

Evaluation Framework of Development Partnership Reconsidered: A Case of Developmental Public Private Partnership (DPPP) of South Korea*

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| Abstract |

Despite Development Public-Private Partnership's importance and popularity in international development, evaluations on the partnership has not produced sufficient evidence of partnership's synergy on intended outcome of the project. The authors argued one of reasons for such lack of evidence is that existing evaluation framework for Development Public-Private Partnership often did not fully appreciate the objective measures of outcome achievement and relied solely on the

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subjective measures of partnership dimension. Suggested alternative evaluation framework treated partnership as one component of overall project and attempted to connect the logical link between the partnership dimension and delivered outcome. The suggested framework was applied to Indonesia Bogor Chileungsi Socially Disadvantaged Class' Youth TVET Project, one of KOICA's Global CSR projects using secondary data. The evaluation framework was able to identify that the synergistic dimension of partnership was missing from the partnership's theory of change, though the project clearly defined role for each partners involved.

- Key words: Development Public-Private Partnership, Partnership Evaluation Framework, Global Corporate Social Responsibility Program, Korean ODA, KOICA

I . Introduction

Developmental Public-Private Partnership (DPPP) has gained popularity in the international development due to the private sector's increased roll as development actor.

Conventional Public-Private Partnership (PPP) and DPPP can be differentiated in the international development field in accordance with their characteristics. In conventional PPP, profit and financial concern are at the center of partnership. PPP is often used in developed countries to fund infrastructure development projects such as roads, bridges, and ports. DPPP, on the other hand, is a mission-driven partnership that focuses on delivering social services in developing countries. Furthermore, DPPP involves more partnerships with bilateral donor and non-profit entities such as NGOs while PPP's private partners tend to be for-profit entities.

With high expectation for more effective and efficient service delivery, various Bilateral and multilateral donors now have DPPP as part of their aid delivery mechanism. For instance, in 2001, the U.S. Agency for International Development (USAID) launched “Global Development Alliances (GDAs)”, a Public-Private Partnership (PPP) model designed for USAID. 1,383 PPP projects were implemented so far under GDAs, raising partner contribution of \$10.3 billion, which is significantly higher than USAID’s contribution of \$3.8 billion (Ingram, 2014). The UK implements “Challenge Fund” to encourage private firms’ participation. Korea International Cooperation Agency (KOICA) introduced a DPPP program called “Global Corporate Social Responsibility (GCSR)” and funded 37 projects with 42 partners including 27 private sector firms between 2010 and 2013 (Sohn et al. 2014).

What is unclear, despite the increasing interest in DPPP, is the influence of partnership function on the results: does the partnership itself really contribute to better outcome? Limited number of literatures address the theory and practices of DPPP. Even the studies which have shown that DPPP can improve the effectiveness and efficiency of service delivery have not sufficiently addressed whether the partnership function has a direct influence on the outcomes.

Partial reason for such lack of evidence can be found in the lack of objectivity in the evaluation on partnership. The evaluations on partnership synergy are often subjective and tend to shy away from the objective measure (Arnold & Kehl 2010; Hollow 2011). However, this shortcoming may be an inherent problem of partnership evaluation; it cannot be separated from subjective biases since most evaluation frameworks are based on self-assessment due to the complexity of partnership projects.

This study examines whether the existing evaluation framework can effectively capture the results of DPPP projects and partnership

synergy. After analyzing the existing framework, the paper suggests an alternative practical evaluation framework and assesses a DPPP project of KOICA to test the practical aspects of the new framework.

The remainder of this paper is organized as follows. Section II describes DPPP in order to set a framework. Section III presents a critical review of the existing evaluation framework of partnership, which is followed in Section IV by proposing a practical and comparable evaluation framework, Section V assesses the a DPPP project of KOICA based on the proposed framework and the last section provides final conclusions and directions for future work.

II. Definition of DPPP

PPP is generally defined as an agreement between private and public sector for the provision of infrastructure or social services. DPPP is a type of PPP that emphasizes the international development aspect.

San Bilal and colleagues (2014) describe two types of PPP in development. First type is private investment in which the partnerships are formed for the for pro-fit activities with the intention of development. The second type is private sector finance for development, in which the Official Development Assistance (ODA) is used in leveraging the funding from private sectors. However, there are different types of DPPP which are different from these two types of PPP in development. DPPP is defined as a partnership between private and public sector for the purpose of achieving development goals using expertise and financial resources from all sectors involved. As mentioned above, DPPP, unlike PPP, does not necessarily aim for profit. Non-profit sectors such as NGOs and CSOs often engage in DPPP while private firms usually

participate in conventional PPP.

However, this distinction is not virtually exclusive since for-profit firms often participate in DPPP projects. The difference is in the characteristics of the agreements. In DPPP, for-profit sector's engagement is in the form of CSR. They provide commercial expertise to enhance service efficiency and often do not seek direct and immediate financial gains. One of such examples can be found in the case of Sustainable Development Programme for Coffee Growing Families in Nariño, Colombia in which International Organization for Migration, Empresas de Nariño, Carcafe Foundation, Starbucks and the USAID formed partnership for local coffee growers (Pfisterer & Payandeh 2014). Kindornay and colleagues (2013) summarized the each sector's contribution to the DPPP as shown in <Table 1>.

<Table 1> summarizes the contribution of each to the relationship in DPPP

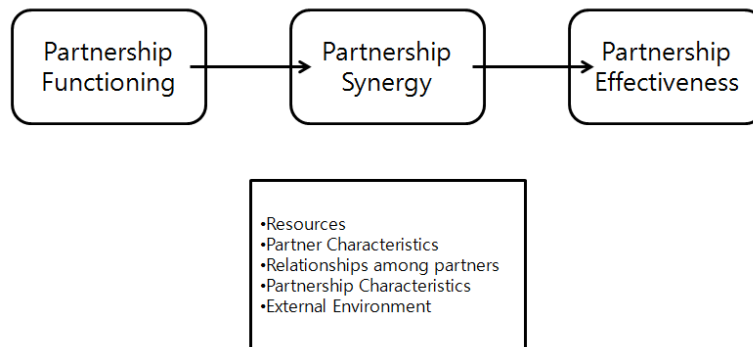
Sector	Public Sector Contribution	Private Sector (For-profit sector) Contribution	Civil Society (Non-profit sector) Contribution
Funding	Fund programs, projects and implementing partners	Fund programs, projects and implementing partners	Fund programs, projects and implementing partners
Knowledge Sharing	Development expertise	Commercial expertise	Development expertise
Roles	Facilitate the establishment of partnerships and wider networking	Facilitate network opportunities for local partners and local market development	Act as watchdogs, human rights defenders and advocacy groups
	Participate in standard setting mechanism and other governance forums.	Advocate and promote industry standards	Facilitate the involvement of local communities
		Participate in standard setting mechanism and other governance forums	Participate in standard setting mechanism and other governance forums.

* Kindornay et al.(2013)

III. Critical Review on Evaluation Framework of DPPP

DPPP evaluation has become an important issue as the public sector is placing more emphasis on ‘evidence based decision making’ (Sanderson 2003). However, the effectiveness of DPPP approach compared to other traditional approaches has not been proven. The major challenge in providing evidence for partnership synergy lies in the nature of ‘partnership.’ First of all, the difficulty of defining partnership creates problems for researchers in developing an effective evaluation framework. Secondly, partnership’s fluid and dynamic nature does not fit with traditional ex-ante, ex-post model of international development evaluation since the interaction between partners can quickly appear and disappear during leaving no chance for measurement.

<Figure 1> Concept of Partnership Synergy and its determinants



* Lasker et al.(2001)

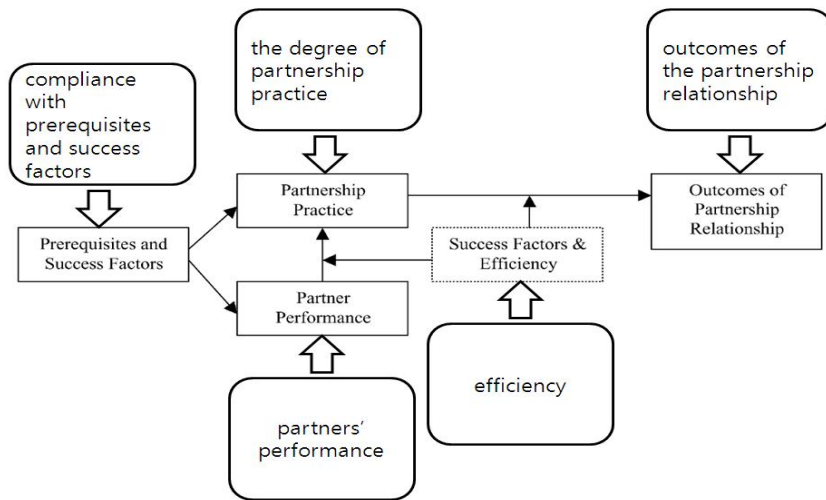
The rationale for partnership such as synergies of partnership can be used as the logical bases for evaluation framework. For instance,

Lasker and colleagues operationalized partnership and suggested that partnership synergy could be determined by various factors such as resources, partners and partnership characteristics, relationships among partners, and external environment. This framework was intended to show different levels of synergy partnerships in the health sector (Lasker et al. 2001).

Similarly, Brinkerhoff (2002a; 2002b) suggested a comprehensive framework that linked between the process and the outcome of partnership based on the ideal definition for partnership. According to Brinkerhoff, partnership in its ideal form was a dynamic in its nature since it involved various actors who shared the common goals and understanding of each other's role in the pursuit of such goal (Brinkerhoff 2002b). The traditional 'causal chain' was expanded to address the complexity of partnership working and its impact on intended outcomes. Brinkerhoff drew five dimensions of partnership evaluation in his causal chain: compliance, partnership practice, performance of partners, efficiency, and outcome of the partnership relationship (Brinkerhoff 2002a).

A number of self-evaluation tools were developed to guide partnership evaluation based on these theoretical frameworks. However, these online evaluation tools are difficult to use and often fail to capture the impact size of partnership (Jass & Keleher 2011). Furthermore, these partnership frameworks were developed for health industry. Health sector interventions tend to have measurable outcomes with clear boundaries which often may not be the case in other international development, thus it may be difficult for other sector partnership to take advantage of the tools developed to evaluate health sector partnerships.

<Figure 2> Brinkerhoff's causal chain and Assessment points



* Brinkerhoff(2002a)

Although the existing frameworks often attempted to capture the all aspects of the relationship, measuring the size of its impact on various outcomes of partnership is difficult. Thus the evidence of whether partnership is more efficient than traditional methods in achieving the intended outcome such as improved health, education, and other social changes still are weak (Asthana et al. 2002; Dickinson 2006).

Researchers often recommend theory-based evaluation such as theory of change or realistic evaluation for addressing the dynamic aspects of partnership working (Cole 2003; Boydell 2007; Geddes 2007; Kelly 2012). Theory-based evaluation is the evaluation practice utilizing the project's logic. Two dominant approaches belonging to this group of evaluation are theory of change and realistic evaluation. Theory of change is 'systematic and cumulative study of the links between activities, outcomes and contexts of the initiative' (Connell

& Kubisch 1998, 18). Program theory, the logical change on how and why a program would work, is developed by involving stakeholders such as donors, beneficiaries, and government officials. During this process, all assumptions and sub-assumptions are incorporated into the theory. (Connell & Kubisch 1998; Stame 2004; Dickinson 2006). Realistic evaluation sees outcome as a combination of context and mechanism, expressed in an equation as (C) Context + (M) Mechanism = (O) Outcome; it views outcome is never free from context. Therefore, it seems evident that 'no individual-level intervention works for everyone and no institution-level intervention works everywhere' (Pawson & Tilley 1997; Stame 2004; Dickinson 2006). Both approaches, however, are evaluation approach rather than the evaluation framework. Both approaches depend on the chain of logics and do not suggests any alternative evaluation framework. Therefore they can not address the fundamental problem of partnership evaluation.

In this light, it may be more practical, therefore, to consider the whole picture of evaluation based on its purpose rather than the subject which is evaluated.

IV. A Proposal for Practical Evaluation Framework of DPPP

Recently much of emphasis is given to the methodological rigors of evaluation represented by surge of randomized controlled trials (RTC). However, more and more literatures insist the balance between the evaluation's purpose and the methodological rigor (Ravallion 2009; Barrett & Carter 2010; Berriet-Sollicet et al. 2014).

Berriet-Sollicec and colleagues (2014) indicated that there are three roles of evaluation; learning, measuring, and understanding. Depending on the roles, evaluation also requires different types of evidence (i.e. evidence of presence, of difference-making, of mechanism) at different level which will dictates the data collection and analysis. An evaluation can serve these three roles 'spontaneously' or 'successively'. They also suggested each role requires different level of evidences varying from single case observations to full RTC.

<Table 2> Role of Evaluation

Role of Evaluation	Functions
Measuring	'Quantification of program results'
Understanding	'How the program caused positive/negative impact'
Learning	'Collective learning'

* Berriet-Sollicec et al.(2014)

Most of available partnership assessment tools place more emphasis on learning rather than measuring or understanding the effectiveness of the partnership (Halliday et al. 2004; Huxham & Vangen 2005). Many tools focused on the organizational issues and relationships between the partners. The relationship is important factor for partnership synergy. In health sector partnership evaluation, there are evidences of which factor affects the synergy of partnership (Jones & Barry 2011). However, most of self-assessment tool helps the partners identify their orientations and current status of their partnership but often do not show the logical links between the input and the outcome (Asthana et al. 2002). Brinkerhoff (2002a) indicated that the partners rejected her evaluation framework due to

1) unwillingness to address the partnership dimensions such as ‘trust’ and 2) lack of more sector specific indicators. This tendency causes that the evaluations fall short in revealing the efficacy and mechanisms of partnership (Dickinson 2006). The partnership is very important component of the DPPP but only one part of over all project. Therefore even though the partnership should be at the center of evaluation, the evaluation framework should be able to show the overall achievement and shortcomings of the project itself.

<Table 3> Suggested Evaluation Framework for DPPP

Role of Evaluation	Functions	Measurements	Suggested Indicators
Measuring	‘Quantification of program results’	<ul style="list-style-type: none"> - Efficiency of delivery (Cost of Service delivery) - Results (Outcome Indicators) 	<ul style="list-style-type: none"> - Cost efficiency - Coverage of Target population
Understanding	‘How the program caused positive/negative impact’	Partnership <ul style="list-style-type: none"> - Role of Partners involved as planned and as experienced 	<ul style="list-style-type: none"> - Theory of Change - Subjective rating of partnership experience - Documented definition of each partner’s role
Learning	‘Collective learning’	Collective experience of Partners identified through participatory evaluation	

The suggested evaluation framework distinguishes the dimensions both evaluation functions and the partnership: it includes the indicators for ‘partnership components’ and ‘sector specific outcome’.

Efficiency of delivery and achievement of intended outcome will be measured, preferably in the form of quantitative indicators. On the other hand, the relationship between partners and collective learning process should be measured in self-rated scale or narrated with

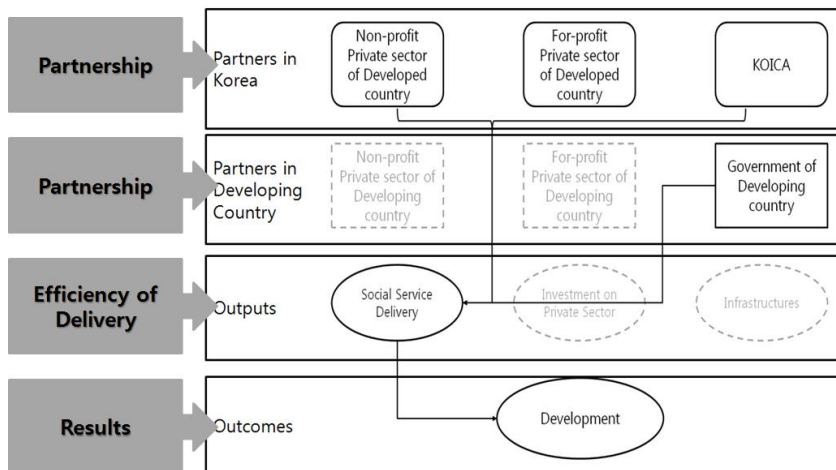
support from the theory of change, since these dimensions are time-sensitive and also subjective.

V. Case Analysis

1. GCSR: Korean DPPP in ODA

Korean ODA can be divided into two elements: grant and concessional loan. Such dichotomy can be found in practice of PPP. While the concessional loan programs tend to form conventional form of PPP in projects for infrastructure building, the grant programs use DPPP, involving CSR, as the name ‘Global CSR program’ suggests.

<Figure 3> Development CSR in Korea ODA(Grant) and its evaluation dimensions



Global CSR (GCSR) is KOICA’s program for public private partnership. Under GCSR, KOICA provides funding, which should be

matched by for-profit partners. NGOs and other form of CSOs design and implement the project using their expert knowledge on local communities and development needs.

KOICA's PPP program began in year 2010. Five pilot projects were selected to test the new model of ODA in Uzbekistan, Kazakhstan, Mongolia, Rwanda, and six African Countries partnering with four for-profit and one non-profit partners (i.e. KT, DAESUNG ENERGY, Samsung Electronics, and POSCO, Korean National Commission for UNESCO, and one of development NGOs, Global Civic Sharing). The overall budget was estimated 500 million won. In year 2012, the program was renamed as Global CSR program. 46 projects have been implemented under this program between year 2010 and 2013 with 42 private sector partners.

The performance of Global CSR program was evaluated in year 2014 (Sohn 2014). The results of evaluation suggested that the efficiency of the Global CSR projects was higher than KOICA's other projects, proving the synergy of partnership working. What was unclear from this evaluation, however, was why and how this higher level of efficiency was achieved. The analysis also showed the types of project under the Global CSR often resembled other forms of the projects implemented by KOICA. This finding can be interpreted as the differences in efficiency was not due to the difference in the program logic and may be more related with the implementation methods such as 'partnership'.

The problem of this similarity between the GCSR projects and non-GCSR projects is that the creativity, flexibility, and expertise of private sector (both for-and non-profit) may have not been fully utilized yet. In GCSR, each partner is expected to bring their expertise into the project design. However, with unknown reason, such phenomenon has not been identified, evoking questions whether contribution of

GCSR program outside of role of alternative funding mechanism.

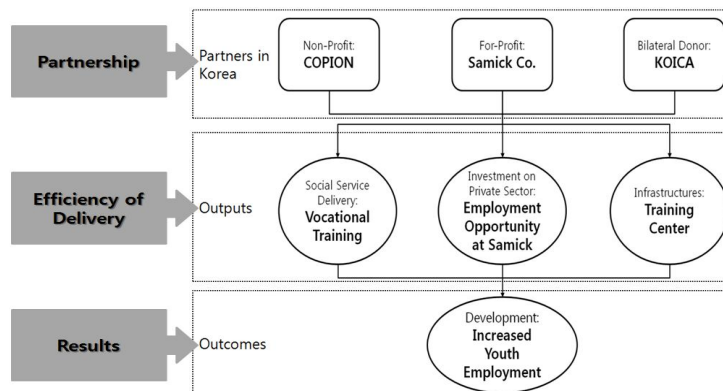
Though there were ample studies on domestic CSR and few studies on PPP, Sohn and colleague's work is the only systematic evaluation intended to examine the partnership aspects of DPPP in Korea.

The evaluation recommended that the GCSR should place 'partnership' at the center of performance management while enforcing the monitoring and evaluation. However, PPP including DPPP, suffer from the lack of established measure of 'partnership'.

2. Applying Evaluation Framework to GCSR: Case of Indonesia Bogor Chileungsi Socially Disadvantaged Class' Youth TVET Project

The suggested framework was applied to evaluate the GCSR, using the secondary data of the GCSR cases from the recent evaluation of GCSR. "Indonesia Bogor Chileungsi Socially Disadvantaged Class' Youth TVET Project" was selected based on the suitability of data available for the application of suggested framework.

<Figure 4> GCSR case: Indonesia Bogor Chileungsi Socially Disadvantaged Class' Youth TVET Project



The project was collaboration among KOICA, COPION and Samick Cooperation aiming to provide the low-income youth in Cileungs the vocational education through job training center. Though the project has not reached its full potential, the job training facility has educated trainees since 2012.

Various measurements were taken during the original evaluation which were used in this case analysis.

<Table 4> Summary of GCSR Evaluation using suggested Evaluation Framework

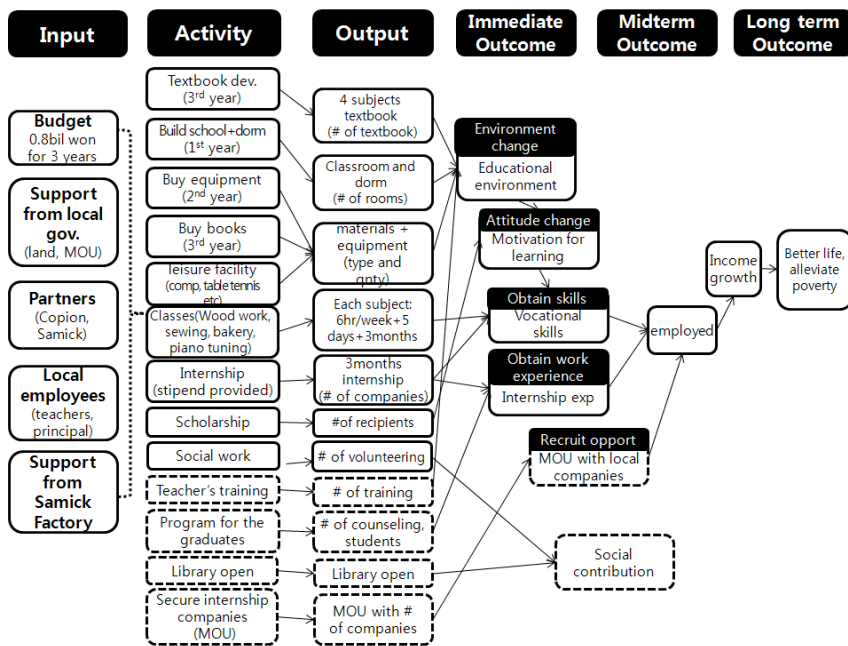
Role of Evaluation	Functions	Measurement	Suggested Indicators	Results
Measuring	'quantification of program results'	<ul style="list-style-type: none"> - Efficiency of delivery (Cost of Service delivery) - Results (Outcome Indicators) 	<ul style="list-style-type: none"> - Project Cost - Cost per beneficiaries - Employment rate 	<ul style="list-style-type: none"> - Total Project cost was 800,009,881 Korean Won. - Cost per one graduate is 270,000 Korean won. - 66% of Graduate were employed
Understanding	'How the program caused positive /negative impact'	Partnership <ul style="list-style-type: none"> - Role of Partners involved as planned and as experienced 	<ul style="list-style-type: none"> - Theory of Change - Clear distinction of roles and purpose of each partner - Interaction among partners 	<ul style="list-style-type: none"> - Theory of change constructed in original data collection process does not include partnership synergy or interaction. - Role of each partner was clearly defined.
Learning	'collective learning'	Collective experience of Partners identified through participatory evaluation		

The results of application of suggested evaluation framework indicated that the evaluation framework was plausible. All three roles of evaluation were fulfilled and also various aspects of partnership

was examined as shown in the table above.

The program results was measured in terms of efficiency of delivery and outcome of project. Theory of change was constructed (as shown in figure 6). One aspect of the partnership was apparent; the partnership working was identified as input but the theory of change from the original evaluation failed to identify clear link how and where the partnership synergy among the three partners (i.e. KOICA, COPION and Samick Coperation) had occurred. This may indicate the lack of awareness among the partners and the need for evaluation framework which puts more emphasize the expected synergy.

<Figure 5> Original Theory of Change of Indonesia Bogor Chileungsi Socially Disadvantaged Class' Youth TVET Project



* Sohn et al.(2014)

VI. Conclusion

Evaluation should be distinguished from the social experimental research since the former has very different purpose from the later even though the two often share the methodology and scientific rigor. Evaluation, since its birth, provides opportunity of learning and accountability based on the scientific rigor. On the other hand, research is more focused on the gaining and contributing to knowledge. With the emphasis of methodological rigor, evaluations often stray away from its original purpose and are treated as if they are social experimental research. It is particularly true for the partnership evaluation since the mechanisms and effect of partnership has not been fully explored. However, partnership evaluation should deliver what is expected from evaluation; the accountability and lessons learned. The interventions should be 'feasible' and 'desirable' (Sanderson 2003). Partnership evaluation also should reflect feasibility and desirability of the intervention in order to be useful in decision making.

In this light, the suggested evaluation framework of DPPP provided all necessary evidences at appropriate level even with some limitations. The results of application of suggested evaluation framework indicated that the evaluation framework was plausible. All three roles of evaluation were fulfilled. However, one lesson learned during the analysis was the importance of the theory of change. While each indicator shows one aspect of the partnership project, the theory of change can identify the mechanism of effectiveness of the partnership in which the synergy of partnership can be identified. The theory of change of the case project showed limited consideration of synergistic effect of partnership even though the role of each partner is clearly defined. It is also noteworthy that the

GCSR's lack of consideration for partnership synergy. Though it was addressed during the project selection process, as the case analysis indicated, individual project's synergy is missing from the results framework or the vis-à-vis operation of the projects.

The results of study has some limitations. Even though it was tested with secondary data, a pilot test with validation is still needed. It would be interesting if the evaluation results of this new framework can be cross-examined with that of more traditional tools such as CDC guideline for partnership assessment in terms of utilization of the evaluation results, too.

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ABSTRACT

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개발 파트너십 평가들에 대한 제언: 한국 DPPP의 경우

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국제 개발에 있어서 개발 파트너십의 중요성에도 불구하고 프로젝트의 결과에 대한 파트너십의 시너지에 대한 증거가 충분하지 않은 것으로 지적되고 있다. 이는 부분적으로 개발 민관 파트너십에 대한 기존의 평가들이 프로젝트의 의도된 결과를 객관적으로 측정하지 않고, 파트너십을 주관적인 차원에서 해석하는 성향에 따른 것으로 보인다. 이에 본고에서는 파트너십을 전체 프로젝트의 한 구성 요소로 인지하고 파트너십과 프로젝트 결과의 논리적 링크를 연결하기 위한 평가들을 제안하며, 이를 KOICA 글로벌 CSR 프로그램 중 하나인 인도네시아 사회취약층 청소년 직업훈련 프로젝트 평가로부터 얻은 2차 자료를 이용하여 적용하였다. 그 결과 이 사업이 명확하게 관련 파트너들의 역할을 정의하고, 또한 상당한 성과를 거두었으나 파트너십의 상승효과는 구성원들의 결과논리에서 배제되어 있음을 발견하였다.

- 주제어: 개발 파트너십, 파트너십 평가들, 글로벌 CSR 프로그램, 한국 ODA, 한국국제협력단