Abstract

Purpose: This study aims to examine the current status of citizen participation in the self-governing police system, which has been implemented since July 1, 2021, focusing on metropolitan municipalities in Korea, and to suggest improvement plans for revitalization.

Method: The research method was based on the website of local government, government statistics data, and academic papers.

Results: The current citizen participation in the self-governing police system is limited to formal participation because there is a lack of system and support to be a citizen participation.

Conclusion: As an improvement plan, first, it is necessary to open a unique homepage and strengthen the publicity in order to actively encourage citizens' participation. In other words, it is necessary to actively promote and provide institutional support so that local citizens can actively know and participate in the main policies of the autonomous police committee. Second, active interactive communication plans should be sought to promote citizen participation (regular meetings, holding briefing sessions, etc.). Third, it is necessary to seek cooperation in the level of co-production in the security services. Fourth, it is the enactment of ordinances by local governments that can activate citizen participation. Fifth, the activation of citizen participation through the network construction of police cooperation organizations and civic groups related to security services should be promoted. For the successful settlement of the self-governing police system, citizen participation should be activated so that it can be a police activity that meets the needs of residents and the residents who are the purpose of the self-governing police system.

[Keywords] Autonomous Police System, Citizen Participation, Active Interactive Communication Plans, Network, Cooperation

1. Introduction

The autonomous police system, which was introduced and implemented on July 1, 2021, is based on the "National Police and Autonomous Police Organization and Operation Act" and the "Regulations on the Organization and Operation of Autonomous Police Affairs and City/Do Self-Governing Police Committee". The full revision of the Police Act emphasizes the purpose of introducing the self-governing police system as 'resident-friendly' and 'appropriate to the needs of local residents', but the regulations on citizens' participation are very insufficient.

First, the ideology of the autonomous police should be able to provide security services suitable for the local situation by distributing the power concentrated in the central government to the provinces as decentralization and reflecting the opinions of the local government on the police administration as much as possible[1]. Second, it is democracy. The autonomous police
system means that the doctors of local residents are actively reflected in the police administration, and the police administration by local residents is carried out mainly by the local residents[2].

This idea means that discussion of citizen participation should be based on. Officially, Chapter 4 of the National Police and Autonomous Police Organization and Operation Act, the City/Do Self-Governing Police Commission (Article 18–27), may participate as a City/Do Self-Governing Police Commissioner, but the number of qualifications and participation targets is very narrow[3].

This situation is questionable whether it can realize the goal of providing security services that meet the needs of local citizens reflecting the characteristics of the region for the purpose of introducing the autonomous police system[4]. Therefore, this study will examine the current status of citizen participation promoted by each city and provincial police commissioner and present the development plan.

2. Theoretical Discussion on Citizen Participation and Co-production

2.1. Citizen participation

1) The background of citizen participation and meaning of participation

Participation is generally beneficial in that it enhances government responsiveness and avoids democratic qualities and attitudes to citizens[5]. Furthermore, if experience and knowledge are accumulated through participation, citizens will have political efficacy that they can affect the political system[6]. In addition, participation will lead to the cultivation of community consciousness[7], and it can be an opportunity to learn to fold unilateralism and become a good citizen for common problem solving.

Citizens' participation is being actively demanded as a solution to the failure of the government and the efficiency of other resource allocation is weakened and the administrative nationalization phenomenon is deepening, resulting in complaints about representative democracy system from the West in the 1960s and 1970s[8]. Citizens' participation is essential for the formation of sound local governance along with the trend of decentralization, and the fact that the current representative democracy system does not properly reflect the people's interests of local residents is noted in that it can increase the responsiveness of government organizations to the preference of residents and become an important mechanism for strengthening the capacity of residents.

Citizen participation is a very important means from the perspective of participatory democracy. If we understand it as an act that aims to directly or indirectly affect the policy through participation of citizens, it can be said that it is an important system that can supplement the problems of representative democracy.

2) The concept of citizen participation

According to the conceptualization of citizen participation, it can be divided into four dimensions: Choi, Choi, Choi, First, the concept of Choi-Choi is the recruitment of policy makers and the activities of ordinary citizens[9], to exert considerable influence on the selection of policies. The concept of consultation includes support activities for the government and is defined as citizens activities for the influence and support of the government[10]. The concept of broadness is to use terms such as political behavior, political participation, etc. to participate in the decision and enforcement process of policy and to mean voluntary actions of citizens who ulti-
mately have direct or indirect influence on political choice (including protest and protest, violent activities)\[11\]. The broadest concept is the concept that includes attempts and behaviors that influence the production and distribution of public goods\[12\]. Cunningham\[13\] defines civic participation as a process in which ordinary residents of the community exercise power over decision-making related to the overall problems of the community. In addition, it is defined as the intended activities\[14\] to exert influence by directly or indirectly engaging in the government's policy-making process, or as the procedures\[15\] to actively engage in the administrative and policy processes of local governments.

In addition, according to the participation type, the most cooperative includes the demands and opposition to the government, political participation, etc., and the government-friendly activities in consultation. In the broadness, aggressive/violent activities, and in the broadness, consciousness and civic activities other than the government area\[16\]. In other words, citizen participation is an act that ordinary citizens try to influence in the administrative process, and it includes the activities of co-production that affects policy decision and provides public goods by citizens themselves\[17\].

Recently, with the advent of e-government, electronic participation (e-participation) is actively introduced\[18\]. Online civic participation has attracted attention in that it overcomes the limitations of existing representative democracy in political aspects and enables direct democracy to be realized\[19\]. Online civic participation is expected to contribute to the expansion of electronic democracy (e-democracy) presented with the emergence of e-government\[20][21\].

3) Types of civic participation

Arnstein divided into non-participation (manipulation/therapy), formal participation (information provision/counseling/resilience), and substantial participation (cooperation/authority delegation/citizen control) based on citizen's participation in policy making and subdivided it into 8 stages\[22\]. According to institutional and non-institutional participation can be distinguished according to legal basis\[23\].

Table 1. Arnstein citizen participation eight-step theory.

<table>
<thead>
<tr>
<th>Step</th>
<th>Participation stage</th>
<th>Participation form</th>
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<tbody>
<tr>
<td>8</td>
<td>Citizen Control</td>
<td>Substantial participation</td>
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<tr>
<td>7</td>
<td>Delegated Power</td>
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<tr>
<td>6</td>
<td>Partnership</td>
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<td>5</td>
<td>Placation</td>
<td>Formal participation</td>
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<td>4</td>
<td>Consultation</td>
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</tr>
<tr>
<td>3</td>
<td>Informing</td>
<td>Nonparticipation</td>
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<tr>
<td>2</td>
<td>Therapy</td>
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<tr>
<td>1</td>
<td>Manipulation</td>
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2.2. The theory of co-production

1) The background of co-production theory

The social problems faced by modern society are not just solved in either government or private sector, but it shows that it is difficult to find alternatives unless it is a way of cooperation between the government and the private sector.

In particular, in the process of such cooperation, the government and the private sector need a cooperative relationship that shares the plan to responsibility beyond the extent of a little support or cooperation in providing the leading administrative services of either side\[24\]. From
this point of view, co-production theory emerged from the late 1960s. This co-production can contribute to the reduction of administrative costs and the practice of democratic administrative services through various opinions, and is recognized as an alternative to cope with various administrative services demand in a limited financial scale[25].

2) Definition of co-production

In the definition of the concept of co-production of urban public services, Whitaker & Sharp regards co-production as ‘active citizen participation in service supply or joint production activities of citizens and government’, and Kiser and Percy divide producers of public services into regular producers and consumer producers, and define co-production as ‘cooperative service production activities between government bureaucracy as regular producers and citizens or customers as consumer producers’[26]. And Rosentraub and others view co-production as ‘the citizen’s contribution to the production of services in cooperation with the government, and the consumer’s position as supplier at the same time’[27].

Co-production should consider the concept of 'cooperation' in conceptual discussion. This cooperation means cooperation between the public and private sectors, and co-production on a macro level can be seen as a type of private cooperation. Therefore, co-production tends to discuss not only active cooperation but also passive cooperation, which means private cooperation, and the conceptual range is determined accordingly. In the active co-production, the private sector does not only provide simple advice on the government-led public policy and service development process, but also becomes the subject of design, operation and management of policies in cooperation with the government.

According to the concept of co-production, it is possible for the private sector in co-production to play a role as co-producers who share the responsibility of service with the government[28], so it is necessary to share not only the plan, decision, and delivery of policies but also the evaluation of post-production results and the responsibilities that follow.

3) Type of co-production

Rich dividing co-production into active and passive activities, while simultaneously having negative consequences for local society (not reporting crime, neglecting fire risk). It was divided into false reporting, destruction of public property, and juvenile crime group behavior) and positive results. Active activities are divided into individual and collective ones, and co-production is divided into six types[29].

The types of co-production are largely classified into several types according to two criteria.

First, do citizens work individually or in groups? Second, they cooperate with the government to control each other’s expectation level and behavior in their activities. Therefore, the level of cooperation between citizens can be set as one axis, and the level of cooperation between citizens and the government can be divided into four types[30].

Figure 1. Public security service co-production type.
3. Current Status of Citizen Participation Following the Introduction of the Autonomous Police System

3.1. Jeong special self-governing city

Sejong City Autonomous Police System It is expected that three solutions will be prepared, including the establishment of a citizen participation system and the expansion of the traffic safety deliberation committee. Recently, Chairman Kim Hyun-Ok of the Special Committee on Citizen's Impression and Decentralization said in a press conference that he decided to promote the best floor operation, the operation of the traffic safety deliberation committee,

The citizen-centered network, 'Citizens' Maru', was organized and operated to reflect the voices of citizens to the local police. The implementation of the Autonomous police system has established a system in which citizens can actively reflect citizen's opinions as the decision-making body of police services, and when citizens find out the security problems of the local community and seek solutions, the Autonomous police committee decided to make them policy.

In addition, the Ordinance on the Establishment and Activation of Collaborative Governance System in Sejong Special Self-Governing Province as a Citizen Participation Ordinance. Sejong Special Self-Governing Province, the Basic Ordinance on Citizen Participation and others are enacted to support the participation of the citizens.

3.2. Daegu metropolitan city

Daegu City Autonomous Police Committee, Citizens-centered Network Council Operation Regulations, etc.

The Daegu Metropolitan Police Commission has held its 13th regular meeting at the meeting room of the committee at 2 pm on June 6 to enact and resolve the regulations on the operation of the citizen-centered autonomous police network council and speed up institutional infrastructure maintenance.

The decision on the establishment and operation of the Citizens-Centered Autonomous Police Network Council will make it clearer that the system can collect various opinions of the community on the Autonomous Police System, which will give more momentum to the operation of the Citizens-Centered Network Council, which is the first policy of the Daegu Autonomous Police.

3.3. Others city

Busan has formed a network for promoting resident-friendly projects that identify and improve regional security issues through civil, government and academic collaboration, and Chungcheongbuk-do is promoting the 'autonomous police policy field advisory group' for communication with the residents.

4. Problems and Development Plans of Citizen Participation in the Autonomous Police System

4.1. Problems with citizen participation

First, the level of citizen participation in the current status of citizen participation following the introduction of the self-governing police system is limited to formal participation, and the composition ratio of gender is not reasonable. (You can participate as a member of the Police Committee, but it is a small number and the subject of participation is very narrow)[31].

Second, there is no resident participation system, there is no independent homepage, it is
insufficient in the homepage composition, and there is not enough contents for citizens to participate directly.

Third, citizen-centered participation policy is insufficient. Some municipal and provincial autonomous police committees present policies through citizen participation as major security policies, but many of them have changed some of the existing policies or stayed in venture marking level, so actual participation of residents is not done[16].

4.2. A plan for the development of citizen participation in the autonomous police system

1) Regular policy proposal system competitions shall be held.

Like the policy proposal system promoted by Daegu Metropolitan City and Gyeongsangnam-do Autonomous Police Committee, regular policy proposal contests should be held regularly to encourage citizens to participate actively.

2) The Autonomous police committee should establish its own website.

Currently, the Korean Self-Governing Police Commission is not building its own homepage (using part of the homepage of local governments), so it is necessary to establish its own homepage and activate online residents' participation because there is a limit to residents' participation.

3) Local governments shall enact ordinances related to civic participation

Local governments shall establish an ordinance to promote residents' participation and prepare a system for residents' participation.(Ordinances on the Establishment and Activation of a Cooperative Governance System in Sejong Special Self-Governing City [Enforcement Decree of the same Act]; Sejong Special Self-Governing City Basic Ordinance on Citizen Participation [Enforcement Decree 2021.07.15.])

4) Plans for vitalizing citizen participation

First, it is necessary to establish a unique homepage and strengthen the publicity in order to actively encourage citizens' participation. In other words, it is necessary to actively promote and provide institutional support so that local citizens can actively know and participate in the main policies of the autonomous police committee. Second, active interactive communication plans should be sought to promote citizen participation(regular meetings, holding briefing sessions, etc.).

Third, it is necessary to seek cooperation in the level of co-production in the security service. Examples) Establishment of a women's safety platform, establishment of a children's safety platform (traffic accident), establishment of a suicide prevention platform, etc.

Fourth, it is the enactment of ordinances of local governments that can activate citizen participation.

(i) Ordinances on the Establishment and Activation of a Cooperative Governance System in Sejong Special Self-Governing City (Enforcement Decree of the same Act);

Sejong Special Self-Governing City Basic Ordinance on Citizen Participation [Enforcement Decree 2021.07.15]

Fifth, the activation of citizen participation through the network construction of police cooperation organizations and civic groups related to security services should be promoted.
5. Conclusion

This study aims to examine the current status of citizen participation in the self-governing police system, which has been implemented since July 1, 2021, focusing on metropolitan municipalities in Korea, and to suggest improvement plans for revitalization.

The current citizen participation in the self-governing police system is limited to formal participation because there is a lack of system and support to be a citizen participation.

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For the successful settlement of the self-governing police system, citizen participation should be activated so that it can be a police activity that meets the needs of residents and the residents who are the purpose of the self-governing police system.

6. References

6.1. Journal articles


6.2 Books


7 Appendix

7.1 Authors contribution
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