

Executive summary

Over the past few decades, the major discussions on the definitions, concepts and roles of Technical Cooperation (hereinafter TC) have been actively taken place among donor institutions including the United Nations Development Programmes (UNDP), Organization for Economic Cooperation and Development–Development Assistance Committee(OECD–DAC), and major donor countries. Among many related issues, the effectiveness of the TC was one of the most debated topics. Fifty years ago, when the technical co–operations came onto the world scene of Official Development Assistance (ODA), there were high hopes that this form of aid would bring fundamental changes regarding both economic growth and development among world's marginalized populations.

Between the 1960s and 1980s, (this period is has been categorized as the 1st generation of TC in this research), TC was considered a method for ‘gap filling approach’ and means for the transfer of technology by focusing on short–term training programs. In the 1990s, TC related studies literature had one common theme which was TC’s over all disappointing results. Authors such as Berg and Browne among many other skeptics argues that TC was to be more ‘demanding aid modality’ to deal with, costly, resulted in the strengthening of the donors' capacity rather than the strengthening of the recipient countries capacity and lastly offered less of a solution than initially expected. There was skepticism regarding TC effectiveness by major donor countries as a result a broader approach and concept was emphasized from a single technical assistance in the second generation of TC (between mid–1980s and the 1990s). The emphasis on results–based management, efficacy, control, clarity, transparency and accountability was of the few key words of the TC in the 1990s. After the 2000, Paris Declaration (PD) and the Accra Agenda for Action (AAA) which triggered an awareness of the importance of partner ownership, alignment, harmonization,

managing for results, and mutual accountability in term of broader aid and development effectiveness. The trends of emphasizing ownership, alignment, harmonization, managing for results, and mutual accountability in term of broader aid and development effectiveness affected overall TC effectiveness and are considered the third generation of TC.

While TC has undergone many refinements and improvements over the past 40 by major donor countries and institutions, however, in Korea TC has yet to be properly conceptualized and defined. There is lack of awareness regarding the definition, concepts, and roles of TC in overall development programmes among key development stakeholder in the country. Recognizing the challenges of unconsolidated supports support in the field of TC, the Re-shaping Development Institute (ReDI), with the support from the Korean International Cooperation Agency (KOICA), conducted a research on Enhancing the Effectiveness of Technical Cooperation in Korean ODA. This research aimed to identify the current state of affairs regarding the implementation of TC and the efforts by different ministries and agencies within the Korean government, ReDI conducted a case study which analyzed the effectiveness Korea's aid agencies' TC projects in Vietnam, Lastly, recommendations drawn from the findings were presented to the Korean government in order to increase the effectiveness of Koreas future TC projects.

The research team's recommended framework for effectiveness based on the project procedures is divided into four sections: project finding, project planning, project implementation, and the projects sustainability. Within each project cycle, analysis of the flowing criteria needs to undertaken; Demand, Design, Performance, and Utilization (DDPU) are implemented in order to assess overall TC effectiveness of the projects.

<DDPU Analytical Framework>

Stage of the Project	Analytical Unit
Identification	Demand
Planning	Design
Implementation	Performance
Sustainability	Utilization

In Korea, TC (which are usually implemented as stand-alone activities and projects and often understood as "TC projects") tend to be implemented by several ministries and aid agencies. Technical Cooperation is the main focus and responsibility of Korea's two Government Agency aid and development agencies: KOICA and EDCF. The Ministry of Foreign Affairs and Trade (MOFAT) is responsible for Korea's grant aid policy which is implemented by the Korea International Cooperation Agency (KOICA), while concessional loan policy is falls under the responsibly of the Korea Eximbank's Economic Development and Cooperation Fund (EDCF). A knowledge Sharing Program (KSP) is held between the different Ministries. Participants in the program include the Ministry of Strategy and Finance (MOSF), Ministry of Education and Science Technology (MEST), Ministry of Food, Agriculture, Forestry and Fisheries (MIFAFF), and Ministry of Health and Welfare (MHW). All of which are actively involved in technical cooperation projects as their organization's main aid objectives. This study aims to explore ways of increasing the effectiveness of TC in each ministry involved as well as by KOICA in accordance with different modalities analyzed in the research which included invitation of trainees; dispatch of experts and volunteers; research for development study including feasibility studies (F/S).

By applying DDPU Analytical Framework, the research has identified a number of critical challenges of the current system of the TC strategies and practices used by the Korean government. The participation of many Korean

ministries, agencies and universities in providing technical cooperation had their limitations. First, most of the current technical cooperation that has taken place in the forms of workshops/seminars, short-term academic exchanges or dispatching expertise and volunteers. Those projects implemented had mostly nothing to do with overall development projects or program, which in turn did not seem to have a significant impact to the recipient country. In addition to lack of effectiveness, too many agencies are involved in TC provision without going through either KOICA or EDCF as focal points. This means that TC is fragmented and not well-coordinated towards any specific and meaningful intervention. The lack of comprehensive technical cooperation policies and detailed strategies are another major constraint for enhancing Korea's TC effectiveness.

The research recommends step-by-step strategies for enhancing the quality and quantity of the technical cooperation projects in Korea. It proposes a step-by-step road map in order to realize a feasible advancement of related policies and practices by suggesting short, mid and long-term goals.

In the first phase, there is a need to raise awareness among the ministries and aid agencies regarding the role and its definition of technical cooperation in international development field. During the second phase, there needs to be an agreement upon concepts covered in the first phase there for there needs to be an agreement on the roles each of the donor institutions should play as well as the method each of the institutions should be organized for the setting of the TC agenda for future discussion. However, for the second phase to succeed there needs to be an increase in effort by the ministries and aid agencies to increase TC effectiveness. In order to achieve the long-term goals of improvement of TC effectiveness, strengthening related laws and policy formulation making and policy implementation are necessary reforms for more effective and efficient TC projects and programs. TC projects should not be

implemented as standalone projects, but should be integrated into wider based project approach to development. For example, the use of TC projects in a Program Based Approach (PBA)/Sector Wide Approach (SWAPs). Lastly, TC projects should be specified in the process of establishing Country Partnership Strategy (CPS) with Financial Cooperation (FC) or other aid modalities.

This research is Korea's first analysis of technical cooperation's policies and practices with an overall focus on the improving the aid system in Korea by utilizing process-based approaches for policy changes as well as powerful policy tools such as CPS and PBA/SWAPs. N As in the early 1990s, there was growing skepticism on TC's effectiveness and the issue of capacity development was emerged, Korea is currently facing numerous challenges in enhancing TC effectiveness in the overall development field. While the second generation of TC in (the late 1990's early 2000's) the west was focused on results-based management, transparency and accountability, Korea is currently going through a similar passage but with a greater speed of development and with a more complex systematic, fragmented demands and needs of various domestic development stakeholder. In near future, there will be observable systematic changes will occurs in aid and development policy system, practices in of grants and loan projects.

Further studies and more detailed strategies for government bodies will be required in the near future. While domestic expectations have grown for the Korean government to take a more active role in the sphere of international development, there is an also a widespread concern for international guidelines and norms to be respected. As an emerging donor country, the stronger emphasis of awareness on partner ownership, alignment, harmonization, 'managing for results', and mutual accountability in term of broader aid and development effectiveness will further required as one the most active emerging donors on the world development scene.