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## ORIGINAL ARTICLE

# Community Social Service and Public-Private Partnership

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## ABSTRACT

This study presents considerations for the provision of social services in the form of public-private partnerships in each region of South Korea. After identifying which local governments provide social services in the form of public-private partnerships I investigated how the public and private sectors that provide these services perceive such partnerships. To this end, in-depth interviews were conducted on public servants and workers in private welfare centers in Gangdong-gu, Seoul; Nam-gu, Busan; Jangseong-gun, Jeollanam-do Province; and Cheongju-si, Chungcheongbuk-do Province, focusing on the Community Associations of Social Welfare, Hope Welfare Supporters, Dong as a Hub of Welfare project, and Public-Private Partnership cases.

The results of my analysis reveal that it is necessary to adopt a two-track approach by distinguishing between “finding” and “supporting” those in need of help in order to effectively provide social services. Furthermore, the task of providing social services to people with diverse needs cannot be done solely by the public or private sector; rather, cooperation between both is necessary. In particular, this study found that local public servants must perceive public-private partnerships more positively.

### <Key-words>

Social services, public-private partnerships, local governments

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## I . Introduction

Social services refer to programs and activities designed to pursue individual development and improve the welfare of people in a community. They include financial and social aid for those who cannot satisfy these needs on their own. Social services are also referred to as human services or welfare services,<sup>1)</sup> and such activities indicate planning, organizing, developing and managing programs for people as well as providing direct community services.

Social services in South Korea are, in many cases, planned by central governments and provided by local governments.<sup>2)</sup> When the scope of welfare expands and relevant systems and recipients increase, each local government has its own regional conditions, making it more complicated to provide social services for people with diverse needs. Since social services are delivered locally under the order of central governments—metropolitan local government (Sis, Dos), primary local government (Sis, Guns, Gus), and subordinate administrative agencies of local governments (Eups, Myeons, Dongs)—the positions and perspectives of many actors involved in social services vary greatly.

Thus, this study is conducted based on the following concern: How do Sis, Guns, Gus, Eups, Myeons, and Dongs, which provide social services in South Korea, perceive social services and public-private partnerships? To achieve this, in-depth interviews were conducted on local public servants and workers in private welfare centers.

## II . Community Social Service System in South Korea

### 1. Level of Local Administration in South Korea

South Korea uses a multi-tier system of local administration. The local government level, which has legal authority, is two-tiered and the local administration level, which enhances efficiency of administration, typically has a three-tier structure.

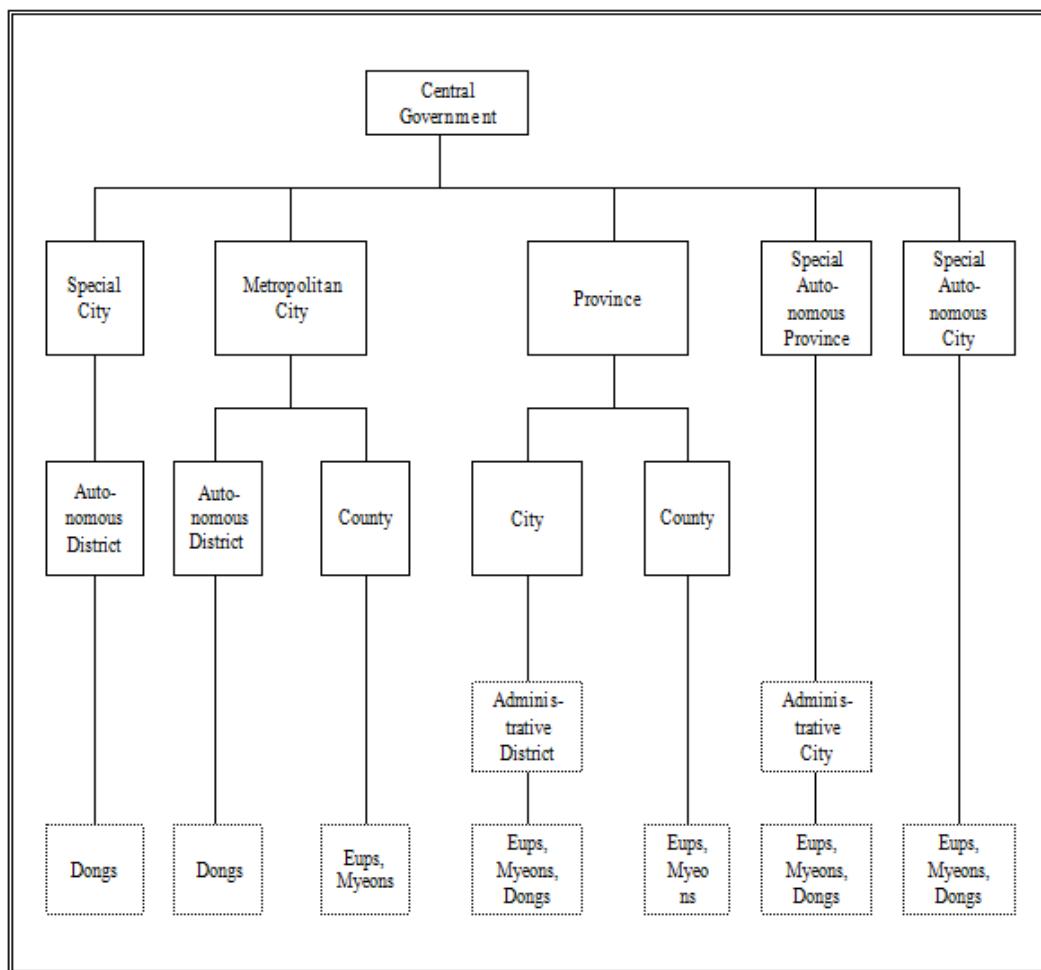
The local government's two-tier structure includes (1) metropolitan local governments composed of Sis (special city and metropolitan city), Dos (province and special autonomous province), and (2) primary local governments composed of Sis (city), Guns (county), and Gus (district). The local administration level is classified by population and urbanization rate and includes sub-levels of Eups (town), Myeons (township), and Dongs (neighborhood).<sup>3)</sup> As of September 1, 2014, South Korea consisted of 8 metropolitan Sis (including Sejong-si), 9 Dos (including Jeju-do), 75 primary Sis, 83 Guns, 69 Gus, 216 Eups, 1,196 Myeons, and 2,076 Dongs.

<sup>1)</sup> Yoon Youngjin, et al. (2011) Social Service Policy. Seoul: House of Sharing.

<sup>2)</sup> Kang Hyegyu, et al.(2013) A Study on the Reform of the Welfare Delivery System of Local Governments. Seoul: KIHASA.

<sup>3)</sup> Seo Jaeho(2013) A study on the Participation of Local Autonomous Activities and Sense of Community : Based on the Survey of Citizens who are living in the Boundary of 4 Community Centers in Busan Metropolitan City.

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Source : Keum(2014: 45)<sup>4)</sup> , Ryoo et al(2014: 5)<sup>5)</sup>

<Figure 1> Structure of Local Administration System in South Korea

## 2. Social Services of Local Governments

The Community Associations of Social Welfare and Hope Welfare Supporters are organized within the Sis, Guns, and Gus of South Korea, where the public and private sectors provide social services based on cooperation and the role of Dongs is emphasized.

First, Community Associations of Social Welfare are public-private organizations made up of private agencies and Sis, Guns, and Gus that are in charge of establishing a community welfare plan for the region. In other words, before local governments establish a community welfare plan for their region, they listen to the ideas of private welfare centers and include some of these ideas in the final plan. Community associations of social welfare have been implemented nationwide since August 2005. They deliberate or propose the community welfare plan as well as other important matters regarding social welfare services within their jurisdiction and help to strengthen

<sup>4)</sup> Geum Changho(2014) Local Administration System Reform Initiative of United Korea.

<sup>5)</sup> Ryoo Youngaa, et al(2014) A Case Study on the Making of the Basie-Level Resident Council in Korea: Lessons Drawn from the Pilot Project of the YangChon-Eup Village Resident Council.

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cooperation among social welfare services and health and medical institutions and organizations.

Second, the Hope Welfare Supporters Groups are organizations that support welfare services at the offices of Si, Gun, and Gu, mostly in charge of case management of households in crisis. Those in crisis can either directly request help or report their neighbors in crisis to the offices of Si, Gun, and Gu, centers of Eup, Myeon, and Dong, or the Ministry of Health and Welfare (MW) Call Center 129. These agencies will then be able to fulfill the welfare needs of these individuals through customized welfare services. The Hope Welfare Supporters were established in Sis, Guns, and Gus in May 2012 and are operated according to regional conditions. These organizations identify welfare recipients with complex needs and provide public support or connect them to private services. Moreover, they are considered integrated social service organizations in charge of managing local resources and the visiting services business, while also playing a pivotal role in providing region-based integrated services.

Third, the Dong as a Hub of Welfare Project highlights the fact that there are many social services provided by the centers of Eup, Myeon, and Dong. As of 2014, 16 central governments (e.g., MW; Ministry of Land, Infrastructure, and Transport; Ministry of Culture, Sports, and Tourism; Ministry of Agriculture, Food, and Rural Affairs) support 289 social services that are directly provided by Eups, Myeons, and Dongs. Central governments have developed various welfare projects according to the characteristics of each department (e.g., national basic living security, support for near-poverty groups, support for single-parent families, emergency aid and support, basic senior pensions, Bogeumjari Housing, Cultural Voucher, and providing education expenses for low-income group), and have been providing support for welfare recipients. In fact, the centers of Eup, Myeon, and Dong are the ones that investigate and verify welfare recipients, support them, and deal with civil complaints.

It is particularly difficult for Dongs with average more than 20,000 residents to provide so many social services directly. There may be issues of redundancy, omission or bias of social services; welfare “blind spots” that fail to meet the legal requirements to receive social services; and insufficient systems of connection between those in need of help and those who provide resources. For example, in May 2013, one social welfare public servant at a Dong in Seoul was taking care of 658 welfare recipients and dealt with 180 welfare tasks on average.<sup>6)</sup> In one Dong of Gangneung-si, Gangwon-do Province, the total number of welfare tasks added up to 2,948 in one month, and the maximum number of civil complaints a day was 179.<sup>7)</sup> As such, the aim of Dong as a Hub of Welfare Project is to enable the delivery of social services to be more “Dong-centered” by reducing both simple administration tasks and personnel while strengthening Dongs’ welfare functions by adding more welfare personnel. Now, welfare recipients in need of help or their neighbors

<sup>6)</sup> The Kukmin Ilbo. 2013. 5. 31.

<sup>7)</sup> The Kangwon Ilbo. 2013. 5. 28.

can visit a Dong center and apply for social services without needing to know which department is relative to their specific needs, as the Dong will connect them to the relevant department.

The project also includes the creation of a Welfare Head of the Dong system, which appoints social welfare public servants as heads of the Dongs. The project also provides Welfare Coordinators for the centers, and organizes a Dong Community Welfare Association to enable cooperation between public and private sectors.

### III. Case Study and Perceptions of Public-Private Partnerships

#### 1. Target Areas

Gangdong-gu, Seoul, an area with no companies or universities within the jurisdiction, was investigated based on a literature review and in-depth interviews conducted in May and June 2013 with a team manager at the office of Gangdong-gu, a social worker at the Seoul Welfare Center for the Disabled, and a team manager at Gangdong-gu Social Welfare Center.<sup>8)</sup>

Nam-gu, Busan, a place of refuge during the Korean War, was investigated based on a literature review and in-depth interviews conducted in June 2013 with an action officer at the local government office of Busan Nam-gu, a department head at Busan Namgu Welfare Center, and a team manager at Busan Namgu Senior Welfare Center.<sup>9)</sup>

Jangseong-gun, Jeollanam-do Province, a rural area with many senior citizens and multicultural families, was investigated based on a literature review and in-depth interviews conducted in June 2013 with an action officer at the local government office of Jangseong-gun, a general affairs team manager at Jangseong-gun Multicultural Family Support Center, and a manager at Jangseong-gun Youth Counseling & Welfare Center.<sup>10)</sup>

Cheongju-si, Chungcheongbuk-do Province, took on its current form after Cheongju-si and Cheongwon-gun were combined on July 1, 2014. Cheongju-si manages various social services programs and is allocated a great deal of welfare budget since the mayor of Cheongju-si is significantly interested in social welfare services. Cheongju-si was investigated based on a literature review and in-depth interviews conducted in July 2013 with an action officer at the local government office of Cheongju-si, a team manager at Cheongju Welfare Foundation, the director of Cheongju Bukbu Social Welfare Center, the director of Cheongju Sannam Social Welfare Center, and a full-time secretary at Cheongju-si Community Association of Social Welfare.<sup>11)</sup>

#### 2. Community Associations of Social Welfare

The Gangdong-gu Community Association of Social Welfare is a public-private

<sup>8)</sup> Gangdong-gu(2013) Inside Data. Seoul: Gangdong-gu.

<sup>9)</sup> Nam-gu(2013) Inside Data. Busan: Nam-gu.

<sup>10)</sup> Jangseong-gun(2013) Inside Data. Jeollanam-do Province: Jangseong-gun.

<sup>11)</sup> Cheongju-si(2013) Inside Data. Chungcheongbuk-do Province: Cheongju-si.

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organization that consists of 15 members and hosts quarterly meetings. Its joint chairmen are the Vice Mayor of Gu and a private commissioned member.

The Busan Nam-gu Community Association of Social Welfare is a public-private organization consisting of 20 members; however, it is not actively operated because it lacks a full-time secretary. Its joint chairmen are the Mayor of Gu and one private commissioned member.

The Jangseong-gun Community Association of Social Welfare is a public-private organization consisting of between 10 and 20 members. Its joint chairmen are the County Governor of Gun and one private commissioned member.

The Cheongju-si Community Association of Social Welfare is a public-private organization that consists of between 15 and 20 members and hold meetings monthly, along with “welfare festivals.” The welfare plans of Cheongju-si are established every four years. Its joint chairmen are the Mayor of Si and one private commissioned member. Its full-time secretary is the Chairman of the nationwide Community Associations of Social Welfare, and thus the Cheongju-si Association’s activities are carried out actively.

### 3. Hope Welfare Supporters Groups

The Gangdong-gu Hope Welfare Supporters Group was established at the end of April 2012 to provide customized, integrated case management services for people in crisis and those who are considered the vulnerable class. Led by the Gangdong-gu Hope Welfare Supporters, the Gangdong-gu Hope Welfare Network was established in 2013 to provide full-scale public-private partnership welfare services.

The Busan Nam-gu Hope Welfare Supporters Group was established in April 2012 to provide integrated welfare services by finding families in crisis within the jurisdiction. In February 2014, 2,000 copies of a book that contained the performance and cases of the Hope Welfare Supporters Group were distributed in an effort to attract and secure volunteers and supporters’ organizations.

The Jangseong-gun Hope Welfare Supporters Group was established in April 2012 in an effort to manage, prevent, and overcome poverty within the low income group. It was selected by the MW as an outstanding Hope Welfare Supporters Group during its evaluation of nationwide welfare policies in November 2012. The group received a citation and prize money (30 million KRW).

The Cheongju-si Hope Welfare Supporters Group was established in April 2012, providing not only social services but also other services such as employment, health care, education, housing and legal services for welfare recipients with complex needs. Moreover, it provides services such as resource management and visiting services to offer integrated social services.

#### 4. Dong as a Hub of Welfare Project

When low-income residents seek advice at a Dong center, the “Dong as a Hub of Welfare project” investigates their needs and connects them with service providers within the region. During the in-depth interview, the team manager at the office of Gangdong-gu stated: “We’re talking about this Dong as a Hub of Welfare Project, but since we reduced the 20-something workers at the center down to 12-14 workers in 2,000 and completed the transfer of control over some functions to the Gu office, we no longer have sufficient staff to provide Dong-centered social services. In Gil-dong, Gangdong-gu, 20 workers are taking care of 50,000 residents. It is difficult for Dong to be in charge of providing social services as well, especially in this kind of situation.”

In addition, the action officer at the office of Busan Nam-gu stated: “Since the size of Dongs in Nam-gu, Busan, are all different, it is difficult to uniformly apply this method of giving exclusive responsibility for resident welfare to Dongs. If this responsibility is to be based on the autonomy of Dongs, wealthy Dongs will have more welfare resources and donators than poor Dongs, causing welfare recipients in poor Dongs to receive fewer benefits and resulting in the rich-get-richer and the poor-get-poorer phenomenon.”

Since there are Eups and Myeons but no Dongs in Jangseong-gun, it is not relevant to the Dong as a Hub of Welfare project. Moreover, since the area is small and does not have many residents, it is more efficient for the Gun office to be in charge of welfare tasks, according to the executive secretary at the office of Jangseong-gun.

The action officer at the office of Cheongju-si stated: “If this Dong as a Hub of Welfare project is carried forward without a long-term plan, there would be new projects every time the government changes. If welfare staff is suddenly supplemented just to reinforce the welfare manpower of Dongs, there would be an inflow of low-quality workers. Dongs cannot be the hub of welfare without any budget to perform welfare tasks.”

#### 5. Best Practices in Each Region

The Gangdong-gu Hope Welfare Network was organized in February 2013 after the 18 welfare and other relevant organizations in the jurisdiction as well as resident organizations signed an memorandum of understanding (MOU) centering on the local government office of Gangdong-gu. Resident organization members, visiting welfare workers, pharmacists, religious people, and entrepreneurs within the region were then appointed by the Dong center to “find welfare recipients” and “deliver welfare or financial services.” As a result, the monthly average of cases of finding welfare recipients went from 7.6 before building the public-private partnership to 19 currently. However, the team manager at the office of Gangdong-gu pointed out that “it is difficult to provide support even if we find homes in crisis unless we have sufficient systems to support them. It is a problem that we only find so many cases without securing enough systems for support.”

The Busan Nam-gu ON (온) Integrated Project is a plan to increase resident participation in welfare through the following two actions: (1) The head of the Dong was

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appointed as an “ON Finders” in 2013 to identify underprivileged groups. The office of Busan Nam-gu offered necessary education, and gave the head of the Dong the duty to contact the Gu office when he finds such people. (2) The Hope Link community project was established as a way for residents to help other residents. That is, the residents collect small donations for underprivileged children to buy school uniforms and receive donations of unused supplies.

The Jangseong-gun Community Youth Safety (CYS-Net) is mostly run by the offices of Si, Gun, and Gu in other regions, but in Jangseong-gun it is led by the Youth Counseling & Welfare Center. Meetings are held monthly by connecting the Gun office, the office of education, police station, and the Youth Counseling & Welfare Center to provide solutions for adolescents that are facing difficulties. The public servants of the Gun office visit the potential recipients and discuss their circumstances during case management meetings of the Hope Welfare Supporters Groups in an effort to find various solutions.

The Cheongju Welfare Foundation was established in 2012 with the investment of 5 billion KRW by Cheongju-si. To avoid redundant roles with the existing private welfare center, the foundation does not carry out welfare projects directly or conduct fundraising campaigns; rather, it supports the private welfare center, provides professional education, and evaluates the social services that are needed in Cheongju-si. Cheongju-si public servants and private welfare center workers are dispatched to the Cheongju Welfare Foundation for one year each to communicate, collaborate, and build a network. The advantages are that the public and private sectors can work together to understand each other’s positions and tasks while also sharing information and discussing new ideas with each other. In the long run, the foundation plans to connect the public and private sectors to accumulate data, share information, and build a network, thereby providing social services that distinguish Cheongju-si.

## 6. Perceptions on Public-Private Partnerships

### 1) Gangdong-gu, Seoul

In response to the redundancies and omissions of social services due to a lack of information sharing between the public and private sectors, Gangdong-gu is working to develop a “public-private joint establishment and use of integrated welfare service data” to prevent these redundancies and omissions. By building the “visiting services business cooperative system,” the Gu office, Dong center, and private welfare center will be able to share data and pay a joint visit when necessary, as well as register outcomes on the “integrated social welfare management system.”

Regarding the public-private partnership, the team manager at the local government office of Gangdong-gu took a negative position, while the social worker in Seoul Welfare Center for the Disabled and the team manager at Gangdong Social Welfare Center both took a positive position, indicating that there is a gap in the position between the public and private sectors. The social worker in Seoul Welfare Center for the Disabled explained:

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"We began to do this as the government began to use the term case management for the casework that had been previously carried out by private welfare centers. While supporting welfare recipients, private welfare centers also wanted to change the environment so that the recipients can stand alone. But now the government (public) holds the integrated case management meetings where they decide on necessary details and connect them to resources. Social services that had been provided by private welfare centers are now provided by the government. For public-private partnership to work well, the most necessary thing is for private welfare centers to enthusiastically help the Gu offices when they request it, and build trust. If those who helped are awarded a mayoral citation, they are much happier to help."

The team manager at Gangdong Social Welfare Center said: "Private welfare centers do not have the information on the income or family situation of welfare recipients, whereas the Gu offices are aware of accurate information such as means tests and dependents; thus, it is helpful for the public and private sectors to share information."

### 2) Nam-gu, Busan

The "project utilizing volunteer groups" involves volunteer groups that repair the houses of low-income residents. It also serves these low-income residents through a public-private-army partnership based on an MOU with the Busan naval base (e.g., haircutting services, improving worn-out electric installations, repairing buildings) and provides lifelong education for residents (e.g., taekwondo, English, Chinese). To improve the quality of social services, of the Gu office hosts the Public and Private Social Welfare Workshop every year in which social welfare public servants of the Gu office and Dong center as well as social workers of private welfare centers participate. During the workshop, participants share their know-how for case management as well as techniques to deal with civil complaints between the public and private sectors, and discuss methods for creating and sustaining public-private partnerships.

Regarding the public-private partnership, the action officer at the office of Busan Nam-gu took a negative position, while department head at Busan Nam-gu Welfare Center and team manager of Busan Nam-gu Senior Welfare Center both took positive or negative position, showing a difference in perception between the public and private sectors. The action officer at the office of Busan Nam-gu stated: "Private welfare centers perceive case management as their own duty. Now the public sector is also carrying out case management, but private welfare centers are not acknowledging that. There is no innocent volunteer or donation; those who want something from the office of Busan Nam-gu are, in the end, those who volunteer and make a donation. There are no good feelings toward private welfare centers."

The department head at Busan Nam-gu Welfare Center stated: "The Gu office and the private welfare center have a close relationship. The Gu office guides and inspects the private welfare center, gives subsidies, determines whether or not to maintain

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consignment, and thereby influences the private welfare center. The private welfare center has programs running every day and hosts many events, so it is tough when we are requested to draw up some documents all of a sudden and send within the day. It would be helpful if there was a system to share information among private welfare centers. The Gu office can create this system for private welfare centers to participate along with the Gu office. That would be great.”

The team manager of Busan Nam-gu Senior Welfare Center stated: “Public servants in the Gu office change too frequently, so it is difficult to maintain trust or cooperative relationship. Private welfare centers have carried out case management for a long time, but now the Hope Welfare Supporters Groups of the Gu office are doing case management, so there is an issue of overlapping territories. What we need is for the Gu office to provide information necessary for private welfare centers to carry out case management and create systems that are needed, but I do not understand why the Gu office is also doing case management. Private welfare centers have never had trouble finding resources required by the region, but it will not be easy for the Gu office since it has never done it. Social workers of private welfare centers are treated more poorly than social welfare public servants of the Gu office, but the media is only interested in social welfare public servants working in the offices of Gu or Dong centers.”

### 3) Jangseong-gun, Jeollanam-do Province

The Jangseong-gun Community Solidarity for Protecting Women and Children project was selected as an outstanding organization by the Ministry of Gender Equality and Family (MGEF) in December 2013. The project is a community “safety net” based on a public-private partnership, run by 244 local governments nationwide since 2010. In Jangseong-gun’s Community Solidarity for Protecting Women and Children, a committee was formed among the police station, office of education, Youth Counseling & Welfare Center and residents, carrying out various crime prevention education programs and campaigns, publicity events, assistance in commuting to school, safety maps for children, and reorganizing crime-ridden districts.

Regarding the public-private partnership, the action officer at the office of Jangseong-gun, general affairs team manager at Jangseong-gun Multicultural Family Support Center, and manager of Jangseong-gun Youth Counseling and Welfare Center all took a positive position, proving that small rural areas are more enthusiastic about public-private partnerships. The action officer at the office of Jangseong-gun stated: “Jangseong-gun is a small region so there is no private welfare center, only small private centers. With a small area and many senior citizens, it is difficult to provide services if public-private partnerships are not working properly, which makes us cooperate more. It is inconvenient that both the Gun office and private center do not have money for business expenses. The MW is telling the public servants of the Gun office to do case management, but it is something the private center has been doing for a long time with

their own know-how. So even if public servants start doing case management now, they will not be able to do it as intensively as the private center. It would be better for both parties to acknowledge the private center's territory and let the Gun office do the things they can do."

The general affairs team manager at Jangseong-gun Multicultural Family Support Center stated: "In Jangseong-gun, public servants, private center workers, and residents are all from this region, all related with regionalism, school ties, and blood relations. So they know one another and can cooperate very well. That is the biggest power of Jangseong-gun. If we request help from the Gun office when necessary, they help us out a lot. They cannot provide financial support since they do not have money either, but they search for information, try to connect us to resources, send official documents for us, and help us out in many ways. Jangseong-gun has many senior citizens, and they show interest in multicultural families and try to help them. There are many multicultural families in the countryside."

The manager of Jangseong-gun Youth Counseling & Welfare Center stated: "The Gun office and the private center call each other 2-3 times a day and meet frequently. The Gun office tries to help the private center a lot, and vice versa. There are no difficulties at all regarding the Gun office. We share our ideas with each other. We had a hard time because there was no place to ask for help when establishing the private center. The Gun office did not know much about establishing a private center either, so we visited the private centers of other regions to ask questions. I hope the Gun office or the provincial government will set up guidelines for establishment and operation of private centers. Since it is a private center, we have to separately create an electronic approval system and accounting system. But it would be efficient for the public and private sectors to share the information system that is already used in the public sector."

#### 4) Cheongju-si, Chungcheongbuk-do Province

In March 2014, Cheongju-si established the Emergency SOS Supporters Group to find and support the underprivileged people in welfare "blind spots." Households in crisis are found in connection with public agencies (e.g., Cheongju-si, Cheongju Job Center, Cheongju Office of Education, National Health Insurance Corp. Dongbu/Seobu Branch, Korea Electric Power Corporation Cheongju Branch, Chungcheong Energy Service), private agencies (e.g., Community Chest of Korea, Cheongju Welfare Foundation, six private welfare centers, social welfare councils, Community Self-sufficiency Assistance Centers, child protection institutions, volunteer centers, health care centers, 13 local children's centers), and medical institutions (e.g., Chungbuk National University Hospital, Hyosung Hospital). The subjects include families who have had their electricity, water, and/or gas cut off, families with overdue health insurance premiums, families who have recently been rejected from the national basic living security or those rejected because one of the applicants did not meet the duty-to-support requirements, and

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children that are poor, neglected, and/or underfed.<sup>12)</sup>

Regarding the public-private partnership, the action officer at the office of Cheongju-si, team manager at Cheongju Welfare Foundation, director of Cheongju Bukbu Social Welfare Center, director of Cheongju Sannam Social Welfare Center, and full-time secretary at Cheongju-si Community Association of Social Welfare all took a positive position, indicating that regions with great interest in welfare tended to need public-private partnerships. The officer at the office of Cheongju-si (A) stated: "If Cheongju-si is combined with Cheongwon-gun, it will become a huge city and thus increase the demand for social services, therefore it is necessary to combine the advantages of the public sector with the advantages of the private sector. Both the public and private sectors need each other."

The team manager at Cheongju Welfare Foundation stated: "Social services are too complicated and massive in terms of contents for the government (public) to take charge, so the private sector has been responsible for that. But now the government (public) is to be doing case management, which may lead to overlapping tasks. We need to find resources around Cheongju-si and connect them to those in need. If social welfare public servants and private welfare center workers in Cheongju-si receive education together, it would be great because they would build a network and better understand each other."

The director of Cheongju Bukbu Social Welfare Center stated, "We are emphasizing the public and private sectors, but we also need to connect private and private. There are characteristics of regions of which the private welfare center is in charge. It would be great if the public played a pivotal role and promoted private-private partnerships. Rather than giving citations from private welfare centers to model sponsors, it would be more honorable for them if they are given mayoral citations."

The director of Cheongju Sannam Social Welfare Center stated: "We need a network among private welfare centers such as social welfare centers, senior welfare centers, and welfare centers for the disabled. The private sector refers to case management as personally visiting welfare recipients, providing necessary services and striving to change the environment. But the public sector refers to it as finding welfare recipients who need help. In terms of the territory of case management, the public sector cannot keep up with the private sector. The public and private sectors must be aware of their own limitations and help each other. They must share the information they have and receive education together."

The full-time secretary at Cheongju-si Community Association of Social Welfare stated: "The MW created a law that enforces the establishment of the Community Associations of Social Welfare, but they are actually not examining what these Community Associations of Social Welfare are doing and how. The public and private sectors must more actively exchange information on welfare resources in Cheongju-si. Welfare resources are limited,

<sup>12)</sup> Asia News Communication. 2014. 3. 20.

so if we do not take measures, it will be difficult to provide social services for local districts that are not in the capital areas."

#### IV. Discussion and Implication

This study presents cases of public-private partnerships in Gangdong-gu, Seoul; Nam-gu, Busan; Jangseong-gun, Jeollanam-do Province; and Chungcheongbuk-do Province by focusing on transmission of social services. By conducting in-depth interviews with local public servants and workers in private welfare centers, this study suggests considerations for public-private partnerships that are necessary to provide social services in local areas.

While conducting in-depth interviews for research, it was discovered that residents in each region perceive "welfare" as synonymous with "autonomy." In other words, the interviewees stated that if residents obtain the competency to govern the region themselves, they must use that competency to help those in need. The fact that residents perceive welfare and autonomy equally indicates that they are demanding a paradigm shift from the MW, which emphasizes "community welfare," and the Ministry of Security and Public Administration (MOSPA), which emphasizes "local autonomy."

The cases of Community Associations of Social Welfare, Hope Welfare Supporters Groups, Dong as a Hub of Welfare project, and public-private partnerships within the Sis, Guns, Gus, Eups, Myeons, and Dongs of South Korea include activities that find welfare recipients in need of help and connect them to the appropriate aid resources. In other words, the key is to actively "find" families in crisis near the residents and "support" necessary services.<sup>13)</sup>

However, legal and institutional improvement is necessary in order to actively provide social services. For example, 86.0% of the total MW budget is cash from the original budget in 2013, limited to cash grants such as expenditures related to national basic living security (45.1%), childcare subsidies (21.4%), and senior life subsidies (19.1%).<sup>14)</sup> As the portion of cash grants for welfare recipients increased, the MW focused on exposing dishonest recipients and has not made a sufficient effort to improve the law or institutions for social services. In fact, as a result of conducting in-depth interviews, many criticized that the public offices (i.e., Sis, Guns, Gus, Eups, Myeons, and Dongs) are currently focusing only on "finding" welfare recipients rather than improving the systems to "support" them. Welfare "blind spots" commonly refer to the underprivileged people who cannot receive help from the existing law and system. They are in need of help but either (1) cannot apply for and receive help because they do not know how, or (2) they have applied for help but cannot receive it because there is no relevant law or system. For those

<sup>13)</sup> Yang Giyong(2012) Compatibility of Market and Publicness in Community Service Innovation Program of South Korea.

<sup>14)</sup> Lee Jaewon(2014) A Study on the Intergovernmental Fiscal Relationship for Sustainable Welfare State. Seoul: The Korean Association for Local Government Studies.

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who do not know how to get help, it is necessary for public offices to “find” these people within the welfare blind spots. In addition, it is necessary to “support” those in welfare blind spots by creating relevant laws and systems. Thus, it is necessary to take a two-track approach by distinguishing the act of “finding” welfare recipients from “supporting” them. Even if welfare recipients are “found,” they can still be neglected again unless there is a law or system to actually “support” them.

For social services to further develop in the future, the public offices of Sis, Guns, Gus, Eups, Myeons, and Dongs must share a positive perception of public-private partnerships. Some local public servants perceive public-private partnerships negatively, often criticizing that the services provided by the private sector are limited in terms of supply while goods are supplied without accurate information on each welfare recipient, even though the private sector has provided social services for decades. Similarly, some private welfare center workers complain about the attitude of public servants. In other words, the government (public) is just depriving the private sector of the job of providing welfare services that has been done in the private sector for decades. The government (public) also considers private welfare centers as agencies that must be supervised rather than acknowledging them as equal partners. Private welfare center workers also complain that the public sector does not want to share its computer network system to create information on welfare recipients, but still demands information from private welfare centers. In fact, the government (public) is aware of information on welfare recipients (e.g., income, assets, dependents) even though private welfare centers in some regions have directly carried out activities (e.g., actual interaction with family dependents, checking daily life by visiting the homes). Thus, it can be assumed that connection and cooperation between the public offices of Sis, Guns, Gus, Eups, Myeons, and Dongs and private welfare centers may produce positive synergy effects.

This study is significant in that it analyzed the cases of public-private partnerships related to social services in South Korea and investigated the perceptions of these partnerships by workers in both the public and private sectors. However, this study is limited in that it did not review relevant theories or previous studies, the target case area is limited, and a systematic case analysis was not conducted. It is expected that future research will complement the limitations of this study.

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