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The Performances and Development Strategies of the Public Service Charter Program in Korea

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韓国における行政サービス憲章制度の運用成果と改善戦略

羅 輝 紋

韓国では1998年から顧客満足行政の具現のための努力の一環として行政サービス憲章制を導入して運営している。韓国の行政サービス憲章制は7,582個の憲章が制定されて運営されているなど、量的な側面で大きな発展を果たしている。しかし、質的な側面では経験的な研究が少ないなど、寄与度が判断できない。このような問題意識に基づいて本研究では行政サービス憲章制の運営成果を測定し、足りない部門についての発展方向を提示することを研究の目的とする。そして、研究の分析モデルはイギリスの学者であるスーケールチャ - が提示したサービス類型化モデルを活用した。

その結果、韓国の行政サービス憲章制は顧客の力を行政に反映する側面では大きな寄与がされていないが、顧客を配慮する公務員の心はある程度分かれた。具体的に言えば、物理的な環境の改善に最も多く寄与しており、それが顧客に接する公務員の姿勢に影響を及ぼしていることを分かった。しかし、顧客の行政への参加は多少不足している。

従って、このような問題点を解消できる代案を求めなければ行政サービス憲章の導入目的である顧客満足行政が具現できない。このため、今後は行政サービスに関する関係者の多角的な努力が要求される。

I. Introduction

The Public Service Charter was introduced in Korea by the 70th Presidential Order, Guidelines on the Enactment of the Public Service Charter during the Kim Dae-Jung⁽¹⁾ administration in June 1998. The Public Service Charter was initiated in Korea for mainly three reasons. First, due to the changing environment in public administration, there was a need for innovation in the structure and framework of the public service system, which had been maintained for the last 50 years. Specifically, residents needed to be redefined as decision-makers rather than as beneficiaries of services, by changing the way service was provided to a more customer-oriented method. The organizational cul-

Key words; Korea, Public Service Charter, Performances, Skelcher's Model

ture and behavior had to focus on customers and output/outcome rather than on regulations and procedures, and also competition and principles of management were required to provide high quality services. Another reason was to satisfy the people's expectation of a "clean and fair government." Corruption needed to be prevented by securing transparency in public services and special privileges or profits eradicated by promising fair and equal services to all people. Finally, there was a need to secure reform strategy measures to support the successful promotion of the government's reform efforts. Since there was a limit to securing the support of the people just through government-led reforms, there was a need to introduce a system that could enhance the responsiveness and accountability towards the people's requests and to provide an opportunity to readjust the direction of reforms to a more "customer-oriented" way by reviewing the goals of each area (MOGAHA, 2001: 1). Now to conclude, the Public Service Charter was introduced to provide public services that satisfied the customers⁽²⁾.

The Public Service Charter was first applied to 10 organizations in 1998, and now in 2004, there are 7,582 different Public Service Charters in the central and the local governments. The reason the Public Service Charter spread so quickly among the local governments in Korea was because of the efforts of scholars who accepted the global trend towards customer satisfaction administration⁽³⁾, the government's will to reform, and the implementation of local autonomy.

There are both negative and positive evaluations of this Public Service Charter. Those with negative views argue that the Public Service Charter is too focused on formalities and that its performance is not high compared to the amount of affairs. To solve these problems, a "Customer Service Standard" system, currently implemented in the United States, is mentioned as an alternative. The Customer Service Standard is presented in the Public Administration Reform Roadmap of the Presidential Committee on Government Innovation and Decentralization, which supervises the administrative reforms of the current Participatory Government, led by President Roh, Moo-Hyun. However, there is also criticism that these negative reports exaggerated a few negative cases, rather than base their criticism on empirical studies. Under these circumstances, this study aims to empirically analyze the performance of the Public Service Charter and identify its contribution to realizing customer satisfaction administration and henceforth design policy alternatives.

II. Understanding the Public Service Charter Program

1. Theories on the Public Service Charter Program

The Public Service Charter was introduced in Korea by the 70th Presidential Order, Guidelines on

the Enactment of the Public Service Charter in June 1998 and is still in operation. The Public Service Charter was initiated as the Citizen's Charter in the United Kingdom. The Citizen's Charter in the U.K. was introduced as one of the public administration reform measures of John Major in July 1991, and it started out as a ten-year temporary program to improve the quality of public services. Because the U.K. has 10 years experience in operating this Citizen's Charter, service standards that public servants providing services promised to abide by are already firmly established to the point that there are arguments stating that the Citizen's Charter is no longer necessary. However, the Citizen's Charter, which originally started out as a temporary program, continues till today due to its usefulness and performance. The Public Service Charter started from the understanding that public services are a contract with the general people. This implies that the people receive services at the price of their taxes, but this kind of contract is only implicated and there are no compulsory articles to guarantee its implementation and no criteria to evaluate the performance. Although tax-payers get punished for not following this contract, there is no regulation to punish the central government or local government when they fail to follow the contract. The Public Service Charter clearly formalizes this once informal contract. In other words, it identifies the obligations of each public institution and the rights that the general public have, and it also states the standard of services to be provided and enables the people to request corrections when the government fails to follow these articles. The Public Service Charter has a basic ideology that it will meet the basic demand of the people and provide high quality services. In the end, the Public Service Charter clearly states the people's rights in the previously informal contract and strengthens the guarantee to those rights, thus an informal relation is transformed into a formal contract and a moral obligation is transformed into a strong legal obligation (Pirie, 1992; Kwon, 1997: 82; Park (translation), 1996: 104-105).

In line with these discussions, the Public Service Charter is a written promise to the people that the government will abide by its public announced service standards, contents, methods of provision, process, correction and compensation measures in case of an error, concerning the services closely related to the lives of its residents selected from the whole of services provided by the administrative organizations. The enactment of the Public Service Charter does not create a new legal right, it simply notifies the customers of their existing rights and gives them a right to enforce these rights through non-legal means (Ra, 1999: 3; Ra et al., 2000: 4; Ra et al., 2001: 6).

2. The Public Service Charter Program in Practice

Korea is currently promoting an intense level of reforms throughout national administration and is preparing innovative measures to provide high quality services to its people in the public service field.

The details of its efforts are as follows: first, public administration exists for the prosperity of the people and to enhance happiness, which will be achieved mainly through the administrative organizational system. In the past the administrative organizational system was control-oriented, but now with the introduction of the development method of advanced countries, it is focused on management through normative law and seeking strategic direction (Barzelay, 1992: 118). The role of the government is also changing to creating and supporting an environment where all economic actors can work in a framework of fair competition. Thus, the government is no longer a government or bureaucrat ruling over the national economy, it is a public servant who serves the economic actors. For this new role, the control-focused government management has to change to a performance-oriented system based on openness and autonomy. The Korean government has worked to adjust to the environment by continuous changes in the administrative system in accordance with the requests of the times, and during the People's Government,⁽⁴⁾ it promoted various innovative reforms in the public sector to establish a small but efficient government. These reforms were partly due to the IMF situation,⁽⁵⁾ but a more primary reason was to bring about fundamental changes in the government system.

The Public Service Charter in Korea was born amid this backdrop, and it was chosen and promoted as a national agenda by the Kim Dae-Jung administration. The organization in charge of its implementation was the Administrative System Department under the Administrative Management Bureau in the Ministry of Government Administration and Home Affairs (MOGAHA)⁽⁶⁾. MOGAHA applied the following 10 organizations in 1998: MOGAHA, the Ministry of Information and Communication, the Ministry of Labor, the National Police Agency, Korean Intellectual Property Office, the Ministry of Education, the Ministry of Health and Welfare, Korea Customs Service, Small and Medium Business Administration, and the Korean National Railroad. These organizations enacted a Public Service Charter that fit their organizational features during July-December 1998 and during that same period, MOGAHA reviewed the 10 organizations to investigate their operating conditions and seek improvements. As a result, MOGAHA judged the Charter to be effective and designed and executed a plan to expand the implementation of the Public Service Charter so that every central government organization had one and each local government had at least more than 1-2 charters in operation. This resulted in the enactment of about 586 Public Service Charters in 289 organizations. In February 2000, the Guidelines for the Public Service Charter were implemented to promote the Public Service Charter more actively, and currently 4,137 Public Service Charters are in operation due to those guidelines, which state that affiliate institutions of the central government should have Public Service Charters and that local governments should have more than 10 Public Service Charters. In the year 2000, 9,072 public servants were trained in a total of 15 Public Service Charter training courses and

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during March-April 2001, a total of 6,600 participated in Public Service Charter training programs and sessions explaining the Public Service Charter guidelines. In the year 2001, the government focused on strengthening the Public Service Charter and evaluated the performance of the Public Service Charters in 2000 and awarded 29 organizations out of the 57 organizations that applied for the evaluation for their successful implementation of the Public Service Charter along with 303 public servants for their contributions. MOGAHA also distributed booklets on the evaluation model of the Public Service Charter to train and promote the Public Service Charter (March 2001), reviewed the performance of the Public Service Charter of each organization and notified the results (May-August 2001), trained public servants (total 67 courses, 19,000 people), held a workshop for public servants in charge of the Public Service Charter (July 2001), and published a book on the successful cases of the Public Service Charter and held a slogan - poster contest, and distributed leaflets to advertise the Public Service Charter (May-December 2001). However, despite these efforts, the performance was less than satisfactory, so the government made stronger efforts in 2002 and 2003. During October-December 2001, a general evaluation of the 2001 Public Service Charter performance was carried out and in April 2002, 60 organizations from the 96 that applied for evaluations were awarded prizes and the Public Service Charter mark (Figure 1)⁽⁷⁾, along with 344 public servants. In addition, during October-December 2002, the Public Service Charter evaluation for the performance in 2002 was carried out and in March 2003, 56 organizations out of the 88 that applied for evaluations were awarded prizes along with 329 public servants (MOGAHA, 2004: 18-22).

<Figure 1> The Public Service Charter Mark of Korea



Currently 7,582 Public Service Charters are enacted and implemented as a result of the efforts of MOGAHA, the Korea Research Institute for Local Administration (KRILA), the Public Service Charter Advisory Committee and other organizations⁽⁸⁾ to firmly establish the Public Service Charter in Korea (<Table 1>).

<Table 1> The Number of Public Service Charters in Korea

	Total	1998	1999	2000	2001	2002	2003
Total	7,582	27	626	3,484	1,274	1,052	1,117
Central government	2,747	10	58	932	1,037	267	443
Local government	4,835	17	568	2,552	237	785	674

Source: MOGAHA, *2004 Public Service Charter Guidelines*, April 2004

In spite of these various efforts, there are still arguments about the performance of the Public Service Charter. Therefore, this study will analyze the performance of the Public Service Charter by surveying the public servants providing services. Surveying the customers, who are the beneficiaries of these services is also a major approach to analyzing performance, but this study will focus on the public servants based on a premise that the public servants' positive attitude for the Public Service Charter is another critical factor in the quality of public services.

III. Model and Criteria for Analyzing the Performance of the Public Service Charter

1. Review of Previous Research

Service means knowledge or actions that acquire value by giving the recipient satisfaction or a good impression (Lee, 1994: 52). There has been much research on the criteria to measure the quality of these services. For example, Parasuraman, Berry and Zeithaml (1985) presented 10 types of criteria⁽⁹⁾, divided them into 5 categories,⁽¹⁰⁾ and named these criteria SERVQUAL (Shin, 1999: 36). Jong-Hwa Shin (1999: 37) divided the characteristics of the quality of public services into 5 categories based on the SERVQUAL model and empirically verified them by applying 16 criteria (Table 2). In another study by Jung-Hun Park and others (1999), a satisfaction survey model was developed to measure the customer satisfaction of public services concerning civil application. More specifically, this study distinguished the six dimensions of convenience, speed/accuracy, responsiveness/feedback, equality, physical environment, and accessibility, and developed 28 specific questions, which it applied to 38 central government organizations (Table 3). Chang-Taek Oh (1998) studied 43 administrative government offices and concluded with materiality and interest/friendliness. Won-Shik Moon (1996) evaluated administrative services on civil application with responsiveness, effectiveness, accountability, and efficiency as the criteria.

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<Table 2> Characteristics of the Quality of Public Services

Characteristics of Service Quality	Empirical Measurement
Responsiveness	immediate shorten customer waiting time willingness to help customers
Guarantee	trust (in taking care of the affairs) knowledge and a feeling of safety friendliness
Materiality	modern facilities employee's appearance facilities information and arrangements
Alignment	personal interest convenience of customers during office hours understanding and personal interest of customer's unique needs
Credibility	accurately providing the services the first time confirmation of schedule keeping to the schedule (keeping promises)

Source: Shin (1999). "Survey of Customer Demand on Public Service Quality," Korean Public Administration Review. *Korean Association for Public Administration*. Vol. 33 No. 1. p. 37.

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<Table 3> Specific Evaluation Items of Each Dimension

Dimension	Specific Survey Item
Accessibility	Information on the application and handling process of civil appeal Information on the concerned office or window Attitude of the public servant when answering calls or questions at the window How easy it is to consult or have a phone conversation with the concerned public servant
Convenience	Simplicity of forms and the application process when submitting civil application Number of windows or departments in the process of handling affairs Number of documents required Number of visits to administrative organizations to take care of a particular civil application Diversity in submitting civil application
Speed/Accuracy	How immediately the concerned public servant handles the affair Accuracy in handling civil application Skillfulness of the concerned public servant in handling the affair Time required in handling the civil application Notice of the handling period of a civil application and whether or not they meet the deadline
Physical Environment	Parking space within or near the administrative organization Rest area (including outdoors) Facilities and contact facilities within waiting room Cleanliness
Responsiveness/Feedback	How actively employees accept requests and questions Explaining why a certain civil application was not handled or solved Speedy correction or explanation when an objection is submitted Notifying the progress and result of civil application Whether the information is open to the public
Equality	Appropriateness of the result of handling civil application Fairness in handling civil application Wrong-doings of the concerned public servant
Relative comparison	Comparison with the public service of local governments Comparison with private corporate services

Source: Park et al., (1999). *Customer Satisfaction Survey on Public Services on Civil Affairs*. Korea Institute of Public Administration. p. 10.

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These contents can be unified by the factors constructing the quality of services presented by Skelcher (1992: 13). Skelcher identified service characteristics, personal relationships, physical environments and customer power as factors constructing service quality and thought that these four factors provided the basis in understanding of service quality (Table 4).

<Table 4> Skelcher's Evaluation Criteria

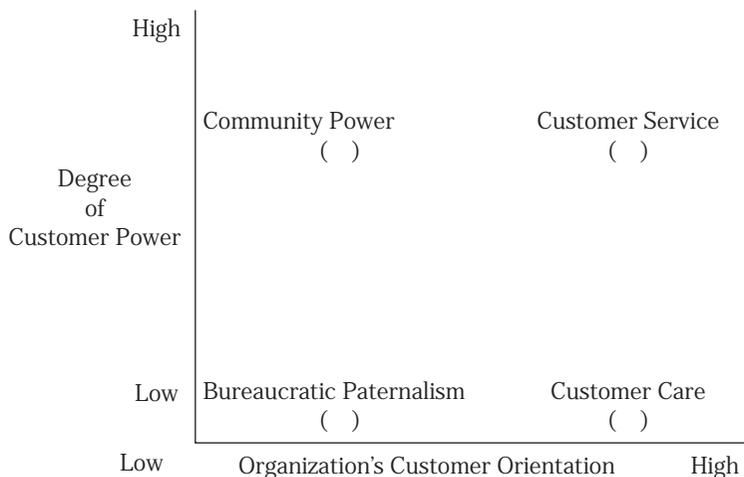
Quality of Service	Evaluation Criteria
Service Characteristics	AVAILABILITY (Does the agency provide the service customers want?), STANDARDS (Is the service available at the right standard?), TIMELINESS (Is the service available at a good time?), RELIABILITY (Is the service accurate, dependable and consistent?), INFORMATION (Does the agency provide information about the service in an appropriate way?), EQUALITY (Will customers receive the same level of service as others in a comparable or similar position?), PERFORMANCE (Does the service do what it is supposed to do, without ill effects?)
Personal Relationships	COURTESY (Are employees polite and do they treat customers as individuals?), RESPONSIVENESS (Are employees responsive to customer' needs and requirements?), COMPETENCE (Do employees have the skills, knowledge and back-up to deliver the service?), COMMUNICATION (Are customers listened to and kept informed?), SECURITY (Do employees ensure that customers are free from danger and undue risk?), CREDIBILITY (Are employers trustworthy, believable and honest?)
Physical Environments	APPEARANCE (Do the building, employees and equipment have an acceptable appearance?), ACCESS (Can customers physically gain access to the service?), FUNCTIONING (Does the physical equipment do what it is supposed to do?)
Customer Power	RIGHTS (Do customers have a clear statement of their rights and was this agreed in consultation with them?), VOICE (Do customers have the right and opportunity to exercise effective influence on services and the overall policy framework?), CHOICE (Do customers have choice over the nature, standard and resourcing of the service?), REDRESS (Is their a clear means of making representations to the local authority where service is not appropriate or fails to meet standards, and of obtaining suitable redress?)

Source: Skelcher (1992). *Managing for Service Quality*. UK: Longman Industry and Public Service. p. 13

2. Performance Analysis Model and Criteria

In order to analyze the performance of the Public Service Charter, most of the factors that decide the service quality should be included. In this respect, Skelcher's model (1992) can be used for an overall analysis of the performance of the Public Service Charter. Skelcher establishes the conceptual tool as in Figure 2, then analyzes the various factors in Table 4, and points out the problem areas and provides further policy alternatives.

<Figure 2> Mapping Approaches to Service Quality



Source: Skelcher (1992). *Managing for Service Quality*. UK: Longman Industry and Public Service. p. 20.

According to Figure 2, Type Customer Care will take the initiative to improve personal relationships and the physical environment of the administrative organization providing the services, but it lacks effort in shifting the balance of power more to the customer's side. Type Bureaucratic Paternalism does not open its ears to the customers, and makes policy decisions based on its own judgement. Therefore, it has a non-responsive service provision system. Type Community Power, in the case of administrative organizations providing services, is the type that widens the range of choices for the customers but does not try to be more customer-oriented. Finally, Type Customer Service is customer-oriented and focuses on customer power. Administrative organizations that provide customer services in line with this type combine a vast range of customer power with strategies to improve service quality.⁽ⁱⁱ⁾ In the process of providing administrative services, if the objective is in achieving customer satisfaction administration, then of the four types presented in Figure 2, Type Customer Service would be most appropriate. As a model to evaluate the performance of the Public Service Charter, this study will select the critical factors and evaluation elements presented by Skelcher (Table 4) for an empirical analysis.

IV. Research Design and Empirical Analysis

1. Research Design

This study was performed with the objective to provide an empirical analysis of the performance of the Public Service Charter that was introduced to achieve customer satisfaction administration in Ko-

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rea, using the critical factors and evaluation elements of service quality presented by Skelcher. This study will also attempt to identify the problem areas and design a relevant policy alternative. To meet this research objective, a basis for the judgement on the critical factors and evaluation elements of service quality should be provided. This basis can be identified by measuring the understanding of the customer, the recipient of public services, and of the public servant, the supplier. This study surveyed public servants because the primary understanding of public servants who provide public services play an important role in deciding the quality of public services.

The sample of this study is 100 public servants who have completed the training course at the Korea Research Institute for Local Administration (KRILA), certified as a professional training institute on the Public Service Charter. The survey was carried out during April 1-30, 2004. This survey was taken face-to-face. The questions of the questionnaire were based on Skelcher's model and were constructed as in Table 5. The collected data was analyzed with Microsoft Excel and SPSS.

<Table 5> Composition of the Questionnaire

	Measurement Questions
Service Characteristics (Questions 1-7)	AVAILABILITY: Does the agency provide the service customers want?
	STANDARDS: Is the service available at the right standard?
	TIMELINESS: Is the service available at a good time?
	RELIABILITY: Is the service accurate, dependable, and consistent?
	INFORMATION: Does the agency provide information about the service in an appropriate way?
	EQUALITY: Will customers receive the same level of service as others in a comparable or similar position?
	PERFORMANCE: Does the service do what it is supposed to do, without ill effects?
Personal Relationship (Questions 8-13)	COURTESY: Are employees polite, and do they treat customers as individuals?
	RESPONSIVENESS: Are employees responsive to customer' needs and requirements?
	COMPETENCE: Do employees have the skills, knowledge, and back-up to deliver the service?
	COMMUNICATION: Are customers listened to and kept informed?
	SECURITY: Do employees ensure that customers are free from danger and undue risk?
	CREDIBILITY: Are employers trustworthy, believable, and honest?
Customer Power (Questions 14-17)	RIGHTS: Do customers have a clear statement of their rights and was this agreed in consultation with them?
	VOICE: Do customers have the right and opportunity to exercise effective influence on services and the overall policy framework?

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	CHOICE: Do customers have choice over the nature, standard, and resourcing of the service?
	REDRESS: Is there a clear means of making representations to the local authority where service is not appropriate or fails to meet standards, and of obtaining suitable redress?
Physical Environment (Questions 18-20)	APPEARANCE: Do the building, employees, and equipment have an acceptable appearance?
	ACCESS: Can customers physically gain access to the service?
	FUNCTIONING: Does the physical equipment do what it is supposed to do?

2. Analysis of Survey Results

The survey results to analyze the contribution of the Public Service Charter on the critical factors of service quality presented by Skelcher are displayed in Table 6. According to Table 6, the Public Service Charter had the most influence on improving the physical environment followed by customer power and service characteristics. It had the least influence on improving the relationship with the customer. If we compare this to the overall average, then customer relations and service characteristics fall short, while physical environment and customer power excel.

<Table 6> Contributions of Critical Factors in Service Quality

Measurement Indicator	Average	Standard Deviation
Service characteristics	6.61	1.43
Personal relationship	6.52	1.38
Physical environment	6.80	1.55
Customer power	6.68	1.49
Average	6.65	1.46

For a more detailed analysis, the data was organized based on the average of each critical factor in service quality presented by Skelcher in Table 7. First, the analysis of service characteristics, composed of such criteria as availability, standards, timeliness, reliability, information, equality, and performance shows that availability, standard, reliability, and performance are above average but the timeliness, information, and equality fall below the average. In the case of personal relationship, composed of courtesy, responsiveness, competence, communication, security, and credibility, the courtesy, the responsiveness, and the credibility made a large contribution, but the competence, the communication, and the security had little influence. The physical environment scored higher than

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other factors, so in general it did not pose a big problem, but after analyzing to find out what did pose a problem, the access showed some problems. However, the appearance and the functioning made a big contribution. Finally, the evaluation criteria for customer power were rights, voice, choice, and redress. Here, the right and the voice were excellent, but the choice and the redress fell short.

<Table 7> Critical Factors in Service Quality According to the Contribution of Each Evaluation Criteria

	Measurement Indicator	Average	Standard Deviation
Service Characteristics	AVAILABILITY: Does the agency provide the service customers want?	6.81	1.73
	STANDARDS: Is the service available at the right standard?	6.71	1.76
	TIMELINESS: Is the service available at a good time?	6.48	1.93
	RELIABILITY: Is the service accurate, dependable, and consistent?	6.74	1.70
	INFORMATION: Does the agency provide information about the service in an appropriate way?	6.58	1.87
	EQUALITY: Will customers receive the same level of service as others in a comparable or similar position?	6.39	1.57
	PERFORMANCE: Does the service do what it is supposed to do, without ill effects?	6.64	1.62
	AVERAGE	6.61	1.43
Personal Relationship	COURTESY: Are employees polite, and do they treat customers as individuals?	7.26	1.86
	RESPONSIVENESS: Are employees responsive to customer needs and requirements?	6.87	1.54
	COMPETENCE: Do employees have the skills, knowledge, and back-up to deliver the service?	5.97	1.60
	COMMUNICATION: Are customers listened to and kept informed?	6.39	1.57
	SECURITY: Do employees ensure that customers are free from danger and undue risk?	6.05	1.81
	CREDIBILITY: Are employers trustworthy, believable, and honest?	6.61	1.88
	AVERAGE	6.52	1.38
Physical Environment	APPEARANCE: Do the building, employees, and equipment have an acceptable appearance?	7.05	1.69
	ACCESS: Can customers physically gain access to the service?	6.53	1.80
	FUNCTIONING: Does the physical equipment do what it is supposed to do?	6.82	1.71
	AVERAGE	6.80	1.55
Customer Power	RIGHTS: Do customers have a clear statement of their rights, and was this agreed in consultation with them?	6.69	1.63

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VOICE: Do customers have the right and opportunity to exercise effective influence on services and the overall policy framework?	6.90	1.50
CHOICE: Do customers have choice over the nature, standard, and resourcing of the service?	6.52	1.79
REDRESS: Is there a clear means of making representations to the local authority where service is not appropriate or fails to meet standards, and of obtaining suitable redress?	6.58	1.84
AVERAGE	6.68	1.49

From the analysis so far, areas requiring special attention for the improvement in public service quality through the Public Service Charter can be identified. First, to improve the quality of public services, among the service quality critical factors, attention should be given to personal relationship and service characteristics. Second, to improve service characteristics, more effort should be given to timeliness, information and equality. In the case of personal relationship, the communication and the security need to be improved, and more effort should be given to the competence. To improve the physical environment, the access need to be improved. Finally, to improve the customer power, more effort should be given to the choice and the redress. To design policy alternatives for these areas, an analysis of how the various factors presented by Skelcher are related to the Public Service Charter should be reviewed. The following is an attempt to design a policy alternative after analyzing the relationship between Skelcher's model and the Public Service Charter.

V. Policy Alternatives for the Public Service Charter

1. The Relationship between the Public Service Charter and Skelcher's Model

In order to review the relationship between the Public Service Charter and Skelcher's model, it is necessary to first examine the composition system, including the contents of the Public Service Charter in Korea. The Public Service Charter in Korea is divided into the preamble of the Charter and the service standard. The service standard can also be divided into attitude towards customers, items related to affairs, provision of information to satisfy the customer's right to know, method and process of submitting customer suggestions, corrections and compensation, customer evaluation and the announcement of results, and requests to the customer. First, the preamble is a declaration expressed in an abstract way, and it rearranges and presents the contents that are presented in the service standard in 3-5 sentences. The attitude towards customers can be divided into civil application made in person or over the phone, and this is a promise on how the public servants will greet the cus-

tomers when the customer personally visits or calls to submit a civil application.⁽¹²⁾ Items related to the affairs are a promise as to how the key tasks of each department will be handled and processed according to the services or more specifically according to the department that performs these services.

Articles on information to satisfy the customer's right to know is a promise that the customers will be provided with the information they want to know and that anonymity will be guaranteed when they submit a civil application. Articles on the method and procedure of submitting customer suggestions states how the customers can submit their suggestions and how it will be processed when they have a claim to make or when they have suggestions for the development of the administration.

⁽¹³⁾ Correction and compensation measures include how affairs will be handled when the customers were provided with wrong services. The customer evaluation and the announcement of its results publicly displays the results of the customer satisfaction survey and evaluation of the service standard achievement rate⁽¹⁴⁾ along with alternative measures to improve the problems identified in the evaluation results. Requests to the customer are words asking for the cooperation of the customer (Ra et al., 2001: 26-31).

2. Policy Alternatives

Table 8 shows the relationship of the composition system, including contents of the Public Service Charter mentioned above and the evaluation criteria of Skelcher's model. Based on Table 8, policy alternatives for the Public Service Charter can be suggested. To achieve customer satisfaction administration, the objective behind the introduction of the Public Service Charter, improvements should be made to the service standards that scored below average according to Skelcher's model. In other words, service standards that scored below average are the areas requiring special attention. According to this study, attitude toward customers, items related to the handling of affairs, providing information to satisfy the customer's right to know, and correction and compensation measures are these areas. This implies that all service standards with the exception of customer evaluation and announcement of results and requests to the customer need to be improved.

First, in attitudes toward customers, the current Public Service Charter should be revised to include sentences stating that fair services will be provided and that the customer's physical accessibility will be improved. To be more specific, for fair services, a numbering service should be implemented when handling civil applications, and to do this, they can distribute numbers indicating their order. Also to improve the physical accessibility of the customer, a way to delegate some of the affairs that are handled in only the head office of the lower-level and upper-level local governments to the lower administrative units should be developed. These should also be included in the Public

Service Charter. To increase the satisfaction on items related to handling of affairs, efforts to shorten the time that it takes to handle the affairs should go hand in hand with a promise that the affairs will be handled on time. The time stated in the current Public Service Charter in handling affairs, although they are only a few, is the legal time period, and since one of the objectives of the Public Service Charter is to satisfy the principle of providing the best quality services, there is a need to shorten the time. When it comes to handling affairs, the capability of the public servant is very important, so there should be efforts to enhance their capabilities. To do this, there should be plenty of training on the specific affairs of the public servants, and measures to correct and compensate for the civil applications in the case of mistakes should be strengthened. These should also be included in the Public Service Charter. Providing information to satisfy the customer's right to know is a major factor in securing the customer's right to choose, so there is a need to provide information on services through various methods. Currently, the Public Service Charter in Korea mainly states providing information through the website. However, various other methods, such as the publication and distribution of booklets, should be utilized to help customers access information more easily, and these should also be stated in the Public Service Charter. The method and process of submitting customer suggestions indicate a communication channel with the customer, so attention should be given to easy access and anonymity and this needs to be stated in the Public Service Charter. Finally, correction and compensation measures protect the customers from injustice and contribute to securing the customer's right to request corrections and compensation; thus, it should be revised so that it can actually be implemented and operated. According to the current correction and compensation process, when the applicant who received unfair services submits the civil application documents concerning this certain fact, the department that receives this application (usually the audit department) investigates to confirm the truth. If it is accepted to be true during this process, then the compensation process is carried out within a certain period of time. This kind of sufficient investigation is meaningful in protecting public servants. However, it can add to the customer's dissatisfaction because it cannot solve the problem on the spot. Therefore, alternatives that can solve these problems on the spot need to be developed. For example, when the customer making the complaint picks a red card or yellow ball and places it in a designated box, then the concerned public servants can correct and compensate on the spot.

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<Table 8> Relationship between the Public Service Charter and Skelcher's Model

	Skelcher's Model	Public Service Charter	Result
Service Characteristics	AVAILABILITY: Does the agency provide the service customers want?	Overall service standard	Above average
	STANDARDS: Is the service available at the right standard?	Items related to the handling of affairs	Above average
	TIMELINESS: Is the service available at a good time?	Items related to the handling of affairs	Below average
	RELIABILITY: Is the service accurate, dependable, and consistent?	Customer evaluation and announcement of results	Above average
	INFORMATION: Does the agency provide information about the service in an appropriate way?	Providing information to satisfy the customer's right to know	Below average
	EQUALITY: Will customers receive the same level of service as others in a comparable or similar position?	Attitude towards customers	Below average
	PERFORMANCE: Does the service do what it is supposed to do, without ill effects?	Items related to the handling of affairs, customer evaluation	Above average
Personal Relationship	COURTESY: Are employees polite, and do they treat customers as individuals?	Attitude towards customers	Above average
	RESPONSIVENESS: Are employees responsive to customer' needs and requirements?	Attitude towards customers	Above average
	COMPETENCE: Do employees have the skills, knowledge, and back-up to deliver the service?	Items related to the handling of affairs	Below average
	COMMUNICATION: Are customers listened to and kept informed?	Method and process of submitting customer suggestions	Below average
	SECURITY: Do employees ensure that customers are free from danger and undue risk?	Correction and compensation measures	Below average
	CREDIBILITY: Are employers trustworthy, believable, and honest?	Items related to the handling of affairs	Above average
Physical Environment	APPEARANCE: Do the building, employees and equipment have an acceptable appearance?	Attitude towards customers	Above average
	ACCESS: Can customers physically gain access to the service?	Attitude towards customers	Below average
	FUNCTIONING: Does the physical equipment do what it is supposed to do?	Attitude towards customers	Above average

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Customer Power	RIGHTS: Do customers have a clear statement of their rights and was this agreed in consultation with them?	Preamble	Above average
	VOICE: Do customers have the right and opportunity to exercise effective influence on services and the overall policy framework?	Method and process of submitting customer suggestions	Above average
	CHOICE: Do customers have a choice over the nature, standard, and resourcing of the service?	Providing information to satisfy the customer's right to know	Below average
	REDRESS: Is there a clear means of making representations to the local authority where service is not appropriate or fails to meet standards, and of obtaining suitable redress?	Correction and compensation measures	Below average

VI. Conclusion

This study attempts to analyze the performance of the Public Service Charter introduced in Korea to realize customer satisfaction administration in 1998 using the Skelcher model and propose policy alternatives to improve problem areas.

The analysis identified problems in the timeliness (Is the service available at a good time?), information (Does the agency provide information about the service in an appropriate way?), equality (Will customers receive the same level of service as others in a comparable or similar position?), competence (Do employees have the skills, knowledge and back-up to deliver the service?), communication (Are customers listened to and kept informed?), security (Do employees ensure that customers are free from danger and undue risk?), access (Can customers physically gain access to the service?), choice (Do customers have choice over the nature, standard, and resourcing of the service?), redress (Is there a clear means of making representations to the local authority where service is not appropriate or fails to meet standards, and of obtaining suitable redress?). These factors of Skelcher's model signify that among the service standards of the Public Service Charter, attitudes toward customers, items related to the handling of affairs, providing information to satisfy the customer's right to know, the method and process of submitting customer suggestions, and correction and compensation measures need to be improved. Therefore, to achieve customer satisfaction administration through the Public Service Charter, much effort is required of the related personnel to solve these problems.

Notes

- (1) He was the fifteenth President in Korea.
- (2) The term “customer” is a very controversial concept and there is no consensus. Generally speaking, the customer signifies everyone and every organization except oneself, but this can be divided into more specific terms according to some criteria. Depending on whether the customer belongs to the organization or not, it can be categorized as an internal customer or an external customer. Horizontally, the internal customer means between departments, vertically, it is between senior officers-colleagues and employees. The external customer means the middle customer (a customer whose position is between the concerned organization and the final customer or who performs the middle role) and the final customer (generally used concept of customer). In English, the customer signifies the ‘end-user.’ Here, an end-user means a user of a certain service for a clear end (purpose). Therefore, in public services the end-user is someone who receives public services with a previous expectation of that particular service. In other words, if we use the term customer to signify end-user, then the term does not imply to all citizens. It only indicates citizens who have received public services or who is the subject of those services. Thus only those citizens who have already received those services or who are receiving them are end-users (Park & Kim, 1996: 26). Of course, this term has its share of critics. There is particularly a heated debate about the citizen as a customer. Those who criticize this term emphasize the resident as owners and not customers of the government, and they argue that in a democratized society, the status of the resident has fallen ‘from owner to customer’ and argue the need to divide the resident from the customer status (Frederickson, 1995:173).
- (3) Korean scholars first discussed a customer-oriented approach to public services in the mid 1990s (Kim, 1994; Lee, 1996; Park et al., 1996; Park & Kim, 1996; Park, 1997; Ju & Jeong, 2000).
- (4) The Public’s Government is another name of the Kim Dae-Jung administration.
- (5) Korea experienced a financial crisis in 1997. Korea successfully tided over difficulties through the financial support of the IMF.
- (6) The Administrative Management Bureau and the Administrative System Department were rechristened in 2004 as the Administrative Innovation Office and the Participatory Policy Department.
- (7) For the successful implementation of the Public Service Charter, the Korean government organized an evaluation panel consisting of the related public servants of MOGAHA, the Public Service Charter Research Center of the Korea Research Institute for Local Administration, which is an affiliate research institute of MOGAHA and which provided the theoretical basis for the Public Service Charter, and the Advisory Committee members of the Public Service Charter, which provides recommendations necessary for the development of the Public Service Charter, and they have performed evaluations from 2000. Beginning in 2001, the government awarded the Public Service Charter mark as a symbol meaning that the government certifies the service standard of the organizations chosen as excellent organizations in the Public Service Charter evaluations.
- (8) Refer to note 6 on the role of each organization.
- (9) Trust (consistant achievement and reliability, companies providing accurate services at the first time, fulfilling promises), ? Responsiveness (the employees’ spontaneity or preparedness in providing services, timeliness of services), ? Capability (having the skills and knowledge to perform services), ? Accessibility (accessibility and how easy it is to access services), ? Politeness (politeness, respect, friendliness, mindfulness of the employeee), ? Communication (explaining in words that the customer can understand and listening to the customer’s opinions), ? Credibility (credit, honesty, securing the sincere goodwill of the customer), ? Safety (freedom from danger and doubt), ? Understanding of the customer (efforts to understand the customer’s needs), ? Materiality (physical evidence of the service).
- (10) Responsiveness (willingness to help customers and provide services immediately), ? Guarantee

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(ability to bring about the trust and knowledge of the employee), ? Materiality (physical facilities and equipment, and the appearance of the employee), ? Alignment (personal care and attention that the company provides the customer), ? Credibility (ability to accurately perform the promised services).

- (11) Winkler calls this type of approach the supermarket approach.
- (12) In the case where the customer submits the civil application in person, issues related to parking (if the customer drives a car to the office), ways to find the concerned office, ways to find the person in charge, words of greeting when the public servant in charge meets customer, attitude in handling affairs, a waiting area for customers, and ways of handling the affair in case the person in charge is absent should be mentioned. In the case where the customer submits the civil application over the phone, then the promptness of receiving the phone call, first words of greeting, guidelines on how to connect the call to another department, how to handle the affair when the person in charge is absent, and the closing message should be included.
- (13) Specifically, telephone numbers, fax numbers, and e-mail addresses, etc.
- (14) The service standard achievement rate measures how well the promises made in the Public Service Charter are kept.

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