

116-0002

ISSN 2423-8279

2-20-7 Arakawa Arakawaku Tokyo Japan

International journal of  
**police and policing**

2019 4(1)

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**J-INSTITUTE**

Publication state: Japan  
ISSN: 2423-8279

Publisher: J-INSTITUTE  
Website: <http://www.j-institute.jp>

Corresponding author  
E-mail: [nayltd@semyung.ac.kr](mailto:nayltd@semyung.ac.kr)

Peer reviewer  
E-mail: [editor@j-institute.jp](mailto:editor@j-institute.jp)

<http://dx.doi.org/10.22471/police.2019.4.1.01>

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## The Improvement Plan for POLICE English Test Utilizing ESL Classroom Activity

Yi Jae-il

*Semyung University, Jecheon, Republic of Korea*

### Abstract

*The purpose of this study is to examine the appropriateness of the Korean police English test, to analyze the test types, to discuss the related issues, and to find out the effective employment method of police officers by conducting more efficient English test. This study examines the types of police English tests currently being conducted and looks at how they relate to police job relevance and how helpful they are. The results of the study are as follows.*

*The current police English test is presented as a multiple choice type, and it is judged to be a type that examines the degree of knowledge related to English, not the type that assesses the actual use ability of English. It is designed to find the correct answers based on the candidate's grammar and vocabulary knowledge, so it does not have much effect on practical help when using English in real working environment. In a real working environment, when a common police officer uses English, communication and understanding based on mutual communication become a prerequisite. However, current testing does not meet these requirements. Therefore, the items used in the police recruitment test also need to be modified to meet the conditions. The most appropriate type of test for assessing English proficiency is judged to be essay writing and in-depth interview. This test type is effective in identifying the candidate's language proficiency and expressiveness. Changes in the type of English test will have a direct impact on the police work activities and should be improved with close attention.*

**[Keywords]** *Foreign-Affairs Police, Police Recruitment Test, Foreigner-Related Crimes, ESP & EOP Training, Problem-Solving Ability*

### 1. Introduction

English learning in Korea has a considerable impact on the selection process of career groups. The most essential skills in the era of globalization are related to the recognition of English communication skills as the most essential condition, and as a result English tests are included as an integral part of the majority of employment and selection exams in Korea. Many civil servant candidates including police officers spend a lot of time and effort to prepare for the English test but there is a strong concern that the test is not linked to job utility. It is recognized that the English

test, which is included as a required course in the police officer examination, is not practicable because it is not linked to the job performance of the police officer in reality[1]. In order to improve the problems of the police English test, it is necessary to introduce the test of the English ability test focusing on the communication ability evaluation type instead of the test question type of the discrimination test using the high-level vocabulary which is practically not that useful in the real world. Official police officer tests for police recruitment include English courses for assessing applicants' English ability and diagnosing basic competencies to perform job

skills. It is a common conclusion that all police officers who have passed the examination of police officers which have such a role should meet the precondition that they have the basic English ability. However, there are various research results that the English ability of police officers in Korea is below expectations. This is because the English test which aims to test the English proficiency of the candidates does not reflect the actual situation accordingly it is not effective for cultivating the English ability needed in the actual work environment after the applicants are appointed. This study examines the limitations and improvement points of the Korean police English test and to improve the English proficiency of the police officers by applying a better method of recruiting police recruiting English test. The practical effectiveness of the police English test needs to be enhanced through correlating test type with the job relevance. In result, it will help to improve the quality and quantity of foreign crime handling and civil service.

## 2. Theoretical Background

### 2.1. Increasing numbers of foreign visitors

According to the statistics of the Korea Tourism Organization(KTO), the number of tourists visiting Korea from 2016 to 2018 have an annual average of more than 15 million visitors.

**Table 1.** Tourist number change trends.

Year	Total
2016	17,241,823
2017	13,335,758
2018	15,346,879

Note: Korea Tourism Organization : <http://kto.visitkorea.or.kr/>

Compared with past, the number of foreign visitors has increased dramatically and the number of foreigners visiting Korea is expected to increase even more in the future considering the consequence.

The nationality of tourists is very diverse, and visitors from Asian countries are the most frequent visitors. This phenomenon is a natural result considering the regional char-

acteristics. However, considering the development of transportation and the trend of globalization, it is expected that more diverse visitors will increase in the future.

**Table 2.** Number of visitors by Region.

Region	2018.7
Asia	1,014,416
America	112,761
Europe	88,304
Oceania	14,735
AFRICA	5,055
Middle East Asia	21,810

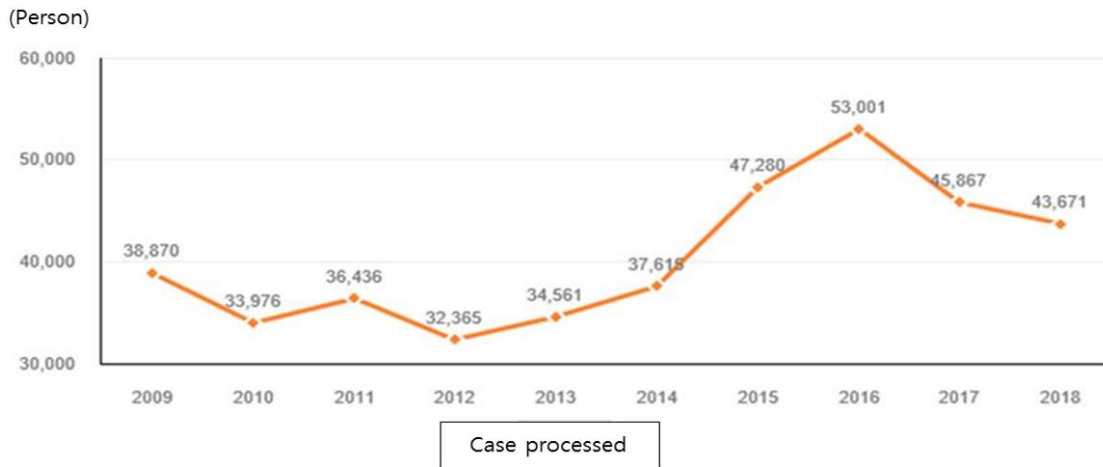
Note: Korea Tourism Organization : <http://kto.visitkorea.or.kr>

These tourists would definitely prefer to use their mother tongue for communication, but if they cannot use their most preferred language, they will have to use the most popular lingua franca, English. Foreigners who are staying in Korea for a short or long term also use English for communication. This is because English is the language with the most extensive linguistic characteristics that people in different native languages use to communicate with each other. In result, the result of the status of the English language as the lingua franca is becoming stronger. In recent years, 'Globish(Global + English)', which uses simple expressions, is gaining popularity in non-English speaking countries[2][3]. It is considered that approximately 1.5 billion people worldwide are able to communicate in English.

### 2.2. Status of crime and civil complaints related to foreign residents in Korea

In response to the growing number of foreigner-related crimes and civil service, the need for professional coping personnel has arisen, and foreign police and tourism police have been formed to deal with related matters[4][5]. Figure 1 illustrates foreign-related case processing status from 2009 to 2018. In 2017 and 2018, related figures are falling because of the decrease in Chinese visitors due to diplomatic problems. Not all police officers who have passed the police appointment test are required to be fluent enough to speak English similar to a native speaker. It is not practical for all police officers to learn and

**Figure 1.** Foreign-related case processing status.



Note: Prosecutor's Statistical System.

use English fluently, and it is true that there is no need for officially appointed officers to be fluent English speakers. Nonetheless, police officers must have basic English speaking abilities because they have a duty to protect Koreans and foreigners and provide related services due to the job characteristics of the police role. It can be seen that the police officers should be able to communicate basically with the foreigners staying in Korea according to the background of the globalized era. In the domestic situation where foreign residents and tourists exceed 15 million people per year, the problem of language communication inconvenienced by foreigners is one of the main factors that make foreigners visiting Korea hesitate to visit again. Therefore, a realistic solution is needed to solve these problems.

### 3. Police English test Needs

#### 3.1. Professional workforce shortages

Foreign professional police in Korea are divided into two categories, foreign-affairs police and tourist police. The proportion of foreign-affairs police officers specializing in foreign language work among police officers is very low compared to the ratio of foreigners residing in or visiting Korea. It is not realistic for foreign-affairs police officers to be able to

put on the scene immediately or to help them in the process of handling emergency work against foreigners. In the case of foreign-affairs police officers, the majority of police officers are selected from open recruitment and the proportion of foreign-affairs police officers who didn't receive professional training is over 30%.

The main tasks of foreign-affairs police are based on helping to facilitate international investigation and international exchange and cooperation. In addition, the activities of foreign-affairs police officers are not limited to domestic ones but have a characteristic of handling a wide range of tasks such as international cooperation activities[6]. These police officers have the specificity to be fluent in foreign language to deal with foreigner related crime and investigation but due to lack of manpower they neglect to deal with general crime or civil service. Of the 244 police stations, there is not one where there are independent foreign affairs departments. In addition, since there are not any foreign-affairs police officers in more than 60 police stations, police officers who are in charge of other duties perform foreign affairs duties.

In addition to foreign-affairs police officers, a tourist police officer who deals with the tasks of tourists is also present in the police of Korea and is carrying out actual work. The duty of Korea's tourism police is to protect foreigners who are primarily tourists from



crime and minimize the inconvenience of tourists through tourist related service activities. However, the ratio of tourist police is not high, and most of them are located in famous tourist areas and only limited activities are being performed. Therefore, the need for English language ability of general police officers is increasing more and more.

There are fundamentally three methods that can be proposed to solve this problem. First, there is a way to reduce the proportion of workload done per foreign-affairs police officer through the increase of external manpower. This means that there is a burden of considerable time and expense in establishing and implementing a systematic workforce increase plan for the related research and the expansion of the budget for the training of professional manpower. Second, there is an option to improve the job ability of current police officers and candidates at the stage of employment through thorough verification and training on foreign language proficiency ability that affects the utility of civil service and crime. Third, supporting the task of handling foreign tourists and foreign residents in Korea through the increase of tourist police forces would be a possible scheme. Among these measures, the increase of the foreign-affairs police and the tourist police cause the increase of the budget scale, so there is a necessity of support from the government at the initiative level, and the enlargement of the tax burden can cause side effects such as tax resistance. Considering the current situation of international exchange increase, it is considered that the most effective and practical method is to utilize the existing manpower by enhancing the international police crime and complaint handling service ability of the general police force[7]. In order to do this, it is imperative to revise the current police English test and improve the test type so that the assigned police officers can efficiently deal with foreign affairs.

### **3.2. Police english test type analysis**

The number and content of the questionnaires in the 2019 English Police Tests are as follows: Grammar(4 items) 20%, Vocabulary (5 items) 25%, Everyday English(1 item) 5%,

Reading (10 items) 50%. The test questions types have maintained the same as the past police examinations in terms of the type and difficulty of the question types. Like the previous English tests in police, there is a strong tendency to maintain the same type of arrangement.

Unlike the rapidly changing modern society and the domestic environment, the police English test, which consists of 20 questions that seem to be obsessed with discriminating type, is focused on finding out the applicants' common knowledge of English grammar and their vocabulary[8]. This is not enough to assess the applicant's ability to use English, and these types of tests do not help to perform tasks in a working environment of the police officers.

At present, the English test of police officers in Korea is presented as a multiple choice question type like the other subjects. In countries such as the United States and Japan, language proficiency and expressiveness are evaluated through essay writing and interview. In Korea, the test questions are given in a multiple choice form and there is a question as to whether this multiple-choice type of test is effective in assessing applicants' abilities[1].

There are advantages and disadvantages of essay test and multiple choice test forms. Descriptive items are effective in dealing with complex abilities such as creativity, judgment, and logical thinking ability through evaluation of a wide range of knowledge, but they have difficulty in scoring criteria and acquisition of securing fairness. On the other hand, the multiple-choice type has a high standard of scoring and objectivity, but has a weakness in evaluating high intellectual ability of the candidates[9]. In the evaluation of logical judgment ability to comprehensively evaluate the qualities that the police officer should possess, judge that the descriptive problem-solving method is more appropriate. Therefore, applicant's expressive power and logical power should be evaluated through the descriptive type test, essay writing, and in-depth English interview.

### 3.3. Usefulness of English proficiency in selection of professional manpower in police force

Korea is relatively safe and secure, but foreigners who are unfamiliar with the culture can feel relative instability. For this reason, the introduction of tourism police has been planned and implemented. The main duty of the tourist police is to prevent crime in tourist area, to maintain basic order, and to resolve the complaints about tourist inconveniences. As the foreign-affairs police officers, the tourist police officers are basically composed of police force that are fluent in foreign languages[10]. The foreign language that is used as the selection criterion of tourism police in Korea is limited to English, Chinese and Japanese. Since the nationality of foreigners visiting Korea is very diverse, there are opinions that the range of foreign languages should be expanded in the selection regulations. In addition, the percentage of domestic visitors is the highest among Chinese and Japanese but the ratio of foreign language proficiency in tourist police is known to be English.

Based on the suggested fact, it is argued that foreign language speakers other than English should be preferentially selected, but this is caused by the mistake of determining the means of communication based on the nationality of visiting foreigners. The most popular language used by people using different native languages for communication is English. This phenomenon can be applied anywhere in the world. The best language for communicating ideas and opinions among people using different languages is their mother tongue. However, it is not possible to construct a police force capable of speaking all kinds of languages in the world, so it is assumed reasonable to use the language by mutual agreement as the criteria for selection of a tourist police to enable minimum communication[11]. Unless everyone can understand others' native language, the best language for mutual communication is the most popular lingua franca, English[12][13].

## 4. Fluency Improvement Plan

### 4.1. Applying ESP training

ESP has a goal-oriented character rather than an English education that focuses on learning English. It is designed not only to learn practical English but also to help the learner to communicate in working environment[14][15]. Therefore, ESP learning with high level of practical relevance in English learning process is effective for job utility[16][17]. The most important areas of English proficiency that primary police need to deal with foreigners are speaking, listening, and reading areas. This is the most basic and essential part of communication through language. After acquiring these skills, it is appropriate to learn writing areas. In result, the process of evaluating the applicant's English ability through examinations, speaking and listening should be considered the most important. The English proficiency test that the police English test should aim for should be based on the EOP, which is a kind of ESP[18][19]. Candidates are encouraged to improve their English skills through Task Based Language Learning that meets the English proficiency test based on EOP. It is necessary to select the most important contents for job performance through the job analysis as the type of the English test for police and apply the most necessary communication skills in job performance to English proficiency evaluation[20].

If we look at the current types of police English test questions, there are basically 4 vocabulary items, 5 grammar items, 10 reading comprehension, and 1 everyday English comprehension. These tendencies have been maintained for the past 4 ~ 5 years. In the domestic situation where foreigner crime and civil complaints are increasing, English test for police officers cannot be considered as a standard for evaluating the English ability required for the work ability applicable to the actual working environment. Thus, current English test needs to be reorganized into English proficiency test items that match reality. In order to verify the applicant's actual English ability, the test should be replaced with a type of question that can confirm the problem-solving ability in actual work activities regarding foreign visitors.

## 4.2. English proficiency improvement plan utilizing ESL classroom environment

What is needed in the police English proficiency assessment is the kind of ability assessment used in the ESL environment. The ESL classroom environment is based on a communicative teaching environment between a teacher and learners comprising less than 10 students. The instructor describes the vocabulary, grammar, culture, etc. in the target language and gives the explanation and usage of the syntax used in the specific situation. The learners do not accept class contents passively, but they actively ask questions and acquire the familiarity of the target language through the process of learning while using the contents of the learning directly or indirectly in the classroom environment[21]. When dealing with foreigners, it is often necessary to use English which has a strong tendency as an official international language.

Explanation based on communication with foreigners is necessary in the process of civil service or legal proceedings related to foreigners. Accordingly, it is very similar to the ESL class environment that it is possible to reach problem solving through mutual communication of situation explanation and process description of foreigners. Therefore, if a police officer is selected by applying English interviews and essay tests that are not multiple choice questions like the current police English test, the selected police officers will be able to communicate more efficiently using English than they are now. In addition, it is expected that the method of learning for the candidates who prepare for the police recruitment test will be changed according to the type of the police test, which will contribute to the gradual improvement of police English ability.

These results will help to resolve the heavy workload of foreign-affairs police officers and tourism police officers who are in charge of special duties. It also brings about the effect of increasing the work efficiency of the general police force. In the current police English test, there are questions that evaluate the knowledge of language rather than the ability to use language in evaluating the applicant's

English ability. If the police are to use English in the course of their work, they need practical skills rather than knowledge of the language[22]. Therefore, there is a need to evaluate the functional use of English, not knowledge of English.

## 5. Conclusion

The number of foreigners who visit or reside in Korea is increasing, and the number of police officers for providing crime and civil service related to them is also increasing. However, the increase in police workforce is failing to follow the increase in foreign-related work. In order to solve this problem more effectively, it is necessary to use the current manpower to cope effectively, rather than merely approaching from the perspective of increasing human resources. Therefore, this study presents the problems and remedies of the police English test which is currently being implemented as a countermeasure for solving problems related to foreigners, and suggests ways to improve the work capacity of the police officers rather than increase the number of special duty officers such as foreign-affairs and tourist police. As the demand of police to solve foreign affairs will increase, it is imperative to take prompt action.

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### Author

Yi Jae-il / Semyung University Professor  
 B.A. Cheongju University  
 M.A. Cheongju University  
 Ph.D. Cheongju University

### Research field

- Second Language Learning Convergence System Based on Big Data, *Indian Journal of Science & Technology*, 9(26) (2016).
- A Study on English Vocabulary Learning Utilizing Augmented Reality, *Advanced Science Letters*, 23(3) (2017).

### Major career

- 2012~present. Semyung University, Assistant Professor



Publication state: Japan  
ISSN: 2423-8279

Publisher: J-INSTITUTE  
Website: <http://www.j-institute.jp>

Corresponding author  
E-mail: [s092724@naver.com](mailto:s092724@naver.com)

Peer reviewer  
E-mail: [editor@j-institute.jp](mailto:editor@j-institute.jp)

<http://dx.doi.org/10.22471/police.2019.4.1.8>

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## A Study on Condition and Improvement Plan for Short-Term Temporary POLICE Official Policy

Oh Sei-youen

*Semyung University, Jecheon, Republic of Korea*

### Abstract

*The study, recognizing the social issues and severity of short-term temporary officials, would seek for improvement plan for short-term temporary police officials who are in the most inferior position in practice, by monitoring their conditions and drawing limitations and problems. Through official statistics and reference review, the concept and the policy of short-term temporary police official are analyzed, and through in-depth interview with former short-term temporary police officials, current police officer and experts, pragmatic operational condition of the officials to identify institutional problems and to suggest subsequent improvement plan.*

*The research result has its significance in being utilized as basic research material for operation of the short-term temporary police official and effective personnel management.*

**[Keywords]** *Term Temporary Police Official, Depth Interview, Personnel Management, Recruitment and Appointment, Working System*

### 1. Introduction

The government introduced a temporary official policy, recruiting a temporary official for a short-term task execution and for replacement of flex-time shifts. Ultimate goals of a such temporary official are to relieve unemployment crisis of the youth and to minimize any blank of tasks due to parental and maternity leaves, via flexible replacement. However, such a temporary official policy mass-produces temporary, not permanent positions, thereby the temporary officials complains of positional instability, promotional limitation and differential treatment, while the permanent complains lack of experience and understanding of the temporary in their community, which may cause conflicts among internal members. Hence, as the temporary officials has been present in the offi-

cialdom for 6 years, a successful improvement should be sought. Short-term temporary officials, in particular, among all temporary officials, often encounters a single-time contract of 2 years, even if they wish to work longer or more, therefore, it is inevitable for the short-term temporary feel more unstable in extending work period, compared to other general temporary officials who can extend their work period via a public competitive examination every 5 years[1].

According to the state of short-time temporary officials among the current general officials by class and department in statistical data from Ministry of Personnel Management in 2018, 20.3(80%) were short-time temporary police officials out of the 394 short-time temporary officials, which is the largest existing figure among 51 departments[2].

Therefore, temporary officials for the past 6 years has played positive roles in tasks, demonstrating professions and filling out deficient aspects of officialdom. Yet as indicated above, at the current moment, having various issues in employment, duty and wage, time for discussion for improvement in temporary official – so-called temporary positions – is desperately required for its successful application. Hence, the thesis recognizes the severity of the social issue, short-time temporary police official – monitors human resource management issues, during occurrence, change and disappearance in human resource management, and propose an effective improvement measure.

## 2. Theoretical Background

### 2.1. Concept of short-time temporary police official

Short-time Temporary Police Official has been a replacement measure to increase employment in such a consequence of limited job positions available due to unemployment crisis, to prevent possible issues from leave of absence and break during task progresses by employing the temporary for filling in the empty positions, and even to ensure flexible return of employees[3].

Such short-time temporary police official is a type of Short-time Temporary Official. According to the Article 3, Section 2 of 「Decree on Local Public Service Employee」, temporary official is classified into two, flex-time temporary official who work for designated time period, yet for only 15 to 35 hours per week, by an appointment authority holder, and short-time temporary official who work for less hours than typical working hours[3][4]. Short-time temporary official, in particular, is an official employed for 1 year and 6 months at maximum to replace the officials who are leaving for holiday over 30 days, based on the Article 7, Section 3 and 4 of 「Decree on Local Public Service Employee」, and is working less hours than other officials, thus the hiring specification and working treatment are practically in the most in adequate state[5].

Therefore, the thesis defines short-time temporary police employee, a type of Temporary Official, working as an official of the National Police Agency, yet only for shorter time than typical working hours, in accordance with Article 26, Section 2, and employed for a year and a half at maximum to replace existing officials as Short-time Temporary Official, based on 「Decree on the Appointment of Public Officials. Hence would discuss issues in their human resource management from working treatments, such as promotion and wage, to retirement.

### 2.2. Condition of short-time temporary police official

**Table 1.** Condition of short-time temporary official and short-time temporary police official among overall administration officials.

Class	Total	The national police agency
2013	703	71
2014	653	78
2015	594	107
2016	507	81
2017	394	80

Note: Reference; 2013~2018 personnel management annual report, ministry of personnel management.

As indicated in <Table 1>, looking at short-time temporary official condition among overall administration officials from 2013 to 2017, the number has presented a diminishing trend – 703 in 2013, 653 in 2014, 597 in 2015, 81 in 2016 and 80 in 2017. However, the number of short-time temporary official from the National Police Agency, among each positional type of departments was 71 in 2013, 78 in 2014, 107 in 2015, 81 in 2016 and 80 in 2017, presenting a slight decrease from 2015, yet the number in 2015 and 2017 are comparatively 50.7% and 12.6% higher than the one in 2013. Such a result indicates an actual increase in the number of short-time temporary officials employed in the National Police Agency, unlike the descending figure on the basis of 2013[6].

**Table 2.** Condition of short-term temporary position by department in 2017.

Class	Condition
The national police agency	80(20.3%)
Ministry of employment and labor	66(16.7%)
Cultural heritage administration	45(11.4%)
Ministry of foreign affairs and trade	30(7.6%)
Ministry of justice	25(6.3%)

Note: Reference; 2018 personnel management annual report, ministry of personnel management.

Furthermore, examining the condition of short-term temporary position by department in 2017 from <Table 2>, the National Police Agency has the largest proportion of short-term temporary position among entire state public officials, in order of the National Police Agency(20.3%), Ministry of Employment and Labor(16.7%), Cultural Heritage Administration(11.4%), Ministry of Foreign Affairs and Trade(7.6%) and Ministry of Justice(6.3%)[6].

### 3. Research Question and Methodology

#### 3.1. Research questions

This research aims at considering practical issues and proposing a specific and effective improvement measure for efficient human

resource employment and management. However, examination and comprehension of the problem in-depth through qualitative researches rather than empirical research is seemed necessary, considering the estimation of result for problem solution is difficult due to insufficiency of subject cases for the study, to prepare specific and effective improvement measure upon short-time temporary police official.

Hence, the research would identify human resource management issue during process from employment to retirement of short-time temporary police official, via depth interview and draw an effective research result for improvement.

#### 3.2. Research methodology

Selection of research participants were performed through direct interview with 6 including short-time temporary police officials who worked from January to March of 2016, police officials who were in charge of the selection and experts, and through telephone interview for those who avoid direct interview. Particularly, some of present short-time temporary police officials only replied in a narrative survey form via telephone due to their hesitation of direct interview, originating from uncertain personal disadvantages and problems such as ostracization and renewal.

**Table 3.** Major Characteristics of Research Participants.

Class	Methodology	Age	Gender	Career	Quality
Case A	Interview/Conversation	30s	F	8yrs	Short-time temporary official
Case B	Interview/Conversation	30s	F	6yrs	Short-time temporary official
Case C	Survey/Telephone	20s	M	4yrs	Short-time temporary official
Case D	Survey/Telephone	30s	F	3yrs	Short-time temporary official
Case E	Interview/Conversation	30s	F	6yrs	Policy official
Case F	Interview/Conversation	40s	M	9yrs	S University professor

#### 4. Research Result and Discussion

This research is executed via restructuring, classifying and analyzing process upon collected texts from survey and statements by the participants[7].

Classifying the critical minds from asserted contents acquired from interview and survey by the participants and determining relevant

sub-categories, human resource problems are identified and restructured on the basis of 3 upper categories during human resource management – occurrence, change and disappearance – hence, consequent resolution has been suggested.

Deduced critical minds and categories in accordance with the analysis on asserted contents by the participants as <Table 4>.

**Table 4.** Deduced critical minds and categories.

Asserted content	Critical mind	Sub-category	Upper-category
Experienced via computer, smartphone	Lack of employment data	Employment experience channel	Occurrence
Experienced via colleague who has already been employed			
Employed via document screening	Unjust employment method	Unfair appointment	
Existence of appointment by orders from above			
Precautionary provisions for employment	Problems in employment clauses of regulation	Limitation in employment regulation	
Non-cooperation of permanent public official on tasks	Being ostracized within departments	Discriminative cognition	Change
Confusion of temporary official types	Sense of alienation and deprivation		
Excessive task assignment and working hours	Decrease in job satisfaction	Inferior working environment	
Payment including wage at the minimum level	Inadequate proportional wage		
Inferior welfare level	Implicit restriction for using maternity and annual leaves		
Arrangement to department with no relation with personal ability	Cursory arrangement	Inefficient human labor operation	
Consistent exclusion on task education or training	Imbalanced opportunity to participate in education or training		
Difficulty of relocation after retirement	Limitation in education opportunity	Inadequate post management and application	Disappearance
Restriction to practically only one-time contract	Restriction in utility of professional personnel	Job change of superb resources	

#### 4.1. Occurrence

Among upper-categories suggested in the research, occurrence refers to employment and staffing short-time temporary police officials. Research participants tended to collect data from already-employed colleagues as short-time temporary official through computers and smartphones. In addition, in terms of employment technique, unjust appointment is being committed – employing a temporary official with insufficient ability to practice or without any open recruitment, but only document screening.

Due to the provision of employment regulation – “Substitutes are entitled to await for occurrence of lay-off, or maternity or paternity leave of a staff and are only temporarily hired for a required period of time.”, candidates are often left awaiting for an indefinite period, end up seeking other positions, thus acquiring outstanding human resource has become difficult.

Hence, in a manner of occurrence of employment and appointment for short-time temporary police official, application of objective employment method and establishment of professional department for provision of data and counselling about short-time temporary police official are required. Such a professional department would more be effective in provision of employment data and promotion if experienced official as a former short-time temporary police official.

#### 4.2. Change

Change refers to promotion, leave of absence and reinstatement of officials by general administrative actions – while retaining own official position – unlike the first employment technique[8]. Therefore, as short-time temporary police officials are also officials during their employment period, when any change occur to them, the change is also considered as change of officials. However, as they are temporary officials, unlike changes, like promotion and reinstatement, of officials in permanent positions, content changes in working environment and system were mainly observed. Above all, relevant communication to tasks is not being effectively held

with permanent police officials and no task sharing is being properly performed, thus the temporary is feeling a sense of alienation and are being perceived only as temporary workers, not as colleagues. Research by Chun-Oh Park(2008) asserts critical mind should be maintained by the members to resolve conflicts in the temporary official organization and alienation should not be ignored to achieve the organizational goal[9].

In addition, it is common for the temporary to find difficulties in receiving overtime pay even if they suffer from excessive work for overwork and professional job performance, as the overtime work is performed at home, thus is not recognized as official off-hour work. Furthermore, although various leaves of absence, including maternity or paternity leave, are guaranteed, actual uses of the leaves are hardly found due to anxieties of disadvantages in reassignment and wage level was poorly established with no severance pay, hence revision on wage calculation is severely required. Arrangement regardless of individual ability and exclusion from consistent task training, unlike the permanent, short-time temporary officials relatively gain less opportunity for actual professional task performance. Thus, it is presumable that discriminative recognition, inferior wage and welfare level, low professionalism and inefficient human resource operation are scattered in the working system for short-time temporary police official.

#### 4.3. Disappearance

Disappearance refers to getting rid of status of official and retirement, the cause of appearance for short-time temporary police officials[10]. Research participants are the officials who can only work for 1 and a half -year at maximum since appointment, thus their status are gotten rid of after the period as short-time temporary police officials. Hence, in terms of such a retirement, looking at the issue assertions by the participants, they feel difficulty in re-employment because they cannot acquire any opportunity for self-development after retirement, as government-supported education was restrained during their working period as officials. Furthermore,



as the contract with the temporary was practically one-time contract, hence outstanding individuals cannot effectively be dealt with for post-management, and new system for superior human resource even after retirement is urgent for application.

## 5. Discussion

The research recognizes the severity of social problem for short-time temporary police officials among overall temporary officials, analyzes its condition and proposes an improvement plan. To achieve such objectives, qualitative research has been conducted through in-depth interviews, with short-time temporary police official, experts and police officials in charge of human resource, about problems and improvement measures in human resource management during occurrence, change and disappearance of short-time temporary police official. Analysis result of the above as followings.

First, as a result of in-depth interview for appointment and employment of short-time temporary police officials, outstanding human resource is not being acquired due to various reasons, including insufficient accurate employment data, unjust employment and restrictions in employment regulation. Hence, department to deal with inquires for accurate information about employment and appointment must be founded and employment policy to ensure various promotion and superior resource acquisition must be applied.

Second, as a result of recognition analysis upon short-time temporary police official within the departments, no proper task sharing was held, the temporary officials were only treated as temporary employees, thus were facing alienation and ostracization. Ostracization and alienation in workplace induce experienced, but short-time temporary police officials to consider a dropout of their position, and simultaneously decrease satisfaction and enthusiasm toward tasks, resulting in negative influences for objective accomplishment. Therefore, to minimize such workplace conflicts and

discords, a grievance department to offer counselling for concerns and to change perception on the short-time temporary police officials should be established.

Third, as a analysis result of in-depth interview about working environment of short-time temporary official, overtime work was performed due to excessive task orders, even being extended into working-at-home, however, relevant wage pay is often not pragmatically being practiced and secured absence and annual leaves are not even being utilized in practice due to the concerns on possible disadvantages on re-appointment and evaluation. Moreover, arrangement regardless of individual ability and exclusion of the temporary positions, but not the permanent, from consistent task education prevails, thus no professional task has been performed by the temporary. Thus, constant training for adequate task level, workspace enhancement and improvement plan for clear guidelines on wage pay for overtime work should be provided.

Lastly, as a result of in-depth interview about post-management and retirement of short-time temporary police official, outstanding human resource is only limited to one-time contract, thus their post-management and utilization plans are incomplete. In addition, the temporary, as officials during working hours, is restrained from education opportunities held by government institutions, hence no chance for self-development after retirement is given and difficulty in re-employment is encountered. Therefore, field utility plan and provision of education opportunities for outstanding resources should be executed via constructing D/B about short-time temporary police officials.

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### Author

**Oh Sei-youen** / Semyung University Professor  
 B.A. Daejeon University  
 M.A. Dongguk University  
 Ph.D. Dongguk University

### Research field

- A Study on Crime Prevention of Dating Violence Based on IOT, International Journal of Pharmacy and Bio Sciences, Special Issue 01 March (2017).
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### Major career

- 2013~present. Semyung University Assistant, Professor
- 2013~present. Korean Police Studies Association, Research Director

Publication state: Japan  
ISSN: 2423-8279

Publisher: J-INSTITUTE  
Website: <http://www.j-institute.jp>

Corresponding author  
E-mail: [kicl2001@naver.com](mailto:kicl2001@naver.com)

Peer reviewer  
E-mail: [editor@j-institute.jp](mailto:editor@j-institute.jp)

<http://dx.doi.org/10.22471/police.2019.4.1.15>

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## The Study on Initializing KOREAN Local POLICE System for Effective Criminal Responding

Park Young-soo<sup>1</sup>

*Semyung University, Jecheon, Republic of Korea*

Yeom Keon-ryeong<sup>2\*</sup>

*Korean Institute for Criminology, Seoul, Republic of Korea*

### Abstract

*The Korean government recently announced a strong motivation to introduction of a local police system. The local police system is within the scope of local self-government and can not be discussed separately from local self-government. In other words, it is necessary to introduction of a local police system to complete the local self-governing system and to promote its system.*

*The local police system should be able to realize the basic ideology of the local self-government of the constitution and the grassroots of democracy. To do so, the local police system needs to be implemented by the basic local government. In addition, the local police office should be able to carry out the tasks required for securing the local security, such as advanced overseas systems.*

*However, the current Korean government has a limit that does not meet the intent of local self-government. In other words, the local police system is set up as a metropolitan government, which has the limitation of violating the rights of the basic local government. In addition, in the case of the local police affairs, it is restricted to the administrative police affairs and simple sexual violence and domestic violence, therefore its limited to perform the police affairs.*

*Therefore, this study examines whether the local police system announced by the present government meets the local self-governing system.*

**[Keywords]** *Local Police System, Decentralization of Power, Independent Sovereignty, The Local Police Force Developed Countries, Basic Local Government*

## 1. Introduction

Recently, the social environment in Korea has been changing rapidly. Started from authoritarian presidential system, military government has been wiped out with liberalization of democratization. Then civilian government came in after military government wiped out; the wave of democratization and liberalization has come strongly. Democratization and liberalization are declared as the basic ideology of our Constitution, but it can be seen that the period in which substantive democratization and liberalization came into us was not that long.

The most distinctive feature of decentralization is the introduction of local police system in

local self-government. The debate of introduction of local government system in local self-government has been issued consistently. However, the core element of local self-government is local police system and this system will not be immoderate to say that the system is completion of local self-government.

It is inevitable to introduce local police system to implement the essential system of local self-government. Local self-government should be introduced due to Article 12 of the 「Special Act on Decentralization and Reorganization of Local Administrative System」 where the fact that local police system should be introduced and the essential basis of local self-government

of the Constitution.

As such, the basis and debates on the introduction of local police system are sufficiently made. Therefore, the current Korean government officially announced about introduction of local police system in January 2018. This local police system is within the scope of local self-government so it cannot be discussed separately from local self-government. In other words, the local police system should be introduced in order to complete local self-government to promote local self-government. In order to do this, current local self-system should be introduced by corresponding local police system, and should not be implemented by the needs of government and local self-governing system.

Local police system is a component of local self-government within the scope of the purpose of achieving local self-government but not self-governing police system. In order for the local police system to function as a constituent element of local self-government, it should be introduced as a system that meets the purpose of realizing right of local government[1]. Therefore, this study compares and examined with correspondence of the introduction of local police system and the investigation functions of local police system.

## 2. Review of the Local Police System in Korea

### 2.1. System background

Although the introduction of the local police system has been variously implemented by each government, however, as in the current government, there has been no precedent in the Blue House's announcement of a local police system on January 14, 2018. The presidential office announced that the Blue House will take the front line and implement the local police system and this can be understood as an intention to express a strong will to the local police system.

Recently, the Blue House has plans to mature local self-government through the full implementation of the local police system, and especially, the government of Moon Jae-In is promoting the local police system as one of the core

tasks of the local government decentralization strategy. These strong will of Blue House reflects the intention to eliminate the harm caused by the monopoly of authority through the task of checking authority and dispersing powers[2].

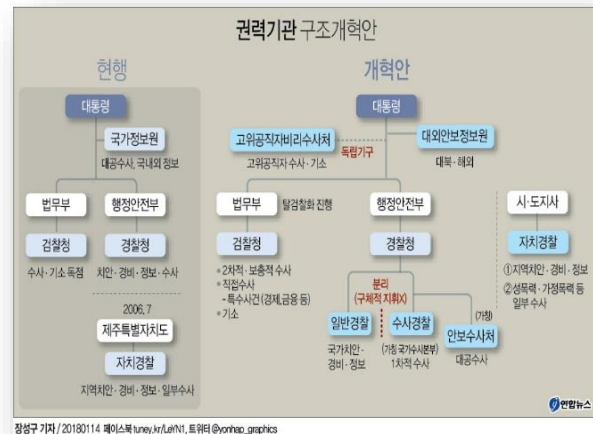
As a result of the government's local police system, the Seoul Metropolitan Government released a local police system model based on the government's local police system. The Seoul Metropolitan Government released the result of the model of "federal level of local police system" as a model to prepare for the introduction of the metropolitan local police system[3].

## 2.2. Organization system

### 2.2.1. National government plan for local police system

The police system announced by the government of Moon Jae In is based on the dual system of national police and local police. The central government maintains the state police system and establishes the local police system in the local governments as the basic system.

Figure 1. Reform plan of authority.



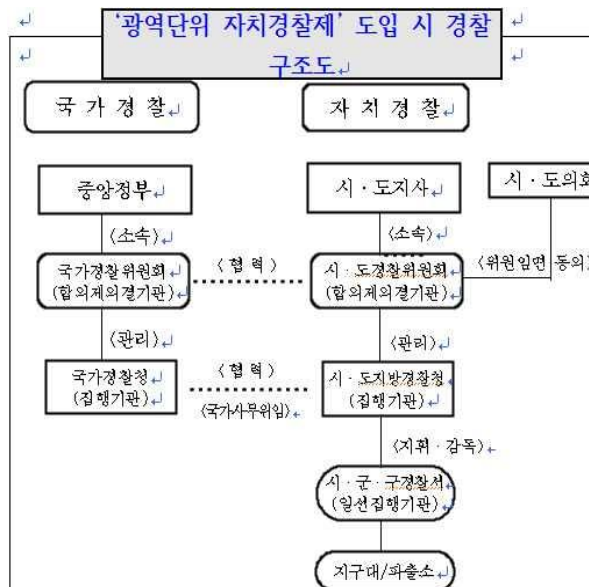
As shown in the figure above, the local police system announced by the government is approaching with the intention of implementing the local police system within the framework of authority reformation. The local police system of the government is approaching the local police system in terms of decentralization as a reform of the authority.

However, to implement the local police system meets the essence of local self-government, but approaching the local police system under the willingness of the government to disperse the police power within the framework of power has a limit that can not realize the real local self-government of right of local government.

### 2.2.2. Seoul metropolitan city government plan for local police system

Seoul metropolitan city released a local police model based on a local police system of metropolitan area. The model of local police system in Seoul is shown in the following <Figure 2>.

**Figure 2.** Structure of police when introducing local police system.



Note: spp.seoul.go.kr/

The local police system announced by the city of Seoul provided a unique local police system based on the dual police system of the government. The Seoul metropolitan government has set up a national police agency, the National Police Agency, under the control of the National Police Commission, based on the dual national police system and the local police system.

The National Police Agency, which is the Korean National Police Agency, plays a role as an executive organization, and belongs to the central government and is responsible for carrying out its duties under the control of the National Police Commission. In other words, the National

Police Agency proposed by the Seoul metropolitan government is in a position of mutual cooperation with the autonomous police agencies. This means that the National Police Agency and the local police organization are separate entities that are independent from each other and serve as an equivalent administrative agency.

## 3. Comparison of Criminal Investigation Functions of Local Police System in Developed Countries

### 3.1. Criminal investigation of the united states local police

The United States is an independent country in British colonies, but has inherited many traditions from Britain. In particular, the police system inherited the basic local police system and has a high degree of right of local government. In addition, the US police respect the freedom and human rights of the public and there are various legal and institutional devices to prevent abuse of police authority.

The United States is a country that fully realizes local self-government, and the US police is also a sample of a fully local police force. At the federal level, there are a number of organizations that can be called law enforcement agencies, rather than the police that we are talking about. And there is no organization that directs or controls the decentralized local police nationwide, and there is a good relationship of support and cooperation among the units and institutions that are directly related to each department of the National Defense. The most well-known organization is the Federal Bureau of Investigation(FBI), as well as the DEA, ATF, which is responsible for federal law violations related to alcohol, tobacco, firearms, and explosives[4].

### 3.2. Local police in the UK

The United Kingdom is a united nation consisting of England, Wales, Scotland and Northern Ireland. Out of these, there are 43 local police in England and Wales, 8 in Scotland and 1 in Northern Ireland. This article examines the police system in England and Wales. The modern police in



England built a local police system in each region in order to model the situation and circumstances of the region, after Robert Peel, the Minister of the Interior, founded the London Metropolitan Police Department in 1829.

Since then, the Police Acts(1964) underwent a major overhaul of the local administration and the police organization, which led to the establishment of the Provincial Police Service, the London Metropolitan Police Department and 41 local police stations in England and Wales[6].

However, since the early 1980s, the power of the Ministry of the Interior has been strengthened. Especially in the 2000s, as the crime became widespread, specialized, and organized, the need for national unified policing increased[5].

In addition, while maintaining the tradition of autonomous police, the SOCA(Serious Organized Crime Agency) was established in 2006 to effectively manage national organized crime. However, the national response to the major organized crime was consolidated Still, drug, illegal immigration, human trafficking, child abuse, and cyber crime did not decrease.

On the other hand, the tendency to centralize the police is to cut off the local police from the local community and the residents and concentrate on achieving the performance indicators and goals proposed by the central government. This will eliminate the centralized bureaucracy and ultimately the police and in 2011, the "Police Reform and Social Responsibility Act" was enacted. In addition to the British tradition of local police, the 'Corporate Crime Agency' is being replaced by the National Crime Agency(NCA) in 2013 to respond to national major crimes.

### 3.3. German local police

Germany is a federal state composed of 16 federal states, which maintains a balanced, decentralized police system, with 16 federal exercising independent police powers, while federal police intervene appropriately when an emergency occurs or when certain tasks are carried out[6].

According to the German "Basic Law"(Grundgesetz), which has the same meaning as our "constitution", the police organization, office and police rights are indirectly prescribed

by each state's legislation, and each state has its own police law and police organization. Under the provisions of Articles 30 and 70 of this Act, the police will be the exclusive office of the State Police, not the federal monopoly or parallel legislation.

In other words, except for the contents of the cooperation between the federal and state governments concerning the investigation work, it can be understood that the work of police, traffic, investigation, crime prevention and security work is entirely carried out by the state police. However, The Federal Police Agency is established and operated by the federal government to carry out special police affairs, such as border protection, investigation of special crime types, and constitutional protection, within the restricted scope of the federal government.

Accordingly, the work of the federal police is handled by the Federal Bureau of Investigation and the Federal Constitutional Protection Agency, which are responsible for the investigation of specific types of crimes such as the Bundespolizei Authority and the international crime and organized crime in the Federal Border Guard[7].

They consist of general preventive police, investigative police, mobile police officers and water police officers. In particular, investigative police officers of the executive police agencies carry out their duties related to criminal investigation and prevention activities and criminal prosecution[8].

### 3.4. Japanese local police

The major changes of the Japanese police come from the World War II. The shape of police is completely different comparing before defeated and after defeated.

And its power was called the so-called "police state" by taking a powerful national police system, such as over-limiting the freedom and rights of the people in a wide range of fields such as labor, architecture, hygiene, custom, thoughts, and so on[9].

However, after the defeat, Japan was under the policies of the Allied Powers, then under the strong influenced of the United States in the police state system, passed various laws such as the new Constitution, the Criminal Procedure

Law and the Police Law, and the police system was introduced in 1947 as a local police system at the level of municipalities[10].

However, since Japan has little democratic tradition and the traditional characteristics of the citizens are accustomed to the central government, it suddenly fails to adapt to the subdivision of local police, then in 1954, the Police Act was amended to overhaul the municipal local police, which were subdivided into sub-subdivisions. In other words, local police units of the basic local entities, therefore, it was totally revised as a local police unit of the metropolitan local entity unit. As a result, modern Japanese police are integrated model, which is a local self-governing police unit and a national police unit.

On the other hand, the relationship between the national police and the local police is different from the ones that have been discussed above, but the local police is in charge of the police except for the national level police, where national police is directing, adjusting, and supervising the local police[11]. The National Police Agency divides the country into seven provinces and administers a provincial police station in each province to manage the police in the prefecture. The national police acts as an administrative authority, while the local police act as an executive organization.

The investigation function is also carried out by the local self-governing police, the local self-governing police, and the Tokyo Metropolitan Police Department and the prefectural police headquarters are also responsible for criminal cases such as general criminal offenses, drugs, guns, swords, boys and cyber-crime. In addition, the prefectural police are divided into sub-divisions, police stations are installed as subcontractors, and the criminal department of the police department directly handles the investigation. However, the police department handles criminal cases that are relatively simple to solve, and dealing with cases that require a good deal of rhetorical power as a complementary and organic task sharing system.

## **4. Discussion Correspondence of the Local Police System in Korea**

### **4.1. Installation unit suitability**

The local police system by the government's announcement is designed to install the installation by metropolitan unit. The adoption of the local police system in the metropolitan area is very suitable for the implementation of the local police system.

Implementation of local police system by adoption of local police system is an essential element for the realization of local self-government which is completed at the last stage after a long time after local self-government was implemented. Local self-government means a local administration that handles the common affairs of a local office closely related to the lives of the local residents, independently of the will and responsibility of the local residents in the area. The adoption of local police system, one of local administrations by independent doctors of local residents, is for the realization of local self-government in accordance with the basic ideology of local self-government.

Therefore, the establishment of the local police system in the metropolitan area can be regarded as the realization of the local self-government which allows the local self-government to deal with the local security by eliminating the ideological implementation of the local self-government and the actual distance.

### **4.2. Operational suitability**

In the local police system, the government announced that it should establish local police under the governor of the province, and have its affiliation to the city governor. In this local police system, local police agencies are placed under the authority of the city governor, giving authority to the heads of the local self-governments, thus securing the executive power of the local governors.

In case of local police in Jeju Special Self-governing Province, only the administrative police function which has a limited under the special law for establishment of Jeju Special Self-governing Province and the creation of free international city is limited. The office of the self-governing police of the Jeju Special Self-governing Province stipulates in Article 90 of this Law, "affairs related to the daily life safety activities of

residents, office work related to local transportation activities, office work related to local facilities and local events".

### **4.3. Infringement of basic local self-government in the installation unit**

The local police system is the basic principle that local residents are responsible for local security under their own responsibility in accordance with their own voluntary decisions. Therefore, the local police system should be installed in local governments so that the opinions of local residents can be reflected.

In addition, the Local self-government Law is a local self-governing organization that has right of local governments. It is a local self-governing organization that handles the welfare of residents as a local self-governing body and unit should be responsible for police work, which is a range of residents' benefits. Article 117(1) of the Constitution stipulates that "local self-governing system shall deal with the welfare of residents ... "said regulations during an office on the welfare of local residents, as well as under the current system to the organization groups to handle the welfare of the population by the basic right of local government and process by its city, county and district.

Local policing will be handled by local governments, the lowest level inhabited by local residents, in line with the institutional intentions of local security and local self-government. Therefore, it is necessary for local police to identify and cope with the basic unit, which is right of local government, to secure local security.

## **5. Conclusion**

Local self-government is responsible for its local have their own opinion and deal with the safety and the welfare of local residents. The local self-governing system grants rights to the provinces for the welfare of local residents and handles local affairs from state agencies. These local self-government includes the local police system for the safety of local people. This local self-government can exercise local police rights by autonomously. Currently, the local police system has been implemented only in Jeju Special

Self-governing Province. However, the Jeju local police system is an imperfect and incomplete local police system.

Therefore, the current government announced that it would implement the local police system with the intention to achieve the decentralization by introducing the local police system in accordance with the five-year plan of state administration. However, the Blue House announced that the local police system would implement the local police system only for the metropolitan governments. These local police systems are starting from the will to reform the authority rather than from the perspective of decentralization, and the willingness to disperse the powers of the authority is stronger than the realization of local self-government[12].

The local police should be responsible for the local community's responsibility, and the local police, which is being promoted by the current government, is to conduct local only for the metropolitan governments. In addition, the local police system promoted by the Seoul Metropolitan Government is based on granting local police rights to metropolitan government.

In the implementation of the local police system, the local police are implemented in the metropolitan governments with the exception of the basic local self-governing system, which hinders the grassroots of democracy. Local self-government is mainly aimed at promoting the welfare of the residents through autonomous affairs through the balance and development of the region. In order for the local police system to be introduced in terms of the welfare of the residents, the existing local metropolitan government are limited in that they are not compatible with the rights and security responsibilities of all local self-governing agencies.

In addition, the government is obliged to grant some investigation rights only to administrative police function, sexual violence and domestic violence, which have the meaning of public order, security, information and expenses of the local government. The local police is responsible for maintaining the social well-being of the public and securing order.

It is the main task of securing local security so that the public or the local people can live in a safe community. Nevertheless, police officers who intend to grant authority to local police

agencies have limited investigative rights only to administrative police officers who are not the police officers themselves, but to crimes against domestic violence and sexual violence. In this way, the scope of the local police office proposed by the government is limited to the fact that only the administrative police and some investigation rights are assigned to the office of the local police agencies and can not solve the local security problems.

Local police are responsible for handling the local security under their own responsibility. In order for local police to comply with local rights, installation units should be established from basic local governments to realize grassroots of democracy. The local police office shall also ensure that the local police agencies carry out all the work performed by the police agencies, excluding the tasks that the state organizations must carry out, and play a role as a local security authority.

The local police is the last realization of local self-government and securing the local security. For decentralization and local security, a system should be established so that full autonomy can be realized when a local police system is introduced, and it will be necessary to clearly define it through legislation.

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**Lead Author****Park young-soo** / Semyung University Professor

B.A. Hansei University

M.A. Yonsei University

Ph.D. Hansung University

## Research field

- A Wareness of Narcotics Addiction Issues and Policy-making Research for Prevention of Diffusion, South Korean Police Academy, 16(1) (2014).
- A Study on the Status of Elder Abuse and Corresponding Policies, South Korea's National Police Research Society, 16(4) (2017).
- A Study on the Criminal Policy for the Prevention of Insurance Crime, South Korea's National Police Research Society, 18(1) (2019).

## Major career

- 2013~present. Semyung University, Professor

- 2015~present. Korean Police Investigation Academy, Visiting Professor

**Corresponding Author****Yeom Keon-ryeong** / Korean Institute for Criminology  
President

B.A. Dongguk University

M.A. Dongguk University

Ph. D. Korea International Culture University

## Research field

- Social Systematic Controlling Theory for Juvenile Crimes, Baeksan (2010).
- Study on the Types and Causes of Sex Crime in South Korea: Focusing on University, Asia-Oceania Society of Sexology (2016).

## Major career

- 2015~present. Korean Society of Criminology and Criminal Science, Vice Chairman

- 2016~present. Korean Ministry of Justice Education Center, Visiting Professor

- 2016~present. Asian-Oceanian Society for Sexology, Member