

Understanding COVID-19 Responses through the Lenses of Policy Process Models

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Why Does the Policy Process Matter?

Before the Emergence of “Policy Science” of H. Lasswell (1950s)

- Public policy is the area political decision, rather than the area of science
- Politicians decide policy and the bureaucrats implement the will of politicians
- Mechanical relationship between plan-implementation: “if there is a good plan, implementation is for execution of the plan”

Realization of the Importance of scientific understanding of policy process

- policy science is perceived as “knowledge of the policy process and of the relevance of knowledge in the process” ([Lasswell 1970:3](#))
- “Knowledge of” : understanding the nature of the policy process with proper concepts, frameworks, and principles
- “Knowledge in”: specific subject matter knowledge or expertises within a particular policy domain such as infrastructure, health care, welfare, etc

Distinctive Nature of Policy Science Careers

Distinctive outlook: Contextuality

- Society, politics, policy arena, policy
- The context of developing countries differs from that of developed countries

Distinctive outlook: Problem-oriented

Distinctive techniques

- Synthesis of techniques developed by different disciplines
- Philosophy, political science, economics, statistics, AI, etc.

Distinctive Identity

Major Policy Process Theories and Framework: Stage Model

Agenda Setting

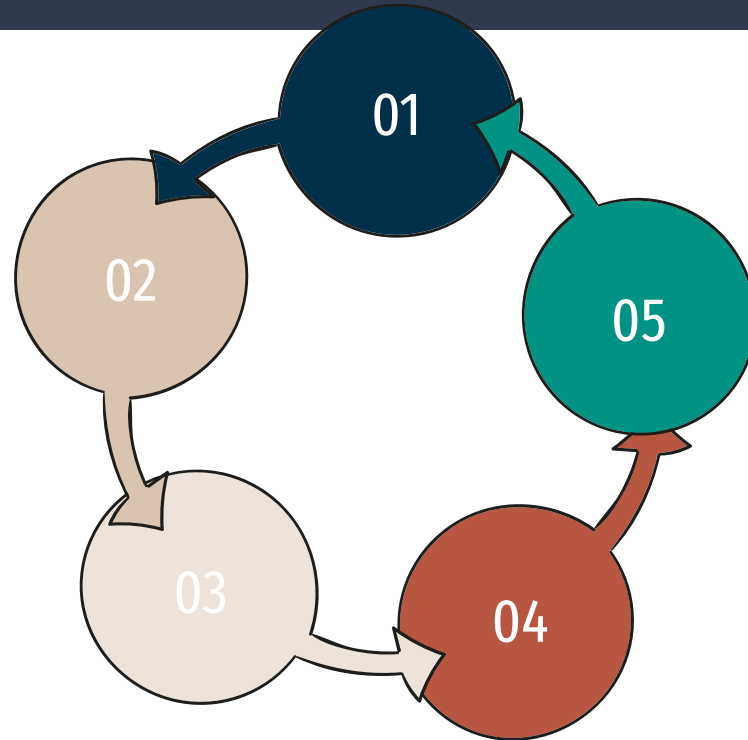
Identifying and defining a problem or issues by various actors

Policy Formulation

Alternative search and analysis

Policy Adoption

Decision, finalization of plans, appropriation of resources



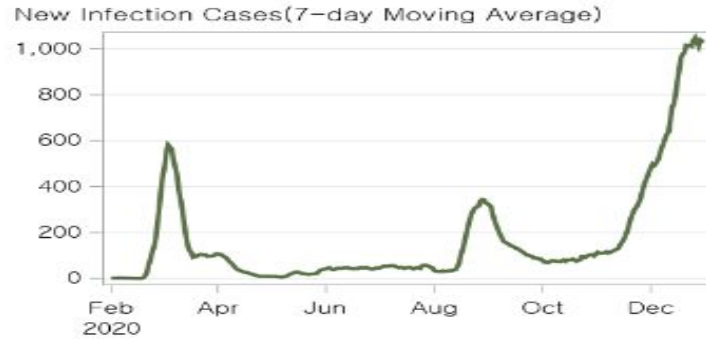
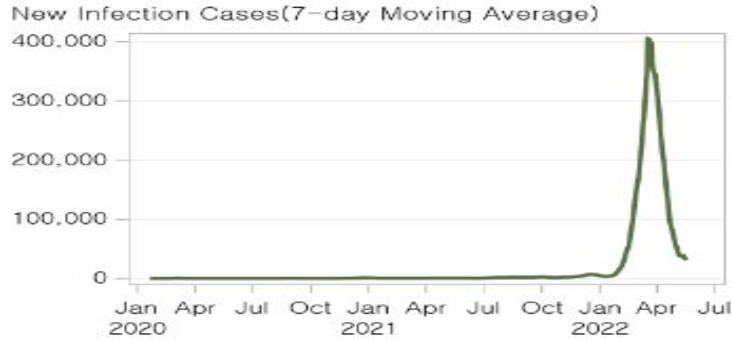
Evaluation, Revision and Termination

Assess effectiveness, impacts of implemented policy

Implementation

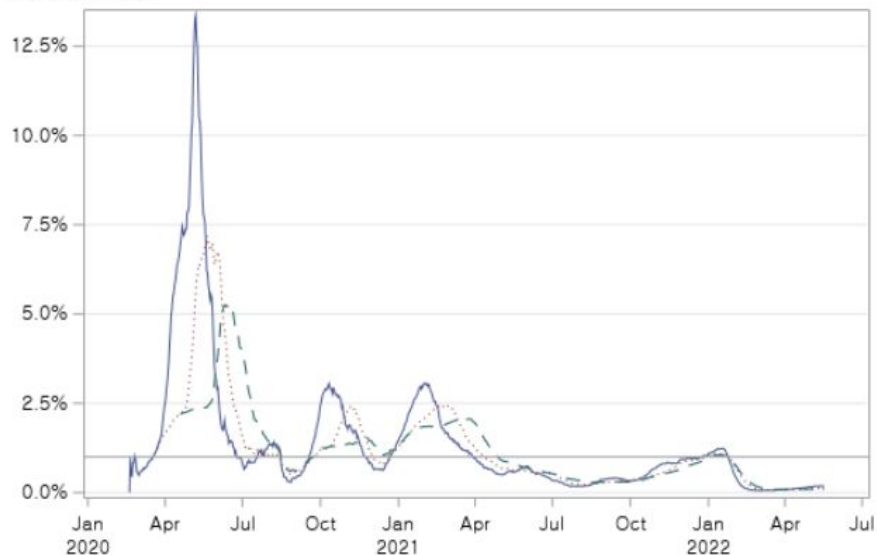
Development of specific regulations, allocation of resources, coordination with stakeholders, and the creation of implementation plans

Difficulties in defining problem: Is COVID-19 the most serious in the early 2022 in Korea?



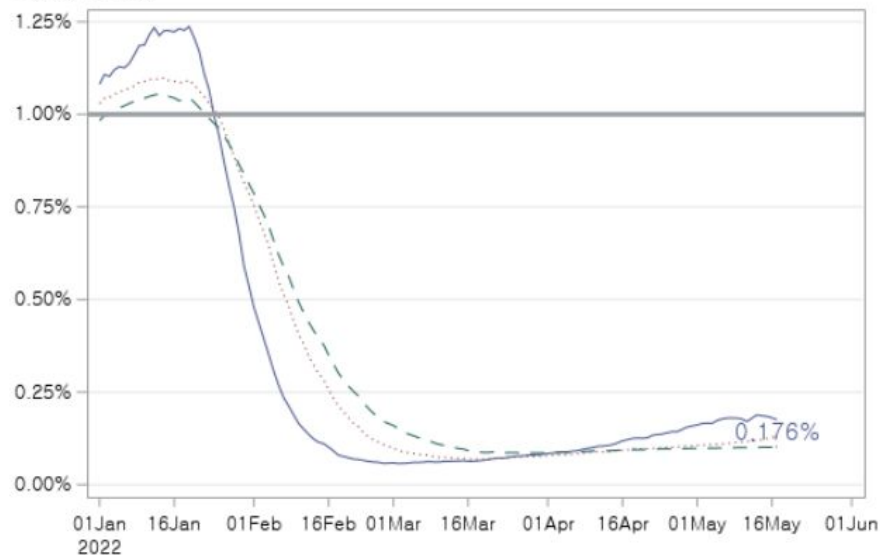
Is COVID-19 highly fatal?

Fatality rate(%)



Solid: 30-day, Dot: 60-day, Dash: 90-day

Fatality rate(%)



Solid: 30-day, Dot: 60-day, Dash: 90-day

Uncertainty is not avoidable but we can reduce it through the successive monitoring and analysis.

Case of COVID-19 Response

Legal System:

- [FRAMEWORK ACT ON THE MANAGEMENT OF DISASTERS AND SAFETY](#)

Manuals

- **Crisis management standard manual**
 - A document that defines the disaster management system and the roles and responsibilities of related agencies for disasters that require national-level management. It serves as the basis for the preparation of practical manuals for crisis response, and is prepared by the head of the disaster management agency.
 - However, for disasters involving multiple disaster management agencies, the Minister of the Interior and Safety may prepare the Crisis Management Standard Manual in consultation with the relevant disaster management agencies.

Case of COVID-19 Response

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Case of COVID-19 Response

Manuals (cont.)

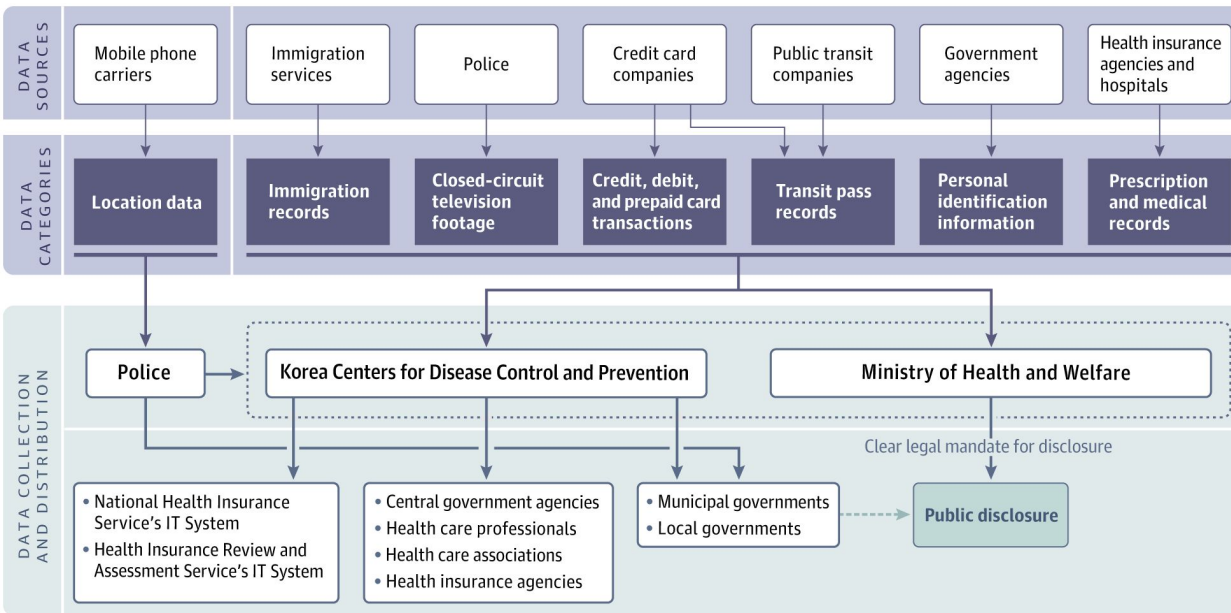
- **Crisis Response Practice Manual**

- A document that defines the necessary measures and procedures for actual disaster response based on the functions and roles specified in the Crisis Management Standard Manual, prepared by the head of the disaster management agency and the head of the related agency.
- In this case, the head of the disaster management agency may integrate the Crisis Response Practice Manual with the above Crisis Management Standard Manual.

- **On-site Management Measure**

- A document that specifies the specific procedures for actions taken by agencies directly performing tasks at disaster sites.

COVID-19 Contact Tracking System in Korea



Espoused action vs. Action in used

Agenda setting, policy formulation, adoption, and implementation take place almost at the same time

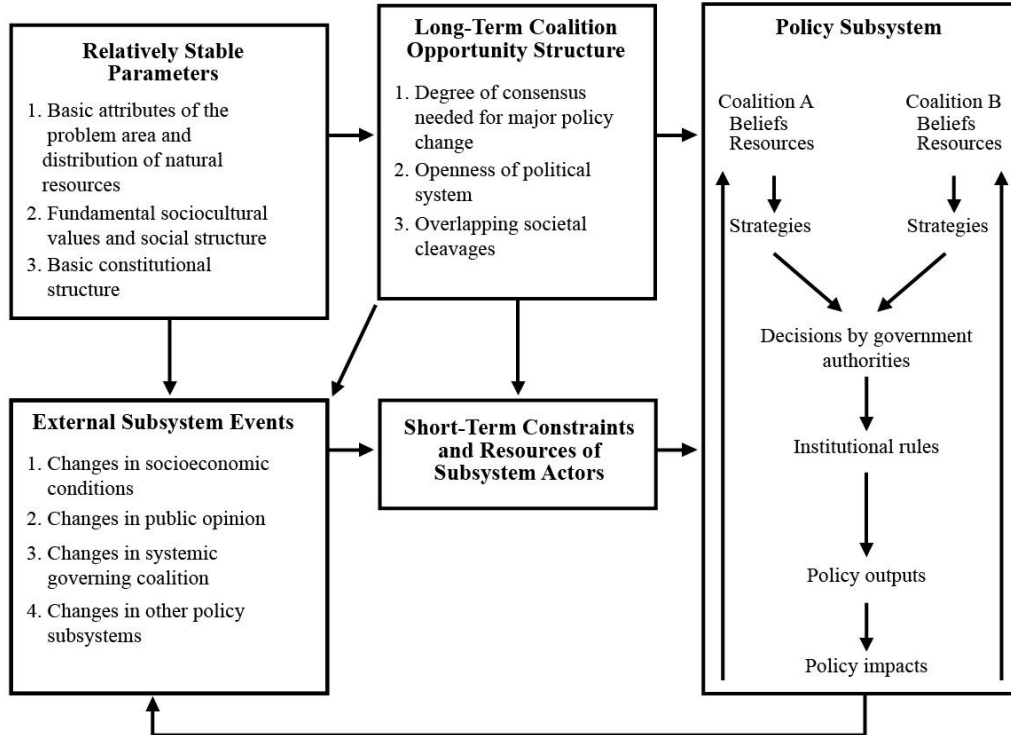
- 3T(Tracking, Testing, Treating) was possible because of flows of problems, solutions, and political feasibility.
- Manuals developed before COVID-19 were not sufficient
- Wearing facial mask before the enforcement by the government
-

Advocacy Coalition Framework (ACF):

Advocacy coalition framework:

- Policymakers and interest groups form long-term coalitions called "advocacy coalitions" based on shared policy beliefs.
- These coalitions engage in continuous debate, learning, and coordination to influence policy development. The ACF emphasizes the role of policy-oriented learning, external events, and policy-oriented resources in coalition dynamics.

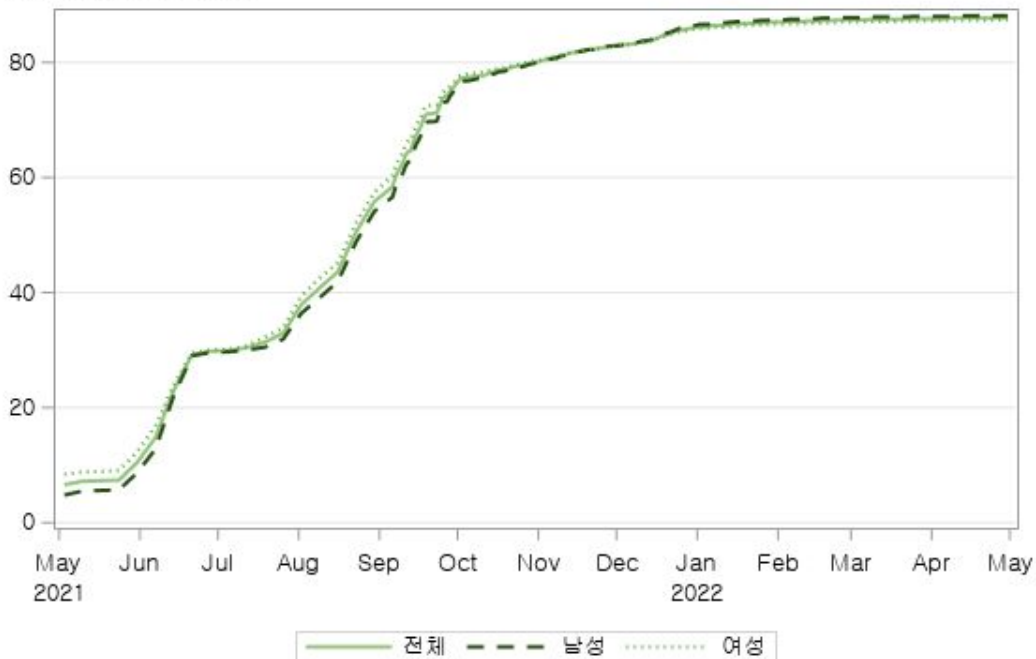
ACF Framework



- Citizens liberty and freedom vs. Public health risk
- “See what I want to see” tendency

Vaccination rate trend in Korea

1차 접종완료율(%)



자료: 아시아지역정보센터 코로나 데이터

- “ Do people not want to take a vaccine?”
- Why do the government believe that people resist to take a vaccine shots?

Trust in government and belief system to the civil society differ among advocacy coalition groups.

The recovery committee and ACF

**[Co-Chairs]
Prime Minister
& Representative from expert group**

**[Assisting chairs]
Ministers (MOHW, MOIS)**

**[Advisory group]
Policy institutes (think tanks)**

**Economy
Recovery
Subcommittee**

**(Deputy Prime
Minister
of Economy)**

**Sociocultural
Recovery
Subcommittee**

**(Deputy Prime
Minister
of
social policy)**

**Prevention
& Health
Subcommittee**

**(Minister of
Health
& Welfare)**

**Local & Safety Subcommittee
(Minister of the Interior & Safety)**

**Local Recovery Committee
(Provinces)**

**Local Recovery Committee
(Municipalities)**

Multiple Stream Model

John Kingdon's book titled "Agendas, Alternatives, and Public Policies"

Three streams of activity that must come together at the same time for a policy to be made

- **The problem stream:** This stream consists of the problems that are seen as important by the public and policymakers.
- **The policy stream:** This stream consists of the possible solutions to the problems that are being considered by policymakers.
- **The political stream:** This stream consists of the political factors that influence the decision-making process, such as the election cycle, the composition of the government, and the public mood.

Streams in COVID-19

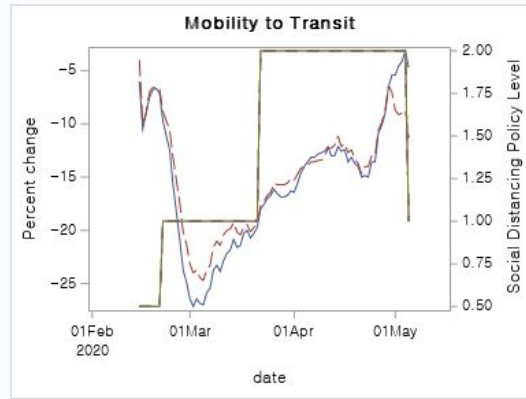
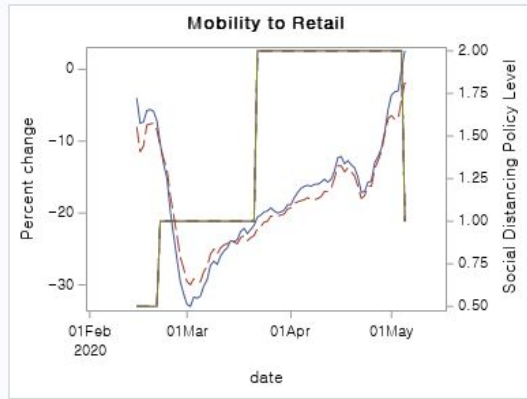
Problem streams: It was not certain that COVID-19 is endemic or pandemic. The fatality is also not sure

Policy problems: Social distancing policy, border closure, etc

Political stream: Anti-Chinese, health risk vs. the limitation of civil rights, the conservative vs. the liberal

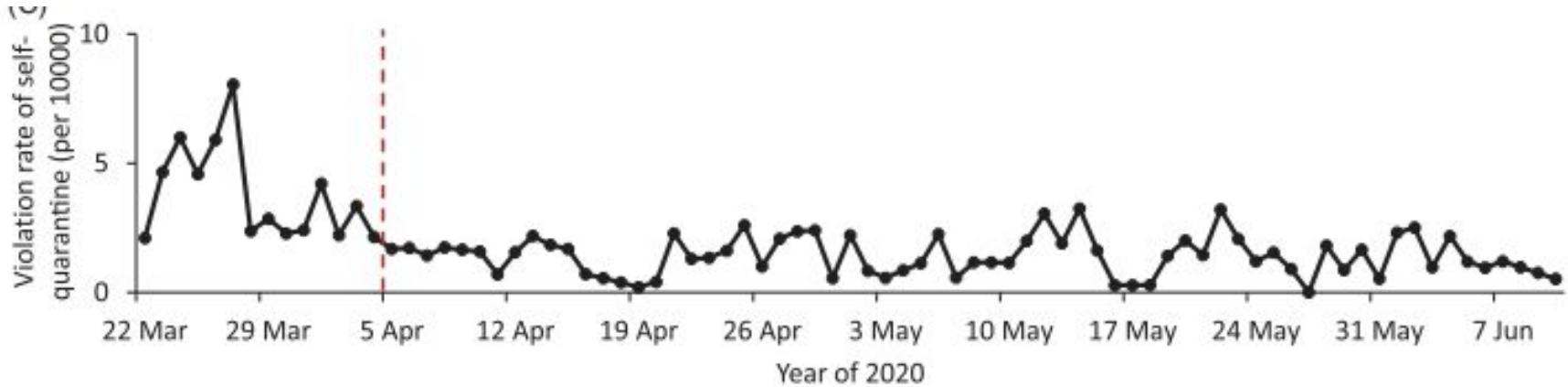
→ **Window of opportunity** opened not because the Korea's condition was serious but because other developed countries adopt the social distancing policies

Passive Compliance of Citizens???



Citizens' act is followed by the social distancing policy of the government.

Note: The dashed line is for the Seoul metropolitan and solid line is for the national level trend.



- Heavy punishment causes more compliance to quarantine policy of the government is the myth.
- Voluntary compliance of citizens is essential.

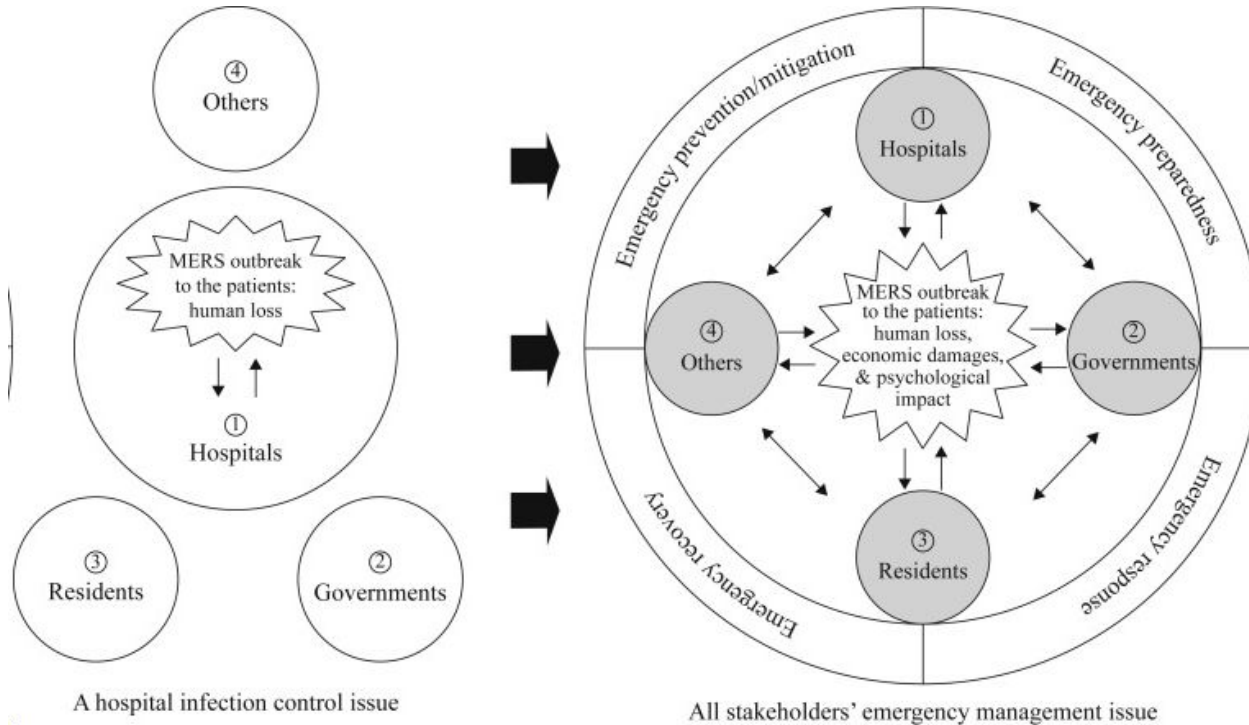
Policy Learning paradigm

Policymaking is the result of constant learning from experiences

- Different **levels**: individual, organization, institutional, government, and cross-countries
- Different **types**: Institutional, adaptive, and systematic learning
- Different **ways**: Research, experimentation, reflection, and collaboration
- Different **utilizations**: Learned results are used for different stages of public stages

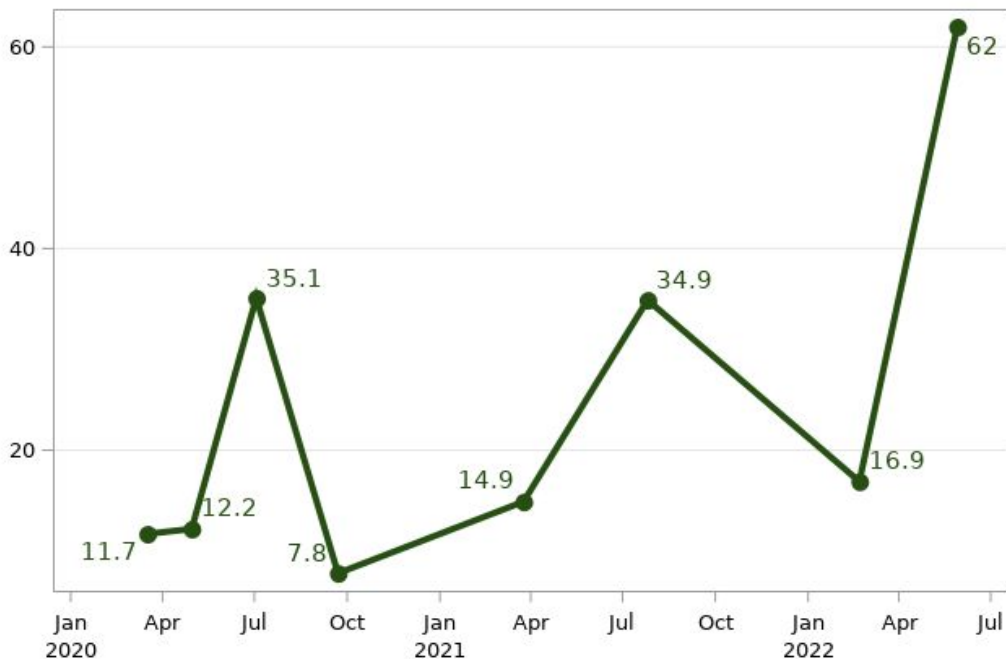
Rather than expecting perfect planning, we should engage in continuous error-correction processes given the limitation of our knowledge.

Learning from MERS



Policy lags and arbitrary lesson drawing

Unit: One Billion USD



Source: Ministry of Economy and Finance

Government supplementary budgets → awarded in a wrong time

Aggravation of inflation and budget deficit in exchange for political comfort.

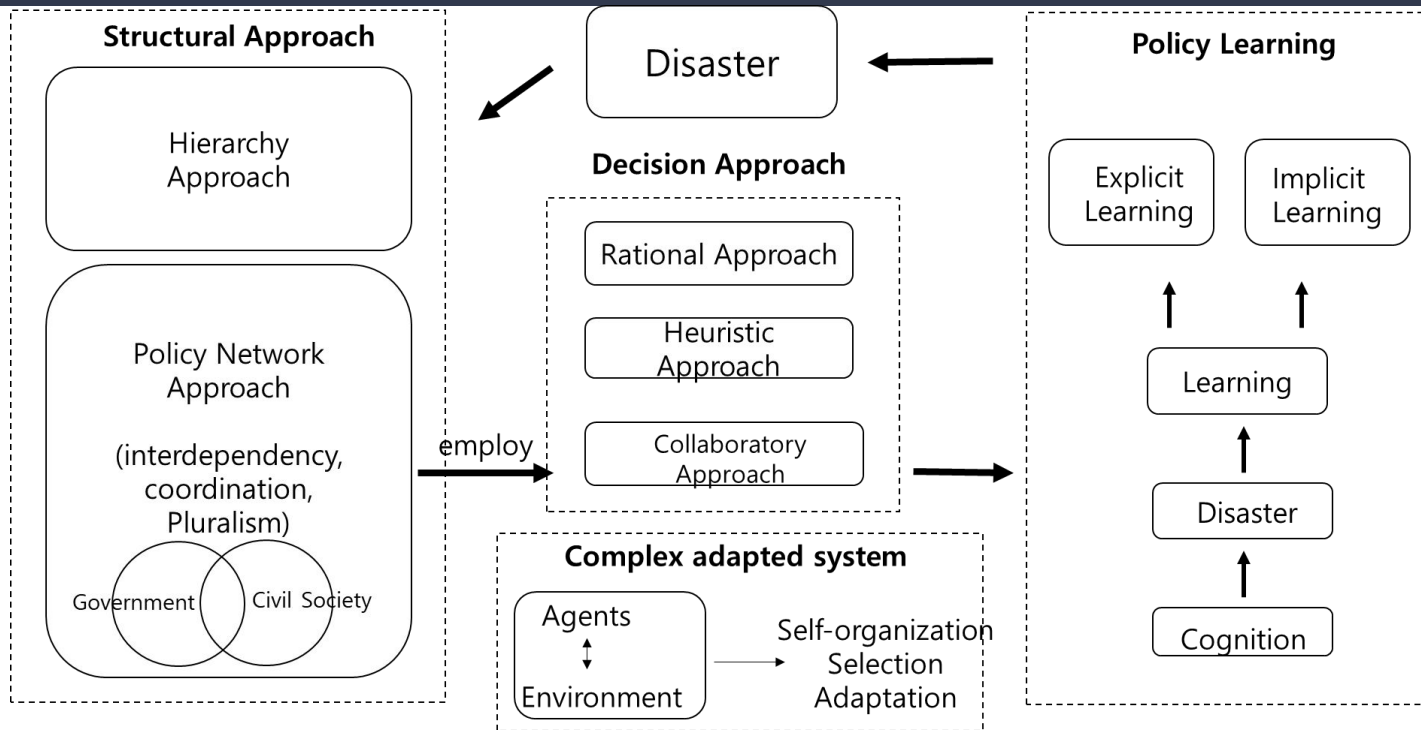
Policy Network Model

A policy network model: understand and analyze the relationships between actors involved in the policy-making process emphasizing the complex and dynamic process that involves a variety of actors, including government officials, interest groups, businesses, and the public.

Key elements of policy network

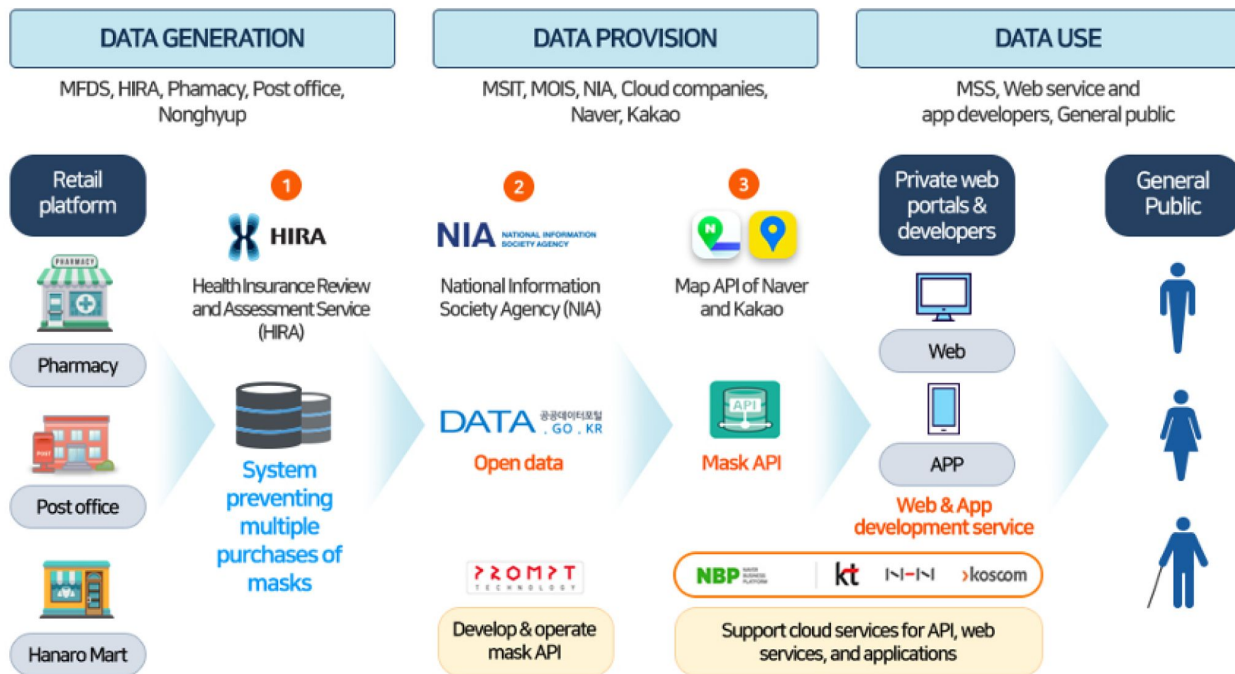
- **Actors:** The actors involved in the policy-making process can be divided into two main groups: government actors and non-government actors.
- **Resources:** Actors in the policy-making process have different resources that they can use to influence the process.
- **Relationships:** The relationships between actors in the policy-making process are complex and dynamic. These relationships can be based on shared interests, common goals, or personal ties.

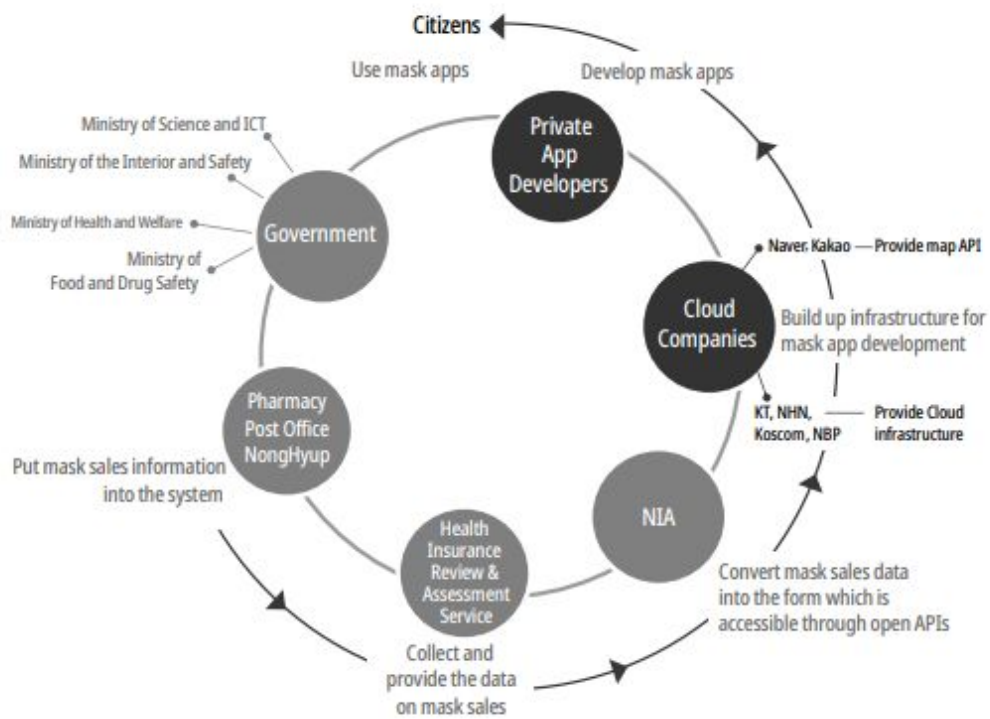
Holistic Approach: KK Model



Characteristics of Disasters: Nonlinearity, Uncertainty, Constant Change, Multiple Actors, Lack of Information and Resources, Ambiguous time horizon, Double loop feedback

Mask app and Policy Network







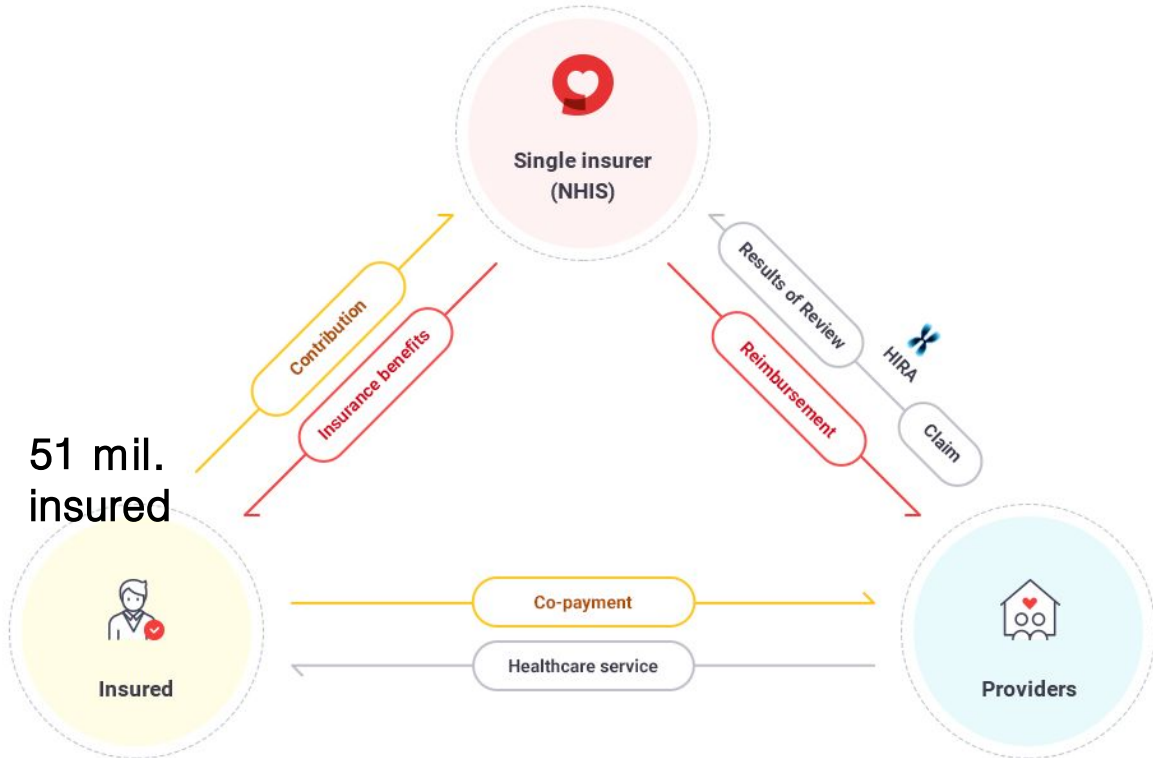
Network Governance Approach: Public Health Governance and Data



Public Health Governance: MHW, NHIS, HIRA

Ministry of Health and Welfare
(Policy, Supervision)

Interconnected Governance

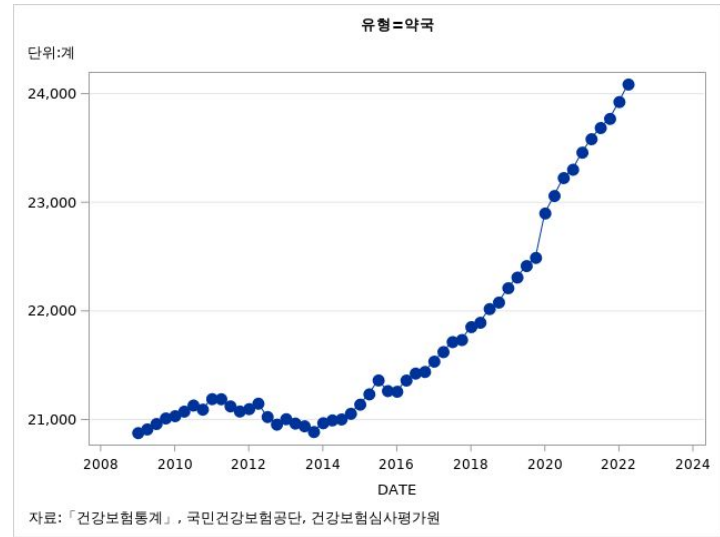
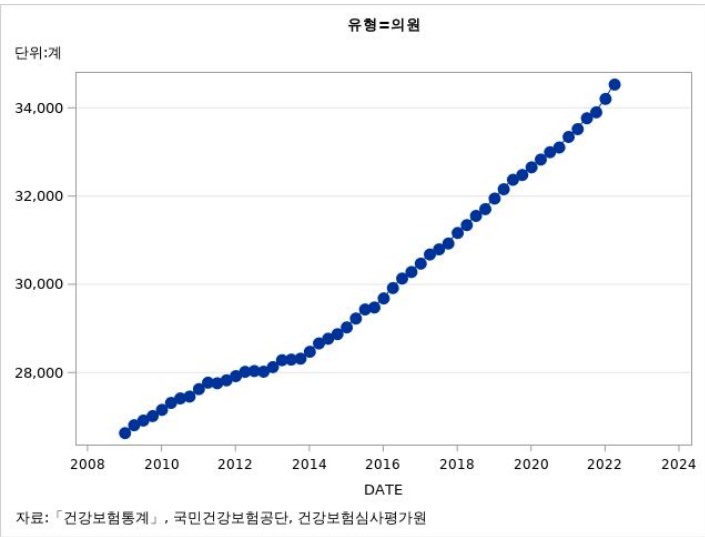


1.3 billion claims
per year

99,646
hospitals,
clinics,
pharmacies,
etc.



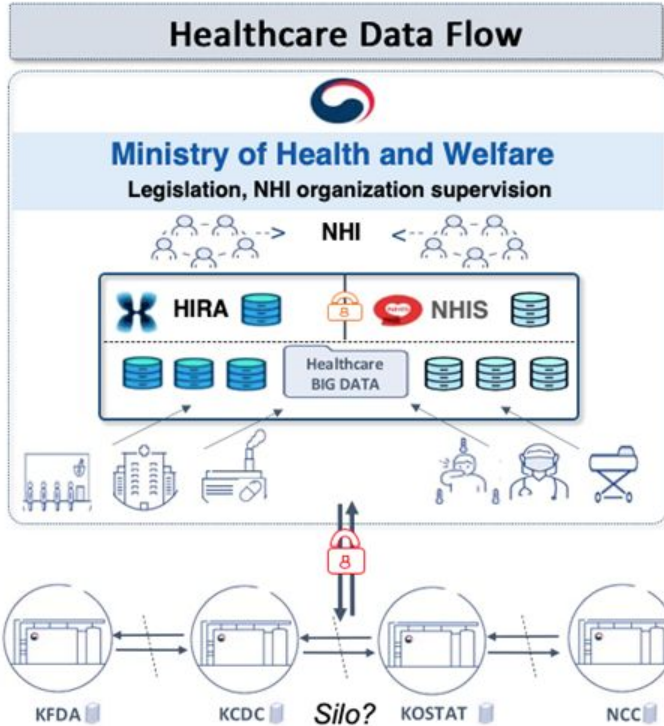
- The number of Clinics and Pharmacies in Korea has continuously increased.





Public Health Databases: MHW, NHIS, HIRA

1. Overview of healthcare data in KOREA

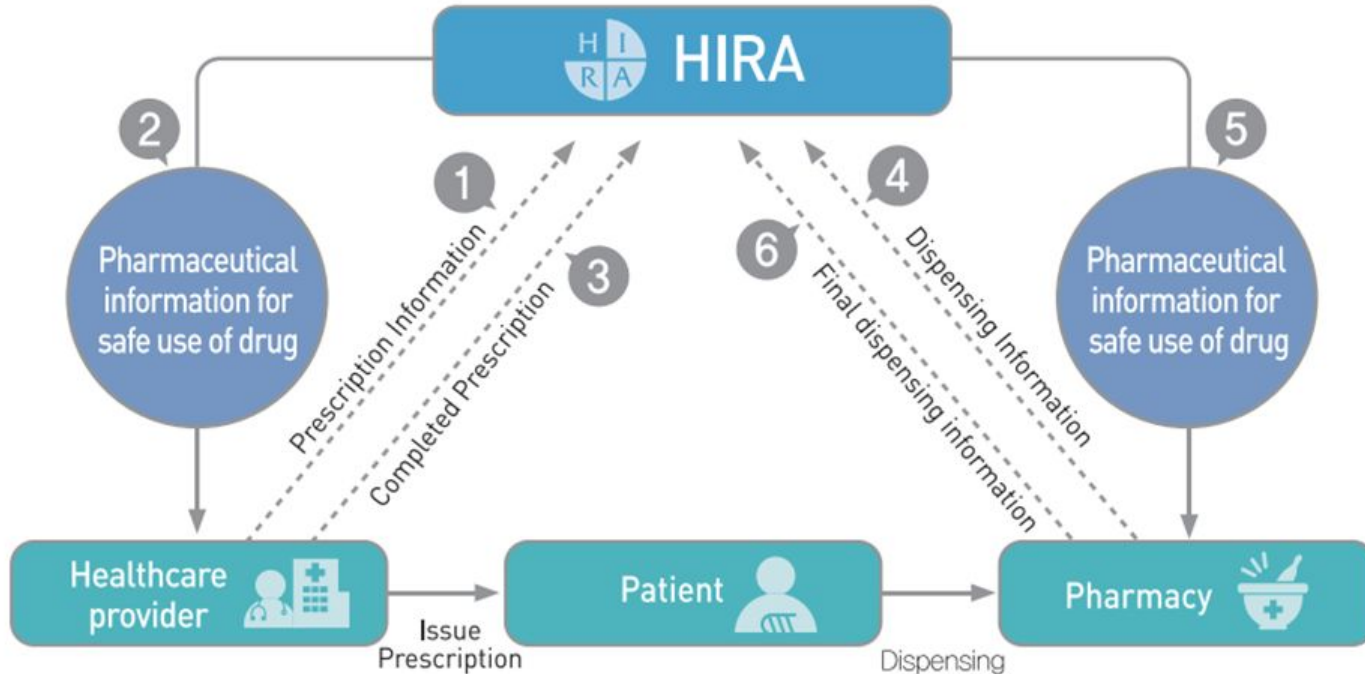


- **National Health Insurance (NHI) Program**
 - compulsive social insurance
 - single payer
 - entire population & healthcare service providers including pharmacies
 - web-based networking for healthcare benefit claims
- **Data Linkage Limitation among agencies**
 - Difficult to data sharing in real-time
 - Lack of clinical data as claimed data



Before COVID: HIRA System

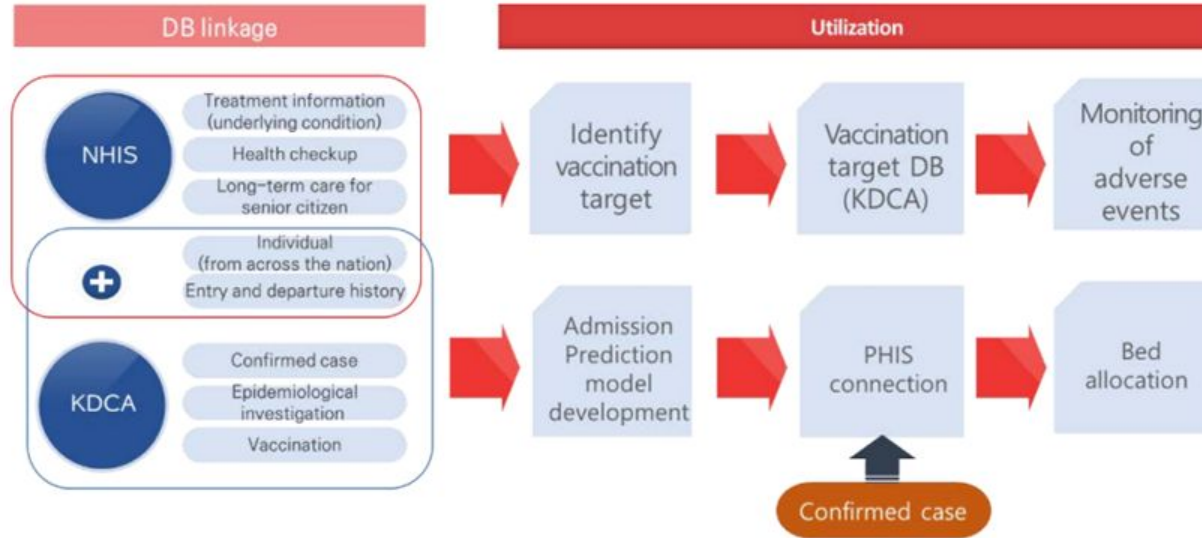
- DUR (Drug Utilization Review) Service: The real-time drug safety inspection program checking the patient's medication history.





Integration of NHIS data to Manage COVID-19

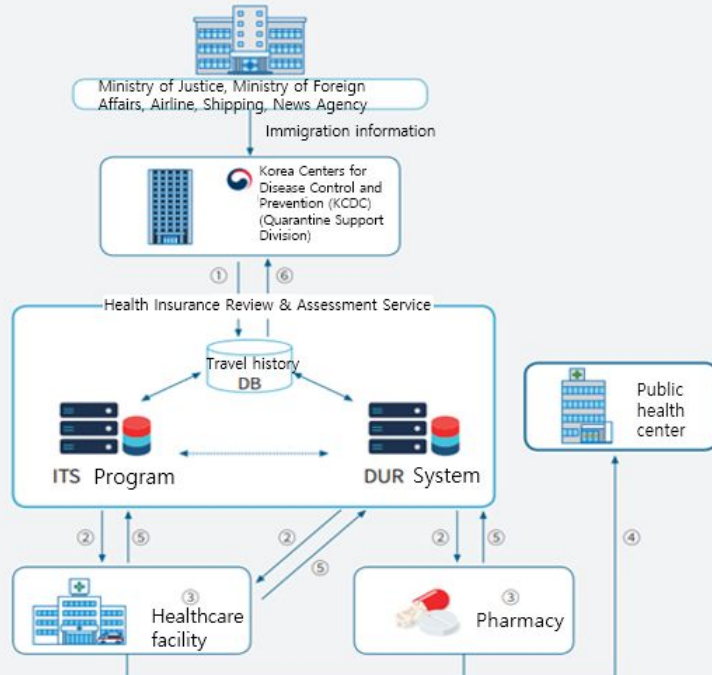
Figure 3.5. NHIS data efforts to manage COVID-19



Source: Material provided to the OECD Secretariat from NHIS.

KDCA: Korea Disease control and Prevention Agency, former KCDC (former Korea Centers for Disease Control and Prevention)

HIRA, Public Health Center, etc sharing COVID-19 information



1. **Korea Centers for Disease Control and Prevention:** Providing information on stay and visitors in areas where infectious diseases have occurred

2. **Health Insurance Review & Assessment Service :** Provide real-time information to nursing institutions through ITS, DUR upon receipt of information

3. **Nursing institutions :** Check relevant information in real time through ITS, DUR when visiting patients.

- ITS: Reception (nurse, administrative staff) and care (doctor) phases

- DUR: Prescription (doctor) stage, dispensing (pharmacist) stage

4. **Nursing institutions:** If a patient has symptoms of an infectious disease, report to the public health center and the Korea Centers for Disease Control and Prevention (No. 1339)

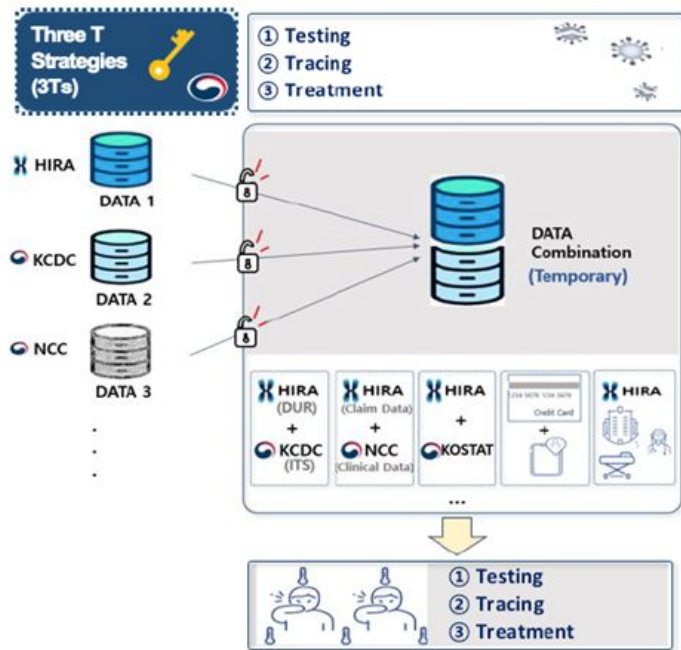
5. **Nursing institutions:** Staying in areas where infectious diseases occur, automatic transmission of visitor inquiry details to the Review Board (real-time)

6. **Evaluation center:** Staying in areas where infectious diseases occur, providing information on visiting nursing institutions to the Korea Centers for Disease Control and Prevention (once a day)

HIRA connects and collects medical facilities, personnels, infections, and other healthcare data related to COVID-19

2. Recent Changes due to COVID-19

In COVID-19 situation



HIRA's COVID-19 Global Collaboration Research Project

COVID-19 Global Collaborative Research Platform
(<https://covid19data.hira.or.kr>) ↔ domestic & overseas researchers

- **The Ministry of Health & Welfare (the government) and HIRA decided to share COVID-19 data to the international society**

- de-identified healthcare data related to COVID-19
- evidence sharing, not raw data sharing
- open to home and overseas researchers

• Goals

- researcher from home and abroad join the project and actively engaged in producing effective evidence to address the global spread of COVID-19

3

Conclusion

- Along with the development of society and economy, policy problems are far more complex than before. Do not think that almighty government is better than experts or citizens.
- COVID-19 is typical example showing the complexity of policy process
- The modern public policy theories require both rational, interactive, communicative, and network oriented approaches.
- Technologies, public administration, and institutions should be arranged more flexible, agile, connected, and transparent ways.
- Collaboration among actors within policy networks are essential.
- Hence, policymakers should understand the complexity of policy processes and collaborate with each other to achieve the shared goals.