGOs. They should raise their effectiveness through workshop, meeting, and campaign. In doing so, NGO could draw the support of civil society.

Fourth, government should ensure that favorable legal and institutional environment should be established for NGO activities. Basically, the virtuous circulation that makes NGO engaged in the development activities such as voluntary service, public awareness campaign, and joint development project to meet the community needs and to find the appropriate

solutions is required. Government should build the institutional basis that collaboration, rather than competition, between NGOs be arose. Governmental supports such as capacity building and the expansion of funds 'to' NGOs should be increased accordingly.

Fifth, collaboration on a symmetrical relationship should be consolidated. Government should acknowledge NGOs as partners for sustainable development not just as agents to deliver the service. In this regards, they should understand the mutual roles and internal interchange. When GO and NGO see each other as partners to work together, NGO would have more opportunities to exhibit its capacity and fulfill its duty as a policy supporter. Government would also try to acquit a responsibility for their jobs. Thus, it is expected to have a system of checks and balances between GO and development NGO.

Since NGOs often work with a flexibility and efficiency, they can do the role that government cannot perform. NGOs, however, cannot accomplish its mission on its own due to numerous needs and complexity of problems. Thus, government and NGOs have found the cooperative points to achieve the goals on the common consciousness. Government and NGO should seek to develop these constructive symbiotic relations in order to cope with the common challenges.

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