

**INTERNATIONAL UNDERSTANDING OF LOCAL GOVERNANCE AND THE PRESENT
CONDITIONS AND PROBLEMS OF LOCAL GOVERNANCE IN BUSAN**

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1. Introduction: Environmental Changes in the local government requiring new local governance

From the 1990's, environmental conditions in the local government have changed rapidly. These changes of conditions have resulted in various and fundamental change of structure in all fields including politics, economy, society and culture. They have also become the important factors in the adjustment of policies and contents in the local government.

The first environmental change is made by the need of reorganization of governmental functions due to the globalization and information age. The stream of globalization, which is characterized by unrestricted ultranationalistic capital investments, has increased the local government's role and stressed the local economical areas because international capital prefers to having economical relations with the local government instead of the central government. Therefore, the concept of place marketing, which provide ultranationalistic capital and large enterprises with advantageous aspects related to places, comes into existence. According to this stream, the functions and roles of the central government are reduced and the relation between the local and central government becomes mutual reliant rather than antagonistic and one-way relation. Informationization also urges on the promotion of managerial ability and establishment of knowledge government, showing the digitalization of administrative information and networking of administrative systems as important policies

The second environmental change is made by the need of the growth of civic society and its democratic demand of self-governing administration. With the decline of nation-states, the growth of civic society and demand of democracy have been on the rise and then the strengthening of parliamentary democracy by NGOs and civil organizations and far-reaching civil participation in self-governing administration have been followed. The established political systems reached the limit in solving the crisis in parliamentary democracy and in receiving the demand of the living politics. The dual strategy is proposed for this limit, that is, the democratic reformation of established party politics and direct participation by the outer civil organization are proposed at the same time.

The third environmental change is made by the introduction of new liberalistic competitive principle and the reinforcement of marketability. This change is summarized the following; the change of main supply group to provide high-quality public services and the importance of qualitative evaluation of local public services and so on. For the supplement to 'government failure', privatization, commission, and the third sector method to aim at the transfer of administrative services, and the share and dispersion of expenses have been introduced in the supply method of public services stressing that those who will benefit have to bear the cost. As the policies attached the importance to public benefits are weakened, the concern about 'market failure' caused by the way of thinking that the market is everything is come out, and the interest in social equality based on democratic and public values is on the rise again.

The last is the change of the demand structure in self-governing administrative services. The administration related to developing demands to satisfy national policies for economic growth is outdated. In the 21st century, the administration pursues the distribution of wealth and improvement of living quality as important goals. Therefore, new demands in the areas of welfare, culture and environment are on the rise. The new demand in the area of welfare services can be the response to the parts of 'market failure'(social polarization and increase in urban poor people by the distinction in wealth between the wealthy and the poor), and the demand means the demand increase in welfare beyond 'civil minimum'. For example, the rise of knowledge and information society demands the countermeasures on reeducation, employment and social security against the polarization in labor between people with knowledge and people without knowledge. The demand in the area of environment services responds to the international pressure on the improvement of environment conditions and environment demands. The demand in the area of culture services aims at the local development of cultural industries including animations, movies and commercial design.

New administrative demands are made from the above environmental changes, and the demands becomes the agenda of local government to improve competitive power. Although this agenda is high in rank in the policies of most local government, the present activities of local governments can improve the conditions of civil daily life in the case that the lateral relation between the citizens and local governments is established. The governance aiming at the lateral relation between the citizens and local governments is usually used as a normative proposition and 'good governance' includes liberal and open election, execution of laws protecting human rights, civil participation, and soundness and responsibility of governments. The establishment of this new governance becomes the course of public reformation in the advanced countries including OECD countries and Korea. This stresses on the values such as decentralization, openness, soundness, confidence, establishment of public systems, and efficiency (OECD, 1995).

The following is the reason of this paper centering the discussion on the organization and management of governance from the viewpoint of local governments; firstly, most countries accomplishes the decentralization in politics and administration and stresses the efficiency and responsibility of local governments. Secondly, direct interaction between the civilians and local governments are clearly brought out in the discussion on local administration.

This paper firstly examines the concept and character of governance as public administration system, and then organized activities and participating ability of civic society, and response ability and policies in Busan local governments on the basis of international standard on the definition and evaluation of governance. The paper also discusses the improvement of local governance in Busan, examining the problem of the partnership that stresses the connection between civic society and local government.

The problem is that the existence of various types of official or unofficial networks does not guarantee an advisable governance itself. The press can be independent from the influence of the government, political parties do not function as mediators to create public benefits, and election may not be free and fair. The characteristic and meaning of the mutual reaction depend on abilities of the government and the condition in a civic society as well as

on the existence of the official or unofficial relations. As for a civic society, the level of a social organization, or the level of a social capital will condition governance. A weak civic society will experience difficulty in expressing social preferences and demands, and therefore want ways to influences on the governmental activities. A lack of abilities for efficient activities in the government will reduce the qualitative level of governance regardless of the level of organization of a civic society (UNDP, 1997). A weak civic society and incompetent government may restrict the mutual reaction, and result in inefficient governmental activities.

2. The Concept and Characteristic of the Local Governance as the New System for the Public Control

1) The Local Governance and Partnership

The concept of the local governance which includes the local government and civil participation is more radical and active concept than that of the mere civic participation. This refers to the problem-solving ways to the public problems of cities through the leadership, such as the cooperation and participation, on the basis of the relationships among the administrative institutions (national organization), the enterprises (capital field) and civil groups (the members of civic societies). The characteristic of the local governance is to reflect, arrange and integrate the strategic goals and interests through the informal networks in the administrative institutions, enterprises and civil groups, rather than the systematic and formal relationship, focusing on the regional government. There this is much different from the one-sided operation in which the regional government implements the regional politics or self-government.

These phenomena of the local governance have been already generalized in the operation of the regional government of America and English since 1990s. The concept of the governance which is recently raised as the dominant governing mode can be understood as the transfer to the flexible and complementary administration structure from the bureaucratic and hierarchic system which was the government of an old type, making the direct relationship between central and regional governments (Stoker, 1997). Therefore, the conceptualization of the governance rather than government can include not only the public subjects of nations, but the entire actors that can influence the process of policies and policy executions in various spatial categories (Goodwin and Painter, 1996).

Several analyses of the regional politics, using the concept of the local governance, have been appeared recently, which means that there are considerable limitations in the old systems because of the importance of regional governments and enterprises, and non-governmental organization and civil participation in accordance with the emergence of EU. Also, the governance appears as the useful concept for the analysis in America as well as Europe (Pierre, 1998; Stephens, 1999; Stoker, 1999; Box, 1998; Digaetano et al., 1999).

For example, if the present system of the regional government in English can be understood as the system of the regional government, the regional governance refers to the informal structure as the governing relationships for the economic and social environment in regions and means the general relationship among the regional government, the independent institutions of the central government, private sectors and civil groups (Harding, 1995). Namely, the governance is completed by the self-organizing network which is different from the market, or hierarchical order, which can be made through the maintenance of the competition and functional networks in the context in which the provision of the public service is functionally separated (Rhodes, 1996: 666-667). The 'governing without government' can be completed by means of the contraction of the national functions and individual interventions, adopting the way of the transfer toward the informal regional organizations or execution institutions related with the central government to weaken the execution competence, policy-making, and supervision or direction of the central government (Rhodes, 1996).

In short, the concept of 'governance' can be understood as the varied meaning from 'government' and this can be regarded as the new process of governing as well. This concept of the governance is variously used as the meanings of the minimization of the national roles, the enterprise-typed dominance, the new public management, etc., which depends on the disputants. Stoker, who showed how the concept of governance could be applied to the analysis of changes of the Britain government in such a conceptually mixed use, defines the concept of governance as networks between organizations which characterize mutual dependency, exchange of resources, rules of game, and independency from the nation (Stoker, 1997: 15).

It is actually difficult to generalize these abstract and wide concepts of governance because of international or regional differences in the inclusion of performers, the diversity of political associations, and the combination of partnerships and networks, in spite of the characteristics of governance which are shown everywhere. Jessop (1997: 105) asserts any governance does not exist 'generally' and therefore a general theory of governance is impossible. That is, only a specific governance is possible within a specific mode of governance. Therefore, a general theory of governance is impossible, and the focus must be on the characteristic of governance which is working, rather than on the expectation that governance can be applied to all of situations. Moreover, the rigid distinction between government and governance is not always obvious.

The definition of governance as a mutual reaction and a process causes a problem in measuring it. Whether the local governance of a certain nation is strong or not, a quantitative measurement is not an easy attempt. Nevertheless, such a definition can provide a useful analysis frame in considering the efficiency of the local government and the civic participation. According to the frame, an unsatisfactory governance results from the weak organization of the civic society, the insufficient abilities of the government, or a lack of the mutual reaction. Also, the concept of governance provides the frame to analyze activities of public sectors at a local level.

2) Local governance and social capital

This discussion stresses the relational character between the ruler and the ruled, a nation and civic society, and a government and civilians for examining the concept of governance. Therefore the concept of governance in this paper means the interaction between a government and civil society in determining governmental activities. Civil society as the organizations in the outer of governmental organizations includes the following; civil associations, community organizations, social movements, trade unions, religious organization. Governmental activities means the general activities accomplished by the public administrative systems including the investment of public areas, execution of developing programs of society and economy, and management of governmental and juridical systems.

The determination by a government and its members according to the concept of governance is related to the interaction between a government and civilians. Far-reaching and various interaction types of governance can be divided into two types, formal and informal relation. Formal relation means the legal and systematic processes in human rights, election systems, and formal mechanism to responsibility. Tax system is the connecting form between a government and civilians. Although the presence of this official relation secures the presence of democracy, it can not respond efficiently to all strata of society. The unofficial mechanism of interaction includes political culture, political parties, the openness in governmental operations, the avenues for discussion of common issues and the building of unofficial opinions.

3. Organizations of Civil Society and their Capability of Participation

1) Social Capital and NGO

Religious organizations may belong to the most prominent types of association among community activities. But individuals participate in political parties, associations in their job places, charities or other social clubs, alumni associations, and neighbors' meetings. These organizations or associations link individuals with wider societies by providing individuals with the value and norm required to behave in the organizational bodies regardless their original objectives. Through continuous face-to-face interaction, problems may be defined, solutions suggested, and agreements made. In this the sense associations perform the function of mediation that links individuals with wider societies, and give them a mechanism in which they can be engaged in political life.

As de Tocqueville paid attention to the function of political expression of associations made in the course of politics in the US (de Tocqueville, 1966), recently re-democratization to replace the military dictatorship has been led by social movements, voluntary organizations, civil organizations, and politically-oriented associations. Particularly Robert Putnam understands associations within social structures of cooperation that give avenues of the

organization to realize common objectives. The participation in these groups include the responsibility for collective behaviors. Through associations their common interest can be expressed and concentrated. Multiple membership is subject to be caused in the society that has numerous organizations, and it creates the network between citizens and organizations. It can be said that in the region abundant with such organizations and networks civil society is to be organized in a high degree and to have social capitals at a high level. These organizations and networks provide their members with a foundation on which they can function efficiently and productively, just as physical capital improve the efficiency of laborers. (Putnam, 1993: 89-91).

In comparison with various regions in Italy that have different levels of social capital Putnam looked into the influence that social organizations have on governments, showing experientially that governments and their public policies can contribute to the enabling environment of social organizations. Protection of human rights and the freedom of association is very important for the capability with which social organizations can participate in public life at least within a democratic society.

And Charles Taylor insists that as a basic stage to maintain the civil society associations be allowed to coalesce outside the purview of state. In the next stage association should be allowed to act collectively. And he thinks that in the most advanced stage associations should be able to approach the political process, secure capability enough to have an effect on productions of policies (Taylor, 1990:95-107). In addition Fox asserted that while the government can help form the environment that bring the growth of social capital by expansion and security of franchise, more productive strategy should be made for creating horizontal relationship between the community and civil organization (Fox, 1996:11-18).

Meanwhile, though political parties are a definite element of the civil society, it is no so easy to analyze their functions. In a theoretical point of view political parties should embody interests and values of their members. But instead of expressing and concentrating interests of their members the parties basically contribute to interests of politicians, and are often organized according to the necessity caused in election. Parties are regarded as embodiments of clientelism particularly in Latin America. In a one-party state a party does not have difference from the government, and the party outside the national power often hinder the development of social organizations. Even though parties cannot ignore interests of party members, they cannot lead citizens to express their demands.

The phenomenon regarded as an alternative to it is the rapid increase of non-government organizations (NGOs) around the world. These organizations can be important agents of political process, and sometimes offer public service. The constraint of the parties in such a authoritative nation as Indonesia tries to find a jet from the political behaviorism of NGOs (Porio, 1996:75). Though these organizations can be classified as associations of the civil society, they perform activities that can be regarded as temporal and partial but traditional functions of their government. NGOs in many underdevelopment countries is thought potential service providers by international organizations, and are doing such activities in practice.

2) Organizational Activities and Networking of NGOs in Busan

(Case: 2002's activities of the Citizens' Solidarity for Participation and Self-Governance of Busan)

Busan had 224 registered NGOs in 2001. This number covers only the organizations that have more than 100 members and at least one year's experience, and the number of NGOs increases every year. But, most of them have a small organization structure and a little budget. This paper reviews the activities of NGOs in Busan with a case study of the Citizens' Solidarity for Participation and Self-Governance of Busan (hereafter the Citizen's Solidarity), which is the largest NGO in Busan and has been performing systematic activities.

a. the three objectives

- movement for expansion of participation democracy
- movement for activating reform of politics, local autonomy, and decentralization of power
- movement for building up local community securing quality of citizens' life

b. organizational activities

i) Participation activity in legislation

- continuous and systematic surveillance of the city government and the city council

ii) movement of decentralization of power

- legislation movement for the political reform to achieve decentralization of power
- creating a frame of wide-range solidarity at the local and national level for propelling the decentralization movement
- making detailed plans for decentralization movement and implementation of the practical tasks described in them

iii) surveillance of elections

- active surveillance activities of local elections and presidential elections
- the Busan Voters League (in the local election on June 13): for the election June 13 the Citizens' Solidarity played a role of the secretariat of the Busan Voters League which was composed of 67 NGOs in Busan and existed for three month. The objectives of the League were to create a rightful culture of election, to keep the election fair, and to have citizens vote by candidates' policies, which would be an opportunity to make a political reform.
- Busan Meeting for Solidarity in the Presidential Election (the 16th presidential election): the six NGOs including the Citizen's Solidarity formed an association to work together for organizing one-person campaigns for young voters' participation, the citizens' march with candles for voters' participation in the election, bus tours, and sending e-mails to promote young voter's participation.

iv) reform of politics and surveillance of administration

- continuous actions to revise laws and systems for reforming politics
- movement for revising ordinances to reform local autonomy, and surveillance of the procedure of making budget plans and implementing them
- surveillance on expense accounts of mayor and district administrators, and on city and district councillors' overseas travel for training

c. networking activity

i) objectives: active participation in actions to solve local and national major problems

- to establish a system by which staffs and members will get together to participate in occasions for solidarity
- to establish a cooperation system with grass-root civil organizations
- to enhance the Busan Citizens Group for Participation in Legislation with holding the executive committee regularly
- to perform the decentralization movement actively through the Headquarter of Decentralization Movement in Busan

- to establish a close cooperation system with other organizations in the activities for election period and the political reform movement
- to hold the executive committee regularly to maintain vigor of the movement in association with local movement organizations and to enhance the execution of joint projects

ii) examples of networking

1. the Solidarity of Regional Organizations for Participation and Self-governance

Since the first half of 2000 its executive committee (whose executive secretary is the Citizens' Solidarity) has decided on major agendas and discussed practical tasks and their implementation plans continuously. As local communities made stronger resolutions on decentralization of power in 2002, it strengthened the solidarity with academia and got its member organizations to play key roles in establishment and activity of local solidarities in other regions

2. the Headquarter of Movement Organizations in Busan for Decentralization of Power

It established a foundation on which they could perform the movement fully by organizing a solidarity for organizational, systematic, and practical activities.

3. The Solidarity of Civil Organizations in Busan for Educational Reform

4. The Solidarity of Busan Citizens for Realization of the North-South Joint Declaration announced on June 15 in 2000 (or the Busan Solidarity for Reunification of Korea)

5. The Joint Action Committee for Reform of the Public Officers' Society and Winning the Basic Rights of Labor

6. The Committee for Citizens' Actions to Move the Future Exchange to Busan

7. The Council of Civil Movement Organizations in Busan

d. Achievement

1. Contribution to secure the responsibility of legislature

2. Offering opportunities to perform the decentralization movement by organizing solidarities

3. Providing directions to select a candidate and enhancing participation in voting

4. Making an example of the citizen-adhered projects by organizing citizens' support activities during the Asian Games.
5. Performing efficient solidarity activities with participation in joint projects.

e. Tasks

1. To perform the civil movement of which the subject should be the members by having the members participate in projects
2. To develop programs to enhance members' education and their expertise for improvement of the quality of participation in legislature
3. To improve the Headquarter of Movement Organizations in Busan for Decentralization of Power, and to perform actively the decentralization movement on the basis of local and national solidarities
4. To reinforce the movement for reform of politics and the surveillance of the administration by publishing a manual for citizens' participation all the year round
5. To develop citizen-adhered projects, to perform supportive activities to citizens, and to perform solidarity activities at the local and national level.

4. The Responsive Ability of Local Government

1) Decentralization and Financial Autonomy

Governance is supposed by the relation between a civil society and government. When the government does not have the administrative competency, governance faces serious obstacles. The competency of the local government is seriously insufficient in some regions of Africa or rural areas of developing countries. It is supposed that these local governments have the insufficient policy-making, resource mobilization, and responsibility for program performance.

Governance relation may be inefficient although the competency of local government exists. Centralized government may be effective to the administrative competency at a local level, but the decision related to activities of local government is made by higher-level government. Consequently, the relation between a civil society at a local level and government is unidirectional. That is, local government offers the citizens services, but the

citizens have limited opportunities to influence on the local government. Therefore, the governance relation is inefficient.

The restructuring policies in many developing countries have been carried out since 1980s, emphasizing the managerial orientation of local government, and this is a technical reinforcement for the policy development(Halfani, 1996:183-186). The managerial orientation represented the innovation of local government in most countries, but the proposition that in particular the government should lead the process of development was accepted widely in developing countries. However, it was revealed that the concept of government or nation as a neutral forum for the resolution of conflict was inappropriate for most of developing countries. In the countries which had a relatively lower level of development and limited production resources, centralized nations offered a dynamic leadership for the national development.

However, as the need that the role of government on the economy sector should be reduced for the management of more deepened economy was raised in the countries at a stable level of industrialization, decentralization was demanded. Decentralization means a way of promoting a democratic practice through an efficient administration by reorganizing the central government into smaller units. But debaters were concerned about the competency of local government as these countries had shown many problems in adopting and carrying out decentralization policies. In countries such as Mexico, Brazil, and Indonesia, their local governments are lacking in the financial, human, and institutional resources, and therefore it is said that they are not prepared for a new responsibility required for decentralization(Stren ed. 1995:59-70). The competencies corresponding to decentralization of local government are different between inter/intra nations, and within various regions. Therefore, the competency of local government is an issue discussed continuously in most countries which has experienced the process of decentralization. Consequently, the administrative reform and the training of public servants of local government are required for decentralization.

The efficient activities of local government do not depend on its administrative ability entirely. The intergovernmental dimension of governmental activities is becoming an important issue. The local government is related with higher-level government in various ways, including the constitution, the legal frame, the financial relation, the mutually related responsibility for program performance, and political problems. The need for decentralization that means the transfer of power from relatively stiff centralized system into lower-level government and cooperation is difficult to achieve actually. For example, the decentralization of power from the federal government to the state government in 1970s and 1980s was emphasized, but the controls of the federal government over the state government were increased in terms of regulation. Actually, local government is managed within the complicated relations between governments although decentralization emphasizes the potentials for the improvement of the governmental abilities of local government(Advisory Commission on Intergovernmental Relations, 1984).

The centralized government hardly gives the financial autonomy to the lower-level government. This centralized government asserts that decentralization of the creation in revenue is inefficient while the centralized system is more efficient for tax revenues. In Brazil, the liabilities which the local government owes the central bank enable the bank to

keep its regulation over the local government(Wilson and Graham eds., 1997). The countries with the strong paternal tradition regard the transfer of the financial right from the central government to the lower-level government as a challenge which requires the fundamental change in the existing political system.

Another challenge of the decentralized government is the importance of relations between governments(Radin, et al, 1996: Ch.5). The cooperation between the government agencies and non-government organizations is growing for the implement of a single work as the hierarchic government structure is apt to be weakened. Organizations must adapt to the business cooperation and implement as a part of the networks between inter-organizations. Such a phenomena in the bureaucracy of most centralized countries requires the fundamental reform from the inside.

2) The Government Reform and Competitiveness Enhancement of the City of Busan

Since 1990s, Busan has been promoting the tasks below for the government reform and competitiveness enhancement, so as to solve the increase of administrative demands according to the settlement of the local autonomy and the increase of participation in the municipal government, the need for the consistent administrative restructuring, the reform of the administrative system, and for the switch of senses, and pending problems:

a. The small and efficient management of the organization and the central city of decentralization and autonomy

- Construction of a low cost and high efficiency system by redesigning the civic organizations and human resources centering on the function
- Reduction of the organizations and enhancement of productivity and competitiveness by entrusting the administrative tasks to a private organization
- Satisfaction of new administrative demands through 21C 「A World City of Busan」 and 「Construction of the Knowledge-Based Economic System, and extension of R&D investment
- Enhancement of productivity of the organization through the management of MBO
- Introduction of a rotational working system between industry, academy, and government for enhancement of administrative specialization
- Promotion of the actual autonomy through establishment of 「A Special Law for the Regional Balanced Development」 and 「A Special Law for Decentralization」

- Revitalization of the regional economy through the South-North Korean economic exchange

b. Embodiment of the citizen-participational government

- Enhancement of the administration listening carefully to the citizens by visiting their life sites
- Preparation of the information technology of the public service administration for construction of a customer-oriented service system
- Activation of community centers
- Satisfaction of citizens' right to know and guidance of civic participation in the civic government through public information
- Extension of civic participation through the construction of cooperation and supporting system with civic organizations
- Establishment of the transparent administration assessed by the citizens
- Embodiment of the just civic government by exposing illegality and corruption

c. Achievement of Financial Independency through Efficient Financial Management

- Insurance of stable financial resources and settlement of sound finance by founding municipal debt management committee to manage the issue and exchange of a local bond
- Introduction of result-oriented budgeting for enhancement of transparency and
- Efficiency of financial management
- Promotion of the innovation program of public enterprises such as restructuring and managerial substantiality
- Construction of the autonomous finance base through the expansion of local taxes

5. Partnership between Local Government and the Citizens

1) Connection between Local Government and Civil Society

The relation between local government and civil society is considered by three aspects; the election of the administrative system, policy-making, and the process of policy implementation.

First, public officials elected in a democratic society represent the citizens. They reflect interests and demands of local residents in the process of legislation. The operation of a fair election system in a democratic country is a prior condition required for the improvement of governance. However, the principle of a democratic election can be damaged by various ways including paternalism. A fair and free election is just an ostensible aim, and hence countries try to develop the election-monitoring system. But however fair the election system and the general suffrage may be, they can not necessarily secure the effective civic participation in policy-decision. That is, the procedural democracy can be attained without the faithful civic participation. The civic participation is impossible to be achieved without the expression of social demands and the reflection of the demands. Such visible factors of the expression of demands are the existence of the public forum and the citizen deliberation in public areas. So-called Benjamin Barber's "Strong Democratic Talks" shows the nature of the political participation(Barber, 1984). A civic society organized weakly is not given opportunities of such talks, and this weakens democracy, and causes the government to function without the civic participation(Wolfe, 1989). The civic society must participate in the election government organs completely and justly.

The re-democratization in a local level and the expansion of rights to policy-decision which are major factors of decentralization present significant challenges for the public consideration. That is, local governments are given challenges such as the improvement of services of the local governments and the compromise with reasonable and fair interests. The democratic administration where the citizens can participate in the process of the public consideration represents a wide range of interests, and at the same time, increases room for conflicts. The competition between ways of thinking and interests is a basic aspect revealed in the democratic implementation process, but consequently causes complicated governmental activities(Graham, 1995:151-53). Although the endowment of an official responsibility is different between inter-nations, local governments must function as forums for policy-discussion, and be promoted to reach the agreement for the implementation by compromising conflicts of interests. This is a new role endowed to local governments, and the ability to combine with the political process more openly and flexibly must be developed. Putnam says that there is a positive relation between the systematization level of a civic society and social resources, and activity achievements through the historical analysis of the activities of local governments(Putnam, 1993: Ch.4 and 6). That is, the members of a lot of associative groups of civil societies had opportunities to express their social demands, and raised their expectation about governmental activities.

The ways for the citizens to participate in policy-decision can be found in various aspects. Public hearings and monitoring of the policy implementation result can be the examples. Independent local presses can carry out such public responsibilities, and can mobilize political resources for the public agenda as an issue or the guarantee of policy-adoption (Wilson, 1997: Ch9). Therefore, local governments must support social groups so

that the group can obtain technical resources and carry out the effective practice in the process of agenda-making.

The civic participation is possible in the process of policy-performance, too. Sometimes, the policy-decision by the legislature gives the discretionary power to the executive organ through a special means of action. In general, the decision over investments in facilities and infrastructures is in administrative officials' hands, but they sometimes make an action which is away from the public interest and opinion, or disagreed with the public will. These issues are very important for local governments. The local governments in a lot of countries are responsible for the action which influences on the asset valuation. The decision over infra investment areas can function as a crucial factor in private interests. When a local government regulates or offers a preference to enterprises, a bribe and corruption can be caused. The public intervention of monitoring over governmental activities is important for the democratic practice.

The participation of civic societies in the performance process can also be caused through the direct service supplied by non-governmental organizations. When the abilities of local governments are insufficient or local residents demand special cares, non-governmental organizations can be very effective. For example, in Bangladesh, non-governmental organizations take the place of the government (OECD, 1996).

Many governments are introducing the policy leading the civic participation in such a field as the improvement of the election system. In the U.S., the regulations of the participation in community are included in some of the federal programs (Howard et al, 1994: 153-199). In Brazil, various public conferences are permitted in the fields such as health, child, and environment to form the forum for the civic participation in the constitutional provisions. However, the members of conferences are lacking in experiences or qualities for participation, and therefore, special service providers can govern the conferences with their expertises and interests. So, some conferences become bureaucratized, and limit the efficiency as a path to the civic participation (Wilson and Graham eds., 1997). Consequently, the governmental policy enables the civic participation, but the abilities of those who lead the participation can be restrictive. Therefore, the perfect operation of the civic participation mechanism can be said to depend on the level of the governmental organization in the local society.

The decentralization of policy-decision gives significant potentials for the civic participation, but at the same time there are dangerous factors in it. The devolution of the policy-decision right to local levels may be a means of obtaining the political power for the traditional, undemocratic elite. In addition, the citizens may not expect the good performance of the local government according to the result of the past experiences. In such a context, creating a new political culture is necessary for the maturity of governance.

2) Construction of the Partnership-Typed Administrative Model

In the shift process of the urban administration from a period of growth to that of maturity, the partnership-typed administrative model is required. In the past urban administration in a period of growth, the related department of a local government performed administrative tasks in a short period of time facing certain representatives to serve the increasing administrative demands, and this way was effective. However, in the urban administration in a period of maturity, the method is not effective because the administration must serve the residents' ordinary lives in detail. Therefore, the "Partnership-Typed Administration" is required as a suitable administrative operation system to provide policies for designing of the residents' affluent lives although it will take a lot of time to reach a mutual agreement with the residents.

Most of all, it is necessary to pay attention to the situation that the fields of nonprofit and public activities are growing socially enough for even NGO to play an independent role in these fields, but not the administrative exclusive fields any longer. Therefore, it is expected that both the local government and NGO will contribute to the development of the local society through their cooperation and mutual respect.

The "partnership-typed administration" in projects promoting the civic participation means a way of the administrative operation carried out through discussion with the citizens though it will spend a lot of time, but not a one-way offer of services for the citizens. Here, the equal relation between the citizens and the administration, and the establishment of their mutual communication structure are important. That is, in this way of the administrative operation, the division between the range of administrative abilities and that of the citizens' abilities, their mutual shares, and cooperation are very important(OECD, 1996). In particular, it is important that both sides try to respect each other while they express their positions through the mutual share of information.

In a word, more specific definition of the partnership-typed administration is that the administration and NGO share sense of purpose in the field of the mutual tasks at the nonprofit and public activities, keep their independency, and play active parts through cooperation in the equal relation.

3) Examples of the Public-Private Partnership in Busan

a. Organization of the public-private conference for decentralization: 「Busan Decentralization Conference」

「Busan Decentralization Conference」 founded in 2003 for decentralization and local balanced development is a typical example of the public-private cooperation. The conference consists of the planning section of decentralization of the civil government, the decentralization commission of the municipal assembly, and Busan decentralization

headquarters representing 122 of civic social groups. These three organizations recommend 7 persons respectively, one person of each organization is a co-representative. This conference has following purposes; 1) the enhancement of decentralization at a local level and national balanced development through their mutual cooperation, 2) the discussion of promotion strategies and the division and adjustment of roles on the studies of policy issues and holding of related events, and 3) the collective promotion of pan-citizen movements for the spread of atmosphere of decentralization.

b. Examples of Public-Private Cooperative Citizen Movements for the Local Development

- Movement of "Civil Network for Economic Growth of Busan" for the revival of Samsung Automobile
- Movement of "Civil Rally Headquarters of Busan for the Revival of Nakdong River" for the revival of Nakdong River and for the resistance against the Wichon industrial complex
- Promotion of the foundation of Busan Port Authority
- Promotion of attracting the futures trading market and the futures transfer of a stock price
- Movements for attracting the head offices, sending luncheons of love, making good restroom culture, and community movement in apartment complex
- Supporters' activities for recent 4 international events

c. Governance Policy of Busan

a) Basic Purposes

- Enhancement of the role as a window for the civic participation in the municipal government
- Enhancement of the checking and monitoring role on the municipal government
- Promotion of finding local agenda
- Invention of programs shared with the citizens

- Trying to change the understanding and attitude of administrative organizations about the civic participation

b) Examples of Major Promotion Policies

① Construction of NGO cooperation and supporting system

Purposes

- Preparation of the foundation for construction of the cooperative and supporting system for civic groups
- Finding of the civic participation businesses and Leading of the civic participation in public service supporting businesses
- Respect of the citizens's various opinions, and reflection of creative opinions to the municipal government

Progress of Policies

- Activation of the briefing on the municipal government by inviting representatives of the civic groups
- Expansion of opportunities of the civic participation in the municipal government

Plan

- Enactment of the act for nonprofit-private organization support: preparation of enactment matters through hearings with NGO, experts, and public servants
- Security and Management of supporting fund: planed to promote after enactment of the act through the process of collecting public opinions
- Co-organization of hearings or forums about major policies of the municipal government with civic proups
- Construction of the public-private cooperation system through a briefing about outstanding questions of the municipal government

② Embodiment of Governance through 「Open Government and Spot Administration」

- Briefing about the municipal government through visitation

- Enhancement of Spot Administration
 - Activation of the operation of the Internet 「Expectation of Busan」
- ③ Enhancement of Cooperation between Academies and the Municipal Government
- Foundation and Operation of Academy-Administration Conference
 - Holding a briefing by inviting representatives of students' associations
- ④ Promotion of Transnational Citizen Movements
- ⑤ Operation of Busan Asiad Volunteer
- ⑥ Activation of the Operation of Community Center
- ⑦ Operation of the Municipal Government Listening to the Citizens' opinions
- Understanding of public opinions and trends about the municipal government
 - Enhancement of the operation of 「Monitoring over the Municipal Government」
 - Operation of the system for the citizens' suggestion
 - Operation of community meetings

c) Challenges

- The administrative fragmentation is being caused in governance because various organizations have supplied some services and hence the administration has lost its control over the implementation.
- It can be difficult for the government to steer the complicated networks.
- It is difficult to find a responsible person or organization because many irresponsible organizations sometimes exercise their rights under the governance system, although under the existing system, those who are responsible for some projects exercise their rights.

6. The Prospect and Tasks for the Progressive Governance

1) The General Discussion

The governance is the familiar concept in the case of considerable developing countries. A good few debaters define this as the limited concept applied to the international organization or Western industrialized countries. Nevertheless, it's a welcome thing that this has been accepted as an interesting concept. Despite the absence of mutual agreements, this concept emphasizes the government activities and civic developments across the government itself, and also tends to stress the innovation of the government by means of the mechanism, that is, the correspondence and strong responsibilities of the government for citizens by expanding the government activities. The application of the governance for the specific countries and cultural contexts, however, should be treated discreetly. As the result of these reviews, the governance can be used not only as the normative proposition, but as the diagnostic meaning.

The responsibility of civil governments is different from nation to nation, and the critical evaluation for the responsibility of competitiveness which the civil governments secure in respective countries would be prerequisite. The governance should be conceptualized as the relationships between the civil societies and public sectors influencing the government activities. The definition and understanding the governance can mainly contribute to the evaluation for the government activities in specific countries, or regions.

The inadequate activities of local governments can be found on the basis of enormous reasons. The problematic reason may be public sectors themselves, which will derive from the serious limitations, resulting from the inadequate competences of civil governments, or the relationships between governments as a primary factor. Besides, the latent origin, bringing about another difficulty, can be civil societies, which will be resulted from the absence of the effective way by which citizens can represent their own interests and desires. And the other reason may be inadequate activities derived from the relationship between public sectors and civil societies. Citizens can't freely participate in the election of their leaders and may be deprived of the public space where they discuss and present the interest relationships in societies, and officials accept them. In these situations, presumably, there can be the problems for citizens to know and understand the government activities though the possibilities of the mutual communication may be practicable.

As a result, the conception of political and cultural changes is needed as the strategy for the activation of the governance to intensify the anticipation and reliability related with the government activities, and develop the political and administrative systems. The improved intelligence systems, what is called transparency, with regard to the administrative process, plan, and implementation are prerequisite as well. The creation of a new mechanism which enables citizens to positively participate in the process of policy-making will more reinforce the implementation competence of the governance.

Additionally, the guarantee for the participation of local governments which influences the increase of the participation between local governments, and the implementation of upper governments will provide the chance to overcome the limitation of regional activities. The developmental success and civil participation of communities in specific regions which will spread all over the countries are reflected in the activities of local governments in enormous regions, and eventually influence the political culture at the level of countries. In other words, the implementation of respective civil improvements in various local government can spread over other regions and enlarge the vision of the activities and accomplishments of local government through the construction of local government unions.

The charge and responsibility which the concept of the governance endows to the civil society shouldn't be underestimated. The effective activities of governments depend on the responsibility shared between governments and civil societies. The varieties of authority and responsibility which include the environmental promotion for the protection of basic rights and civil participations exist all over the societies, but the civil societies should be organized in themselves. The development of social capitals means the responsibilities of civil societies and the enlargement of their functions. The extreme economic poverty and the perfect absence of the government systems make the local governance useless. The argument that the governance should be expanded for the promotion of the government activities is persuasive, but needs to be applied cautiously. The effective leadership of the public and private sectors in some cases is requisite for the endowment of catalyst duties to participate in the public activities (OECD 2001). If citizens don't historically anticipate the government activities at all, the public anticipation will never be come true. If the passage of participations is open and accessible, the information and analysis which are requisite for the policy-making are important. The considerable intellectual and informative resources are required for citizens to demand such a individual analysis. The concept of the governance is recognized as the essential element in planning the desirable governments of civil societies and means that well-organized and politically active societies can possess the abilities of securing the responsible governments.

2) The Hereafter Tasks for the Establishment of the 'Good Governance' in Busan

a) The Governance Strategy of the Decentralization

This review seeks to propose several recommendations about the hereafter management direction of 「The Association of the Decentralization in Busan」 .

First, the excessive hegemony conflict or competitive spirit should be avoided because this is the association which has been difficultly created from the struggle of the city government, the municipal assembly and the headquarter of decentralization movement in Busan to secure the propulsion of the decentralization, As the advocate of non-metropolitan areas position, Busan should take the attitude with a broad point of view to compromise and cooperate on the basis of mutual reliabilities about the position difference of individual

organizations and groups which can be derived from the process of the decentralization movement to obtain the results of decentralization. Namely, the cooperation and participation should be valued over the restraint and criticism. And the leadership and control of the Mayor as head are also emphasized because this autonomous association is the legal and actual representative of decentralization.

Second, this association should strive to make the legislation and policy researches for the decentralization and regional innovation. The persons who have tried to practice the decentralization in many quarters are included in this association, and the cooperation organizations comprised of these persons will bring about the synergy effect and the surge of the decentralization. There are considerable parts which should be concretely adjusted and refined in 「The Special Act of the Decentralization」, 「The Special Act of the Regional Balanced Development」, 「The Special Act of Supporting Regional Universities」, and 「The Civil Election Act」 which are proposed as the level of discussion. To achieve these objectives, it is natural that the continuous researches and discussion structures should be preserved. Therefore, the individual groups of researches should be constructed, or the overlapping parts of discussion should be sublated, and the implementation structure of the decentralization on the basis of this association should be united.

Third, the solidarity of the autonomous institutions, assemblies, and civil institutions of non-metropolitan areas is presented, which is stimulative in that the implementation of the decentralization conducted by a single city, or region has innate limitations. In the process of project implementations, sympathy and cooperation rather than difference and criticism should be the main principle to complete these tasks. In the case of Japan, the emergence of the innovative self-governing systems in 1960s which is evaluated as the introduction of epoch-making developments in the self-governing systems was succeeded on the basis of the cooperative disposal strategy of six regional organizations, the centers of which were the coalition of the provincial governments and assemblies. In this context, the strategic arrangement for confronting the centralized systems of politics and administration should be considered under the contrivance of solidarity and cooperation.

Finally, the demand of the decentralization and the balanced development of regions can be conducted only through the legislative processes, and the power to change the systems of bureaucratic governments comes from politics. The need to intensify the power of this association is essential so that the national assembly actively plays multi-level roles as the implementation institution of decentralization. In Japan, the biggest problem in the process of the decentralization, starting from 1995, was the fact that members of the Diet took passive attitudes to the decentralization owing to the political interests. So, it has been generally evaluated that the legislative right of self-governing systems and the financial decentralization which were essential parts of the decentralization were not fully completed because of the resistance of the bureaucratic government in Japan. The association should compel the political authority to come forward as the active subject by the strongest means of control at the level of citizens, the election.

The decentralization has important meanings in itself, but the formation of the experience as a single self-governing community is necessary in order to perform the

democratic idea of local self-governments. In these contexts, the cooperative strategy and principle of the decentralization which emphasize the mutual cooperation in the subject, strategy, and process of the implementation of the decentralization are very important.

b) The Construction of the Civil Identity and Social Capital in Busan

The solidarity of the leaderships and citizens in Busan which was shown several movements, such as the opposition to the formation of the industrial complex in Wichun, Daegu, the inducement of the Samsung automobile company, the transfer of the futures exchange, and so on, was a meaningful group experience to the citizens of Busan. Additionally, the experiences of the political movements which were the changing motives of the political geographies in Korea, such as the Busan-Masan resistance in 1979, the great struggle for the democracy in 1987, and so on, have been the remarkable opportunities for the establishment of the identities as citizens in Busan and built up the peculiar sentiments, and the cultural and collective spirits as a single body.

E. P. Thompson, the famous historian in England, asserts in his masterpiece, *The Making of the English Working Class*, that "as the result of the shared experiences conducted by specific people, the class emerges when one recognizes the existence of the same interests confronted with others", explaining the concept of the 'class' on the basis of the single historic and cultural experiences which have been spontaneously formed for a long time. Whether an appropriate analogy or not, if these historic vision are applied to the category as Busan citizens, the identity and the origin of the power may have been formed from these shared historic experiences since the opening of the port. In other words, the regional characteristics and identities of Busan may be defined as the historic formation process of recovering environmental difficulties by the cooperative solidarity and experiences of the regional residents rather than being presented as a single objective entity. Then, what are the original reasons which hinder the regional competitiveness and cause the crisis of the leadership in Busan where historic experiences and cultural traditions have been formed?

The essential element among these reasons may be found at the level of the establishment of intellectual and manpower infrastructures. The concept of the social capital which has been emphasized recently can be evaluated at the level of mutual reliabilities, cooperation relationships, and communicative networks within human resources. This social capital constructs the two major axes of the local governance which is the total unity for the regional development, along with the establishment of the regional innovation system which is the main strategy for the economic development of regional societies. It is natural that the total unity for the regional development doesn't work well if the intellectual and manpower infrastructures at the level of its operation, even though the infrastructures of the social and economic innovation are well provided. From now on, the slogans, such as the hub city of materials and capitals in north-eastern Asia, or the ocean capital, have been proposed as the recovery strategy for the economy crisis in Busan and the necessity for these situations has been expanded to some degree. But actually, the concern for the intellectual and manpower infrastructure as well as the leadership of the region to implement the planning, policies and execution have been relatively neglected.

c) The Reform of the Decentralization for the Civil Self-government

In fact, the objectives or goals on which the implementation of the ongoing decentralization are focused have been given undue value to the intensification of the right of organization self-government which is one of the two aspects in the local self-government. While the main task of the organization self-government is to reinforce the self-governing right of the local government by the transfer of the affair, right and finance between the local and central government, the main concern of the civil self-government is the participation and control of citizens for the local government at the level of the region. Strictly speaking, the decentralization can be divided into two decentralization, such as the one for intensifying the organization self-government and the other for improving the civil self-government. Namely, both parts should be considered simultaneously and recognized discriminately in the problem of the decentralization. If possible, these two parts are the issues which should be implemented at the same time. But if impossible, the problem of the strategic choice will be proposed. In the context of Korea where all the rights are centralized, the issue of the organization self-government may be inevitably considered first for the expansion of the rights and roles of the local government. Of course, the premise that the civil democracy through the civil self-government should be excluded is still important.

The intensification of the organization self-government is focused in the argument of the decentralization in the context of Korea, which is reasonable from the viewpoint of logical and theoretical validity. Because the functions, roles and authority of the local government should be guaranteed in advance to improve the civil self-government. Despite the activation of the civil self-government, the actual implementation is in vain if the authority of the local government is not so strong. Although the inefficiency of the local government has been actually blamed for the lack of its professionalism or competence, the original reason for this problem is that the local government has been excluded in the participation of the national affairs, endowed by the central government. Because the main duties of the local government have been almost given by attorney of the central government, the local government hasn't treated its main projects directly. Actually, the local government doesn't avoid the responsibilities for not appropriately utilizing the rights of the examination and inspection about the affairs which the local government can take part in, but the original reason for this is that the local government or assembly has been deprived of the right of the self-government.

From this point of view, it is obvious that the ongoing process of the decentralization which focuses on the intensification of the local government or assembly can't make citizens feel the results of this directly. But after cultivating the fruits like the political, administrative and financial authority, citizens can feel directly the validity of the local self-government in the process of the distribution of these results. In the case of Japan, this gradational process of the development has been practiced, that is, in the first stage, the reformation of the local self-government was completed after the enactment of the collective law of the local self-government collective in 2000, the second stage has been practiced on the basis of the promotion commission of the decentralization reformation since 2001, and the core issues of the third stage were the intensification of civil participation and self-government, along with the unification of municipal governments and the reformation of regional finance.

Therefore, when the local government tries to actively reflect the civil participations and opinions on the process of the police-makings after the successful completion of the decentralization of which focus is the right of the organization self-government, citizens can be fully satisfied with the fruits which the decentralization provides. In this process, the originality and cooperation to create the abundant regional lives by means of the intensification of regional competitiveness as well as the recovery for the hegemony of landed proprietors, the bureaucratism of the local government and indefinite competition among regions will become prominent figures as essential tasks. To accomplish this goal, the understanding, support and participation of citizens about the strategic tasks of the decentralization are demanded above all.

d) The Activation of the Regional Politics and the Leadership of Mayor

The roles and functions of popular-elected mayor of the local government can be an important catalyst in the implementation process of the local governance, which will be concretely shown as the leadership of mayor. The leadership of mayor in the activation of the local self-government and politics is generally shrunk by the legal limitations related with the local self-government and the constraint factors of the regional community. The formal authority is not enough to form the leadership of mayor in the city politics of America, so the individual leadership of the actor in city politics as a complementary element is also important (Stone, 1995: 96).

These weak points of mayor's leadership represent the following problems and limitations related with the municipal controls in the policy management, administrative, and political fields.

i) the policy managing and developing field

In the policy-developing field, the regional and original master plan of municipal controls is a weak point. Because of the differences in backgrounds, experiences and responsibilities, the policy-oriented integration between popular-elected mayor and administration organizations would be weak and the limitations are also found in the developing competence of administrative organizations. Therefore, the maximization of the access functions of policy information and policy-developing abilities through the permanent establishment and actual operations of the organization of directly attached staffs and the committee of policy advice are essential. As an example, in the case of the municipal government in Ishihara, the of policy-developing competence is maximized through the operation of the general department of planning and strategies, the headquarter of the provincial governor, as a part of PI strategy.

ii) the administrative field

The control abilities of popular-elected mayor for the administrative organization are declined by the limitations of the right of the personnel management and the productivity management of the municipal government is not so well realized. To recover these limitations and innovate the productivity management of the municipal government, it is indispensable to construct 'the system of the strategy management' for the direction determination of the municipal government and priority activities and the orientation of 'the management administration' for the maximization of outputs is needed within the range of budgets.

iii) the political field

This is the especially important field of the policy to the popular-elected mayor of the local government in the age of the self-government. And the problems and reformation strategies related with this field are as the followings.

First, the process of the politic and human accession to the central government to recover the unbalanced realities among regions show the non-organized aspect and the actual achievements are not apparent because of the extemporaneous operation. The organization construction for the settlement and intercession among local governments is actually demanded to solve the regional conflicts, such as the problem of Wichun industrial complex which causes the struggle between Busan-Kyungnam province and Daegu-Kyungbuk province.

Second, the harmony and combination of public and private interests within regions are not achieved effectively because the organic networks between the regional politics and administration are absent, or weak. The absence of organized cooperative systems in the establishment of agendas or the process of policy-determination and implementation becomes the impediment factors to the development or interest of the whole regions.

Third, the mechanism which expresses and concentrates the understanding and interests of residents at the level of resident relationships is still absent, the features of government-dominating administration have still lasted because of the government-leading thought and the lack of self-government spirits, and the organizations or programs which harmonize the development volition of popular-elected mayor with the demand of citizens.

Fourth, the roles of the municipal assembly as the policy participator in the relationship between assemblies are insignificant, the cooperative relationship between the municipal assemble and execution department is weak, and the political mobilization competence for the municipal assembly of the popular-elected mayor is deficient.

Fifth, the popular-elected mayor reveals the closed relationship with the press. Also, the press advertisements represent the impression of a single implementation without the continuous and concrete planning. To overcome this problem, the PR(public information) strategy by means of digital media, such as internet, should be prepared and the innovative PR strategy introducing the concept of marketing is necessary.

Sixth, the political concurrence in the regional development is deficient because of the inactivation of the regional politics at the level of the assembly interests. Also, the policy development through the mechanism which plays the connecting role between the municipal governments and parties. Additionally, the one-sided right exercise of the public nomination by the party heads should be sublated and the system of nominating the candidates of mayor by district parties or regional citizens should be stabilized.

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