



“Las Políticas Públicas para el Fomento de la Economía Social en Corea del Sur: Evolución de Políticas Públicas, Influencia Emprendedora Política y Herramienta de Evaluación”

Public Policies for the Promotion of the Social Economy in South Korea: Evolution of Public Policies, Influence of Policy Entrepreneurs and Evaluation Tool

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TESIS DOCTORAL

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Programa de Doctorado en Economía Social
(Cooperativas y Entidades no Lucrativas)

Septiembre 2024



Agradecimientos

Después de dos años de esfuerzo y dedicación, llego a la conclusión de mi tesis doctoral, con esta sección de agradecimientos. Estos dos años han sido una verdadera montaña rusa de emociones y experiencias, pero el balance final es más que positivo. Este período ha representado un enorme aprendizaje para mí, tanto en el ámbito profesional como en el personal.

Este bonito proceso no habría sido posible sin el incondicional apoyo de Dios Trinidad. Asimismo, quiero expresar mi más sincero agradecimiento a todas las personas que han sido parte fundamental y cómplices en la realización de este trabajo que ahora se plasma en estas páginas.

En primer lugar, quiero expresar mi profundo agradecimiento a mi director de tesis, Rafael Chaves. Sin su guía, este trabajo y toda la experiencia que lo acompaña no habrían sido posibles. Quiero destacar la confianza incondicional que depositó en mí, su apoyo constante, y el trato como un igual. Esta confianza plena me ha ayudado a valorarme, a apreciar mi trabajo, y ha alimentado diariamente la motivación tan necesaria en este largo proceso.

En segundo lugar, quiero agradecer a mis compañeros de la agencia del gobierno coreano, incluyendo a Jeong-yeop Kim. Cuando me sentía perdida, ellos siempre me ayudaban y ofrecían ideas que impulsaron mi investigación. Su colaboración no solo ha permitido alcanzar mejores resultados científicos, sino que también ha aligerado la carga laboral y emocional, contribuyendo significativamente a la obtención de las tres publicaciones.

En tercer lugar, agradezco a la Université du Québec à Montréal (UQAM) por las estancias de investigación que realicé en 2024. Los tres meses que pasé en Quebec fueron profesionalmente fructíferos y personalmente enriquecedores. Por ello, agradezco al Centre de Recherche sur les Innovations Sociales (CRISES) de la UQAM, a mi tutora Sonia Tello Rozas y al resto de los miembros de CRISES por la oportunidad de trabajar con ellos.

Además, me gustaría expresar mi gratitud a mi madre y a mis tres hermanas, Seoji's, quienes siempre me han apoyado. Especialmente, quiero agradecer a mi padre, quien falleció este año antes de poder ver mi tesis doctoral, pero que deseaba verla más que nadie. También quiero agradecer a mis amigos, como Gustavo Uzcátegui, Seyoung Lee y el Doctor Jaerock Lee, quienes siempre me animaron en mis momentos de dificultad para aprender español y avanzar en este camino.

Por último, pero no menos importante, mi pasión por la economía social se originó en 2013, durante mi tiempo de voluntariado en Hegde Nagar, Bangalore, India. Quisiera expresar mi gratitud a los niños y a las trabajadoras sexuales de Bangalore, quienes me enseñaron el valor de las empresas sociales. Nunca olvidaré esa experiencia, y deseo compartir el honor de esta tesis doctoral.

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Resumen

Castellano

I. RESUMEN EN CASTELLANO

1. Justificación de la tesis doctoral

Existe una tendencia creciente que subraya el fortalecimiento del papel de la economía social (ES) dentro de las estrategias nacionales e internacionales (Utting, 2017; WEF, 2022). Muchos gobiernos centrales y locales están formulando políticas públicas para el sector de la ES en países como España, Italia, Australia, Brasil, Sudáfrica, India y México, según la Organización Internacional del Trabajo (2023). Corea del Sur no es una excepción.

A menudo citada como una historia de éxito económico, Corea del Sur ha pasado de ser una nación empobrecida y devastada por la guerra a convertirse en un país desarrollado con avances significativos en múltiples frentes (Eichengreen et al., 2020; D'Costa, 2018). Sin embargo, estos logros orientados al crecimiento económico han generado desafíos, como la pobreza, la desigualdad, las largas jornadas laborales, la inestabilidad financiera y las preocupaciones sobre el poder económico y político de los grandes conglomerados corporativos, conocidos como chaebols (World Bank, 2004; OECD, 2013). En particular, la crisis financiera asiática de finales de los años 90 reveló las debilidades en la estructura económica del país y puso de manifiesto problemas sociales que antes se habían pasado por alto. Corea del Sur ha reconocido la importancia de transformar las prácticas económicas y las empresariales y ha promovido activamente la ES para abordar estos desafíos e impulsar un cambio transformador (Jang, 2017; Kim et al., 2017; Lee et al., 2022; Claassen et al., 2022; Bidet et al., 2018).

En medio del rápido crecimiento, los emprendedores políticos del sector de la ES tomaron medidas proactivas para corregir los sesgos hacia enfoques de desarrollo impulsados por el crecimiento. Desmantelaron las barreras que enfrentaban las organizaciones de la ES, a pesar de la base política inicialmente limitada para la ES en Corea del Sur (Lee, 2015). Se han promulgado tres leyes y un reglamento para apoyar diversos tipos de entidades de la ES, incluidas empresas sociales, cooperativas, empresas de autosuficiencia y empresas aldeanas. Por ejemplo, el Programa de Apoyo a la Autosuficiencia, establecido en virtud de la Ley Nacional de Seguridad Vital Básica, se introdujo para ayudar a los desempleados a mantener un nivel de vida básico mediante negocios de autosuficiencia. Paralelamente, la Ley de Promoción de Empresas Sociales de 2007 introdujo sistemas de acreditación y apoyo para empresas sociales. Además, la promulgación de la Guía de Implementación del Programa de Promoción de Empresas Aldeanas en 2010 tenía como objetivo apoyar a las empresas comunitarias, mientras que la Ley Marco de Cooperativas de 2012 estableció un marco legal

para las cooperativas. Asimismo, el país fue pionero en los programas de Bonos de Impacto Social en Asia, utilizando capital privado para abordar problemas sociales con la participación de entidades de la ES, como el desempleo juvenil, la rehabilitación de personas que reciben apoyo básico para su sustento y la creciente prevalencia de la demencia (Kim, 2022b; Jung, 2022).

El gobierno central ha implementado más de 40 iniciativas de políticas públicas, mientras que los gobiernos municipales han promulgado más de 220 ordenanzas. Además, Corea del Sur tuvo 22 órganos consultivos regionales y sectoriales en toda la península en apenas dos décadas. En particular, en las dos décadas de historia de la política de la ES, el año 2017 marcó un punto de inflexión significativo con un auge político. Bajo la administración de Moon Jae-in, la revitalización de la ES se convirtió en una prioridad, lo que llevó a la introducción de medidas integrales. El “Plan de Promoción de la Economía Social”, sin precedentes, esbozó una estrategia a medio y largo plazo, estableciendo comités, grupos de trabajo, financiación de políticas, expansión de la contratación pública y desarrollo de infraestructura para la ES. De 2017 a 2020, se observó un aumento notable en el número de empresas del sector, superando las 31.000, con un incremento del 55% (Organismo Intergubernamental de la República de Corea, 2021). Las políticas gubernamentales de apoyo a la ES en Corea del Sur han obtenido reconocimiento mundial, ocupando el primer lugar en términos de apoyo gubernamental a los emprendedores sociales (Agapitova et al., 2017; Hiroto, 2009; Fundación Thomson Reuters, 2016). Este enfoque difiere del contexto europeo y norteamericano, donde la ES ha estado más influenciada por iniciativas voluntarias de la sociedad civil que por la participación estatal (Defourny y Kim, 2011; Kerlin, 2006). Corea del Sur destaca por el fuerte papel del Estado y su capacidad para impulsar cambios rápidos.

La tesis doctoral ofrece un análisis integral de las políticas públicas para la ES en la República de Corea. Se centra en tres áreas principales: el cambio de paradigma en las políticas públicas de la ES, el impacto de los emprendedores políticos a través del análisis de los medios de comunicación y el desarrollo del Índice de Encuestas de Empresas de Economía Social (S-BSI) en la formulación y evaluación de políticas públicas. El estudio examina a fondo el establecimiento de agendas, la implementación y evaluación de políticas, proporcionando una exploración en profundidad de estos procesos clave.

Primero, el sector de políticas continúa creciendo, y la política pública evoluciona de acuerdo con el concepto de dinámica de la política pública, ya que es un fenómeno dinámico y adaptativo moldeado por la intersección de influencias pasadas y futuras (Kay, 2006). El

sector de la ES no es una excepción. Con el crecimiento de la ES, ha surgido y se ha difundido en Europa una nueva generación de políticas públicas para este sector, dando lugar al desarrollo de nuevos campos de investigación, como el concepto de políticas transformadoras para la Economía Social y Solidaria (Chaves, 2020; Utting, 2016b). Sin embargo, sigue existiendo un vacío en la investigación sobre este tema en Asia, incluida Corea del Sur. Estudios anteriores han abordado varios aspectos de la política de la ES en Corea del Sur. No obstante, es necesario realizar estudios más completos que profundicen en la evolución de la política de la ES, considerando el cambio de paradigma y el surgimiento de la próxima generación de políticas bajo la Nueva Gobernanza Pública. Además, varios estudios previos solo han analizado las medidas de política social categorizándolas como apoyo directo o indirecto, careciendo de herramientas analíticas en profundidad. Se requiere más investigación para analizar y categorizar las medidas de políticas públicas con características más refinadas. Finalmente, aunque se han discutido los efectos negativos de la excesiva intervención política del gobierno, pocos estudios han analizado el papel cambiante y en desarrollo del gobierno y sus políticas en la gestión efectiva de las relaciones intersectoriales entre el gobierno y las organizaciones de la ES en la prestación de servicios públicos. Este estudio aborda las deficiencias de los estudios existentes, como la ausencia de una exploración exhaustiva de la evolución de la política de la ES y el examen limitado del papel cambiante del gobierno en la gestión efectiva de las relaciones intersectoriales entre el gobierno y las organizaciones de la ES en la prestación de servicios públicos. Este estudio cierra la brecha de investigación al proporcionar una evaluación integral de los aspectos cualitativos de la política de la ES en Corea, analizando 1.036 medidas en 38 planes de políticas públicas utilizando métodos de análisis de contenido cuantitativos y cualitativos.

En segundo lugar, en el panorama académico hay un creciente énfasis en el papel de los emprendedores de políticas públicas en diversos campos, incluyendo la literatura sobre administración pública, políticas públicas y economía política (Bakir et al., 2021; Dhliwayo, 2017). Los emprendedores de políticas, actores clave en el establecimiento de agendas y en la promoción del cambio político, estimulan el interés público, generan nuevas propuestas y guían la legislación (Crow, 2010; Herweg et al., 2018; Kingdon, 2011; Mintrom, 2000; Mintrom y Norman, 2009; Rabe, 2004; Zahariadis, 2003). A medida que aumenta la relevancia de las políticas públicas de ES, especialmente en el contexto del desarrollo sostenible, el papel de los emprendedores de políticas en estas iniciativas se vuelve cada vez más significativo (Utting, 2016a; Foro Económico Mundial, 2022; Chaves y Monzón, 2018;

Jenkins et al., 2021; Mintrom y Thomas, 2018).

Las investigaciones anteriores sobre emprendimiento político se han centrado en tres áreas principales: estudios cualitativos que examinan casos individuales exitosos en diversos contextos (Arnold, 2015; Frisch et al., 2020a; Mintrom, 2000; Oborn et al., 2011); investigaciones enfocadas en estrategias o acciones específicas en cambios políticos significativos (Brouwer y Huitema, 2018; Mintrom y Norman, 2009; Petridou et al., 2021); y estudios que exploran las características del emprendimiento político (Faling y Biesbroek, 2019; Frisch et al., 2020b; Roberts y King, 1991). A diferencia de estudios anteriores con períodos de tiempo restringidos, que a menudo abarcan solo unos pocos años, esta investigación ofrece una perspectiva ampliada sobre los emprendedores de políticas, abarcando más de dos décadas y examinando varios grupos dentro de este marco temporal (Mintrom y Norman, 2009). Para abordar el problema de la selección subjetiva de emprendedores políticos, el estudio adopta un enfoque único al identificar y analizar a personas con experiencia significativa en ES que reciben constante exposición en los medios de comunicación. Reconocer el papel influyente de los medios en la formación de percepciones sobre los emprendedores políticos justifica el uso del análisis de cobertura mediática y mejora el proceso de identificación (Roberts y King, 1991). Al centrarse en identificar y analizar a los emprendedores políticos clave a través de su constante exposición mediática, el estudio evita los peligros de los plazos limitados y los procesos de selección subjetivos. Finalmente, el estudio aborda la brecha en la investigación sobre la interacción dinámica entre los emprendedores de políticas y el cambiante panorama político, especialmente en el contexto de Asia Oriental (Jarvis y He, 2020).

Por último, así como es crucial implementar políticas públicas efectivas de ajuste empresarial para lograr un crecimiento económico estable y duradero, también es vital rastrear y prever constantemente las tendencias sociales y económicas en el sector de la ES (Killick, 1993). Utilizar herramientas de evaluación de políticas públicas para desarrollar estrategias informadas basadas en esta información es esencial para garantizar el progreso continuo de la ES (Kim, 2022a). Las organizaciones de ES tienen objetivos fundamentalmente distintos a los de las empresas convencionales con fines de lucro (Defourny, 2001). Depender únicamente de datos de empresas tradicionales con fines de lucro, como las pequeñas y medianas empresas, al formular y evaluar políticas de ES puede dar lugar a decisiones mal fundamentadas. Esta tesis profundiza en el Índice de Encuesta de Empresas de Economía Social (S-BSI), una herramienta diseñada para monitorear el valor social y económico generado dentro del sector de la ES y proporcionar información clave

para intervenciones oportunas en políticas públicas. El estudio ofrece un análisis integral del S-BSI, abarcando su trayectoria de desarrollo, sus características distintivas en comparación con otras herramientas y su eficacia como instrumento avanzado para la formulación y evaluación de políticas para la ES. Además, la tesis emplea técnicas de evaluación cualitativa basadas en el marco de políticas públicas de próxima generación para el sector de la ES.

Los antecedentes anteriores destacan la importancia de un análisis exhaustivo de las políticas públicas de ES en la República de Corea, lo que proporciona una sólida justificación para esta tesis doctoral. Al explorar los diversos aspectos de estas políticas, la tesis busca no solo mejorar nuestra comprensión del marco político existente, sino también hacer una contribución significativa al estudio más amplio de las políticas públicas destinadas a promover la ES.

2. Objetivos y estructura

La tesis doctoral examina el proceso integral de las políticas públicas, incluyendo su evolución, la influencia de emprendedores políticos y la evaluación de las políticas de ES en la República de Corea. Para lograr esto, se han establecido tres objetivos específicos.

El primer objetivo consiste en examinar el cambio de paradigma en las políticas públicas de ES en la República de Corea. En concreto, se profundiza en los cambios y avances que se han producido en el ámbito de la política pública de la ES coreana, explorando su desarrollo y crecimiento. Mediante el empleo de métodos de análisis cualitativo, el estudio evalúa exhaustivamente 1.036 medidas de políticas públicas que abarcan varios tipos de organizaciones de ES. Este objetivo se ha materializado en uno de los tres artículos que componen las publicaciones de esta tesis.

1. Seo, J. (2024). From boom to transformation: assessing the paradigm shift in public policies for the Social Economy in South Korea. *Public Management Review*, 1–24. <https://doi.org/10.1080/14719037.2023.2296627> (Revista indexada en el área de Public Administration (JCR, Q1 y SJR, Q1)).

El segundo objetivo se centra en el papel influyente de los emprendedores políticos en la

configuración de las políticas públicas de ES en Corea del Sur. Específicamente, busca examinar la presencia y el impacto de estos emprendedores políticos dentro del sector de la ES en Corea del Sur, analizando 423 artículos de noticias de dieciocho medios de comunicación diversos a lo largo de dos décadas. Este objetivo se ha materializado en uno de los tres artículos que componen las publicaciones de esta tesis.

2. Seo, J. (2024). Unveiling the impact of policy entrepreneurs on South Korea's social economy: a media analysis. *Journal of Asian Public Policy*, 1–18. <https://doi.org/10.1080/17516234.2024.2325856> (Revista indexada en el área de Public Administration (JCR, Q1 y SJR, Q1)).

Finalmente, el tercer objetivo busca proporcionar un análisis integral del Índice de Encuestas de Empresas de Economía Social (S-BSI) como un instrumento avanzado para elaboración y evaluación de políticas públicas en el sector de la ES. Específicamente, se enfoca en investigar su desarrollo, sus características únicas en comparación con otras herramientas similares y su función. Este objetivo se ha materializado en uno de los tres artículos que componen las publicaciones de esta tesis.

3. Seo, J. (2024). Analysing the Social Economy Business Survey Index (S-BSI): Development, Features, and Effectiveness in Social Economy Policy Making and Evaluation. *Canadian Journal of Nonprofit and Social Economy Research* (Revista indexada en el área de Sociología y Ciencias Políticas (SJR, Q2)).

En cuanto a la estructura, esta tesis doctoral se presenta como una recopilación de publicaciones. El documento incluye un resumen general, y los artículos completos están adjuntos en un anexo, según las especificaciones para este tipo de tesis. El resumen abarca cinco etapas clave.

En primer lugar, se justifica la tesis y se presenta un esquema con los objetivos y la estructura. En segundo lugar, se explora las políticas públicas para la ES en Corea, empleando métodos de análisis cualitativo para evaluar 1.036 medidas de políticas públicas en diversos tipos de organizaciones de ES. En tercer lugar, se revisa 423 artículos de noticias de 18 medios de comunicación durante dos décadas para examinar la presencia y el impacto de los emprendedores políticos en el sector de la ES, utilizando técnicas cuantitativas como

el análisis de redes semánticas y métodos cualitativos. En cuarto lugar, se examina el Índice de Encuestas de Empresas de Economía Social (S-BSI), una herramienta avanzada para la elaboración y evaluación de políticas en el sector de la ES, diseñada para monitorear el valor social y económico generado por organizaciones de ES. Finalmente, se presenta las conclusiones, implicaciones y principales aportes de la tesis.

3. La evolución de las políticas públicas

El primer objetivo de la investigación se centra en verificar la evolución de las políticas públicas de ES en la República de Corea. En concreto, el estudio aborda dos preguntas de investigación principales: (1) ¿De qué manera ha cambiado la política pública de ES en Corea del Sur en las últimas dos décadas? (2) ¿Está la calidad de las políticas públicas de ES en proceso de evolución o retroceso?

En los últimos años, se ha producido un cambio significativo en las políticas públicas del sector de la ES, dando lugar al surgimiento de una nueva generación de políticas públicas (Utting 2016a). A diferencia de la primera generación, que se centraba principalmente en instrumentos presupuestarios y beneficios fiscales, la nueva generación de políticas públicas para promover la ES presenta una tipología más variada (Chaves, 2012; 2018; 2020). Esta nueva generación se distingue de la primera en varios aspectos: el grado de complejidad, el perfil de los responsables de la elaboración y aplicación de las políticas públicas, la concepción general de las políticas públicas, los instrumentos específicos utilizados, el nivel de integración en las políticas gubernamentales generales y el enfoque en la evaluación de las políticas públicas. Estas diferencias se resumen en la Tabla 1.

Table 1: Comparación Entre las Políticas de Primera y Segunda Generación

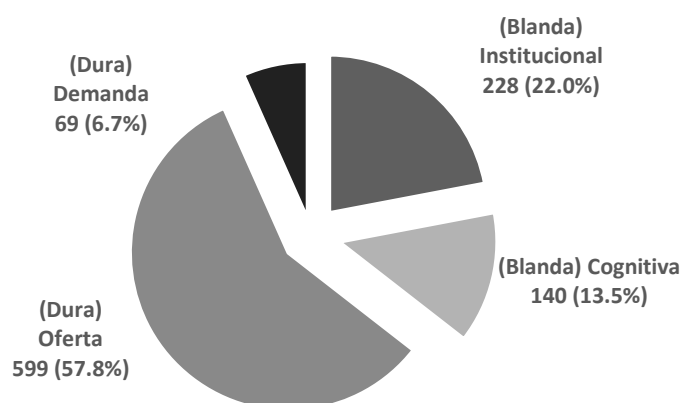
Características de las políticas públicas		Políticas de primera generación		Políticas de segunda generación
Grado de complejidad	de	Políticas (emergentes, sistemáticas)	rápidas no	Políticas públicas sistemáticas (complejas)
Naturaleza de los responsables políticos implicados en la elaboración de políticas		Enfoque directo. Los responsables políticos en sentido restringido	Los	Enfoque partenariado. Formuladores de políticas en sentido amplio, con amplia participación ciudadana
Naturaleza de los responsables políticos en la aplicación de política		Enfoque directo. Los formuladores de políticas en sentido restringido principalmente	Los	Enfoque ecosistémico. Los responsables de la formulación de políticas en un sentido amplio, con amplia participación en la implementación

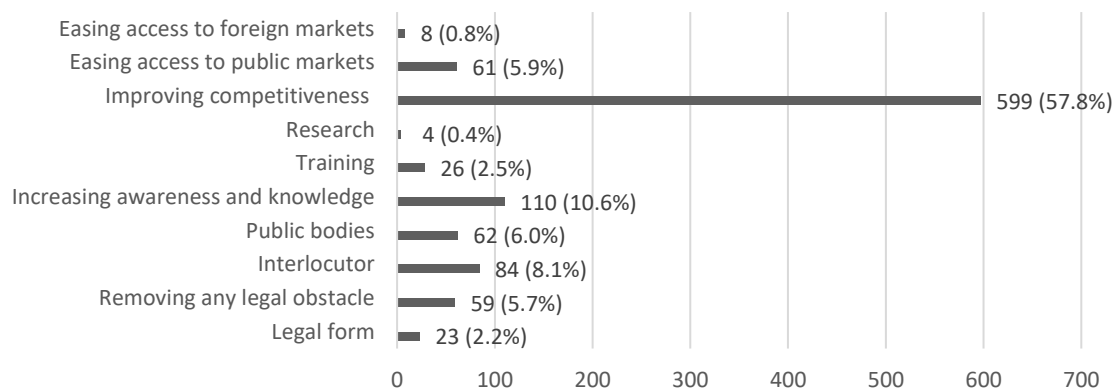
Concepción técnica de la política	Dispositivos sencillos y presupuestarios.	Enfoque holístico y estratégico de la política
Instrumentos concretos de la política	Prestación de pago único, subvenciones por creación de empleo, técnica y de inversión; subvenciones por difusión y a estructuras	Ateneos, dinamizadores sociales, contratación pública, coworking, formación especializada, etc.
Grado de integración de la política en las políticas generales gubernamentales	Sectorializadas, escasa integración en las grandes políticas generales	Enfoque de transversalización. Elevada integración en las políticas generales, incluyendo centralidad en las mismas
Evaluación de políticas	Criterios cuantitativos de eficiencia, eficacia y pertinencia	Criterios cuantitativos y cualitativos, incluyendo participación, coherencia y sostenibilidad.

Source: Chaves, R. (Ed.). 2020. La nueva generación de políticas públicas de fomento de la economía social en España (The new generation of public policies to promote the social economy in Spain). Tirant lo Blanch, 430-431.

Como se muestra en la Figura 1, el análisis del marco de políticas públicas duras y blandas de 1.036 medidas en 38 políticas públicas de la ES a lo largo de dos décadas revela que 668 (64,5%) son medidas de políticas duras y 368 (35,5%) son medidas de políticas blandas. Entre las políticas duras, la mayoría corresponde a políticas de oferta, con 599 (57,8%), mientras que las políticas de demanda representan 69 (6,7%). Entre las políticas blandas, las políticas institucionales suman 228 (22,0%) y las políticas cognitivas 140 (13,5%).

Figura 1: Distribución de Políticas Blandas y Duras y Composición de las Políticas.





Fuente: Elaboración propia.

Durante la primera generación, se establecieron leyes y sistemas legales para cada tipo de empresa de ES, como empresas sociales, empresas aldeanas, empresas de autosuficiencia y cooperativas, como se muestra en el Cuadro 2. Los departamentos gubernamentales implementaron políticas públicas para proporcionar apoyo empresarial en las etapas iniciales. Sin embargo, durante la segunda generación, se produjeron cambios significativos en la administración pública.

Primero, las políticas públicas se diversificaron entre sectores y funciones, abarcando leyes, regulaciones, planes a largo plazo, políticas sectoriales, medidas de apoyo empresarial, políticas específicas, innovación pública, reforma regulatoria y políticas relacionadas con eventos internacionales.

En segundo lugar, aunque las políticas duras siguieron siendo predominantes, se introdujeron medidas más sofisticadas para apoyar el crecimiento de las empresas de ES.

En tercer lugar, el gobierno trabajó activamente para aumentar la conciencia, el conocimiento y la capacitación, fomentando la investigación sobre el ecosistema de ES.

En cuarto lugar, para integrar la ES y superar la dependencia de enfoques previos, los esfuerzos de promoción se incorporaron a las tareas nacionales, resultando en la creación de la Secretaría de Economía Social y la Subcomisión de Economía Social, con la participación de 17 ministerios gubernamentales (Kay, 2006).

En quinto lugar, se observaron mejoras en el mecanismo público, incluyendo la diversificación de intermediarios de políticas y un sistema renovado.

En sexto lugar, con la maduración del sistema de políticas existente, el enfoque se trasladó hacia la eliminación de barreras institucionales, la racionalización de la administración, la eliminación de la discriminación, la reducción de impuestos y la provisión de beneficios y trato preferencial.

En séptimo lugar, se establecieron o propusieron varias bases institucionales para determinar la forma o identidad legal adecuada para las empresas de ES, y se propusieron nuevas leyes para mejorar el estatus legal de estas empresas.

Finalmente, se tomaron medidas significativas para involucrar a las partes interesadas de la ES en la formulación e implementación de políticas sociales, reflejando el paradigma de la Nueva Gobernanza Pública (Osborne, 2006). En los primeros 10 años, el gobierno reconoció a las organizaciones de ES e incluyó a estas en el proceso de formulación de políticas. Por ejemplo, se crearon comités de políticas de ES con el objetivo de desarrollar programas de apoyo para cada tipo de empresa de ES. Gradualmente, estas organizaciones participaron en el diseño de políticas de desarrollo regional, servicios sociales y comunitarios, y su estatus fue elevado (Fazzi, 2012).

Cuadro 2: Comparación Entre la Primera y Segunda Generación de Políticas Públicas en Corea del Sur

Características de las políticas públicas	Políticas públicas de primera generación	Políticas públicas de segunda generación
Grado de complejidad de la política	Políticas emergentes, no sistemáticas <ul style="list-style-type: none"> Centrado en las primeras etapas y apoyo financiero a corto plazo 	Políticas sistemáticas y complejas <ul style="list-style-type: none"> Apoyo a la etapa inicial y de crecimiento del ciclo de vida de la empresa de ES Políticas diversificadas según sector y función
Naturaleza de los responsables políticos involucrados en la elaboración de políticas	Enfoque directo <ul style="list-style-type: none"> Establecimiento de consejo de política para la participación de empresas de ES (Participación en el diseño de políticas de ES según los cuatro tipos de empresas de ES) 	Enfoque de colaboración <ul style="list-style-type: none"> Establecimiento de órganos consultivos público-privados o consejos de políticas con participación de las partes interesadas de ES Participación en el diseño de políticas de ES según los cuatro tipos de empresas de ES y políticas de desarrollo regional, servicios sociales y comunitarios.
Naturaleza de los responsables políticos involucrados en la aplicación de la política	Enfoque directo <ul style="list-style-type: none"> Subcontratación gubernamental restringida de servicios públicos a empresas de ES 	Enfoque de ecosistema <ul style="list-style-type: none"> Activación de la subcontratación gubernamental a empresas de ES en campos diversos, como vivienda social, independencia energética, SOC, New Deal, áreas rurales, cooperación intercoreana, cultura, medio ambiente, servicios sociales y equidad de género Participación de las empresas SE en programas de resolución de problemas sociales, como los proyectos SIB
Concepción de la política	Dispositivos sencillos y presupuestarios	Enfoque holístico y estratégico acercarse <ul style="list-style-type: none"> Con un plan de mediano a largo plazo (estrategia de dos vías para construir un ecosistema de ES sostenible y promover su difusión rápida)
Política concreta - instrumentos	Provisión de un solo empleo, pago técnico e inversión: subsidios para difusión y estructuras	Contratación pública, formación especializada <ul style="list-style-type: none"> Diversificación de intermediarios de políticas y un sistema renovado Eliminación de barreras de entrada institucionales, simplificación de la

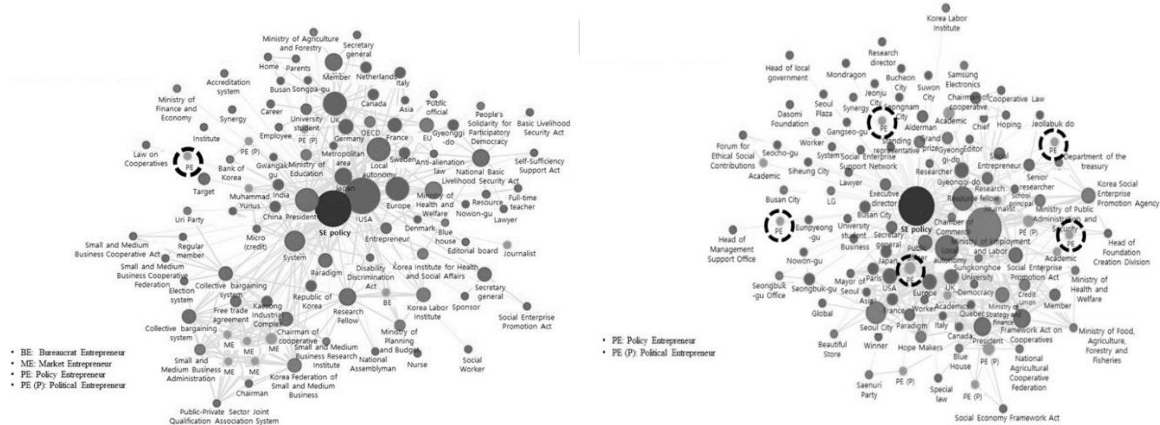
Características de las políticas públicas	Políticas públicas de primera generación	Políticas públicas de segunda generación
		administración, eliminación de la discriminación, y provisión de beneficios y trato preferencial • Acción activa para la sensibilización y el conocimiento, formación especial para empresas de ES
Grado de integración de la política en las políticas generales del gobierno	Sectorizada, limitada integración <ul style="list-style-type: none"> • Inclusión de la promoción de empresas sociales o cooperativas en tareas nacionales • Sólo cuatro departamentos gubernamentales a cargo de cada tipo de empresa de ES estipulados por ley 	Enfoque de integración general <ul style="list-style-type: none"> • Inclusión de la promoción de la ES en las tareas nacionales • 17 departamentos gubernamentales a cargo de cada tipo de empresa de ES estipulados por ley y responsables de sectores que pueden vincularse a la ES, y comités que contribuyen indirectamente a la creación de un ecosistema de ES y desregulación.

Fuente: Elaboración propia.

4. La influencia de los emprendedores políticos

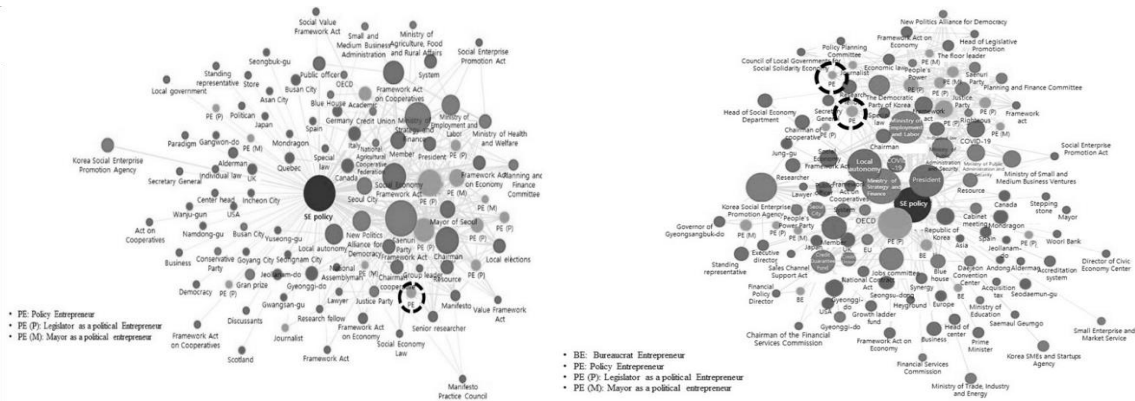
Al analizar 423 artículos de noticias de dieciocho medios de comunicación diversos durante dos décadas, la investigación explora la presencia y el impacto de los emprendedores políticos dentro del sector de ES en Corea del Sur. Mediante el uso de técnicas cuantitativas como el análisis de redes semánticas y métodos cualitativos, incluidos el análisis del discurso y la revisión de la literatura, los hallazgos muestran la evolución dinámica del impacto de estos emprendedores en respuesta a las agendas políticas cambiantes del sector. Inicialmente, estos emprendedores de políticas operaban en segundo plano para institucionalizar las políticas de ES después de las crisis económicas. Sin embargo, con el tiempo, ganaron visibilidad y compromiso, desempeñando un papel crucial en la promoción y la implementación de iniciativas de políticas públicas de ES. Durante la década de 2010, se convirtieron en figuras clave para atraer la atención política hacia el sector, contribuyendo activamente al diseño y la implementación de políticas públicas tanto a nivel central como local, aunque con algunas limitaciones en visibilidad.

Fig 2. Análisis de Redes Semánticas de la Cobertura Mediática en los Gobiernos de Roh y Lee



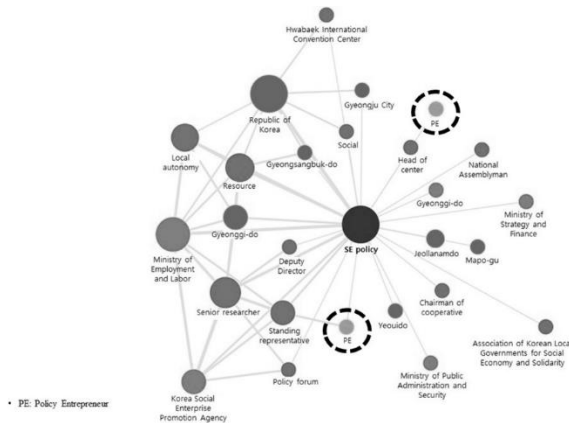
Fuente: BigKinds Service (término de búsqueda: política ES, período: 2003.2.25~2013.2.24)

Fig 3. Análisis de Redes Semánticas de la Cobertura Mediática en los Gobiernos de Park y Moon



Fuente: Big Kinds Service (término de búsqueda: política ES, período: 2013.2.25~2022.5.9)

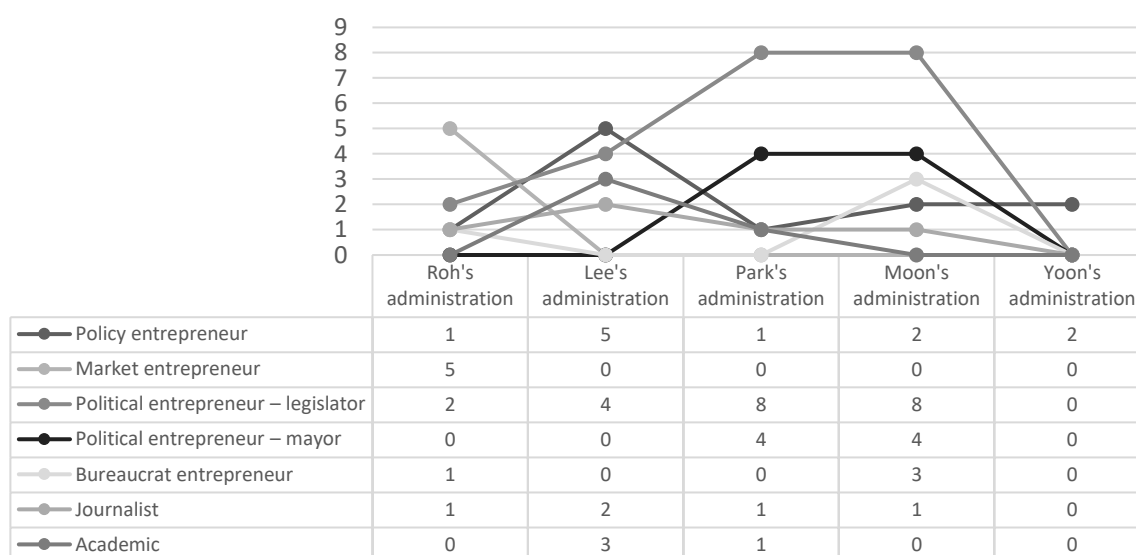
Fig 4. Análisis de Redes Semánticas de la Cobertura Mediática en los Gobiernos de Yoon



Fuente: BigKinds Service (término de búsqueda: política ES, período: 2022.5.10~2023.2.25)

A lo largo de los años, la visibilidad de los emprendedores de políticas en la cobertura mediática ha fluctuado en respuesta a los cambios en el panorama de las políticas de ES, como se muestra en la Figura 5. Inicialmente, se observó un aumento en la exposición mediática durante la fase de institucionalización, alcanzando su punto máximo durante la administración de Lee Myung-bak. Sin embargo, a medida que la ES ganó prominencia política, el número de emprendedores de políticas en la cobertura de los medios disminuyó gradualmente. Durante los períodos de menor atención política al tema (2022-2023), los emprendedores de políticas resurgieron persistentemente para abogar por políticas de la ES.

Fig 5. El Número de Partes Interesadas en la Política de ES en Cinco Administraciones Presidenciales en Corea del Sur



Fuente: Elaboración propia.

5. La herramienta de evaluación de políticas públicas

El Índice de Encuesta de Empresas de Economía Social (S-BSI) es una herramienta diseñada para monitorizar el valor social y económico generado dentro del sector de la ES, proporcionando información esencial para realizar intervenciones oportunas en las políticas públicas. La S-BSI examina tanto las capacidades internas como el entorno externo en la creación de valor social en este sector.

El estudio incluye análisis comparativos a nivel nacional e internacional con encuestas similares. A partir de este análisis comparativo internacional, la S-BSI se distingue de otras encuestas por varias características clave. En primer lugar, se centra específicamente en el

sector de la economía social, que abarca diversas entidades como empresas sociales, cooperativas, empresas aldeanas y empresas de autosuficiencia. Esto permite una evaluación integral de la creación de valor social y económico dentro de este sector. En segundo lugar, la S-BSI adopta un método de muestreo sistemático y estratificado para garantizar una muestra representativa y mejorar la fiabilidad de los datos. En tercer lugar, se trata de un modelo de evaluación basado en resultados que prioriza la creación de valor social y económico del sector, ofreciendo información valiosa para la elaboración de políticas públicas y la toma de decisiones, diferenciándose así de otras encuestas.

A nivel nacional, una de las características importantes que distingue a la S-BSI de otras herramientas de evaluación es su enfoque en proporcionar datos esenciales para la formulación de políticas públicas y su impacto. En lugar de evaluar el impacto de entidades individuales dentro del sector, se centra en monitorizar las tendencias y el estado de todo el sector con vistas a la formulación de políticas públicas. La S-BSI amplía su alcance al considerar las interacciones con los gobiernos centrales y locales, las leyes pertinentes y los sistemas de apoyo. Además, lo que distingue significativamente a la S-BSI de otras herramientas de evaluación es su análisis del estado de creación de valor social en diversas industrias dentro del sector de la economía social, manteniendo un enfoque organizacional. La encuesta ofrece una evaluación exhaustiva de la creación de valor social, centrándose en cuatro dimensiones principales: estado de la creación de valor social, capacidades internas, cooperación y redes, y el entorno externo.

Fig 6. Análisis de comparación múltiple del S-BSI



Fuente: Elaboración propia.

Los métodos anteriores evaluaban los efectos reales de las políticas públicas sobre los objetivos previstos, como el número de destinatarios y el desempeño de la implementación. Sin embargo, la S-BSI no se limita a recopilar los resultados de las políticas públicas; monitorea la creación de valor social dentro del sector de la ES con un enfoque ecosistémico e integrador.

En primer lugar, los elementos de la encuesta reflejan este enfoque ecosistémico al centrarse en varios aspectos: el estado de la creación de valor social mide el impacto social general dentro del ecosistema; las capacidades internas para la creación de valor social evalúan cómo los recursos de una empresa respaldan su papel en el ecosistema; la colaboración y las redes para la creación de valor social resaltan la importancia de las asociaciones dentro del ecosistema; el entorno externo para la creación de valor social evalúa cómo los factores externos afectan al ecosistema; y el desempeño del trimestre actual y las perspectivas del próximo trimestre rastrean las tendencias y perspectivas de desempeño en el contexto de la dinámica del ecosistema. Estos elementos reflejan colectivamente el enfoque ecosistémico para evaluar la creación de valor social.

En segundo lugar, los elementos de la encuesta, como las capacidades internas de las empresas de economía social, el entorno externo, la colaboración y las redes para crear valor social, indican que las políticas públicas de ES han evolucionado más allá de su función original de fomentar las empresas sociales y se han desarrollado para integrarse en políticas económicas, sociales y ambientales más amplias. Este enfoque ilustra que las empresas de ES ya no son receptoras pasivas de apoyo político, sino que contribuyen activamente a la sociedad (Bidet y Richez-Batesti, 2022). Subraya la integración de políticas públicas que fomentan la creación de diversos valores sociales y económicos a través de la colaboración con otras empresas, entidades gubernamentales y comunidades locales (Jang, 2017; Seo, 2024b). También es importante señalar que las políticas públicas de ES están cada vez más alineadas con los Objetivos de Desarrollo Sostenible (ODS) del gobierno y prácticas, como la adquisición preferente de bienes de empresas de ES por parte de agencias públicas y un mayor apoyo a estas empresas por parte de los gobiernos central y local, se están convirtiendo en componentes estándar de la política económica (Lee et al., 2002).

En tercer lugar, los elementos de la encuesta sobre indicadores económicos están estrechamente vinculados con diversas herramientas políticas que apoyan a las empresas de economía social. Se evalúan las tendencias de ventas para medir la efectividad de las políticas de contratación pública, que priorizan las compras a empresas de economía social.

Las tendencias de financiación reflejan el papel de los facilitadores sociales, que ayudan a asegurar recursos financieros para las empresas. Las tendencias de la fuerza laboral resaltan el impacto de los espacios de coworking, que fomentan la colaboración y afectan la dinámica de la dotación de personal. Se evalúa la productividad empresarial para comprender los beneficios de los programas de capacitación especializados en la mejora de las capacidades empresariales. Por último, se analizan los desafíos de gestión para medir cómo los ateneos, que brindan espacios para compartir conocimientos y resolver problemas, ayudan a las empresas a superar las dificultades operativas. Por lo tanto, cada elemento de la encuesta se conecta con herramientas políticas específicas, ilustrando su impacto en el desempeño y el desarrollo de las empresas de economía social.

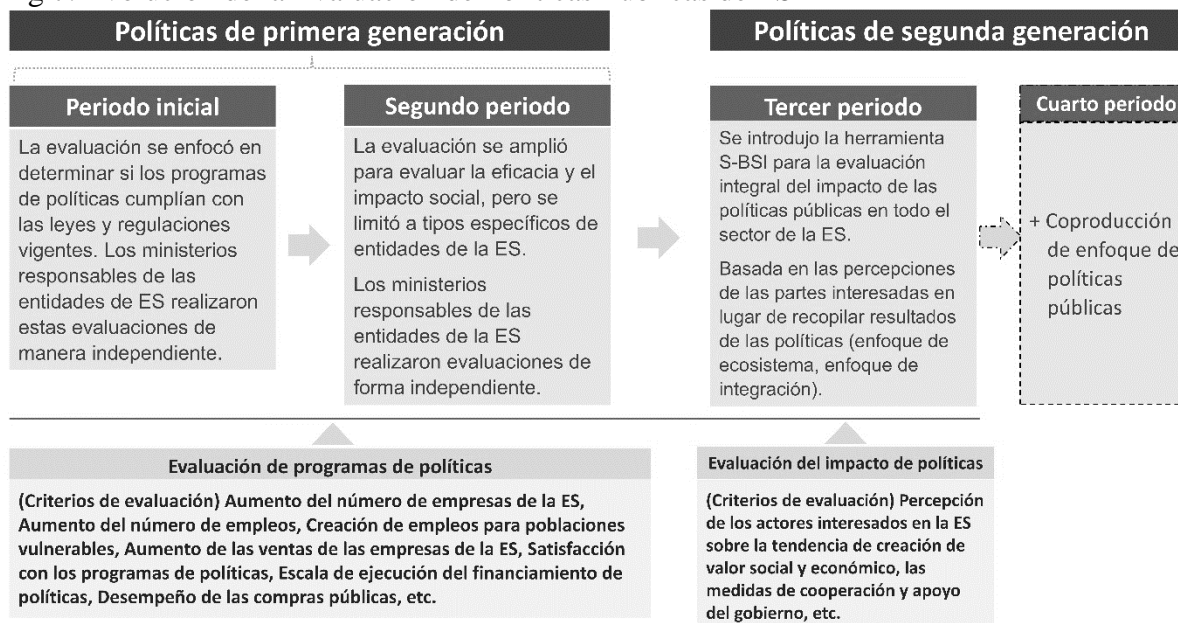
No obstante, la S-BSI necesita mejorar para fomentar un enfoque de colaboración. Desde la perspectiva de la coproducción de políticas públicas, el proceso de implementación de la encuesta no recogió las opiniones de los actores interesados y los socios no utilizaron los resultados (Pestoff, 2012). Los resultados de la encuesta se han utilizado de forma limitada para analizar los efectos de las políticas públicas, proporcionar varios resúmenes de tendencias publicados por KoSEA y servir como datos primarios para la formulación de políticas gubernamentales, como las Medidas de apoyo al canal de ventas de la ES (2021) (Kim y Seo, 2020). Todavía no ha alcanzado completamente la segunda generación, como se presenta en la Tabla 3 y la Figura 7.

Cuadro 3. Ítems de la Encuesta y Características de la Política Pública de Segunda Generación para la Economía Social.

Artículos de la encuesta	Característica de la segunda generación.
(1) Estado de creación de valor social	<ul style="list-style-type: none"> • Políticas sistemáticas (complejas) • Enfoque de ecosistema • Enfoque holístico y estratégico • Enfoque de transversalización (integración en políticas generales)
(2) Capacidades internas para la creación de valor social	
(3) Colaboración y red para la creación de valor social	
(4) Entorno externo para la creación de valor social	
(5) Desempeño del trimestre actual y perspectivas para el próximo trimestre	
(1) Colaboración y red para la creación de valor social	<ul style="list-style-type: none"> • Enfoque de ecosistema • Enfoque de transversalización (integración en políticas generales)
(2) Entorno externo para la creación de valor social	
(1) Tendencias de ventas	<ul style="list-style-type: none"> • Ateneos, dinamizadores sociales, contratación pública, coworking, formación especializada, etc.
(2) Tendencias de financiación	
(3) Tendencias de la fuerza laboral	
(4) Productividad corporativa	
(5) Desafíos de gestión	

Fuente: Elaboración propia.

Fig 7. Evolución de la Evaluación de Políticas Públicas de ES



Fuente: Elaboración propia.

6. Conclusiones e implicaciones de la tesis

Sobre la evolución de las políticas públicas, esta tesis ha revelado ideas clave:

El estudio muestra empíricamente un cambio significativo en el paradigma de las políticas públicas de ES en Corea del Sur. Este cambio representa una transición hacia una nueva generación de políticas caracterizadas por métodos pluralistas y una gobernanza pública más inclusiva. A pesar de las críticas frecuentes sobre la intervención excesiva del gobierno, la investigación destaca una evolución hacia un modelo de gobernanza pública que integra múltiples actores y perspectivas, alejándose del control predominantemente estatal.

Las políticas públicas se encuentran en constante evolución, lo que subraya la necesidad de observación y adaptación continua. Los formuladores de políticas públicas y las partes interesadas deben reconocer la naturaleza dinámica de estas políticas públicas y estar preparados para ajustar estrategias en respuesta a los cambios en el entorno social y económico.

En contextos donde existen regulaciones para diferentes tipos de empresas de ES pero falta un marco legal integral, esta tesis ofrece una base para desarrollar políticas holísticas e integradoras. Los ejemplos proporcionados pueden servir como modelo para otros gobiernos

que buscan fomentar el crecimiento y desarrollo de las empresas de ES. La investigación sugiere que los países pueden beneficiarse al implementar medidas de políticas públicas que apoyen diversas etapas del desarrollo de las empresas de ES.

La tesis enfatiza la importancia de los principios de la Nueva Gobernanza Pública, que destacan la participación activa de las partes interesadas. Este enfoque muestra cómo el panorama de las políticas gubernamentales está cambiando hacia una mayor colaboración y participación. El estudio revela un aumento en las políticas públicas que permiten a las organizaciones de ES contribuir al proceso de implementación a través de asociaciones público-privadas.

Desde 2017 hasta 2019, se observó un notable incremento en el número de partes interesadas involucradas en la implementación de políticas. Se realizaron esfuerzos específicos para mejorar la prestación de servicios públicos mediante la subcontratación a entidades de ES. Estas empresas desempeñaron un papel activo en áreas como vivienda social, independencia energética, capital social, cooperación intercoreana, inclusión social de personas con discapacidades, servicios culturales, desarrollo rural, medio ambiente, iniciativas del New Deal, servicios sociales e igualdad de género. Las iniciativas buscaban aprovechar la experiencia y los enfoques innovadores de las empresas de ES para enfrentar desafíos sociales y contribuir al bienestar integral de la sociedad.

En resumen, esta investigación no solo mejora nuestra comprensión del marco político de la ES en Corea del Sur, sino que también proporciona valiosos conocimientos y ejemplos para el desarrollo de políticas públicas en otros contextos. La evolución hacia una gobernanza más inclusiva y la participación activa de las partes interesadas son aspectos cruciales para el futuro de las políticas de ES.

Sobre la influencia de los emprendedores políticos, se destacan las siguientes ideas clave:

En la República de Corea, los emprendedores políticos, especialmente los legisladores, tuvieron un papel menor en las primeras etapas de institucionalización de la ES, pero ganaron influencia a medida que se desarrollaron las políticas. Su visibilidad alcanzó el máximo durante las administraciones de Park y Moon, gracias a sus esfuerzos por promover las cuestiones de la ES.

Los alcaldes y gobernadores jugaron roles significativos, especialmente durante las administraciones de Park y Moon, integrando políticas locales de desarrollo. Los emprendedores de mercado destacaron en integrar políticas públicas de pymes y

cooperativas durante la administración de Roh, aunque su presencia disminuyó a medida que la ES se institucionalizó.

Los burócratas tuvieron un papel activo en la fase inicial de la ES y su influencia aumentó durante la administración de Moon con mayor intervención gubernamental. Los periodistas y académicos también desempeñaron roles importantes en resaltar y integrar las políticas públicas de la ES.

Se han obtenido las siguientes ideas clave sobre la herramienta de evaluación de políticas:

La evaluación de políticas basada en el barómetro del valor social, que corresponde a la evaluación por parte de los interesados, puede ser una herramienta potencialmente eficaz para evaluar las políticas públicas dentro del sector de la economía social. Este método de evaluación puede alcanzar efectividad sin influir directamente en los comportamientos y características organizacionales de los agentes encargados de la implementación. Esta eficacia se logra porque el método facilita la evaluación del impacto de la política mediante información oportuna y permite examinar las opiniones y perspectivas de diversos actores afectados por la política, incluidos los beneficiarios secundarios de las iniciativas de política pública.

Además, si se lleva a cabo la S-BSI simultáneamente con la elaboración de estadísticas básicas existentes, la S-BSI puede mejorar la visibilidad del sector de la economía social, proporcionando así una base sólida para la formulación de políticas basadas en datos. Se prevé que la introducción del sistema S-BSI mejorará la predicción del impacto en el alcance de la recuperación económica, subrayando el papel crucial de las futuras direcciones de política.

Para los formuladores de políticas públicas y las partes interesadas, este estudio destaca la importancia crítica de evaluar de manera sistemática y exhaustiva el valor social y económico generado por el sector de la economía social. El enfoque holístico de la S-BSI, que incluye insumos, procesos y resultados, refleja con precisión la vitalidad del sector y ayuda a formular políticas basadas en evidencia, adaptadas a sus necesidades específicas. Al adoptar herramientas como la S-BSI, que evalúa el valor social tanto a nivel sectorial como nacional, los formuladores de políticas públicas pueden comprender mejor las características únicas de las organizaciones de ES y evitar los peligros de depender únicamente de datos de empresas tradicionales con fines de lucro. El análisis en profundidad de este estudio sobre el desarrollo y las evaluaciones comparativas de la S-BSI resalta su potencial como una

herramienta avanzada para la formulación y evaluación de políticas públicas. Abordar las limitaciones identificadas e incorporar las mejoras sugeridas mejorará significativamente la eficacia de la S-BSI como herramienta para la evaluación y la formulación de políticas.

7. Principales contribuciones

Las implicaciones de esta tesis doctoral constituyen un componente destacado del trabajo, especialmente al ofrecer una perspectiva integral sobre la investigación del proceso de políticas públicas y brindar recomendaciones para los formuladores de políticas públicas. El estudio identifica ocho contribuciones principales:

En primer lugar, la principal contribución de este estudio radica en introducir conocimientos empíricos sobre la implementación de políticas públicas de ES y el ascenso del paradigma de la 'Nueva Gobernanza Pública' con políticas públicas de ES impulsadas por el gobierno. El estudio observa un cambio significativo en la participación de las partes interesadas de la ES en la elaboración y ejecución de políticas públicas durante la segunda generación, en contraste con la primera. Esto refleja la evolución del papel del gobierno y sus políticas públicas, que abarcan la gobernanza efectiva de las relaciones intersectoriales entre el gobierno y las organizaciones de ES en la prestación de servicios públicos (Jang, 2017; Powell y Berry, 2021; Calò et al., 2018). Este cambio de paradigma se alinea con el modelo de Nueva Gobernanza Pública (Osborne, 2006). Es una observación digna de mención, ya que se inscribe dentro del ámbito de estudios integrales que examinan la evolución de las políticas públicas de ES dentro del paradigma de la Nueva Gobernanza Pública.

En segundo lugar, otra contribución proviene de la presentación de datos longitudinales que abarcan desde 2007 hasta 2022, incluyendo el anuncio de políticas públicas para los principales tipos de entidades de ES en la República de Corea. La política pública evoluciona con base en la dinámica de la política pública, lo cual se distingue de la estática comparativa y enfatiza la importancia de observar los cambios a lo largo del tiempo (Kay, 2006). Este estudio adopta este enfoque dinámico al presentar datos longitudinales que capturan el panorama político en evolución dentro de la ES. Además, destaca la dependencia de la trayectoria basada en el mismo marco, que sirve como un marco restrictivo que influye en las opciones políticas públicas actuales. En respuesta a los desafíos, se presencia una política de integración con el objetivo de armonizar y consolidar las políticas públicas de la ES en una dirección unificada en el contexto de la ES coreana.

En tercer lugar, este estudio avanza en el desarrollo de un análisis detallado de las políticas

públicas para la ES, categorizando las medidas en dos grandes grupos (blandas y duras) y diez subcategorías (Chaves, 2008; 2012; 2018). La investigación clasifica las políticas blandas en nueve tipos, usando el concepto de políticas públicas transformadoras para la ES, abarcando aspectos como gobernanza, integración, mejora de herramientas de políticas públicas, eliminación de barreras legales, mejora del estatus legal, concienciación, capacitación e investigación, así como tres tipos de políticas duras (Utting, 2017). Este análisis permite un examen exhaustivo, explorando la frecuencia y proporción de las políticas públicas en cada categoría. El marco de categorización es aplicable a cualquier país y podría permitir futuros análisis de panel para observar tendencias y patrones a lo largo del tiempo. Investigaciones comparativas podrían identificar similitudes y diferencias en la creación y mantenimiento de políticas públicas de ES a lo largo del tiempo en diferentes regiones o países.

En cuarto lugar, este estudio ofrece una perspectiva sobre las políticas públicas de ES impulsadas por los gobiernos y sus implicaciones, proporcionando ejemplos que otros gobiernos pueden replicar. Muestra una nueva generación de investigación sobre políticas públicas de ES mediante estudios de casos empíricos, ilustrando el progreso de las políticas públicas con ejemplos reales. El gobierno apoya activamente a las empresas de ES, promoviendo la concienciación, el conocimiento y la capacitación dentro de iniciativas nacionales. A diferencia de las políticas públicas anteriores centradas en el presupuesto, las actuales son más complejas, incluyen a los formuladores de políticas públicas, ofrecen herramientas diferenciadas, y se integran con estrategias gubernamentales más amplias. Las medidas más matizadas contribuyen al crecimiento de las empresas de ES. Los avances en los mecanismos de políticas públicas, un sistema diversificado de intermediarios y estructuras refinadas caracterizan esta nueva generación. La atención se centra en racionalizar la administración, eliminar barreras y establecer bases institucionales para las empresas de ES. Estos avances destacan el potencial para el progreso y la evolución de las políticas públicas para la ES, sugiriendo cómo los formuladores de políticas públicas deberían avanzar al establecer estrategias a mediano y largo plazo.

En quinto lugar, el estudio llena una brecha significativa en la literatura al enfocarse en el emprendimiento político y la ES en Corea del Sur. A diferencia de Europa y América del Norte, donde la ES ha sido más influenciada por iniciativas voluntarias de la sociedad civil que por el Estado, el papel de los emprendedores políticos es crucial en el sector de la ES en Asia Oriental debido al claro apoyo gubernamental (Defourny y Kim, 2011). Este estudio ofrece información valiosa para los emprendedores de políticas existentes y potenciales en

el contexto de Asia Oriental.

En sexto lugar, el estudio realiza una importante contribución al enriquecer los marcos teóricos existentes al explorar empíricamente la visibilidad de los emprendedores de políticas en relación con las agendas políticas cambiantes. En las primeras etapas, estos emprendedores operaron con poca visibilidad, trabajando para institucionalizar el sector ES en respuesta a la exclusión social generada por las crisis económicas (Anderson et al., 2020; Mintrom, 1997). Esto llevó a la promulgación e implementación exitosa de leyes e iniciativas de ES. Con el aumento de la atención política a las políticas públicas de ES en la década de 2010, los emprendedores políticos desempeñaron un papel crucial en captar el interés de políticos y líderes locales, contribuyendo al diseño e implementación de políticas públicas tanto a nivel central como local. Durante los períodos de menor énfasis del gobierno central en el sector ES, los emprendedores políticos tomaron la iniciativa y utilizaron eventos estratégicos para atraer atención y avanzar en la agenda.

En séptimo lugar, la tesis contribuye al introducir un nuevo enfoque para evaluar las políticas públicas de ES. Analiza el desarrollo de herramientas políticas públicas considerando las percepciones de las partes interesadas del sector y ofrece sugerencias para mejorar la evaluación de dichas políticas públicas, con el fin de aumentar la creación de valor general y la efectividad de las políticas públicas. A diferencia de los métodos anteriores, este enfoque se centra en la próxima generación de políticas políticas de ES, proporcionando información valiosa sobre el avance de las herramientas de evaluación de políticas políticas y su impacto en el sector (Chaves y Gallego, 2020).

En octavo lugar, la última contribución radica en abordar la brecha de investigación relacionada con las herramientas para monitorizar la tendencia de creación de valor social a nivel nacional y del sector integrado de ES (Martinis et al., 2020). Las metodologías existentes suelen dar prioridad a los indicadores orientados a los resultados y productos, y en ocasiones pasan por alto elementos cruciales como los insumos y los procesos (Kim y Kim, 2021). Este estudio revela que la S-BSI ayuda a identificar tendencias y patrones de valor social en diferentes sectores y regiones dentro de la economía social. Permite predecir las condiciones reales de valor social y económico en función del desempeño percibido en la creación de valor social (Kim, 2022a). La S-BSI también examina el estado de varios factores que influyen en la creación de valor social en el sector, llenando este vacío al proporcionar una perspectiva más holística que va más allá de la simple medición de la producción y el valor social resultante.

En resumen, las implicaciones de esta tesis doctoral trascienden la academia, actuando como

un catalizador práctico para el cambio y la mejora de las políticas públicas para la ES.

Summary

English

II. SUMMARY

1. Justification of the dissertation

There is a growing trend that underscores strengthening the role of the social economy (SE) within national and international strategies (Utting, 2017; WEF, 2022). Many central and local governments are formulating public policies for the SE sector in countries such as Spain, Italy, Australia, Brazil, South Africa, India, and Mexico, according to the International Labour Organization (2023). South Korea is no exception.

Often cited as an economic success story, South Korea has transformed from an impoverished, war-torn nation into a developed country with significant progress on multiple fronts (Eichengreen et al., 2020; D'Costa, 2018). However, these economic growth-oriented accomplishments have introduced challenges, including poverty, inequality, long working hours, financial instability, and concerns about the economic and political power of large corporate conglomerates, known as chaebols (World Bank, 2004; OECD, 2013). Specifically, the Asian financial crisis in the late 1990s exposed weaknesses in the country's economic structure and drew attention to previously overlooked social issues. South Korea has recognised the importance of transforming economic practices and businesses and has actively promoted the SE to tackle these challenges and drive transformative change (Jang, 2017; Kim et al., 2017; Lee et al., 2022; Claassen et al., 2022; Bidet et al., 2018).

Amid the rapid growth, policy entrepreneurs of the SE sector took proactive measures to rectify biases toward growth-driven development approaches. They dismantled barriers faced by SE organizations, despite an initially limited policy foundation for SE in South Korea (Lee, 2015). Three laws and one regulation have been enacted to support various types of SE entities, including social enterprises, cooperatives, self-sufficiency enterprises and village companies. For example, the Self-sufficiency Support Programme, established under the National Basic Life Security Act, was introduced to assist the unemployed in maintaining a basic standard of living through self-sufficiency business. Alongside this initiative, the Social Enterprise Promotion Act of 2007 brought in accreditation and support systems for social enterprises. Additionally, the enactment of the Village Company Promotion Program Implementation Guide in 2010 aimed to support community businesses, while the 2012 Framework Act on Cooperatives established a legal framework for cooperatives. Moreover, the country pioneered the Social Impact Bond programmes in Asia, using private capital to address social problems with the involvement of the SE entities, thereby dealing with issues such as youth unemployment, rehabilitation of individuals

receiving basic livelihood support, and the increasing prevalence of dementia (Kim, 2022b; Jung, 2022).

The central government has implemented more than 40 public policy initiatives, whereas municipal governments have enacted over 220 ordinances, and South Korea had 22 SE regional and sectoral consultative bodies across the peninsula, in two decades alone. Notably, in the two-decade history of SE policy, 2017 marked a significant turning point with a policy boom. Under the Moon Jae-in administration, SE revitalisation became a priority, leading to the introduction of comprehensive measures. The unprecedented ‘Social Economy Promotion Plan’ outlined a medium- to long-term strategy, establishing committees, task forces, policy funding, public procurement expansion, and development of infrastructure for the SE. From 2017 to 2020, there was a notable increase in the number of SE enterprises, surpassing 31,000 with a 55% rise (Intergovernmental Body of the Republic of Korea, 2021). The supportive government policies for the SE in Korea have garnered global recognition, ranking first in terms of government policy support for social entrepreneurs (Agapitova et al., 2017; Hiroto, 2009; Thomson Reuters Foundation, 2016). This approach differs from the European and North American context, where SE has been more influenced by voluntary civil society initiatives rather than State involvement (Defourny and Kim, 2011; Kerlin, 2006). South Korea emphasises the strong role of the State and its ability to drive rapid change.

The doctoral thesis offers a comprehensive analysis of public policy for the SE in the Republic of Korea. It focuses on three main areas: the paradigm shift in SE public policies, the impact of policy entrepreneurs through media analysis, and the development of the Social Economy Business Survey Index (S-BSI) in SE policy making and evaluation. The study thoroughly examines agenda-setting, policy implementation, and policy evaluation, providing an in-depth exploration of these key processes.

First, the policy sector continues to grow, public policy evolves according to the concept of the dynamics of public policy because it is a dynamic and adaptive phenomenon shaped by the intersection of past and future influences (Kay, 2006). The SE sector is no exception. With the growth of the SE, a new generation of public policies for the SE has emerged and spread in Europe, resulting in the development of new research fields, such as the concept of transformative policies for the Social and Solidarity Economy (Utting 2016b; Chaves, 2020). However, there remains a research gap on this topic in Asia, including South Korea. Previous studies have covered various aspects of SE policy in South Korea. However, there needs to be more comprehensive studies that delve into the evolution of SE policy

considering the paradigm shift and the emergence of the next generation embracing New Public Governance. Additionally, several previous studies have only analysed SE policy measures by categorizing them as direct support or indirect support, lacking in-depth analytical tools. Further research is required to analyse and categorize policy measures with more refined characteristics. Finally, although the negative effects of excessive government policy intervention have been discussed, few studies analyse the changing and developing role of government and its policies that encompass the effective governance of inter-sectoral relationships between the government and SE organizations in the provision of public services. This study addresses the shortcomings of existing studies, such as the absence of comprehensive exploration into the evolution of SE policy, and the limited examination of the government's evolving role in effectively governing inter-sectoral relationships between the government and SE organizations in providing public services. This study bridges the research gap by providing a comprehensive assessment of the qualitative aspects of Korea's SE policy, analysing 1,036 measures across 38 policy plans using the quantitative and qualitative content analysis methods.

Second, in the academic landscape, there is a growing emphasis on the role of policy entrepreneurs across various fields, including public administration, public policy, and political economy literature (Bakir et al., 2021; Dhliwayo, 2017). Policy entrepreneurs, crucial players in setting policy agendas and driving policy change, fuel public interest, generate new proposals, and guide legislation (Crow, 2010; Herweg et al., 2018; Kingdon, 2011; Mintrom, 2000; Mintrom and Norman, 2009; Rabe, 2004; Zahariadis, 2003). As the prominence of SE policies grows, particularly for sustainable development, the role of policy entrepreneurs in these initiatives has become increasingly significant (Utting, 2016a; World Economic Forum, 2022; Chaves and Monzon, 2018; Jenkins et al., 2021; Mintrom and Thomas, 2018).

Previous research on policy entrepreneurship focused on three main areas: qualitative studies examining single successful instances in various contexts (Arnold, 2015; Frisch et al., 2020a; Mintrom, 2000; Oborn et al., 2011); research focusing on specific strategies or actions in major policy changes (Brouwer and Huitema, 2018; Mintrom and Norman, 2009; Petridou et al., 2021); and studies exploring the characteristics of policy entrepreneurship (Faling and Biesbroek, 2019; Frisch et al., 2020b; Roberts and King, 1991). Unlike previous studies with restricted timeframes, often spanning just a few years, this research offers an extended perspective on policy entrepreneurs, covering over two decades and examining various groups within this timeframe (Mintrom and Norman, 2009). Addressing the problem

of subjective policy entrepreneur selection, the study adopts a unique approach by identifying and analysing individuals with a dedicated background in the SE who consistently receive media exposure. Recognizing the influential role of media in shaping perceptions of policy entrepreneurs justifies the use of media coverage analysis and enhances the identification process (Roberts and King, 1991). By emphasizing the identification and analysis of key policy entrepreneurs through consistent media exposure, the study avoids the pitfalls of limited timeframes and subjective selection processes. Finally, the study addresses the research gap in understanding the dynamic interaction between policy entrepreneurs and the changing political landscape, especially in the context of East Asia (Jarvis and He, 2020).

Lastly, just as it is crucial to implement effective business adjustment policies for a country to achieve long-lasting and steady economic growth, it is equally vital to constantly track and forecast social and economic trends in the SE sector (Killick, 1993). Using a policy evaluation tool to create informed policies based on this information is essential for ensuring the ongoing progress of the SE (Kim, 2022a). SE organizations have fundamentally different goals from conventional for-profit companies (Defourny, 2001). Depending solely on data from traditional for-profit businesses, such as small or medium-sized enterprises, when shaping and assessing SE policies can result in misinformed decisions. This thesis delves into the Social Economy Business Survey Index (S-BSI), a tool designed to monitor the social and economic value generated within the SE sector to furnish vital insights for timely public policy interventions. The study provides a comprehensive analysis of the S-BSI, encompassing its developmental trajectory, distinctive features in comparison to other tools, and its effectiveness as an advanced instrument for policy making and evaluating for the SE. Furthermore, the thesis utilizes qualitative evaluation techniques grounded in the next-generation public policy framework for the SE sector.

The previous background underscores the importance of a comprehensive analysis of SE public policies in the Republic of Korea, serving as a strong justification for this doctoral thesis. By delving deeply into the various aspects of these policies, the thesis aims not only to enhance our understanding of the existing policy framework but also to make a meaningful contribution to the broader study of public policies designed to promote the SE.

2. Objectives and structure

The doctoral thesis explores the comprehensive process of public policy, encompassing the evolution, influence of policy entrepreneurs and policy evaluation of the SE in the Republic

of Korea. To achieve this, three specific objectives have been outlined.

The first objective involves examining the paradigm shift in SE public policies in the Republic of Korea.

Specifically, it delves into the changes and advancements that have occurred in the field of Korean SE policy, exploring its development and growth. By employing qualitative analysis methods, the study comprehensively assesses 1,036 public policy measures, covering various types of SE organisations. This objective has been materialized in one of the three articles comprising the publications of this thesis.

1. Seo, J. (2024). From boom to transformation: assessing the paradigm shift in public policies for the Social Economy in South Korea. *Public Management Review*, 1–24. <https://doi.org/10.1080/14719037.2023.2296627> (Journal indexed in the area of Public Administration (JCR, Q1 y SJR, Q1)).

The second objective is focused on the influential role of policy entrepreneurs in shaping social economy policies in South Korea.

Specifically, it aims to examine the presence and impact of policy entrepreneurs within the Korean SE sector, analysing 423 news articles from eighteen diverse media outlets over two decades. This objective has been realized in one of the three articles comprising the publications of this thesis.

2. Seo, J. (2024). Unveiling the impact of policy entrepreneurs on South Korea's social economy: a media analysis. *Journal of Asian Public Policy*, 1–18. <https://doi.org/10.1080/17516234.2024.2325856> (Journal indexed in the area of Public Administration (JCR, Q1 y SJR, Q1)).

Finally, the third objective aims to provide a comprehensive analysis of the Social Economy Business Survey Index as an advanced instrument for policymaking and policy-evaluation in the SE sector.

Specifically, it seeks to investigate its development, unique characteristics relative to other similar tools, and its role. This objective has been realized in one of the three articles comprising the publications of this thesis.

3. Seo, J. (2024). Analysing the Social Economy Business Survey Index (S-BSI): Development, Features, and Effectiveness in Social Economy Policy Making and Evaluation. *Canadian Journal of Nonprofit and Social Economy Research* (Journal indexed in the area of Sociology and Political Science (SJR, Q2)).

Regarding the structure, this doctoral thesis has been conducted as a compilation of publications. Thus, the document includes a general summary, and the complete articles are presented in the appendix, as required by the specifications of this type of doctoral thesis. The summary comprises five key stages. The first stage begins with the justification of the dissertation, followed by an outline of the objectives and structure. The second stage explores the evolution of public policy for the SE in Korea, using qualitative analysis methods to assess 1,036 public policy measures across various types of SE organizations. In the third stage, the thesis analyses 423 news articles from 18 diverse media outlets over two decades to examine the presence and impact of policy entrepreneurs within the Korean SE sector, employing a combination of quantitative techniques like semantic network analysis and qualitative methods. The fourth stage delves into the Social Economy Business Survey Index (S-BSI), an advanced tool for policymaking and evaluation within the SE sector. It is designed to monitor the social and economic value generated by SE organizations. Finally, the study presents the conclusions, implications, and main contributions of the dissertation.

a. The Evolution of Public policies

The first of the research objectives focuses on verification of the evolution of SE public policy in the Republic of Korea. Specifically, the study addresses two main research questions: (1) In what ways has South Korea's SE policy transformed over the past two decades? (2) Is the quality of SE policies evolving or regressing?

In recent years, there has been a significant shift in public policy within the SE sector, leading to the emergence of a new generation of SE policies (Utting 2016a). Unlike the first generation, where the instruments were primarily budgetary and based on fiscal benefits, the new generation of public policy to promote SE presents a more diverse typology (Chaves, 2012; 2018; 2020). Comparing with the first generation, it differs in terms of the degree of

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complexity, nature of the policymakers involved in policymaking and application, conception of the policy, concrete policy instruments, degree of integration into general government policies and policy evaluation. These differences are summarised in Table 1.

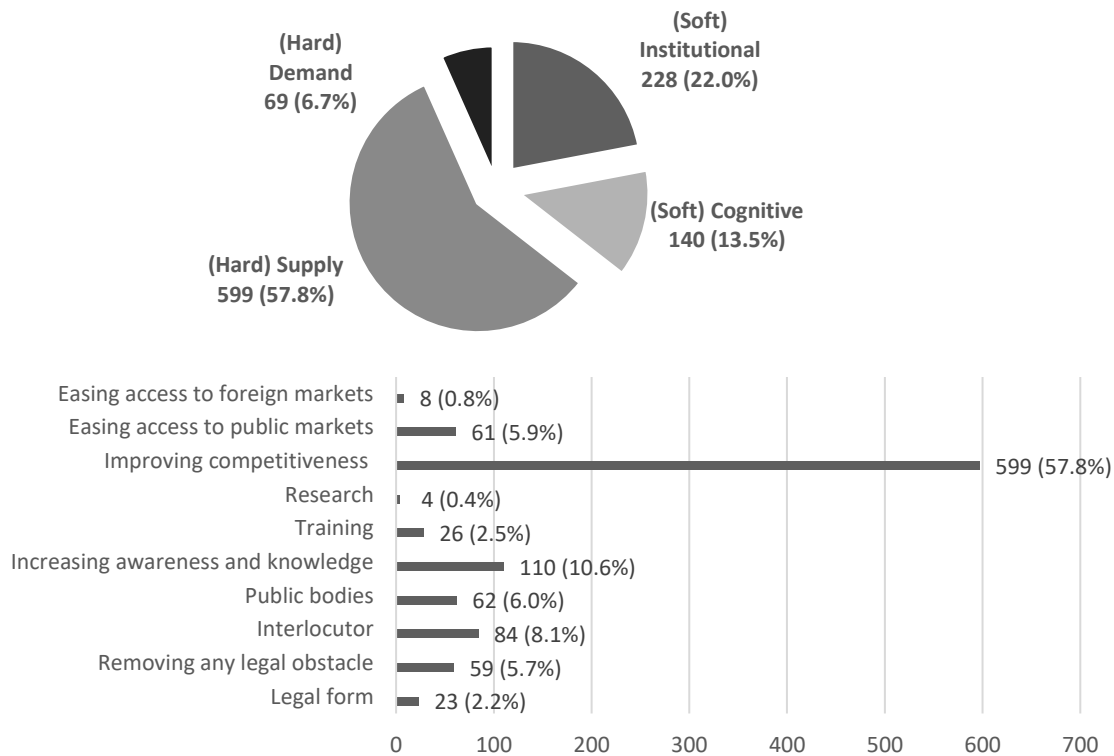
Table 1: Comparison between the first and second generation policies

Policy characteristics	First generation policies	Second generation policies
Degree of complexity	Fast policies (emerging, not systematic)	Systematic policies (complex, systematic)
Nature of the policy makers involved in policymaking	Direct approach. Policy makers in a restricted sense	Partnership approach. Policymakers in a broad sense, with broad citizen participation
Nature of the policy makers involved in the application	Direct approach. Policy makers in a restricted sense primarily	Ecosystem approach. Policy makers in a broad sense, with wide involvement in the implementation
Conception of the policy	Simple and budgetary devices	Holistic and strategic approach to policy
Concrete policy instruments	Provision of a single employment, technical and investment payment: subsidies for diffusion and structures	Athenaeums, social facilitators, public contracting, co-working, specialised training, etc.
Degree of integration of the policy into general government policies	Sectorised, limited integration in the general policies	Mainstreaming approach high integration into general policies, including centrality in them
Policy evaluation	Criteria of efficiency, effectiveness and relevance	Quantitative and qualitative criteria, including participation, coherence and sustainability

Source: Chaves, R. (Ed.). 2020. La nueva generación de políticas públicas de fomento de la economía social en España (The new generation of public policies to promote the social economy in Spain). Tirant lo Blanch, 430-431.

As shown in Figure 1, analysis of the soft and hard policy framework of 1036 tasks in the 38 SE public policies in 2 decades reveals that they comprised 668 (64.5%) hard policy measures and 368 (35.5%) soft policy measures. Among the hard policies which occupied the majority, supply policies accounted for 599 (57.8%) and demand policies accounted for 69 (6.7%). Among the soft policies, institutional policies were 228 (22.0%) and cognitive policies were 140 (13.5%).

Figure 1: The Portion of Soft and Hard Policy and the Constitution of Public Policies



Source: Own elaboration.

In the first generation, laws and legal systems were created for each type of SE enterprise, such as social enterprises, village companies, self-sufficiency enterprises, and cooperatives, as presented in Table 2. Government departments implemented policies to provide early-stage business support. However, significant changes have occurred in public administration during the second generation. First, public policies have diversified across sectors and functions, including laws, regulations, long-term plans, sectoral policies, business support measures, targeted policies, public innovation, regulatory reform, and international event policies. Second, although hard policies remained prominent, more sophisticated measures were introduced to support the growth of SE enterprises. Third, the government actively worked to raise awareness, knowledge, and training, promoting research on the SE ecosystem. Fourth, to mainstream SE to overcome path dependency, promotion efforts were integrated into national tasks, leading to the establishment of the Social Economy Secretariat and the Social Economy Sub-Commission with the participation of 17 government ministries (Kay, 2006). Fifth, the second generation witnessed improvements in the public mechanism, including diversified policy intermediaries and a revamped system. Sixth, as the existing policy system matured, emphasis shifted towards removing barriers to institutional entry, streamlining administration, eliminating discrimination, reducing taxes, and providing benefits and preferential treatment. Seventh, various institutional foundations

were established or proposed to determine the appropriate legal form or identity for SE enterprises, and new SE laws were proposed to enhance the legal status of SE enterprises. Finally, but not least importantly, meaningful policy measures involved SE stakeholders in constructing and implementing social policies, reflecting so-called New Public Governance paradigm (Osborne, 2006). In the first 10 years, the government recognised SE organisations and included them in the policymaking process. For example, SE policy committees were established with the aim of creating supportive policy programmes for each type of SE enterprise. They gradually became involved in the design of policies for regional development, social and community services, and their status was elevated (Fazzi, 2012).

Table 2: Comparison between First and Second generation of policies in Korea

Policy characteristics	First generation policies	Second generation policies
Degree of complexity of the policy	Emerging, not systematic policies <ul style="list-style-type: none"> • Early stage-centred and financial support in the short term 	Systematic, complex policies <ul style="list-style-type: none"> • Support for the early and growth stage of the life cycle of SE enterprise • Diversified policies according to the sector and function
Nature of the policy makers involved in policy-making	Direct approach <ul style="list-style-type: none"> • Establishment of policy council for the participation of social enterprise (Involvement in the design of SE policies according to the four types of SE enterprises) 	Partnership approach <ul style="list-style-type: none"> • Establishment of public-private consultative bodies or policy councils with SE stakeholder participation • Involvement in the design of SE policies according to the four types of SE enterprises and policies for regional development, social and community services
Nature of the policy makers involved in the application of the policy	Direct approach <ul style="list-style-type: none"> • Restricted government outsourcing of public service delivery to SE 	Ecosystem approach <ul style="list-style-type: none"> • Activate government outsourcing to SE in various fields such as social housing, energy independence, SOC, New Deal, rural areas, inter-Korean cooperation, cultural, environment, social services, and gender equality • SE enterprises' participation in social problem-solving programmes such as SIB projects
Conception of the policy	Simple and budgetary devices	Holistic and strategic approach <ul style="list-style-type: none"> • With a medium to long-term plan (two-track strategy to build a sustainable SE ecosystem and promote rapid diffusion)
Concrete policy instruments	Provision of a single employment, technical and investment payment: subsidies for diffusion and structures	Public contracting, specialised training <ul style="list-style-type: none"> • Diversified policy intermediaries and a revamped system • Removing barriers to institutional entry, simplifying administration, eliminating discrimination, and providing benefits and preferential treatment • Active action to raise the awareness and knowledge, special training for SE
Degree of integration of the policy into general	Sectorised, limited integration <ul style="list-style-type: none"> • Including the promotion of social enterprises or cooperatives in national tasks 	Mainstreaming approach <ul style="list-style-type: none"> • Including the promotion of SE in national tasks • 17 government departments in charge of each type of SE enterprise stipulated by law and responsible for sectors that can be linked to the

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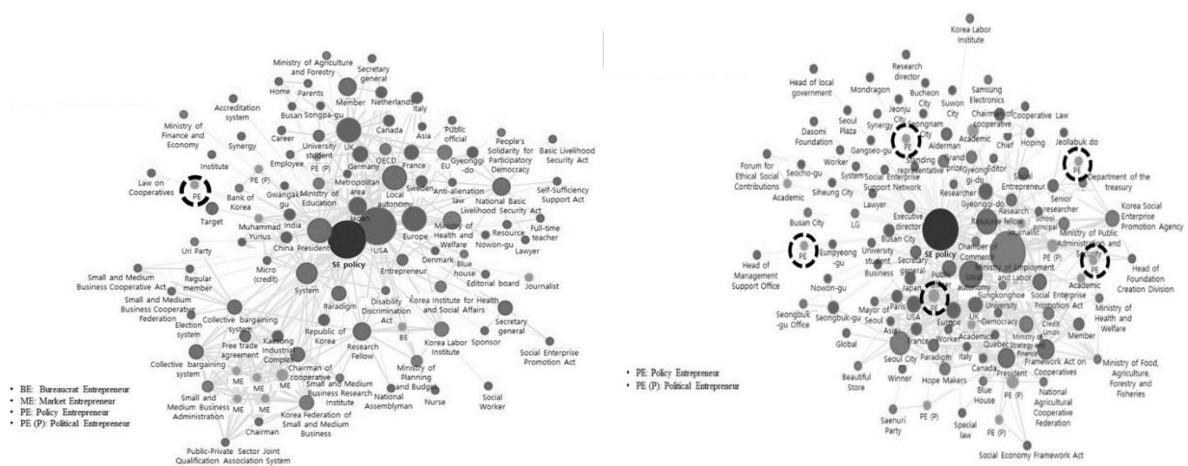
Policy characteristics	First generation policies	Second generation policies
government policies	<ul style="list-style-type: none"> Only four government departments in charge of each type of SE enterprise stipulated by law 	SE, and committees that indirectly contribute to the creation of a SE ecosystem and deregulation

Source: Own elaboration.

b. The Influence of Policy Entrepreneurs

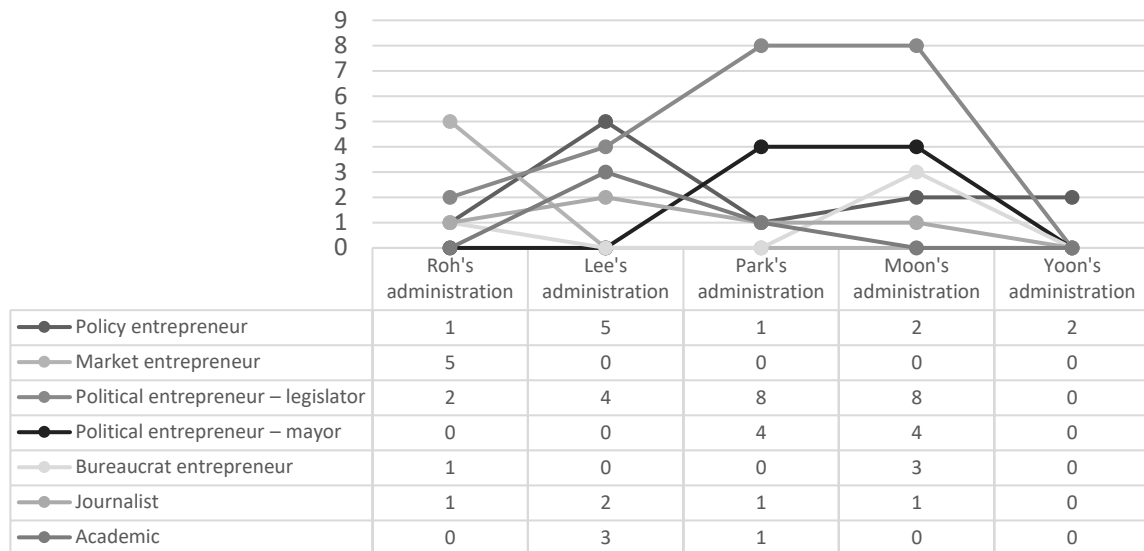
By analysing 423 news articles from eighteen diverse media outlets over two decades, the research examines the presence and impact of policy entrepreneurs within the Korean SE sector. Utilising a combination of quantitative techniques, such as semantic network analysis, and qualitative methods, including discourse analysis and literature review, the findings reveal the dynamic evolution of policy entrepreneurs' impact in response to changing policy agendas within the SE sector. Initially operating behind the scenes to institutionalise SE policies following economic crises, these policy entrepreneurs later acquired visibility and engagement, playing a crucial role in driving the enactment and implementation of SE policy initiatives. During the 2010s, they emerged as pivotal figures in capturing political attention for the sector, actively contributing to policy design and implementation at both central and local government levels, despite facing some limitations in visibility.

Fig 2. Semantic Network Analysis of Media Coverage in Roh & Lee's Administration



Source: BigKinds Service (search term: SE policy, period:2003.2.25~2013.2.24)

Fig 3. Semantic Network Analysis of Media Coverage in Park & Moon's Administration



c. The Policy Evaluation Tool

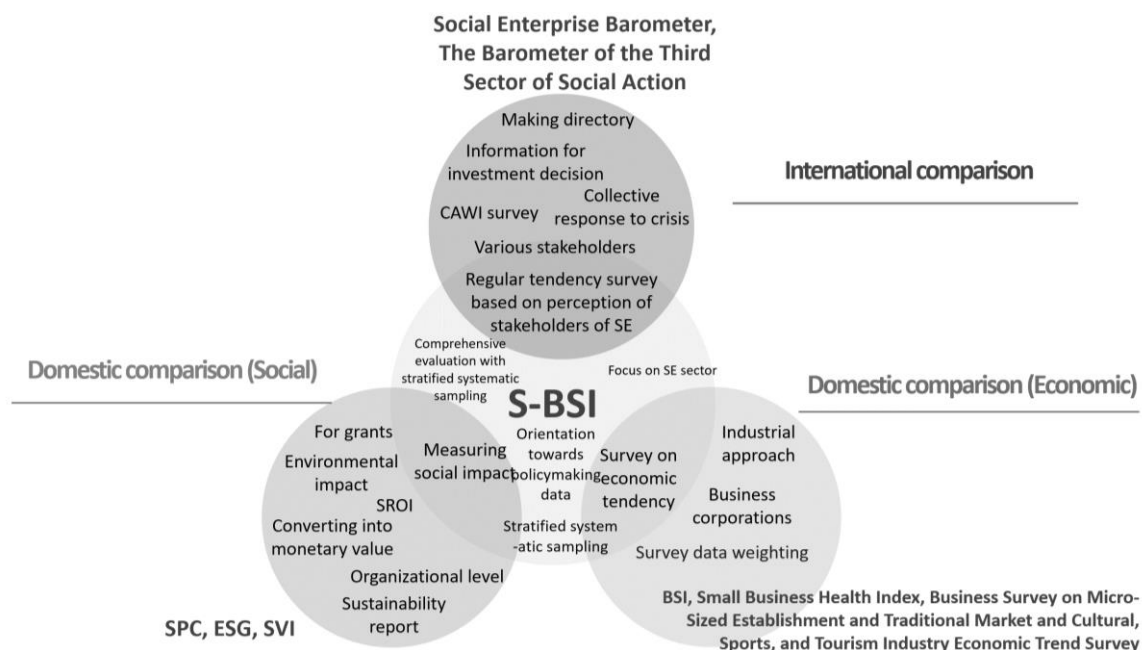
The Social Economy Business Survey Index (S-BSI) is a tool designed to monitor the social and economic value generated within the SE sector, providing essential insights for timely public policy interventions. The S-BSI examines the internal capabilities and external environment for social value creation of the SE.

The study involves comparative studies on an international and domestic scale with similar surveys. From the international comparative analysis, the S-BSI distinguishes itself from other surveys through several key features. Firstly, it focuses specifically on the SE sector, which encompasses various entities like social enterprises, cooperatives, village companies, and self-sufficiency enterprises. This allows for a comprehensive evaluation of social and economic value creation within this sector. Secondly, the S-BSI adopts a stratified systematic sampling method to ensure a representative sample and enhance data reliability. Thirdly, it is an outcome-based evaluation model that prioritizes social and economic value creation of the SE sector, offering insights for policy formulation and decision-making, which is different from the other two surveys.

At the domestical level, one of the significant characteristics that sets S-BSI apart from other assessment tools is its orientation towards providing essential data for policy-making and policy impact. Rather than evaluating the impact of individual SE entities, it focuses on monitoring the tendencies and status of the entire sector for policy-making. The S-BSI broadens its scope by considering interactions with central and local governments, relevant laws and support systems. Moreover, what distinguishes the S-BSI significantly from other assessment tools is its examination of social value creation status across diverse industries

within the SE sector, maintaining an organizational focus. The survey provides a thorough assessment of social value creation, focusing on four main dimensions: social value creation status, internal capabilities, cooperation and networks, and the external environment.

Fig 6. Multiple Comparison Analysis of the S-BSI



Source: own elaboration

Previous methods assessed the actual effects of policies on their intended goals, such as the number of recipients and implementation performance. However, S-BSI does not just gather policy outputs; it monitors social value creation within the SE sector with an ecosystem and mainstreaming approach.

First, the survey items reflect this ecosystem approach by focusing on various aspects: social value creation status measures overall social impact within the ecosystem; internal capabilities for social value creation assess how an enterprise's resources support its role in the ecosystem; collaboration and network for social value creation highlights the importance of partnerships within the ecosystem; external environment for social value creation evaluates how external factors affect the ecosystem; and current quarter's performance and next quarter's outlook tracks performance trends and prospects in the context of ecosystem dynamics. These elements collectively reflect the ecosystem approach to evaluating social value creation.

Second, the survey items, such as SE enterprises' internal capabilities, external environment, collaboration, and network for creating social value, indicate that SE policies have evolved beyond their original role of fostering social businesses and developed to be integrated into

broader economic, social, and environmental policy frameworks. The approach illustrates that SE enterprises are no longer passive recipients of policy support but actively contribute to society (Bidet and Richez-Batesti, 2022). It underscores the integration of policies that foster the creation of diverse social and economic values through collaboration with other businesses, government entities, and local communities (Jang, 2017; Seo, 2024b). It is also important to note that SE policies are increasingly aligned with the government's Sustainable Development Goals (SDGs) and practices, such as preferential procurement of goods from SE enterprises by public agencies and expanded support for these enterprises by central and local governments, are becoming standard components of economic policy (Lee et al., 2022).

Third, the survey items of economic indicators are intricately linked to various policy tools that support SE enterprises. Sales trends are assessed to gauge public contracting policies' effectiveness, prioritizing purchasing from SE enterprises. Funding trends reflect the role of social facilitators, who aid in securing financial resources for enterprises. Workforce trends highlight the impact of co-working spaces, which foster collaboration and affect staffing dynamics. Corporate productivity is evaluated to understand the benefits of specialized training programs to enhance enterprise capabilities. Lastly, management challenges are analyzed to measure how Athenaeums, which provide knowledge-sharing and problem-solving spaces, help enterprises overcome operational difficulties. Each survey item thus connects with specific policy tools, illustrating their impact on the performance and development of SE enterprises.

However, the S-BSI needs to improve in fostering a partnership approach. From the perspective of co-production of public policy, the survey implementation process did not collect the stakeholders' opinions, and the partners did not use the results (Pestoff, 2012). The survey results have been limitedly used to analyze policy effects, provide several trend briefs published by KoSEA, and serve as primary data for government policy-making such as Social Economy Sales Channel Support Measures (2021) (Kim and Seo, 2020). It has yet to fully reach the second generation, as presented in Table 3 and Figure 7.

Table 3. Survey Items and Feature of Second-generation of Public Policy for the SE

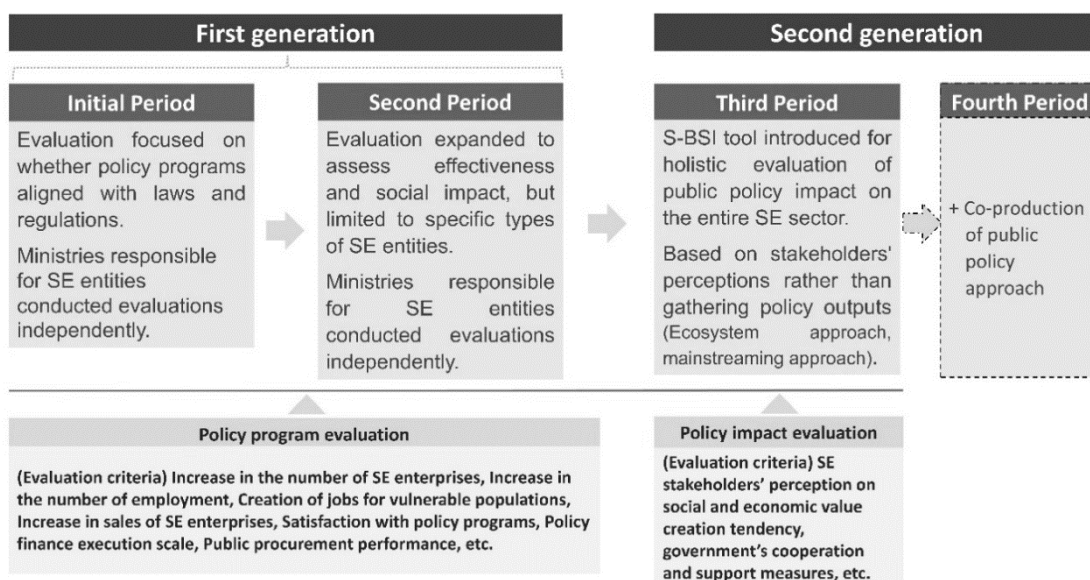
Survey items	Feature of Second generation
(1) Social Value Creation Status	• Systematic (complex, systematic) policies
(2) Internal Capabilities for Social Value Creation	• Ecosystem approach
(3) Collaboration and Network for Social Value Creation	• Holistic and strategic approach
	• Mainstreaming approach (integration into general policies)

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(4) External Environment for Social Value Creation	
(5) Current quarter's performance and next quarter's outlook	
(1) Collaboration and Network for Social Value Creation	• Ecosystem approach
(2) External Environment for Social Value Creation	• Mainstreaming approach (integration into general policies)
(1) Sales Trends	• Athenaeums, social facilitators, public contracting, co-working, specialised training, etc.
(2) Funding Trends	
(3) Workforce Trends	
(4) Corporate Productivity	
(5) Management Challenges	
-	Partnership approach. Policy makers in a broad sense, with broad citizen participation

Source: own elaboration

Fig 7. Evolution of SE Policy Evaluation



Source: own elaboration

d. Conclusions and Implications of the Thesis

Regarding the evolution of public policies, the following key ideas have been obtained:

This thesis empirically demonstrates a substantial paradigm shift towards transformative policies in South Korea's SE, signifying a progression to a new generation marked by pluralistic methods in public management. Despite concerns often raised about excessive government intervention, this study illuminates a transformation in the landscape of South Korea's SE, moving away from predominantly state control towards a new paradigm of public governance.

For policymakers and stakeholders, the study underlines the importance of recognizing the dynamic nature of public policy. Public policies are in a state of constant change,

emphasizing the need for continual observation and adaptation over time.

In countries where there are regulations for distinct types of SE enterprises but lack a comprehensive legal framework for SE, this study offers insights into crafting a holistic, mainstreaming policy that could serve as a model for other governments. For nations seeking to foster the growth of SE enterprises, the study provides policy examples for implementing new policy measures designed to support the different stages of SE enterprise development. Last but not least, the study advocates for the principles of New Public Governance, which emphasize the pivotal role of stakeholder involvement, showcasing the evolving landscape of government policies.

There was an increase of policies allowing SE organisations to contribute to the implementation process through public-private partnership. The number of stakeholders engaged in policy implementation witnessed a notable rise from 2017 to 2019. Specific efforts were made to improve public service delivery in various sectors by involving SE entities through government outsourcing. SE enterprises played an active role as implementing bodies in diverse areas such as social housing, energy independence, social overhead capital (SOC), inter-Korean cooperation, social inclusion of developmental disabilities, cultural services, rural development, environment, New Deal initiatives, social services, and gender equality. These initiatives aimed to harness the expertise and innovative approaches of SE enterprises to tackle social challenges and contribute to the holistic development and well-being of society.

Regarding the influence of policy entrepreneurs, the following key ideas have been obtained:

In the Republic of Korea, political entrepreneurs, particularly legislators, started with a minor role in the early stages of institutionalizing SE but gained influence as SE policies developed. The number of political entrepreneurs reached its peak during the Park and Moon's administrations. This increased visibility can be attributed to the efforts of policy entrepreneurs who encourage politicians to advocate for SE issues.

Mayors and governors played significant roles, with four members involved during the Park's administration and four leading local SE development policies during the Moon's administration. Market entrepreneurs were prominent in integrating policies of small and medium-sized enterprises and cooperatives when there was no strong foundation for SE policies during the Roh's administration. However, as SE became more institutionalized, their presence diminished.

Bureaucrat entrepreneurs played an active role in the initial stages of institutionalizing SE,

and their influence increased during the Moon Jae-in administration, which saw greater central government intervention in SE. Journalists have consistently played a pivotal role in highlighting SE policy issues. Academics have offered valuable expertise in integrating SE as a policy.

The following key insights have been gained regarding the policy evaluation tool:

Policy evaluation based on the barometer of social value, which corresponds to stakeholder evaluation, can be a potentially effective tool for assessing public policy within the SE sector. This evaluation method can achieve effectiveness without directly influencing the behaviours and organizational characteristics of the implementing agents. This effectiveness arises because the method facilitates the assessment of policy impact with timely information and examines the opinions and perspectives of various stakeholders affected by the policy, including secondary beneficiaries of public policy initiatives.

Moreover, assuming the S-BSI is conducted concurrently with the existing construction of basic statistics, the S-BSI may enhance the visibility of the SE sector, thereby providing a foundation for data-driven policy-making. Introducing the S-BSI system is anticipated to improve the prediction of the impact on the scope of economic recovery, underscoring the crucial role of future policy directions.

For policymakers and stakeholders, this study underscores the critical importance of systematically and comprehensively evaluating the social and economic value generated by the SE sector. The S-BSI's holistic approach, which includes inputs, processes, and outcomes, accurately reflects the SE sector's vitality and helps formulate evidence-based policies tailored to its specific needs. By adopting tools like the S-BSI, which assesses social value at both sectoral and national levels, policymakers can better understand the unique characteristics of SE organizations and avoid the pitfalls of relying solely on data from traditional for-profit enterprises. This study's in-depth analysis of the S-BSI's development and comparative evaluations highlights its potential as an advanced tool for public policy-making and evaluation. Addressing the identified limitations and incorporating the suggested improvements will significantly enhance the S-BSI's effectiveness as a public policy-making and evaluation tool.

e. Main Contributions

The implications of this doctoral thesis constitute a prominent component of the work,

particularly in offering a comprehensive perspective on policy process research and providing recommendations for policymakers. The study identifies eight main contributions.

First, this study's primary contribution lies in introducing empirical insights regarding the implementation of SE policies and the ascent of the 'New Public Governance' paradigm with government-driven SE policies. The study observes a significant shift in the involvement of SE stakeholders in policy formulation and execution during the second generation, contrasting with the first. This reflects the evolving role of government and its policies, which encompass the effective governance of inter-sectoral relationships between the government and SE organisations in the provision of public services (Jang, 2017; Powell and Berry 2021; Calò et al., 2018). Such a paradigm shift aligns with the New Public Governance model (Osborne, 2006). It's a noteworthy observation as it falls under the scope of comprehensive studies examining the evolution of SE policies within the New Public Governance paradigm.

Second, another contribution comes from its presentation of longitudinal data that spans from 2007 to 2022, which encompassed the announcement of public policies for major types of SE entities in the Republic of Korea. Public policy evolves based on the dynamics of public policy, which distinguishes from comparative statics, emphasising the importance of observing changes over time (Kay, 2006). This study embraces this dynamic approach in presenting longitudinal data that captures the evolving policy landscape within the SE. This study also highlights the path dependency based on the same framework, which serves as a constraining framework influencing current policy options. In response to the challenges, a mainstreaming policy is witnessed with the aim of harmonizing and consolidating SE public policies into a unified direction in the context of Korean SE.

Third, this study contributes to the development of in-depth categorization analysis of public policies for the SE, which categorized SE policy measures into two groups (soft and hard) and ten subcategories (Chaves, 2008; 2012; 2018). To conduct a systematic examination, this study further categorises the policies into nine types of soft policies using the concept of transformative policies for the Social and Solidarity Economy, which encompass aspects such as governance (participation in design and implementation), mainstreaming, enhancement of public policy tools, removal of legal barriers, legal status improvement, awareness and knowledge enhancement, training, and research, and three types of hard policies (Utting 2017). The analysis enables a thorough examination, exploring the frequency and proportion of policy data assigned to each category. This categorizing

framework can be used in any country, and even cross-time, panel analysis could be conducted in the future to observe cumulative trends and patterns. Future comparative research could detect similarities and differences in creating and maintaining public policies for the SE over a longer period in specific regions or other countries.

Fourth, this study contributes to the understanding of government-driven SE policies and their implications, offering insights that can be duplicated by other governments. It showcases a new generation of SE public policy research framework through empirical case studies, presenting real examples of policy progression. The government actively supports SE enterprises by promoting awareness, knowledge, and training as part of national initiatives. In contrast to earlier budget-focused policies, the current policies are more intricate, engaging policymakers, offering distinct instruments, integrating with broader government strategies, etc. More nuanced measures contribute to the growth of SE enterprises. Enhancements in policy mechanisms, a diversified system of intermediaries, and refined structures mark this new generation. The focus is on streamlining administration, eliminating barriers, and establishing institutional foundations for SE enterprises. These advancements highlight the potential for the advancement and evolution of public policy for the SE. It suggests how policymakers should set a next step when they establish a roadmap for making mid- to long-term strategies in crafting SE policies, showcasing real examples of policy progress stages.

Fifth, it addresses a significant gap in the literature by focusing on policy entrepreneurship and the SE in South Korea. Unlike the European and North American contexts, where SE has been more influenced by voluntary civil society initiatives than state involvement, the role of policy entrepreneurs is crucial in the East Asian SE sector due to distinct government support (Defourny and Kim, 2011). This study provides valuable insights for potential and existing policy entrepreneurs in the East Asian context.

Sixth, the study makes a significant contribution to the enhancement of existing theoretical frameworks by empirically exploring the visibility of policy entrepreneurs in response to changing policy agendas (Anderson et al, 2020; Mintrom, 1997). During the early stages, policy entrepreneurs operated behind the scenes with less visibility, working to institutionalise the SE sector in response to social exclusion caused by economic crises. This led to the successful enactment and implementation of SE laws and initiatives. As SE policy gained political attention in the 2010s, policy entrepreneurs played a pivotal role in capturing the interests of politicians and local government leaders. They actively contributed to the design and implementation of SE policies at both the central and local government levels.

During periods when the central government showed less emphasis on the SE sector, it stepped up and utilised strategic events to attract policy attention and drive the agenda forward.

Seventh, the thesis makes a contribution by introducing a new approach to evaluating SE public policies. It analyses the development of policy tools considering the perceptions of SE stakeholders and offers suggestions for enhancing SE policy evaluation to improve overall SE value creation and policy effectiveness. Unlike previous methods, this approach focuses on the next generation of SE policies, providing valuable insights into the advancement of policy evaluation tools and their impact on the sector (Chaves and Gallego, 2020).

Eighth, final contribution arises from addressing the research gap related to tools for monitoring the tendency of social value creation at the national and integrated SE sector levels (Martinos et al., 2020). Existing methodologies often prioritize output and result-oriented indicators, sometimes overlooking crucial input and process elements (Kim and Kim, 2021). This study reveals that S-BSI aids in identifying trends and patterns in social value across different sectors and regions within the SE. It enables the prediction of actual social and economic value conditions based on perceived performance of social value creation (Kim, 2022a). The S-BSI also examines the status of various factors for social value creation in the sector. It fills this gap by providing a more holistic perspective beyond measuring output and resultant social value.

In summary, the implications of this doctoral thesis extend beyond academia, serving as a practical catalyst for change and improving the public policy for the SE.

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IV. Anexos

Resumen

Artículo 1 /Article 1

**From Boom to Transformation: Assessing the
Paradigm Shift in Public Policies for the Social
Economy in South Korea**

**Publicado en /Published in :
Public Management Review**



From boom to transformation: assessing the paradigm shift in public policies for the Social Economy in South Korea

Jiae Seo

To cite this article: Jiae Seo (04 Jan 2024): From boom to transformation: assessing the paradigm shift in public policies for the Social Economy in South Korea, Public Management Review, DOI: [10.1080/14719037.2023.2296627](https://doi.org/10.1080/14719037.2023.2296627)

To link to this article: <https://doi.org/10.1080/14719037.2023.2296627>

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From boom to transformation: assessing the paradigm shift in public policies for the Social Economy in South Korea

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ABSTRACT

This study examines the evolution of public policies for the social economy (SE) sector in South Korea. By employing qualitative analysis methods, the study comprehensively assesses 1,036 public policy measures, covering various types of SE organizations. The findings indicate a paradigm shift towards transformative policies, reflecting the movement into a new generation of SE policy. It also highlights the emergence of 'New Public Governance', characterized by pluralistic approaches in public management. This study enhances the understanding of government-led policies in the SE and their potential impacts, offering valuable insights for policymakers.


ARTICLE HISTORY Received 2 June 2023; Accepted 9 December 2023

KEYWORDS Social economy; social economy policy; soft and hard policy; new public governance; South Korea

Introduction

South Korea is often cited as an economic success story, having transformed from an impoverished war-torn nation, to a developed nation that has progressed on all fronts (D'Costa 2018; Eichengreen et al. 2020). However, these economic growth-oriented accomplishments have introduced challenges, including poverty, inequality, long working hours, financial instability, and concerns about the economic and political power of large corporate conglomerates, known as chaebols (OECD 2013; World Bank 2004). Specifically, the Asian financial crisis in the late 1990s exposed weaknesses in the country's economic structure and drew attention to previously overlooked social issues. South Korea has recognized the importance of transforming economic practices and businesses and has actively promoted the social economy (SE) to tackle these challenges and drive transformative change (Bidet, Eum, and Ryu 2018; Claassen, Bidet and Kim 2022; Jang 2017b; Kim, Choi, and Jung 2017; Lee, Yoon, and Lee 2022). Three laws and one regulation have been enacted to support various types of SE entities, including social enterprises, cooperatives, self-sufficiency enterprises and village companies. For example, the Self-sufficiency Support Programme, established under the National Basic Life Security Act, was introduced to assist the unemployed in maintaining a basic standard of living through self-sufficiency business. Alongside this

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 Supplemental data for this article can be accessed at <https://doi.org/10.1080/14719037.2023.2296627>.

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initiative, the Social Enterprise Promotion Act of 2007 brought in accreditation and support systems for social enterprises. Additionally, the enactment of the Village Company Promotion Program Implementation Guide in 2010 aimed to support community businesses, while the 2012 Framework Act on Cooperatives established a legal framework for cooperatives. Moreover, the country pioneered the Social Impact Bond programmes in Asia, using private capital to address social problems with the involvement of the SE entities, thereby dealing with issues such as youth unemployment, rehabilitation of individuals receiving basic livelihood support, and the increasing prevalence of dementia (Jung 2022; Kim 2022).

The central government has implemented 38 public policies, whereas municipal governments have enacted over 220 ordinances, and South Korea had 22 SE regional and sectoral consultative bodies across the peninsula, in two decades alone. Notably, in the two-decade history of SE policy, 2017 marked a significant turning point with a policy boom. Under the Moon Jae-in administration, SE revitalization became a priority, leading to the introduction of comprehensive measures. The unprecedented 'Social Economy Promotion Plan' outlined a medium- to long-term strategy, establishing committees, task forces, policy funding, public procurement expansion, and development of infrastructure for the SE. From 2017 to 2020, there was a notable increase in the number of SE enterprises, surpassing 31,000, a 55% rise (Intergovernmental Body of the Republic of Korea 2021). (The figure is based on each type of SE entity. It is possible that some SE enterprises were counted twice due to simultaneous registration under different types of enterprises.) The supportive government policies for the SE in Korea have garnered global recognition (Agapitova, Sanchez, and Tinsley 2017), ranking first in terms of government policy support for social entrepreneurs (Thomson Reuters Foundation 2016). This approach differs from the European and North American context, where SE has been more influenced by voluntary civil society initiatives rather than State involvement (Defourny and Kim 2011; Kerlin 2006). South Korea emphasizes the strong role of the State and its ability to drive rapid change.

This study is based on the theory that as the policy sector continues to grow, public policy evolves according to the concept of the dynamics of public policy (Kay 2006) because it is a dynamic and adaptive phenomenon shaped by the intersection of past and future influences. The SE sector is no exception. With the growth of the SE, a new generation of public policies for the SE has emerged and spread in Europe (Chaves 2020), resulting in the development of new research fields, such as the concept of transformative policies for the Social and Solidarity Economy (Utting 2016b). However, there remains a research gap on this topic in Asia, including South Korea.

This study addresses three research questions: What circumstances led to the emergence of a policy boom for the SE in the Republic of Korea? In what ways has Korea's SE policy transformed over the past two decades? Is the quality of SE policies evolving or regressing?

This article aims to assess the current state of the SE public policy in Korea and verify its evolution. It delves into the changes and advancements that have occurred in the field of Korean SE policy, exploring its development and growth. Considering the increasing global emphasis on enhancing the SE in national and international strategies (Utting 2017; WEF 2022), this study provides valuable lessons and perspectives. It contributes to the understanding of government-driven SE policies and their implications, offering insights that other governments

can duplicate. Specifically, it is expected to present a direction for establishing a roadmap for making mid- to long-term strategies in crafting SE policies, showcasing real examples of policy progress stages. Moreover, this study presents new empirical knowledge about the implementation of SE policies and the emergence of the hegemony of the 'New Public Governance' paradigm. It provides valuable insights for future research in SE policy studies.

This study stands out from previous studies by addressing the shortcomings of existing studies, such as the absence of comprehensive exploration into the evolution of SE policy, the superficial analysis of SE policy measures, and the limited examination of the government's evolving role in effectively governing inter-sectoral relationships between the government and SE organizations in providing public services. This study bridges the research gap by providing a comprehensive assessment of the qualitative aspects of Korea's SE policy, analysing 1,036 measures across 38 policy plans using the quantitative and qualitative content analysis methods. However, this study also has limitations in analysing policy measures, focusing solely on their description without considering factors such as budget allocation or implementation history. Additionally, comparing soft and hard public policies presents challenges due to their inherent differences in institutionalization and implementation. Variations exist in policy measures and transformative policy consistency among different SE enterprises.

This article comprises five key stages. First, it commences with a literature review, followed by the establishment of the theoretical framework and methodology. Second, to assess the current state of the public policy for the SE, it divides the policy era into two periods – the first and second generation – using the multiple streams framework (Kingdon 1995) and the research framework 'new generation' of public policies fostering the SE (Chaves 2012). Third, it categorizes the 1,036 measures of 38 policy plans into soft and hard policies according to Chaves's classification (Chaves 2008, 2012). It further segments them into seven subcategories using the theory of transformative policies for the Social and Solidarity Economy (Utting 2017). Thereafter, the study identifies the policies that have experienced significant changes within each category to explore the emergence of a new generation of policies. Fourth, it integrates a discussion of results, linking these findings to the previously analysed literature. Finally, the study suggests a paradigm shift towards transformative policies, signifying South Korea's transition to a new generation of SE policy. It also offers valuable policy recommendations drawn from the empirical study.

Literature Review

The last decade has witnessed a policy change in the SE sector and a new generation of SE policies has spread in Europe and worldwide (Chaves 2012; Chaves and Monzon 2018; Utting 2016b) to the extent that the United Nations passed a resolution titled 'Promoting the Social and Solidarity Economy for sustainable development', acknowledging the potential impact of the sector in advancing and localizing the Sustainable Development Goals (SDGs) in 2023. The recognition of public policies fostering the SE as a distinct field of research has led to the emergence of new political discourses and practices at various levels (Chaves and Savall 2019; Sonnino and Griggs 2013; Stukalo and Simakhova 2021). However, the majority of previous studies have only focused on specific aspects of SE policy,

leaving the transformative potential of the new wave of policies largely unexplored (Chaves and Gallego 2020). This gap in research extends to Korea as well.

Previous studies on Korean SE policy can be broadly categorized into three primary areas. The first area focuses on individual types of SE enterprises, aiming to understand their unique characteristics, challenges, and opportunities (Bidet and Defourny 2019; Choi, Park, and Lee 2021; Jang 2017a; Kong 2014; Rha 2014) or specific regions (Kim 2017). The second area of research adopts an integrated approach to SE. It seeks to identify overarching policies and strategies that can support and promote the development of SE as a whole. Lee, Yoon and Lee (2022) examined the policy measures for the SE in the Moon Jae-in government and assessed their achievements and limitations from the perspective of the SE ecosystem. Kim (2022a) studied central and local government policies that should be implemented for SE based on regional considerations. Yoon and Lee (2020) examined Seoul's SE policy systems. Bidet and Richez-Batesti (2022) addressed the contribution of the Social and Solidarity Economy to the SDGs through a comparative analysis of institutionalization in France and Korea. Furthermore, there have been recent studies on the promotion of the Social Economy Framework Act, discussing the legislation of SE (Kang and Yun 2021; Kim 2017; Lee 2021; Yeom 2021). However, there is currently no research that specifically examines the evolution of SE policy transcending various decades and the emergence of the next generation. Moreover, in existing studies, policy measures are generally divided into direct and indirect support policy (Lee and Hwang 2022) or broadly classified into fiscal, financial, and other support (Kim 2022). There needs to be further substantiated research on the segmentation of the policy measures.

Thirdly, studies are focusing on the excessive role of the government and its impact on the SE sector. Emphasis has been placed on the strong power of the State to play a key role, which contrasts with the European and North American context, where SE is primarily shaped by voluntary initiatives within civil society rather than governmental involvement (Defourny and Kim 2011; Kerlin 2006). Concerns have been raised regarding the dominant role of the State in the development of social enterprises in South Korea, where civil society is emerging, but not yet sufficiently advanced (Jang 2017b; Song 2011). Yoon and Lee (2020) argue that several organizations of the SE sector have not grown from grassroots organizations; however, have been established to meet the political needs of the government, which could result in a lack of organizational and financial foundations to ensure their autonomy and independence in their relationship with the government. However, it has also been noted that Korean SE has transitioned from State domination to a combination of top-down and bottom-up approaches, with an increased role of civil society (Jang 2017b).

Overall, previous studies have covered various aspects of SE policy in South Korea. However, there needs to be more comprehensive studies that delve into the evolution of SE policy considering the paradigm shift and the emergence of the next generation embracing New Public Governance. Additionally, several previous studies have only analysed SE policy measures by categorizing them as direct support or indirect support, lacking in-depth analytical tools. Further research is required to analyse and categorize policy measures with more refined characteristics. Finally, although the negative effects of excessive government policy intervention have been discussed, few studies analyse the changing and developing role of government and its policies that encompass the effective governance of inter-sectoral relationships between the government and SE organizations in the provision of public services.

Theoretical framework

Dynamics of public policy

The concept of the dynamics of public policy, as emphasized by Kay (2006), refers to the process by which public policies are developed, implemented, and evaluated over time. It recognizes that policies are not static, but rather subject to change and influenced by various factors. A dynamic perspective on policy distinguishes from the comparative statics approach which does compare certain states of a system but fails to consider the relationship that links the states through time. It focuses on how systems change over time, showing the transitions between different states. Moreover, it is emphasized that policy decisions are shaped by their historical context, influenced by the path dependency, which means that previous policy choices are essentially the framework within which current policy decisions operate; they serve as systems that can either restrict or influence current policy choices. This study aims to scrutinize the evolution of Korean public policies for the SE in line with Kay's ideas, along with the examination of the phenomenon of path dependency.

Multiple stream framework

The 'policy window' or 'window of opportunity' concept, introduced by Kingdon (1995), highlights critical moments in the policy process when new policies are formed or when there is a shift in the policy paradigm. It refers to the period when an issue gains public attention, and policymakers have the opportunity to take action. The convergence of the problem stream, policy stream, and political stream determines the opening of the window of opportunity. The problem stream is identified and evaluated using change-measuring indicators. Ideas transitioning into the policy stream exhibit technical viability and alignment with policymakers' values. The political aspect involves the prevailing national sentiment and changes in administrative or legislative personnel, significantly impacting agendas (Zahariadis 1999). To initiate the policy window, three primary subcomponents have been identified (Jones et al. 2016): Coupling logic (reasoning or arguments for merging streams), decision style (necessary information crucial for policy adoption), and institutional contexts (Zahariadis 2007). Understanding the context of the unprecedented SE policy boom in this study is explored through the lens of multiple stream framework and the concept of coupling logic.

New generation of SE public policy

In recent years, there has been a significant shift in public policy within the SE sector, leading to the emergence of a new generation of SE policies (Utting 2016b). Unlike the first generation, where the instruments were primarily budgetary and based on fiscal benefits, the new generation of public policy to promote SE presents a more diverse typology (Chaves 2012; Chaves and Gallego 2020; Chaves and Monzon 2018). Compared with the first generation, it differs in terms of the degree of complexity, nature of the policymakers involved in policymaking and application, conception of the policy, concrete policy instruments, degree of integration into general government policies and policy evaluation. These differences are summarized in Table 1.

Soft and hard policy

Chaves (2008; 2012; 2018) classified SE policy measures into two groups: soft and hard. Soft policies aim to create an enabling environment for the creation and development of SE enterprises. They are subdivided into two categories: institutional and cognitive policies. Hard policies aim to intervene in the economic process of SE enterprises with incentives both from the supply side, promoting their economic competitiveness in the different business roles in the value chain, and from the demand side. Thus, access to public and international markets is improved. For detailed analysis, Korea’s SE policy measures are classified according to the framework. The definitions for the typology are presented in Table 2.

Transformative public policy

Transformative policies are considered the next generation of policies and encompass four dimensions of policy implementation: governance, transversality, public policy means, and institutionalization (Chaves and Gallego 2020). Transformative public policies for the SE seek to enable the SE both as an instrument of crisis management and state restructuring and as a long-term response to a broader crisis of capitalism that manifests in structural inequalities and the inability to reproduce and expand decent working conditions (Coraggio 2014; Monzon and Chaves 2017; Utting 2016a, 2017). This study refines policy segments for the SE and conducts a qualitative evaluation employing the theory of transformative policies for the Social and Solidarity Economy.

Table 1. Comparison between the first- and second-generation policies.

Policy characteristics	First generation policies	Second generation policies
Degree of complexity	Fast policies (emerging, not systematic)	Systematic policies (complex, systematic)
Nature of the policy makers involved in policymaking	Direct approach. Policy makers in a restricted sense	Partnership approach. Policymakers in a broad sense, with broad citizen participation
Nature of the policy makers involved in the application	Direct approach. Policy makers in a restricted sense, primarily	Ecosystem approach. Policy makers in a broad sense, with wide involvement in the implementation
Conception of the policy	Simple and budgetary devices	Holistic and strategic approach to policy
Concrete policy instruments	Provision of single employment, technical and investment payment: subsidies for diffusion and structures	Athenaeums, social facilitators, public contracting, co-working, specialised training, etc.
Degree of integration of the policy into general government policies	Sectorised, limited integration in the general policies	Mainstreaming approach high integration into general policies, including centrality in them
Policy evaluation	Criteria of efficiency, effectiveness and relevance	Quantitative and qualitative criteria, including participation, coherence and sustainability

*Source Chaves (2020): *La nueva generación de políticas públicas de fomento de la economía social en España* (The new generation of public policies to promote the social economy in Spain). *Tirant lo Blanch*, 430–431.

Materials and methods

Data collection

Official government documents were analysed to ensure the reliability of this study. The study examined a total of 1,036 policy measures of 38 SE public policies, which comprised 4 laws, 3 national tasks, and 31 policy plans officially announced by the central government (Intergovernmental Body of the Republic of Korea 2021). Each policy plan included a range of policy measures, ranging from 1 to 88, covering 17 metropolitan cities and 226 local governments across the country (Choi and Park 2021). The policy measures were also derived from three relevant laws and one regulation, specifically extracting provisions that contained supporting policies rather than mere definitions. Although the 44th national task of the Yoon Seok-yeol administration, titled ‘Sophistication of welfare and care services through social service innovation’, did not explicitly mention the SE, it was considered a SE policy measure upon detailed explanation, as it emphasized the importance of ‘enhancing user trust through quality improvement by diversifying and scaling innovative social service providers, including SE organisations’. The study’s timeframe spanned from 2007 to 2022, which encompassed the announcement of public policies for major types of SE entities, such as social enterprises, cooperatives, village companies, and self-sufficiency enterprises. The 38 SE public policies are assumed to be either implemented or in the process of implementation owing to the policy self-feedback system within the government ministries.

Content analysis

Content analysis is a technique designed to transform raw data into meaningful categories or themes through thoughtful analysis and interpretation (Hsieh and Shannon 2005). It relies on inductive reasoning, wherein these themes and categories naturally surface as the researcher diligently scrutinizes and consistently compares the data (Zhang and Wildemuth 2009). When dealing with numerous policy measures, this method allows for efficient processing and analysis by sorting them into meaningful categories. Manual coding was the approach employed, executed by a researcher with over 7 years of experience in implementing Korean public policy for SE. The researcher meticulously examined and assigned codes to 1,036 policy data segments based on their understanding of the content. The research utilized conceptual content analysis, identifying diverse words and themes within SE policy texts. The coding process considered the policy context in which the data was gathered, recognizing its impact on content interpretation and meaning. Each piece of policy data was meticulously categorized, and received a single category to avoid overlap or confusion, ensuring no data was left uncoded.

Furthermore, this study conducted two distinct types of content analysis as shown in [figure 1](#) quantitative analysis (focused on counting) and qualitative analysis (focused on interpretation and understanding). A set of categories for the policy measures data was further-developed to achieve the research objective. Total of 1,036 policy measures were assigned to one of the soft and hard categories based on the scheme. Thereafter, they were segmented into nine types of soft policies (two types of governance (participation in the design and implementation process), mainstreaming, improving public policy means,

Table 2. Typology of soft and hard policies for the SE.

<i>Soft policies: Policies aimed at creating a favourable ecosystem for SE enterprises</i>	
Institutional measures	Measures aimed at the legal form of the SE entities, recognising them as a private player, measures aimed at recognising their ability to operate SE enterprises within the entire economic activity sector, removing any legal obstacle, measures aimed at recognising SE enterprises as policymakers, interlocutors in the design/construction and in the implementation of public policies and public bodies promoting SE enterprises
Cognitive measures	Measures to disseminate, and increase awareness and knowledge of the SE by the entire society or/and by target groups, measures to promote training on the SE, and measures to promote research on the SE
<i>Hard policies: Economic policies promoting enterprises</i>	
Supply measures aimed at improving competitiveness	Measures focused on business functions, such as financing, consultancy/ advice, training, employment and human resources management, cooperation and networks, Research & Development and innovation, quality, new computing and communication technologies, and physical space Measures distinguished according to the life cycle of the enterprise (creation or stage of development of the business)
Demand measures	Measures aimed at easing access to public markets and foreign markets (such as social clauses and reserved public contracts)

*Source Chaves and Monzon (2018): *Best practices in public policies regarding the European social economy post the economic crisis*. CIRIEC International, University of Liège, 3.

removing legal obstacles, improving legal status, increasing awareness and knowledge, training and research) and three types of hard policies (facilitating access to public markets, facilitating access to foreign markets, improving competitiveness). Finally, an in-depth analysis of the frequency and percentage of policy data assigned to each category was performed. The result of each analysis was visualized with tables and graphs depicting the patterns and trends of change.

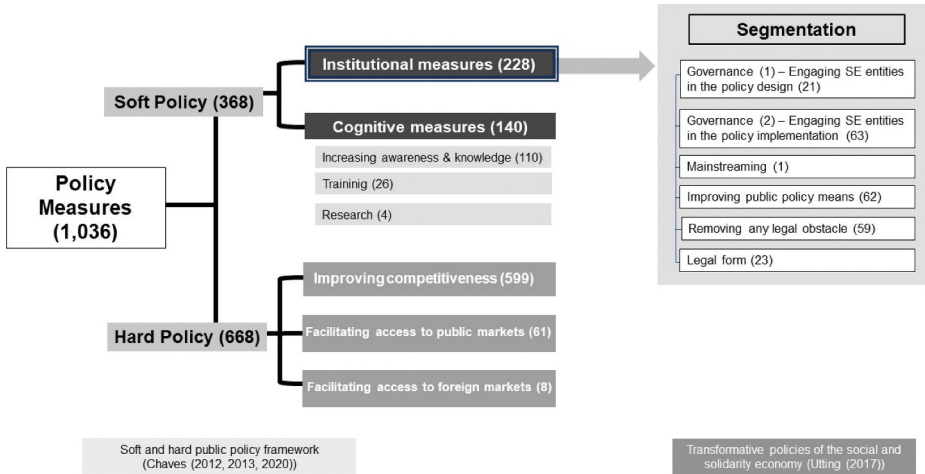


Figure 1. The segmentation of policies for the SE using category content Analysis.

Qualitative evaluation based on transformative policies

A qualitative evaluation approach based on the theory of transformative policies of the Social and Solidarity Economy (Utting 2017) was employed to elucidate the evolution of the policy and demonstrate the emergence of a new generation of public policies. This method delved into various aspects, including the complexity of policies, the involvement of policymakers in policy creation, and application, the conceptualization of the policy, the specific policy tools utilized, and the extent to which the policy integrates into broader government policies (Chaves and Gallego 2020). The theory of transformative policies recognizes SE as a potential driver of transformative change and advocates for policies that empower and strengthen SE as a viable alternative to traditional economic models. This evaluation aims to provide insights into the transformative potential of the SE and its implications for future policy development.

Analysis and results

Multiple streams framework analysis on the unprecedented policy boom

This study divides the policy era into two periods – the first and second generation – before and after the boom of public policies for the SE in Korea in 2017. To comprehend the context behind the unprecedented boom, the multiple streams framework – problem stream, political stream, policy stream – analysis was conducted.

The problem stream was apparent through statistical data from international organizations such as the OECD (2013), which indicated worsening social problems in South Korea, including economic inequality, long working hours, financial instability, and concerns about the economic and political power of large corporate conglomerates (known as chaebols), an ageing population, a low birth rate, and high youth unemployment rates. The 2010s witnessed nationwide consumer boycotts against unethical companies while a Presidential corruption scandal revealed collusion between politics and traditional private businesses, shedding light on structural issues stemming from growth-oriented development. Concurrently, the number of SE enterprises addressing various social issues increased, as demonstrated by a time series change analysis conducted (CSES 2017a). The period from 2015 to 2017 saw notable trends in public trust, revealing high levels of confidence in social enterprises and civil society organizations as effective entities for addressing societal issues. Conversely, during the same period, there were observed lower levels of trust in large corporations (CSES 2017b).

Regarding the political stream, the administrative turnover from President Park to President Moon was pivotal. (Moon included the promotion of SE as one of the 100 national tasks and established the SE Secretariat within the Presidential Cabinet) Major political parties actively promoted SE policies, introducing legislation proposals (KoSEA 2019) and incorporating SE pledges into electoral campaigns. The Council of Local Governments for Social and Solidarity Economy, a cross-party initiative led by local government heads, played a critical role in boosting the political stream, along with the political advocacy of the Korea Social Economy Network. This led to a notable upsurge in the public discourse on social enterprises (Lee and Park 2021). Keyword searches in news, articles, and social network services for social enterprise between 2014 and 2018 surged significantly, rising from an average of 4,478 times per month in 2014 to 7,257 times per month in 2018. Notably, positive emotional words carried

more weight than negative ones in these discussions, reflecting a positive outlook on social enterprises. Moreover, the 345th National Assembly of South Korea recognized a growing movement in Korean society towards prioritizing the realization of social values as a fundamental principle for sustainable social and economic development. This includes fostering new social enterprises, promoting social responsibility in both private enterprises and public institutions, and facilitating innovation and expansion of various cooperative movements.

The policy streams revolve around two primary considerations: first, the policy’s alignment with policymakers’ values, and second, its institutional and technical feasibility. The SE initiative resonated well with policymakers’ values, which is evident in the alignment with the previous government’s national agenda and the commitments of major political party presidential candidates. Furthermore, the strategy of growth through the activation of cooperatives and social enterprises was already embedded in the previous government’s national agenda, further affirming the continuity of values-driven policies. Accumulated policy implementation experience over more than 17 years for self-sufficiency enterprises, 10 years for social enterprises, 5 years for cooperatives, and 6 years for village enterprises, encompassing regulations, budgets, and existing projects was instrumental. Given the presence of pre-existing policies, the institutional and technical feasibility of the proposed policy was already established.

It is crucial to emphasize that the three streams are not isolated; they are closely connected and interrelated. Rather than simultaneous standalone processes, they are interlinked, affecting and being influenced by one another, visually represented in Figure 2. Further research can be conducted, elucidating these dynamics would significantly enhance understanding.

The core component to trigger the policy window (Jones et al. 2016), coupling commonly happens when the circumstances are favourable within the streams with crucial actors (Kingdon 1995). The process of coupling the unprecedented policy boom was orchestrated by a presidential candidate who functioned not only as a policy entrepreneur. Moon engaged in the fusion of these streams during the 2017 presidential election, utilizing his campaign to advocate his perspectives and priorities. Applying coupling logic (Zahariadis 2007), he advocated for the SE focusing on ‘people’ rather than ‘money’. This vision included utilizing the SE, where reciprocity rather than profit served as the driving force behind addressing issues such as low

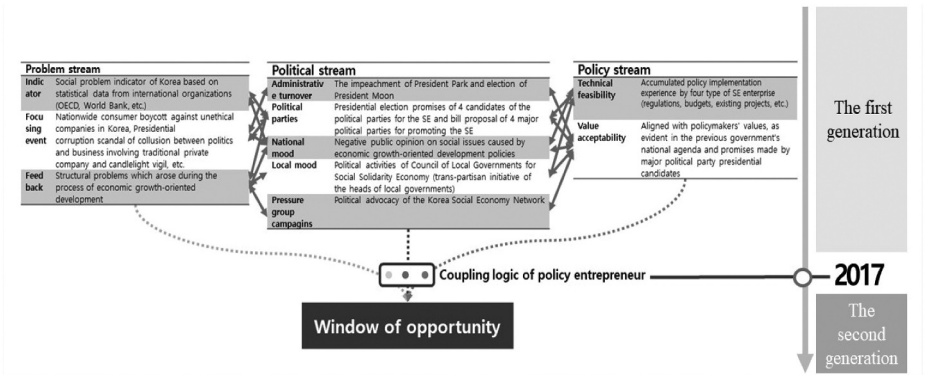


Figure 2. The interplay among the streams and opening of the window of opportunity.

growth without employment, inequality, community dissolution, low birth rates and, an ageing society, and more. Upon assuming the presidency, he propelled these issues into the governmental agenda by establishing a job committee, marking President Moon Jae-in’s primary directive since taking office. This led to the establishment of a new Social Economy Secretary under the President’s Office and the creation of a Social Economy Bureau within the Small and Medium Business Administration, employing similar logic used in the coupling process.

During Moon’s administration, 28 out of a total of 38 public policies were implemented by the central government. Notably, the period from 2017 to 2020 witnessed a remarkable 55% increase in the number of SE enterprises, surpassing 31,000, according to the 2021 report by the Intergovernmental Body of the Republic of Korea. The analysis using the Multiple Streams Framework highlights the context that led to the remarkable policy boom, signifying the advent of a new generation of public policies. The increase of the SE policy initiatives and SE entities is presented in [figure 3](#).

Content analysis on the 1,036 policy measures of 38 public policies

Analysis of the soft and hard policy framework of 1036 tasks in the 38 SE public policies in 2 decades reveals that they comprised 668 (64.5%) hard policy measures and 368 (35.5%) soft policy measures. Among the hard policies, which occupied the majority, supply policies accounted for 599 (57.8%), and demand policies accounted for 69 (6.7%). Among the soft policies, institutional policies were 228 (22.0%), and cognitive policies were 140 (13.5%).

By delving into the policy measures in detail, with respect to the hard policies, ‘Improving competitiveness’ accounted for more than half, with 599 (57.8%), followed by ‘Easing access to public markets’ with 61 (5.9%), ‘Easing access to foreign markets’ with 8 (0.8%). With respect to the soft policies, ‘Increasing awareness and knowledge’ accounted for the largest portion with 110 (10.6%), followed by ‘Interlocutor (Governance)’ with 84 (8.1%), ‘Public bodies (Improving public policy means)’ with 62 (6.0%), ‘Removing legal obstacle’ with 59 (5.7%), ‘Training’ with 26 (2.5%), ‘Legal form’ with 23 (2.2%), and ‘Research’ with 4 (0.4%) followed.

In general, it was found that most of the policies include a combination of soft and hard policy measures, as illustrated in [Figure 4](#). The policies predominantly featured

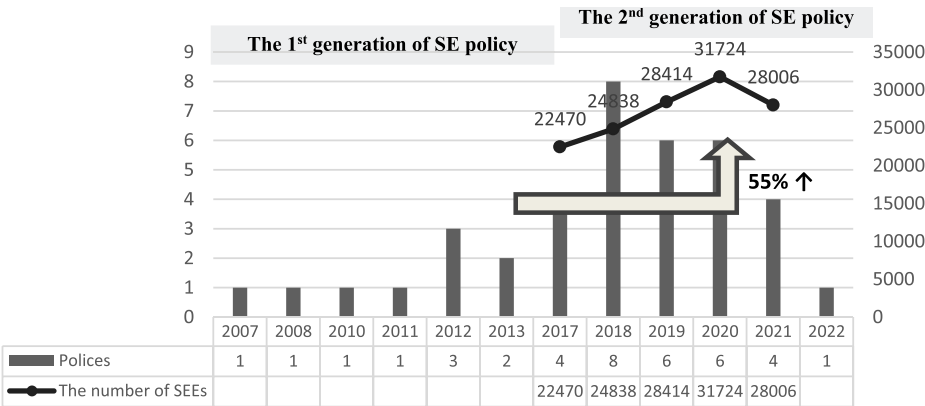


Figure 3. The increase of the SE policy initiatives and SE entities.



Figure 4. The portion of the soft and hard policy and the constitution of policies.

hard policy measures, which aim to intervene in the economic process of SE enterprises with incentives, with a particular emphasis on increasing the competitiveness of SE entities. However, soft policies, which aim to create an enabling environment for the creation and development of SE, played a less prominent role overall, with institutional measures being the most emphasized. The balance of soft and hard policies varied depending on the primary goal of each policy.

Delving into hard policy

The analysis of the annual increase in hard public policies reveals that measures targeted at ‘improving various business functions’ have consistently been the most common (These functions include financing, consulting and advice, training, employment and human resources management, cooperation and networking, research and development, innovation, quality, and new information and communication technologies). Moreover, since 2017, there has been a surge in measures aimed at ‘facilitating access to public markets’, peaking in 2020. Measures targeted at ‘enabling access to foreign markets’ have emerged in 2017 and have been constantly implemented throughout the last four years as a result of the global growth of the SE sector. [Figure 5](#) displays the annual increase in hard policies per year.

It is noteworthy that since the year 2017, a range of new policy measures were introduced to specifically support SE enterprises in the growth stages of their life cycle. This marks an important improvement over the previous policy practices, which only focused on SE enterprises in their early stages of development.

Delving into soft policy

Cognitive policy

With regard to cognitive policy, the maximum focus has been on ‘increasing awareness and knowledge’, with a tendency towards growth. Following this, ‘training’ was also emphasized throughout the period, peaking at 11 in 2018. Finally, the importance of promoting ‘research’ on SE through policy measures was emphasized in 2017 and 2018. Analysis of the annual increase in cognitive policies per year is shown in [figure 6](#).

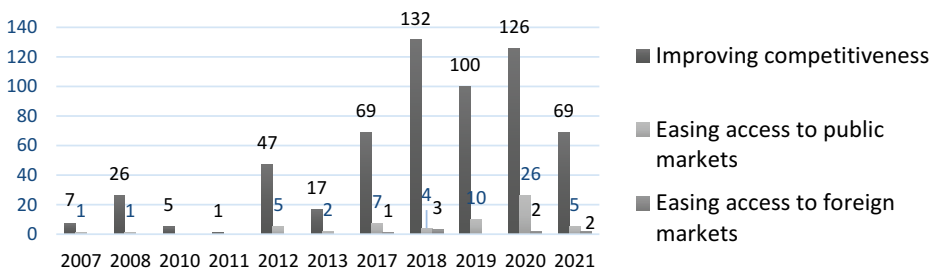


Figure 5. The proportions of soft and hard public policy of 38 policies.

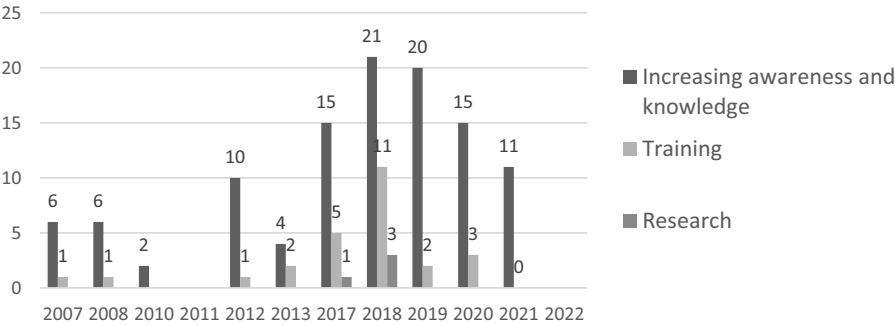


Figure 6. Analysis of the annual increase in hard policies per year.

Institutional policy

Governance

In terms of governance, two types of policy measures emerged in 2017 after the mere figure of only 3 in 2008. The number of stakeholders involved in policy design (Governance (1)) increased from 3 in 2017 to 6 in 2019, before decreasing to 1 in 2021. Efforts have primarily focused on establishing public-private consultative bodies or policy councils with private stakeholder participation, as well as managing roles and responsibilities between the government and private sector.

The number of stakeholders involved in policy implementation (Governance (2)) indicated a significant increase from 5 in 2017 to 27 in 2019, before decreasing to 1 in 2022 following a change in the presidency. Efforts were undertaken to enhance public service delivery in specific sectors and promote the involvement of SE companies through government outsourcing. SE enterprises were actively considered as implementing bodies in various fields, including social housing, energy independence, social overhead capital (SOC), inter-Korean cooperation, social inclusion of developmental disabilities, cultural services, rural areas, environment, New Deal initiatives, social services, and gender equality. These initiatives aimed to leverage the expertise and innovative approaches of SE enterprises to address social challenges and contribute to the overall development and well-being of society.

Mainstreaming

The implementation of the SE policy mainstreaming occurred during a period of government transition, integrating the promotion of SE as one of the national tasks. This decision was driven by conflicts of interest, avoidance, and passive administration within the responsible ministries, which stemmed from the mandate for four specific types of SE enterprises as per law and regulation. Path dependency, as attributed by Kay (2006), served as a constraining framework influencing current policy options. In response to these challenges, a mainstreaming policy was introduced with the aim of harmonizing and consolidating SE public policies into a unified direction. The policy shift led to the establishment of the Social Economy Secretariat in the Presidential Office and the Social Economy Sub-committee in the Presidential Job Committee, with the active involvement of 17 government ministries. The Secretary, in conjunction with the Ministry of Strategy and Finance, was tasked with overseeing SE policies.

Participatory government ministries are grouped into three categories as shown in figure 7 those responsible for four specific types of SE enterprises mandated by law and regulation, those overseeing sectors related to the SE, and committees supporting the creation of a SE ecosystem and deregulation. The ministries provide budgetary support, implement policies aligned with strategic areas, and contribute to the financial ecosystem.

Improving public policy means

Beginning with a single measure implemented in 2007, the number of measures to improve public policy means steadily grew and reached its peak at 22 in 2019. These measures primarily focused on enhancing the policy implementation system, particularly the public mechanism. As the number of SE enterprises and their scope of activities expanded, there was a need for a more diversified range of policy intermediaries and a revamped system. This led to the division of roles among national and regional units, the strengthening of training programmes, the establishment of performance evaluation systems, and the implementation of various measures to enhance collaboration between intermediary organizations.

Removing legal obstacles

During the first 10 years, the focus was primarily on establishing a stable system. However, in the latter 10 years, as the policy framework matured, efforts were made to address barriers to institutional entry, streamline administrative processes, eliminate discrimination, reduce taxes, and provide benefits and preferential treatment. The analysis of the increase in institutional policies per year is displayed in figure 8.

Improving legal status

Various institutional and legal measures have been implemented to establish appropriate legal forms and identities for SE enterprises. This includes enhancing social enterprise

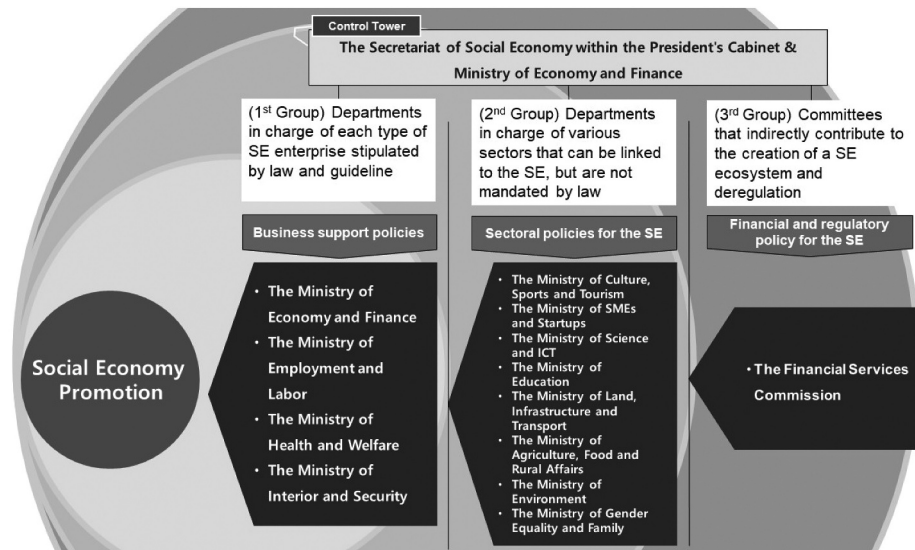


Figure 7. Analysis of the annual increase in cognitive policies per year.

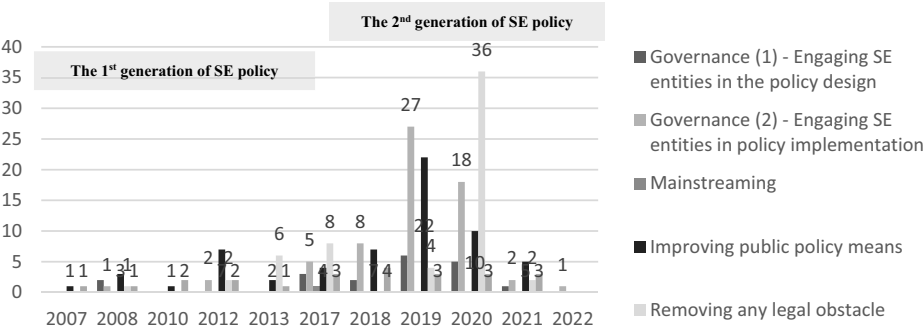


Figure 8. Grouping of participatory government ministries.

accreditation requirements, improving village company accreditation requirements, etc. Despite lacking a legal alteration, discussions arose regarding the conversion of the social enterprise accreditation system into an enlistment system aimed at encompassing a wider array of social enterprises and reducing governmental oversight. Furthermore, endeavours were made to enhance legal awareness and improve the legal status of SE enterprises in specific sectors like social agriculture, upcycling, and social housing.

Transition to the second generation of policy

In the first generation, laws and legal systems were created for each type of SE enterprise, such as social enterprises, village companies, self-sufficiency enterprises, and cooperatives. Government departments implemented policies to provide early-stage business support. However, significant changes have occurred in public administration during the second generation. First, public policies have diversified across sectors and functions, including laws, regulations, long-term plans, sectoral policies, business support measures, targeted policies, public innovation, regulatory reform, and international event policies. Second, although hard policies remained prominent, more sophisticated measures were introduced to support the growth of SE enterprises as shown in table 3. Third, the government actively worked to raise awareness, knowledge, and training, promoting research on the SE ecosystem. Fourth, to mainstream SE to overcome path dependency (Kay 2006),

Table 3. New policy measures for supporting the growth stages of SE enterprises.

Policy measures
Establishing a tailored support system for start-ups seeking to expand overseas or with specialised technological needs and providing enhanced professional mentoring opportunities for companies experiencing business bankruptcies or management difficulties who are seeking to restructure and re-emerge (Social Economy Promotion Plan, 2017)
Implementing SE business project development support policy (3rd Master Plan on Cooperatives, 2020)
Supporting SE enterprises at each stage of growth by establishing an integrated support system between government ministries and providing a business finance guarantee scheme for the business development of SE enterprises (Measures to Support Social Economy Enterprises' Job Creation (2020))
Expanding the amount of financing to support the business growth of SE enterprises and raising the amount of social investment funds by raising the ratio of private investment (Measures to Support Social Economy Enterprises' Job Creation, 2020)
Expanding the scale of SE enterprise growth intensive support projects (Measures to strengthen cooperatives competitiveness in response to post-COVID-19 structural changes, 2021)

promotion efforts were integrated into national tasks, leading to the establishment of the Social Economy Secretariat and the Social Economy Sub-Commission with the participation of 17 government ministries. Fifth, the second generation witnessed improvements in the public mechanism, including diversified policy intermediaries and a revamped system. Sixth, as the existing policy system matured, the emphasis shifted towards removing barriers to institutional entry, streamlining administration, eliminating discrimination, reducing taxes, and providing benefits and preferential treatment. Seventh, various institutional foundations were established or proposed to determine the appropriate legal form or identity for SE enterprises, and new SE laws were proposed to enhance their legal status.

Finally, but not least importantly, meaningful policy measures involved SE stakeholders in constructing and implementing social policies, reflecting the so-called New Public Governance paradigm (Osborne 2006). In the first 10 years, the government recognized SE organizations and included them in the policymaking process. For example, SE policy committees were established with the aim of creating supportive policy programmes for each type of SE enterprise. They gradually became involved in the design of policies for regional development and social and community services, and their status was elevated (Fazzi 2012). Thus, there was an increase in policies allowing SE organizations to contribute to the implementation process through public-private partnerships. The number of stakeholders engaged in policy implementation witnessed a notable rise from 2017 to 2019. Specific efforts were made to improve public service delivery in various sectors by involving SE entities through government outsourcing. SE enterprises played an active role as implementing bodies in diverse areas such as social housing, energy independence, social overhead capital (SOC), inter-Korean cooperation, social inclusion of developmental disabilities, cultural services, rural development, environment, New Deal initiatives, social services, and gender equality. These initiatives aimed to harness the expertise and innovative approaches of SE enterprises to tackle social challenges and contribute to the holistic development and well-being of society.

The detailed comparison of policies across various dimensions between two generations was tailored to explore the evolution of SE public policy in South Korea. The analysis focused on factors such as policy complexity, engagement of policymakers, policy conception, specific tools, and integration into broader government strategies, presented in Table 4.

Discussion

This article's primary contribution lies in introducing empirical insights regarding the implementation of SE policies and the ascent of the 'New Public Governance' paradigm with government-driven SE policies. The study observes a significant shift in the involvement of SE stakeholders in policy formulation and execution during the second generation, contrasting with the first. This reflects the evolving role of government and its policies (Jang 2017b), which encompass the effective governance of inter-sectoral relationships between the government and SE organizations in the provision of public services (Calò et al. 2018; Powell and Berry 2021). Such a paradigm shift aligns with the New Public Governance model (Osborne 2006). It is a noteworthy observation as it falls under the scope of comprehensive studies examining the evolution of SE policies within the New Public Governance paradigm.

Another contribution comes from its presentation of longitudinal data that spans from 2007 to 2022, which encompassed the announcement of public policies for major types of

Table 4. Comparison between first and second generation of policies in Korea.

Policy characteristics	First generation policies	Second generation policies
Degree of complexity of the policy	Emerging, not systematic policies <ul style="list-style-type: none">• Early stage-centred and financial support in the short-term	Systematic, complex policies <ul style="list-style-type: none">• Support for the early and growth stage of the life cycle of SE enterprise• Diversified policies according to the sector and function
Nature of the policy makers involved in policy-making	Direct approach <ul style="list-style-type: none">• Establishment of a policy council for the participation of social enterprise(Involvement in the design of SE policies according to the four types of SE enterprises)	Partnership approach <ul style="list-style-type: none">• Establishment of public-private consultative bodies or policy councils with SE stakeholder participation• Involvement in the design of SE policies according to the four types of SE enterprises and policies for regional development, social and community services
Nature of the policy makers involved in the application of the policy	Direct approach <ul style="list-style-type: none">• Restricted government outsourcing of public service delivery to SE	Ecosystem approach <ul style="list-style-type: none">• Activate government outsourcing to SE in various fields such as social housing, energy independence, SOC, New Deal, rural areas, inter-Korean cooperation, cultural, environment, social services, and gender equality• SE enterprises' participation in social problem-solving programmes such as SIB projects
Conception of the policy	Simple and budgetary devices	Holistic and strategic approach <ul style="list-style-type: none">• With a medium to long-term plan (two-track strategy to build a sustainable SE ecosystem and promote rapid diffusion)
Concrete policy instruments	Provision of single employment, technical and investment payment: subsidies for diffusion and structures	Public contracting, specialised training <ul style="list-style-type: none">• Diversified policy intermediaries and a revamped system• Removing barriers to institutional entry, simplifying administration, eliminating discrimination, and providing benefits and preferential treatment• Active action to raise awareness and knowledge, special training for SE
Degree of integration of the policy into general government policies	Sectorised, limited integration <ul style="list-style-type: none">• Including the promotion of social enterprises or cooperatives in national tasks• Only four government departments in charge of each type of SE enterprise stipulated by law	Mainstreaming approach <ul style="list-style-type: none">• Including the promotion of SE in national tasks• 17 government departments are in charge of each type of SE enterprise stipulated by law and responsible for sectors that can be linked to the SE and committees that indirectly contribute to the creation of a SE ecosystem and deregulation

SE entities in the Republic of Korea. Public policy evolves based on the dynamics of public policy (Kay 2006), which distinguishes it from comparative statics, emphasizing the importance of observing changes over time. This study embraces this dynamic approach in presenting longitudinal data that captures the evolving policy landscape within the SE. This study also highlights the path dependency based on the same framework, which serves

as a constraining framework influencing current policy options. In response to the challenges, a mainstreaming policy is witnessed with the aim of harmonizing and consolidating SE public policies into a unified direction in the context of Korean SE.

Third, this study contributes to the development of an in-depth categorization analysis of public policies for the SE, which categorized SE policy measures into two groups (soft and hard) and ten subcategories (Chaves 2008, 2012; Chaves and Monzon 2018). To conduct a systematic examination, this study further categorizes the policies into nine types of soft policies using the concept of transformative policies for the Social and Solidarity Economy (Utting 2017), which encompass aspects such as governance (participation in design and implementation), mainstreaming, enhancement of public policy tools, removal of legal barriers, legal status improvement, awareness and knowledge enhancement, training, and research, and three types of hard policies. The analysis enables a thorough examination, exploring the frequency and proportion of policy data assigned to each category. This categorizing framework can be used in any country, and even cross-time panel analysis could be conducted in the future to observe cumulative trends and patterns. Future comparative research could detect similarities and differences in creating and maintaining public policies for the SE over a longer period in specific regions or other countries.

Finally, this study contributes to the understanding of government-driven SE policies and their implications, offering insights that can be duplicated by other governments. It showcases a new generation of SE public policy research framework through empirical case studies, presenting real examples of policy progression. The government actively supports SE enterprises by promoting awareness, knowledge, and training as part of national initiatives. In contrast to earlier budget-focused policies, the current policies are more intricate, engaging policymakers, offering distinct instruments, integrating with broader government strategies, etc. More nuanced measures contribute to the growth of SE enterprises. Enhancements in policy mechanisms, a diversified system of intermediaries, and refined structures mark this new generation. The focus is on streamlining administration, eliminating barriers, and establishing institutional foundations for SE enterprises. These advancements highlight the potential for the advancement and evolution of public policy for the SE. It suggests how policymakers should set the next step when they establish a roadmap for making mid-to long-term strategies in crafting SE policies, showcasing real examples of policy progress stages.

Limitations and future research

This study has several limitations. First, the analysis of policy measures in this study focuses solely on their description without considering factors such as budget allocation or implementation history. It is noteworthy that not all policies mentioned have been fully implemented, and some may continue to be in progress or deviate from their original plans. Additionally, certain measures may overlap in policy plans implemented by different government ministries. Second, comparing and analysing the trends between soft and hard public policy measures presents challenges owing to their inherent differences. Soft public policies, once implemented, tend to become institutionalized and persist over an extended period, unlike hard public policies that may require ongoing establishment and implementation. Third, while this article aimed to explore

a broad spectrum of policy plans within the SE in South Korea, it is crucial to acknowledge potential variations in policy measures and the consistency of transformative policies across different SE sectors. Fourth, an in-depth breakdown highlights nuances and variations among these policies, emphasizing the necessity of caution when generalizing findings about soft and transformative policies to represent South Korea’s entire SE with the same level of certainty. Fifth, the differentiation between hard and soft policies within the 38 outlined policies immediately reveals a limitation in clarity concerning their direct relevance to specific SE organizations (Figure 9). This suggests a need for further research to establish a more precise connection. Sixth, the study’s in-depth analysis was somewhat constrained, mainly due to the constraints mentioned, limiting the capacity for a more comprehensive evaluation of reliability and validity in the context of the policies explored.

While the multiple streams framework analysed the interplay of the three streams contributing to the remarkable policy boom, further research aimed at elucidating these dynamics would significantly enhance overall comprehension. Future research suggestions could include conducting an analysis of SE policy measures that consider the budget size and implementation period of each measure. Additionally, a panel analysis could be conducted in the future to observe cumulative trends and patterns. Furthermore, a comprehensive analysis of the contextual factors contributing to the transition from the first generation to the second generation of policies would provide valuable insights. For future research, it would be valuable to conduct a more in-depth examination of policy variations and the uniformity of transformative policies across

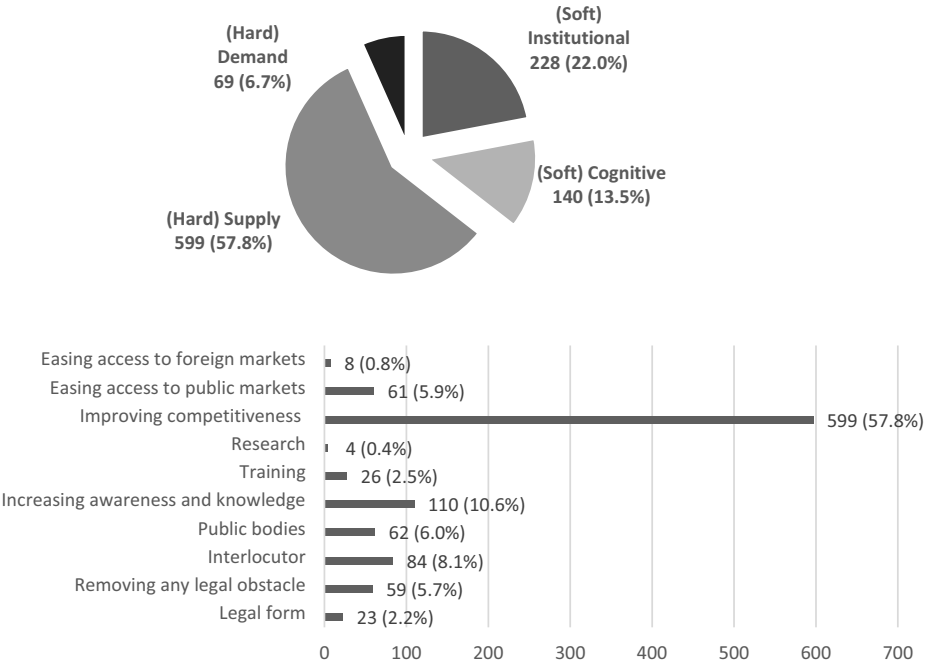


Figure 9. Analysis of the increase in institutional policies per year.

different types of SE enterprises operating under distinct regulatory frameworks. Additionally, this could inspire a potential future study to explore the comprehensive development of policy measures expanding the SE ecosystem across industrial sectors, utilizing the principles of new public governance to enhance cooperation and integration with various sectors.

Conclusion

During the policy evolution in the Republic of Korea, a significant policy boom unfolded within the SE sector. This shift was particularly noticeable from the initial phase in 2017 to an exceptional surge seen in the subsequent phase, converging around social problems, political factors, and the policy context. The study empirically demonstrates a significant transition towards transformative policies within the realm of the SE over the last two decades in the Republic of Korea, using a qualitative evaluation approach. Transformative policies, recognized as the second generation of policies, revolve around four key dimensions of policy implementation: governance, transversality, public policy means, and institutionalization. Specifically, complex and systematic policies were enhanced and fortified by a partnership, ecosystem, holistic, and strategic approach, in addition to strengthening public contracting, specialized training, and mainstreaming strategies. This research indicates a substantial paradigm shift towards transformative policies in South Korea's SE, signifying a progression to a new generation marked by pluralistic methods in public management. Despite concerns often raised about excessive government intervention, this study illuminates a transformation in the landscape of South Korea's SE, moving away from predominantly state control towards a new paradigm of public governance. The outcomes of this research beckon further exploration into the progression of public policies within the SE, specifically evaluating their implementation and impact at the forefront of governance.

For policymakers and stakeholders, the study underlines the importance of recognizing the dynamic nature of public policy. Public policies are in a state of constant change, emphasizing the need for continual observation and adaptation over time. Additionally, in countries where there are regulations for distinct types of SE enterprises but lack a comprehensive legal framework for SE, this study offers insights into crafting a holistic, mainstreaming policy that could serve as a model for other governments. Moreover, for nations seeking to foster the growth of SE enterprises, the study provides policy examples for implementing new policy measures designed to support the different stages of SE enterprise development. Last but not least, the study advocates for the principles of New Public Governance, which emphasize the pivotal role of stakeholder involvement, showcasing the evolving landscape of government policies.

Disclosure statement

No potential conflict of interest was reported by the author(s).

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Artículo 2 /Article 2

Unveiling the impact of policy entrepreneurs on
South Korea's social economy: a media analysis

Publicado en /Published in: Journal of Asian
Public Policy



Unveiling the impact of policy entrepreneurs on South Korea's social economy: a media analysis

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To cite this article: Jiae Seo (06 Mar 2024): Unveiling the impact of policy entrepreneurs on South Korea's social economy: a media analysis, Journal of Asian Public Policy, DOI: [10.1080/17516234.2024.2325856](https://doi.org/10.1080/17516234.2024.2325856)

To link to this article: <https://doi.org/10.1080/17516234.2024.2325856>



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RESEARCH ARTICLE



Unveiling the impact of policy entrepreneurs on South Korea's social economy: a media analysis

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ABSTRACT

This study examines the influential role of policy entrepreneurs in shaping social economy (SE) policies in South Korea. By analysing 423 news articles from 18 diverse media outlets over two decades, the research examines the presence and impact of policy entrepreneurs within the Korean SE sector. Utilizing a combination of quantitative techniques, such as semantic network analysis, and qualitative methods, including discourse analysis and literature review, the findings reveal the dynamic evolution of policy entrepreneurs' impact in response to changing policy agendas within the SE sector. Initially operating behind the scenes to institutionalize SE policies following economic crises, these policy entrepreneurs later acquired visibility and engagement, playing a crucial role in driving the enactment and implementation of SE policy initiatives. During the 2010s, they emerged as pivotal figures in capturing political attention for the sector, actively contributing to policy design and implementation at both central and local government levels, despite facing some limitations in visibility.

ARTICLE HISTORY

Received 27 August 2023
Accepted 27 February 2024

KEYWORDS

Policy entrepreneurship;
policy entrepreneurs; social
economy policy; media
analysis; South Korea

1. Introduction

This study investigates the influential role of policy entrepreneurs in shaping social economy (SE) policies in South Korea. Despite an initially limited policy foundation for SE in South Korea, policy entrepreneurs took proactive measures to rectify biases towards growth-driven development approaches. They dismantled barriers faced by SE organizations (Lee, 2015). Over two decades, the central government implemented 38 public policies, while municipal governments enacted over 220 ordinances in support of SE development (Intergovernmental Body of the Republic of Korea, 2021), garnering global recognition for their efforts (Agapitova et al., 2017; Thomson Reuters Foundation, 2016).

In the academic landscape, there is a growing emphasis on the role of policy entrepreneurs across various fields, including public administration, public policy, and political economy literature (Bakir et al., 2021; Dhliwayo, 2017). Policy entrepreneurs, crucial players in setting policy agendas and driving policy change, fuel public interest, generate new proposals, and guide legislation (Crow, 2010; Herweg et al., 2018; Kingdon & Thurber, 2011; Mintrom, 2000; Mintrom & Norman, 2009; Rabe, 2004; Zahariadis, 2003). Previous research on policy entrepreneurship focused on three main areas: qualitative studies

examining single successful instances in various contexts (Arnold, 2015; Frisch et al., 2020a; Mintrom, 2000; Oborn et al., 2011); research focusing on specific strategies or actions in major policy changes (Brouwer & Huitema, 2018; Mintrom & Norman, 2009; Petridou et al., 2021); and studies exploring the characteristics of policy entrepreneurship (Faling & Biesbroek, 2019; Frisch et al., 2020b; Roberts & King, 1991).

The SE, which centres on people, contributes positively to local communities, and champions social causes, holds significance. It is gaining widespread attention locally, regionally, nationally, and internationally (Lloyd, 2007). The prominence of SE policies, vital for sustainable development (Utting, 2016; World Economic Forum WEF, 2022), has heightened the focus on the role of policy entrepreneurs in these initiatives (Chaves & Monzon, 2018; Jenkins et al., 2021; Mintrom & Thomas, 2018). However, there exists a research gap in understanding the dynamic interaction between policy entrepreneurs and the changing political landscape, especially in the context of East Asia (Jarvis & He, 2020).

This study aims to address this gap by examining South Korea's case. It seeks to answer the following research questions: 1) What is the presence and impact of policy entrepreneurs within the Korean SE sector over the span of two decades according to the media coverage of the SE in South Korea? 2) How has the role of policy entrepreneurs evolved in response to changing policy agendas within the SE sector? and 3) How did the visibility and engagement of policy entrepreneurs change over time, and how did this impact the enactment and implementation of SE policy initiatives?

In comparison to previous studies, this study differentiates itself by overcoming limitations present in prior research. Unlike studies with restricted timeframes, often spanning just a few years (Mintrom & Norman, 2009), this research offers an extended perspective on policy entrepreneurs, covering over two decades and examining various groups within this timeframe. Addressing the problem of subjective policy entrepreneur selection, the study adopts a unique approach by identifying and analysing individuals with a dedicated background in the SE who consistently receive media exposure. Recognizing the influential role of media in shaping perceptions of policy entrepreneurs (Roberts & King, 1991) justifies the use of media coverage analysis and enhances the identification process. By emphasizing the identification and analysis of key policy entrepreneurs through consistent media exposure, the study avoids the pitfalls of limited timeframes and subjective selection processes.

A combination of quantitative methods, such as semantic network analysis, and qualitative methods, including discourse analysis and literature review, were utilized to analyse and interpret media data to address the research questions. A comprehensive analysis of 423 relevant news articles was conducted to track and explore the behaviours and discourses of 51 policy stakeholders, including 11 policy entrepreneurs, over a two-decade period. These articles were retrieved from 18 major economic journals and newspapers in South Korea based on their relevance to the study. The analysis focuses on the role of the media as a significant tool for policy entrepreneurs and aims to acquire insights into their behaviour and discourses. The data collection process involved gathering news articles on SE policy from 25 February 2003, to 25 February 2023. A search of SE policy was conducted on the Korea Press Foundation website to obtain data, based on the four major types of SE enterprises in South Korea. Considering the influential role of presidents in the presidential

system, policy entrepreneurs' movements and the political landscape were described according to the tenure of the five presidents. This study addresses a diverse array of policy stakeholders (Kropp & Zolin, 2008; Roberts, 1992), prominently featuring policy entrepreneurs and extending to market entrepreneurs, political entrepreneurs (legislators and mayors), bureaucrat entrepreneurs, journalists, and academics.

This paper is comprised of three key sections. First, it presents the results of a semantic network analysis of news media, illustrating the relationship between the role of policy entrepreneurs and changes in the evolving political landscape during the tenures of the five presidents. Second, it delves into how the visibility and engagement of policy entrepreneurs have changed over time and how this impacts the enactment and implementation of SE policy initiatives. Finally, the study concludes by providing answers to the research questions, discussing the limitations encountered during the study, and offering suggestions for future research in this area.

2. Policy entrepreneurship: delimitation and literature

Policy entrepreneurs play a vital role in shaping the policy agenda and driving policy transformation. They invest significant time and effort to achieve desired policy outcomes (Herweg et al., 2018; Kingdon & Thurber, 2011; Mintrom & Norman, 2009; Zahariadis, 2003). The pivotal role of policy entrepreneurs is highlighted in key theories of the policy process, such as the multiple-stream model (Kingdon & Thurber, 2011), punctuated equilibrium theory (Baumgartner & Jones, 2010; Beyer et al., 2017), the advocacy coalition framework (Sabatier, 1998; Sabatier & Weible, 2019), and the network management approach (Klijn & Koppenjan, 2000).

In addition to policy entrepreneurs, various types of change agents are involved in the policymaking process. According to Roberts (1992) and Kropp and Zolin (2008), there exists a conceptual distinction between policy entrepreneurs, political entrepreneurs, and bureaucratic entrepreneurs. Political entrepreneurs are typically elected officials with administrative responsibilities. They seek elective offices to advance their vision of change (Roberts, 1992), recognize and pursue political (profit) opportunities by an individual (Holcombe, 2002). On the other hand, bureaucratic entrepreneurs serve as facilitators of institutional alignment, possessing knowledge and access within the system. Civil servants demonstrate entrepreneurial qualities when they are responsive to change and adept at identifying and capitalizing on opportunities (Yu, 1997). They bridge the gap between agenda-setting and decision-making (De la Porte & Natali, 2018), aiming to enhance the efficiency and effectiveness of various public institutions (Klein et al., 2010). However, what sets policy entrepreneurs apart from other political actors is their willingness to introduce innovative policy ideas within specific contexts (Kingdon & Thurber, 2011). Unlike elected officials, public managers, and advocacy organizations, who often uphold the status quo and resist change due to perceived risks (Mintrom & Thomas, 2018), policy entrepreneurs exhibit an above-average willingness to take risks (Brouwer & Huitema, 2018) and employ innovative strategies such as problem definition, team building, and social acuity (Mintrom & Norman, 2009). Schnellenbach (2007) notes that political entrepreneurs introduce political innovations during the competition for office, while policy entrepreneurs focus on the implementation of new policies.

Previous research on policy entrepreneurship can be categorized into three main areas. The first area uses qualitative methods and typically examines a single successful example of policy entrepreneurship in different contexts (Arnold, 2015; Frisch et al., 2020a; Mintrom, 2000; Oborn et al., 2011). The second area of research focuses on identifying specific strategies or actions involved in significant policy changes, from problem identification to policy evaluation (Brouwer & Huitema, 2018; Mintrom & Norman, 2009; Petridou et al., 2021). Finally, numerous studies explore the characteristics of policy entrepreneurship. Faling and Biesbroek (2019) identified the conditions enabling cross-boundary strategies, while Roberts and King (1991) outlined actions such as idea generation, strategic information dissemination, and coalition building. Frisch et al. (2020b) conducted a meta-analysis, identifying 20 strategies employed by policy entrepreneurs' strategies and three traits: trust building, persuasion, and social acuity.

The social economy (SE) encompasses various businesses, organizations, and diverse legal entities, all sharing the common goal of prioritizing people, generating positive impacts on local communities, and championing a social cause. Recognizing its potential to offer effective solutions to social, economic, political, and environmental challenges, governmental bodies at various levels, from local to transnational, have actively promoted the SE (Avagianou et al., 2022). This sector has progressively grown and now constitutes a significant component of contemporary economies in many developed nations (Nasioulas, 2012). Some researchers attribute this heightened visibility to grassroots movements of anti-austerity and solidarity that emerged amidst societal and political turmoil (Arampatzi, 2017), while others emphasize favourable policy interventions as the key factor in the SE's advancement and sustainability (Chaves & Savall, 2019). This study aligns with the latter perspective and delves into the role of policy entrepreneurs.

In the field of research on policy entrepreneurs in the SE sector, several studies highlight the important role that policy entrepreneurs play in shaping SE policies (Kippin, 2021). Jenkins et al. (2021) emphasizes the significance of policy entrepreneurship in advancing Social and Solidarity Economy initiatives on a larger scale. Chaves and Monzon (2018) emphasizes the importance of policy entrepreneurs within the administration, such as a dedicated directorate general or an interministerial committee, in driving political initiatives within public authorities. Moreover, some studies have focused on the success stories of specific policy entrepreneurs, whether individuals or groups, highlighting their significant contributions to shaping policy discourse and driving innovation in SE policy design. In the UK, policy entrepreneurs have played a crucial role in influencing the development of social enterprises and third-sector policies. Academics and third-sector organizations have been recognized their instrumental contributions in creating and expanding the concept of the voluntary sector (Borzaga et al., 2020; Huckfield, 2021; Perri & Leat, 1996; Rochester, 2013). Similarly, in Romania, associations have been key players in pushing the issue of social entrepreneurship onto the government's agenda, strategically working towards the institutionalization of social enterprises.

In the South Korean research field, certain advocates within the third sector, such as the Korea Cooperative Institute and the Coalition for the Enactment of the Framework Act on Cooperatives, have been recognized as significant 'policy entrepreneurs' in previous studies (Kim, 2020). Similarly, Shin and Lim (2020) argue that advocates within the social enterprise sector have acted as policy entrepreneurs by promoting the inclusion of self-sufficiency organizations as workfare agents within the public assistance scheme, aiming

to resolve conflicts among different stakeholders and presenting them as viable solutions. Lee (2015), Lee and Jung (2018) highlight the significant role of third-sector entities as policy entrepreneurs in persuading the government to actively support the development of social enterprises through diverse policy measures.

Despite the breadth of existing studies, this research addresses identified limitations. It aims to fill a research gap about policy entrepreneurship and the SE, as well as the context of South Korean society. In contrast to studies with a limited timeframe, often just a few years (Kim, 2020; Lee, 2015; Lee & Jung, 2018; Shin & Lim, 2020), this study takes a more expansive perspective on the role of policy entrepreneurs. Unlike many previous studies that subjectively select policy entrepreneurs, raising doubts about their defining characteristics, it adopts a distinct approach. This involves identifying and analysing key policy entrepreneurs in the SE with consistent media exposure. Recognizing the media's significant role for policy entrepreneurs (Roberts & King, 1991) justifies our use of media coverage analysis, providing a more robust identification process.

3. Methods

This study collected a total of 423 news articles on the SE policy reported between 25 February 2003 and 25 February 2023, spanning two decades. These articles were retrieved from the website of the Korea Press Foundation website (www.bigkinds.or.kr), which provides access to approximately 70 million articles from 54 Korean press companies, including newspapers and broadcasting companies, published from 1990 to the present. For a comprehensive analysis, this study collected news articles from 18 distinguished economic journals and daily newspapers, carefully chosen from a pool of 24 media outlets based on their relevance to the field of SE. Duplicate articles were systematically excluded to ensure the integrity of the dataset. To protect the personal privacy and confidentiality of the research subjects, the names of the majority of policy entrepreneurs have been anonymized in this study.

In terms of the chronological analysis, 100 articles from each of the administrations of Roh Moo-hyun, Lee Myung-bak, Park Geun-hye, and Moon Jae-in (each with five years) were analysed. Additionally, 23 articles from the Yoon Seok-yeol administration (one year) were included. Recognizing the significance of the presidency in the Korean system, the 20-year timeframe was divided into five periods aligned with the tenures of the five presidents. (Notably, during President Park Geun-hye's impeachment period—10 March 2017 to 10 May 2017—Prime Minister Hwang served as acting president, which was attributed to President Park Geun-hye.) The media outlets associated with each of the five administrations are presented in Table 1.

This study employs a semantic network analysis provided by the BigKinds service of the Korea Press Foundation, a quantitative methodology for knowledge extraction from text utilizing word collocation and weighted graph visualization. To conduct this analysis, morphological analysis was performed to identify noun phrases and extracted entities for network analysis. This was done using the top 100 precise news articles related to SE from the search results. These noun phrases were subsequently subjected to a structured SVM algorithm to recognize the named entities. Weights were assigned to the named entities based on the number of related articles in which they appeared. The size of the circle in the graph visualizations represented

Table 1. The media outlets of 18 major economic journals and daily newspapers.

Administration	Media outlets
<i>Roh Moo-hyun</i> <i>administration</i> (14) (2003.2.25~2008.2.24)	The Kyunghyang Shinmun, The Kukmin Daily, The Naeil News, Donga Ilbo, Maeil Business News, Money Today, The Seoul Economic Daily, Seoul Newspaper, The World Daily, The Korea JoongAng Daily, The Financial News, The Hankyoreh, The Korea Economic Daily, The Korea Times
<i>Lee Myung-bak</i> <i>administration</i> (12) (2008.2.25~2013.2.24)	The Kyunghyang Shinmun, The Kukmin Daily, The Naeil News, Donga Ilbo, Maeil Business News, Money Today, The Munhwa Ilbo, Seoul Newspaper, The World Daily, The Korea JoongAng Daily, The Hankyoreh, The Korea Times
<i>Park Geun-hye</i> <i>Administration</i> (11) (2013.2.25~2017.5.9)	The Kyunghyang Shinmun, The Kukmin Daily, The Naeil News, Maeil Business News, Money Today, The Munhwa Ilbo, Seoul Newspaper, The World Daily, The Korea JoongAng Daily, The Hankyoreh, The Korea Times
<i>Moon Jae-in</i> <i>administration</i> (14) (2017.5.10~2022.5.9)	The Kyunghyang Shinmun, The Kukmin Daily, The Naeil News, Donga Ilbo, Maeil Business News, Money Today, The Munhwa Ilbo, The Seoul Economic Daily, Seoul Newspaper, The World Daily, The Chosun Ilbo, The Korea JoongAng Daily, The Hankyoreh, The Korea Times
<i>Yoon Seok-yeol</i> <i>Administration</i> (9) (2022.5.10~2023.2.25)	Korean Broadcasting System, The Kukmin Daily, The World Daily, The Asia Business Daily, The Financial News, The Hankyoreh, The Korea Economic Daily, The Korea Times, The Korea Herald

these weights. Notably, policy entrepreneurs identified in the semantic network analysis were delineated by dotted circles, accompanied by explanations of their roles. The visualized network provides an explanatory context for the discourse analysis of SE public policy.

This study combines semantic network analysis with discourse analysis to explore the dynamic role of policy entrepreneurs and the evolving political landscape, as represented in the media. Discourse analysis investigates how language constructs meaning, influences social interactions, and impacts power dynamics (Brown & Yule, 1983). In this context, detailed corresponding explanations were provided for each context across five administrations using discourse analysis. The analysis encompassed a review of existing literature, research reports, and interview articles.

4. Analysis and results

4.1. The policy shift toward SE and early policy entrepreneurs

An extensive analysis between 2003 and 2008, visually represented in Figure 1, revealed key themes, such as ‘President’, ‘local autonomy’, ‘system’, and ‘National Basic Livelihood Security Act’. Several influential institutions and regions were prominently mentioned, including the Ministry of Health and Welfare, Korea Federation of Small and Medium Business, the U.S.A., and Europe.

4.1.1. Policy shifts: promoting SE in post-financial crisis

After the late 1990s Asian Financial Crisis, Korean policymakers shifted their approach to SE organizations, previously seen mainly for industry-specific growth (Jang, 2017; Kim et al., 2019). This change is highlighted by the Ministry of Health and Welfare’s Self-sufficiency Support Program, which addressed unemployment under the National Basic Livelihood Security Act (Kim et al., 2015; Shin & Lim, 2020). Recognizing the inadequacy of market-based measures post-Asian crisis, policymakers emphasized collaborative efforts with civil society for alternative solutions (Kim et al., 2017). President Roh Moo-hyun

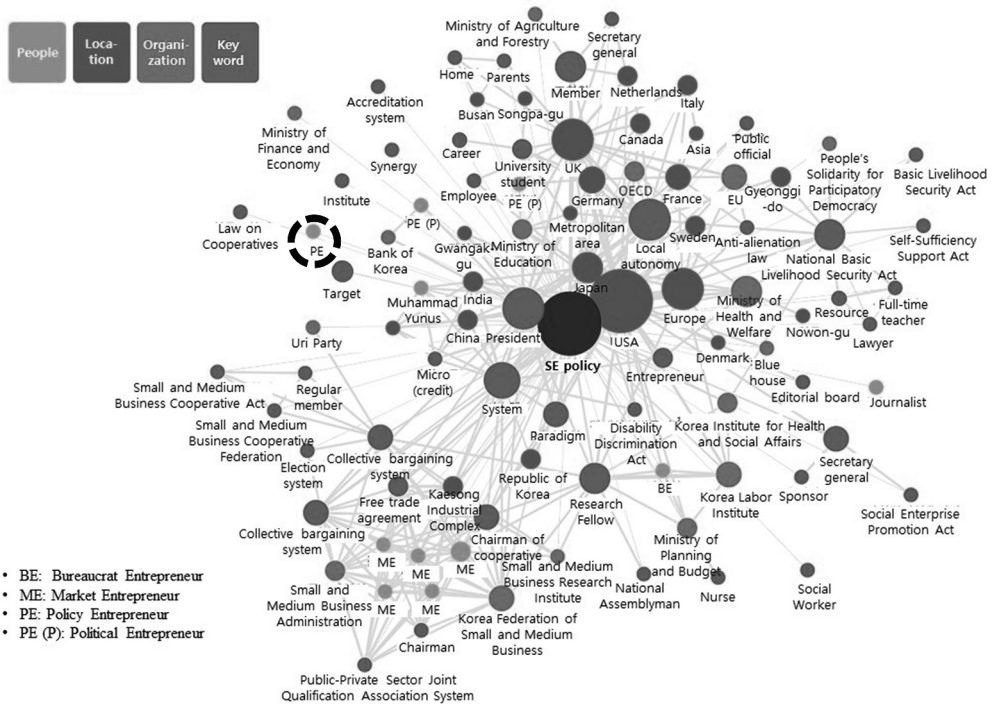


Figure 1. Semantic network analysis of media coverage of SE policies in Roh's administration. Source: Big Kinds service (search term: SE policy, period:2003.2.25 ~ 2008.2.24)

significantly promoted SE, making efforts to improve the system of society, including the implementation of social employment programmes, reforms for industry-specific cooperatives, and strengthening local autonomy.

4.1.2. Early SE policy entrepreneurs

During the period of 2003–2008, the media highlighted 10 individuals who influenced SE policies. Among them, five had corporate backgrounds, two were associated with politics, and one was a grassroots policy entrepreneur. Furthermore, the presence of a bureaucrat and journalists among the individuals mentioned demonstrates their involvement in the SE policy arena.

In this era, five market entrepreneurs with corporate backgrounds were involved in the SE policies. However, their primary focus was on competing for the presidency of the Korea Federation of Small and Medium Business, a prominent organization representing SMEs and cooperatives in Korea. Cooperative policies were considered as part of their broader agenda rather than being the primary focus of their campaigns.

During the period after the Asian financial crisis, there were genuine SE policy entrepreneurs and an informal group of researchers and practitioners who worked discreetly to institutionalize SE in Korea (Defourny et al., 2011). Despite stabilized overall unemployment, the low-income class experienced exclusion, prompting grassroots and bureaucratic entrepreneurs to focus on social job creation, supporting impoverished

rehabilitation, and integrating vulnerable individuals through social entrepreneurship. Lee (2015) highlights that the significant role of solidarity organizations within the third sector in shaping SE policies. They collaborated as private partners in policy design, such as the Social Enterprise Promotion Act, further supporting the development of SE. These initiatives drew inspiration from international activists, such as Yunus, and successful examples from countries in the United States and Europe adopting a benchmarking approach (Jang, 2017).

4.2. Key initiatives for SE and prominent policy entrepreneurs

From 2008 to 2013, as illustrated in Figure 2, the media coverage prominently featured organizations such as the Ministry of Employment and Labor, Seoul City, and the Ministry of Strategy and Finance. The most frequently mentioned topics were ‘local autonomy’, ‘resource’, and ‘Framework Act on Cooperatives’.

4.2.1. Government commitment to SE: key policy measures

During this period, the government, such as the Ministry of Employment and Labor and the Ministry of Strategy and Finance implemented several key policy measures to promote cooperatives and social entrepreneurship. These included the full implementation of the Social Enterprise Promotion Act, the enactment of the Framework Act on Cooperatives, the introduction of the Guidelines for the Village Company Promotion Project, and amendments to the National Law on Basic Livelihood Security.

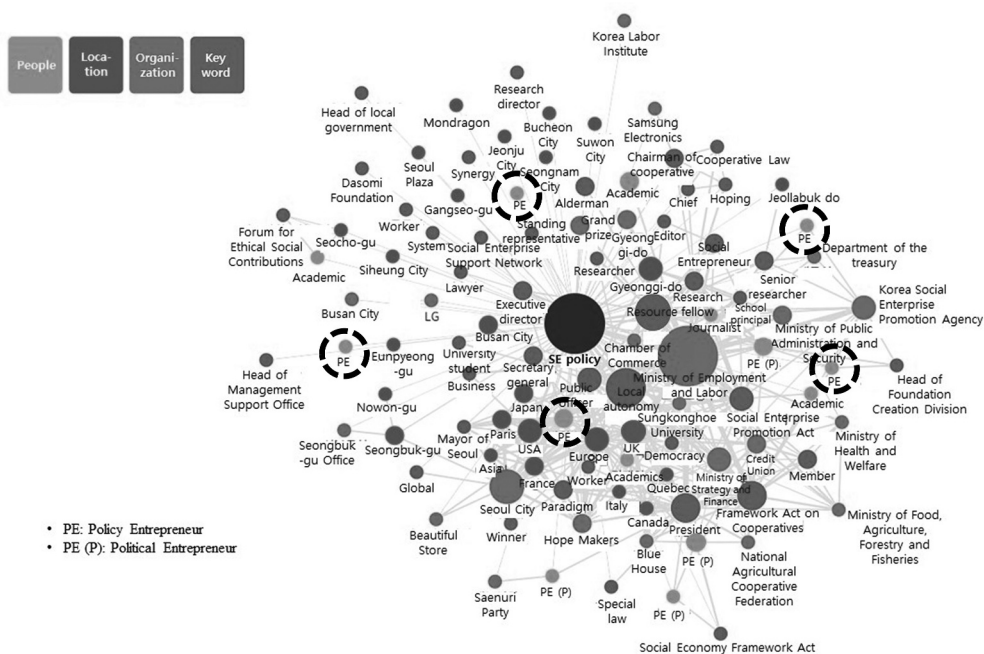


Figure 2. Semantic network analysis of media coverage of SE policies in Lee's administration. Source: Big Kinds service (search term: SE policy, period:2008.2.25 ~ 2013.2.24)

Figure 3. Semantic network analysis of media coverage of SE policies in park's administration. Source: Big Kinds Service (search term: SE policy, period:2013.2.25 ~ 2017.5.9)

4.3.1. Battle for initiative on the SE framework act

During this period, the SE sector became a focal point of political competition between the ruling (conservative Saenuri Party) and opposition parties (progressive, including the New Politics Alliance for Democracy and Justice Party); both parties proposed the Framework Act on Social Economy. This revealed new political phenomena that should have been observed in previous efforts to institutionalize the SE sector (Lee, 2015). The proposal gained the support of 142 lawmakers, representing a significant portion of the National Assembly (Yeom, 2021). Additionally, mayors and governors from regions such as Seoul, Chungcheongnam-do, Jeollabuk-do, and Gangwon-do actively promoted SE as a significant aspect of their regional policy agenda (Park & Ahn, 2014). The Council of Local Governments for Social and Solidarity Economy, a cross-party initiative led by local government heads, also contributed to the momentum of the SE legislative movement.

4.3.2. Policy entrepreneurs as hidden forces

The rise of political entrepreneurs among legislators and mayors can be attributed to the efforts of policy entrepreneurs (Anderson et al., 2020; Mintrom, 1997). These policy entrepreneurs have effectively influenced more politicians to advocate for SE issues by working behind the scenes. SE policy entrepreneurs have transcended traditional political boundaries by closely collaborating with politicians through policy proposals, study groups, and strategic events such as SE policy debates and the Korea Social Economy Manifesto Action Committee (Kim, 2014). The Korean Cooperative Society Economy Association formed a task force for the Framework Act on Social Economy (Kim, 2017). They actively engaged with the Special Committee of the Saenuri Party, and developed their version of the bill with regional perspectives, and conducted informative sessions and discussions in various areas. Additionally, the Korea Central Council of Social Enterprises organized national-scale public hearings to capture SE stakeholders' viewpoints. This initiative aimed to ensure that legislative responses aligned with the needs and perspectives of the SE sector. Academics and journalists have contributed to the discourse on SE policies through their expert perspectives and policy-relevant knowledge in specific domains.

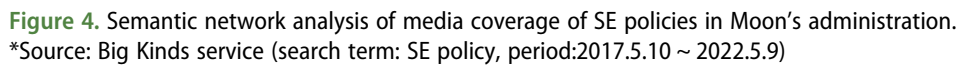
4.4. Collaborative efforts of policy stakeholders in shaping SE momentum

The media outlets as shown in Figure 4 Between 2017 and 2022 highlighted key topics in news coverage, including 'President', 'local autonomy', 'COVID-19', and 'Framework Act on Social Economy'.

4.4.1. A collective movement of various policy stakeholders

During Moon Jae-in's administration, the media focused on 18 key individuals who played pivotal roles in shaping SE policies. This group included eight political figures, four mayors, two policy entrepreneurs, three bureaucrats, and a journalist.

During this era, a notable feature was the active involvement of the president as a political entrepreneur. The president used the Social Economy Presidential Secretary's office, led by a grassroots policy entrepreneur, and the Ministry of Strategy and Finance as control tower tools. In 2017, the Presidential Committee on Job Creation introduced a comprehensive plan with 88 policy measures to build a sustainable SE ecosystem. This plan addressed the needs of different types of SE enterprises and addressed specific



Simultaneously, local government heads actively supported the SE sector across various regions, including districts of Seoul City and Gyeongsangbuk-do, enacting 223 SE ordinances during this period based on local autonomy (Intergovernmental Body of the Republic of Korea, 2021). These local governments promoted SE policies, established support centres, and facilitated collaboration between social enterprises and local residents through Social Economy Councils, contributing to local economic revitalization (Lee et al., 2022). Moreover, there was an increase in the number of bureaucratic entrepreneurs, including the Deputy Prime Minister for the Economy. Furthermore, grassroots policy entrepreneurs actively participated in SE expert committees and regional consultative bodies nationwide. They played a significant role in influencing policy decisions and advocating for SE policies at both the central and local government levels.

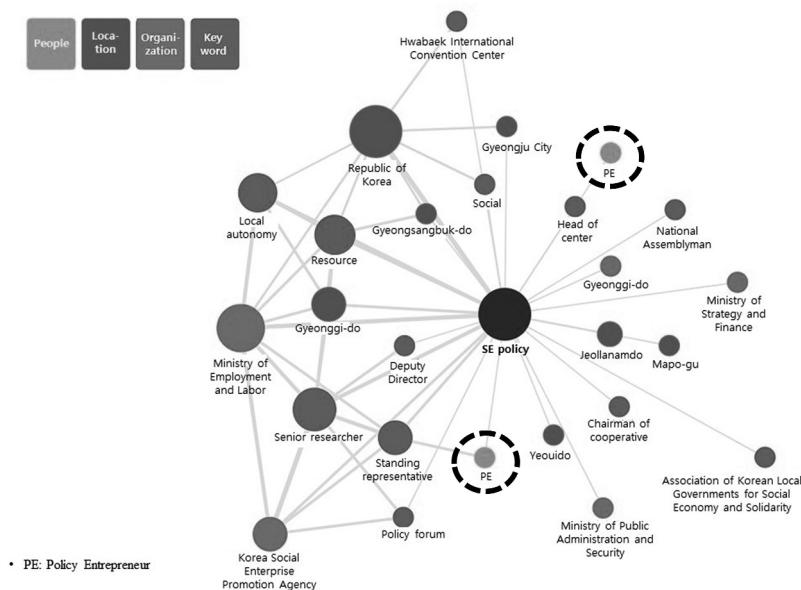


Figure 5. Semantic network analysis of media coverage of SE policies in Yoon's Administration.

*Source: BigKinds service (search term: social economy policy, period: 2022.5.10 ~ 2023.2.25)

4.5. Active advocacy by grassroots policy entrepreneurs amid limited government engagement

During President Yoon's administration, the media primarily highlighted SE events, such as the Korea Social Economy Fair, Local Government Social Economy Policy Evaluation Award Ceremony, and Social Economy Policy Forum, as displayed in Figure 5. Minimal attention was paid to the SE sector, as evidenced by the absence of SE references in national tasks, resulting in reduced media coverage and discussions. During this period, only two individuals emerged as policy entrepreneurs, advocating for SE policies through strategic events. These policy entrepreneurs organized events to advocate for SE policies. They held influential positions within SE networks and representative organizations, effectively emphasizes the importance of SE policies despite limited government engagement.

4.6. Changing visibility of policy stakeholders in media coverage of SE policies

Figure 6 presents that over the years, the visibility of policy entrepreneurs in media coverage has fluctuated in response to the changing landscape of SE policies. Initially, there was an increase in media exposure during the institutionalization phase, peaking at five during the Lee Myung-bak administration. However, as SE acquired political prominence, the number of policy entrepreneurs in media coverage gradually declined. During periods when policy attention to the topic decreased (2022–2023), policy entrepreneurs persistently re-emerged to advocate for SE policies.

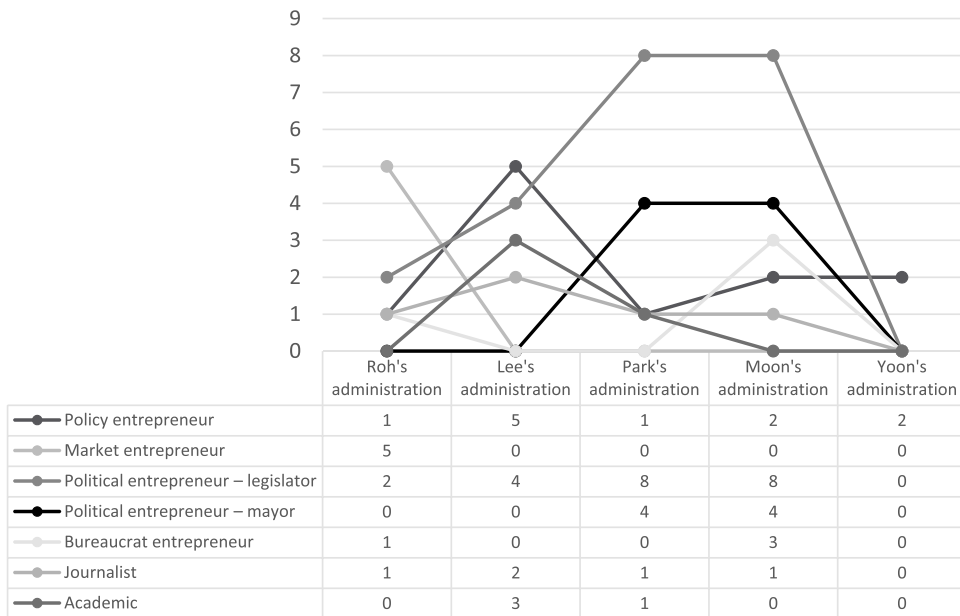


Figure 6. The number of SE policy stakeholders across five presidential administrations in Korea.

Political entrepreneurs, particularly legislators, started with a minor role in the early stages of institutionalizing SE but gained influence as SE policies developed. The number of political entrepreneurs reached its peak at eight during the Park Geun-hye and Moon Jae-in administrations. This increased visibility can be attributed to the efforts of policy entrepreneurs who encourage politicians to advocate for SE issues. The inverse relationship between policy entrepreneurs and political entrepreneurs suggests that policy entrepreneurs have continued to work behind the scenes (Anderson et al., 2020; Mintrom, 1997).

Mayors and governors played significant roles, with four members involved during the Park Geun-hye administration and four leading local SE development policies during the Moon Jae-in administration. Market entrepreneurs were prominent in integrating policies of small and medium-sized enterprises and cooperatives when there was no strong foundation for SE policies during the Roh Moo-hyun administration. However, as SE became more institutionalized, their presence diminished.

Bureaucrat entrepreneurs played an active role in the initial stages of institutionalizing SE, and their influence increased during the Moon Jae-in administration, which saw greater central government intervention in SE. Journalists have consistently played a pivotal role in highlighting SE policy issues. Academics have offered valuable expertise in integrating SE as a policy. Notably, during the Lee Myung-bak administration, three academics received extensive media coverage for their contributions to the enactment and revision of key SE initiatives.

5. Discussion and conclusion

This study examines the influential role of Korean policy entrepreneurs in shaping SE policies. It conducts a comprehensive analysis of 423 news articles from 18 different media outlets spanning two decades. The study aims to explore how 51 policy stakeholders, including 11 policy entrepreneurs in the SE sector, were portrayed in the media.

This study stands out for various reasons. Firstly, it addresses a significant gap in the literature by focusing on policy entrepreneurship and the SE in South Korea. Unlike the European and North American contexts, where SE has been more influenced by voluntary civil society initiatives than state involvement (Defourny et al., 2011), the role of policy entrepreneurs is crucial in the East Asian SE sector due to distinct government support. This study provides valuable insights for potential and existing policy entrepreneurs in the East Asian context.

Secondly, the study provides a comprehensive examination of policy entrepreneurs across different generations within the sector, offering valuable insights into the transfer of initiatives from one generation to the next (Crowley, 2003).

Secondly, the study makes a significant contribution to the enhancement of existing theoretical frameworks by empirically exploring the visibility of policy entrepreneurs in response to changing policy agendas (Anderson et al., 2020; Mintrom, 1997). During the early stages, policy entrepreneurs operated behind the scenes with less visibility, working to institutionalize the SE sector in response to social exclusion caused by economic crises. This led to the successful enactment and implementation of SE laws and initiatives. As SE policy gained political attention in the 2010s, policy entrepreneurs played a pivotal role in capturing the interests of politicians and local government leaders. They actively contributed to the design and implementation of SE policies at both the central and local government levels. During periods when the central government showed less emphasis on the SE sector, it stepped up and utilized strategic events to attract policy attention and drive the agenda forward.

Overall, the findings highlight the essential role that policy entrepreneurs play in shaping South Korean SE policies. Their adaptability, dedication, and strategic approaches have been instrumental in promoting the SE sector and driving transformative policy changes towards a more inclusive and sustainable society.

While this study addresses the shortcomings of prior research, it also acknowledges its limitations. It recognizes that not all activists receive equal media attention and that media coverage may be subject to biases and agendas. Additionally, a more in-depth exploration of the strategies employed by policy entrepreneurs in the SE sector is warranted. To overcome these challenges, future research might integrate alternative data sources and interviews, offering a more comprehensive perspective that complements the study's current findings.

6. Competing of interests

The author reports that there are no competing interests to declare.

Disclosure statement

No potential conflict of interest was reported by the author(s).

Notes on contributor

Jiae Seo is a professional with 7+ years of experience in the Korean Social Economy (SE) sector. In the Korea Social Enterprise Promotion Agency, she served as the project manager for the International Labour Organization's initiative on 'Strengthening Social and Solidarity Economy Policies in Asia,' overseeing extensive research in six Asian countries. She co-authored a comprehensive report on the Korean SE ecosystem, highlighting its concept, institutional evolution, infrastructure, and potential for sustainable development. Jiae Seo has received recognition, including the Minister of Employment & Labour's Award, for her contributions to public administration development in Korea. Additionally, she provided expertise as an advisor on the Industry Advisory Board of Hanyang University of International Studies for future human resources. She holds a Bachelor's degree in Chinese Language and English Translation from Hankuk University of Foreign Studies, a Master's degree in Global Social Economy from the Graduate School of International Studies at Hanyang University in Seoul, and is currently pursuing a Ph.D. in Social Economy at Valencia University in Spain. She is fluent in four languages: English, Spanish, Chinese, and Korean.

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Artículo 3 /Article 3

**Analysing the Social Economy Business
Survey Index (S-BSI): Development, Features,
and Effectiveness in Social Economy Policy
Making and Evaluation**

**Aceptado por /Accepted by :
Canadian Journal of Nonprofit and Social
Economy Research**

Analysing the Social Economy Business Survey Index (S-BSI): Development, Features, and Effectiveness in Social Economy Policymaking and Evaluation

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ABSTRACT

This study delves into the Social Economy Business Survey Index (S-BSI), a tool designed to monitor the social and economic value generated within the social economy (SE) to furnish vital insights for timely public policy interventions. The study aims to comprehensively analyze the S-BSI, encompassing its development, distinctive features, and effectiveness as an advanced instrument for policymaking and evaluating the SE policy. The research methodology comprises an in-depth analysis of the S-BSI's development process, followed by multiple comparative analyses of similar surveys on a domestic and international scale. Furthermore, the study utilizes qualitative evaluation techniques grounded in the next-generation public policy framework for the SE sector. This multi-faceted research approach aims to offer a holistic understanding of the S-BSI, delivering valuable insights tailored for policymakers and stakeholders engaged in shaping public policies for the SE.

RÉSUMÉ

Cette étude explore l'Indice des enquêtes de conjoncture en économie sociale, un outil conçu pour évaluer la valeur sociale et économique réalisée dans l'économie sociale afin d'obtenir un savoir qui pourrait s'avérer utile pour mener des interventions opportunes dans les politiques publiques. L'étude a pour but d'effectuer une analyse compréhensive de l'Indice en tenant compte de son développement, de ses caractéristiques distinctives et de son efficacité comme instrument avancé pour formuler et évaluer des politiques en économie sociale. La méthodologie employée comprend une analyse en profondeur du processus de développement de l'Indice, suivie de multiples analyses comparatives d'enquêtes semblables à l'échelle domestique et internationale. En outre, l'étude recourt à des techniques d'évaluation qualitative fondées sur un cadre « prochaine génération » pour formuler des politiques publiques en économie sociale. Cette approche de recherche à multiples facettes vise à inspirer une compréhension holistique de l'Indice, offrant des observations qui pourraient s'avérer utiles pour les décideurs et les bailleurs de fonds responsables de développer les politiques publiques en économie sociale.

Keywords / Mots clés : Social Economy Business Survey Index, social economy, social and economic value creation, policy effectiveness, next generation of public policy / Indice des enquêtes de conjoncture en économie sociale, économie sociale, création de valeur sociale et économique, efficacité des politiques, politiques publiques de la prochaine génération

INTRODUCTION

What if we could systematically and comprehensively evaluate the vitality of the social and economic value produced by the social economy (SE) sector, akin to conducting regular health checkups? Subsequently, what if we could devise specialized policies tailored to the specific needs identified during these assessments? Such a practice would enhance the efficacy of achieving policy goals and foster evidence-based policymaking. In the realm of the conventional economy, numerous business surveys serve as instruments for conducting an economic health check. However, when it comes to the SE, only a few are available.

A growing trend underscores the strengthening of the SE role within national and international strategies (Utting, 2017; World Economic Forum, 2022). Many central and local governments are formulating public policies for the SE sector in countries such as Spain, Italy, Australia, Brazil, South Africa, India, and Mexico (United Nations, 2023). The success of these policies depends on their adaptability to changing circumstances (Pape, Brandsen, Pahl, Pielniński, Baturina, Brookes et al., 2020; Seo, 2024a). Just as it is crucial to put in place effective business adjustment policies for a country to achieve long-lasting and steady economic growth (Killick, 1993), it is vital to constantly track and forecast social and economic trends in the SE sector and create policies based on this information to ensure the ongoing progress of the SE (Kim, 2022). Social enterprise organizations have fundamentally different goals from conventional for-profit companies (Defourny, 2001). Depending solely on data from traditional for-profit businesses, such as small or medium-sized enterprises, when shaping and assessing SE policies can result in misinformed decisions.

However, the availability of data crucial for SE policymaking—encompassing aspects such as the current status, size, change trends, and impact of SE enterprises—remains notably limited in many regions and countries (Bouri, Fonzi, Gelfand, Gromis, Lankester, Leung, McCarthy et al., 2011; Bouchard & Rousselière, 2015). Previous research endeavours, such as the construction of social and solidarity economy statistics in France, production of Statistics for the Social Economy in Belgium and Spain, conducting a study on the economic impact of co-operatives in the USA, organizing the field of the SE of Québec; and mapping Social Enterprise in the UK, are valuable (Bouchard & Rousselière, 2015). However, responding proactively to rapidly changing policy environments, especially those prompted by events such as a pandemic, necessitates timely data. While these research efforts provide a “map” of the third sector with collected data, mapping data alone cannot fulfil this requirement (Appel, 2012).

Measuring social value is a topic that has been at the forefront for over three decades (Mulgan, 2010; Murphy, Ackermann, & Handgraaf, 2011; Rawhouser, Cummings, & Newbert, 2019; Kroeger & Weber, 2014). While numerous measurement tools have been developed, they focus on assessing impact at the organizational level (Florman, Klinger-Vidra, & Facada, 2016; Kah & Akenroye, 2020), leaving a gap in addressing broader sectoral and national-level assessments. The Social Economy Business Survey Index (S-BSI) developed by Korea Social Enterprise Promotion Agency (KoSEA) provides valuable insights into existing social value measurement methodologies. It monitors social value generated by the SE sector at the sectorial and national levels. Moreover, instead of solely focusing on output and result-based indicators related to social value, it also incorporates inputs and processes (Kim & Kim, 2021). This comprehensive approach ensures a holistic understanding of the

entire social value creation process, addressing crucial aspects often neglected by other methodologies. By considering both the vitality of social and economic value generated by the SE and the status of internal and external factors for value creation, the S-BSI could offer valuable lessons for devising specialized policies tailored to specific needs identified during these assessments.

This study investigates the S-BSI by addressing key research questions regarding its development, unique features compared with similar tools, and its role as an advanced SE public policymaking and evaluation tool. The research methodology involves an in-depth analysis of the S-BSI's development process, followed by comparative studies on an international and domestic scale with similar surveys. Additionally, the qualitative evaluation technique is applied within the second-generation public policy framework for the SE sector, facilitating an assessment of the evolution of public policymaking and evaluation tools for SE. This holistic research framework yields valuable insights for policymakers and stakeholders engaged in the SE sector.

This article comprises five key stages: 1) a literature review and detailed overview of the data collection and methodology; 2) an introduction to the development of the S-BSI, including the methodology, sampling, and indicators of the S-BSI; 3) a comparative analysis with similar surveys in the United Kingdom, Spain, and South Korea, both internationally and domestically, encompassing the SE, the third sector, and the conventional for-profit economy; 4) an empirical evaluation of the evolution of tools for SE public policymaking and evaluation; and 5) conclusions, including a qualitative assessment of the S-BSI's utility, limitations, and potentials.

This study makes several theoretical contributions. Firstly, it addresses a research gap by analysing a specific tool for monitoring social value creation at the national and integrated SE sectoral levels. Secondly, comparing similar tools domestically and internationally deepens our understanding of the tools and their methodologies for tracking social and economic value creation, encompassing the SE, the third sector, and the conventional for-profit economy. Thirdly, the study evaluates the advancement of SE public policy evaluation grounded in the second-generation public policy framework for the SE sector.

LITERATURE REVIEW

This section provides a literature foundation from three perspectives: the application of Economic Tendency Surveys (ETS) and business sentiment index to the SE sector, the evolution of SE policy tools, and the tracking of social value creation in the SE sector at a sectoral or national level.

Government officials and business leaders depend on economic forecasts to shape fiscal and monetary policies and plan future operational strategies (Petropoulos, Apiletti, Assimakopoulos, Babai, Barrow, Taieb et al., 2022). These forecasts employ various economic analysis methods, ranging from individual and comprehensive economic indicators to surveys and econometric models (Kim, 2022). The ETS has proven successful in numerous countries and diverse economic and social contexts (United Nations, 2015). Numerous studies have explored the effectiveness of the ETS based on business sentiment. For example, using Granger causality analysis, Gelper, Lemmens, and Croux (2007) substantiated that the Consumer Sentiment Index effectively predicts actual consumption four to five months later.

However, despite the significance and reliability of the ETS based on the business sentiment, their application had not been actively extended to the SE, except for a few cases, such as the Social Enterprise Barometer by Social Enterprise UK (SEUK) and the Barometer of the Third Sector of Social Action by NGO's Platform for Social Action. It provides a "map" of the social enterprises and third sector publishing collected data on civil society and nonprofit organizations (Appe, 2012). The S-BSI, a modified version of the Business Survey Index traditionally employed for evaluating and predicting the economic performance of conventional commercial enterprises, has been adapted for use in the SE context.

A new generation of SE policies has emerged, gaining traction in Europe and globally (Utting, 2017; Chaves & Gallego, 2020; Seo, 2024b). Unlike the earlier generation, which mainly relied on budgetary measures and fiscal benefits, the current public policies promoting SE encompass a broader range of strategies (Chaves & Monzon, 2018; 2020; Chaves & Gallego, 2020). Compared with the previous generation, the new approach is complex, involving diverse policymakers, implementation methods, policy conception, specific tools, integration into broad government policies, and policy evaluation, as presented in Table 1. However, despite the evolution of public policy measures for the next generation, more research needs to be done on advancing policy evaluation methodologies to match this progression.

Table 1: Comparison of the first and second-generation policies

Policy characteristics	First generation policies	Second generation policies
Degree of complexity	Fast policies (emerging, not systematic)	Systematic policies (complex, systematic)
Nature of the policymakers involved in policymaking	Direct approach. Policymakers in a restricted sense	Partnership approach. Policymakers in a broad sense, with broad citizen participation
Nature of the policymakers involved in the application	Direct approach. Policymakers in a restricted sense primarily	Ecosystem approach. Policymakers in a broad sense, with wide involvement in the implementation
Conception of the policy	Simple and budgetary devices	Holistic and strategic approach to policy
Concrete policy instruments	Provision of a single employment, technical, and investment payment: subsidies for diffusion and structures	Athenaeums, social facilitators, public contracting, co-working, specialized training, etc.
Degree of integration of the policy into general government policies	Sectorized, limited integration in the general policies	Mainstreaming approach high-integration into general policies, including centrality in them
Policy evaluation	Criteria of efficiency, effectiveness, and relevance	Quantitative and qualitative criteria, including participation, coherence, and sustainability

Source: Chaves, 2020, pp. 430–431.

The integration of stakeholders' perceptions of public policy evaluation offers valuable insights (Bryson, Cunningham, & Lokkesmoe, 2002). By collecting and analysing their opinions and viewpoints, one can understand how the policy program affects the achievement of its objectives and

meets the needs of stakeholders (Burger, Gochfeld, Kosson, Powers, Friedlander, Eichelberger et al., 2005). This approach enables a more comprehensive and realistic assessment, ultimately improving policies or programs as an evolved policy evaluation tool (Papineau & Kiely, 1996). It involves stakeholders who may not directly benefit from the policy, enabling a comprehensive assessment of its effectiveness (Nie, 2004).

Last but not least, there has been a growing emphasis on measuring the social value or impact generated by various organizations. Social value is defined differently across academic fields such as business and society studies, management accounting, and strategic management (Emerson, Wachowicz, & Chun, 2001; Ebrahim & Rangan, 2010). Variations exist in terms of impact, output, effect, and outcome (Maas & Liket, 2011). Nevertheless, *social value* is often interchangeable with phrases such as *social impact creation* and *social return* (Emerson et al., 2001; Clark, Rosenzweig, Long, & Olsen, 2004).

Numerous studies have focused on measuring the social impact of SE entities. On an international level, the 1990s marked the emergence of the first social impact assessment methods. Researchers developed several approaches in the late 1990s and 2000, including the Social Return on Investment (SROI), the Global Reporting Initiative, the Impact Reporting and Investment Standards (IRIS), and the B Impact Assessment (Grieco, 2015; Florman et al., 2016; Bouri et al., 2011; Silva, Lima, Sá, Fonseca, & Santos, 2022). On a domestic level in South Korea, various social value assessment tools were developed, including the Social Progress Credit (SPC), the Korean Environmental, Social, and Governance (K-ESG) tool, the Social Enterprise Evaluation Model, the Social Value Index (SVI), and the Social Venture Evaluation Model, among others (Yi & Chun, 2022; KoSEA, 2019).

Most existing research has primarily concentrated on social impact measures at the organizational level. Researchers need to conduct more studies at both the sectoral and national levels. At the sectoral level, only a handful of federations or national institutes analyze integrated social impact by collecting reports from each entity or through specific research projects, such as Spain and France (Castro, Santero, Martínez, & De Diego, 2020; Demoustier, Draperi, Lambert, Fretel, Lethielleux, Ramirez et al., 2020). Specifically, there is a need for more research concerning the impact of public policies aimed at the SE and developing information tools to address this gap despite their increasing importance. This study aims to bridge this gap by analyzing the S-BSI. Although the S-BSI is an organizational-level survey, researchers can use its results to interpret sectoral and national social impacts, and to improve and evaluate public policy for the SE.

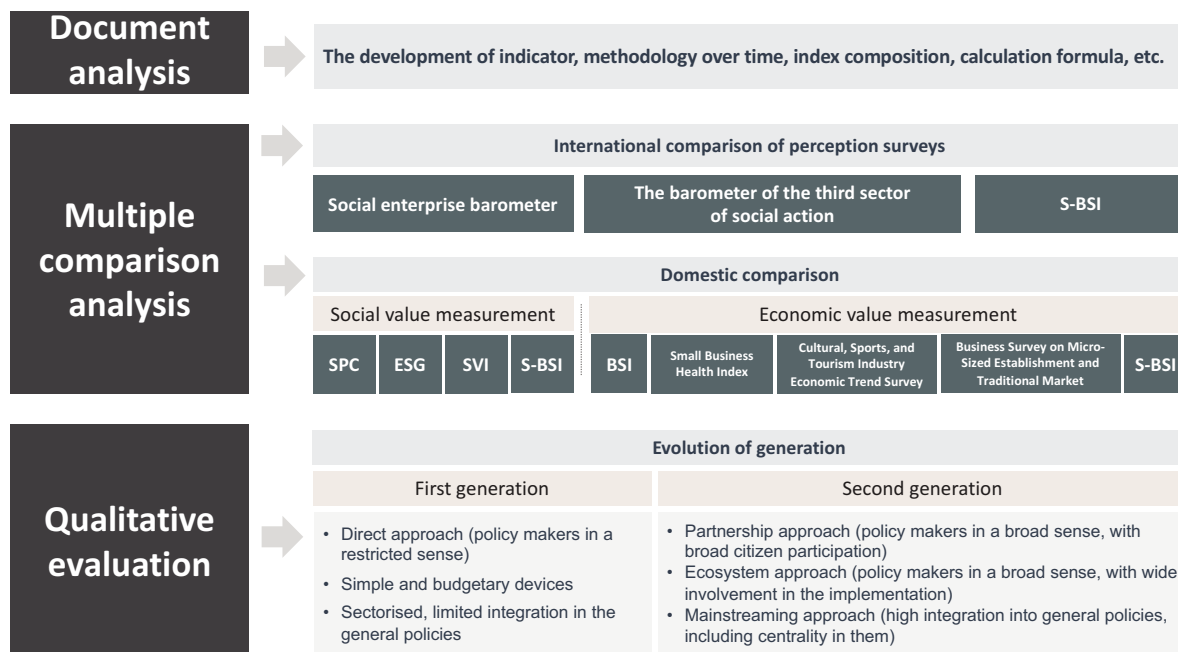
DATA AND METHODOLOGY

The study adopts a comprehensive approach to investigate the S-BSI. First, it thoroughly analyzes the S-BSI's development process, methodology, sampling, and indicators. Second, it conducts a multiple comparative analysis to identify similarities and differences among selected international and domestic surveys. This method aims to identify similarities, differences, patterns, and unique features among the compared subjects or variables. By examining multiple aspects simultaneously, the study enables a thorough evaluation and meaningful conclusions based on the comparative findings. The analysis is structured around three dimensions: 1) an international comparative study

focusing on the three regular tendency surveys based on the perception of stakeholders of SE (the United Kingdom's Social Enterprise Barometer, Spain's Barometer of the Third Sector of Social Action, and the Republic of Korea's S-BSI); 2) domestic measuring social impact tools (SPC, K-ESG, SVI, and the S-BSI); and 3) surveys on economic tendency (the Business Survey Index, the Small Business Health Index, the Business Survey on Micro-Sized Establishment and Traditional Market and Cultural, Sports, and Tourism Industry Economic Trend Survey, and the B-SBI). These surveys were selected due to their similarities in regular tendency surveys based on the perception of stakeholders targeting similar sectors, measuring social impact generation and surveys on economic tendency, respectively.

Third, this study employs a qualitative evaluation methodology based on the theory of the next generation of SE policy (Chaves & Gallego, 2020) to assess the evolution of public policy evaluation methods, as depicted in Figure 1.

Figure 1. Research methodology



This study undertakes a comprehensive analysis of a wide range of relevant documents, including government reports, annual reports, publications, official documentation, and research articles. The primary data used in this study spans from November 2015 to September 2023 and was sourced from survey reports of the S-BSI conducted by KoSEA, as well as government reports on SE promotion policy efforts and achievements covering the period from 2000 to 2023. It is important to note that a similar survey conducted by the U.K. government (Departments for Business Innovation and Skills) before SEUK's Social Enterprise Barometer survey is not covered in this study.

ANALYSIS

Crafting the S-BSI: Composition and sampling, indicator development

The S-BSI is a quarterly survey designed to monitor trends in social and economic value creation

of SE enterprises in South Korea. The initial survey in 2020 targeted the so-called four major SE enterprises—social enterprises, cooperatives, village companies, and self-sufficiency enterprises—as the survey population. The *Social Enterprise Promotion Act* of 2007 legally recognizes social enterprises and introduces accreditation and support systems. The 2012 *Framework Act on Cooperatives* provides legal recognition for cooperatives and outlines the guidelines for their formation and operations. Self-sufficiency enterprises assist the unemployed in achieving a basic standard of living through the Self-sufficiency Support Programme, established under the *National Basic Life Security Act*. Village companies conduct community businesses as outlined in the *Village Company Promotion Program Implementation Guide*, enacted in 2010 (Seo, 2024b).

In 2022, the S-BSI underwent improvements in four ways. First, the researchers refined the survey index to include business productivity factors, such as the production facility utilization rate in the manufacturing sector and productivity per employee in the service sector. Second, the researchers corrected the irregular survey frequency (monthly in 2020, once a year in 2021) and established a regular survey schedule (see Table 2). Third, the sampling process involved stratified systematic sampling, considering industry and sales, which are recognized as significant factors in the corporate economy. Fourth, the business industries of the SE enterprises were categorized into 11 major groups, adjusting from the 21 major categories of the Korean Standard Industrial Classification to better align with the characteristics and distribution of SE enterprises.

Table 2. The change of S-BSI indicators over time

Category	2020	2021	2022	2023
Number of respondents	655	404	562	620
Number of the survey sample	945 SE enterprises	1,461 SE enterprises	564 SE enterprises	620 SE enterprises
Number of the survey population	1020	1623	2711	3091
Frequency	Monthly (Pilot project, from March to August)	Annually (November)	Quarterly (June, September, December)	Quarterly (March, June, September)
Method	Online survey	Online survey	Online survey	Online survey
Improvement of survey	N/A	N/A	The addition of “business productivity,” a transition to a regular quarterly survey, and the enhancement of the sampling process	N/A

The survey examines the internal capabilities and external environment for social value creation of the SE, as presented in Table 3. Internal capabilities for social value creation encompass organizational and individual member capabilities necessary for creating social value. This includes business model development, business structure innovation, members’ willingness to participate, and problem-solving abilities. Cooperation and networks between companies cover tangible and intangible collaborations with SE companies and private enterprises (value chains). The external environment includes policy influences such as relevant laws, support systems, social awareness, and citizen involvement. Policy influence incorporates laws directly related to the SE (such as the *Framework*

Act on Cooperatives) and laws significantly impacting SE enterprises (such as the *Public Property Management Act*).

Table 3. S-BSI survey items composition

Category	Survey items
Entity information	Company name, representative, contact information, location, business registration number, industry, number of full-time employees, detailed types within the SE sector (e.g., cooperatives, self-sufficiency enterprises), and social values
Social value creation performance and outlook	1) Social Value Creation Status: an evaluation of the current status; 2) Internal Capabilities for Social Value Creation; 3) Collaboration and Network for Social Value Creation: overall collaboration and networking status, cooperation with other SE entities, and cooperation with citizens and local communities; 4) External Environment for Social Value Creation: social awareness and participation. 5) Current quarter's performance and next quarter's outlook
Policy influence	1) Collaboration and Network for Social Value Creation: cooperation with central/local governments; 2) External Environment for Social Value Creation: relevant laws and support systems
Economic performance and outlook	1) Sales Trends: overall sales, the public sector sales, and private sector sales; 2) Funding Trends: overall funds, equity capital, debt, operating profit, new investments, government support, and private support; 3) Workforce Trends: workforce, including paid workers and volunteers; 4) Corporate Productivity: current quarter performance and outlook for the next quarter
Other	Management Challenges: difficulties in management

The survey also considers support systems targeting SE enterprises. Citizen involvement includes citizens' voluntary participation in the SE, ethical consumption, volunteer activities, social awareness, the level of understanding, and empathy for social values among citizens. The survey is evaluated on a 5-point scale. This assessment is based on feedback from SE entrepreneurs or managers. The current economic status and outlook consider the sales in both public and private markets, financial conditions, workforce supply and demand, and productivity for the current quarter and the outlook for the following quarter.

The calculated index value ranges from 0 to 200, where 0 represents a complete recession, 200 signifies a complete boom, and 100 denotes a neutral level, as presented in Figure 2.

Figure 2. S-BSI formula

$$BSI = \frac{1}{N} (50 \sum n_1 + 100 \sum n_2 + 150 \sum n_3 + 200 \sum n_4)$$

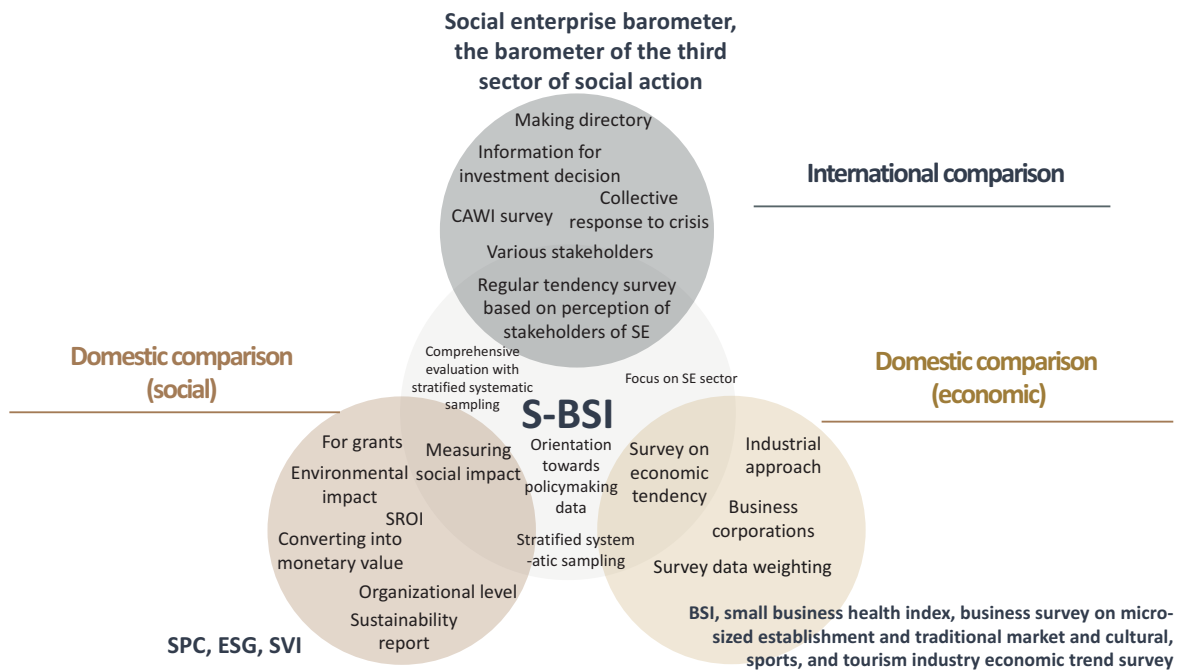
Notes: n_1 : Entities indicating "slightly worsened"; n_2 : Entities indicating "same or average"; n_3 : Entities indicating "slightly improved"; n_4 : Entities indicating "very improved"; N: Total responses. (KoSEA, 2022, p. 2)

International and domestic comparative study of similar surveys

The international comparison reveals the varying priorities of the respective surveys, as illustrated in Figure 3 and Table 4. The SEUK's Social Enterprise Barometer focuses on stakeholders such as donors who need effective fund allocation, reflecting its charitable tradition (Richez-Battesti, Petrella, & Vallade, 2012). In contrast, KoSEA's S-BSI targets policymakers and government officials

who require evidence to support budgetary decisions, given its emphasis on policy development (Seo, 2024b). The NGO's Platform for Social Action, via The Barometer of the Third Sector of Social Action, focuses on social organizations that aim to demonstrate their impact on funders, partners, and beneficiaries. This emphasis arises because civil society networks have shaped the political discourse on SE (Chaves & Gallego, 2020).

Figure 3. Multiple comparison analysis of the S-BSI



The target entities and populations also vary, including social enterprises, third-sector organizations, and SE enterprises, each with distinct characteristics and networks. The Barometer of the Third Sector of Social Action focuses on organizations within the Tercer Sector de Acción Social in Spain, which includes 27,962 entities according to the Directory of the Third Social Action Sector managed by the NGO's Platform for Social Action. In contrast, the Social Enterprise Barometer targets the member organizations of its social enterprise council. Conversely, the S-BSI covers four types of SE enterprises: social enterprises, cooperatives, village companies, and self-sufficiency enterprises.

Methodologically, The Barometer of the Third Sector of Social Action utilizes telephone support and computer-assisted web interviews (CAWI). The CAWIs are online surveys or interviews, with telephone agents providing assistance and encouragement, where respondents answer questions through a web browser. Conversely, the Social Enterprise Barometer and the S-BSI use online questionnaires for data collection.

From the international comparative analysis, the S-BSI distinguishes itself from other surveys through several key features. First, it focuses specifically on the SE sector, which encompasses various entities such as social enterprises, cooperatives, village companies, and self-sufficiency enterprises. This allows for a comprehensive evaluation of social and economic value creation within this sector. Second, the S-BSI adopts a stratified systematic sampling method to ensure a representative

sample and enhance data reliability. Third, it is an outcome-based evaluation model that prioritizes social and economic value creation of the SE sector, offering insights for policy formulation and decision-making, which is different from the other two surveys.

Table 4. International comparison of the Social Enterprise Barometer, the Barometer of the Third Sector of Social Action, and the S-BSI

Category	Social Enterprise Barometer. (The United Kingdom)	Barometer of the Third Sector of Social Action (Spain)	Business Survey Index for Social Economy (South Korea)
Objective	To raise awareness, influence policymakers, promote social enterprise, attract investment, and inform product and service delivery for SEUK members	To offer data on the sector, such as activities, future development, and the changes that are taking place to improve the effectiveness of these organizations according to the new social needs	To monitor and produce statistics on the business conditions and value creation trends of SE enterprises to establish a foundation for evidence-based policies
Institution	Social Enterprise UK	NGO's Platform for Social Action	Korea Social Enterprise Promotion Agency
Start year	May 2020	March 2015	March 2020
Survey cycle	Quarterly	Every 2–3 years	Quarterly
Universe	Social enterprises	Third Sector entities	SE enterprises
Population	Members within the SEUK network	Organizations that fall within the third sector in Spain, as indicated by the Directory of the Third Social Action Sector	4 types of SE entities (social enterprises, cooperatives, village companies, self-sufficiency enterprises)
Sampling	Panel sampling	—	Two-step stratified extraction method
Target	Around 300 Social Enterprise Advisory Panel	703 entities	620 SE entities(as of 2023)
Method	Online	CAWI survey with telephone support for attracting entities	Online
Survey item	Location, turnover, growth expectations breakdown (6 scales), turnover position (3 scales), turnover expectations (4 scale), expected Profit (4 scales), change in staff numbers (3 scales), cashflow position (3 scales), reserve positions (3 scales)	A questionnaire with a length of 345 variables such as identification data on expectations regarding the organization, activities, people, economic resources and financing sources, external relations and communications, regulatory-institutional framework, strategic management, digital transformation, organization, and perception of the third sector	Company name, representative, contact, location, business registration number, industry, number of full-time employees, detailed types within the SE sector, social values pursued, sales trends, funding trends, workforce trends, corporate productivity, social value creation status, internal capabilities for social value creation, collaboration and network for social value creation, the external environment for social value creation, management challenges (5 scales)

However, the comparison reveals that S-BSI faces challenges such as potential survey bias and the need for improved response rates, which could be addressed through methods such as the CAWI survey and validation with quantitative data. This hybrid approach offers several advantages, including: convenience, as respondents can participate at their preferred time and place; automation, which reduces time and costs for data collection and processing; and immediate feedback, allowing for real-time data analysis upon survey completion.

Furthermore, a detailed comparative analysis of the evolution of survey index compositions highlights the unique responsiveness of the Social Enterprise Barometer to societal changes, as presented in Table 5. This feature sets it apart from the S-BSI. The Barometer has been pivotal in tracking impacts, gathering insightful reaction measures to address the challenges, and identifying support needs for policy advocacy. The Barometer of the Third Sector of Social Action, however, has been particularly effective in assessing the enduring impact of the economic crisis, adapting to new sociopolitical transitions such as digitalization, and, most importantly, evaluating the sector's response and resilience during the pandemic, providing reassurance about its adaptability.

Table 5. Change of survey index compositions

Improvement of survey	Social Enterprise Barometer	The Barometer of the Third Sector of Social Action	Social Economy Business Survey Index
2015	—	Impact of the crisis, prospective analysis of the current and future challenges of the Third Sector of Social Action	—
2019	—	New horizons for a new sociopolitical context	N/A
2021	Reaction to the arrival of the Omicron variant	Response and resilience during the pandemic	N/A
2022	Impact and reaction to the cost-of-living crisis, cost-saving measures, energy costs, support requirements	Innovation and transformation for a fairer society	Examination of business productivity
2023	Areas of cost increases, impact of cost of living		N/A

At the domestic level (see Table 6), South Korea has various social value assessment tools, such as the SPC and the K-ESG guidelines. However, a critical examination reveals that these tools often focus on output and result-based indicators, neglecting crucial aspects related to inputs and processes. This limitation hinders a comprehensive understanding of the entire social value creation process, highlighting the need for a more comprehensive tool such as S-BSI.

Moreover, compared with similar social value assessment tools, one of the significant characteristics that sets S-BSI apart from other assessment tools is its orientation toward providing essential data for policymaking and policy impact. Unlike other tools that predominantly focus on output and results-based indicators at the organizational level, the S-BSI takes a unique approach. Rather than evaluating the impact of individual SE entities, it focuses on monitoring the tendencies and status

of the entire sector for policymaking. The S-BSI broadens its scope by considering interactions with central and local governments, relevant laws, and support systems.

Table 6. Domestic comparison of S-BSI, SPC, K-ESG, and SVI

Category	SPC	K-ESG	SVI	S-BSI
Objective	Measuring the social value created by social enterprises and compensating in cash	Evaluating the sustainability performance of businesses to enhance their sustainable management	Assessing the social value and impact generated by the SE organizations to inform various government support programs	Monitoring and producing statistics on the business conditions and trends of SE enterprises to establish a foundation for evidence-based policies
Measuring institution	Center for Social Value Enhancement Studies	Ministry of Trade, Industry and Energy	Ministry of Employment and Labour/Korea Social Enterprise Promotion Agency	Korea Social Enterprise Promotion Agency
Target	Social enterprise	Enterprises	SE enterprises	SE enterprises
Evaluation criteria	Social service, employment, environment, social ecosystem performance	Environmental responsibility, social responsibility, governance	Social value performance, economic value performance, innovation performance, etc.	Social and economic value-creation performance and outlook, etc.
Indicators	Applied differently for each company (converting social performance into monetary value)	Renewable energy consumption, greenhouse gas emission intensity (per sales), percentage of permanent employees, industrial accident rate over the past three years, representation of women on the board of directors, status of internal misconduct and disclosure	Measuring with 14 measurement indicators in 7 areas (score out of 100): social mission, social value of main business activities, establishment of SE ecosystem, reinvestment for social purposes, democracy of operation, worker orientation, job creation and financial performance, labour performance, innovativeness of corporate activities	Responses on a 5-point scale, the calculated index value ranges from 0 to 200, where 0 signifies a complete recession, 200 denotes a complete boom, and 100 indicates a flat level

When it comes to analysis with the economic tendency surveys, the shared objective of each survey is to continually monitor the perceived economic performance of targeted companies and leverage this data as foundational information for comprehending the economic status of related industries and future economic forecasts. The main attributes and methodologies of each surveyed category are outlined in Table 7. What distinguishes the S-BSI from other assessment tools is its examination of social value creation status across diverse industries within the SE sector, maintaining an organizational focus. The survey provides a thorough assessment of social value creation, focusing on four main dimensions: social value creation status, internal capabilities, cooperation and networks, and the external environment.

Table 7. Domestic comparison of the Social Economy Business Survey Index, Business Survey Index, Small Business Health Index, Business Survey on Micro-Sized Establishment and Traditional Market, and the Cultural, Sports, and Tourism Industry Economic Trend Survey

Contents	Business Survey Index	Small Business Health Index	Business Survey on Micro-Sized Establishment and Traditional Market	Cultural, Sports, and Tourism Industry Economic Trend Survey	Social Economy Business Survey Index
Institution	Bank of Korea	Korea Federation of Small and Medium Businesses	Small Enterprise and Market Service	Korea Culture and Tourism Institute	Korea Social Enterprise Promotion Agency
Cycle	Monthly	Monthly	Monthly	Quarterly	Quarterly
Target	Corporations	(Non-) manufacturing small and medium-sized businesses	Small business establishments, shops within traditional markets	Cultural, sports, and tourism industry enterprises	SE enterprise
Population	National Tax Service registered corporation	Enterprises with annual revenue exceeding 500 million KRW	Micro enterprises with less than 5 employees, traditional markets and retail stores	Enterprises with five or more employees in the cultural and arts industry, sports industry, and tourism industry	4 sectors related to SE (social enterprises, cooperatives, village companies, self-sufficiency enterprises)
Sampling	Stratified Systematic Sampling				
	Industry and sales	Industry and sales	Industry, region	Industry, number of employees	Industry and sales
Sampling size	3255	3150 (Manufacturing) 1500 (Non-manufacturing) 1650	3700 (small business establishments) 2400 (traditional markets) 1300	2200	620 (as of 2023)
Weight criteria	GDP by industry	Sales by industry	—	Industry, size of employees	—
Methods	Online, mail, fax survey	Email, fax, in-person survey	Phone survey	Online and phone survey	Online survey
Period	Middle of each month	5 days around the 15th of every month	5 days from the 18th to the 22nd of every month	Third week at the end of March, June, September, and December	First week at the end of March, June, September, and December

Source: Adapted from Kim, 2022, p. 130

Evolution of SE public policymaking and evaluation tool

The qualitative analysis of the evolution of the S-BSI shows that the public policy evaluation tool evolves. Initially, in the 2000s and 2010s, evaluations focused on compliance with laws and regu-

lations, conducted separately by ministries overseeing specific types of SE entities. The second phase introduced more targeted measures to support SE entities, evaluating the effectiveness and social impact but remaining limited to each entity type. The SE Promotion Plan (2017) shifted toward an integrated SE concept in public policy (Seo, 2024b). Policies were developed for various SE enterprises (social enterprise, cooperative, self-sufficiency enterprise, community business), with evaluations covering the entire SE sector, as shown in Figure 4. However, evaluations were still centred on individual policy programs, collecting outputs from each type of SE entity.

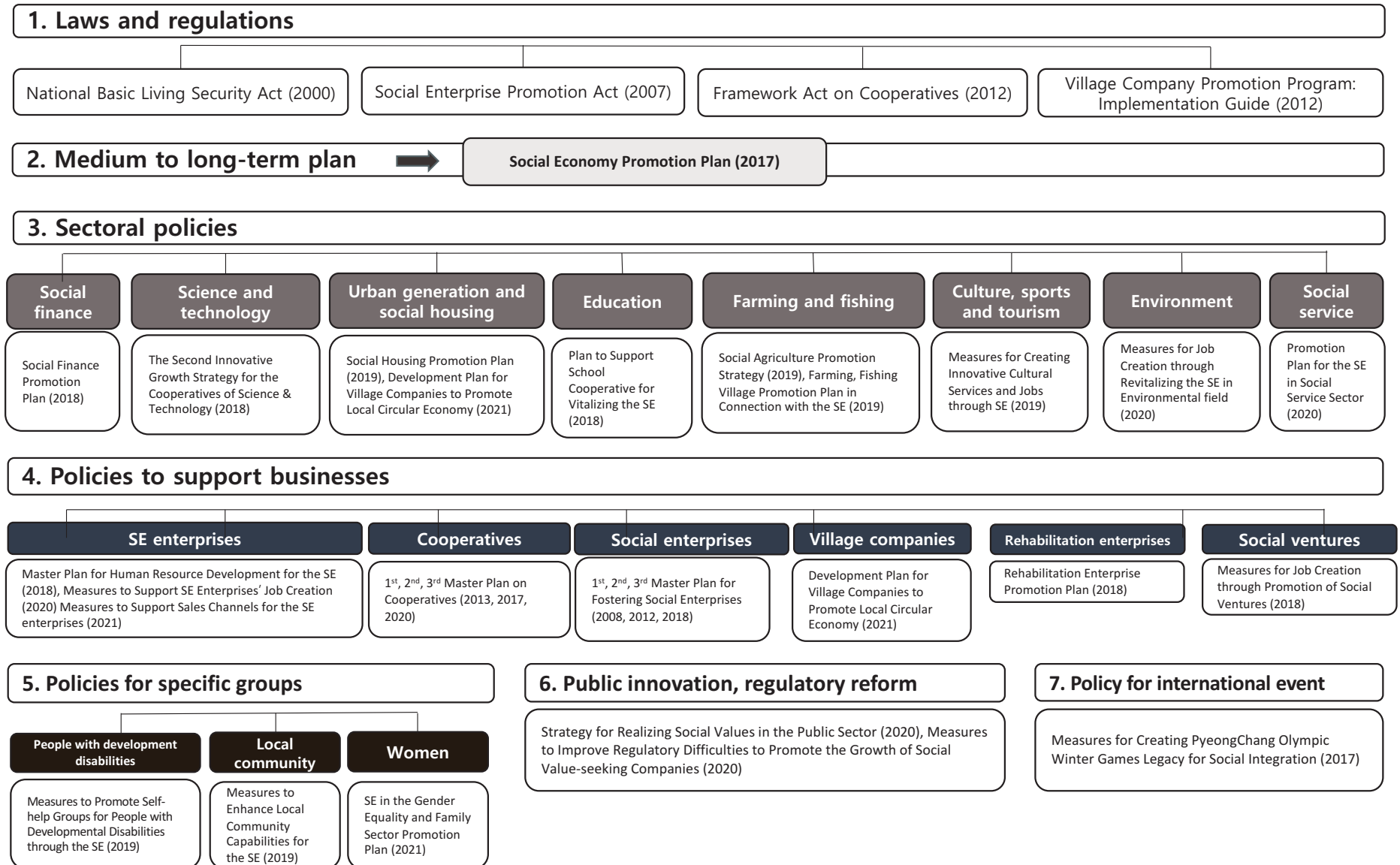
Previous methods assessed the actual effects of policies on their intended goals, such as the number of recipients and implementation performance. However, S-BSI does not just gather policy outputs; it also monitors social value creation within the SE sector with an ecosystem and mainstreaming approach.

First, the survey items reflect this ecosystem approach by focusing on various aspects: social value creation status measures overall social impact within the ecosystem; internal capabilities for social value creation assess how an enterprise's resources support its role in the ecosystem; collaboration and networking for social value creation highlights the importance of partnerships within the ecosystem; external environment for social value creation evaluates how external factors affect the ecosystem; and current quarter's performance and next quarter's outlook tracks performance trends and prospects in the context of ecosystem dynamics. These elements collectively reflect the ecosystem approach to evaluating social value creation.

Second, the survey items, such as SE enterprises' internal capabilities, external environment, collaboration, and network for creating social value, indicate that SE policies have evolved beyond their original role of fostering social businesses and developed to be integrated into broader economic, social, and environmental policy frameworks. The approach illustrates that SE enterprises are no longer passive recipients of policy support but actively contribute to society (Bidet & Richez-Batesti, 2022). It underscores the integration of policies that foster the creation of diverse social and economic values through collaboration with other businesses, government entities, and local communities (Jang, 2017; Seo, 2024b). It is also important to note that SE policies are increasingly aligned with the government's sustainable development goals, and practices, such as preferential procurement of goods from SE enterprises by public agencies and expanded support for these enterprises by central and local governments, are becoming standard components of economic policy (Lee, Yoon, & Lee, 2022).

Third, the survey items of economic indicators are intricately linked to various policy tools that support SE enterprises. Sales trends are assessed to gauge public contracting policies' effectiveness, prioritizing purchasing from SE enterprises. Funding trends reflect the role of social facilitators, who aid in securing financial resources for enterprises. Workforce trends highlight the impact of co-working spaces, which foster collaboration and affect staffing dynamics. Corporate productivity is evaluated to understand the benefits of specialized training programs to enhance enterprise capabilities. Lastly, management challenges are analyzed to measure how Athenaeums, which provide knowledge-sharing and problem-solving spaces, help enterprises overcome operational difficulties. Each survey item thus connects with specific policy tools, illustrating their impact on the performance and development of SE enterprises.

Figure 4. Segmentation of Korean SE policies according to sector and function

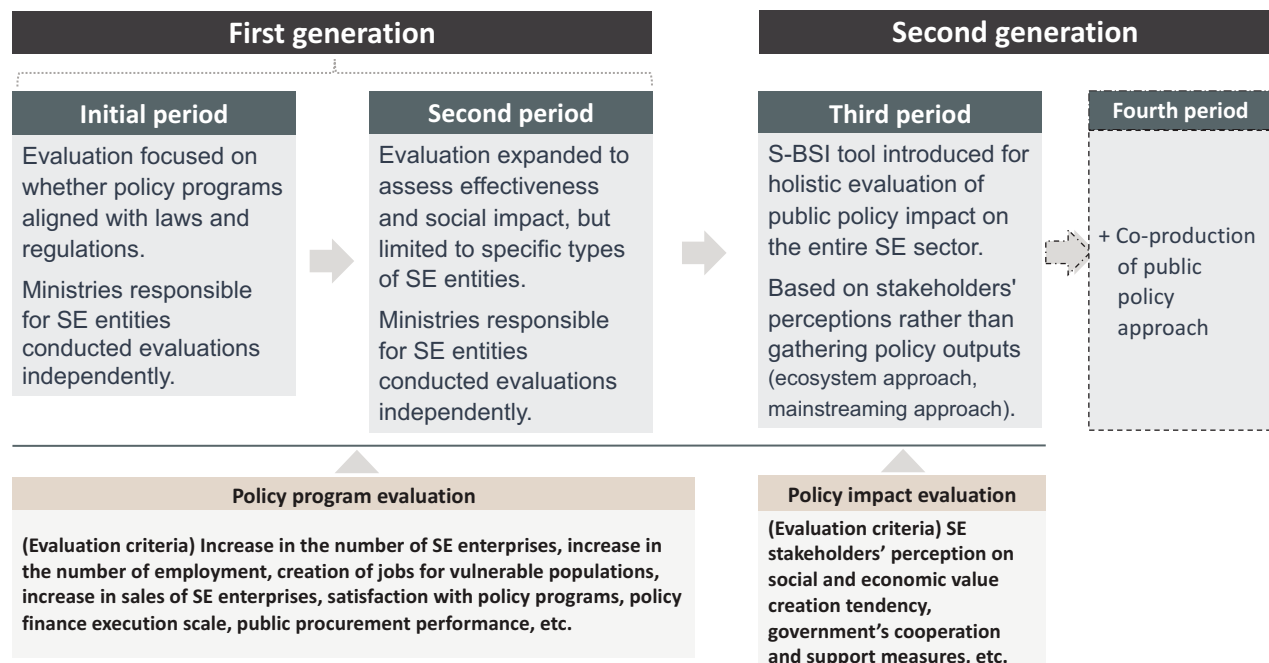


However, the S-BSI needs to improve in fostering a partnership approach. In terms of collaboration (Pestoff, 2012), the survey implementation process did not collect the stakeholders' opinions, and the partners did not use the results. The survey results have been used only to analyze policy effects, provide several trend briefs published by KoSEA, and inform government policy, such as the Social Economy Sales Channel Support Measures (2021) (Kim & Seo, 2020). It has yet to fully reach the second generation, as presented in Table 8 and Figure 5.

Table 8. Survey items and feature of second-generation of public policy for the SE

Survey items	Feature of second generation
1. Social Value Creation Status 2. Internal Capabilities for Social Value Creation 3. Collaboration and Network for Social Value Creation 4. External Environment for Social Value Creation 5. Current Quarter's Performance and Next Quarter's Outlook	<ul style="list-style-type: none"> • Systematic (complex, systematic) policies • Ecosystem approach • Holistic and strategic approach • Mainstreaming approach (integration into general policies)
1. Collaboration and Network for Social Value Creation 2. External Environment for Social Value Creation	<ul style="list-style-type: none"> • Ecosystem approach • Mainstreaming approach (integration into general policies)
1. Sales Trends 2. Funding Trends 3. Workforce Trends 4. Corporate Productivity 5. Management Challenges	<ul style="list-style-type: none"> • Athenaeums, social facilitators, public contracting, co-working, specialised training, etc.
—	<ul style="list-style-type: none"> • Partnership approach. Policymakers in a broad sense, with broad citizen participation

Figure 5. Evolution of SE policy evaluation



DISCUSSION

This article contributes significantly by introducing a new approach to evaluating SE public policies. It analyzes the development of policy tools considering the perceptions of SE stakeholders and offers suggestions for enhancing SE policy evaluation to improve overall SE value creation and policy effectiveness. Unlike previous methods, this approach focuses on the next generation of SE policies (Chaves & Gallego, 2020), providing valuable insights into the advancement of policy evaluation tools and their impact on the sector.

The emergence of S-BSI, an outcome-based evaluation model for assessing SE public policy, offers an alternative to the conventional goal-attainment evaluation of each policy program (Vedung, 1997; Enjolras, 2009). Policy evaluation based on the barometer of social value, which corresponds to stakeholder evaluation, can be a potentially effective tool for assessing public policy within the SE sector. This evaluation method can achieve effectiveness without directly influencing the behaviours and organizational characteristics of the implementing agents (Papineau & Kiely, 1996; Porter & Shortall, 2009). This effectiveness arises because the method facilitates the assessment of policy impact with timely information and examines the opinions and perspectives of various stakeholders affected by the policy, including secondary beneficiaries of public policy initiatives (Nie, 2004). Moreover, assuming the S-BSI is conducted concurrently with the existing construction of basic statistics, the S-BSI may enhance the visibility of the SE sector, thereby providing a foundation for data-driven policymaking (Kim, 2022). Introducing the S-BSI system is anticipated to improve the prediction of the impact on the scope of economic recovery, underscoring the crucial role of future policy directions.

Another contribution arises from addressing the research gap related to tools for monitoring the tendency of social value creation at the national and integrated SE sector levels (Martinot, Johnson, & Tödtling-Schönhofer, 2020). Existing methodologies often prioritize output and results-oriented indicators, sometimes overlooking crucial input and process elements (Kim & Kim, 2021). This study reveals that S-BSI aids in identifying trends and patterns in social value across different sectors and regions within the SE. It enables the prediction of actual social and economic value conditions based on perceived performance of social value creation (Kim, 2022). The S-BSI also examines the status of various factors for social value creation in the sector. It fills this gap by providing a more holistic perspective beyond measuring output and resultant social value.

The S-BSI has several limitations compared with similar overseas and domestic cases. First, even though the S-BSI extends beyond mere government mapping, it needs to improve in fostering a partnership approach. Regarding the co-production of public policy, it has yet to reach the second generation fully, but it is developing. Second, the S-BSI needs to be more responsive to societal changes. The international comparison analysis underscores the critical role of risk management during uncertain times, with surveys serving as early warning systems that aid in assessing sector impacts based on stakeholder perception. The S-BSI could be improved to fulfil this function and respond to societal changes. Third, the S-BSI explicitly targets SE enterprises' leaders and does not include open-ended questions. Open-ended questions could provide more meaningful and accurate responses.

Fourth, compared with similar surveys, the survey method exhibits bias due to reliance on simple online survey links, prompting the need for measures to improve the response rate. Adopting the

CAWI survey with telephone support, as seen in The Barometer of the Third Sector of Social Action, could address this bias. Furthermore, validation through comparisons with quantitative data, such as gross domestic product (GDP), consumption, and employment records, is crucial. Fifth, despite going beyond mere outputs and results, survey items related to social value creation need refinement, focusing on the utility of policymaking data. Sixth, the S-BSI is subjective and not audited, so one should be careful when interpreting and reusing the data. Seventh, its use was limited to publishing policy papers such as Social Economy Sales Channel Support Measures in 2021. Finally, but certainly not least, it is imperative to acknowledge the environmental impact within the assessment framework. This enhancement would facilitate a more comprehensive understanding of social and economic value creation, accounting for the broader environmental impact.

Limitations and future research

While this study conducted multiple comparison analyses and revealed the distinctive features of the S-BSI survey, questions remain on the comparability of the international and domestic cases. Due to this limitation, comparing the measurement results in the international and domestic comparison sections was impossible. For instance, the social enterprise approach in the United Kingdom, the third sector approach in Spain, and the SE approach in South Korea each have distinct backgrounds and operating environments. However, this study did not thoroughly analyze the survey results concerning these approaches. Furthermore, this study has yet to thoroughly examine or elucidate the extent to which it was developed for evidence-based public policy for the SE.

This study suggests future research avenues. First, examining the exact correlation between social value creation trends and internal/external factors can enhance understanding of their relationship. It is necessary to investigate the interplay among internal capabilities, collaboration, citizen/community engagement, governmental cooperation, relevant legislation/support systems, societal awareness/participation, and social value creation performance of the SE sector.

Second, empirical research is crucial to validate the relevance between the S-BSI results and the actual social and economic conditions of SE enterprises. The S-BSI may be strengthened by incorporating validation through comparisons with quantitative data, such as GDP, to provide a more comprehensive understanding of social and economic value creation in the SE sector. Third, further exploration is warranted to understand the correlation among various factors impacting economic value creation. Fourth, there is scope for researching the evolution of public policy evaluation through a stakeholder evaluation approach. Examining the potential transformation of the barometer into a policy evaluation tool based on a stakeholder approach is recommended. Fifth, this study needs more discussion on how policymakers and stakeholders could use the tool's results. Finally, as a potential resource for evidence-based policymaking, more explicit guidelines for developing survey items to enhance their effectiveness in informing public policy is recommended.

CONCLUSION

This study empirically analyzes the S-BSI, conducting multiple comparisons to grasp its distinctive features. A qualitative evaluation approach demonstrates a significant transition of public policy tools toward next-generation in South Korea. Specifically, the study reveals that the S-BSI is in the

ongoing second generation of policies, emphasizing stakeholders' perceptions with an ecosystem and mainstreaming approach. However, despite its merits, such as outcome-based evaluation that prioritizes social and economic value creation of the SE sector, the S-BSI has several limitations. For instance, it needs to improve its partnership approach and address biased survey methods and unclear application of results for evidence-based policy development. Further exploration into correlation with internal/external factors and validation against actual SE conditions is also warranted.

For policymakers and stakeholders, this study underscores the critical importance of systematically and comprehensively evaluating the social and economic value generated by the SE sector. The S-BSI's holistic approach, which includes inputs, processes, and outcomes, accurately reflects the SE sector's vitality and helps formulate evidence-based policies tailored to its specific needs. By adopting tools like the S-BSI, which assesses social value at both sectoral and national levels, policymakers can better understand the unique characteristics of SE organizations and avoid the pitfalls of relying solely on data from traditional for-profit enterprises. This study's in-depth analysis of the S-BSI's development and comparative evaluations highlights its potential as an advanced tool for public policymaking and evaluation. Addressing the identified limitations and incorporating the suggested improvements will significantly enhance the S-BSI's effectiveness as a public policymaking and evaluation tool.

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