

Regulations

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1. **Regional University-Regional Government Cooperation and the Need for International Student Settlement in South Korea: From Perspective of Local Extinction**
/ Gutaek Bae, Daesung Lim, Youngsil Lee, Youngik Kim, Soonsun Park
2. **A Critical Review of Whistleblowing in Korea**
/ Kwanghyun Park
3. **Problems and Solution to Violence in Emergency Rooms**
/ Sanghyuk Moon, Sungwoo Sim
4. **Local Autonomy and the Saemaul Movement**
/ Seungchal Lee

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Regional University-Regional Government Cooperation and the Need for International Student Settlement in South Korea: From Perspective of Local Extinction

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Abstract

Purpose: The purpose of this study is to examine the phenomenon of regional extinction in Korea, and to explore ways of cooperation and response between local governments and local universities in regions at risk of regional extinction in order to solve various problems such as population decline, job creation, and migration of young people.

Method: To achieve the purpose of this study, various previous studies and data were reviewed in order to overcome the crisis of regional extinction through cooperation between local governments and regional universities through a theoretical review of the Korean government's policies related to regional extinction, the importance and policies of regional universities, and policies related to foreigners.

Results: In order to overcome the phenomenon of regional extinction, it is necessary to actively attract and manage foreign students. In addition, a close cooperation system should be established between regional governments, regional universities, and local industries. In particular, regional universities play a role in selecting and educating local talents and settling them in the local community, so specialized and systematic training in culture, education, language, and vocational skills should be provided to highly qualified international students.

Conclusion: In order to overcome regional extinction, regional governments, regional universities, and local industries must work together. Therefore, it is hoped that this study will serve as a basis for policy alternatives to prevent regional extinction.

Keywords: Regional Extinction, Regional University, Regional Government, International Foreign Student, Settlement

1. Introduction

Since the mid-1970s, Korea has been experiencing the problem of regional extinction due to the overcrowding of metropolitan areas and the widening of the population gap between metropolitan and regional areas. In particular, the term 'regional extinction' has become familiar in recent years, as the population has been declining rapidly in most regions of Korea except for the capital region. In addition, the recent declining birthrate and aging population are contributing to the problem, which is being magnified and reproduced by various national issues. The problem of regional extinction is creating financial problems and various social issues for local governments, and it is also causing regions to disappear. Specifically, local population decline

can lead to decreased access to basic life infrastructure such as education, healthcare, and childcare; administrative dead zones; increased administrative costs; collapse of local communities and autonomy; decline of local economies; and social conflicts and problems due to regional imbalances[1]. It can also lead to the collapse of infrastructure such as hospitals, schools, pharmacies, and markets, as well as the deterioration of local economies, which can lead to a decline in the quality of life, so practical measures are urgently needed.

The phenomenon of regional extinction is the decline of the population due to the decline of the industrial structure and the outflow of young and middle-aged people to the metropolitan areas as the times change[2]. Looking at the studies on Korean lipodystrophy, first, Lee and Kim(2022) defined lipodystrophy as the extinction of a region's fat and used the 'local extinction index' to measure the risk of lipodystrophy in Korea[3]. In a similar study, Heo, and his colleagues(2022) improved the K-Lipodissipation Index to develop the 'K-local extinction index' and used it to measure the risk of lipodissipation[4]. In addition, they propose countermeasures to overcome depopulation by focusing on the virtuous cycle mechanism of local economies. Kim, Lee, and Kim(2021) Recognize depopulation as a national crisis and develop strategies to prevent depopulation[1]. Chung(2019) analyzes the severity of rural decline in Gyeongsangnam-do due to population decline, and concludes that all 18 cities in Gyeongsangnam-do may be in danger of disappearing by 2035[5]. In other words, if we synthesize the results of previous studies on the main causes of rural decline, we can see that rural decline is caused by the continuous lack of quality jobs, cultural and medical infrastructure in rural areas as the population moves to metropolitan areas and metropolitan centers, which leads to a decline in the productive population, which in turn leads to a decline in the birthrate and population decline.

To address these issues, South Korea has made various efforts to promote regional balanced development under different administrations over the past few decades. In 1991, local councils were formed, and on June 27, 1995, the nationwide simultaneous local elections were held, marking the beginning of local autonomy. The Roh Moo-hyun administration enacted the Special Act on National Balanced Development to promote equality of development opportunities among regions and to enhance the ability of regions to develop independently, making decentralization and national balanced development the country's main policy goals and transferring 153 public institutions to the regions. The Lee Myung-bak administration also aimed to strengthen regional competitiveness by emphasizing regionalization, and subsequent governments have aimed to foster regional specialty industries, support and foster local universities, improve the financial independence of local governments, and expand local infrastructure in order to develop regions on their own. However, despite various efforts, the population has been declining, and many regions across the country, except for a few metropolitan areas such as Seoul and the Seoul metropolitan area, have been included in the depopulation risk zone. Specifically, as of 2022, 91% of the headquarters of the top 100 companies in terms of sales, 68.7% of deposits, 50.9% of medical institutions, and 41.4% of university students are concentrated in the Seoul metropolitan area[6], and the outflow of population to the metropolitan area is intensifying the concentration in all fields such as economy, health, and education.

South Korea's total population is projected to reach 51.75 million in 2024, peak at 51.94 million in 2028, and decline steadily thereafter, reaching 36.22 million in 2072 (1977 level). Population growth is projected to turn negative starting in 2029, averaging -0.16% per year for the decade after 2025, and then accelerating to -1.31% in 2072. Starting in 2019, the natural rate of decline is projected to begin, with deaths outnumbering births, and the number of births is projected to fall from 230,000 in 2023 to -270,000 in 2040 and -530,000 in 2072. Deaths are also projected to increase from 370,000 in 2023 to 740,000 in 2072. The working-age population is expected to decrease from 36.57 million in 2023 to 16.58 million in 2072, and the youth population is expected to decrease from 10.56 million in 2023 to 9.14 million in 2031 and below 5 million in 2051[7]. In other words, Korea's population projections show that the country is facing

a very serious aging and declining birthrate, which is accelerating the extinction of regional.

Here are some of the various studies on how to respond to local extinction. Moon(2021) argues that to prevent regional extinction, policies should focus on improving the quality of life of the people[8]. Kang(2019) explored alternative policies by focusing on the causes and status of the decline of non-metropolitan areas with a population of 200,000 or less in Korea and argued that the decline is due to the deteriorating conditions of primary industries [9]. Lim(2022) advocated promoting foreign immigration policies as a solution to regional extinction[10], and Lee(2023) sought to respond to regional extinction by actively supporting local universities and establishing their roles[11]. Based on the previous studies, it can be concluded that the response to regional extinction is to improve the quality of life of residents in extinct regions, seek policies to create jobs, and improve the settlement environment through immigration policies and regional universities for the labor shortage. In particular, regional universities select regional talents and have a high rate of employment in the region. This suggests that close cooperation between regional universities and regional governments is necessary from the perspective of rural decline. However, as the admission performance of metropolitan universities is gradually declining due to the decline in the school-age population, and as the number of admission seats in general universities such as medical schools, nursing schools, and high-tech departments has increased in recent years, and the proportion of non-major admissions has increased in metropolitan and national universities, the difficulties of local universities will be exacerbated. This leads to the difficulties of regional universities, which can negatively affect all areas such as local commerce, education, and jobs, and may lead to the extinction of the region.

Therefore, this study examines foreign students, who make up a significant portion of the enrollment capacity of regional universities under the changing entrance examination system, from the perspective of rural decline. In addition, this study examines the foreign student policy, which is part of the regional university support policy recently promoted by the Yoon Seok-yeol government as a countermeasure to the decline of localities, and how local governments can cooperate with foreign students for their settlement. In addition, we will examine the role of regional governments and regional universities in responding to the extinction of regional areas from the perspective of international students, and through this, we will propose new responses to respond to the extinction of regional areas by shifting the paradigm of policies toward international students centered on local governments and regional universities.

2. Current Status and Causes of Regional Extinction in Korea

2.1. Current status of regional extinction

In Korea, 30 years after the implementation of local autonomy in 1995, local autonomy has developed through successive governments and decentralization has been gradually promoted. Local governors and local council members have been elected, and significant powers of the central government have been transferred to local governments, giving local governments considerable autonomy. However, the current situation at the local level is highly skeptical. This is because the phenomenon of localization is gradually intensifying.

According to the 2023 birth and death statistics released by the National Statistical Office in 2023, there were 235,039 births and 353,920 deaths; since the 1970 census, a natural decline began in 2019, with more deaths than births, and the natural decline in population is expected to continue to increase to 118,881 in 2023[7].

This correlation between regional extinction and depopulation can be expressed in terms of a regional extinction risk index by Masuda(2014), who popularized the issue of regional extinction[12]. The extinction risk index is calculated from the extinction risk index, which was first

developed by Lee(2015) based on the key point in Masuda's(2014) book that the outflow of young women to metropolitan areas can lead to local extinction [13]. Lee(2018) further refined the risk index to categorize the risk of rural extinction as 1.5 or more for low-risk areas, less than 1.0-1.5 for moderate risk, less than 0.5-1.0 for cautionary risk, less than 0.2-0.5 for risky risk, and less than 0.2 for high-risk risk, and if the risk index is less than 0.5, the risk of rural extinction is considered to have entered the risk stage [14].

Based on this, in 2019, the Korea Employment Information Center predicted that more than 100 of the country's 226 regional governments will face the extinction of regional governments after 2021 due to the country's continuous population decline. Korea has entered an 'Elderly Society', where the proportion of the elderly population aged 65 and over accounts for more than 14% of the total, and is expected to enter an "ultra-elderly society," where the proportion of the elderly accounts for more than 20% of the total, by 2026 [3]. Based on the Basic Act on Low Birthrate and Elderly Society, enacted in 2005 during the participatory government, the 'Low Birthrate and Elderly Society Committee' was established and operated under the presidency to establish and implement a five-year basic plan for a low birthrate and elderly society, but the phenomenon of low birthrate and aging is intensifying despite the government's investment of about 225 trillion won (\$215 billion) over 15 years from 2006 to 2020. As a result, regional governments are becoming increasingly concerned about the crisis of regional extinction.

If we look at the trend of the depopulation index from 2000 to 2023, as shown in <Table 1>, the number of regions in the low extinction risk stage has decreased significantly, while the number of regions in the high extinction risk and extinction risk stage has increased significantly. Specifically, from 139 in 2000 to 5 in 2020 and 0 in 2023, there was not a single region safe from depopulation. However, the number of high-risk regions increased from 3 in 2015 to 22 in 2020 and 51 in 2023, a 17-fold increase in seven years [15].

Table 1. Trend of regional extinction by year [15].

Regional Extinction Risk Classification	2000	2005	2010	2015	2020	2023.03
High Risk of Extinction(<0.2)	0	0	0	3	22	51
Extinction Dangerous(0.2 to 0.5)	0	33	59	75	80	67
Extinction Cautious(0.5-1.0)	58	55	46	49	82	93
Moderate Extinction(less than 1.0 to 1.5)	31	22	37	53	39	17
Low Risk of Extinction(1.5 or more)	139	118	86	48	5	0
Total	228	228	228	228	228	228

The Korea Institute of Industrial Economics and Trade used the K-Regional Extinction Index to measure the degree of fat loss appropriate for Korean society and selected regions at high risk of regional extinction. As of 2022, 59 out of 228 cities, counties, and districts in Korea (25.8%) were reported to be at risk [4]. In particular, Heo and his colleagues (2022) report that of the 59 regions with the highest risk of regional decline, Jeonnam accounts for 13 (22.0%), Gangwon and Gyeongbuk for 10 (16.9%) and 9 (15.3%), respectively, accounting for 54.2% of the total, more than half of the country.

As of March 2023, 118 of the nation's 228 cities, counties, and districts (over 51.8%) were classified as 'Regional Extinction Risk Areas' by the Korea Employment Information Service, which includes all regions of the country except for a few large cities such as Seoul [15]. A regional extinction risk area is defined as a region where the number of people aged 65 and older is more than twice as high as the number of women aged 20 to 39. Since the number of fertile

women is less than half of the number of elderly people, it is highly likely that regional governments will disappear due to population decline unless special measures are taken at the national level.

While rural depopulation is highly correlated with social mobility [16][17], there are also studies that empirically analyze migration and out-migration in economically growing and stagnant regions [18]. Beale (1969) reported an asymmetric banana-shaped relationship between in-migration and out-migration by population size, with large cities experiencing more in-migration and smaller areas experiencing more out-migration [19]. In general, the social decline of the population, or the outflow of people, starts with the young adults, who have a high reproductive capacity. This suggests that regions where this phenomenon is occurring are more likely to fall into a downward spiral, where the outflow of young people leads to a lower fertility rate [20].

Although local autonomy has been developed and decentralization has been promoted through successive governments, the current situation of localities is very skeptical, and the phenomenon of local decline is intensifying. Therefore, the problem of rural decline due to population decline is a serious reality facing Korean society, and it is an important issue that must be addressed as it may directly affect the future existence of the country. Therefore, this study examines the Korean government's measures against regional extinction and, as a complementary measure, examines the relationship between the importance of regional settlement of foreign students and regional universities.

2.2. Causes of increased regional extinction

Regional extinction is the main cause of population decline. The population problem is a necessary and sufficient condition as a result of the total economic and cultural development of a region. In other words, there are many factors that affect the population problem, including economic factors, individual preferences, and social and cultural factors. Ultimately, the cause of regional extinction is population decline, which is determined by two aspects: population migration and natural decline. The size of a region's population is heavily influenced by the natural increase and decrease of the population, especially due to low birthrates and aging. However, it is the movement of people between regions through migration and out-migration that has the greatest impact on the size of a region's population [21]. The causes of population movement between regions are influenced by various social, economic, and cultural environments, including culture, education, healthcare, and jobs.

There are many reasons for regional migration of the population. First, the main reasons for non-metropolitan residents in South Korean society to leave their localities are job and education issues. Kang (2019) surveyed 244 public officials in Uisung-gun, Sangju-si, Imsil-gun, Jeollabuk-do, Kimje-si, and Boseong-gun, Jeollanam-do, and found that the top reasons for local residents to leave their areas were 'lack of jobs and difficult local economy' (44.7%), 'weak childcare and education infrastructure' (27.8%), and 'weak local public services' (15.4%) [9]. This suggests that the lack of jobs and economy and weak education infrastructure contribute to the disappearance of neighborhoods. Another cause of population migration is the possibility of improving the quality of life. Lee (2008) and Knapp (1989) reported that improved housing conditions, quality jobs, a pleasant environment, expanded employment opportunities, and abundant medical, educational, and cultural facilities contribute to population migration [18]. In addition, Todaro (1971) argued that differences in labor markets between regions lead to differences in expected income [22], and Graves (1976) argued that satisfaction with the quality and satisfaction of local living conditions is a major determinant of population migration [18].

Despite the government's various policies and efforts to combat regional extinction, regional extinction has been accelerating. Kang (2019) reported that in a survey on whether the govern-

ment's policies on regional extinction have been effective, 42.4% of the respondents were negative about the effectiveness, while only 8.7% were positive about the effectiveness. In addition, 47.9% of the respondents were negative about the adequacy of government support measures, while 11.7% were positive about the adequacy[9]. In addition, he reported that the reason for the lack of government support for localities was that more than half of the respondents, 54.3%, reported that the actual situation and diagnosis of depopulation risk areas were insufficient, and the government and Regional governments were not aware of depopulation, indicating that the government's awareness and diagnosis of depopulation were insufficient. As a result, the government's policy effects on population decline have been inadequate, and regional extinction has continued to intensify. Therefore, there is a need for practical alternatives to respond to population decline, and this study explores the role of local universities in increasing population through local settlement from the perspective of international students.

3. Response to Regional Extinction and International Students

3.1. Regional extinction and the Korean government's response policies

Korean society is changing into a low-birthrate, ultra-elderly society, with more than half of the population concentrated in the metropolitan area. The main reason for the concentration of the population in the metropolitan area is that the quality of jobs, education, culture, and healthcare is higher in the metropolitan area than in the provinces, and this disparity has gradually increased over the past few decades despite various efforts by each administration to develop regional balance. The outflow of population from rural areas to metropolitan areas leads to a decline in the birthrate of young people entering cities at the same time as the outflow of reproductive forces from rural areas, jeopardizing metropolitan areas as well[8]. In other words, this phenomenon of concentration in metropolitan areas puts pressure on both metropolitan areas and rural areas to reduce population. In turn, the concentration of young adults in the metropolitan area causes local population outflow, while the concentration of population in the metropolitan area is reported to significantly reduce the fertility rate in the metropolitan area due to the increased burden of housing and education costs[23]. In addition, the fertility rate in metropolitan areas such as Seoul, where population is flowing in, is lower than that in non-metropolitan areas, especially counties, where population is flowing out. This suggests that while the number of fertile women in the metropolitan areas is higher than in non-metropolitan areas due to the influx of young adults, it is not contributing to population growth in the metropolitan areas. While the number of fertile women increases with city size, the fertility rate shows an inverse relationship with city size.

There are many causes of the declining birthrate, but expensive housing, private education, unreliable childcare, and unstable employment are all factors that cause young people to delay marriage and childbearing. This means that the phenomenon of declining birthrate and aging population is not just a change in demographics, but a problem of socioeconomic structure, which implies the need for a balanced social security system. In other words, if the social security system is in place and the country is developing in a balanced manner, there will be no significant difference in the quality of life no matter where you live in the country, and it can be inferred that this can be a countermeasure to prevent regional extinction.

Regional extinction is a problem linked to a declining birthrate and an extremely elderly society. As a policy response to this, the Basic Act on Declining Birthrate and Aging Society was enacted in 2005. The Act specifies the basic direction and promotion system for responding to changes due to the declining birthrate and aging population, with the aim of enhancing national competitiveness, improving the quality of life of the people, and ensuring the sustainable development of the country. The Act has been planned and implemented in four five-year periods

from 2006 to 2020. In particular, the direction of the Fourth Basic Plan sets out a vision for realizing a sustainable society where all generations are happy together, and aims to overcome the declining birthrate by enhancing social responsiveness to demographic changes.

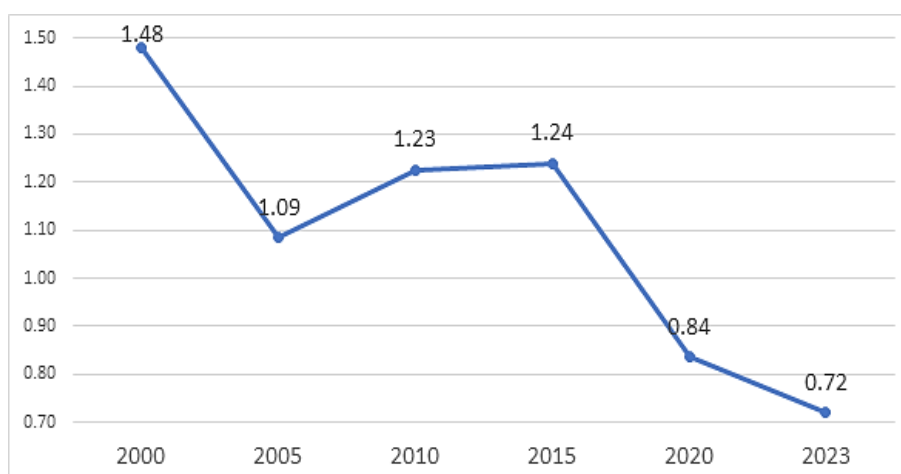
In addition, population outflow has emerged as a serious social phenomenon in addition to the declining birthrate and aging population, causing localities to face not only a population decline crisis but also the problem of rural decline. Against this backdrop, the Korean government amended the Special Act on National Balanced Development in 2020 to select depopulated regions and to prepare and support measures for these regions. The purpose of the Act is to create local settlement conditions and expand living infrastructure to overcome the crisis of population decline and promote balanced national development.

The Korean government has been implementing the 'Integrated Support Project for Declining Population Areas' since 2017 to respond to the crisis of population decline and solve various administrative problems in declining population areas, such as eliminating blind spots in administrative services, disintegrating local communities, and increasing administrative costs. Through this program, the government is supporting youth entrepreneurship in these areas, creating job spaces, improving settlement conditions such as childcare, culture, and welfare, helping urban residents return to their villages, and creating ICT-based smart towns.

In response to this crisis, policies and bills to support regional extinction have been proposed since 2020. These include the designation of regional extinction areas or depopulation risk areas, and support measures such as tax support and infrastructure expansion for these areas.

However, despite these population policies, the total fertility rate has continued to decline, as shown in Figure 1. The decline accelerated in the 2000s, with the total fertility rate plummeting to 1.48 children in 2000, 1.23 in 2010, and 0.72 in 2023. The resulting population decline has led to a stagnation and decline in the local economy, and the increasing number of elderly people has led to a labor shortage in the region. These issues have prompted the South Korean government to pursue an immigration policy.

Figure 1. Change in total fertility rate in South Korea since 2000[7].



In 2023, the Ministry of Justice finalized the Fourth Basic Plan for Foreigners' Policy. The policy aims to improve the domestic settlement environment for immigrants and promote economic and regional development utilizing immigration. In particular, it aims to actively utilize foreigners in depopulated areas and industries with labor shortages by utilizing regional specialty visas to respond to regional depopulation.

This can also be seen in the case of foreigners. Canada's immigrant population as a percentage

of the total population is about 20%, second only to Australia among OECD countries. The city of Hamilton, located in southern Ontario, is an industrial city of about 500,000 people and one of the most immigrant cities, with more than 20% of the population being immigrants, and 119,805 immigrants living in the city in 2001[24]. Thus, immigration policy is an alternative to solve various problems caused by the lack of population in regional extinction areas.

3.2. The relationship between regional extinction and regional universities

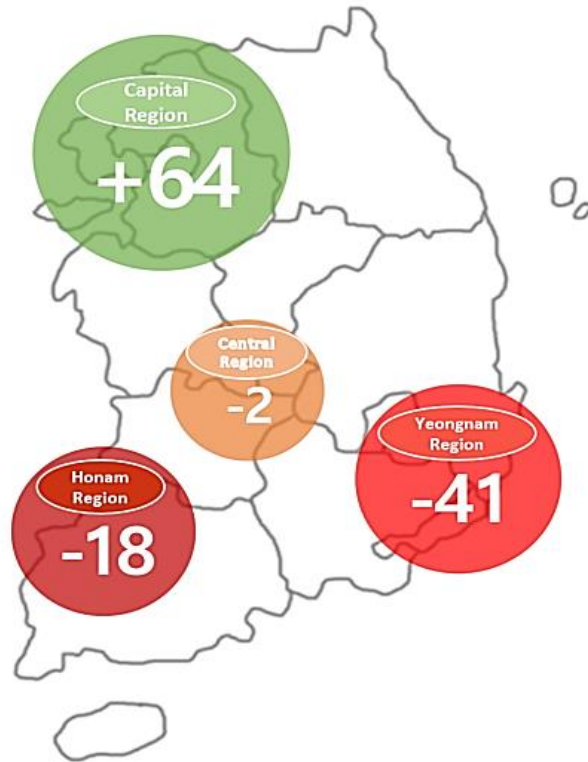
Regional universities nurture local talent, lead the development of local industries, and provide community engagement and social services. In addition, regional universities have an impact on the local economy and industry, local employment effects, culture and education, and affect population growth. As a result, successive governments have continuously promoted policies to curb the negative effects of population decline, such as shrinking the economy and employment scale and increasing social security, through policies to foster local universities. In particular, the following universities have been closed in Korea since 2000: Asia University(2008), Myeongshin University(2012), Sung Hwa University(2012), Wolseong University(2012), Missionary University(2012), Hanmin University(2013), Seonam University(2018), Hanzhong University(2018), Daegu University of Foreign Studies(2018), Daegu Mirae University(2018), Dongbusan University(2020), Gwangju University of the Arts(2000), Seoha University(2021), Hallil University(2022), and Korea International University(2023). Various studies have analyzed the impact of university closures on local economies[25][26][27]. While the variables that affect local economies are varied and complex, these studies report a consistent conclusion that the closure of a regional university has a clear impact on local economies, including a loss of local commerce and jobs, and a decline in population.

The economic impact of universities on their communities is manifold. First and foremost, universities stimulate the local labor market by creating new job opportunities through education. They foster economic innovation by advancing new knowledge and technologies through research and technology development, which are then utilized by local businesses and industries. Universities also provide jobs for their constituents, stimulate local consumption, and improve the quality of life for local residents through the provision of a range of healthcare services. Recently, these local universities have been facing a crisis due to the declining rural population, the concentration of young adults in metropolitan areas, and the decline of the school-age population due to the declining birthrate. In particular, Yang and Yoo(2022) predicted in their report 'Development Plan for Local Universities to Foster Local Talent and Revitalize the Economy' that if the current situation continues, 60% of local universities will be reduced in 20 years[28].

One of the differences between Korean society and other societies in the West is that there is stigmatization and discrimination against rural universities and their students and graduates, and there is no legal mechanism to prohibit such discrimination[29]. This discrimination leads to a phenomenon of reluctance to enter rural universities and preference for universities in the metropolitan areas, which leads to an outflow of young people from rural areas to the metropolitan areas, and the situation of rural depopulation gradually intensifies. According to Statistics Korea's population trend data, the migration rate of young adults to the metropolitan area is very high. Of the 89 local governments designated by the Ministry of the Interior and Safety as population declining areas in 2021, 95%(85) are rural, and as shown in <Figure 2>, the net migration of young adults(20-29 years old) by local governments in 2022 is reported to have increased by 64,000 in the metropolitan area, while decreasing by 4.1 in the Yeongnam region, 1.8 in the Honam region, and 0.2 in the Chungcheong region[28]. This is due to differences in quality jobs, culture, medical care, and other living infrastructure between rural and metropolitan areas. This is due to the difference in quality jobs, culture, medical care, etc. However, as young people avoid going to local universities and go to universities in the metropolitan area, local talents are leaking out to the metropolitan area, which can lead to regional decline and the disappearance of localities. In particular, the most fundamental factor that causes local

economies to decline is the lack of local talents[30]. In other words, the presence or absence of local talents determines the economic development of a region, and their outflow to metropolitan areas or large cities can be the most influential factor in the disappearance of localities[31].

Figure 2. Net migration of young adults in 2022[7][28].



For this reason, the government enacted the Act on Regional Universities and Regional Balanced Human Resources in 2023 to encourage Regional governments and regional universities to work together and to encourage young people to settle in the region. It also suggests that the settlement of foreign students in local areas is important in terms of securing and fostering talented young people and securing labor force. Therefore, this study examines the role of Regional governments and regional universities in responding to regional extinction from the perspective of international students, and suggests the need to shift the paradigm of policy toward international students by focusing on Regional governments and regional universities to develop new countermeasures to respond to regional extinction. However, there has been insufficient research on this topic, so it is necessary to continue exploring solutions to local problems through the influx of foreign students, centered on regional universities, from the perspective of rural decline.

3.3. Local extinction through international students

In May 2023, there were approximately 1.43 million foreigners aged 15 and over living in Korea, an increase of 129,000 compared to 2022. Of the 1.43 million foreigners living in Korea, 1.29 million are from Asia, accounting for more than 90% of the total, including 607,000 Chinese(including Korean Chinese) and 210,000 Vietnamese, an increase of 40,000 compared to 2022. By status of residence, the largest number of foreigners (386,000) were overseas Koreans, followed by non-professional workers, and students studying abroad and studying languages. In particular, the number of international students increased by 25,000 to 188,000 in 2023, compared to 163,000 in the previous year, while the number of foreigners with visitor work status decreased by about 10,000 and the number of marriage immigrants decreased by about 3,000[7].

According to the distribution of foreigners living in Korea by age group in 2023, those aged 15 to 29 were the most numerous at 410,000, up 70,000 from the previous year, followed by those aged 30 to 39 at 396,000(up 33,000 from the previous year), then those aged 40 to 49 at 222,000, those aged 50 to 59 at 211,000(down 5,000 from the previous year), and those aged 60 and over at 186,000, suggesting that the age structure of the foreign population in Korea is becoming younger[7]. In addition, as shown in <Table 2>, as of 2023, the Gyeonggi region had the largest number of foreign residents(494,000), followed by Seoul(286,000), and Chungcheongbuk-do(170,000). Compared to 2022, Gyeonggi, Chungcheongbuk-do, and Southeast region increased, while Seoul decreased, suggesting that the foreign population is increasing in various regions of Korea and that foreign policy is helping to increase the population.

Table 2. Foreign resident population by region of residence(Age 15+, Unit: Thousands).

Year. month	Resident Population	Seoul	Incheon	Gyeonggi	Southeast	Chung-nam	Daegu	Honam	Gang-won
2022. 05	1,302(100%)	287(22.0%)	79(6.1%)	460(35.3%)	125(9.6%)	144(11.1%)	81(6.3%)	88(6.7%)	38(2.9%)
2023. 05	1,430(100%)	286(20.0%)	88(6.1%)	494(34.6%)	148(10.3%)	170(11.9%)	94(6.6%)	107(7.4%)	44(3.1%)
Increase/Decrease	129(-)	-1(2.0%)	9(0.0%)	34(-0.7%)	23(0.7%)	26(0.8%)	13(0.3%)	19(0.7%)	6(0.2%)

As shown in <Table 3>, the total number of foreign students was about 150,000 as of December 2023, with the largest number in Seoul (56,000) and Gyeonggi (23,000), and the smallest in Jeju and Sejong[7].

Table 3. Status of foreign students(D-2) by region (2023)[7].

Region	Seoul	Gyeonggi	Busan	Gyeongbuk	Chungnam	Jeonbuk	Gwangju	Daegu	Incheon
Headcount	56,537	23,335	10,668	7,934	7,219	6,222	5,275	4,985	4,603
Region	Gangwon	Chungbuk	Gyeongnam	Jeonnam	Ulsan	Jeju	Sejong	Total	
Headcount	4,061	3,758	2,971	2,867	1,091	1,024	810	151,483	

When looking at the status of international students in the Ministry of Justice in 2023 by status of residence, as shown in <Table 4>, the proportion of study abroad (D-2, diploma, bachelor's, master's, and doctoral), Korean language training, and foreign language training(D-4) students has steadily increased, increasing by more than 220% compared to 2012. In addition, according to the 2020 Immigrant Status and Employment Survey conducted jointly by Statistics Korea and the Ministry of Justice, 32.7% of international student respondents said that they hope to work in Korea after graduation[32]. Similar results were found in a 2021 survey of 700 international students from Asian countries conducted by the Korea Institute for Health and Social Research[33]. Of the survey participants, 30.7% said they intend to stay and work in Korea after graduation.

To summarize, it can be concluded that the number of foreign students is steadily increasing, and they are hoping to settle down in Korea after graduation. In addition, if they are successful in finding employment after graduation, foreign students in Korea are expected to fill the shortage of skilled workers in the domestic labor market, especially in small and medium-sized enterprises, and to help Korean companies expand overseas. However, despite their intention to work in Korea after graduation, it is not easy for foreign students to enter the domestic labor market. An interview study of foreign students in science and engineering showed that many participants gave up on finding a job in Korea despite their positive intentions to work in Korea after graduation for reasons such as insufficient

Korean language skills, lack of job information, discrimination, and lack of employment support services at universities[34]. Therefore, it is imperative that measures be taken to help them settle in Korean society.

Table 4. Status of international students by status of residence at the ministry of justice (2022)[35].

Year	Study Abroad (D-2)	Korean Language Training (D-4-1)	Foreign Language Training (D-4-7)	Total	Year-on-year Increase/Decrease
2012	64,030	20,681		84,711	4.2%
2013	60,466	21,381		81,847	5.6%
2014	61,257	25,138	15	86,410	5.6%
2015	66,334	30,017	6	96,357	11.5%
2016	76,040	39,873	14	115,927	20.3%
2017	86,875	48,208	4	135,087	16.5%
2018	102,690	57,971	10	160,671	18.9%
2019	118,254	61,867	10	180,131	12.1%
2020	101,810	51,545	6	153,361	14.9%
2021	111,178	52,506	15	163,699	6.7%
2022	134,062	63,146	26	197,234	20.5%

Korea's foreign student policy direction has been to target quantitative growth in international students through the Study Korea Project (2005-2012) in the 2000s, and then shifted to qualitative growth through the Study Korea 2020 Project (2013-2023) in the 2010s. As a result, the Education Internationalization Competency Certification System was introduced in 2011 to manage the quality of university education and international students, and in 2022, Korea attracted 197,000 international students. From the Study Korea Project in the 2000s to the Study Korea 2020 Project in the 2010s, foreign student policies have focused on attracting international students, while policies and systems to support their employment and settlement after graduation have been lacking[36][37].

However, with the recent announcement of the Fourth Comprehensive Plan for Foreigners and the RISE Project in response to rural decline and population decline, employment and settlement support for foreign students after graduation has been expanded. In other words, amidst the demographic cliff crisis of declining productive population, declining school-age population, and regional extinction due to low birthrate and aging population, the government aims to attract international students as potential professionals to solve the demographic problems of Korean society by attracting international students and stabilizing their settlement in the region. This suggests that the attraction of foreign students leads to stable settlement in Korean society through employment, which in turn leads to improved industrial competitiveness and revitalization of the local economy, which can be a countermeasure against regional extinction.

To this end, on August 16, 2023, the government announced the 'Study Korea 300K Project (2023~2027)' to enhance the educational competitiveness of international students and to attract 300,000 international students by 2027 to become one of the world's top 10 study abroad powers. It has established a system to support international students in attracting, studying, working, and settling in Korea, and announced the easing of employment-related regulations and expansion of career exploration opportunities for international students while they are still in school. In addition, a long-term residence visa for foreigners who have worked and lived in depopulated areas for a certain period of time after studying abroad will be issued to encourage them to work in local specialized industries after graduation and to induce them to stay in the

region. To this end, local universities, local companies, and local governments have been working together to foster foreign workers needed by local industries to improve the local settlement environment through Korean language and technology education, employment, and start-up support.

As the recent 'Study Korea 300K Project' shows, international students are emerging as an alternative to regional extinction, and regional universities play a key role. Therefore, a close cooperation system between regional governments and regional universities is required to ensure that regional universities can successfully attract international students, leading to employment and settlement in the region.

4. Discussion and Conclusion

Korean society is facing a crisis of rural depopulation due to population decline. In order to solve this problem, efforts have been made to promote local autonomy, including the relocation of public institutions and the National Balanced Development Act, but the concentration of population in the metropolitan areas and the decline in rural areas have intensified. Korean society is changing into a low birthrate, ultra-elderly society, and young people are migrating to large cities, which are considered to have higher quality in various aspects such as jobs, education, culture, and healthcare compared to rural areas. As a result, many regions outside of the capital and major metropolitan areas have been stigmatized as regional extinction areas at risk of disappearing.

To overcome this, the government is proposing various national balanced development policies such as revitalizing local universities and relocating public institutions, and at the same time, it is striving to solve the population and labor force problems in rural areas through active immigration policies.

Provinces, however, are facing increasing difficulties in all aspects of society, economy, culture, education, and healthcare due to declining birthrates, a declining school-age population, and the migration of young people to large cities. In particular, the crisis of the regional university, which plays a pivotal role in the social, economic, cultural, educational, and healthcare of the region, is closely related to the disappearance of the region, and there is a risk that the crisis of the regional university will accelerate the disappearance of the region. This means that the crisis of regional universities is linked to the crisis of localities, as the best young people move to metropolitan areas or large cities, leaving regional governments and communities with a critical shortage of local talent for local development.

Until now, domestic studies on rural attrition have focused on identifying the severity and causes of regional extinction by region, while practical studies on how to respond to regional extinction have been relatively scarce. Therefore, a multifaceted and responsive approach is needed to examine the role of regional universities in Korea, especially those located in small and medium-sized cities, from the perspective of international students. To this end, this study examined the current status of regional extinction in Korea and the changes in international student policies, and tried to analyze the reasons for the concentration in Korea.

South Korea stopped its birth control policy in 1989 and changed its population policy goal from birth control to quality improvement in 1996 [10]. This means that the country will consider not only the quantity but also the quality of the population, but in reality, many provinces in South Korea are in danger of disappearing due to population decline. In this situation, immigration policy can be accepted in terms of securing laborers as a response to the problem of depopulation in rural areas and an aging society. However, the biggest obstacle to immigration policy is the issue of language and cultural adaptation, which is currently not sufficiently studied.

Until now, there has been a continuous immigration of marriage immigrants, and multicultural families have been established, and the second generation of multicultural families is coming of age and entering the society[10]. According to Statistics Korea, there were 169,633 marriage immigrants in 2022 alone[35].

Beyond regional development, young and talented foreign migration is an important counter-measure to regional extinction. If young and talented people settle in a region, develop the region, and increase the birth rate, the local population will increase, creating a virtuous cycle to overcome regional extinction. However, there are many issues that foreigners need to overcome in order to settle into Korean society, such as culture, language, and job skills. Therefore, local universities are the most efficient place to solve these issues. After all, regional universities are the most efficient organizations to provide language, cultural adaptation, and vocational education, and they can also utilize their excellent human and material resources to provide customized education for foreigners.

Recently, the government has launched the RISE and Global University 30 policies as a differentiated strategy from the existing local university policies, and is seeking to promote win-win development of local and regional universities. In particular, in this process, there has been a growing interest in foreign students in connection with the depopulation of local populations. As part of this interest, the RISE program, a partnership between local governments and universities, aims to foster local talent.

The fundamental background for the policy implementation of the RISE program is that the depopulation of the local population and the crisis of the local economy have recently emerged as serious issues. As an alternative to this, the influx and utilization of foreign students has emerged as a policy issue. The role of regional universities, as well as regional governments, is crucial in order to effectively address the challenge of regional extinction. The implementation of RISE will enable regional universities and regional governments to improve their infrastructure and develop educational programs. In addition, cooperation between regional governments, universities, and industries will lead to regional economic development and improved settlement conditions, and innovation and development can be achieved through cooperation with local companies. Global University 30 is also expected to foster globally competitive and innovative universities to promote regional innovation and development. However, the new local university policy needs to be supplemented to address the lack of capacity of local governments, the concentration of talents and industries in the metropolitan areas, and the over-concentration of certain academic fields. In addition, since these projects are likely to be centered on public universities, it is necessary to analyze and utilize the strengths of local private universities in cooperation with regional governments.

In order to create a virtuous cycle of local talent working in regional industries and economic and cultural development of local communities, cooperation between universities and local governments needs to be established in a flexible structure. In particular, if local private universities are utilized to provide cultural, linguistic, and vocational education to young and talented foreign students in Korean society, the needs of local communities, universities, and foreigners can be quickly responded to, and mutual benefits can be derived. In other words, a successful policy to counter local brain drain will be completed when local governments, universities, and local industries understand the close influence of each other and pursue cooperation with mutual responsibility.

In particular, rural colleges and universities specialize in vocational education, and most of their graduates settle in the local area, so their impact on regional extinction and regional economy is very significant. The recruitment and management of international students is no longer just a way for universities to secure financial resources, but an important factor in local econo-

mies and regional extinction. Therefore, by properly identifying their needs and effectively incorporating them into the curriculum, it will be possible to solve the challenges of localization, population, and employment.

Before addressing these issues at the national level, the first thing that needs to be done at the university level is to build infrastructure (curriculum, learning, life management, etc.) and employment support for international students. Young international students around the age of 20 have a different mindset than the average unskilled worker, and there is a reason why they need to be provided with career and further education that is tailored to them. Therefore, the role of specialized university departments is crucial to address the mismatch between their needs and local jobs, and to integrate them into our communities.

In addition, as the proportion and absolute size of foreign students and foreign residents in Korea continues to grow, their impact on the Korean economy and society as a whole will also expand. However, the current decentralized work structure and the interests of various ministries, including the Ministry of Education, Ministry of Justice, Ministry of Labor, and local governments, in the areas of university education, employment, and local settlement do not make it easy to create conditions for settlement. For example, the current process of changing long-term residence status imposes significant restrictions on the types of jobs available. In reality, it is not easy to change jobs and industries along with the change of status of residence, so many international students often choose to stay illegally, as their economic activities are negated in this process.

This is an area that requires in-depth consideration from university education to employment and change of residency status by identifying the needs of international students.

In the mid- to long-term, international students should be able to contribute to the overall virtuous cycle of the local economy, leading to production, consumption, and investment as members of the local community, not just as laborers in each region of Korea. To this end, the central government and local governments should continue to work together to improve local settlement conditions for international students, including the expansion of living infrastructure and vocational education.

As for the limitations of this study, the methodology for this study was mainly literature research, but there is no literature on international students between regional universities and regional governments on rural depopulation, so the comparison and analysis were mainly indirect. In particular, the lack of data in this regard was supplemented with data searched through the Internet, which was a limitation of the study.

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6. Appendix

6.1. Author's contribution

	Initial name	Contribution
Lead Author	GB	-Set of concepts <input checked="" type="checkbox"/>
		-Design <input checked="" type="checkbox"/>
		-Getting results <input checked="" type="checkbox"/>
		-Analysis <input checked="" type="checkbox"/>
Corresponding Author*	DL	-Make a significant contribution to collection <input checked="" type="checkbox"/>
		-Final approval of the paper <input checked="" type="checkbox"/>
		-Corresponding <input checked="" type="checkbox"/>
Co-Author	YL YK SP	-Play a decisive role in modification <input checked="" type="checkbox"/>
		-Significant contributions to concepts, designs, practices, analysis and interpretation of data <input checked="" type="checkbox"/>
		-Participants in Drafting and Revising Papers <input checked="" type="checkbox"/>
		-Someone who can explain all aspects of the paper <input checked="" type="checkbox"/>

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A Critical Review of Whistleblowing in Korea

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Abstract

Purpose: In modern society, it is difficult to discover from the outside corruption that occurs secretly within an organization. Therefore, the purpose of the public interest reporting system is to contribute to the stability of people's lives and the establishment of a transparent and clean social climate by protecting and supporting people who report acts that infringe upon public interest. The Anti-Corruption and Civil Rights Commission Act establishes the Anti-Corruption and Civil Rights Commission to process grievances and improve related unreasonable administrative systems, prevent the occurrence of corruption, and efficiently regulate corrupt activities to protect the basic rights and interests of citizens and ensure the adequacy of administration. The purpose is to contribute to the establishment of an honest public service and social climate. With the gradual development of a democratic society, citizen participation in the public sphere has expanded, and citizens have come to actively monitor and supervise the decision-making and exercise of authority in the public sector. And citizens' expectations regarding transparency in public institutions have further increased. The purpose of this study is to examine the contents of the Public Interest Whistleblower Protection Act and explore problems and ways to improve them.

Method: Let's look at the meaning and purpose of the public interest reporting system. First, we review foreign whistleblower protection systems that have influenced domestic legislation. Second, we examine the main contents of the 'Public Interest Reporter Protection Act' and the 'Act on the Prevention of Corruption and the Establishment and Operation of the Anti-Corruption and Civil Rights Commission(Corruption Prevention and Civil Rights Act)', which are representative whistle-blower protection systems implemented in Korea, and review their problems and points of improvement. Through this, we aim to suggest improvement measures and legislative policies for public interest reporting.

Results: The starting point of the discussion of the crime of trespassing lies in the interpretation of the interests of protection. The representative theories are the claim of 'housing rights' and 'the theory of de facto serenity', but precedents adopt the doctrine of the theory of de facto serenity. As for the degree of protection for the crime of trespassing, the crime of danger and the crime of infringement are opposed to each other. The interpretation of these precedents shows a lot of changes in the protection and interest of the crime of trespassing, the meaning of the infringement, the timing of the commencement of execution, and the timing of implementation.

Conclusion: In every society, there are always those who harm the public interest, which is the interest of the entire society. These people exist not only in the private sector but also in the public sector, and their harmful acts to society are not easy to detect due to the secrecy and closedness of the organization and the specificity of their actions. For this reason, the existence of a public interest reporting system is meaningful. Therefore, in order for the public interest reporting system to be activated, the current law must be supplemented and enacted. In particular, it is necessary to make whistleblower protection and compensation systems a reality. In addition, Korea's public interest reporting system does not recognize reports made to media organizations, and this needs to be supplemented. Whistle-blowing is difficult due to its nature, but sufficient institutional protection measures must be provided for the public interest.

Keywords: Public Interest Reporting, Whistle-Blowing, Anti-Corruption, Civil Rights Commission, Public Interest Reporter Protection Act

1. Introduction

The public interest reporting system refers to reporting to the Anti-Corruption and Civil Rights Commission, etc., violations of laws that are against the interests of the country or the people and internal corruption that destroys social order. In modern society, it is not easy to discover from the outside the corruption that secretly occurs within an organization, so the public interest reporting system is a type of protection device that leads our society to a clean society. Academic discussions on the public interest reporting system cannot help but focus on the protection of whistleblowers who report corruption and corruption for the public good, and whether personal interests that are violated will be protected and rescued. This is because the public interest that arises from whistle-blowing and the protection of the whistle-blower's personal interests that are violated have the nature of a common destiny.

Therefore, we will first look at the general theory of public interest reporting and corruption reporting systems, review the contents of Korea's public interest reporting system and foreign systems comparatively, and then discuss problems to seek improvement and legislative measures[1].

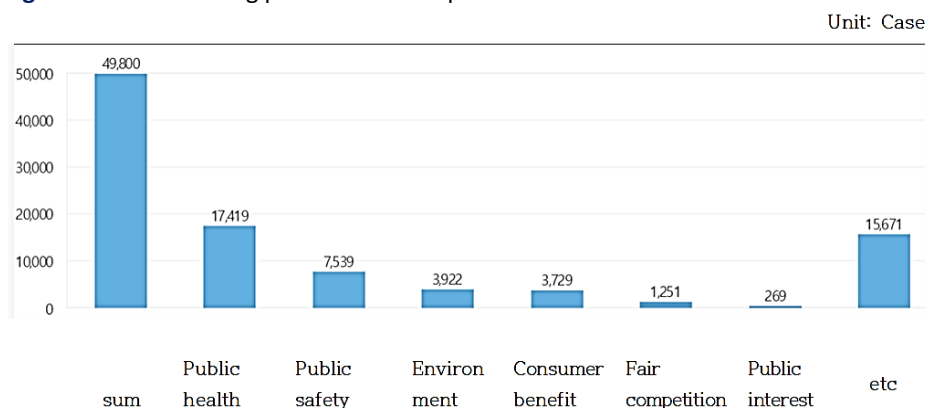
2. Definition and Functions of the Public Interest Reporting System

Public interest generally refers to the interests of society as a whole, and is a relative concept whose meaning and scope changes depending on the times and society. The Public Interest Whistleblower Protection Act provides definitions related to public interest as follows.

First, “public interest infringement” refers to an act that infringes on public health and safety, the environment, consumer interests, fair competition, and equivalent public interests. It refers to acts that are subject to administrative dispositions prescribed by Presidential Decree, such as cancellation or suspension of licenses pursuant to this Act[2][3][4].

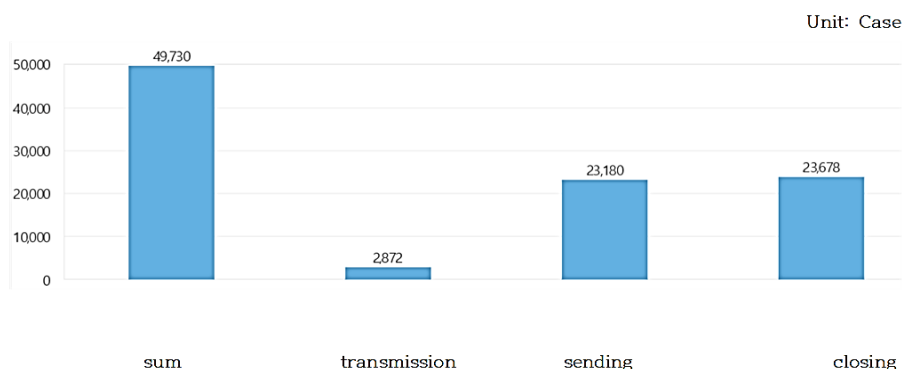
Second, “public interest reporting” refers to reporting, petitioning, tipping off, filing a complaint, or accusing the fact that an act of public interest infringement has occurred or is likely to occur, or providing clues for investigation into an act of public interest infringement. However, if a public interest report is made despite knowing or could have known that the content of the public interest report is false, or if the public interest report is requested for money or preferential employment relations in connection with the public interest report or is filed for any other unlawful purpose, It is not considered a report.

Figure 1. Status of filing public interest reports.



Note: National rights white paper (2023).

Figure 2. Public interest report processing status.



Note: National rights white paper(2023).

Third, “public interest reporting, etc.” refers to statements, testimony, or provision of data in investigations, investigations, and litigation related to public interest reporting, public interest reporting, and protection measures for public interest reporting.

Fifth, “public interest reporter” refers to a person who makes a public interest report.

Sixth, “Public interest reporter, etc.” refers to a public interest reporter and a person who has made a statement, testified, or provided data in an investigation, investigation, or lawsuit related to a public interest whistleblower or a public interest whistleblower protection measure.

In this law, the concept of public interest is limited to a too narrow scope. In order to fully realize the purpose of this law, it is necessary to comprehensively define acts that violate the public interest. In addition, in order to realize the public interest, the purpose and function of this law can be realized only when all conditions, such as practical and effective protective measures for public interest reporters, are met.

3. Foreign Legislation on Public Interest Reporting

3.1. U.S. public interest reporting

The United States is a country that takes a family-first approach to protecting public interest reporters. In the United States, protection is provided through the Civil Service Reform Act, a federal law. The U.S. Congress has protected whistleblowers who report illegality, waste, and corruption within the government, encouraging disclosure through these practices within the government. In this law, it was partially accepted that public interest reporters are protected from retaliation from their own group. However, there was criticism that the protection provisions of this law were too weak. Therefore, the scope of protection for public interest reporters was expanded through the Whistleblower Protection Act and the Shabanes-Oxley Corporate Reform Act[5][6][7][8][9][10][11].

3.2. Public interest reporting in Japan

Initially, Japan had a negative stance toward the anti-corruption law. This was because Japan recognized that corruption did not occur in the public and private sectors. However, as corruption increased due to collusion between politicians, bureaucrats, and construction companies, local governments introduced a public interest reporter protection system before the central government. Recently, in an automobile company's recall concealment case, criminal activity was discovered through notification by workers within the workplace. Because of this, the whistleblower was fired, but the Japanese court ruled that the dismissal was invalid. In Japan, the

Public Interest Notifier Protection Act stipulates the definition of public interest notification and public interest notifier, establishes civil principles such as invalidity of dismissal of public interest notifier, and stipulates the obligations of the notifier, business operator, and administrative agency[12][13][14][15][16][17][18].

4. Problems and Improvement Measures of the Public Interest Reporting System

4.1. Problems with the public interest reporting system

Violations of laws regarding public health and safety, protection of the environment, protection of consumer interests, and fair competition resulting from the activities of any individual or organization, regardless of whether the subject of the public interest violation is a public official or private person, and whether a public enterprise, a private enterprise, or a private organization, are in that everyone is subject to public interest reporting, the Public Interest Whistleblower Protection Act allows public interest reporting not only for public interest infringements in the private sphere but also for public interest infringements in the public sphere. In this way, the Public Interest Whistleblower Protection Act broadly stipulates the scope of public interest information subject to reporting and the subjects of law violations, and thus protects reports of public interest infringements more broadly than the Anti-Corruption and Civil Rights Commission Act. However, it protects the public health and safety, the environment, and consumers. It is limited to criminal acts for which punishment is imposed for violation of the law on profit and fair competition and acts subject to administrative disposition, such as cancellation of licenses for violation of mandatory laws[19][20][21][22][23].

However, considering that the Public Interest Whistleblower Protection Act is a law to protect the health and safety of the public and to contribute to the establishment of a transparent and clean social climate, there is no need to limit public interest violations to criminal acts or violations of mandatory laws[24][25][26][27][28].

These acts of public interest infringement not only have a negative impact on national competitiveness but are also directly or indirectly linked to violations of citizens' basic rights. Considering the original purpose of greatly expanding the scope of public interest reporting to the private sector, the target should be broader than it is now. There will be a need to define as in the previous case, the subject of reporting is not limited to 'anyone', so there is no major problem. The Public Interest Reporter Protection Act protects not only internal public interest reporters but also general public interest reporters in that it provides for protection regardless of whether they are insiders who belong to or have belonged to an organization that violates the public interest, or outsiders related to an organization, etc.

The problem is that the agencies that receive and process reports are limited to the Anti-Corruption and Civil Rights Commission, the relevant companies/organizations or public institutions that committed acts of violating the public interest, and investigative agencies, so third-party organizations (civic groups, media organizations, etc.) are added. The question is whether it can be done. The purpose of the Public Interest Reporter Protection Act is to prevent the social chaos that may result from excessive reporting if general external organizations such as civic groups or media organizations are included as organizations subject to reporting, and to prevent cases from being reported to investigative agencies that have already established an official system. It seems that it is desirable to entrust the investigation uniformly. However, there continues to be criticism that investigative agencies have failed to fulfill their role fairly in cases involving public organizations connected to political power or large-scale fraudulent companies. In our reality, it may be difficult to assert that limiting the external target organizations for public interest reporting to investigative agencies provides a sufficient protection system.

Rather, considering that many public interest reports have been made to the media or civic groups, we honestly acknowledge the limitations of such investigative agencies.

Expanding and defining the organizations subject to reporting could be a realistic solution.

Until now, in cases where public interest infringements that occurred in the private sector were reported, in most cases, the company fired the reporter or imposed other disadvantageous measures in accordance with the disciplinary provisions of the employment rules on the grounds that the company had tarnished social credibility and caused defamation. Public interest The protection measure for reporters is, above all, to prohibit disadvantageous employment measures. Workers in an employed status may be greatly weakened economically and psychologically due to reporting, and this can be the main reason for avoiding reporting, so it must be supplemented.

4.2. Measures to improve the public interest reporting system

Article 14 (Reduction of Liability, etc.) of the Public Interest Reporter Protection Act stipulates that if a public interest reporter, etc. is found to have committed a criminal act in relation to a public interest report, the sentence may be reduced or exempted. The fact that the sentence can be arbitrarily reduced or exempted for the reporter's criminal act was strengthened to a necessary reduction, considering the purpose of the exemption clause and the fact that the reporter stopped the crime on his own and voluntarily reported it to the government agency. It may be defined as such. If public interest reporting is used as a reason for arbitrary reduction or exemption from the public interest reporter's criminal liability, there is a risk that the reporter will avoid reporting public interest due to the risk of criminal punishment. Therefore, in order to promote public interest reporting, it is judged desirable to establish a necessary reduction/exemption system.

Even if there is a necessary reduction/exemption system for criminal liability, the judge can impose a certain level of criminal responsibility on the public interest reporter by reducing the sentence by considering the overall circumstances of a specific case. In addition, there is a possibility that the affiliated organization or company will impose heavy disciplinary action against a person who exposes the corruption of the affiliated organization or organization on the grounds that he or she is a traitor to the organization, and if the disciplinary authority does not comply with the Anti-Corruption and Civil Rights Commission's request for reduction or exemption from disciplinary action, the disciplinary authority may be subject to disciplinary action. In terms of protecting public interest reporters, there is no way to enforce it. there is a problem.

As society becomes highly specialized and specialized, corrupt practices committed within an organization or group cannot be known to the outside world unless there is an insider's tip-off. Additionally, the stronger the control over corruption, the more secretly the corruption is carried out. About losing

Considering that it is necessary to actively encourage insiders to report in order to reduce damage by preventing acts of public interest infringement in advance or eliminating them as soon as possible after the fact, the reporter must be held criminally responsible and disciplined for criminal or illegal acts related to public interest reporting, etc. Necessary reduction in responsibility

It is judged appropriate to adopt an exemption system.

Although it is a problem that goes beyond the scope of the Public Interest Reporter Protection Act, the legal status and authority of the Anti-Corruption and Civil Rights Commission need to be reexamined to promote public interest reporting. In particular, the most problematic thing is

that the Anti-Corruption and Civil Rights Commission has no direct authority to investigate reported cases. Therefore, given that acts that violate the public interest have a large ripple effect and are carried out quickly, there may be room for dispute over the granting of investigative authority since the Anti-Corruption and Civil Rights Commission has been granted the authority to receive reports, but without properly understanding the facts. Since the results cannot be processed, one solution would be for the Anti-Corruption and Civil Rights Commission to have a certain amount of investigative power and take action to quickly prevent acts that violate the public interest.

5. Conclusion

Protecting public interest reporters is an essential task that can no longer be postponed to maintain public safety and order in modern society. And the state has a duty to protect the vulnerable who report illegal acts through courageous actions, and this can be said to be an action to protect the interests of the entire society. Accordingly, most developed countries, including the United States, the United Kingdom, and Japan, are taking protective measures by reporting public interest violations and misconduct in the private sector as well as the public sector. Establishing a system that can actually protect public interest reporters is essential to revitalize public interest reporting and prevent public interest infringements, so public interest reporters can feel reassured through confidentiality, identity, personal protection, and exemption from responsibility. and should be encouraged to report. In addition, the target of public interest reporting according to the scope of public interest reporting must be clearly defined to minimize damage caused by acts that violate the public interest. Additionally, in order to promote public interest reporting, it seems desirable to expand the protection and compensation system for public interest reporters[29][30].

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7. Appendix

7.1. Author's contribution

	Initial name	Contribution
Author	KP	<ul style="list-style-type: none">-Set of concepts <input checked="" type="checkbox"/>-Design <input checked="" type="checkbox"/>-Getting results <input checked="" type="checkbox"/>-Analysis <input checked="" type="checkbox"/>-Make a significant contribution to collection <input checked="" type="checkbox"/>-Final approval of the paper <input checked="" type="checkbox"/>-Corresponding <input checked="" type="checkbox"/>-Play a decisive role in modification <input checked="" type="checkbox"/>-Significant contributions to concepts, designs, practices, analysis and interpretation of data <input checked="" type="checkbox"/>-Participants in Drafting and Revising Papers <input checked="" type="checkbox"/>-Someone who can explain all aspects of the paper <input checked="" type="checkbox"/>

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Problems and Solution to Violence in Emergency Rooms

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Abstract

Purpose: Emergency room violence has emerged as a serious social issue globally. Emergency medical personnel work devotedly to preserve the lives and health of patients, yet incidents of physical and verbal violence against them are occurring frequently. Particularly in emergency room settings, violence can lead to secondary harm, prompting this paper to explore the problems of emergency room violence and seek practical solutions. In particular, this study aims to propose security measures that can be implemented immediately in medical institutions in the event of violent incidents.

Method: The research methodology of this paper requires a review of existing studies, analysis of relevant case law concerning violence in medical institutions, and a review of amendments to related laws. By analyzing prior research on violence occurring in emergency rooms, the study aims to understand the nature of emergency room violence. Additionally, it seeks to analyze case law concerning violence by patients against healthcare professionals in medical institutions, examining types and causes of such incidents. Through these analyses, the paper intends to propose enhancements to amendments in medical law and emergency medical law.

Results: Legal measures should be enacted to protect healthcare professionals, and enhanced security systems should be implemented to enable immediate responses to violent incidents. This may involve deploying security personnel, installing CCTV systems, and implementing emergency call systems. Practical measures such as empowering general security guards, deploying specialized security personnel, and mandating the presence of registered security guards have been considered. Achieving these goals requires a redistribution of financial resources between healthcare institutions and national/local authorities, as well as a shift in societal attitudes toward these issues.

Conclusion: First and foremost, it is essential to deploy security personnel within healthcare facilities who can take immediate action in case of violent incidents. This measure is crucial for protecting the safety and health of emergency medical staff and, ultimately, for providing better medical services to patients. To ensure the success of these efforts, collaboration among hospitals, law enforcement agencies, government bodies, and society as a whole is imperative. Sustained attention and support are also required to achieve meaningful outcomes in preventing violence in healthcare settings and enhancing overall safety and care for patients.

Keywords: Emergency Room, Emergency Room Violence, Medical Law, Medical Personnel, Assault

1. Introduction

The prevalence of violent incidents perpetrated by patients and their family members against physicians, nurses, and other healthcare professionals within medical institutions has become an increasingly concerning phenomenon. In certain instances, healthcare professionals have tragically lost their lives as a consequence of this violence [1]. When violence against healthcare professionals occurs within medical facilities, ensuring their protection should be paramount. Moreover, incidents of violence against doctors, nurses, nursing assistants, physical therapists,

and others within medical institutions can lead to situations where the affected healthcare personnel cannot be replaced, thereby preventing other patients from receiving necessary treatments. This underscores the need for various measures to prevent violence within medical institutions[2].

Violence occurs across all types of medical facilities, from primary care to tertiary care institutions. Among these, incidents occurring in emergency rooms pose particularly critical situations, as violence by patients can lead to more urgent situations for other patients. The emergency department stands out as the epicenter of violence within hospital settings, experiencing the highest frequency of violent incidents compared to other departments. Despite the pervasive nature of this violence and its potential to negatively impact all emergency room personnel, it is often overlooked by hospital administrative structures and leadership. Consequently, there is a notable lack of adequate preventive measures to address this critical issue [3][4].

Persistent advocacy from the medical community has culminated in significant legislative reform addressing violence in healthcare settings. The Medical Service Act, amended on May 29, 2016, represents a pivotal development in this domain. Article 12, Paragraph 3 of the Act introduces comprehensive provisions explicitly prohibiting violent acts in medical environments, extending protection to medical professionals, healthcare workers, and patients against assault and intimidation. To reinforce these protections, Article 87, Paragraph 1, Clause 2 stipulates stringent penalties for violations, including imprisonment up to five years or fines up to 50 million won[5].

Furthermore, Article 12, Paragraph 1 of the Emergency Medical Services Act stipulates that no person shall interfere with the rescue, transfer, first-aid or medical treatment of an emergency patient provided by emergency medical personnel (including a medical technologist under Article 2 of the Act on Medical Technologists and a licensed practical nurse under Article 80 of the Medical Service Act) or ambulances, etc. by means of violence, threat, deceptive scheme, or influence or by other means, or destroy, damage or occupy medical facilities, equipment and medicines or other objects used by a medical institution, etc. for emergency medical services.

On November 9, 2023, an amendment to Article 12, Paragraph 2 of the Emergency Medical Services Act was introduced, requiring that in cases where violence occurs in emergency rooms, the head of the emergency medical institution or the person responsible for its operation must immediately report to law enforcement agencies. This amendment was implemented to prepare for incidents of violence in emergency rooms. Such measures indicate significant consideration for proactive preventive measures.

To prevent acts of violence in emergency rooms, research has been conducted to analyze the factors contributing to patient or visitor aggression. Based on these findings, adjustments have been made to the spatial design of emergency departments [6][7]. This includes creating distinct areas where physicians can interact with patients for treatment, separate from spaces designated for patient families or companions to wait.

Additionally, information about the patient's treatment progress is displayed on monitors so that families can stay informed about the patient's current condition. Furthermore, hospitals have deployed security personnel and Registered Security Guard to swiftly respond to emergency situations[8].

However, even after these legislative reforms, incidents of violence within medical institutions have not been completely eradicated. Violence by patients and their families continues to occur persistently within healthcare facilities[9]. Therefore, this paper aims to examine the current issues surrounding violence in emergency rooms and explore potential solutions. To achieve this, it is necessary to investigate cases of violence in emergency rooms and analyze the

causes and types of such violence. Through this examination, the aim is to identify the problems associated with violence in emergency rooms and propose new solutions.

2. Examples and Causes of Violence in Emergency Rooms

2.1. Examples of violence in emergency rooms

2.1.1. Daegu district court, decision on August 16, 2001, case no. 2001 Godan 571

(Violation of the Law on Punishment of Acts of Violence, etc., Caused by Habitual Threats within Medical Institutions)

The defendants in the case demanded narcotics, specifically morphine, from doctors and nurses within a medical institution on over 20 occasions without legitimate reason. When the medical staff refused, the defendants exhibited threatening behavior, suggesting they might cause harm to the medical staff. Consequently, the court sentenced the defendants to imprisonment.

2.1.2. Cheongju district court, decision on July 18, 2013, case no. 2013 Gojeong 548

(Injury Due to Obstruction of Emergency Medical Treatment in the Emergency Room, Violation of the Emergency Medical Services Act)

At an emergency room in A University Hospital, the defendant became angry due to perceived delays in receiving treatment for a hand injury. In response, they kicked the victim, an orthopedic surgeon on their way to attend to a surgical patient, in the thigh and punched their face. This resulted in superficial facial injuries and bruising, obstructing the victim's emergency medical treatment. Consequently, the court imposed a fine on the defendant for assault causing bodily harm under the Criminal Code and for violating the Emergency Medical Services Act.

2.1.3. Daejeon District court, decision on July 16, 2014, case no. 2013 Gojeong 244

(Obstruction of Medical Treatment and Disruption of Business through Internet Posting, Violation of the Act on Promotion of Information and Communications Network Utilization and Information Protection, etc.)

The defendants caused disturbance within the hospital by talking loudly, which led the doctor to halt surgery and caused other patients to feel anxious and demand refunds. The court determined that the defendants' actions were intended to intimidate and facilitate easier compensation agreements, therefore constituting coercion under the charge of obstruction of business.

2.1.4. Supreme court decision on August 21, 2008, case no. 2008 Du 7953

(Case of Nurse Fatally Injured Due to Violence by Patient)

The issue in question was whether such an incident falls within the scope of industrial accident compensation. The court considered that as the deceased was on night duty alone at the workplace, they were not only performing routine nursing duties for hospitalized patients but also involved in security tasks such as protecting patient safety, hospital facilities, and property from external intrusions or criminal activities. Therefore, if the deceased was fatally stabbed by an intruder while performing such security duties alone at night, it should be recognized that the risk inherent or usually associated with the security duties of the deceased had materialized. Thus, unless there are exceptional circumstances to exclude the relevance between the intruder's actions and the deceased's duties, the court concluded that there is a significant causal relationship between the deceased's duties and the act of violence by the intruder.

2.2. Types of violence in emergency rooms

Violence in emergency rooms encompasses types such as physical violence, verbal abuse, emotional and psychological abuse, sexual violence and harassment, and obstruction of duties. Firstly, physical violence refers to acts that physically harm emergency medical staff, potentially causing injuries and posing risks to other patients in the emergency room. Secondly, verbal abuse involves using insulting or threatening language to harass or intimidate medical personnel[3][10][11]. Thirdly, emotional and psychological abuse includes behaviors that harm the emotions or cause mental distress to healthcare workers. Fourthly, sexual violence and harassment involve sexual remarks, gestures, or unnecessary physical contact, severely damaging the victim's dignity and potentially causing intense trauma[12][13]. Lastly, obstruction of duties refers to deliberately hindering or delaying medical staff from performing their duties, which can have fatal consequences for patients requiring urgent care in emergency situations.

2.3. Causes of violence in emergency rooms can include

The causes of violence in emergency rooms are multifaceted. Firstly, emotional stress and anxiety are major contributors. Patients and their caregivers often experience intense emotional stress and anxiety due to urgent situations, which can lead to violent behavior. Secondly, waiting times and delays in medical services contribute to dissatisfaction and frustration among patients and caregivers, which can trigger violent actions[3]. Thirdly, patients' mental states play a role; some patients, influenced by alcohol or drugs, may exhibit impaired judgment and violent behavior[14]. Additionally, individuals with mental illnesses may be more prone to agitation and aggressive behavior in the emergency room environment[2][15]. Fourthly, communication issues contribute; inadequate explanations by medical staff or the use of complex medical terms that patients and caregivers find difficult to understand can lead to dissatisfaction and, subsequently, violence. Fifthly, social and cultural factors are influential; differing societal or cultural expectations and perceptions towards medical staff contribute to tensions and hostility. Issues of trust and distrust towards the healthcare system and hostility towards medical staff are also factors. Sixthly, inadequate institutional measures for violence prevention and response within hospitals contribute[4]. Lastly, excessive workload and stress among emergency medical staff can lead to heightened sensitivity and reduced responsiveness, contributing to the potential for violent incidents[16][17].

3. The Issues and Solutions for Emergency Room Violence

3.1. The problems of emergency room violence

3.1.1. Issues with the medical service act

In 2019, through partial amendments to the Medical Service Act (No. 16375), provisions were introduced to severely punish individuals who assault healthcare providers or patients receiving medical care at the location where the medical procedure takes place, leading to injury, serious injury, or death. Additionally, these amendments allow for the exclusion of application of Article 10, Paragraph 1 of the Criminal Code (Medical Service Act, Article 90-2)[1].

However, regarding general medical procedures other than emergency medical care, although Article 12, Paragraph 3 of the Medical Service Act establishes provisions regarding 'violence against healthcare professionals', it is regulated as a negligent crime in Article 87-2, Paragraph 2. The rationale behind establishing a negligent crime provision in relation to this clause is difficult to comprehend[18].

In general criminal law, violent crimes are not regulated as non-punishable offenses, and similarly, the regulations under the Emergency Medical Services Act, which are governed by the same penalties, do not include provisions for non-punishable offenses[5].

3.1.2. American laws

In the United States measures such as installing metal detectors in emergency rooms or allowing armed security personnel are implemented to create a safe medical environment[19].

3.1.2.1. U.S. health care workers protection act

Workplace Violence Prevention for Health Care and Social Service Workers Act is to direct the Secretary of Labor to issue an occupational safety and health standard that requires covered employers within the health care and social service industries to develop and implement a comprehensive workplace violence prevention plan, and for other purposes¹.

3.1.2.2. California laws protecting healthcare workers from violence

California Labor Code Section 6401.7: This law mandates that all employers develop and implement a comprehensive safety and health program to protect employees. For healthcare facilities, this includes specific procedures and measures to protect emergency medical service providers from violence. The law ensures that employers are proactive in preventing workplace violence and equipped to respond effectively when incidents occur².

3.1.2.3. California health and safety code

California Health and Safety Code Section 1257.7: This law requires hospitals to establish and implement a violence prevention plan to protect healthcare workers. The plan must include procedures for responding to violent incidents, training programs for staff, and the installation of safety equipment. The goal is to ensure hospitals take all necessary steps to safeguard their employees³.

3.1.2.4. Oklahoma laws protecting healthcare workers from violence

Oklahoma Statute Title 21 Section 650.5 (Assault and Battery Upon Medical Care Providers): This law classifies assault and battery on emergency medical service providers as a felony. Offenders can face up to 5 years in prison. The law covers all medical personnel working in hospitals, emergency rooms, and ambulances, aiming to provide a safe working environment for healthcare providers. The purpose of this statute is to ensure that medical staff can perform their duties in a secure environment, free from the threat of violence.

Additional Protective Measures for Emergency Medical Providers: In Oklahoma, additional measures are implemented to prevent violence in hospitals and emergency rooms. These include deploying security personnel, installing metal detectors, and setting up CCTV systems. These actions help to ensure the safety of healthcare workers and allow for a swift response to any incidents of violence⁴.

3.1.2.5. Chapter conclusion

In Korea, some medical institutions also deploy security guards from professional security companies to prevent acts of violence. However, these guards are currently limited in their

¹ <https://www.congress.gov/> (2021).

² <https://codes.findlaw.com/> (2023).

³ <https://california.public.law/> (2023).

⁴ <https://oklahoma.gov/> (2024).

ability to actively use physical force to guarantee safety from disturbances and violent acts under current laws. To address this, there is a need for the deployment of Registered Security Guard or specialized security personnel who can actively intervene to prevent violent behavior.

3.2. Measures to address emergency room violence

To address violence in emergency rooms, amendments to the Medical Service Act and Emergency Medical Service Act have been made to bolster protection for medical personnel by increasing the deployment of security personnel and installing relevant equipment within medical facilities. Additionally, clauses for harsher penalties for related crimes have been added. However, the current solutions, such as fines and nonpenal clauses for violence against medical personnel, remain inadequate.

Private security personnel employed by medical institutions fall under the Security Services Industry Act as general security guards, limiting their ability to actively suppress or arrest perpetrators of violence. To address this issue, the following alternatives can be proposed: Strengthening the authority of current general security guards. Mandating the deployment of specialized security personnel. Mandating the deployment of Registered Security Guard as alternatives. These measures aim to enhance the protection of medical personnel and improve the handling of violent incidents in healthcare settings. Firstly, there is a need for amendment regarding the non-penal clause in the Medical Service Act. Comparing it with other laws, imposing stricter penalties for violence against medical professionals while maintaining a nonpenal clause does not strike legislative balance. Considering the specialized nature of lifesaving medical procedures that require protection, it would be reasonable to delete the clause rather than add punitive measures[18].

3.2.1. Strengthening the authority of general security guards

In the case of privately employed security personnel in medical institutions, who are classified under the "Security Services Industry Act" as general security guards, they currently lack the authority for active suppression or arrest in cases of violence. To address this, it is recommended to establish an exemption clause. This clause would ensure that when dealing with violent offenders, security personnel are granted rights similar to those of Registered Security Guard, thereby preventing mutual assault during the suppression of violent acts and ensuring more effective enforcement[20].

3.2.2. Mandatory deployment of special security guards

Under current law, it is not easy for security guards within medical institutions to actively suppress violent behavior. Therefore, as an effective measure to control disturbances and violence in medical settings, it is proposed to expand the scope of special security duties to include medical institutions. This would enable the deployment of special security guards in medical facilities, allowing them to take necessary actions such as restraining individuals involved in disturbances or violence, thereby ensuring the smooth operation of medical institutions and safeguarding the safety of patients and medical staff[20].

3.2.3. Mandatory deployment of registered security guard

One of the proposed solutions to address violence in emergency rooms was the deployment of Registered Security Guard. To prevent serious crimes such as assault or murder, it is necessary to have dedicated security personnel within medical facilities who can maintain order and control incidents on site during emergencies (including apprehension and arrest). However, due to substantial financial burdens on medical institutions, deployment is feasible only in hospitals of a certain size. Specifically, deploying Registered Security Guard who can perform duties under the Act On The Performance Of Duties By Police Officers within security zones would be most effective[21][22]. Yet, this incurs higher costs than hiring private security personnel, limiting

deployment to financially capable medical institutions. Under current Registered Security Guard Act, deployment is possible if requested by the medical institution's management and funded by their resources[21][23]. Therefore, there is a need to legislate the mandatory deployment of Registered Security Guard within medical institutions as a national obligation for establishing a societal safety net[19]. Dressing financial concerns entails sharing costs: when medical institutions request Registered Security Guard assistance to prevent disruptions to emergency medical care or damage to medical facilities, they should cover 50% of the costs, with the national and local governments covering the remaining 50%. Ensuring the safety of patients and healthcare professionals in public medical institutions should no longer be delayed.

4. Conclusion

Emergency room violence is a serious issue that poses significant risks to both healthcare professionals and patients alike[24][25]. Research on violence occurring in medical settings also discusses many problems in previous studies[26][27][28][29]. It goes beyond mere interpersonal conflicts, impacting the quality of medical services, threatening the physical and mental well-being of healthcare providers, and eroding trust in the healthcare system as a whole. Therefore, a multifaceted approach is necessary to prevent and address violence in emergency rooms[4]. To prevent violence in emergency rooms and support healthcare professionals and patients, a comprehensive approach is essential. This includes education and support programs for healthcare staff and patients to prevent violent situations, facility improvements and environment adjustments to reduce stress for waiting patients and their families, establishing a rapid triage system, and strengthening legal and institutional responses to deliver strong deterrent messages against violence.

Specifically, legal measures should be enacted to protect healthcare professionals, and enhanced security systems should be implemented to enable immediate responses to violent incidents. This may involve deploying security personnel, installing CCTV systems, and implementing emergency call systems[2][20].

Practical measures such as empowering general security guards, deploying specialized security personnel, and mandating the presence of registered security guards have been considered. Achieving these goals requires a redistribution of financial resources between healthcare institutions and national/local authorities, as well as a shift in societal attitudes toward these issues[30].

These solutions aim to prevent emergency room violence and effectively respond to incidents when they occur, thereby safeguarding the safety and health of emergency medical staff and ultimately providing better medical services to patients. Success in these efforts will depend on collaboration among hospitals, law enforcement agencies, government bodies, and society as a whole, requiring sustained attention and support.

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6. Appendix

6.1. Author's contribution

	Initial name	Contribution
Lead Author	SM	<ul style="list-style-type: none"> -Set of concepts <input checked="" type="checkbox"/> -Design <input checked="" type="checkbox"/> -Getting results <input checked="" type="checkbox"/> -Analysis <input checked="" type="checkbox"/> -Make a significant contribution to collection <input checked="" type="checkbox"/> -Final approval of the paper <input checked="" type="checkbox"/> -Corresponding <input checked="" type="checkbox"/> -Play a decisive role in modification <input checked="" type="checkbox"/>
Corresponding Author*	SS	<ul style="list-style-type: none"> -Significant contributions to concepts, designs, practices, analysis and interpretation of data <input checked="" type="checkbox"/> -Participants in Drafting and Revising Papers <input checked="" type="checkbox"/> -Someone who can explain all aspects of the paper <input checked="" type="checkbox"/>

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Local Autonomy and the Saemaul Movement

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Abstract

Purpose: Given that the core of the Saemaul Movement is a conscious movement based on the local community, it can be said that local autonomy also solves their own problems through governance (cooperation or co-operation) through the spirit of independence that handles local affairs by itself based on the local community. Therefore, this study examines the relationship between local autonomy and Saemaul Movement and examines practical measures to realize Saemaul Movement in local autonomy.

Method: For this study, a study was conducted using a literature research method based on secondary data such as academic papers, public institution reports, thesis, and government statistics related to this study. As a qualitative research method, such literature research is appropriate as an exploratory study to understand the relationship between local autonomy and Saemaul Movement.

Results: Saemaul Movement selection of projects by democratic procedures by consensus of residents at the village-level general meeting is a factor of residents' autonomy, and the fact that it has been implemented at the village level, the basic unit of residents' life, triggering residents' participation and establishing a governance system have something in common in that residents, local governments, and regions, which are basic elements of local autonomy, have a governance system.

Conclusion: As an action plan for the Saemaul Movement in local autonomy, first, local government promotion units can be carried out by towns and villages, efficiently promoting local governments. Second, referring to the success of the Saemaul Movement in terms of decentralization of local autonomy, it can be applied to local autonomy by focusing on forming a community of residents by participating in residents, increasing income for village and individual independence, and fostering independent villages.

Keywords: Saemaul Movement , Local Autonomy, Literature Research , Governance System, Relationship

1. Introduction

The National Development Movement, represented by the 'Comprehensive National Land Development Plan' and the 'Saemaul Movement', began with the first five-year economic development plan in 1962. The Saemaul Movement, started by President Park Chung-hee in April 1970, began as an original rural development movement in the process of industrialization in Korea. The Saemaul Movement, which was promoted under the banner of 'We can do it' based on the Saemaul Movement of diligence, self-help, and cooperation, awakened the modernization of rural areas. It was also a spiritual revolution movement started for the modernization of Korea and the realization of national and social goals, and it was an active action movement.

First, the Saemaul Movement modernized Korea's rural areas and greatly improved the living environment and the quality of life of the residents in rural areas. In addition, through the

Saemaul Movement, many rural Saemaul leaders were nurtured and the democratic debate culture matured, contributing to a certain extent to the establishment of grassroots democracy. Second, it was able to achieve results by advancing a national consciousness and gathering the will of the people. It also contributed to industrial development and advancement of labor-management culture through increased farmers' income and workplaces and factory village movements[1]. The Saemaul Movement spirit of diligence, self-help, and cooperation is a practical principle and philosophy of action established in the early days of the Saemaul Movement. This Saemaul Movement continued to develop, and on June 19, 2013, the National Assembly members designated April 22 as Saemaul Movement Day, and on June 19, 2013, UNESCO listed 22,000 Saemaul Movement records as World Records Heritage. Even today, Saemaul Movement continues to be active at regional levels across the country and has established itself as a priori advanced planning model in various contexts such as 'regional development through governance construction' and 'residents participatory regional development'. In addition, Korea's Saemaul Movement experience has been spread to more than 70 countries, including Asia, Africa, and Latin America, under the regional development model of 'Poverty Elimination' recognized by the United Nations. In particular, the Saemaul Movement Global League (SGL) was formed in 2016 with the Saemaul Movement Central Association at the center, focusing on strengthening the network of the global Saemaul Movement and localizing the Saemaul Movement approach strategy in SGL member countries. At the center of this is Korea's Saemaul Movement[2].

Local autonomy, above all, can be said to be the realization of phased democracy through resident autonomy, and through this, it also has the meaning of risk distribution, diversity, and diversification at the national level as a whole. It is understood as a system based on the ideological background of "grassroots democracy" that democracy can naturally be fostered and developed if local residents who have direct interests and interests in local governments govern themselves (constitution 1991 March 11, 91Heonman21, casebook 3,100P). In this judgment, Article 117 (1) of the Constitution specifically discovered, confirmed, and secured "autonomy" (i.e., rooted in a specific local community or related to that local community) and dealt with it carefully in life with community members[3].

It means communityism. Local autonomy and Saemaul Movement have a certain relationship when examining these ideologies. Given that the core of the Saemaul Movement is a conscious movement based on the local community, it can be said that local autonomy also solves their own problems through governance (cooperation or cooperation) through the spirit of independence that handles local affairs by itself based on the local community. Therefore, this study examines the relationship between local autonomy and Saemaul Movement and examines practical measures to realize Saemaul Movement in local autonomy.

2. Theoretical Discussion

2.1. The concept of local autonomy

Looking at the definition of the concept of local autonomy by scholars, Choi Bong-ki et al[4]. define local autonomy as "the residents of a certain area handle public affairs under their own will and responsibility," and Lee Ki-woo et al. define it as "the residents living in a certain area solve their problems under their own responsibility[5]," and Choi Jin-hyuk defined it as "the process in which a public organization based on a certain area and residents has the autonomy granted by the state under the supervision of a certain state and processes public administrative affairs within that area at the burden of the residents through an institution elected by the residents according to the will of the residents[6]." Kang Yong-ki defined it as "the formation of a local government in which residents living in a certain space of the state exercise a certain

range of autonomy in interrelationship with the state, and solving local problems through self-participation and decision-making, ultimately[7], Lee Seung-chal defined it as “the formation of local governments on their own under their own responsibility and solving local problems within the scope of autonomy[8].” Lim Suhng -Bin defines “a political decentralization system in which residents of certain local communities participate in local governments and handle local joint affairs on their own or through representatives[9].” Lee Seung-jong newly defines local autonomy as “decentralization” from higher governments, “participation” in local policy processes, and “neutrality” to local government control groups[10].

When looking at this definition of local autonomy, it can be said that as a component of local autonomy, it includes elements such as a certain region, residents as a local community, the right to govern themselves in a certain region, and local governments. Considering the basic ideology of local autonomy in this concept, it can be said that regional identity, independence, ownership, and cooperation are included.

2.2. Significance of saemaul movement

Saemaul Movement is a community (community) based on the locality of the village, while also being a collective (community) of people with the common goal of “new and better” [11]. In other words, Saemaul Movement can be defined as a community that shares a geographical area as an intersection of the community and the community, and a community that jointly aims to create a new and better village. Saemaul Movement is a policy in which a community based on the locality of the village, that is, a community based on the community, has achieved results (community) by joining forces with the goal of creating a new and better village [12].

In other words, in the concept of Saemaul, first, Saemaul aims for transformation that aims for a new era by breaking away from the past of poverty. Second, ‘Saemaul’ contains ‘community orientation’ in that it aims for a living community. As we have seen above, it can be seen that ‘Saemaul’ implies a will to conceive a development strategy centered on the living community while aiming for novelty.

Looking at the significance of the Saemaul Movement, first, it was a comprehensive ‘national development movement’ that attempted to escape from absolute poverty. Second, the Saemaul Movement was a mental development movement that contributed to the establishment of the modernity of Korean society in line with the trend of world history in the 20th century. Third, the Saemaul Movement was a ‘community development movement’ and contributed to the revival of rural society and solving various social problems in social aspects. Fourth, the Saemaul Movement was a ‘national integration movement’. Fifth, the Saemaul Movement was a ‘community movement’ that inherited the unique sense and values of community in Korean society and improved the lives of all members of the society. As discussed above, the Saemaul Movement can be said to be a practical modernization movement with a multidimensional character.

The evaluation of the Saemaul Movement is approached from two perspectives, and positive evaluations generally include active participation of the people, motivation and introduction of a competitive system, the establishment of an active system for the state, training and training of leaders, the leadership of the state, public awareness, and the operation of a contextual support system.

On the other hand, the negative evaluation emphasizes that the creative opinions of the residents were not actively developed because the Saemaul Movement was promoted uniformly under the leadership of the government, and the promotion method was led in a top-down manner by the will to reform from above. In addition, the Saemaul Movement used rural areas and farmers politically, and the environmental improvement projects and cultural improvement projects in rural areas are also interpreted as transplants of urban life. From an economic point of view, the rural Saemaul Movement attempted to increase farm household income through

the development of non-agricultural sectors rather than agriculture, but failed to achieve the desired results and did not achieve the qualitative development of agriculture [13].

2.3. Precedent research

Academic papers on the relationship between local autonomy and Saemaul Movement are mainly related to resident autonomy. Kim Chan-dong proposes a plan to revitalize resident autonomy through surveys to form village communities, resident autonomy, successful cases of resident participation, and village communities in a study of "How to realize resident autonomy through restoration of village communities" [14]. In "How to revitalize the village community through Saemaul Movement re-examination", Jo Seok-jU insisted on the mental aspect (service, trust, exchange, expansion of participation opportunities, consideration), the business aspect (vision presentation, revitalization of village community-related projects, development of programs with local residents, and establishment of private networks) [13]. Jeon Hae Hwang argued in "A Study on the Application of Saemaul Movement in Resident Autonomy," that the Saemaul Movement should be developed into a resident autonomy movement by incorporating the resident community spirit [15].

Their studies suggest ways to realize Saemaul Movement in local autonomy in connection with participation, local communities, and resident autonomy, which are concepts included in the spirit (ideology) of local autonomy.

3. Relationship between Local Autonomy and Saemaul Movement

3.1. The ideology of local autonomy

3.1.1. Communism

Communism's demand for interconnectedness in human society is an assertion of a new paradigm of alternative communal life in response to the paradigm of the modern state. In other words, the framework of community life that communism advocates today consists of a set of disconnected individuals, so that individual life and public issues are connected as one in response to the framework of community life called a "state" that increasingly separates public and one's personal interests. This request calls for a change in the relationship between humans living in a community (regardless of what it was referred to as a state, society, or anything else) and between individuals and the whole community. In other words, it aims to establish a coalition or federal of communities in which an autonomous community is formed through mutual recognition and exchange of individuals and a system of values and beliefs that can connect these diversity into a community, and these individual communities form a larger union according to the principle of reciprocity that has formed the community again.

In this alternative aspect or orientation of communityism, we find requests for local autonomy and its theoretical arguments that are increasingly emphasized in globalization. Today, globalization has significantly weakened or changed the function and role of the framework of a state that has been established since modern society, and is accompanied by the emergence of another political field or political actor other than the state. The emergence of local governments as political actors or political units should be based on a clear perception of the self-identity of each province, just as the state in the past was based on national identity, and discussions on the identity of these provinces lead to the issue of 'autonomy' at the local community level.

The emergence of local political fields presupposes a regional identity based on love for one's hometown, which derives from the self-determination of local residents. Local autonomy in the

era of localization should not only mean the autonomy of local administrative organizations, but also the political and democratic implementation of local communities by local residents.

At the same time, the emergence of local political fields also calls for a change in the existing understanding of politics. In other words, the emergence of local politics demands politics as a management technique that approaches people's lives and regulates and resolves various conflicts in the lives of those communities, in contrast to the phenomenon of politics, which has been understood primarily as a process of acquiring power at the state level with the emergence of modern society. Therefore, beyond the power struggle, politics at the local level requires a change of perception as a democratic solution to common tasks that arise in communities living together. This request for a change in perception of democracy and political phenomena and the recognition of important changes in modern society are in a relationship in which each other needs each other.

In other words, politics as a social management required in modern society and democracy as a principle of operation can be better realized in local communities where members can be directly involved. Politics, where life will be organized around the state, must work at the center, so democracy can only work as a political system and procedure called a representative system in this political phenomenon. In this regard, localization provides a place to realize the democratic ideology (the self-determination of members of society as a master), which had to be limited. On the other hand, a new perception of politics as a democratic solution to common tasks can act as a mechanism for active participation and common responsibility of local residents[16].

3.1.2. Communism

Participation means that residents participate in local affairs as owners and exercise their authority. Residents, as local voters, can act as owners and be treated by actively participating in local issues. Substantial results of local autonomy can be achieved only when opportunities for appropriate resident participation are expanded in local autonomy[7].

3.1.3. Autonomy

Autonomy means that local governments independently exercise their autonomy independent of the state or the central government. Even if they have shared their authority, they must be able to have the will and capacity to practice those authority. In other words, it is autonomy to practice autonomous authority. This autonomy includes the principles of self-determination, self-reliance, and self-help[7].

3.2. The spirit of the saemaul movement

The Saemaul Movement was a movement to live well in the community that began in the 1970s with the three basic spirits of diligence, self-help, and cooperation, and the community spirit of self-help, self-reliance, and cooperation of residents was expressed at the village level. The human image that the Saemaul Movement sought to pursue is the personality who harmoniously internalizes the spirit of diligence, self-help, and cooperation[17].

Diligence, the basic spirit of the Saemaul Movement, is not just diligence or temporary efforts, but it means that each member of the community makes their own choices with the spirit of mastery, is responsible for the results, and is the spirit and mindset of overcoming difficult external environments and conditions. Cooperation is a practical virtue of expanding self-competence and a community spirit of harmony and consideration[18].

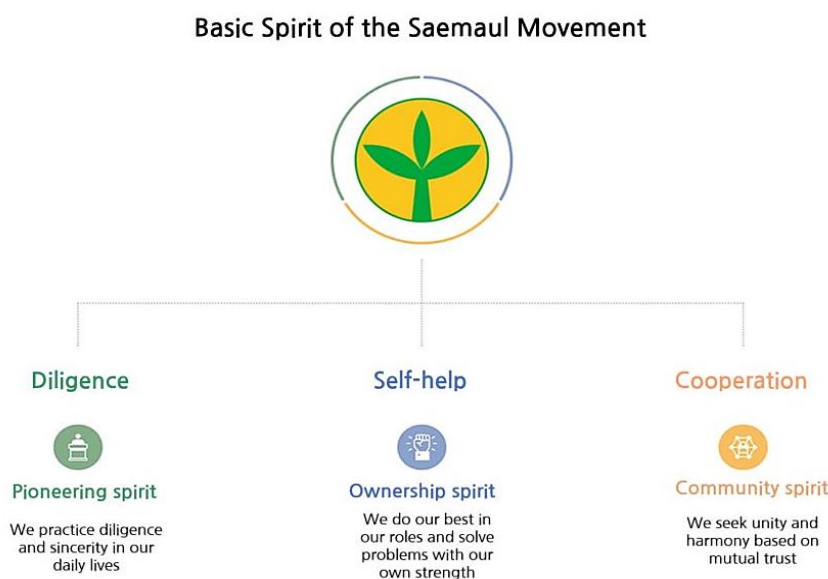
If the Saemaul Movement in the 1970s was carried out as a movement to live well with the people, today's Saemaul Movement is taking place in developing countries around the world

with high interest from the international community, and it is changing according to the environment of the times as a global Saemaul Movement practice movement for the global community to live well together. The global Saemaul Movement basic spirit includes consideration, sharing, service, creation, change, and challenge by adding the spirit mentioned as the values of the times today to diligence, self-help, and cooperation.

The origin of the birth and the background of the times are different. The spirit of diligence and cooperation was born in an agricultural society and reflects the values of the industrial society. In contrast, the spirit of self-help is based on an industrial society. In the agricultural culture before the industrial society, the main factor was the production method of cooperation that relied on individual diligence and the physical power of the community, rather than the method of using production tools or power. Therefore, the production method that depended on a community composed of blood ties and delays became the center. With the advent of the industrial society, the proportion of agriculture gradually decreased and the development of secondary and tertiary industries such as manufacturing and service industries, the spirit of diligence and cooperation was still valid in value, but a new spirit of self-help emerged. With the change in the modern and progressive consciousness structure, there was a public awareness of the tremendous results of collective efforts through cooperation among residents. National confidence in the possibility of 'doing it' was cultivated. This caused the residents' behavior to become rational, and furthermore, it meant that they were changing from emotional and emotional behavior to rational behavior related to goals, and they came to think that their future could be pioneered. As such, the Saemaul spirit of diligence, self-help, and cooperation was practiced as Saemaul Movement through industrial society, which became the driving force for national and social development[19].

The subsequent Saemaul Movement should contribute to the formation of a community in a broader sense as well as rural areas, and should be sublimated into a mental movement that leads to mature civil society democratization in close connection with the residents' autonomy. The Saemaul Movement should reflect not only the spirit of diligence, self-help, and cooperation in accordance with the modernization virtues of rural areas in the past, but also the values and ideologies of grit, autonomy, service, and community consciousness, which are the basis for the construction of a sound society and community, and in particular, residents' autonomy should be the basis for the principles of organization and business promotion[20].

Figure 1. Basic spirit of saemaul movement.



Note: Saemaul movement central association (<https://www.saemaul.or.kr>).

3.3. The relationship between local autonomy and the saemaul movement

3.3.1. Community and participation (autonomy)

Saemaul Movement is defined by the UN Economic and Social Council in 1955 as a community development model for which the community movement was successful by incorporating the community spirit into local autonomy to improve community development, improve residents' welfare, solve local problems, and revitalize local residents' participation (women, adolescents, and the elderly) to realize successful local autonomy based on the spirit of the community for local development[15].

"The Saemaul Movement is a symbol of the modernization movement, the livelihood movement, the consciousness reform movement, and the practice of Korean democracy," Bourmer said. Among these definitions of Saemaul Movement, the element of resident autonomy is the expression of the practice of Korean democracy. He also explained at the 'National Saemaul Leaders' Conference in November 1973 as follows.

"The Saemaul Movement is a symbol of practice to root out true Korean democracy in Korea. Because it is not just a group of two people. All villagers should participate. First of all, people should gather in one place and select the most respected, creative, and dedicated leaders of the village according to their will."

The residents' autonomy factor is that the Saemaul Movement selected the project by a democratic procedure based on the consensus of the residents at the village-level general meeting and decided how to implement it, and it is also a factor of success that it became a driving force for voluntary participation. The Saemaul leader, who was elected by direct election of the residents, was able to gain greater trust and support from the residents and drew voluntary participation from them[21].

In order to effectively promote the Saemaul joint project, it is very important to have a village meeting that determines the overall opinions of the residents. The types of Saemaul Movement organizations in which residents participate include the residents' general meeting, the neighborhood meeting, and the residents' self-sustaining organization for various functions. Residents' general meetings are generally held on a village basis, but in urban areas, residents related to individual projects gather and are held temporarily. The neighborhood meeting is a residents' meeting, where representatives of households are usually present and are still contributing to the creation of common values in the community to this day[22][23].

The village meeting was not only a simple voting body, but also a place of education and publicity for Saemaul Movement, a place of determination to gather unity and cooperation among residents, and an opportunity for friendship and unity[20].

3.3.2. A governance system

The system of Saemaul Movement and local autonomy began with a Western policy-making structure based on decisions made by the central government and political circles. In this respect, the two are similar in that they were Western policy decisions led by the central government rather than upward and democratic aspects.

However, one of the reasons why Saemaul Movement was successful from a long-term perspective is that it was implemented at the village level, the basic unit of resident life, triggering resident participation and establishing a governance system[24]. The governance system includes a "vertical structure" that connects the central government and local administrative agencies, local administrative agencies and communities, and a "horizontal structure" to share the common foundation of villagers. Grid-type governance, which combines these vertical and

horizontal structures, was the driving force behind the continued promotion of Saemaul Movement.

In the history of local autonomy in Korea, it was initially a one-sided vertical structure in the relationship between the central and local governments, but as local autonomy gradually matures, it is changing into a vertical structure (supervision relationship) and a horizontal structure (cooperative relationship). In the 1970s, relations between governments were formed at the level of delegating and executing the powers of central government to local governments, reflecting the central government's single and unilateral control-oriented[2]. Local council elections were held in 1991, and local residents elected the heads of local governments through direct elections in 1995. The Special Act on Decentralization was enacted in 2004, the Committee for Promotion of Decentralization was launched in 2008, and the entire revision bill of the Local Autonomy Act was proposed to the National Assembly in the form of government legislation in 2019[2][25][26][27]. These changes have gradually increased the autonomy of local governments, especially in the relationship between the central government and local governments, as the status and perspective of local governments in the central government's front-line institutional role have changed, enabling local governments to secure independent political spaces[28].

Table 1. Comparison of saemaul movement and local autonomy[29].

	Saemaul movement	Local autonomy
Political ideology	<ul style="list-style-type: none"> -An economic campaign to make a living -Modernization of the fatherland and community development - Cooperative values 	<ul style="list-style-type: none"> - Development of autonomous Capabilities in local communities - Improvement of residents' welfare and regional development - Autonomous values
Self-governing	<ul style="list-style-type: none"> - Community center - Urban, rural, and workplace - System for promotion of the Korea federation of saemaul movement 	<ul style="list-style-type: none"> - The basis of the local autonomy act - Administrative unit center - System of promotion by basic and metropolitan governments
National consciousness	<ul style="list-style-type: none"> - Central power-driven passive motivation - Modification of the spirit of hard work, self-help and cooperation - Emphasis on unit cooperation 	<ul style="list-style-type: none"> - The principles of the prerequisite practice of democracy - Realization of grassroots democracy - Focus on decentralization and decentralization of power
Informatization	<ul style="list-style-type: none"> - Loudspeaker and Korean News 	<ul style="list-style-type: none"> - Social network, internet spread
Global	<ul style="list-style-type: none"> - Development model of underdeveloped and developing countries - Contributing to the elimination of poverty in the international community 	<ul style="list-style-type: none"> - Developed countries model of power separation - Aiming for civil society

4. Measures to Realize Saemaul Movement in Local Autonomy

The Saemaul Movement can be said to have great implications for local autonomy. The basic spirit of the Saemaul Movement, which is diligence, self-help, and cooperation, such as participation and community consciousness, can be connected to resident autonomy to realize local autonomy.

First, as a unit of promotion, city, county, and district governments emphasize decentralization, rights capacity, and independence, and Saemaul Movement can efficiently promote local governments by conducting local government units by township when looking at successful village construction through village-centered environment improvement, income increase, and community formation.

Second, decentralization of local autonomy is decentralization of autonomous legislation, such as administrative decentralization, second fiscal decentralization, and ordinance enactment, and Saemaul Movement decentralization can apply successful factors to local autonomy by focusing on the formation of a community by government-led resident participation, increasing income for village and individual independence, and fostering self-reliant villages.

Third, by expanding the scope of participation with the public offering of autonomous members in the promotion stage of local autonomy, local government heads are elected by voting to play a leading role in development, and lawmakers also play a role as residents' representatives.

Fourth, the five stages of Saemaul Movement that will be applied to local autonomy are the first stage of foundation building, the second stage of project expansion, the third stage of effectiveness, the fourth stage of private-led system development, and the fifth stage of autonomy. The central government's firm will, the clarity of policy topics at each stage, and the appropriateness of residents' practices should be reflected in order to successfully implement them.

Fifth, the local autonomy system for residents participates in local autonomy by expanding representation in residents' autonomy through referendum, resident recall, resident litigation, and basic unit medium-sized electoral districts. Through the use of the Saemaul Movement autonomy system, NGOs, volunteer organizations, and self-help groups can be promoted in terms of resident consciousness and life reform, reading movements, workplace revitalization, safety and disaster recovery in the private social safety sector, environmental consciousness movement in environmental conservation, living environmental practice environmental protection activities, and local revitalization can promote income growth, regional characterization, village informatization education and utilization.

The seventh stage of Saemaul Movement will be used in the sixth stage of local autonomy. The first stage includes forming an autonomous committee focusing on local talent in each city, county, and district, running 20-30 supporters' associations for each town, village, and village, solving regional problems through the third stage of human and material resource survey, solving residents' needs through surveys and in-depth interviews, reflecting the needs of residents in the fifth stage of annual operation plan, implementing various residents' participation budgets and settlement accounts, evaluating the seventh stage of local government evaluation, and comprehensively reflecting the next project to make substantial contributions to the development of local governments[15].

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6. Appendix

6.1. Author's contribution

	Initial name	Contribution
Author	SL	<ul style="list-style-type: none"> -Set of concepts <input checked="" type="checkbox"/> -Design <input checked="" type="checkbox"/> -Getting results <input checked="" type="checkbox"/> -Analysis <input checked="" type="checkbox"/> -Make a significant contribution to collection <input checked="" type="checkbox"/> -Final approval of the paper <input checked="" type="checkbox"/> -Corresponding <input checked="" type="checkbox"/> -Play a decisive role in modification <input checked="" type="checkbox"/> -Significant contributions to concepts, designs, practices, analysis and interpretation of data <input checked="" type="checkbox"/> -Participants in Drafting and Revising Papers <input checked="" type="checkbox"/> -Someone who can explain all aspects of the paper <input checked="" type="checkbox"/>

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