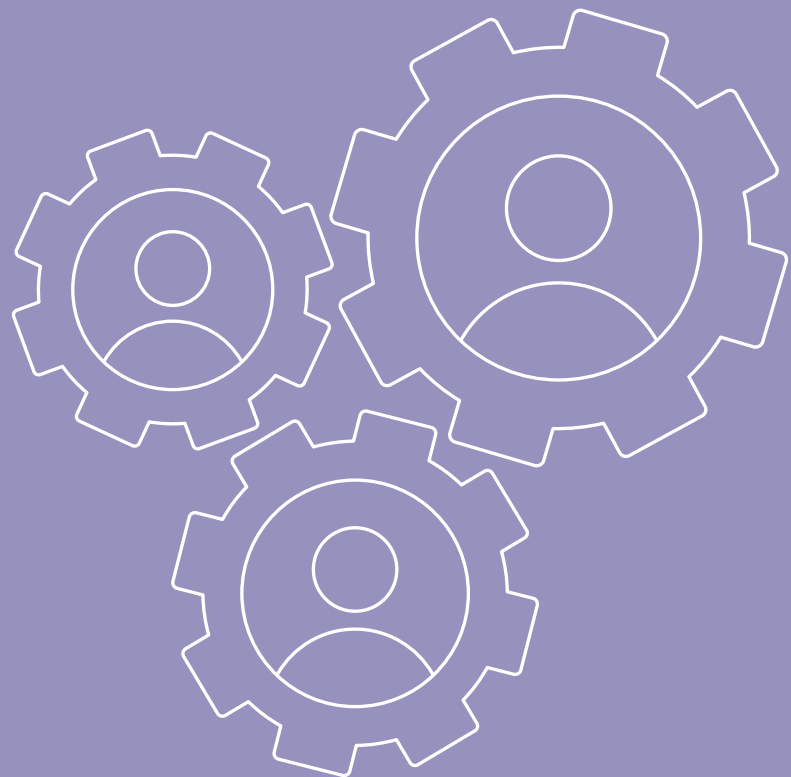


Handbook Series on Innovative Local Governance for the
Implementation of the Sustainable Development Goals

Fostering Collaborative Public Administration for Local Governments

THE CASE OF THE
REPUBLIC OF KOREA



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REPUBLIC OF KOREA**

Table of Contents

Acronyms and Abbreviations	iv
Acknowledgement	vi
Executive Summary	1
Importance of Collaborative Public Administration in Local Governments	2
Chapter 1: Redefining the Concept of Collaborative Public Administration	5
• Key Challenges.....	5
• Approaches	6
• Key Takeaways	6
• Chapter 2: Considering Key Aspects/Concepts in Collaborative Public Administration	9
• Strategies	9
• Approaches	9
• Key Takeaways	10
• Chapter 3: Analysing Collaborative Public Administration Cases in the Republic of Korea	13
• Case 1: Roadkill reporting system, Chungcheongnam-do	13
• Strategies	13
• Approaches	15
• Case 2: Certification of climbing the nine peaks in the Yeongnam Alps, Uiju-gun, Ulsan	16
• Strategies	16
• Approaches	17
• Case 3: One-stop integrated finance, employment, and welfare services, Buk-gu, Gwangju.....	18
• Strategies	18
• Approaches	20
Chapter 4. Modelling Collaborative Public Administration/Developing New Models for Collaborative Public Administration	23
• Strategies	23
• Approaches	24
Conclusions	27
References	31

List of Tables

Table 1. Participants in the best cases for collaborative public administration contest (% in parentheses).....	6
Table 2. Key considerations in collaborative public administration	10
Table 3. Case overview – Roadkill reporting system	13
Table 4. Considerations: Case 1: Roadkill reporting system, Chungcheongnam-do	15
Table 5. Case overview: Certification of climbing the nine peaks in Yeongnam Alps	16
Table 6. Considerations: Case 2: Certification of climbing the nine peaks in the Yeongnam Alps, Uiju-gun, Ulsan.....	17
Table 7. Case overview: One-stop integrated finance, employment and welfare services	18
Table 8. Considerations: Case 3: Integrated finance, employment and welfare services, Buk-gu, Gwangju	20
Table 9. Developing new models for collaborative public administration.....	24

Acronyms and Abbreviations

AI	Artificial Intelligence
API	Application Programming Interface
ARACL	Anti-Corruption and Civil Rights Commission
CCRS	Credit Counseling & Recovery Service
GEWPC	Gwangju Employment Welfare Plus Center
ICT	Information and Communication Technology
KAMCO	Korea Asset Management Corporation
KEAD	Korea Employment Agency for Persons with Disabilities
KINFA	Korea Inclusive Finance Agency
ME	Ministry of Environment
MLIT	Ministry of Land, Infrastructure and Transport
MPAS	Public Administration and Security (MPAS)

Acknowledgement

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Executive Summary

Executive Summary

This handbook explains the concepts, attributes and approaches of collaborative administration and specifically introduces practical cases of collaborative public administration in local governments in the Republic of Korea. Collaborative public administration is recognized as a method that can effectively respond to complex and diverse administrative demands, but there are many obstacles in applying it on a practical level.

This handbook attempts to answer specific questions, including:

- What is the clear concept and scope of collaborative public administration?
- Can collaborative public administration between local governments be understood through case analysis?
- What types of collaborative public administration can be presented in consideration of various administrative services?

This handbook redefines the concept of collaborative public administration, considers key aspects in collaborative public administration, analyses collaborative public administration cases and models collaborative public administration.

Chapter 1 establishes the scope and concept of collaborative public administration. Collaborative public administration is a method of solving social problems and promoting policies through interactions between entities in the public and private sectors such as sharing human resources, financial resources and expertise. In other words, it is an act of increasing the scope of collaboration between multiple subjects trying to obtain specific results and achieve common goals by utilizing administrative resources. Collaborative public administration often is limited to interactions between departments and institutions in the public sector, with private sector entities excluded. Given the recent trend of private participation in public policy processes, it is no longer appropriate to exclude public-private cooperation when considering collaborative public administration.

Chapter 2 presents the core considerations and contents necessary in the process of collaborative public administration, including:

Diversity of Participants. Collaborative administration can include both public and private sector entities. Considering the entities participating, collaborative administration can be divided into interactions between public-public or public-private sectors.

Applicable service fields. Collaborative public administration can be applied to a wide range of public services without restrictions on limited fields. The administrative service fields can be largely divided into hardware and software-related services and can be subdivided into areas such as education, village community, culture/tourism, social welfare, life/convenience, safety/security, regional development/environment and administrative management.

Policy effects and targets. When the performance of the collaborative public administration improves the quality of services provided to the private sector, the target is external customers (e.g., citizens). When the performance improves the work process in the public policy process, the target is internal customers (e.g., public sector entities, local governments themselves).

Resource sharing. In general, there is a difference in the level of human and material resources held by each entity participating in collaborative public administration. For the collaboration to proceed smoothly and achieve results, a complementary relationship must be formed through resource sharing among the participants.

Innovation. Innovation in public policies often is measured based on the use of science and technology. In this context, the application of science and technologies in public services is a factor to be considered in collaborative public administration.

Sustainability. The foundation must be laid (e.g., legal systems, departments and manpower) for the long-term and continuous operation of collaborative public administration systems.

Chapter 3 is a case study of collaborative public administration in the Republic of Korea. It includes information on participants' roles and the results of the collaborations. Three local government collaboration cases are analysed: roadkill reporting system, Chungcheongnam-do; certification of climbing the nine peaks in the Yeongnam Alps, Ulju-gun, Ulsan; and one-stop integrated finance, employment and welfare services, Buk-gu, Gwangju. The cases are analysed based on the factors to be considered in the collaborative public administration and the differences and strengths of each are examined.

Chapter 4 categorizes collaborative public administration based on the aforementioned key considerations and case study results. This chapter newly derives two collaborative public administration models. Each model shows differences in attributes of the participating entities, collaboration period and composition content. The social innovation collaboration model is conducted by public and private sector entities for external customers from a mid- to long-term perspective. The administrative innovation collaboration model is an internal customer-oriented collaborative model conducted by public sector entities at a relatively short-term perspective.

Importance of Collaborative Public Administration in Local Governments

Social problems arise from various issues, including increasing economic poverty and social welfare demands, decreasing labour due to low birth rates and aging populations, and increasing citizen participation in the policy process. These social issues are projected in citizens' demands of the government, resulting in complex administrative demands. Local governments, as front-line providers of public services, need to come up with new, diverse, practical measures to effectively respond to administrative needs. But local governments cannot do so alone. Local governments cannot respond independently to social problems that are derived from unpredictable changes in the administrative environment. Given the scope, attributes, and ripple effects of today's social problems, they do not belong to a single entity or agency and a single entity cannot solve them on its own (Rhodes, 2000). Addressing these issues requires the support and efforts of a variety of relevant stakeholders.

Cooperation between institutions, ministries and local governments is important to solve complex social problems. Collaboration is a means to overcome practical limitations such as local governments' lack of resources and capabilities. Collaborative public administration can build a stable foundation for autonomous decentralization based on supplementing scarce resources and capabilities of individual local governments. Collaborative public administration between local governments can be a practical alternative to help address the human and financial resource shortages of individual local governments and to mitigate regional deviations related to facilities and public services.

For these collaborations to generate continuous results and improve the effectiveness of policies in the public sector, the concept of collaborative public administration must be fully understood and applied on a practical level. Collaborative public administration differs from collaboration in general. While collaboration includes

collaborative activities to achieve specific goals regardless of separating stakeholders in the public and private sectors (Poocharoen & Ting, 2015), discussions of collaborative public administration to date have been limited to actions among public sector entities (Kagan, 1991; Gray, 1989). However, as the paradigm of public administration has shifted to new public management, represented by marketism (also known as market fundamentalism) and managerialism, the existing view of collaborative public administration has changed. The role of private entities or stakeholders in public administration has become important. Public-private cooperation and private participation in the policy process have become crucial to effectively responding to complicated administrative needs and social issues. That being said, collaborative public administration still mainly focuses on public entities in a myopic framework. Therefore, a clear understanding of the concept of collaborative administration should precede attempts to accept and drive collaborative public administration. Further practical attempts are needed to establish collaborative public administration. For example, case studies of prior collaborative public administration can provide valuable policy implications for developing future collaboration.

This handbook includes information to help understand collaborative settings and operate them in the public sector. It defines the concept of collaborative public administration, taking into account the importance of collaborative activities between public and private entities. Based on the case study analysis of cooperative public administration in the Republic of Korea, areas of policy and service are identified that can work effectively in a cooperative setting. This handbook also presents key considerations in the collaborative process and shares a collaborative model as a practical reference for the smooth operation of collaborative public administration.

Chapter 1

**Redefining the Concept of
Collaborative Public
Administration**

Chapter 1: Redefining the Concept of Collaborative Public Administration

Key Challenges

Collaborative public administration is 'a way of innovatively solving social problems and promoting policies through interactions between stakeholders in the public and private sectors such as sharing human resources, financial resources and expertise' (Lee & Eom, 2021). The concept was raised as an alternative to the fiscal deficit caused by government's failure and promotion of the welfare state, and as an improvement plan for government's traditional problem-solving method (Geum, 2013). It is recognized as a way to solve various administrative demands and social issues through consensus between multiple stakeholders and as a concept derived from collaboration (O'Leary & Vij, 2012).

Collaboration is the same as the mechanism of collaborative public administration in that it refers to cooperative actions based on interrelationships between multiple actors to achieve specific goals (Poocharoen & Ting, 2015). However, collaboration is different from collaborative public administration in that it is an umbrella term that encompasses various forms of cooperation and related participation activities (Lee & Kim, 2020), and includes producing private services other than administrative services (Bovaird & Loeffler, 2015). In other words, collaborative public administration is a reduction in the scope of collaboration and can be understood as an act in which multiple entities want to obtain specific results by utilizing administrative resources to achieve a common purpose.

Collaborative administration generally refers to the way in which two or more stakeholders achieve specific goals through cooperation. The traditional point of view of collaborative administration limits its scope through interactions of departments and institutions in the public sector, excluding private sector subjects (Shergold, 2008; Kagan, 1991; Gray, 1989; Kim, 2014; Korean Ministry of Government Administration and Home Affairs, 2013).

It is not appropriate to exclude the participation of private sector actors unconditionally and fundamentally. Private participation needs to be included in the scope of the cooperative public administration. The private sector role in the collaboration process and the types of public-private cooperation need to be considered. Considering that private participation in policies has been activated due to the recent emphasis on **public-private cooperation**, dividing the boundaries between collaborative public administration and public-private cooperation is no longer appropriate.

Approaches

The Ministry of Public Administration and Security (MPAS) of the Republic of Korea held a contest for best cases for collaborative public administration in 2018 and 2019. There were more local government cases in which private sector actors participated than where only public sector players collaborated.

Table 1. Participants in the best cases for collaborative public administration contest (% in parentheses)

	2018	2019	Total
Public sector players only	5 (12.2)	13 (44.8)	8 (11.4)
Including private participation	36 (87.8)	16 (55.2)	62 (88.6)
Total	41 (100)	29 (100)	70 (100)

Note. Public sector entities include the central governments, local governments and public agencies.

Source: Lee & Eom (2021)

Collaboration between public and private sector stakeholders is a global trend. In the United States, private and non-profit sector actors including citizens, corporations, entrepreneurs and foundations, actively collaborate with the federal, state and local governments to solve social problems (Eggers & Macmillan, 2013). Their participation in various projects and policy processes can contribute to innovative implementation of policies and enhance the effectiveness of problem solving (Stavridis & Farkas, 2012). In Japan, after the Great East Japan Earthquake in 2011, the Government of Japan established a cooperative system with various private sector actors (including for-profit companies and non-profit organizations) to recover from damage and improve the effectiveness of disaster management. Companies that participated in the collaboration were able to strengthen their image and brand reputation, and evaluations also indicate private sector actors contributed significantly to improving the benefits to society by raising awareness (Kim, 2014).

Key Takeaways

While collaborative public administration initially began with the establishment of a cooperative system between public organizations or government departments to improve the internal environment and work performance procedures in the public sector, recently its contents, methods and stakeholders have changed. To effectively solve complex issues and respond to diverse administrative demands, the closed and conservative propensities of the public sector must be overcome and responsiveness to environmental changes beyond boundaries must be increased.

Chapter 2

Considering Key Aspects/ Concepts in Collaborative Public Administration

Chapter 2: Considering Key Aspects/Concepts in Collaborative Public Administration

Strategies

For collaborative public administration to help solve social challenges, it needs to achieve set goals and derive specific results. It is essential that the characteristics of collaborative public administration be understood and the main factors to be considered in the process of the collaboration be clearly identified. These considerations include:

- Diversity of participants
- Policy effects and targets
- Innovation
- Applicable service fields
- Resource sharing
- Sustainability

Approaches

The following chart summarizes the main considerations in collaborative public administration and action steps for each.

Diversity of participants

- Include participants from both the public and private sectors.
- Ensure that stakeholders from the private sector are relatively diverse, for example, include general citizens as well as experts and academics.

Applicable service fields

- Identify the fields of public service to which the collaborative public administration can be applied. Collaborative public administration is a practical alternative to alleviate gaps in facilities, infrastructure and public services between regions (Lee & Ko, 2015).
- Divide the attributes of public services applicable to collaborative public administration into hardware and software and subdivide each category into various fields such as education, community, culture/tourism, social welfare, life/convenience, safety/security, regional development/environment and administrative management (Lee & Eom, 2021).

Policy effects and targets

- Predict the performance of collaborative public administration and the target of the service. In general, collaborative public administration has the characteristics of clearly distinguishing the goals and beneficiaries of the collaboration (Korea Research Institute for Local Administration, 2014; Jang & Kwon, 2015).
 - When the performance of collaborative public administration is a quantitative and qualitative improvement of services provided to the private sector, the policy target group will be external customers (e.g., citizens).
 - When the performance improves the work process in the policy process, the beneficiaries will be internal customers (e.g., public sector, local governments themselves).

Resource sharing

- Form a complementary relationship to facilitate the collaboration and produce results (Lee & Kim, 2020). Collaborative public administration is based on interactions between participants. The level of human and material resources held by each participant in collaborative public administration differs (Korea Research Institute for Local Administration, 2014; Jang & Kwon, 2015).
- Consider whether the participants share budgets, human resources, related information and technologies in the collaborative public administration process.

Innovation

- Use major science and technology to improve public services. (Government or policy innovation recently has been measured through the use of science and technology.) (Song, 2018; Sung, 2013).
- Despite the recent active introduction of science and technology into administration, most local governments lack human and financial capabilities to utilize the technology (Cheon et al., 2012; Choi, 2016). Improve the use of science and technology through collaboration.
 - For example, local governments, which are relatively lacking in technology, provide public services using artificial intelligence (AI) through collaboration with the private sector (e.g., care for the elderly and low-income families).
- Explore living labs and hackathons, which also are attracting attention as innovative ways to significantly improve the efficiency of collaboration between subjects through the application of science and technology.

Sustainability

- Ensure that the collaboration is not a one-time event. Collaborative public administration is an ongoing process between various actors in the public and private sectors to improve or solve specific social issues.
- Establish specific foundations so that the collaborative system can operate from a long-term perspective. For example, institutional reorganization (e.g., ordinance enactment/revision), establishment of regular organizations (e.g., cooperatives/corporations), and operation of dedicated public sector departments or personnel can improve the sustainability of collaborations.

Key Takeaways

Table 2. Key considerations in collaborative public administration

Attributes	Contents
Diversity of participants	<ul style="list-style-type: none"> • Do only public sector entities participate in collaboration?
Applicable service fields	<ul style="list-style-type: none"> • Is the service hardware-related or software-related? • Which service fields are included, for example, education, community, culture/tourism, social welfare, life/convenience, safety/security, regional development/environment and/or administrative management?
Policy effects and targets	<ul style="list-style-type: none"> • Is the policy designed to improve administrative services or work processes? • Are the policy targets external customers (citizens) or internal customers (public entities themselves)?
Resource sharing	<ul style="list-style-type: none"> • Do collaborative entities share budgets, manpower, information and technologies?
Innovation	<ul style="list-style-type: none"> • Is there any science or technology applied for the collaboration? If so, what is it specifically?
Sustainability	<ul style="list-style-type: none"> • Can science and technology be applied to the collaboration in the future? • Are there legal systems, departments and manpower to promote collaboration?

Chapter 3

Analysing Collaborative Public Administration Cases in the Republic of Korea

Chapter 3: Analysing Collaborative Public Administration Cases in the Republic of Korea

Case 1: Roadkill reporting system, Chungcheongnam-do

Strategies

Table 3. Case overview – Roadkill reporting system

Brief Summary	<ul style="list-style-type: none"> • Purpose: Protect the public safety, prevent secondary car accidents • Contents: Establish a voice reporting platform • System: a roadkill occurred → voice report using T-map¹ → roadkill system → report received at Anti-Corruption and Civil Rights Commission (ACRC) → on-site measures of the road management agency in charge via the Ministry of Land, Infrastructure and Transport (MLIT) → accumulation of information and data by the Ministry of Environment (ME) → prevention of roadkills 								
	Voice report for a roadkill occurred	→	Identification of the location and trajectory of the road kill occurrence	→	Delivering information to road agencies	→	Handling of the case and sending the results	→	Accumulation of data and prevention of roadkills
	SK Telecom		Roadkill system		ACRC		Road management agency in charge		ME
	<ul style="list-style-type: none"> • Budget: 10 million Korean won (Approximately US\$100,000) • Managing entity: Chungcheongnam-do (Chungnam Provincial Government) • Participants/partners: SK Telecom, MLIT, ME, ACRC • Collaboration of participants: Promoting cooperation to prevent roadkills and handle incidents quickly 								

¹ T-map is a location-based service provided by T-map Mobility. Its first service started at SK Telecom in 2002. In 2021, more than 10 million people used the service at least once a month. It provides functions such as searching for automobiles and public transportation routes, guiding information around the current location, and 'safe driving assistants' that inform dangerous sections. As of 2013, traffic information was being collected through approximately 70,000 probe cars. T-map can be used through portables device capable of installing and running it (Android 6.0 or higher; iOS version 13 or higher).

<p>Roles of participants</p>	<p>Chungcheongnam-do: develop a roadkill reporting platform and link SKT with the Anti-Corruption and Civil Rights Commission system</p> <p>SK Telecom: develop and link T-map voice reporting system and obtain consent to use the user's personal information</p> <p>Anti-Corruption and Civil Rights Commission (ACRC): receive and process civil complaints through T-map and share contents with related organizations</p> <p>Ministry of Environment (ME): prevent roadkill accidents through management of application of 'Good Road' and accumulation of processing data</p> <p>Ministry of Land, Infrastructure and Transport (MLIT): handle roadkill accidents and accumulate data</p>
<p>Results</p>	<ul style="list-style-type: none"> • Securing a quick and systematic roadkill immediate reporting and reception processing plan • Solving regional and social problems through cooperation between private (corporate) and government institutions • Contributing to ICT digital innovation by utilizing artificial intelligence (AI), one of the main technologies of the 4th Industrial Revolution • Improving government reliability by preparing roadkill prevention policies and policy alternatives

In Chungcheongnam-do, the average annual number of roadkill incidents is 176. There is a high risk of secondary vehicle accidents. Rapid recovery and appropriate prevention of roadkill accidents are needed, but differences in road-specific agencies and resources held by each institution mean there are practical problems in dealing with accidents that require a lot of time and expense.

The case of Chungcheongnam-do's roadkill reporting system is an example of innovation and resource sharing among participants in a project to revitalize resident-facing digital social innovation and contribute to the prevention and rapid follow-up of roadkill through mutual cooperation. The players include SK Telecom, MLIT, ME, and ACRC.

Chungcheongnam-do established a voice reporting platform in connection with T-map and used big data obtained to investigate situations and prepare alternative prevention policies. Citizens can report roadkill accidents by voice through T-map. The roadkill system platform automatically receives the information and provides it to the Anti-Corruption and Civil Rights Commission and requests on-site action from each road management agency. Over a period of approximately one year, the system was established, and necessary working-level agreements were signed through consultation requests, visits, meetings and discussions among collaborating actors.

This case has great significance as a collaboration project between various subjects to ensure public safety and biodiversity. Active resource sharing among collaborative participants improved reliability and consequently contributed to creating conditions for continuous operation and development of collaboration. The project budget (including expenses for human and financial resources) was shared among participants. The sustainability of the project was ensured through data construction, planning and discovery of follow-up projects and specific agreements. The project enabled real-time information sharing and fast follow-up processing using major technologies of the 4th industrial revolution, such as artificial intelligence (AI), information and communication technology (ICT) and next-generation communication technology, demonstrating the possibility of policy improvement using science and technology.

Approaches

Table 4. Considerations: Case 1: Roadkill reporting system, Chungcheongnam-do

Attributes	Contents
Diversity of participants	<ul style="list-style-type: none"> • Local government-central government-private sector entity <ul style="list-style-type: none"> – Local government: Chungchungnam-do – Central government: MLIT, ME, ACRC – Private sector participant: SK Telecom
Applicable service fields	<ul style="list-style-type: none"> • Software-related service • Safety/security
Policy effects	<ul style="list-style-type: none"> • Improvement of the quality of public/administrative services • Protection of public safety (e.g. prevention of secondary accidents) • Improvement of road safety
Targets	<ul style="list-style-type: none"> • External customer: citizens
Resource sharing	<ul style="list-style-type: none"> • Project budget • Human and financial resources of participants • Data and information
Innovation	<ul style="list-style-type: none"> • Science and technology applied: AI, ICT • Applicability of science and technology: real-time information sharing using SNS-based online platforms
Sustainability	<ul style="list-style-type: none"> • Sustainability secured through the establishment of a system and an agreement among participants

Case 2: Certification of climbing the nine peaks in the Yeongnam Alps, Ulju-gun, Ulsan

Strategies

Table 5. Case overview: Certification of climbing the nine peaks in Yeongnam Alps

<p>Brief Summary</p>	<ul style="list-style-type: none"> • Purpose: <ul style="list-style-type: none"> – Promote mountain tourism in the Yeongnam Alps located across Ulju-gun, Miryang-si, Yangsan-si, Gyeongju-si, and Cheongdo-gun – Stimulate demand for visiting the Yeongnam Alps and improving tourists' willingness to revisit • Contents: <ul style="list-style-type: none"> – Taking photos at the top of the nine peaks of the Yeongnam Alps and submitting them on the Ulju-gun tourism website – Certification of the climbing • Rewards: <ul style="list-style-type: none"> – Delivery of certificates and medals containing the names of five sponsoring local government agencies – Posting a picture of the climber on the Ulju-gun tourism website • Managing entity: Ulju-gun • Participants/partners: Cheongdo-gun, Miryang-si, Yangsan-si, and Gyeongju-si
<p>Roles of participants</p>	<p>Ulju-gun</p> <ul style="list-style-type: none"> • Establishment of a business plan <ul style="list-style-type: none"> – Operation and management of the website – Reward for the first-place winner <p>Cheongdo-gun, Miryang-si, Yangsan-si, and Gyeongju-si</p> <ul style="list-style-type: none"> • Promotion of the project • Joint implementation of the certification
<p>Results</p>	<ul style="list-style-type: none"> • Improved tourism promotion in the region through the Ulju-gun Tourism website • Increase in the average daily number of visitors to the climbing bulletin board on the Ulju-gun Tourism website (500 → 1,200) • Revitalization of mountain tourism in Yeongnam Alps, one of the top 100 famous mountains and the top 100 tourist destinations in the Republic of Korea • Increased visitor interest and increased tourism • Promotion of tourists' willingness to revisit • Operation of the climbing authentication website based on the open API method: Other local governments can link photo data on the Ulju-gun tourism website • Provision of certificates indicating the names of five local government agencies and compensation to climbers • Improved online promotion for all collaborating local governments (resulting from allowing citizens to upload their own photos of climbing to the online website)

This case is a tourism collaboration project based on a collaborative system with neighbouring local governments. The goals set by the collaborative public administration are to revitalize the local economy and increase tourism demands in the Yeongnam Alps, where Ulju-gun, Miryang-si, Yangsan-si, Gyeongju-si, and Cheongdo-gun are located. Similar or overlapping tourism content occurs at the local government level, which

intensifies competition between neighbouring regions to attract tourists. This case has great significance in that it has increased tourism demand across the region and suggested alternatives for co-prosperity through collaboration between neighbouring local governments. In the collaboration process, participants shared tourism resources and technologies to develop tourism contents. The level of human and financial resources sharing was relatively low. In other words, in the case of collaboration in Ulju-gun, Ulsan, the level of innovation is high, while the degree of resource sharing among collaborative participants is low.

The local governments participated in the collaboration plan and worked to increase tourism demands by issuing certificates, awarding medals and posting pictures of climbers on their websites. The project has a high level of innovation and increases regional connectivity because the climbing certification website can be used in all regions by applying the Application Programming Interface (API) method. The project is an excellent example of policy collaboration between local governments through the establishment of a win-win model applying regional characteristics and technologies. The project had a positive impact on tourism-related performance of each local government and reduced wasteful competition between participants to attract climbers. It is an example that could help other local governments proceed with similar collaborative projects.

Approaches

Table 6. Considerations: Case 2: Certification of climbing the nine peaks in the Yeongnam Alps, Ulju-gun, Ulsan

Attributes	Contents
Diversity of participants	<ul style="list-style-type: none"> • Collaboration of local governments <ul style="list-style-type: none"> – Local governments: Ulju-gun, Cheongdo-gun, Miryang-si, Yangsan-si, and Gyeongju-si
Applicable service fields	<ul style="list-style-type: none"> • Software-related service • Culture/tourism
Policy effects	<ul style="list-style-type: none"> • Improved quality of public/administrative services • Improved quality of public/administrative services • Presenting a model for win-win development to attract tourists through collaboration instead of competition among neighbouring local governments
Targets	<ul style="list-style-type: none"> • External customers: citizens, tourists
Resource sharing	<ul style="list-style-type: none"> • Geographic characteristics, information and technology sharing among collaborative participants • Relatively insufficient human and material resource sharing
Innovation	<ul style="list-style-type: none"> • Science and technology are applied • Accessibility of data by local governments improved through the introduction of the open API method on the climbing certification website
Sustainability	<ul style="list-style-type: none"> • Continuous attraction of tourists and promotion of participating local governments

Case 3: One-stop integrated finance, employment, and welfare services, Buk-gu, Gwangju

Strategies

Table 7. Case overview: One-stop integrated finance, employment and welfare services

<p>Brief Summary</p>	<ul style="list-style-type: none"> • Contents <ul style="list-style-type: none"> – Finance: financial counselling and funding for the working class, debt adjustment, microloans – Employment: counselling and job matching for middle-aged, disabled and career-interrupted people – Welfare: self-sufficiency and welfare counselling for caregivers and self-support and welfare for the financially underprivileged 			
<p>Roles of participants</p>	<p>Participants</p>		<p>Roles</p>	
	<p>Public sector</p>	<p>Korea Asset Management Corporation (KAMCO)</p>	<p>finance</p>	<p>Clearance of bad debts</p>
		<p>Credit Counseling & Recovery Service (CCRS)</p>	<p>finance</p>	<p>Support for long-term small delinquents</p>
		<p>Credit Counseling & Recovery Service (CCRS)</p>	<p>finance</p>	<p>Customized loans and consulting for the low-credit and the low-income</p>
		<p>Korea Employment Agency for Persons with Disabilities (KEAD)</p>	<p>employment</p>	<p>Debt adjustment (e.g., workouts and individual rehabilitation of heavy debt)</p>
		<p>Korea Employment Agency for Persons with Disabilities (KEAD)</p>	<p>employment</p>	<p>Employment for the disabled and business owners</p>
		<p>Job Center, Chonnam National University</p>	<p>employment</p>	<p>Employment support (e.g., career counseling and education) for young people)</p>
	<p>Local government (Buk-gu Office)</p>	<p>Livelihood Economy Division</p>	<p>finance, employment, welfare</p>	<p>Self-support and welfare counseling for caregivers Finance link for the working class</p>
	<p>Employment Support Center</p>	<p>employment</p>	<p>Job search, counseling and placement</p>	

Roles of participants	Central government	Gwangju Employment Welfare Plus Center (GEWPC)	employment	Unemployment benefit payment, employment success package and vocational competency development
	Private sector	Microcredit	finance	Microloans to ordinary people who have difficulty using financial institutions
		Job center for the middle-aged	employment	Counseling and job placement for the middle-aged (over 40 years of age)
		Buk-gu Woman Center	employment	Employment linkage for career interrupted and marriage immigrant women
Results	<ul style="list-style-type: none"> • Self-support welfare for the financially underprivileged in connection with KINFA • Attraction of the Bukgwang-ju Financial Integration Support Center to Buk-gu • Increase in financial service linkage performance with KINFA • Establishment of a foundation for financial welfare support (e.g., publication of financial brochures for the working class, promotion of financial supporters and financial education) • Promotion of customized employment welfare services through the operation of GEWPC • Identification of vulnerable groups through case management meetings • Promotion of self-reliance support through connection with various organizations • 2019 Best Employment Welfare + Center Selection, Gold and bronze awards at Best Practices for Service Linkage 			

Integrated finance, employment and welfare service in Buk-gu, Gwangju is an example of high-level resource sharing among collaborative participants. It is a case of service improvement based on the physical (e.g. location of institutions) integration of services. The connection with innovation performance is not high because the project did not require a greater level of technology use in providing existing administrative services. The case is highly significant for its use of collaboration through high-level resource sharing among participants.

In Buk-gu, demand for low-income finance services surged as the number of residents suffering from financial crises such as credit defaults increased. The need emerged for a two-way system of financial welfare and an integrated financial support centre for the working class. Public and private sector stakeholders began to collaborate to establish the foundation for more effective administrative services. A linkage system between central ministries, local governments, public and private institutions was established to allow residents to receive the necessary financial, employment and welfare services at once in the same place. Residents of Buk-gu can receive support by linking various financial-welfare services with one system at the integrated service centre.

The centre provides customized services, including financial counselling and support, debt adjustment, small loans, employment services for middle-aged, disabled, career-interrupted women, self-support and welfare counselling for caring neighbours, and self-support for the financially underprivileged. Local residents express a high level of satisfaction with the service experience.

The partners in the collaboration shared information and utilized human and financial resources to expand on-site services. They improved residents' satisfaction and discovered various financial employment and welfare linkage policies. Through regular meetings for case management, the identification of vulnerable groups increased, and they were connected with service institutions. Regular communication channels necessary for the collaboration were established through the formation of a consultative body with low-income financial institutions. This communication contributes to the sustainability of the collaboration.

Approaches

Table 8. Considerations: Case 3: Integrated finance, employment and welfare services, Buk-gu, Gwangju

Attributes	Contents
Diversity of participants	<ul style="list-style-type: none"> • Collaboration of various entities • Local government: Buk-gu, Gwangju (Buk-gu Office) • Central government: Gwangju Employment Welfare Plus Center (GEWPC) • Public sector entities: Microcredit, Job center for the middle-aged, Buk-gu Woman Center • Private sector entities: Korea Asset Management Corporation (KAMCO), Korea Inclusive Finance Agency (KINFA), Credit Counseling & Recovery Service (CCRS), Korea Employment Agency for Persons with Disabilities (KEAD), Job Center at Chonnam National University
Applicable service fields	<ul style="list-style-type: none"> • Software-related service • Life/convenience
Policy effects	<ul style="list-style-type: none"> • Improvement of the quality of public/administrative services • Self-support welfare for the financially underprivileged • Customized employment welfare support • Financial policy support for the working class to resolve the blind spot of financial welfare
Targets	<ul style="list-style-type: none"> • External customer: residents
Resource sharing	<ul style="list-style-type: none"> • Active sharing of information, human and financial resources among collaborative participants
Innovation	<ul style="list-style-type: none"> • Science and technology are applied: None • Applicability of science and technology: providing services closely related to residents' lives applying ICT technology, and promoting the service based on SNS
Sustainability	<ul style="list-style-type: none"> • Formation of a consultative body of financial institutions related to the working class • Establishment of network collaboration system • Expansion of on-site services • Establishment of various financial employment and welfare linkage policies

Chapter 4

Modelling Collaborative Public Administration/ Developing New Models for Collaborative Public Administration

Chapter 4. Modelling Collaborative Public Administration/Developing New Models for Collaborative Public Administration

Strategies

The collaborative public administration cases reviewed share the characteristics of innovation, resource sharing and sustainability. The level of those characteristics for each case differs. For continuous operation and improvement, insufficient characteristics should be identified for each case and alternatives should be sought accordingly.

This chapter presents a social innovation collaboration model and an administrative innovation collaboration model as new types of collaborative public administration. The two types were derived based on the diversity of participants, hardware and software service attributes, service fields, policy effects and targets, applicability of science and technology, resource sharing and sustainability of collaboration. Existing types of collaborative public administration were classified according to the improvement of the satisfaction of external customers or the improvement of the work process for internal customers, only targeting collaboration between public sector subjects. The models suggested in this chapter differ from previous models in that they encompass various factors to expand the scope of participants to the private sector and to better understand the process and performance of collaboration.

Since the social innovation collaboration model targets external consumers such as citizens, it is based on collaboration between various actors in the public and private sectors. It is difficult to secure effective collaboration to solve social challenges through short-term, one-time collaboration of the participants. Continuous collaboration on a mid- to long-term basis is needed. In the process of resource sharing, an imbalance may occur between collaborative participants due to large-scale human and material resources of public sector entities. To minimize conflict and proceed smoothly with collaboration, the other participants need to be recognized as equal subjects. Although the model is not limited to specific service fields, it is particularly suitable for fields where expertise and knowledge from the private sector can be utilized.

The policy target of the administrative innovation collaboration model is public officials or public sector subjects themselves, that is, internal consumers. Accordingly, although the participants in the collaboration are not limited, collaboration between subjects who understand the internal environment and work process can be more efficient and effective. It is appropriate to take an intensive form of collaboration from a short-term perspective, taking into consideration the internal environment. Although not limited to a specific service field, the model is appropriate to apply to service fields such as safety/security, life/convenience and administrative management based on the sharing of information and human resources between central ministries, local governments and departments. When sharing resources between participants in the public sector, participants need to be cautious not to cause hierarchical relationships.

Approaches

As noted above, there are differences in basic attributes (e.g., participants, targets, duration, service fields) and characteristics (e.g., types, resource sharing, technology, sustainability) between the social innovation collaboration model and the administrative innovation collaboration model. The former provides services externally and applies expertise and technology through collaboration with various entities in the longer term. The latter has the characteristic of being able to derive rapid results as an attempt to overcome existing problems through collaboration between internal subjects.

Table 9. Developing new models for collaborative public administration

	Models		
		Social innovation collaboration model	Administrative innovation collaboration model
Features	Target	Citizen (external customer)	Participants themselves (internal customer)
	Participants	Public-private	Public
	Duration	Mid- to long-term	Short-term
	Service fields	No limitations	
		fields related to the use of technology and expertise	fields related to work process improvement (e.g. civil complaints service)
	Types	hardware/software-related service	
		-	Software-oriented
Considerations	Resource sharing	In public-private collaboration, participants need to be considered as equal subjects	Hierarchical relationships need to be resolved and resources shared among participants
	Technology	Applying/borrowing technology from the private sector	Applying/borrowing technology from the private sector or building their own system
	Sustainability	<ul style="list-style-type: none"> • Securing dedicated departments and manpower • Establishing institutions (e.g., unions, associations) • Reorganizing ordinances 	<ul style="list-style-type: none"> • Securing dedicated departments and manpower • Establishing organizations (e.g., administrative council, consultative body)

Conclusions

Conclusions

Collaborative public administration is a policy implementation method that can effectively respond to complex and diverse administrative demands derived from social challenges. For local governments, collaboration between entities is recognized as an alternative to overcome the practical limitations of those with limited resources. However, despite the importance of collaborative public administration, it is not easy to establish a collaborative system with other stakeholders at the practical level and promote specific projects (Lee & Kim, 2020). Recently the concept of collaborative public administration has changed and there is a lack of related research and case sharing on the new theory. The scope of participants in collaborative public administration needs to be expanded beyond public sector players to include private sector actors. Collaborative public administration requires active sharing of information and human and financial resources among participants. It is closely related to innovation performance in that it improves existing policy implementation methods. The actual policy cases reviewed in this handbook reflect recent collaborative public administration trends. The handbook can be a reference for other local governments to promote collaboration with various actors and establish the necessary foundation for future collaborations.

Collaborative public administration includes public-public and public-private collaboration. Providing public services only through collaboration between entities in the public sector is relatively limited and ineffective.

The service field of collaborative public administration is not limited. It can be more actively carried out in specific fields such as regional development and social welfare, depending on regional issues or administrative demands.

Clarifying the target of collaborative public administration (e.g., internal or external customers) can help identify direction (e.g., public-public or public-private collaboration), taking into consideration the participants in the collaboration. For example, when the target is an internal customer, that is, an entity in the public sector, the expected practical benefit may not be significant through collaboration with an actor in the private sector.

Human, material, and intellectual resources among the participants in the collaboration should be shared at an appropriate level and form.

The application of specific science and technology is an essential factor in conducting collaborative public administration.

To ensure the sustainability of a collaboration project, the following need to be considered: the novelty of collaboration content, system maintenance, securing dedicated organizations and manpower, and establishing an operating organization.

Based on the results of the case review in this handbook, the following specific policy strategies for promoting collaborative administration can be presented from the perspective of local governments:

Public sector participants and officials in charge should clearly understand the concept and scope of recent collaborative public administration so that they can promote it. While existing collaborative public administration mainly refers to cooperative activities between public sector actors, the need to expand the scope of collaborative public administration has recently emerged in accordance with diversification of administrative demands and active private participation in policy development. Therefore, participants in collaborative administration should not be limited to the public sector. More education and additional promotion are needed around the concept of expanded collaborative public administration with private sector partners.

Improving legal and support systems at the local government level is required to promote and perform collaborative public administration. Lack or absence of the systems related to promoting collaborative public administration can be an obstacle to encouraging and performing collaboration among participating subjects. In this context, local governments should ensure that the project proceeds smoothly through the enactment and revision of self-government ordinances related to the collaboration. Organizations (e.g., exclusive organization, intermediate support organization, etc.) or manpower for collaborative public administration need to be secured to provide active administrative support in the process of promoting projects.

The foundation needs to be laid to secure the sustainability of collaborative projects. Through case reviews, this handbook selected and examined only cases that secured some degree of innovation and sustainability. Taking into consideration all local governments in the Republic of Korea, very few collaborative cases have secured these attributes. This suggests that measures are needed to secure innovation and sustainability in the collaborative public administration. Collaboration between public sector actors or between public and private actors is needed to solve critical issues and generate continuous policy effects. For this to be achieved, specific project results need to be continuously derived. Specifically, strategies such as encouraging the private sector to establish associations/corporations and to generate results through these organizations can be effective. This can prevent the cooperative public administration from staying in a one-time project mode and keep local governments from being overloaded with new tasks for a short period of time.

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