

# KIPA

## Case Study Series 1

### Introduction

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This is a collection of case studies conducted for the purpose of being utilized in various training programs or academic courses in the area of public administration, public policy, and governance. Selected case studies were compiled by seven faculty members who are currently teaching in either public administration or health administration programs in the U.S. In addition to the case studies, additional teaching notes are prepared as a teaching guideline. As indicated in the following table, the seven cases are largely categorized into three groups: public administration, public policy, and governance.

Types	Authors	Themes
Public administration cases	Younhee Kim	Performance Evaluation System for the Korean Central Government Agencies: Self and Specific Evaluations
	Eunju Rho	Contracting Out or Contracting Back In: School Foodservice Contracts in South Korea
Public policy cases	Taehee Kim	Work-Life Balance for Working Mom and Dad in South Korea
	Chul-Young Roh	Stakeholders in the Public Policy-Making Process: The Case of the Separation of Prescription and Dispensing in South Korea
Governance cases	Hee Soun Jang & Jung Wook Kim	Transforming Seoul: Rethinking Neighborhood
	Kyujin Jung	Critical Assessment of the 2012 Gumi Chemical Spill: An Adaptive Governance Approach
	Dohyeong Kim	Public Health Crisis in South Korea: Policy Failure or Social Distrust?

Professor Kim Younhee of Pennsylvania State University analyzed a public administration case entitled “Performance Evaluation System for the Korean Central Government Agencies: Self and Specific Evaluations.” The Korean government performance evaluation system has been evolving since the Government Performance Evaluation Act of 2001 was revamped in 2006. A significant change to the existing evaluation system was the adoption of self-evaluation along with specific evaluation systems for central government agencies. Self-evaluation is a mandatory evaluation conducted by each agency’s evaluation committee, while specific evaluation is a top-down evaluation to coordinate individual agencies’ key policies with overall national government agendas. Specific evaluation is conducted by the Government Performance Evaluation Committee under the Prime Minister’s Office and focuses on five target areas: national affairs tasks, regulatory reform, policy

publicity, normality tasks to modify anomalies, and agency-wide common matters. Self-evaluation as annual internal evaluation focuses on three target areas: prioritized policies, consolidated financial projects, and administrative management capacity.

Both self-evaluation and specific evaluation use a quantitative ranking system and qualitative analysis to evaluate target subjects and identify causes of underperformance. Since the evaluation system is tightly linked to results-based management, the evaluation results should be reflected in the next year's budget proposal, organizational operations, personnel, and incentive pay practices. The evaluation systems for central government agencies tend to integrate various evaluation activities and authorities with the intention of leading and supervising evaluation operations, but the systems are still fragmented, duplicated, and unrealistic in certain aspects. Many questions have to be addressed to make the evaluation systems acceptable to internal and external stakeholders.

This case provides an overview of the performance evaluation system of Korean central government agencies to understand the types, operations, procedures, evaluation methods, and use of evaluation results. This case will be especially useful for: teaching how to evaluate the structure of the performance evaluation system, explaining the types, processes, methods and indicators and implementation plans; discussing the advantages and disadvantages of self-evaluation and specific evaluation; articulating the responsibilities of evaluation committees, individual agencies, supervising ministries, and other stakeholders; redefining evaluation target areas for self-evaluation and specific evaluation; redesigning evaluation methods and indicators; and discussing the use of evaluation results.

This case will clarify how and what performances of central government agencies should be assessed for better evaluation with reasonable evaluation

techniques and criteria. This case also offers students of public administration ways to consider the dynamic relationships between key players in the performance evaluation process and how to implement the results of evaluation to maintain or improve agencies' commitment to the evaluation system. Although this case somewhat simplifies the complicated government evaluation systems in South Korea, it has important implications for how the performance evaluation system itself can direct individual agencies' goals and shape their operations. It provides practical insights to improve the performance evaluation system and the use of evaluation results in other countries.

Professor Rho Eunju of the University of Akron wrote "Contracting Out or Contracting Back In: School Foodservice Contracts in South Korea." Over the last two decades, the South Korean government has implemented several policy initiatives and interventions designed to improve student health and education. In order to enhance the efficacy of school foodservice delivery and student health outcomes, a variety of school food management methods have been piloted and implemented. This case illustrates changes in the school foodservice policies in South Korea, focusing on the decision of the Ministry of Education to contract back in foodservices for public schools in South Korea as a key tool to address the problem of contracted foodservice management.

The School Meals Act of 1981 was enacted to improve the health and well-being of the nation's children. In accordance with this Act, the Korean government has expanded school foodservices. In particular, since the Act was amended in 1996, contract foodservice management companies have been allowed to operate school meal services, and the contract foodservice system contributed to the rapid expansion of nationwide school foodservices. However, after several massive foodborne disease outbreaks, the School Meals

Act was significantly revised to introduce stringent safety guidelines and strict regulations. The Act also required elementary and middle schools to set up self-operated foodservices, and many schools that had adopted contracted foodservice management switched to self-operation based on these legal requirements.

By examining the different steps of school foodservice management policies in South Korea, this case highlights potential benefits and challenges to contracting-related issues with an approach that involves a diverse set of stakeholders. The various issues of cost saving, better service quality, and accountability are important elements in the debate over contracting out. This case is designed to help readers examine the debate surrounding contracting for services and empirical evidence on school foodservice contracts in South Korea.

Since the difficulties of the agency that oversaw service delivery are readily identifiable, it is a fairly simple case to teach and provides students an opportunity to diagnose problems of privatization and understand various actors that impact the policymaking process and implementation process. This case also introduces a series of changes in public service delivery methods and helps students to develop solutions targeted at the specific problems they have identified. This case can be utilized in many different academic settings, including courses on public management, organizational theory, leadership, collaboration, and policy process.

There are two public policy cases. “Stakeholders in the Public Policy-Making Process: The Case of the Separation of Prescription and Dispensing in south Korea” was prepared by Chul-Young Roh of Lehman College. The case study examines how policy stakeholders have behaved in the changing public policy context specifically in the separation of prescription and dispensation (SPD) of drugs in Korea. Roh conducts stakeholder analysis to figure out the key

stakeholders in SPD reform. This case study also identifies the power, position, and commitment of each key stakeholder and investigates which opposition groups could be convinced to change their position and how power and influence of supporter be increased.

The most powerful stakeholder is the Korean Medical Association (KMA), which represents physicians. The KMA is well-organized and has substantial organization resources and credibility. In this case, the KMA used their resources to stop SPD reform. Another opposition group against SPD reform was Korean Pharmaceutical Association (KPA), which represented pharmacists. After the KPA recognized that several conflicts related to SPD reform existed between the KMA and themselves, the KPA turned to support SPD reform.

The government is the key actor in the SPD reform, but the position of the government was passive compared with that of other major stakeholders. In particular, civic organizations were organized and led by progressive academics. These civic organizations in general strongly supported SPD reform based on their analyses of the existing system. Civic organizations hold a critical position in SPD reform. They were experienced in advocating for democracy and savvy about working with media.

Professor Kim Taehee wrote a public personnel policy case entitled “Work-Life Balance for Working Mom and Dad in South Korea.” The increasing participation of non-traditional employees (e.g., women, the disabled, the elderly, dual-career couples, and contingent workers) has been a compelling reason for creating and building an inclusive work environment where this heterogeneous group of people work together. However, it has been noted that these non-traditional employees may have greater difficulties balancing their work roles with their personal or family roles. To accommodate diversified work-life balance needs in the workforce, government agencies

as model employers have implemented work-life balance-promoting policies and programs including childcare, alternative work schedules, telework, and wellness programs.

Differently from Western countries, it appears that the Korean government has created policies and programs which appear to be narrowly tailored to addressing the needs of employees with family obligations. The Korean government tends to pay more attention to addressing the needs of working parents; organizations help employees fulfill the obligations they may have outside of the workplace, whereas less attention is given to creating work-life balance policies and programs that aim to enhance employees' well-being and work motivation.

In the U.S., however, the federal government in the U.S.A. has implemented health and wellness program as well as employee assistance programs as part of work-life balance programs which are intended for employee capacity development, leisure or stress management (e.g., providing a free counseling services so that employees can develop competency in managing workplace stress).

Moreover, despite governmental efforts to address the gender equality, there is still a gap between policy rhetoric and reality. Subtle forms of bias, prejudice and discrimination against women hinder achieving family-friendly workplaces. This might be attributable to long-held Confucian influences that have constrained the participation of women in the workforce and reinforced the traditional gender division of labor. Moreover, the "ideal-worker norm" of workers who prioritize their career over family and are willing to work overtime has been a major impediment to employees' use of work-life policies. The hypothetical case provided in this report along with descriptive information about work-life policies and programs in South Korea provides an introduction to the topic of work-life balance and illustrates



the issues involved in implementing work-life balance policies and programs. Specifically, this report aims to facilitate an understanding of the importance of cultural changes in materializing the benefits of work-life policies.

Work-life balance policies and programs exist as measures to both address past gender inequality and improve organizational performance. In the Korean context, the focus of work-life balance policies appears to be on achieving gender equality. It should be noted, however, that work-life balance policies are part of practical measures of managing a diversified workforce by helping them address their non-work needs and in turn improve performance. The hypothetical case and its related descriptive information about work-life balance policies in South Korea may help initiate a dialogue in class about the role of understanding gender issues in designing and implementing work-life balance policies and facilitate classroom discussion about the necessity of creating a comprehensive policy that cover employees who might not have any family obligations but still need work-life balance. That is, considering that different employees have different needs in relation to balancing their work and life, a one-size fits all approach to designing and implementing work-life balance policies is flawed and cannot work. This case may also help direct more attention to the importance of having a supportive/inclusive culture in order to effectively implement work-life balance practices and achieve the benefits of helping employees to balance their multiple needs.

There are three governance-related cases which mainly demonstrate the significance of inter-sectoral collaboration. The first is written by Professor Kim Dohyeong of the University of Texas at Dallas and reviews three major infectious disease outbreaks in South Korea since 2000 (SARS, H1N1 and MERS). The case presents how the country addressed each of the epidemics, focusing on three sources of the public health crises: governmental system

failure, poor communication and social distrust. Most of the literature, including media reports and journal articles, reported those three issues as keys to explain various social phenomena observed during the outbreaks in South Korea. The detailed discussion on these issues will help students think about the most critical problems in handling public health crises in the Korean context and understand how these issues are related to each other. It will also assist students as they deliberate on policy questions related to what issues should be prioritized when a country with limited resources faces an unexpected disease outbreak. Although a direct comparison among the outbreaks is limited considering their intrinsic distinctions such as pathologic and epidemiologic characteristics of each disease, a comparative review of these experiences will help policymakers, stakeholders, scholars and students obtain a clear and broad picture of the problems and generate wisdom for the Korean government and society about how to avoid repeating the same mistakes and challenges when the next public health crisis comes.

This case consists of a case study document, a role play exercise, and teaching resources to engage students in discussion about three recent outbreaks of infectious diseases in South Korea. These will offer comprehensive policy analytic perspectives and allow students the opportunity to discuss critical public health issues such as: (1) key factors of the nationwide social panic during the MERS crisis in South Korea in comparison with the two previous outbreaks of SARS and H1N1; (2) the Korean government's preparedness for and response to SARS, H1N1 and MERS; (3) the capacity and organizational structure of the KCDC in controlling the unprecedented disease in comparison to the U.S. CDC; (4) the government's strategy for information sharing about diseases and patients during the outbreaks; (5) the roles and responsibilities of the central government and local governments in handling a public health crisis; (6) the mechanism of trust and distrust

formation among the government, news media, and citizens within their complex relationships and interactions; and (7) the negative impact of social distrust and poor communication processes on public health crises. The lessons from this case study on these controversial but critical issues are a valuable contribution to the design of informed public health policy that will improve the government's disease control and prevention system, facilitate an open and unbiased communication process and decrease the level of social distrust in South Korea.

The second governance case deals with new initiatives for community building in the Seoul Metropolitan City. The case is prepared by Jang Hee Soun & Kim Jung Wook of the University of North Texas. The Seoul Metropolitan Government launched a progressive community -building effort called Community Building Policy (CBP) to shape the social and human values of citizen life in Seoul in vital ways. The foundational mechanisms of CBP are *citizen leads* and *government supports*. CBP strongly encourages ordinary citizens to take the initiative to build their own community programs and adopt grassroots approaches to engage public and private partnership. The success stories in the case demonstrate that CBP contributes to civic culture development, community capacity building, and democratic practices at a community level. The case also illustrates vital conditions for effective community development practices: leadership commitment, government support, community space, and a sense of belonging. In many local governments, community-building policy has been challenged due to citizens' lack of interest, knowledge and time, along with broken trust in the community.

The primary focus of this case study is to understand social capital as a key component of CBP and how CBP may support community-building processes in Seoul's neighborhoods. The case helps students understand theory-driven public policy practices and analyzes the real applications of policy intentions

in a diverse urban context. The political goals of the newly elected activist mayor Park Won-soon, who emphasized local initiatives and self-help (or self-governance), seem opportune and timely, but the notion of community building is less likely to be addressed in short-term policy investment for a global city that is economically segregated and whose communities have been disintegrating over the past few decades. In furthering community building today, high priority should be given to addressing immediate obstacles in an effort to recognize effective community-building practices.

The last case is written by Professor Jung Kyujin of Korea University. “Critical Assessment of the 2012 Gumi Chemical Spill: An Adaptive Governance Approach” follows the 2012 Gumi chemical spill and investigates key stakeholders affiliated with public agencies, nonprofits, media, and affected communities. On September 27, 2012, a toxic chemical leak in Gumi’s National Industrial Complex, located 124 miles of southeast Seoul, released hydrofluoric acid. The accident occurred when two Hube Globe Chemical Corporation workers working on a tanker attempted to unload hydrofluoric acid into a storage tank. About 8 tons of hydrofluoric acid escaped into the atmosphere, spreading across a 4-km radius, killing 5 workers, affecting 12,243 residents, and damaging 212 hectares of agricultural land and 3,944 livestock. More than 11,000 people received treatment for nausea, chest pain, rashes, or sore eyes after inhaling fumes from the chemical leak. More than 300 residents including elderly people were evacuated to public-run facilities in Bongsan-ri, Incheon-ri, and Baekhyeon-ri.

This case study includes two critical issues: (1) crisis management as conceptual background; and (2) an adaptive governance approach as an analytic tool to help the instructor guide students’ group discussion of the case. In the first section on crisis management, a conceptual basis is discussed to define a crisis and the roles of various stakeholders in coping with

unanticipated events within a society. In the second section on the adaptive governance approach, a general view of the analytic tool is used to identify multiple stakeholders in deliberative mechanisms responding to an unexpected situation. Since crisis response manuals in general and response activities in the case of chemical spill might not fully present an opportunity for responders to be adaptive to a veiled event, the case helps to discuss challenges and future opportunities of (1) responsiveness; (2) public and scientific learning; and (3) deliberation process.

The adaptive governance perspective provides the following implications. First, the hierarchical structure embedded in crisis management imposes inefficiency as decisions by one specialized agency may impose negative externalities on others. Second, the chemical spill crisis was induced by organizational failures and human errors. Lastly, the crisis was exacerbated further by media coverage about human suffering and environmental consequences. Since the crisis management system's reliance on a leading agency may not be effective when initially responding to a crisis, the principal control tower should have sufficient authority to secure timely information to allocate resources and to coordinate the first-responding organizations.

The seven selected Korean cases not only offer us great managerial and policy lessons but also leave us compelling challenges that we continue to face in governments at different levels. The cases suggest that governments are always dealing with multiple stakeholder who often demand for better, faster and more efficient and effective services while they are making managerial and policy decision in the lieu of more complex and complicated environment. We hope that the selected cases help both current and future government officials to understand and prepare for future administrative, policy, and governance challenges.