

Completion of Korean decentralization model through the success of Jeju Special Self- Governing Province¹ -Lessons and Future of Jeju Special Self-Governing Province-

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Abstract

On July 1, 2006, Jeju Special Self-Governing Province was launched as a model city with exceptional autonomy in many areas of administration, including self-governing legislation, self-governing finance, self-governing organization and personnel management. Jeju Special Self-Governing Province has control over all functions but original national functions, such as national defense, diplomacy and security. Fifteen years after its launch, Jeju Special Self-Governing Province has seen an increase in population, tourists, and gross regional domestic product (GRDP) in the province, and its fiscal size has increased significantly. The results of the 2019 performance evaluation were generally considered good, but a survey of provincial residents showed that the residents' satisfaction was insufficient. In order for Jeju to be reborn as an international free city and a special self-governing province from an isolated island, the central government will have to guarantee high autonomy, while the Jeju Special Self-Governing Province will have to have the capacity to secure resources for regional development and special self-governing province.

Key words :

Jeju, Special Self-Governing Province, Decentralization, International free city, Autonomy

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Introduction

Jeju Island was newly launched as a Special Self-Governing Province on July 1, 2006. 15 years have passed since the Special Self-Governing Province was established. Jeju Special Self-Governing Province has an unprecedented degree of autonomy over all areas of local administration, including local government legislation, local finance, local organizations and personnel " autonomous model city " can be said (Jeju-do, 2005). Jeju Special Self-Governing Province is Jeju's own local autonomy that reflects Jeju's own conditions, characteristics and differentiation which makes its people decide the future of Jeju and Jeju people autonomously and independently. The purpose of the Special Self-Governing Province is to secure a bridgehead that can lead the decentralization of Korea at the level of the central government, and to establish an autonomous administrative system that can successfully promote the Free International City, the vision of the region, from the perspective of the Jeju region (Jeju-do, 2005). The basic philosophy of the Special Self-Governing Province can be said to have the right to decide policy autonomously. Which allows local residents to leverage themselves and determine the future of the region by using their intangible resources (Jeju-do, 2005). Jeju has the intention of going beyond the level of existing decentralization, wanting to create a very high level of municipalities, nearer the level of municipalities of federalism (Kim and Yang, 2008). Creating Jeju, which has social, economic, cultural distinctiveness and a particularly strong local identity, as an "autonomous model city" and developing it into a leading region of the ideal model which gradually expands into other areas (Government Innovation Decentralization Committee, 2005). Moreover, ultimately, the Roh Moo-hyun administration and the recent Moon Jae-in administration also announced their will to make the Jeju Special Self-Governing Province, on the level of the Hong Kong Special Administrative Region or of a state government within the United States. Therefore, citizens of Jeju Island regarded Jeju Special Self-Governing Province as an entity with authority over all affairs except international sovereign. (Kim and Yang, 2008). Also, it is recognized as an exceptional

and special local government, which is different from general local governments that have all affairs and authority except for the basic functions of the state such as national defense, diplomacy, commerce, judicial and public security. But in the 15 years after the time that Jeju was named a Special Self-Governing Province, cities and counties have lost their local governments. There appears to be a self-mocking criticism and disappointment among residents. The citizens of the city think that a high degree of autonomy is just a political slogan. On the other hand, the central government believes that even though it has transferred considerable authority and most of its affairs to the Jeju Special Self-Governing Province, it has not produced any distinctive results. As long as these differences of perception exist, playing a leading role of decentralization and promoting the success of the Free International City, which are the policy goals that the Special Self-Governing Province sought to achieve, cannot be achieved. Therefore, from the present point of view, through reflection on the Special Self-Governing Province (especially the allocation of office work and administrative division), we intend to derive lessons and present future tasks.

Jeju Special Self-Governing Province and Decentralization

1. Background of the launch of the Special Self-Governing Province

1) Decentralization of Participating Government

After the local autonomy in Korea was revived in 1991 when the Basic Assembly was formed, successive governments have pursued their own decentralization. The civilian government's 'the Joint Committee on Local Transfer', in the people's government's 'the Joint Committee on Local Transfer' was established in the country to promote decentralization work. The participating government of the Roh Moo-hyun administration, which started in 2003, showed a stronger desire for decentralization than any other ruling administration (Kim and Yang, 2008). To realize the policy will of the government, the participating government

announced on April 9, 2003 'Government Innovation Decentralization Committee' was launched and promoted redevelopment work of "the 21st century national system for the construction of decentralized developed countries" (Oh, 2005). "The Government Innovation Committee established a 'Decentralization Committee' on May 9, and "Roadmap for Promoting Decentralization of Participating Government: Construction of a Decentralized Developed Country" which can be called the blueprint for decentralization reform, was announced on July 4. This can be said to be a shift in the state administration paradigm from the existing central-centered national development to provincial-led national development (Kim and Yang, 2008) and as an institutional support to concretely realize the decentralization tasks suggested in the decentralization roadmap. The Special Act on Decentralization was passed by the National Assembly on December 29, 2003, and was promulgated on January 16, 2004.

2) Limitations of Jeju Free International City and the birth of Jeju Special Self-Governing Province

Jeju Free International City is a strategy to secure national competitiveness by actively responding to the changing global economy, and it is a free international city that guarantees the freedom of economic activity as much as possible while ensuring the free movement of people, goods, capital and information in the Jeju area. On the other hand, at the Jeju level, the existing tangerine industry is in a stagnant state, and the tourism industry is also in a state that lacks the ability to respond to changing tourism patterns. It is a regional development strategy to overcome the limitations of attracting large-scale investments in Korea. (Kim and Yang, 2008) The "Jeju Free International City Special Act", which is the legal basis, was enacted and operated in December 2001. However, achievement of the original purpose that was to be achieved through the Free International City, namely, fostering a region where people, goods, and capital are free to move and where the convenience of business activities is assured as much as possible has not been achieved (Kim and Yang, 2008). In other words, visa waivers, international cooperation, international

environment, industrial development of state-of-the-art science and investment promotion, and special cases for tourism and culture given by the Jeju Free International city special law has limits for Jeju to be able to grow to be a "Northeast Asian economic hub country" (Kim and Yang, 2008). This is an action suitable for a Free International City Actions necessary for establishing financial infrastructure, regional development, tourism, securing comparative advantage with neighboring competitors, establishing plans and achieving goals - This is because there were limitations in various fields, such as granting financial authority and securing responsiveness for promoting regional administration (Government Innovation and Local Decentralization Committee, 2005). In particular, many regulations still persist in promoting the free international city development project. In addition, it was difficult to implement it as all authorities were distributed among the ministries. The effort to overcome regulations is the Jeju Special Self-Governing Province of the participating government. With the Jeju Special Self-Governing Province developing Jeju island as a competitive truly international free city, such as Singapore, Hong Kong, Madeira of Portugal, making Jeju as a local outpost, an ideal decentralized model which has maximum autonomy. (Kim and Yang, 2008).

3) Exploration of Jeju-type Autonomy Model and Strong Will of the President

Policies suitable for the local conditions of Jeju local communities self-development run the need for autonomy and groundbreaking special situations to realize the free international city initiatives that may have been raised (Kim and Yang, 2008). The result was searching for the "Jeju-type autonomous model". The Jeju Special Self-Governing Province configures "the Jeju administrative reform promotion committee" so that it can develop a Jeju-type autonomy model which maximizes the potential of the region and reflect the Jeju conditions and characteristics (Jeju Development Institute, 2004).

Searching this Jeju-type self-government model is an effort to successfully promote the free international city and to establish an innovative administrative system, as it seeks to find a self-

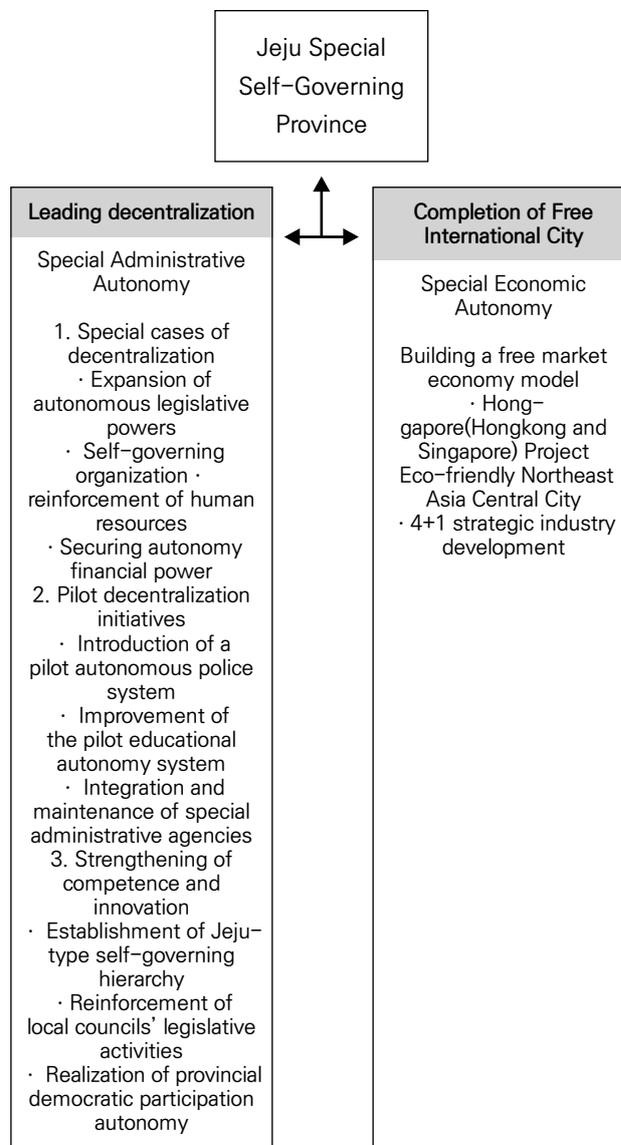
governing hierarchical structure of Jeju suitable for the Jeju region. As such efforts for local innovation combined with President Roh Moo-hyun's strong decentralization policy, Jeju Special Self-Governing Province was born.

In particular, on February 12, 2003, the President elect Roh Moo-hyun expressed a strong commitment during the Jeju itinerant debates held at the Jeju SME support center, if Jeju seems to have a strong desire to increase decentralization or autonomy, he would make the island a demonstration of local government decentralization. In October 31, 2003, he attended the Jeju Peace Forum held at Jeju Ramada Plaza Hotel. In the dialogue with the islanders held about Jeju becoming a free international city and promoting Jeju as a possible, successful Northeast Asia Region Central Hub. For this, he stressed that it is necessary to promote Jeju Special Self-Governing Province, which has a special status under the Local Autonomy Act.

In 2004, "The Jeju basic directions and practical strategy" study was conducted by the Jeju Development Institute and promoting a Jeju Special Self-Governing province was included in the participatory governments' "Decentralization: a five-year comprehensive plan" and it began to be promoted as part of the project. In addition, at a conference inviting Jeju local journalists held at the Cheongwadae guesthouse on March 3, 2004. President Noh mentioned that Jeju Island has a special personality, the demands of the residents are strong, and there are elements that are inappropriate for the promotion of a uniform national policy. He also mentioned creating an autonomous model city including rights to impose tax. On August 26, 2004, at the luncheon meeting of the Regional Innovation Debate held at the Jeju International Convention Center, the President once again expressed his strong will to promote Jeju Special Self-Governing Province, and the President himself revealed his will to take care of Jeju Special Self-Governing Province. Due to the President strong will of promoting Jeju Special Self-Governing Province, Jeju Special Self-Governing Province was launched.

2. Main contents of Jeju Special Self-Governing Province

〈Figure 1〉 Jeju Special Self-Governing Province System



source: Buchan Kim · Duksoon Yang, A study on the level of decentralization of the participatory government. Korean Society of Local Autonomy Law, Local Autonomy Law Research, 2007

First, the purpose of the Jeju Special Self-Governing Province was to lead the decentralization of the participating government. To this end, special cases of decentralization are being introduced, such as the expansion of autonomous legislation, reinforcing of autonomous organization personnel rights reinforcing personnel rights and securing autonomous financial powers. In addition, it is

leading the demonstration of decentralization such as the municipal police system, the educational autonomy system, and the integration of special administrative agencies, which are the core tasks of decentralization of the participatory government. In addition, it is preparing an institutional mechanism to strengthen regional competence and innovation, such as building a Jeju-type autonomous hierarchy, strengthening legislative activities of the local council, and realizing citizen-led participatory autonomy (Jeju Development Institute, 2004). Second, the completion of the Free International City. To this end, the Honggapore(Hong Kong-Singapore) project is being promoted to establish a free market economy model and strategies to foster eco-friendly Northeast Asian cities. Therefore, it can be said that the Jeju Special Self-Governing Province is a system in which the Free International City Plan, which is the development strategy of the Jeju, and the decentralization of the participating government are integrated. It can be said that it is an integrated approach to achieve the two goals of decentralization and the creation of a free international city (Kim and Yang, 2008).

1) Participating government's special case for leading decentralization

First, it is a special case of decentralization. In the report of 「Basic Directions and Action Strategies for Jeju Special Self-Governing Province」, which can be called the draft of the Jeju Special Self-Governing Province, the scope of the autonomous legislative powers of the special self-governing province should be secured as far as possible in order to fulfill the duties, powers and administrative responsibilities necessary for the exercise of autonomy as a free international city, even if it is not the state level of the federal state among foreign local governments (Jeju Development Institute, 2004). However, In practice, the scope of the right to enact the ordinance has not been expanded.

Through the “Special Act on the Establishment of Jeju Special Self-Governing Province and the Creation of International Free City”, the legislative power for this affairs was expanded by transferring some of the powers to Jeju Island, and the matters prescribed by Presidential Decree or Deputy Decree can be set directly by the provincial ordinance,

which allows the autonomous legislative authority to be expanded within such scope. (Kim and Yang, 2008).

Self-government authority personnel has been strengthened-Representatively, the Jeju Special Self-Governing Province stipulates that the composition of local councils and enforcement agencies of Jeju Autonomous Province can be changed as stipulated by separate laws, despite the provisions on local councils and enforcement agencies under the Local Autonomy Act (Article 8 of the Special Act). In addition, the Personnel Management Committee (Article 47 of the Special Act) and the Audit Committee (Article 131 of the Special Act) were newly established to prevent the abuse of authority and implement responsible administration as a checklist against the expansion of the self-governing organization and personnel rights of the Governor of the Special Self-Governing Province.

In terms of local finance, despite the provisions of Article 6 (1) of the Local Grants Tax Act, the general grant tax issued by the Minister of Government Administration and Home Affairs to Jeju Island is 3/100 of the total amount of common grant tax under the same Act (Article 124 of the Special Act). In addition, in order to secure stable finances for the development of the Jeju Self-Governing Province, the State establishes a separate account in the Special Account for Balanced National Development under the 「Special Act on Balanced National Development」 for the transfer of authority of the central administrative agency and the performance of national subsidiary projects. They made it possible to apply (Article 125 of the Special Law). Second, as a pilot decentralization initiative, the municipal police system, the educational autonomy system, and the integration and reorganization of special administrative agencies were implemented (Jeju Development Institute, 2004). Third, it is strengthening competence and innovation. The self-governing hierarchical structure in the province was converted into a single-story system. A resident recall system and a resident voting system were introduced in order to realize the residents-led participation autonomy.

2) Special cases of support for the creation of a free international city

The Jeju Special Self-Governing Province aims to develop Jeju into an eco-friendly international free city in Northeast Asia by introducing deregulation and global standards through the establishment of an “ideal free market economic model”. Through deregulation, the government aims to make all regulations a negative system and pursue global standards so that people, goods and capital are free to move and the convenience of business activities is guaranteed as much as possible (Kim and Yang, 2008). In addition, four core industries(Tourism, Education, Health, clean primary industry) suitable for the characteristics of the Jeju region and high-tech industries based on them are being promoted, and institutional special cases are given for implementation of the special act.²

Performance Analysis of Jeju Special Self-Governing Province

1. Improvements to the system and transfer of affairs

Since the launch of the Jeju Special Self-Governing Province, a total of 4,537 cases have been improved over five occasions, as shown in Table 5. Although the system is being improved every year, it is difficult to secure the sovereignty in office work in Jeju, which was declared by the Moon Jae-in administration, at the level of the state government of a federal state. It is necessary to shift the current system improvement approach to fundamental and innovative duty distribution. For example, state affairs prescribed by the Constitution and prohibited affairs that Jeju Island should not perform are presented by the central government, and other affairs are in principle made by Jeju Island, and disputes over territories are judged by the court.

〈Table 1〉 Major Contents of Jeju Special Law System Improvement

Division	Step 1 (Enacted on February 1, 2006)	Step 2 (Revised on August 3, 2007)	Step 3 (Revised on March 25, 2009)	Step 4 (Revised on May 23, 2011)	Step 5 (All revised on July 24, 2015)
Evidence	Proposal of Government Innovation Committee	Jeju Island's demand	Transfer of authority. Basic Plan for Regulatory Improvement	Government-led legal unit transfer	Jeju Island's demand
Main Contents	Establishment of Autonomous Decentralization System exclusion of the total labor cost system Balanced Special Account Establishment Upward of the right to adjust the tax rate (50-100%) Establishment of a self-audit organization belonging to the Governor the introduction of a municipal police system Easing basic regulations related to core industries Permission to establish autonomous elementary, middle and international high schools Transfer of authority related to tourism, such as foreign casinos Allow establishment of foreign medical institutions	Special Cases Concerning the Development of Core Industries Advanced Science and Technology Complex, Exclusion of investment ceiling on investment promotion district projects Special cases for the establishment and operation of foreign educational institutions are expanded. (Standard for establishment of high school or below, approval procedure, Korean admission rate increase Restrictions on the number of visit of duty free shops (4 times a year → 6 times) Expand Special Cases of Medical Tourism(Expansion of subsidiary business of medical corporation etc.)	Introduction of collective transfer by sector and function Collective transfer of the Tourism 3 Act (Tourism Promotion Act, Tourism Promotion and Development Fund Act, International Conference Industrial Promotion Act) Collective transfer of regulatory authority related to farmland and urban development Collective transfer of authority related to building and urban development except for tasks requiring national unity Establishing the basis for the designation of Global Education City Allow the establishment of international schools in the Global Education City	introduction of legal unit transfer Expansion of admission requirements for native to international schools (Allow existing 4th grade or higher to 3rd grade or lower) Establishment of the basis for support for the area around the civil-military hybrid tourism port Establishing the basis for designating creative radio utilization zones Prepare the basis for establishing a regulatory liberalization system Establish the basis for VAT refund Enhancement of autonomy in autonomous financial management (Jeju account business group integration)	additional transfer of authority and all revised Establishment of curfew authority for municipal police Establishment of personnel committee in administrative city Establish the basis for supporting national expenses for marine transportation of agricultural and fishery products from Jeju Island Complement of special cases of underground water development and use permit Prepare the old National Roads for the government funding. Prepare the foundation for the preservation of Gotjawal Reorganization of related laws and legal system and terminology applying easy-to-understand legal standards
	A total of 4,537 cases	1,062 improvements	278 improvements	365 improvements	2,134 cases improved
Evaluation	Establishing a framework for self-governing model cities and laying the foundation for competition at the level of free economic zones	Creating conditions above the level of the Free Economic Zone	Epoch-making Expansion of autonomy in the tourism, education, development sector	Establishment of the overall institutional foundation for the leap into a free international city such as education, health, investment promotion	Additional transfer of authority, supplementation of deficiencies and revision of the entire chapter and verse system
					698 improvements (Reorganization of related laws)

source: Research Service for Reinforcement of Autonomy and Decentralization of Jeju Special Self-Governing Province, Korea Institute for Local Administration, 2015

2) Except for the special cases granted under the Jeju International Free City Act, the new special cases for the promotion of the Jeju Special Self-Governing Province were included.

2. 2019 performance evaluation results

The Office for Government Policy Coordination and the Prime Minister’s Secretariat Special Self-Support Group, They annually evaluate Jeju Special Self-Governing Province’s Performance and summarized the 2019 performance evaluation information as an overall 85.7 point rating (earnings + survey). This rating fits in to the ‘good’ category. (Performance Criteria , 80 points or more and less than 90 points), which was 1.2 points higher than the previous year’s 84.5 points. On the other hand, in the evaluation conducted as a result of the questionnaire survey, the citizens of the province were said to be inadequate in terms of satisfaction with the executive agency of Jeju Island and the resolution agency, the Legislative. This result expresses the citizens’ distrust of public officials and politicians and also shows, the promotion and comprehensive evaluation of special autonomy was negative.

〈Table 2〉 Performance evaluation of Jeju Special Self-Governing Province in 2019

Result goal	Performance indicator	Goal Achievement	Appropriateness of the implementation process	Great case	Sum	Rank	Weight reflection	Remark
Status of Regional Decentralization	Performance of revitalizing the operation of the resident autonomy center	56	30	-	86	Good	94.6	
	Social Agreement Committee activities (2 years)	54.6	34.6	One	90.2	Great	81.2	Mid term
	Customer Satisfaction with Special Self-Governing Province				54.9	Inadequate	49.4	Survey
	Performance of operation activation to the audit committee	60	38	One	99	Great	108.9	
	Satisfaction level of citizens of the provincial assembly				48.7	Inadequate	43.8	Survey
	Achievement of revitalization of special operation of educational autonomy	53	35	2	90	Great	99	
	Efficient organizational operation through a single administrative system (Jeju Autonomous Province)	60	34	-	94	Great	84.6	
	Local tax expansion and local tax system operation performance	58	38	One	97	Great	97	
	Fiscal operation and activation of resident participation	56.9	36	-	92.9	Great	92.9	
	Performance of the self-governing police to strengthen resident security and improve operation	57	34	One	92	Great	92	
	Self-Governing Police Service Resident Satisfaction				56.2	Normal	56.2	Survey
	Customer satisfaction with special administrative agencies				68.4	Normal	68.4	Survey
	(Weight reflected) Total 968/11.9=81.2 / Performance 750.2/8.1=92.6 / Survey 217.8/3.8=57.3							

Creation of Free International City	Investment attraction and special use of development projects	53.4	30.5	-	83.9	Good	92.3	
	High-tech industry promotion performance	60	33	2	95	Great	95	
	Export increase promotion performance	57	34.3	One	92.3	Great	92.3	
	Satisfaction level for regulatory improvement				47.3	Inadequate	42.6	survey
	SME manpower development and technical support performance	53.8	34	-	87.8	Good	87.8	
	New and renewable energy industry promotion performance	60	32.8	One	93.8	Great	82.8	
	Attracting foreign schools and creating an English education city	53	31	One	85	Good	85	
	Performance of promoting foreign language education	57	35	-	92	Great	82.8	
	Promotion of qualitative growth of Jeju tourism	56	34.5	-	90.5	Great	90.5	
	Satisfaction level of domestic and foreign tourists				77.8	Good	70	survey
	Promotion of special cases for tourism industry promotion and fund management performance	56.4	36.1	One	93.5	Great	102.9	
(Applied weight) Total 935/10.9=85.8 / Performance 822.4/9.1=90.4 / Survey 112.6/1.8=62.6								
Clean Jeju	Achievements of expanding social welfare base	55	31	-	86	Good	86	
	Health care and health promotion achievements	58.8	30	One	89.8	Good	89.8	
	Achievements of promoting local culture and sports	56	33	One	90	Great	90	
	Satisfaction with improving health and welfare of the residents				59.1	Normal	53.2	survey
	Job seeker employment activation promotion results	53	34	One	88	Good	88	
	Performance of the implementation of the labor dispute judgment system	57	33	One	91	Great	81.9	
	Performance of strengthening competitiveness in agriculture and livestock industry	60	38	-	98	Great	98	
	Veterans Family Veterans Affairs, Compensation, Welfare Promotion Performance	53	36.5	One	90.5	Great	81.5	
	Performance of the implementation of the environmental impact assessment system	60	34.2	-	94.2	Great	84.8	
	Clean environment conservation and climate change response promotion performance	55.6	34.6	One	91.2	Great	91.2	
	Jeju-type transportation system construction performance	59	34.5	One	94.5	Great	104	
	Jeju Balanced Development Promotion Performance	57	32	One	90	Good	108	
	Performance of realization of residential welfare	60	27	2	89	Good	89	
Achievement of building a foundation for a household waste disposal facility	57	38	One	96	Great	86.4		
(Weight reflected) Total 1,231.8/13.8=89.3 / Performance 1,178.6/12.9=91.4 / Survey 53.2/0.9=59.1								
(Based on weight) Total 3,134.8/36.6=85.7 / Performance 2,751.2/30/1=91.4 / Survey 383.6/6.5=59.0								

source: Jeju Special Self-Governing Province 2019 Performance Evaluation, Office of State Affairs Coordination, 2020

Jeju Special Self-Governing Province's Completion Tasks

1. Introduction of a comprehensive distribution method

Currently, the method of distributing office work in Korea follows a comprehensive exemplary principle under the provisions of Article 9, Paragraph 1 of the Local Autonomy Act, "The local government handles the work belonging to the local government in accordance with the local government's jurisdiction and laws." Regarding the transfer of affairs, the individual law is revised. Accordingly, the Jeju Special Self-Governing Province is taking a legal bulk transfer method that discovers tasks to improve office work and systems and reflects them in special laws. It is not easy to secure Jeju's self-determination with this approach. In spite of the method of distributing private affairs under the Local Autonomy Act, for Jeju, the central government affairs prescribed in the Constitution and the affairs that the Jeju Special Self-Governing Province should not be in charge of are comprehensively illustrated, and all other affairs should be considered as the affairs of the Jeju Special Self-Governing Province. That is one step closer to the special autonomy of the federal state level that the Moon Jae-in administration talks about. If not, it is necessary to switch to a batch transfer method at least at a functional level. For example, it should be possible to transfer administrative autonomy and regional development powers in stages, transfer powers related to finance and taxation, and ultimately transfer powers other than national defense and diplomacy in bulk (Kang, 2017). In addition, the cost of handling the actual transfer authority should be supported.

Regarding the method of system improvement, there is a possibility that the current Jeju Special Self-Governing Province suggested and supported by the central government could face the limitations of groundbreaking initiatives and opposing arguments from each central ministry. For example, in 2019, the Jeju Special Self-Governing Province proposed an opinion to the Jeju Special Self-Governing Province Support Committee under the Prime Minister's Office on a plan to reform the system of direct election of the mayor, but decided not to accept it. Therefore, it will

be effective to establish a mid- to long-term master plan for system improvement jointly with the Jeju Special Self-Governing Province and the central government and promote it step by step according to the roadmap for each field. Through this, discovering Jeju Island's creative ideas based on the central government's philosophy of state administration and presenting visible results. Can secure momentum in the promotion of special self-governing provinces (Kang, 2017).

2. Mandatory support for necessary administrative means such as finance

Administrative means (human and physical assets) necessary for the execution of the affairs transferred from the central state to Jeju Special Self-Governing Province must be transferred together, and financially, total preservation of expenses incurred as a result of the transfer of authority must be made and mandatory. In particular, it is necessary to expand the autonomy of fiscal and tax systems. In order to realize financial autonomy, an institutional arrangement is essential for stable and continuous support of national resources through institutional special cases. Regarding special fiscal cases, although the 「Jeju Special Act」 stipulates the government's responsibility for the transfer of national taxes and collections to Jeju, it is nullified due to the current tax system and the logic of equity with other local governments. Currently, the central government's support for Jeju Special Self-Governing Province is still weak despite the establishment of the provisional tax statutory rate and Jeju Account. There is an urgent need for financial support special cases that can cover the increase in self-government affairs(projects) due to the introduction of the system of incentives for the abolition of municipalities and counties due to the launch of the Special Self-Governing Province, and reinforcement of the autonomous police, audit committee, and council functions and the transfer of authority to those entities. Therefore, in order to secure stable revenues and revenue sources in the long term, it is required to secure the right to autonomously tax by transferring the tax items specified in Article 4 of the Special Act. In addition, there is a need for institutional improvements such as raising the statutory rate of the common grant tax for stable fiscal income

and introducing the statutory rate of the local consumption tax (Yang, 2016). Therefore, the most practical way to expand the financial foundation of Jeju Special Self-Governing Province is to approach the securing of tax autonomy through the transfer of some tax items from national taxes to local taxes. Regarding the transfer of national taxes to local taxes, in order to overcome the problem of equity with other regions while maintaining the current tax law-related framework, it is necessary to stipulate some tax rules in the current Jeju Special Self-Governing Province special law and approach it with logic based on the principle of priority within the special laws. Income tax, special consumption tax, value-added tax, corporate tax, etc. can be considered for the transfer of some tax items from national tax, and it is judged that it is most effective for Jeju Special Self-Governing Province to receive corporate tax rather than local consumption tax of income tax or special consumption tax and value-added tax. If the plan of transferring the national tax is realistically difficult, it is necessary to actively review the transfer of the national tax collected from the Jeju area (Kang, 2017).

3. Decentralization and Separate Approach to Free International Cities—Establishment of special local governments

The beginning of the Jeju Special Act is the enactment of the 「Jeju Island Development Special Act」in 1991 . Later, in 2002, as the Free International City Plan was promoted as Jeju's 21st century vision, it was revised to the 「Jeju Free International City Special Act」. Although the name has changed, it can be said that the context are the same in that it basically contains the contents of local development protocol. Since then, the Special Act was revised into the 「Special Law for Establishment of Jeju Special Self-Governing Province and Creation of Free International City」 to lead the decentralization of the Roh Moo-hyun administration and successfully promote the Free International City. Local autonomy and regional development, especially integrating economic autonomy. The relationship between the two has close relationships and thus has a positive effect that can create mutual synergy. However, although leading decentralization and the completion of a free international city are interrelated, it is difficult to view the two as a single policy. The

promotion of the Special Self-Governing Province itself is not a means to complete a Free International City, but aims to lead decentralization, promote the development of local autonomy, and strengthen the self-determination of Jeju. Therefore, in order to secure a clear role and support a local government leading decentralization, and to establish the basis for granting a high level of autonomy to the level of a federal state government, it is also necessary to separate the current 「Special Act for Establishment of Jeju Special Self-Governing Province and Creation of Free International City」into the 「Special Act on Installation and Support of Jeju Special Self-Governing Province」and the 「Special Act on the Creation and Support of Jeju Free International City. In this process, to reinforce the successful promotion of Free International Cities, it is necessary to review the establishment of (provisional) “Jeju Free International Urban Development” having a special local government position for the promotion of Free International Cities.³

4. Promote horizontal decentralization within the region and establish cooperative partnerships with the central government

Through system improvement, 4,500 affairs were transferred to Jeju. However, with the exception of the duties that the province is essential to be in charge of, it is also necessary to boldly divide the administrative city or civil society, that is, regional decentralization. Nevertheless, due to the lack of competence of administrative city and civil society, drastic decentralization is not proceeding. This logic is also the basis for use by the central government as an opposition to the transferring of affairs demanded by Jeju. It is also the purpose of Jeju Special Self-Governing Province to establish a new life autonomy model through bold regional decentralization.

Sharing of the vision, goals, and philosophy of the central government and Jeju Special Self-Governing Province for Jeju Special Self-Governing Province should be prioritized, and consistent policy implementation should be maintained under the premise of trust and cooperation between the central government, the National Assembly and

3) Article 2, Paragraph 3 of the Local Autonomy Act of Korea stipulates that special local governments can be established if necessary to perform specific purposes other than the local governments referred to in Paragraph 1, and the establishment and operation thereof are prescribed by Presidential Decree.

Jeju Special Self-Governing Province. . Therefore, it is required to reestablish the partnership with the central government that can actively consult and reflect on the central government's strong will and institutional improvement. The future process requires endogenous development strategies and efforts to increase the level of autonomy of local media, local businesses, civic groups, and residents based on resident participation (Yang, 2016).

5. Revitalization of local governments

Although 15 years have passed since Jeju Special Self-Governing Province was launched, there is still a lot of controversy over the abolition of the local government and the achievements of Jeju Special Self-Governing Province. In particular, the controversy over the hierarchical structure of the current province-administrative city-eup-myeon-dong is intensifying. The problems arising from this hierarchical reorganization include the weakening of democracy in the local administration, the emergence of imperial provincial governors, the intensification of the authoritarianism of the bureaucracy, the restriction of residents' participation in regional issues due to the abolition of the local government, and the worsening of the development gap between regions. In addition, it is pointed out that policies suitable for local conditions have not been established, and the quality of administrative services and accessibility of residents have declined as competition among local governments has disappeared. In addition, the central government's financial support is also decreasing as time goes by, and this is pointed out as a factor due to the statutory system of local grant tax introduced to ensure the stability of the central government's financial support.⁴ This problem and controversy originated from the system problem of hierarchical reorganization. Due to the recognition of this problem, the issue of the

resurrection of local governments emerged as an election issue during the 5th civil election process in June 2010, and the introduction of Jeju-type local governments currently envisioned by the Jeju Special Self-Governing Province is the system of direct election of the mayor of the administrative city. It is a model that elects a mayor directly but does not constitute a local council, and is a plan to improve the responsiveness and democracy of the residents, which is arising from the abolition of the existing local governments. This is mainly viewed as a result of examining feasibility. However, first, since there is no real autonomy right, there is a fundamental limitation in the participation of residents and the performance of autonomy functions. Second, there is a possibility of conflict and friction with the Provincial government in handling office and personnel affairs, and if the head of a group is elected by the direct line of residents, conflict and confrontation with the Province as a political representative organization may result. This will decentralize the citizens' capabilities due to another debate. Therefore, it is necessary to convert the current administrative city into a local government with a legal personage. This is the previous form of the relocation of the Special Self-Governing Province in 2006, and the city has a legal personage and forms local councils and heads of organizations by election of residents, and becomes a local government with self-government affairs, tax rights, and legislative powers. In addition, a readjustment of autonomous areas must be followed.

Conclusion

Jeju was an island on the periphery and of isolation. The island, surrounded by the sea that brought disconnection from the outside, is now transforming into a land of new opportunities. Jeju, where it was difficult to even maintain the daily lives of residents, is leading the decentralization of the country and transforming into a space for economic activity for people around the world. Through this, Jeju residents will contribute to the abundance and national development. In particular, the Jeju Special Self-Governing Province believes that it will accelerate it.

Jeju Special Self-Governing Province is a special

4) These problems were raised during the discussion on the reorganization of the hierarchical structure. How to efficiently distribute functions due to the resolution of redundancy between military functions and the occurrence of new administrative demand. In addition, when the mayor becomes an appointment system, the authority of the provincial governor (the head of the metropolitan government) who has the right to appoint is relatively increased, and the mayor can do the work with confidence. Along with the controversy over whether it can be handled, there have been discussions on how to prepare an institutional mechanism to control the position of the mayor, guarantee of tenure, and the authority of the provincial governor. In addition, there were policy concerns about how much the municipal council could cope with the part that the basic council was in charge of in that the basic council, the foundation of grassroots democracy, could be retreated if the system was reorganized.

local government with a high degree of autonomy that has self-contained all affairs except for the original functions of the state such as national defense, diplomacy, and security. It aims for autonomy at the level of the Hong Kong Special Administrative Region or an US federal state government. It is an area where Jeju residents have complete self-determination to draw their own future. The central government has also made comments on this, and the citizens of the city take it for granted. Nevertheless, there are many local residents who have questions about the central support for the Special Self-Governing Province. There is a self-mocking criticism that the only thing left is the name of Jeju Special Self-Governing Province and that the loss is the local governments. However, the emergence of the Moon Jae-in government is expected to become a new engine for the promotion of special autonomy. The Moon Jae-in administration has selected and is pursuing a national task to make Jeju a special self-governing province at the federal level. In line with this, if the Jeju region also gives the right to self-determination through the special self-governing province, it is absolutely necessary to strengthen the local autonomy competency that can lead regional development by actively utilizing it. It demands the transfer of the authority and affairs that have the right to self-determination, but it is natural to transfer human and material resources within the scope of handling the transferred affairs, but it must have strong independence that it is possible to secure the necessary financial resources by itself. Now, it can be said that Jeju is at a new turning point. Whether it will remain at the level of 1% of the population nationwide or whether Jeju will leap into the world is entirely dependent on the level of its autonomous capability. Now, local development main agents and general residents must be newly armed with a cool-headed mind of creating a new Jeju.

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