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ORIGINAL ARTICLE

# The Current Status and Its Implications of Public-Private Partnerships for Official Development Assistance in Korea: Focusing on Disability-Inclusive Development Cooperation

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## ABSTRACT

Korea's international development cooperation needs collaboration with private organizations to achieve goals such as reduction of poverty in developing countries, support for developing countries and an increase in government's assistance, effectiveness and influence. This study aims to examine PPP strategies for disability-inclusive development cooperation, grasp the current condition of PPP in Korea, and propose a plan for disability-inclusive official development assistance in the utilization of public-private partnership. In terms of official development assistance to promote public-private partnership strategies, the policy implications for disability-inclusive development cooperation are as follows. First, PPP projects shall be supported in a diversified manner, including expanded budget allotment and continuous support for years for disability-inclusive development cooperation. Second, it is necessary to apply the twin-track approach, which is an effective disability-inclusive development method, to selecting PPP projects. Particularly, the disability-inclusive approach needs to be adopted for such projects. Third, it is vital to collaborate with civic organizations and domestic organizations for the disabled to implement PPP projects effectively.

### <Keywords>

disability-inclusive international development cooperation, public-private partnership, civic organization, organization of the disabled

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## I. Introduction

In 2010, Korea became a member country of the Organization for Economic Cooperation and Development's Development Assistance Committee (OECD DAC), and since 2013, it has been a leader in the Third Asian and Pacific Decade of Disabled Persons. As a member country, Korea has the role and responsibility to facilitate official development assistance in the area of disability. Plans for disability-inclusive development assistance need to be created and practiced for optimal implementation. Particularly with official development assistance, effective use of limited financial resources and increased effectiveness in development are essential. Likewise, strategies for disability-inclusive development assistance in the utilization of public-private partnership (PPP) have received keen attention in recent years (Maeng, 2012). In the Fourth High Level Forum on Aid Effectiveness (HLF-4) held in Busan in 2011, cooperation with private organizations was one of the significant issues discussed in the context of sustainable effects of international development cooperation projects. Korea International Cooperation Agency (2017)<sup>1</sup> put efforts into specific areas of development assistance to include the matter of disability among major cross-cutting issues. While advanced donor nations cooperate with private organizations for international development cooperation and propose guidelines and initiatives for disability-inclusive development, Korea has made little use of efficient strategies for disability-inclusive development cooperation, specifically for public-private partnership. Accordingly, this study aims to examine PPP strategies for disability-inclusive development cooperation, grasp the current condition of PPP in Korea, and propose a plan for disability-inclusive official development assistance in the utilization of public-private partnership.

## II. Disability-inclusive International Development Cooperation

Before disability-inclusive international development cooperation strategies are discussed, the concept of disability-inclusive development cooperation needs to be defined. To this end, it is necessary to understand the meaning of the word "disability" in this context and what disability-inclusiveness and general disability-inclusive strategies are in terms of international development cooperation. The following section will briefly discuss those concepts.

People with disabilities are 'people with long-term physical, mental, intellectual, or sensory impairments that hinders social participation as equal, complete, and effective as others in interactions with various barriers' (Article 1 of the Convention on the Rights of Persons with Disabilities: CRPD). Around the globe, there are about one-billion disabled people (15% of the population), and among them, 100.1 million to 100.9 million are severely disabled. Eighty percent of disabled individuals live in low-income developing countries; it is probable that these individuals have few opportunities for

preventing or treating their disabilities due to poor medical benefits in those nations (UN, 2012). Even if they can receive medical treatment, they are unlikely to bear the continuous expenditure of medical service, with their disabilities and poverty getting worse. Because their access to schools or public facilities is low, disabled individuals have few opportunities to receive education or training. Thus, they are unlikely to develop effective capabilities, and after school age, they easily fall into severe poverty due to challenges in finding or maintaining a job; this leads to a status of low income or unemployment (WHO, 2011). Insufficient infrastructure and low standards of living in developing countries increase the risk of poor residents becoming disabled, and such disabilities make their poverty increasingly worse in a vicious cycle.

Since long ago, global society has put forth efforts to overcome the challenge of disability based on the high connectivity between disability and poverty in recognition of this reality of disability. In other words, although the problem of disability was a critical hindrance to poor people's quality of life and long-term development of a country, this cross-cutting issue has often been neglected in the process of development.<sup>1</sup> Accordingly, the UN General Assembly set the issue of disability as a challenge that must be addressed for the goal of millennial development. In 2009, it adopted the 'Resolution of the Realization of New Millennial Development for the Disabled (A/RES/64/ 131).' In 2012, the UN included the issue of disability in the context of development among cross-cutting issues, paving an official foundation for 'disability-inclusive development' so this matter of disability could be considered in every area of international development (Hwang & Park, 2013). In 2016, five out of the UN's 17 goals for sustainable development specifically included disability, indicating that the issue of disability must be addressed for sustainable development (refer to <Table 1>).

'Disability-inclusive development' means to consider disability universally in every area of international development based on the UN's 2006 CRPD. This term emphasizes the need to prevent the disabled from being neglected or alienated from every area of life such as education, medical service, employment, and welfare in the perspective of human rights for the sake of complete social integration.

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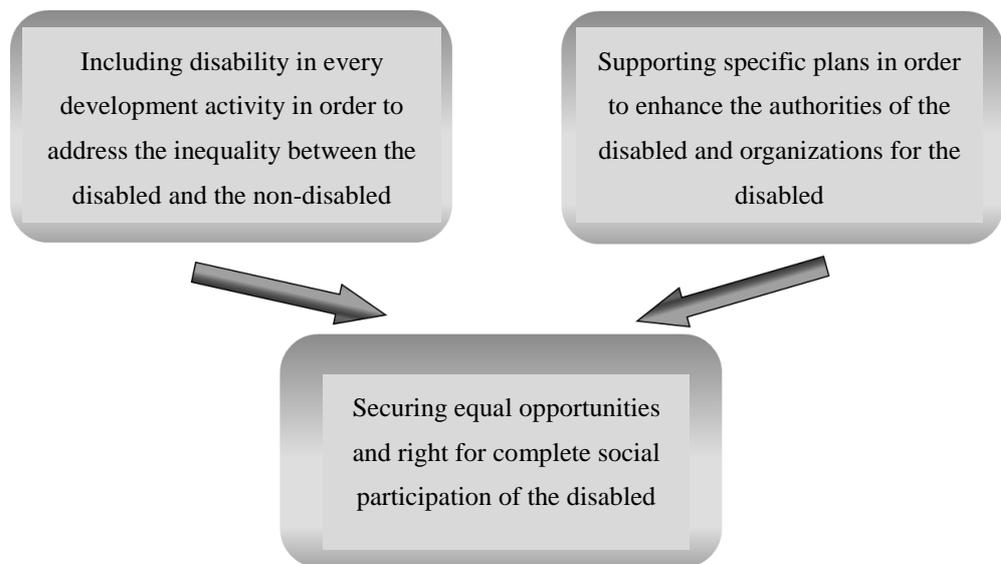
<sup>1</sup> In the context of international development cooperation, cross-cutting issues include problems that have been neglected in the process of development such as gender, environment, and governance. Such issues should be taken into consideration in every area, step, and procedure of development.

**<Table 1> Specific Goals of SDGs That State Disability**

Goals NO.	Contents
4.5	By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations.
4.7a	Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all.
8.5	By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.
10.2	By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.
11.2	By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons.
11.7	By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities.
17.8	Fully operationalize the technology bank and science, technology and innovation capacity-building mechanism for least developed countries by 2017 and enhance the use of enabling technology, in particular information and communications technology.

Source: KOICA, 2017, p.215.

In general, disability-inclusive development strategies adopt the ‘twin-track’ approach. The twin-track approach is divided into two types: (1) the ‘disability-inclusive approach’ to include ‘disability indexes’ in the process of design, implementation, monitoring, and evaluation for development policies and practices; and (2) the ‘disability-specific approach’ to conduct projects based on the needs and demands of the disabled (UN, 2012; Hwang & Park, 2013; Kim, 2016). Most donor countries adopt the twin-track approach of the disability-inclusive type (refer to <Figure 1>).



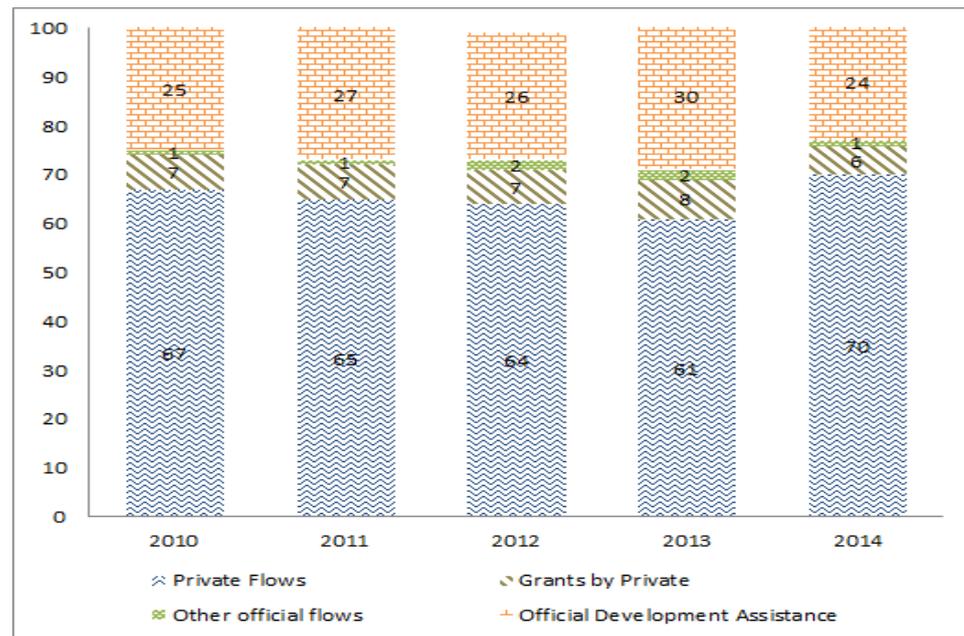
<Figure 1> The Twin-tract Approach

Source: Coleridge, et al., 2009; Hwang & Park, 2013 recitation, p.199.

### III. The Tendency of Private Organizations' Participation in International Development Cooperation

For the last decade, the primary purpose of international development cooperation was to reduce poverty in the global society. In order to address the rigidity of funds for traditional official development assistance (ODA), the focus has been on inducing public-private partnership. The OECD report on the flow of financial resources for international development cooperation<sup>2</sup> clearly indicates the expansion of private funds <Figure 2>. As to the recent flow of international development funds among OECD DAC member countries, the percentage of private funds in the year of 2014 was 76% (PF 70%, GP 6%) while there was little expansion of official development assistance and other public funds.

<sup>2</sup> International development funds may be divided mainly into (1) public fund and (2) private fund. (1) Public fund is divided to (a) official development assistance and (b) other official flow (OOF). (2) Private fund is divided to (a) bi-lateral/multi-lateral private flow (PF) and (b) grants by private sectors (GP) such as NGO resources. As for private fund, (a) Bi-lateral/multi-lateral private funds include overseas direct investment, private export credit, portfolio investment, and securities for the benefits of a private organization.



<Figure 2> Current conditions of support for developing countries depending on the financial resource types of DAC member countries  
Source: Kwon & Lee (2016), recitation, p.6.

In Korea's international development cooperation sector, private organizations' participation is active and expanding. Among 241 civic organizations, 114 participated in research regarding international development cooperation projects in the Korean private sector, according to which, more than 1,300 projects are being conducted over more than 100 developing countries. Except for seven large-size organizations whose project expense amounts to 10 billion won, most small- and medium-size organizations practice international development in a private sector. Among financial resources for private projects, 38 percent are personally funded; 14 percent have corporate funding, and ten percent are funded by the governmental. Among civic organizations, large-size organizations whose project expense is more than 10 billion won include "Good Neighbors", "World Vision", "Save the Children", "Child Fund", "Food for the Hungry", and "Good People" which are the names of international organization in South Korea. They account for an overwhelming portion of funding. International development cooperation projects conducted by such large organizations account for 65.7 percent of governmental support, 82.6 percent of personal support, and 76.6 percent of corporate support (Foreign Ministry, 2016). As such, Korea's international development cooperation needs collaboration with private organizations to achieve goals such as reduction of poverty in developing countries, support for developing countries, and an increase in government's assistance, effectiveness and influence.

#### IV. KOICA Public-private Partnership

Korea has made it a goal to strengthen cooperation with civic organizations as part of 'Working Together with ODA' in the Second Basic Plan for International Development Cooperation (2016-2020). The 4th Busan HLF-4, held in 2011, emphasized the participation and role of civic organizations as a major subject of development cooperation (Foreign Ministry, 2016). In October 2010, 16 governmental offices under the Office of the Prime Minister jointly announced the Plan to Advance International Development Cooperation, making it clear that 'the NGO would be recognized as a partner for substantial development cooperation and that diversified measures for cooperation and co-prosperity would be established.' To this end, Office of the Prime Minister announced that the budget for PPP would increase ten times, from nine billion in 2010 to about 90 billion won by 2015.

KOICA's international development cooperation areas to be supported are divided into seven areas: (1) education, (2) public health, (3) public administration, (4) agriculture, forestry, and fishery, (5) industrial energy, (6) miscellaneous areas (environment, woman, ICT, human rights), and (7) response to climate changes. Projects in these seven areas are divided into the following types: (1) project, (2) development survey, (3) dispatch of volunteer groups, and (4) public-private partnership. Among these, PPP<sup>3</sup> projects seek development cooperation with civic organizations, private enterprises, and schools that are important when it comes to international development cooperation. Project contents include (1) civic society cooperation programs, (2) global social contribution (global CSR) partnership programs, (3) development cooperation projects through partnership with colleges, (4) Creating Shared Value (CSV) projects (innovative public-private partnership projects), and (5) civic organization strengthening projects (support for and joint conducting of seminars and education projects). Main partners in the public-private partnerships defined here are domestic private organizations, and private organizations in the beneficiary country are not stated as official partners.

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<sup>3</sup> The public-private partnership specified in this research indicates international development cooperation projects based on Article 3 of the Specific Directives for Public-Private Partnership Projects made known by KOICA (Enacted on December 15, 2006; Directive No.113). In Article 3 of the Specific Directives for Public-Private Partnership Projects (Terminologies), 1. "Public-private Partnership Project" indicates that cooperation organizations establish a bi-lateral or multi-lateral partnership with private sectors in order to support the economic or social development of a developing country. Such international development cooperation projects conducted in a developing country meet requirements specified in Article 7 of the same Directives. 7. Among partner organizations for public-private partnership projects, "financing partner organizations (hereunder, referred to as "financing partners")" indicate private organizations at home and abroad including the following items that bear financial burdens through horizontal partnership with cooperation organizations in a project of multi-lateral consortium. Partner organizations of each item below are defined based on separate criteria. However, there may be separate criteria that specially specify other types of cooperation partners than those in each item below. A. Civil society groups, B. Private enterprises and market-type public enterprises, C. Educational organizations and research organizations, D. Other private foundations and private consultative bodies.

To facilitate PPP based on the financial resources and expertise of domestic private enterprises, KOICA was founded in 2012 as the executive office for development cooperation. It has become the center of information exchange and mutual consulting in cooperation with civic organizations, enterprises, academic circles, and so forth (Foreign Ministry, 2016). With such efforts, the scale of KOICA's support for public-private partnership has increased continually from about 9.1 billion won in 2010 to 16 billion won in 2011, 31 billion in 2012, 36 billion in 2013, and 34.6 billion in 2014. KOICA's PPP projects are selected through public subscriptions by private organizations such as civic organizations, colleges, and enterprises, and then financial support is provided to projects selected in a way of matching. Disability-related projects as well are chosen and conducted in the same manner. The matching ratio is 8:2. KOICA bears 80 percent of the development cost.

### **V. Disability-inclusive Public-private Partnership at KOICA**

With the influence of the Third Asian and Pacific Decade of Disabled Persons led mainly by Korea since 2013, disability-inclusive international cooperation has been facilitated by KOICA, a leading organization when it comes to international development cooperation. KOICA's '2015 disability policy directions and promotion plans' present steps of promotion principles in the area of disability. The first step seeks to raise awareness of disability and specifies the establishment of partnership among related organizations. The second step relates to dispatching volunteer groups and expanding civic organization projects, and the third step is associated with expanding disability-related projects (Kim, 2016). More specifically, in September 2015, KOICA founded the disability department in its development cooperation union, and 13 organizations for the disabled have joined it and acted since 2017. KOICA holds joint seminars with the disability department of the development cooperation union and US Agency for International Development (USAID). It also announces international development strategies and current conditions of USAID. KOICA has become a center of debates for facilitating international development through an effective public-private cooperation system in Korea (Lee, July 6, 2016).

Among KOICA projects, disability-inclusive PPP projects have increased continually since 2012. Table 3 below shows ODA statistics from KOICA which indicate that 'public-private partnership' projects represent implications of disability prevention, disability, and rehabilitation. This material also analyzes the ratio of projects related to special education, the disabled, and disability. In 2012, the scale of disability-inclusive public-private partnership projects was as large as 0.9 billion won. In 2013, it amounted to 1.6 billion, and in 2014, 1.8 billion won.

Specifically regarding the twin-track approach of such projects, most projects adopted the disability-specific approach rather than the disability-inclusive approach.

Furthermore, many of them lasted only a year, or most projects were as small as 0.1 to 0.3 billion won due to the insufficient sustainability of the government's official development assistance for PPP projects.

Based on the analysis of current conditions (above), a direction for developing disability-inclusive international cooperation is proposed below:

<Table 3.1> Disability-related Public-private Partnership Projects of KOICA  
(Unit: 1,000 won)

Project Name	Amount	Project Area
2014		
A project to support eyesight recovery in Gazipur, Bangladesh	157,091	Public Health
The program for physically challenged persons' independence in terms of rights and self-reliance in Cambodia	294,818	Education
The education project for basic rehabilitation and vocational rehabilitation of visibly impaired persons residing in Kathmandu, Nepal	66,258	Education
The program for social rehabilitation of individuals with spinal cord injury in Nepal	81,394	Public Administration
Operation of an information education center for the disabled that aims to help disabled ones develop information utilization capabilities and financial self-reliance in Monaragala, Sri Lanka	78,719	Public Administration
Reduction of disabled children's alienation from rehabilitation treatment and improvement of their quality of life in Quang Tri, Vietnam	132,092	Public Health
Creation of environments that reduce the information gap between the disabled and the others in Hanoi, Vietnam	31,394	Public Administration
The project to establish and provide service at the 'Mobile Support Center for the Disabled' in Ho Chi Minh, Vietnam, for facilitation of self-reliance of the disabled	99,327	Public Administration
The project to found and help operate the special education support center under the education office in Lam Dong province, Vietnam	436,344	Education
The computer and physical/art education center for poor children and visibly impaired people in Addis Ababa	55,512	Education
The project to support the disabled in Nkhoma, Malawi	106,382	Public Administration
The project in cooperation with Yonsei Medical Center to prevent blindness in Malawi, Africa	290,695	Public Health
Total	1,830,026	

<Table 3.2> Disability-related Public-private Partnership Projects of KOICA  
(Unit: 1,000 won)

2013		
A project to support eyesight recovery in Gazipur, Bangladesh	189,551	Public Health
The program for physically challenged persons' independence in terms of rights and self-reliance in Cambodia	238,579	Education
The project to provide service at the 'Mobile Support Center for the Disabled' in Ho Chi Minh, Vietnam, for facilitation of self-reliance of the disabled	87,495	Public Administration
The project to support and strengthen the mobile center of assistive devices for disabled women in Vietnam	47,669	Public Administration
Creation of environments that reduce the information gap between the disabled and the others in Hanoi, Vietnam	75,150	Public Administration
The project to found and help operate the special education support center under the education office in Lam Dong province, Vietnam	561,173	Education
Reduction of disabled children's alienation from rehabilitation treatment and improvement of their quality of life in Quang Tri, Vietnam	124,061	Public Health
The project to support the disabled in Nkhoma, Malawi	119,289	Public Administration
The project in cooperation with Yonsei Medical Center to prevent blindness in Malawi, Africa	190,863	Public Health
Total	1,633,830	
2012		
A project to support eyesight recovery in Gazipur, Bangladesh	99,373	Public Health
The program for physically challenged persons' independence in terms of rights and self-reliance in Cambodia	236,603	Public Administration
The project of blindness prevention among children in Cambodia	59,150	Public Health
Reduction of disabled children's alienation from rehabilitation treatment and improvement of their quality of life in Quang Tri, Vietnam	125,375	Public Health
The project to support poor disabled persons' rehabilitation and social integration in Hanoi, Vietnam	96,787	Public Administration
The project in cooperation with Yonsei Medical Center to prevent blindness in Malawi, Africa	283,924	Public Health
Total	901,212	

Data: KOICA statistics restructured (searching date: October 2016).

## VI. Conclusion and Suggestion

Korea will take the lead in the Third Asian and Pacific Decade of Disabled Persons. It plays a key role in international development cooperation and draws interests and expectations from the global society. Korea has the commitment to establish specific solutions to facilitate and effectively practice disability-inclusive development cooperation. Accordingly, this study examines the current condition and limitations of official development assistance in the area of disability in Korea. Further, it proposes a direction for advancing official development assistance in the area of disability in line with the changing trend of international development cooperation. In terms of official development assistance to promote public-private partnership strategies, the policy implications for disability-inclusive development cooperation are as below.

First, PPP projects shall be supported in a diversified manner, including expanded budget allotment and continuous support for years for disability-inclusive development cooperation. It turned out that the scale of budgets allotted to KOICA PPP projects for disability was as small as less than six percent of funding for public-private partnership. Practicing disability-inclusive development cooperation through small-scale projects of 0.1 to 0.3 billion won limits disability-inclusive development cooperation. Such short-term projects are likely to only last for one or two years with no extensions. It is necessary, therefore, to expand disability-related projects in the area of process development assistance. In the area of disability, 'disability' needs to be viewed in the context of social, economic, and political environments of developing countries. Thus, project implementation may require far more time than expected. More attention needs to be paid, therefore, to the scale and practice of public-private partnership projects for disability-inclusive development cooperation.

Second, it is necessary to apply the twin-track approach, which is an effective disability-inclusive development method, to selecting public-private partnership projects. Particularly, the disability-inclusive approach needs to be adopted for such projects. For instance, a PPP project in the area of education that aims to fund schools in developing countries needs to consider the installation of convenient facilities or transportation means for disabled students to have better access to the school. In this manner, the goal of disability-inclusive development can be achieved in substantial consideration of the issue of disability. In existing project proposals, however, there is no specific instruction requiring consideration of cross-cutting issues such as disability. It is not possible, therefore, to practice development cooperation in application of the disability-inclusive approach. KOICA's Public-Private Partnership Office needs to improve the quality of assistance by recommending or obligating parties to consider cross-cutting issues in PPP project proposals so that not only the unique goal of each project but also the goals of cross-cutting issues can be achieved.

Third, it is vital to collaborate with civic organizations and domestic organizations for the disabled to implement PPP projects effectively. Particularly in Korea, the budget allocated for this area is limited; thus, it is necessary to make use of the advantages of relevant civic organizations and large foundations for the disabled. As for large-scale civic organizations whose project cost amounts to 10 billion won, various expertise can be applied to international development cooperation projects from planning an independent assistance program to its substantial implementation. In contrast, civic organizations whose funding is less than 10 billion won are closely related to the local community. It is possible to induce active participation in the development process and to be aware of material problems. This is a significant advantage since it is possible to suggest a solution to overcome a challenge. Therefore, cooperation with various organizations must be sought.

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