Abstract

A Study on Measures to Innovate Education Welfare Governance

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The purpose of this study is "to satisfy democracy and efficiency of decision making and managing and contribute to foundation furtherance of realizing education welfare through innovation of education welfare governance which is sustainable in terms of recipients and is able to receive improved services of education welfare." This study deals with following issues.

Firstly, what is the definition and analytic model of education welfare governance corresponding to features of education welfare policy of Korea? Secondly, what is current status of overall establishment and management of education welfare governance of Korea and what are influencing factors? Thirdly, what are strong and weak points of governance of main education welfare policies which are now establishing and managing? Fourthly, how should be the education welfare governance innovated in the future?

In this study preceding researches, theories related to education welfare and governance are analyzed. Also, the examples of each country are analyzed and implications are deduced. Delphi survey, focus group interview(FGI) and advisory meeting with experts are used as research methods, either.

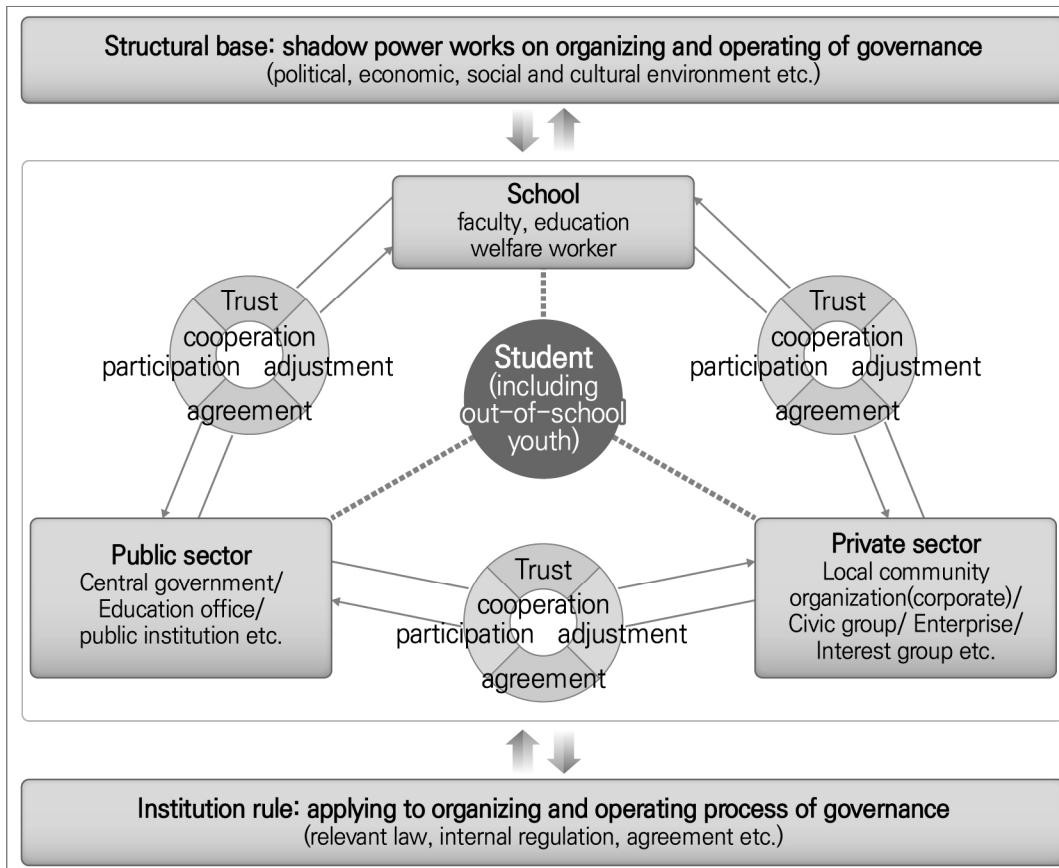## 1. Definition of education welfare and analytic model

The education welfare is essentially education problem and its fundamental idea is "equality in education." That is, based on conditions of country and society and nationwide sympathy, the country and society try to resolve and prevent from inequality and being excluded in education with criteria of beneficiary and level which are reasonably agreeable. The education welfare governance is an operating system which lets various entities including school cooperate in order to realize education welfare. Based on results of Delphi of experts this study defines the definition of educational welfare governance according to target, goal, contents, principal agent and method.

〈Definition of education welfare governance〉

- (Target) All school age children and youth including preschool child, elementary and secondary school students
- (Goal) Securing in reaching basic education level which is socially agreed and supporting them to live as independent citizen through realizing their potential
- (Contents) Resolving and preventing from inequality and being educationally excluded caused by social, economic and cultural elements during entire educational process
- (Principal agent) School, public, private
- (Method) Decision making and executing system of education welfare policy which connects and cooperates flexibly with situations.
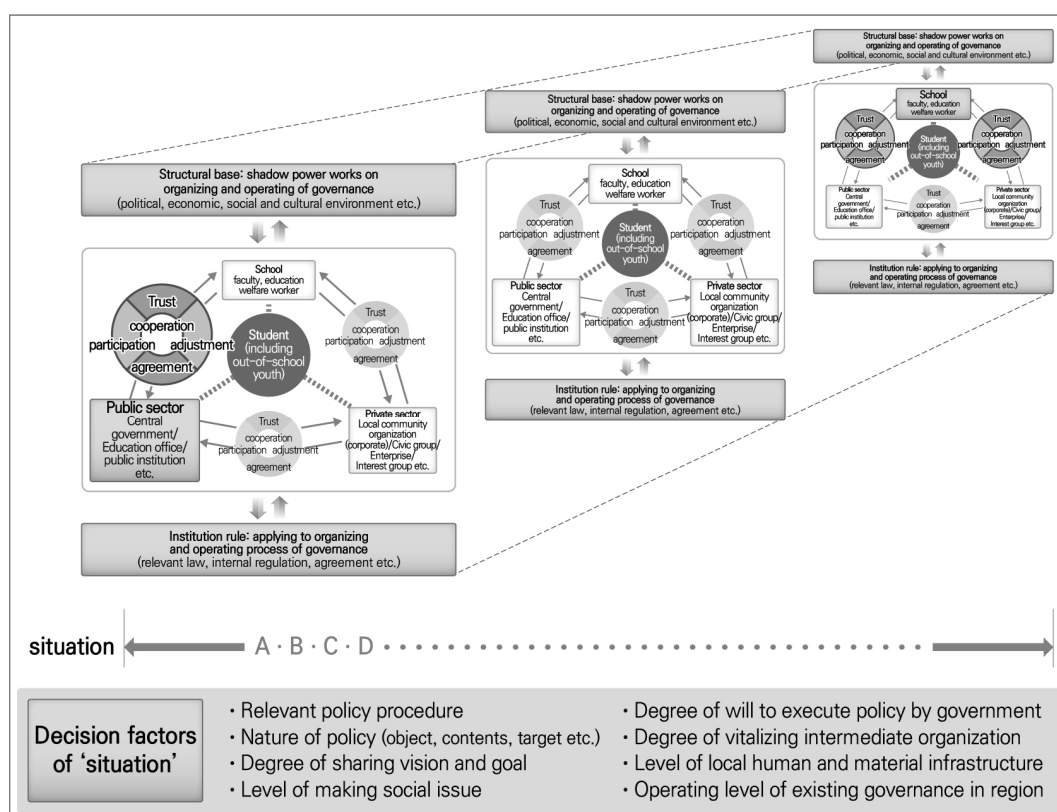
The education welfare governance is a decision making and executing system which lets school, public and private sector connect and cooperate each other

with trust, adjustment, agree and participation. It interacts with 'structural base', that is shadow power which works on organizing and operating of governance such as political, economic, social and cultural environment and 'institutional rule', that is various regulations which apply to organizing and operating process of governance. The picture 1 is the basic system model of education welfare governance which is determined with partial correction of explanations on structural base and institutional rule. They came from a model through Delphi survey.

[Picture 1] A basic system model of education welfare governance

This basic system model is based on the premises that school, public and private sector cooperate each other on the same level. It is only theoretical discussion. Actually cooperating level of specific entity is different according to the situation. Thus, in the education welfare governance the degree of cooperation of participating entity should be flexibly established and operated according to the situation in order to secure democracy and efficiency of relevant projects. In this sense based on the basic system model 'governance model of education welfare with flexible situation' is suggested. Initially the situation in this phrase meant that it belongs to which level out of policy procedure and what kinds of object and contents included in the relevant policy.

[Picture 2] Governance model of education welfare with flexible situation

However, the result of analyzing reality of operating education welfare governance confirmed that the change such as cooperation degree and attitude of entity is affected not only by initially suggested policy procedure or features of relevant policy but also by more various factors. Most of all, degree of sharing vision and object, level of making social issue, degree of willing to execute policy by government, degree of vitalizing intermediate organization, level of local human and material infrastructure and operating level of existing governance are such factors. Thus reflecting them the picture 2 is the finally defined 'governance model of education welfare with flexible situation.'

Meanwhile in terms of governance of education welfare with flexible situation, the analytic frame is developed to analyze real operating cases of education welfare projects. Especially in consideration of various situations of education welfare projects and relevant governance, after composing areas and fields which can be detailed and generalized, it can be used selectively. To be concrete there are such 6 areas as principal agent, institutional rule, structural base, operation(system/process) and outcome and 29 factors in the analytic frame.

〈Table 1〉 Analytic frame analyzing cases of education welfare policies

Area	Factor	Area	Factor
① Principal agent	Power to bring up issue	⑤ Operation (system/ process)	Sharing vision
	Power to make decision and execution		Exclusive organization and personnel
	Power to participation·support		Size and stability of finances
	Power to opposit·resist		Official·unofficial cooperative media
② Contents	Purpose·necessity		Delivering system
	Object·goal		Main period of cooperation
	Target		Main method of cooperation
	Program		Royalty of cooperation
③ Institutional rule	(Cooperation) Relevant laws (including order, legislation of self-government)		Conflict resolution

Area	Factor	Area	Factor
	Internal regulation per agent(including business plan)	⑥ Outcome	Duration of business
	Agreement with outside regulation i.e MOU		Degree of achieving goals(efficiency)
④ Structural base	Social·cultural condition		Inclusiveness and satisfaction of targets
	Political·economic condition		Democracy of decision making
	Social relation between participating entities (cooperation, competition, conflict etc.)		Efficiency of project execution
			Outside ripple effects of positive or negative

2. Current status and features of education welfare governance

The focus group interview(FGI) and advisory meeting with experts are carried out for finding out how education welfare governance of Korea is established and operating and what are influencing factors which cause such features as the second problem of this research. As a result there are such four features in Korean education welfare governance as 'provider managed governance' in the area of principal agent, 'business centered governance' in the area of policy contents and structural base, 'segmental and short-term governance' in the area of institutional rules, 'performance and result centered governance' in the area of operation and outcome. Main status, features and influencing factors of each area are shown in the following table. These influencing factors are not working exclusively on education welfare governance, but it should be understood that they are more distinctive in terms of education welfare governance.

〈Table 2〉 Current status, features and Influencing factors of education welfare governance

Current status and features of education welfare governance		Influencing factor
Area and feature	Main condition and contents	
1. Principal agent: 'governance managed by provider'	−Exclusion in the beginning stage: 'top-down governance'	−Agent's participating time in governance −Easiness of approach & exchange by people in charge −Degree of resistance & support by labor union & stakeholder −Whether occurring personal gain per agent −Balance between agents(horizontal relationship)
	−Agents of segmental role: 'bordering management culture'	
	−Resistance & change per interest: 'grabbing rights individually'	
	−Forming power relation between public and private agent: 'situational power dynamic'	
2. Policy contents & structural base: 'business centered governance'	−Nonagreement on concept and purpose: 'education or welfare'	−Degree of understanding and agreement on policy concept and vision −Redundancy of business and target −Sufficiency of regional network source −Political and social interest and topic
	−Segmentation per each business: 'segmental approach without core'	
	−Imbalance based on regional network: 'deepening difference per region'	
	−Change of momentum according to making issues: 'faltering by trend'	
3. Institutional rules: 'segmental & short-term governance'	−Declining in cooperation and exchange due to legal system: 'limit in approaching and sharing information'	−Consistency of applicable act and system to the business −Clarity of roles and business provision −Validity of mission statement and system −Role durability of person who is in charge
	−Role definitions which is hard to find: 'criteria and responsibilities without base '	
	−Incomplete system of supporting governance: 'Incomplete support on network and cooperation'	
	−Rupturing of knowhow due to official personnel management system: 'disappearing expertise'	
4. Operation & outcome: 'performance & result centered governance'	−Absence from regular delivery system and designated organization: 'loss in durability and systemicity'	−Durability(safety) of delivering system and designated organization −Power and autonomy of local related to operating budget −Suitability of method and goal of policy outcome checking −School competence in integration and realization of businesses
	−Short-termism of performance centered per business: 'connecting with artificial network'	
	−Securing power of local government for integrating businesses: 'tearing down a wall between businesses'	
	−Producing outcomes by internal capability of the school: 'governance not for business but for students'	

3. Strong and weak points of main education welfare policy governance

The Delphi analysis is carried out to select main policies of education welfare, which are to figure out features, strong and weak points of their governance. The target policies are 1) preferential supporting project of education welfare, 2) Wee projects, 3) education supporting projects for multi-cultural students, 4) supporting project of enhancing basic standard of education, 5) all-day caring project. In order to have diversity of analyzing supporting project of enhancing basic standards of education the target project is limited to 'Do-Dream school project' which is mainly promoted by unit school. The analysis is based on literature reviews on policy documents and precedent research papers according to above mentioned model and frame. Additional analysis on the result of focus group interview(FGI) and face-to-face survey on school and education office are partially applied. The results are as follows.

Firstly, the preferential supporting project of education welfare is aiming to 'local governance.' Because it has a designated or comprehensive organization and various levels of connective and cooperative entities. From the beginning this project secured role and function of each unit by continuous advertising and training. It is recognized as a best example which established vision and promoting foundation for policy projects of education welfare in Korea. Especially, in the period of decentralization of power, along with overall reorganization from national oriented to local oriented, it has the advantage of equipping institutional framework. On the other hand since its beginning there have been similar projects, cooperative system between main principal agents is getting weaker.
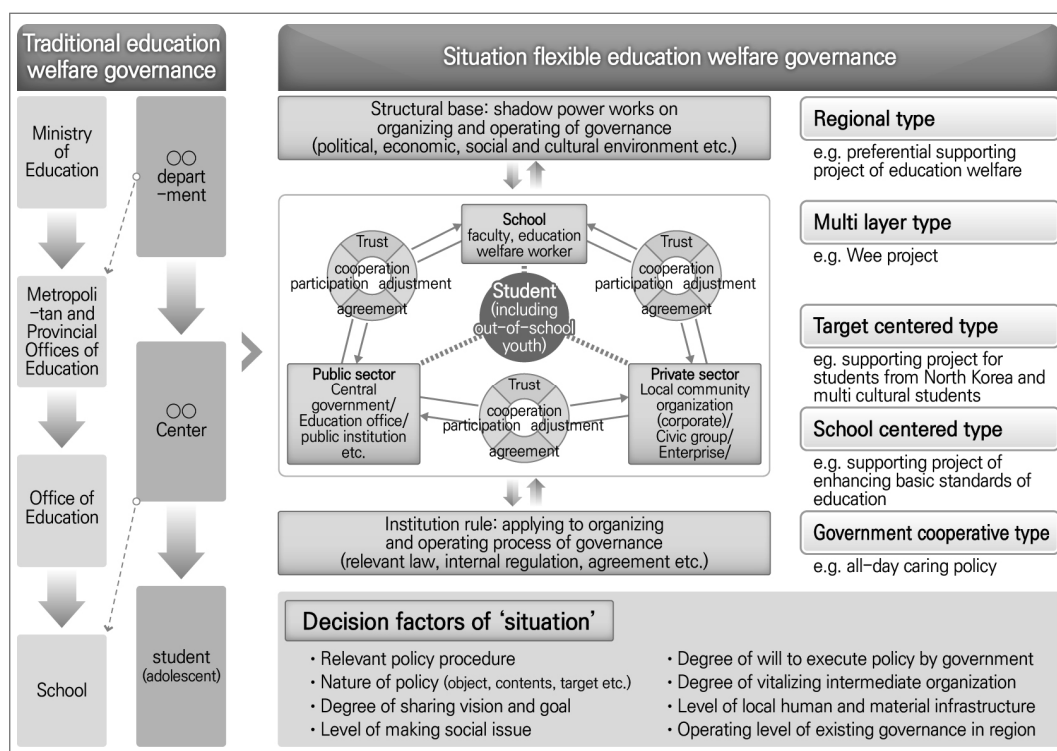
Secondly, Wee project is the 'multi layer governance model' which has officially such layers as 1st(school: Wee Class)-2nd(region: Wee Center)-3rd(city and province:

Wee School). At this point it is well-equipped and stable governance. However, there are such problems as clear sharing of vision and goal, lack of guaranteeing position of various counsellors, expanding of educational connection after counseling. It is because despite of continuing endeavors, there is lack of establishment of relevant laws and there are only institutional disciplines which are equivalent to orders.

Thirdly, the governance of education supporting projects for multi-cultural students is summarized as 'a central government oriented segmental governance with object-centered,'since in the central government there is a connection and cooperation between departments for example joint planning, but it is very superficial in a local level. Especially, even though it lasted more than 10 years, relatively weak institutional disciplines tend to let cooperative work depend on unofficial mechanism. Since a customized support corresponding to local characteristics has been gradually stressed, the governance system is rapidly changed from central government centered system to intermediate structure centered system of the local.

Fourthly, the governance of Do-Dream school project which is a main operating agent as a unit school is summarized as'school centered governance.' It is one of supporting projects of enhancing basic standards. Even though there are multi layer supporting systems such as region, city and province, public and private entities cooperate each other around schools. Especially, it aims for target students centered comprehensive supports which carry out necessary supports and case management with focusing on each student. It also has an advantage of continuously expressing of strong national will to realize them with securing applicable provisions in 'Elementary and Secondary Education Act'and trying to legalize individual law. It is necessary to strengthen governance connection and cooperation for enhancing democracy of decision making and overcoming limitation of human and material resources of individual schools.

Fifthly, the all-day caring policy which aims for establishing local caring environment such as building a local consultative group and control tower, establishment of regulation and expanding caring space looks like a 'government cooperative governance.' The government cooperative governance is carried out in pan-government level and connects scattered existing projects and prepares a compact caring system. Thus, it has an advantage of approaching to a basic problem which is establishing stable local caring environment with strong will of central government to execute. It also has such problems as expansion of sharing vision, conflicts between existing relevant policies and a false sense.

[Picture 3] Classification of education welfare governance based on model of situation flexible education welfare governance

The education welfare governance does not follow traditional delivering system such as a top-down system. It exists in various forms according to such different situation decision factors as promoting principal agent or nature of policy(object, contents, target etc.), degree of sharing vision and object, level of making social issue, government will to execute, degree of vitalizing intermediate organization, level of local human and material infrastructure in region, level of operating governance in region.

There are decision factors of situation according to above mentioned each model. Firstly, the most important decision factor of regional education welfare governance model which is a representative example of preferential supporting project of education welfare is the level of local human and material infrastructure and building condition of compact local network. Secondly, the degree of vitalizing intermediate organization is an important decision factor in the governance model of multi layer education welfare which is the representative example of Wee project. Thirdly, the decision factor of the governance model of target centered education welfare which is the representative example of supporting project for multi cultural students is detailed policy target. Fourthly, the decision factor of the governance model of school centered education welfare which corresponds to Do-Dream school project is promoting principal agent and policy object, especially degree of sharing policy object. Finally, the decision factor of the governance model of government cooperative education welfare which corresponds to all-day caring policy is level of making social issue and degree of will to execute policy by government.

Thus the present education welfare governance is apart from traditional top-down delivering system and has different types of model according to various decision factors of situation. And the nature of model should decide the direction and contents of project or policy. This is why governance model of situation flexible education welfare is formulated.

4. Innovation of education welfare governance

Based on research results, basic directions and improvement plans for innovation of education welfare governance are suggested. There are three improvement plans.

- Basic direction 1. Vigilance against dependancy: enhancing sustainability of education welfare ecosystem
- Basic direction 2. Vigilance against uniformity: enhancing situation flexibility
- Basic direction 3. Vigilance against transposing: strengthening centrality of students and school

And there are 21 improvement plans which are categorized as followings; 1) institution and system improvement, 2) reorganization of cooperative, supporting and promoting system of education welfare, 3) expansion of capability, 4) operation improvement.

〈Table 3〉 Innovation of education welfare governance and its main contents

Area	Innovation
Ⅰ. Institution and system improvement	① Early stabilization of institutional rules
	② Settlement of so-called school social worker system
	③ Introduction and operation of education welfare fund
	④ Establishing mutual complementary connecting system of educational financing subsidy by local government
	⑤ Gradual and optional change into governance system of education welfare which is appropriate to decentralization age
	⑥ Establishing a plan for performance management of education welfare project
Ⅱ. Reorganization of cooperative, supporting	① Stable establishment of education welfare governance per level
	② Establishment and operation of flexible governance according to strategic selection of principal agent
	③ Promoting organic activity of governance by establishing intermediate organization

Area	Innovation
and promoting system of education welfare	④ Expansion of integrated support for welfare fund(targeted funding) and introduction of self-determined business by school
	⑤ Operation of school integrated budget system and simplifying calculation of working expenses
Ⅲ. Expansion of capability	① Using virtuous circle of experts group
	② Preparing a supporting system for enhancing capability of person who plays a role of hub.
	③ Introduction of a blue card for securing reliability of person who is in charge of education welfare policy and its participants
	④ Developing practice oriented capability of principal agents by accumulating and sharing related cases
	⑤ Strengthening executing capability of education welfare in school level
Ⅳ. Operation improvement	① Establishing a system of agreeing and sharing vision and objects
	② Reorganization of education welfare policy projects
	③ Aiming for harmonizing efficiency and democracy in operating education welfare governance
	④ Strengthening governance system of local education welfare for getting rid of blind spot of education welfare
	⑤ Establishing and operating of governance considering flexibility of operating education welfare policy projects

Keywords: education welfare, governance, innovation, decision factors of situation, situation flexible education welfare governance