

The Local Government's International Policy

— The Case of Chejudo(91-) —

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I. Introduction

The forthcoming 21st century is, passing the era of the Mediterranean and the Atlantic, the Asia-Pacific times¹⁾. Here will be the place where the mainstream of the world should be decided. Accordingly, there has been moving for this trend at the national levels as well as at the local government levels.

Owing to Korea's newly established system of local autonomy and normalization with northern socialist countries, especially with China, many local governments in Korea endeavor to get associated with the foreign local governments to promote

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1) Japan seems to be the first pioneer in deepening the study of Asia as a area study. The reason is for the past colonial experiences. And there are several articles, books written in Korea. Seen the typical literatures, Korea Institute for Economics & Technology, 「The Pacific Era and Korea」, (Seoul : KIET, 1989) ; Research Institute of Southeast Asia, trans., 「Southeast Asia Politics and Society」, (Seoul : Hanul Academy, 1992) ; Changjak kwa Pipyuong, special report, 「The East Asia in the World, the Pursuit of New Solodarity」, Vol. 21, No. 1 (1993 spring), pp. 204-317.

trade and cultural exchanges. They also consider them as a breakthrough to overcome UR. With opening up the era of local autonomy, each local governments realizes that cooperation with foreign local governments might be a good strategy in terms of 'standing-alone' policy.

In line with the changing environment, the opening of the direct sales market on agriculture products at L. A., U. S. A., last summer that was sponsored by Korea's five provincial governments illustrates a good example of such efforts.

What local governments try to do are not only cultural exchanges including sport events but also more active economic exchange in the area of regional speciality and small business investment. To support those efforts, many local governments set up the new agencies which are exclusively responsible for foreign relation and invite formal Ambassadors to consult on any international matters they face. At present, total of 28 local governments (city and province) including Cheju have such agencies and almost half of them have created since last year. With regard to 'Ambassadorship to consult Local Government on the International Matter', only two governments, KyongGi Province and city of Busan where most small business' are located, have established such offices. However more local governments (Taegu, Kyung-buk, Chun-Nam, Chung-Buk etc.) have asked budget to set up the office and it has been known that many of them were reviewed favorably by Dept. of Interior and Foreign Affairs. It is expected to secure better position if the chairman (or Governor) of the local governing body is elected rather than appointed.

It seems Cheju island is one of the most internationally recognized regions in Korea, thus it provides good case to examine of how international cooperation is implemented at local level once local autonomy is fully established²⁾. We can cate-

2) cf. Matsushita Keich, 『Local Government's International Policy』, (Tokyo : Manafuyou, 1988) : Considering this trend, CLASA (Cheju Local Autonomy Study Association) composed by civilians, businessmen, and professors has been earlier expanded from pure local problems to international cooperation, comparing to other provinces. cf. Cho Moon-Boo et. als., (ed.), 『Local Autonomy and Chejudo』, (Cheju : CLASA, 1990) : Also from the international political point of view, Lee Sang-Woo, "Rethinking the Chejudo Development in the Decentralization and Internationalization Trend", 『The Journal of East Asia』, Vol.1 (1990) ; Yoon Chung-Suk, "The Coming of Pacific Era and the Cheju Position", 『Research Institute of Social Development』, Vol.1 (1988) : Besides, along with the CLASA, Cheju International Council has been organized by all walks of life for the preparation of its internationalization on its own perspective. cf. Cheju International council, 『The Turning-point of Cheju』, (Seoul : Shilla Publishing Co., 1992)

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gorize the pattern of international exchanges at local level as follows :

First, cooperative exchange between civil organizations.

Second, mutual friendly relationship between cities.

Third, cultural exchange based on regional distinctiveness.

Fourth, technical exchange for urban and regional development.

Fifth, participation as a member of universal cultural community.

Sixth, peace-region declaration at local level³⁾.

To Cheju island, the possibility of any one or all of the exchange patterns is promising in terms of the island's circumstances.⁴⁾ I intend to review the status of international exchange initiated by Cheju provincial government.

II. The Actual Realities of International Exchange in Cheju (91-)

Generally the international cooperation between governments is aiming at mutual interest through various exchanges. Since the first international exchange at local level between Chinju, KyungSangNamDo and Eugene, Oregon, USA at 1961, many local governments have promoted some type of relationship with foreign governments for various reason. The provincial government of Cheju island is not exception.

Cheju island, up to now, has established certain type of cooperative relationship with Hawaii, USA, Bali, Indonesia, and is expected some more in near future.

Before entering upon the main themes, we will be discussed at the foundation of exchange.

1. The Foundation of Exchange⁵⁾

1) The related laws and regulations

(1) The related laws and regulations of the sisterhood cooperations conclusion

3) Korea Institute of Local Administration, "A Case on the International Exchange at the level of Local Governments", Oct., 1990, p.13.

4) Chang, Soo-Duck et. al., "A study on the possibility of Cheju as intermediate spot for international trade", 「The Institute of International Trade and Managements」, Dec., 1991.

5) Ibid.

stipulate for the established rule of the Ministry of Home affairs (No. 617, enacted by July 1st, 1985).

(2) The sisterhood organs become city, province, county, district. And each local government stipulates for within the three foreign cities as the principle of one nation one city. The practical reasons of the Ministry of Home Affairs is the exception.

(3) For the continuation of exchange and the actual interests, the suggestion is the cities of the developed countries, but recently for the promotion and cooperation of international diplomacy be possible in concluding the developing country.

2) The criteria : The suggestion of the Ministry of Home Affairs

- (1) The similar conditions of geography
- (2) The similar conditions of industry
- (3) The related history
- (4) The related culture and religions
- (5) The sports relations
- (6) The personal relations

In addition to these conditions, the motivation of each local government is various reasons. But the common features read as follows:

First of all, a certain case concludes the cooperation because of the geographical historical background, the size of population, the similarities of industry and culture.

Second, the foreigners, once lived in Korea as the students, missionaries and businessmen, try to promote the cooperation of their own localities with the hearty mind.

Third, the relation case creates the concomittant attendance between our local leader and foreign leader at international conference.

2. The Actual Realities⁶⁾

1) Exchange between Cheju and Hawaii

- (1) Openning of the exchange

The establishment of sisterhood relationship between the two islands at Nov. 11,

6) For this detailed analysis, see Chung Jih-O & Cho Moon-Boo, "Cooperation among Small Islands: The case of Cheju Island", 『A Collection of Treaties of Cheju National Univ』, Vol. 30 (1990).

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1986 has aroused the importance of tourism industry and resources they share. It is noteworthy that the Governor of Cheju Province at press interview stressed the relationship as reflecting the opening of new Pacific era. Since then the two islands have engaged various exchange programs. it was Hawaii meeting during June 30-July 2, 1992 that aroused more concrete talks on the various issues each islands faces.

(2) Hawaii Sister-States Summit⁷⁾

The summit at Governor's level hosted by State of Hawaii was held to seek the way of mutual cooperation and exchange in the area of economic development based on tourism. Several countries among which Governors of Cheju, Korea, Hainan, China, Bali, Indonesia, Phuket, Thailand, Fukuoka, Japan were invited. They discussed and shared their experiences in promoting regional economy.⁸⁾

2) Cooperative relationship between Cheju and Bali island

To promote mutual interest like the exchange of tourism information and cultural events, the two provincial islands agreed to have sisterhood relationship in June, 1989. Also, the local governments took an agreement on 'A plan for exchange promotion' that specifies the extention of airway, exchange of folk art and botany, architectural information suitable for the islands, and tourism information.

Among others, they agreed to have the exchange of folk art performance every other year. Thus 50 Bali performance group was participated '90 Halla Cultural Festival' and 'Cheju Provincial Folk Art Group' took a part during Bali Art Festival in return.⁹⁾ Also, according to the 'Technical Arrangement' two Bali government officials for livestock raising were invited for government-sponsored training during the last summer at Cheju.

7) For Chejudo, it should be learned refined theory and practice from Hawaii. It serves the axis as Chejudo international relations.

8) At the conference, prof. Koh and Chang of Cheju Univ. presented "the state and goal of economic development" and "the role of tourism industry and policy in regional economy" respectively. In addition, the Director of Planning and Management from Cheju provincial government presented its actual experience in "land-use and environmental policies to tourism industry".

9) The Sources by the section of International Cooperation.

3) Exchange between Cheju and Sakhalin¹⁰⁾

The two islands have established sisterhood relationship though its actual implementation is yet to be seen. For reference I present the content of the arrangement below.

"The proclamation agreed by the Governors of Cheju, R.O.K. and Sakhalin, Russian Federation identifies that the both islands establish sisterhood relationship for mutual interests and friendship. The main goals of the relationship are to promote the friendship and understanding between the people, and to exchange the experience and knowledge in such areas as traditional culture, economy, education, tourism and fishery in both islands. In order to accomplish the goals both part promised that the governors of both islands representing the people will do every efforts.

The proclamation written in Korean and Russian at Jan. 17, 1992 will have same effects in both regions".

Since the arrangement, however, no personnel and material exchange has been taken place. It is recommended that some kind of concrete plan is prepared to implement the arrangement.

III. Mayor and Governor's Conference between Korea and Japan¹¹⁾

Next I turn to the possibility of diplomatic efforts at local(city) government level. Having diplomatic relationship at city government level means that each local government would have opportunities to observe and exchange the foreign culture without mediation of central government. That also has advantage of releasing the overwork of central government with regard to foreign affairs.

10) This case is problematic because of political background. With Gorbachev's visit to Cheju for the summit conference with former president Roo Tae-Woo as a momentum, both countries becomes closer. On the occasion of this sisterhood relationship with Sakhalin. On this course, there seems to be inconsiderate, that is, with disregard for the criteria abovementioned except the island. The typical exchanges was only Miss. Sakhalin Chung Young-Soon's visit. Since then, there is almost all. My thinking is both sides have no common features.

11) For this regard, see M. Keiichi, op.cit., pp.16-21.

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At here I introduce such efforts in that CheJu provincial government is actively involved.¹²⁾

1. Opening of Exchange : Statement

At Aug. 25, 1992, the mayors and governor from the city of Busan, Chunla NamDo, KyungSang NamDo, CheJu Do, Republic of Korea, Fukuoka, Saga, and Nakasaki Province, Japan held conference named 'Mayor and Governor's Conference on the Coastal Regions along the starits of Korea-Japan'.

It was realized by full support of both governments and the Committee of Korea-Japan Cooperation. Thus, we express our thank to them.

Due to the geographical reason, southern part of Korea including CheJu island and northern part of Kyushu, Japan have played a significant role in the light of total Korea-Japan relationship. Based on this geographical and historical background, we as mayor and governor agreed, this conference could provide better ground for the cooperation of each local governments and further for mutual interest of whole countries.

We discussed on the issues of what are the current status of relationship and the desirable futures for each governments, and alternatives to achieve them. On such matters we have reached following agreements.

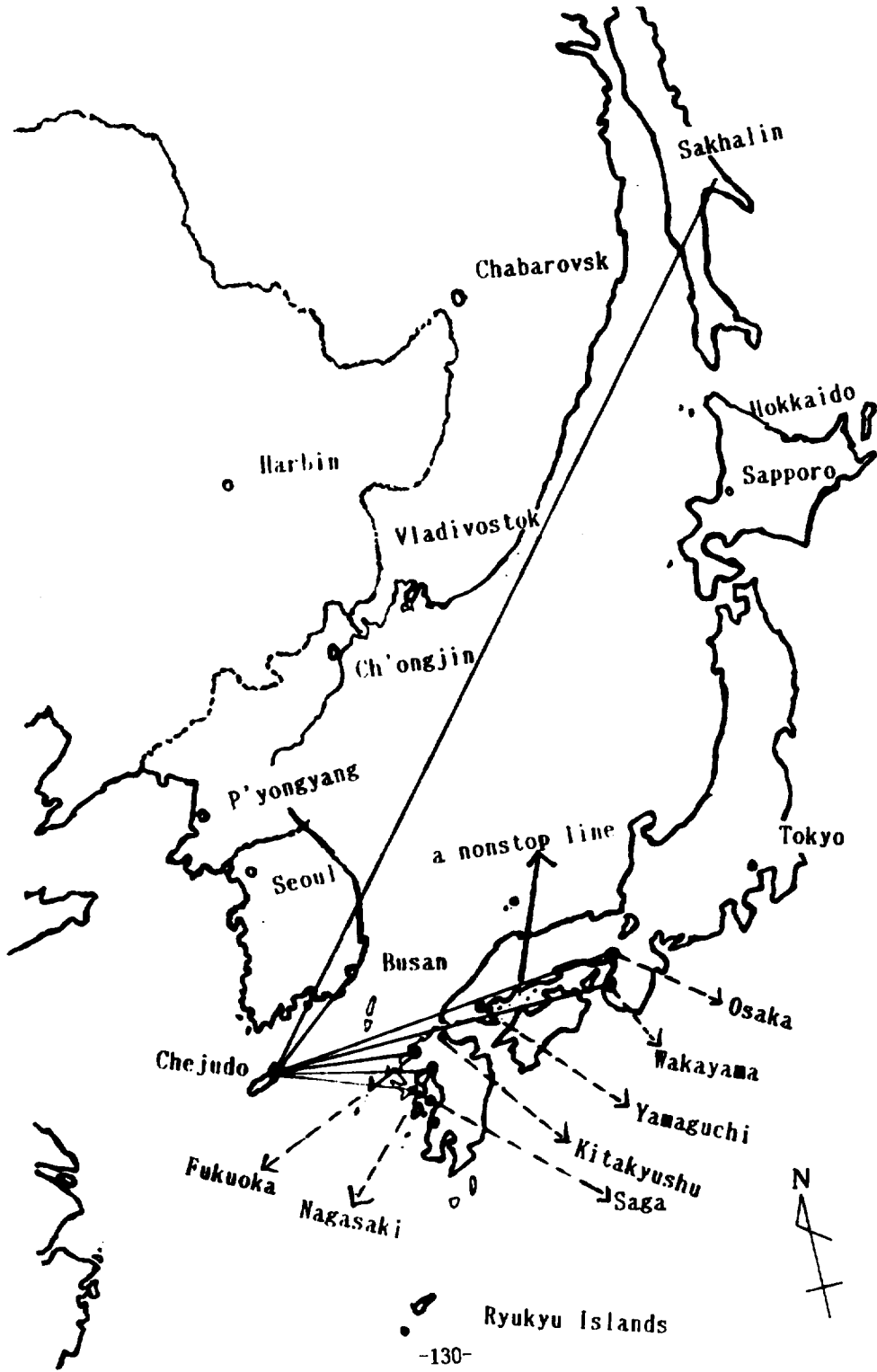
① We as government officials responsible for the regions believe that this conference is useful in terms of mutual understanding and development, hence propose periodical meeting.

② We extend our exchange program to the youth, and culture and sport events that will promote mutual understanding in concern with traditional culture and history.

③ We encourage collaborative researches and works in such areas as regional economic development, fishery, tourism, and information exchange in the same areas.

Taking advantage of this meeting we look forward to have better and more regional exchange .

12) This part was completed with the aid of the section of International Relations and reorganized by myself.



2. The Results on the Mayor and Governor's Conference on the Coastal Region along the Straits of Korea-Japan

1) Results

(1) Communique/Suggestions by General Conference('92. 8. 25)

① CheJu Do

The Governor of CheJu Do suggested four exchange programs in the areas of tourist, art, commodity goods and sisterhood relationship. As more concrete steps, exchanges for tourist information, periodical performance by folk art group, permanent exhibition center for speciality, and setting up "Promotion Committee for Cultural Exchange" were proposed.

② City of Busan

Following programs were proposed by the mayor of the city: ㉠ exchange of government officials for the learning of administrative skill and language training; ㉡ visiting exchanges in such areas as the youth, woman's and religious organizations, academic circles, and sports; ㉢ cultural exchange such as visiting exhibition of ancient relics and periodical visiting performance by Busan folk artists; ㉣ promotion in trade and technology through a trade mission and visiting training of technicians.

③ KyungSang NamDo

The Governor of the province proposed followings: ㉠ exchange of the youth and instructors through sport and artistic events; ㉡ joint academic seminar on the ancient culture (especially archaeology and folklore) that is shared by ancient KyungSang NamDo called 'GaYa' and Japan; ㉢ cooperative promotion in fishery industry (especially with regard to fishery information and technology); ㉣ extended promotion in tourism.

④ Chunia NamDo

The Governor of the province proposed followings: ㉠ exchange of long- and short-term training for farming and fishing communities; ㉡ to expand cultural understanding, more exhibitions and performances by non-governmental organizations in the fields of traditional music and painting, and folk art; ㉢ exchanges of

governmental officials and the youth in concert with being a part of international community; ④ setting up the permanent exhibition and sales centers to activate regional economy.

⑤ Fukuoka, Japan

The Governor of Fukuoka proposed followings : ① personnel exchange through the youth home-stay program, student visiting and sport; ② joint academic research and exhibition on the common ancient culture that is also main concern of Kyushu National Museum ; ③ exchanges of informations in local administration and industry, especially in such areas as urban planning, environmental protection, biotechnology related with agriculture and fishery.

⑥ Saga

The Governor of Saga proposed followings : ① with regard to cultural exchanges, cooperation of exhibition for Saga ceramic ware at '93 Taejeon World's Fair', invitation for '96 World Flame Fair', joint venture in exploring Yeosinogari relics; ② sport exchange through the youth soccer and Judo; ③ information exchanges in industries, especially in such areas as tourism, and agriculture and fishery.

⑦ Nagasaki

The Governor of the province proposed followings : ① exchange of the youth and sport events; ② cooperation in placing the regular ferry line on Ssusima-Korea; ③ joint research and information exchange for the protection of fishing resources, farming and fishing safety; ④ regular holding of this conference.

(2) Joint Statement of working-level talk for the 'Mayor and Governor's Conference'

The talk has reached following agreement : ① regular holding of the conference (once every year), ② regular holdings of working-level talk (twice every year) taking a director-level in each parts, ③ promotion of cultural and tourist exchanges, ④ the publication of regional economic bulletin, ⑤ expansion of the youth exchange, ⑥ information exchange in farming, ⑦ expansion of regional economic exchange, ⑧ training exchange for government officials, ⑨ invitation of Yamakuchi province to the conference.

3. Implementation Plan

1) Action Plan

(1) Exchange plan for government agencies

① Sisterhood relationship

* promotion of sisterhood relationship by steps

㊸ The First Step : at provincial(道/縣) level

— objective area : Cheju Province-Fukuoka Province

— process : During the Hawaii conference (June 30 - July 2, 1992) hosted by the State of Hawaii for the foreign local governments of sisterhood relationship, the governor of Cheju Province and Deputy governor of Fukuoka Province agreed to have sisterhood relationship. Later (Aug. 14, 1992) government officials at working-level met at Cheju and confirmed the Hawaii plan. The government of Cheju proposed actual plan for sisterhood relationship to the Deputy-chief of Fishing Dept. and local legislators from Japan during the 'cooperative working conference for Korea-Japan fishing industry' (Sep. 22, 1992). At Sep. 28, 1992, the proposal for sisterhood relationship was officially exchanged by Governor's offices.

㊹ The second step : at city/county level

* Plan for sisterhood relationship

— City of Cheju—a city in Saga Province

— City of Seogue—a city in Fukuoka Province

— Northern Cheju County—a county in Fukuoka Province

— Southern Cheju County—a county in Saga Province

* Promotion process

— step 1 : official and unofficial friendly visits are suggested to encourage cooperative milieu.

— step 2 : as an actual approach it is required to dispatch working-level officials to discuss the schedule and general preparation for the arrangement.

— step 3 : as final step the local government makes report state legislature beforehand and gets approval from the Minister of Interior, then

signes the arrangement.

㉔ Opening of exhibition and sales center for speciality

- * Target areas : Initially at City of Fukuoka, Fukuoka Province, City of Sendai, Kyujo Province, then City of Saga, Saga Province, finally City of Nagasaki, Nagasaki Province.
- * Method : Based on every detail of information about the areas, it is asked to arouse the Cheju-born immigrants to participate.
- * To run such center it is necessary to review the joint investment by private and official sources. For that matter Cheju government may ask some assistance to the Korean Consul-General Office at Fukuoka.

㉕ Diffusion of public relation related with tourism industry

To arouse and inform better image of Cheju tourism, it is asked to organize joint tourism-promotion team consisted of about 50 members from government agency, tourism industry and folklore group. They will operate in those target areas in such areas as tourism promotion, folklore performance and opening the permanent sales center for Cheju speciality.

㉖ Training exchange for government officials

- * Action plan : Based on the circumstances of the respective provinces of Japan, select and dispatch for training and information gathering.

㉗ Exchange for fishing technology and information

- * main objective : exchange for fishing information through fishing bulletin and periodic fishery seminar and mutual training for fishing related government officials, and opening of direct sales market for marine products.

- * method : exchange for working-level government officials and fishing industries for that Fukuoka Province is first considered, and then Saga/Nagasaki as next.

㉘ The youth exchange

- * the objective of the program is established through the exchanges of student visiting, reciprocal home-stay and friendly sport events.

- * method : implement twice a year (first and second-half) with assistance of education, sport and tourism related agencies and organizations.

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* Schedule by training fields

sector	training fields	maximum period	time frame	training place
farming	- house orange growing	2 yr	6 mo -	Saga
	- utilization of bio-tech.	2 yr	1 yr	
fishing	- sea farming tech.	2 yr	"	Fukuoka
	- fishing info. system			
transportation and regional development	- public transportation system management (parking lot, street maintenance and operating system)	2 yr	"	"
	- infrastructure/management			
tourism	- tourist resort maintenance	2 yr	"	Nagasaki
	- keeping strategy for tourists			
	- tourist facility management system			
	- improving the tourism image			
water resource	- water resource development and management (resource distribution)	2 yr	"	Fukuoka
	- water resource development technology			
general administration	- administrative management skill to meet international exchange	2 yr	"	"
	- civil participation			
	- policy formulation/implementation system			
environment management	- environment protection/management skill	2 yr	"	Saga

* implementation method : personnel selection, training period and method are consulted with responsible Japanese agencies and also more detailed plans for implementation, especially for personnel selection (basic qualification and language skill etc.) are prepared.

④ exchange of regional economic information bulletin

* first of all exchange the periodicals issued by government agencies of both, then extend to the ones issued by private organizations. Other than those, exchange non-periodical bulletins if they are related with regional economy and industry.

(2) Back-up plan for the exchange between civil organizations

① policy

This is to find out what are the role of government agencies in terms of bridging the exchanges at civil level, and prepare the responsible strategies with related to government's own exchange program.

② action plans by steps

* step 1

To establish the support and consensus from the community it is required that government informs the the contents of arrangement it promotes with respective Japaneses partners, its progress and future direction through availabel sources.

* step 2

To arouse more participation at civil level, it is necessary to find out what are the demands and inputs from the standpoint of civil organizations, and in the same context, from the Japanese sides.

* step 3

To put administrative support into the action to the on-going exchange efforts.

* step 4

To diffuse the exchange programs to the community people it is required to establish the communication channel of what has to be done to become more effective and productive exchanges.

⑤ Administrative articles

According to the findings by related government agencies, civil organizations that wish to participate have been identified as follows: YMCA, YWCA, Lions Club, Rotary Club, The youth Federation, and each cooperative associations for farming, fishing and orange farming etc...

(3) Plan for Working-level Talks for the Mayor and Governor's

Conference on the Coastal Region along the Straits of Korea-Japan

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To prepare the implementation plan based on the agreement of general conference a working-level talks is arranged. The proper time and place are settled by separate meeting and local officials(Bureau chief, director, assistant director) concerned with international relation take part. The major topics for discussion are action plans for the general conference's arrangement, proposed '93 Mayor and Governor's conference, the promotion of sisterhood relationship between Cheju and Fukuoka.

4. Administrative Articles

1) Office of Planning and Management

The office takes charges for the planning and coordination in exchange programs and provides basic information required for them. Also, policy alternatives are generated by getting through a series of staff meetings and the the results are sent to all relevant organizations.

2) Agencies concerned

All the agencies concerned prepare the action plans according to the arrangements and inform to the relevant civil organizations about the circumstances.

3) Common article

In line with proposed plan the required budget for '93 is appropriated.

5. The Results

1) Exchange in fishing industry

At Sep. 22, 1992, working-level talk for the exchange in fishing industry between Korea and Japan was held at Cheju provincial building, and the topics are as follows:

(1) Training exchange for the fishing related government officials : The Fukuoka authority took the training proposal(a year long) by Cheju into consideration positively.

(2) An administrative support was arranged for the sisterhood relationship between Hanlim Association for fishery and any similar organization in Fukuoka.

(3) A proposal for the sisterhood relationship between Cheju Province and Fukuoka Province and information exchange in fishery, market and research were raised.

2) Exchange in farming industry

A group of farming successors from Fukuoka, Japan visited northern Cheju County (Oct. 1- Oct. 3, 1992) and discussed about the ways of cooperation, especially in concern with horticulture.

3) Exchange in regional economy

Exhibition and sales of Cheju speciality were taken place as joint venture of official and private organizations from Sep. 28 to Oct. 3, 1992.

IV. Conclusion : Evaluation and Prospect

I have presented the activities for international exchange that has been carried out by Cheju government since 1990. On behalf of a conclusion, I would suggest of what has to be done for more.

First of all, an agency fully responsible for international exchange is required. Fortunately, the government of Cheju Province has created 'the Section for International Cooperation' under 'the Office of Planning and Management'. That was followed by the round of visits of the Minister of Interior who stressed the important role of Cheju Island in the era of Pacific- Asia as centering spot in the tourism and regional economy. That will also provide the chances to the governmental officials to train themselves on international matters. At the same time , it might be worthwhile, like the City of Busan, to consider the invitation of 'Ambassadorship to consult Local Government on the International Matter'.

Second, the local government has to communicate with and inform to the people about the advantages of international exchange. Without their participation, it is impossible to promote and of no meaning. Also, the government has to open the process and contents of what has been done that will eventually encourage more participation.

Third, it is necessary to review the legal and institutional establishments to have

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more effective international exchange. Since the local legislature has primary responsibility for them,¹³⁾ it is required that the legislators are conscious of the importance of international exchange and take necessary legal and institutional measures.

Fourth, up until the system of local autonomy is fully installed recently, it has been no need to engage in any international exchange at local level. However, since it has been changed, more entrepreneur type of governmental officials rather than just governing officials are expected. Recently what a Japanese Governor was lobbying to have international air line to his province is good example of that.

Fifth, on the process of active internationalization for P.R., the daily newspapers in Cheju should be encouraged to participate in it.

Finally, it is suggested that the Cheju government extends its exchange programs to various countries including China.

13) cf. Kim Young-Choon, "Internationalization, Localization and Chejudo Legislature", 「A Collection of Treaties in Graduate School of Public Administration」, Vol. 2(1992)

〈국문초록〉

김진호

다가오는 21세기는 지중해, 대서양시대를 거쳐서 아시아·태평양시대이다. 즉, 세계의 중심지가 된다는 의미로 받아들일 수 있다. 이러한 시대에 대비코자하는 움직임이 국가차원 뿐만 아니라 지방자치단체에서도 있게 되었다.

바야흐로 우리나라에도 지방자치제도가 뿌리를 내리고 韓國과 中國의 修交關係가 수립된데 힘입어 각 자치단체들이 UR을 극복하고 農漁村 地域經濟의 活性化와 海外市場開拓 등을 위하여 앞다투어 國際交流를 벌이고 있다. 즉, 각 市·道들은 지방자치제가 실시되기 전까지만 해도 해외진출에 무감각하였으나, 「홀로서기」가 불가피해지고 해외활동과 관련된 각종 사업이 급증함에 따라 海外交流를 활발히 추진하고 있다.

이러한 추세속에서 경기, 강원, 충북, 충남, 경남 등 5개도는 1992년 8월 25일 韓國僑民이 물려사는 美國의 L. A. 에 農產物 常設販賣場을 개장하는 등 북미 시장개척에 교두보를 확보하려는 노력을 시도하고 있다.

각 自治團體들은 이에 따라 외국과의 자매결연 문화 스포츠交流라는 단순한 차원을 넘어서 地方特產品의 수출, 도내 中小企業의 해외투자진출 등 적극적인 경제交流에 집중하고 있다. 또한, 自治團體들은 地方行政의 국제협력 기능을 활성화 하기 위하여 交流業務專擔機構를 설치하고, 外務部 本部大使를 「國際關係 道政諮問大使」로 유치하는 등 國際化 時代에 능동적으로 대처하고 있다.

91년 이선까지만 해도 15개 市道중에서만 전담기구가 설치되었지만, 최근들어서는 강원, 경북, 제주 등 13개 市道로 급속히 확산되어 총 28개 市道로 되었다. 또한 도정자문대사의 경우도 중소기업이 밀접한 경기도와 부산에서만 실시되었으나 大邱·慶北·全南·忠北 등이 올해 6월에 追更豫算編成때 이 직제에 대한 예산을 계상, 內務部에 직제승인을 요청하였고 內務部는 이를 모두 수용하기로 하고 外務部와 협의를 하고 있는 중이다.

앞으로 자치단체들은 民選團體長이 선출될 경우 보다 다양하고 수준높은 해외交流를 추진할 것으로 예상된다.

따라서, 地方自治가 模範的으로 시행될 수 있는 실험장인 濟州道는 國際觀光地라는 맥락에서 보면 좋은 사례연구가 될 수 있다.

지금까지 우리나라의 都市들이 國際交流를 실시하고 있는 형태는 다음과 같이 구분 지을 수 있는데,

첫째: 市民團體間의 交流에 의한 協力型(共同的 추진형태)

둘째: 都市間의 相互親善型(자매도시결연)

셋째: 각 地自體가 직면하고 있는 현실문제에 따른 개별문제 중심의 교류형(문화 예술 지역개발 등)

넷째: 국제적인 노우하우型(도시개발, 지역개발에 대한 정보제공)

다섯째: 국경을 초월한 共通의 文化圈에서 고찰되는 型(북방문화권, 남방문화권 구상)

여섯째: 국가와는 별도로 平和宣言型(평화도시선언) 등이다.

그런데 濟州道는 이러한 여섯가지 類型의 交流를 綜合的으로 시행하고 있는 地方自治 團體의 先驗인 모범이라 할 수 있다. 따라서 본 논문은 國際化 時代이면서 地方化 時代인 오늘날의 濟州道の 國際交流實態를 살펴보고자 한다.

따라서 본 논문은 4장으로 구성되어 있는데,

제1장에서는 문제의 제기이다.

제2장은 국제교류의 법적 근거와 제주도 국제교류의 실태를 고찰하였다.

제3장은 미래지향적으로 제주도가 국제정책을 수립할 수 있는 가능성을—아직도 실무차원에서의 구체적인 교류협회가 진행중임—모색하였다.

제4장은 평가와 전망으로서, 진일보한 국제정책수립을 위한 제언이다.

濟州道가 아시아 태평양 시대의 중심지로서의 역할을 할 수 있는 가능성과 그 활동을 1991년부터 현재까지 살펴보았다. 결론을 대신하여 國際交流를 추진할 경우에 유의할 점을 언급하고자 한다.

우선 첫째로, 국제화를 추진시키기 위한 협력기관의 정비이다. 다행히 올해 4월 10일 본도를 초도순시한 이동호 內務部長官의 「21世紀 國際觀光地와 地域經濟 活性化 弘報行政 強化」 등을 위하여 「國際係」의 신설 검토를 지시하여, 늦은 감은 있지만 「國際協力」이라는 명칭으로 「企劃管理」 산하에 있다. 현 시류가 국제화 시대임을 인정한다면, 국제협력계의 위상을 높일 필요가 있다.

이와 관련시켜서, 국제업무를 수행할 수 있는 공무원들을 선발하여 전문적인 국제회의 담당자로서의 기능을 발휘할 수 있도록 배려해야만 할 것이다. 또한, 이러한 국제교섭에 대한 조연자로서의 기능을 할 수 있는, 부산시가 시행하였던 「國際關係諮問大使」를 초빙하는 것도 바람직하다.

둘째로, 國際交流業務가 도민들의 이익에도 도움을 준다는 홍보를 해야만 한다. 국제화 흐름의

대상자는 바로 도민들이기 때문이다. 도민들의 적극적인 참여없이 국제交流는 아무런 소용이 없기도 하다. 몇몇 사람들의 소일거리로서의 해외도시를 방문한다는 인식을 도민들이 갖게 된다면, 담보상태에 머물고 말 것이다. 또한, 國際交流에 대한 실적을 과감히 공개하여 도민들이 언제든지 접근할 수 있도록 해야만 도민과 자치단체간의 불신이 해소될 것이다.

셋째로, 이러한 國際交流가 효율적으로 시행되기 위해서는 지방의회 또한 법률적으로 제도보완을 할 수 있도록 연구 검토가 있어야만 한다. 즉 이러한 정책을 결정하는 것은 의회이기 때문이다. 따라서 지방의회 의원들의 國際交流에 대한 인식제고를 할 필요가 있다. 요즘말씨가 되고 있는 지방의회의원들의 「先進議會 探訪」이라는 해외여행을 「國際都市」로서 개발에 성공한 도시들을 방문하여 주민들에게 홍보한다면 한층 효과가 있을 것이다.

네째로, 海外交流는 국가고유업무로서 지방자치제 실시 이전까지만해도 자치단체들이 필요성을 크게 느끼지 못하였으나, 자치제 실시 이후에 해외활동과 관련한 각종 사업이 폭증하여, 해외진출을 시도하게 되었다. 따라서 「자치단체장」들은 이제는 행정책임자라는 인식에서 벗어나 지역경영자라는 진보적인 사고를 가져야만 할 시기이다. 이러한 맥락에서 본다면, “일본의 현지사들이 우리 나라에 들어와 그 지역에 國際航路의 就航을 위하여 로비를 벌이고 있는” 실정을 본다면, 우리에게서 하나의 他山之石이 될 줄로 믿는다.

마지막으로 다섯째로, 교류대상지역을 중국으로 확대시킴으로써, 더 나아가서는 유럽지역으로까지 확대시키는 것도 바람직하지만 우선은 동아시아 지역으로 확대하여, 진정한 의미의 아시아·태평양의 중심지역으로 부각될 수 있다.