Urban Governance Characteristics in Accordance with Urban Policy Planning Phases

- Focused on the ′Livable City Development Demonstration Project′ in Cheongju City –

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Abstract

This study has intended to analyze urban governance characteristics according to urban policy planning process. An integrated urban governance model, which was used as the analysis frame, was developed through definition, characteristics, and components of urban governance. Using the urban governance model, this study analyzed urban governance characteristics during the 'Livable City Development Demonstration Project' planning process. This project with bottom-up approach has been being promoted based on the participation of stakeholders, especially the residents. The urban governance model consists of three categories including 'participation', 'mutual relationship and relational mechanism', and 'target policy'. Analyzing the process of the project in Cheongju city, has

drawn the following conclusion. An association is based on ordinance, and plan is established with the association as the center. At identifying symbolism, various participation channels attracted a lot of citizens and civic group to join in. In planning, private such as citizens and civic groups presented their opinions, academics and experts made a plans, and public/local government made an agreements and feedbacks. This conclusion has provided the following suggestions: 1) to make council to build a collaborative relationship; 2) to make a indicators for the urban governance; 3) to enhance participation of residents, mutual trust, publicity, education and experience program; 4) to provide professional support to facilitate effective participation; 5) to established a feedback system for qualify the contents of plan

Ⅰ.Introduction

1. Backgrounds and Objectives

Rapid urbanization and industrialization of South Korea have caused excessive population concentration in the metropolitan area. Past government policies, which gave priority to development over preservation and to quantity over quality, have brought about various urban problems such as increasing regional inequality, damage to territorial resources and shortage of urban land-use, as well as traffic problems, environmental problems, unemployment problems, and infrastructure problems. There were severe conflicts between each urban level (or class), region, and interest group, and between citizens and local governments when solving those problems, which seem intractable without public engagement (Ko Suk-Chan, 2006). In this situation, the socio-economic condition of cities is changing in such areas as urban planning, internationalization, localization, informatisation, environmental friendliness, etc. (Kim Yung-Mo, 2006). In order to keep up with this changing socio-economic condition, participation of citizens is required to prevent conflicts, and city policies can respond to changing socioeconomic actively.

In other words, current economic, social, and environmental problems are so complicated and various that no city can handle them only by itself (Kim and Dickey, 2006). Therefore, it needs participation and active urban policies. Once again, a plan that is transparent, easying-accessibility, citizen-responsible, and effective at inducing citizen participation is needed (Suh Soon-Tak, 2009).

Under this social condition, we should solve urban problems by fixing urban governance structures in a general way (Kim and Dickey, 2006). This is because, when policies are being enforced, urban governance is one form of public decision-making that can remove controversy by allowing the participation of such stakeholders as local government, citizens, experts, and civic groups, which maximizes the possibility of problem solving.

Studies of domestic and foreign urban governance have analysed their properties by examining urban governance cases in active progress, but few studies have considered participants' participation level, role, influence on policy, capacity, relationship, or main reason for participation. That is, case studies that have analysed policy based on an

integrative formula of urban governance are just the beginning.

Therefore, this research proposes to analyse the process of urban policy planning based on urban governance. For this, we have to define the concept of urban governance and understand properties and components, so we can draw the model. With this model, we analyse urban policy-planning cases of Cheong-ju city. Among various cases from Cheong-ju, we analyse the Livable City Development Project, which policy has to be based on urban governance principles. Under central government direction, the Livable City Development Project diverges from a top-down urban planning-development model by engaging the public and experts in managing city and village through local leadership of the development planning process and citizen participation (Jeong Seung-Hyun,2008).

2. Literature review

Research about developing various forms of governance focused on urban policy is proceeding vigorously. These are classified as various governance case studies for urban policy planning and conflict mediation in enforcing process and solution.

Further, within urban policy, research is in progress analysing the governance property of town development—one form of urban maintenance enterprise based on citizen participation.

In addition, various urban governance-based studies are underway in many other fields (Won Sik Jeong, 2007). These are classified as analysing the property of urban governance theoretically and analysing urban governance development about urban policy. First, I present theoretical research analysing the property of urban governance.

Suh Soon-Tak (2008) tried to develop a concept of urban governance stressing market mechanisms,

decentralization, and participation of local society, and drew up a reform plan for an urban planning system as a market-friendly, decentralized local (residential) society, participating in urban planning. Won Sik Jeong (2007) compared the cases of the US and the UK, and analysed the purpose of unofficial networks between local governments and elite corporations in promoting urban economic development. Sin Dong-Ho (2009) analysed cases of urban governance for the function of each main agent in the metropolitan planning systems of San Francisco, US, and Vancouver, Canada. Acioly Jr. (2001) analysed systematic management settings for improving local government's financial efficiency. Anderson and Van Kempen (2003) researched new trends of European urban policy. Van Marissing et al. (2009) analysed how the process of urban governance affects social cohesion and its properties. Stewart (2006) suggested a solution around concept definition, measure choice, sample choice, and index evaluation for developing a fine urban governance index.

In addition, several researchers have analysed cases of urban governance formation and they are as follows.

Ree Yong-yon and Yeom Il-Yeol analysed the urban governance development process around Local Unwanted Land Uses(LULUs). Dekkler and Van Kempen (2004) evaluated The Hague's Big City Policy from an urban governance perspective. Kim and Dickey (2006) analysed the role of urban governance in the process of innovative bus-system reforms in Seoul, Korea. Baud and Dhanalashimi (2007) compared stakeholders' phased role, rights, finances, and results around environmental service provision by two local governments in India. Jha et al. (2007) investigated decision factors for accessing governance networks by India's poor and traced the role of slum leaders in mediating between the official

government and the urban poor. Cook (2009) analysed the role performed by private enterprises and business elites at Business Improvement Districts (BID) and Town Centre Management (TCM) partnerships in the UK. Zhao et al. (2009) apply an institutionalist approach to innovation governance about accessibility to occupation in China.

Several studies have analysed urban governance construction cases and drawn out actual conditions and implicitness of policy. Various urban policy case studies of many nations have been analysed—mostly, participants and participation process—but few researchers have examined urban policy cases based on an integrated urban governance system. Some studies have also tried to set the concept of urban governance and direction, but they cannot suggest a concrete framework, which can analyse the actual integration of urban governance. Case studies mainly consist of controlling and solving conflicts. In

addition, many studies are underway on the progress of village-building and urban regeneration. On the other hand, governance-type urban policies, such as 'Making Livable City' or 'Comprehensive Rural Village Development', are lacking in research on the plan and process of execution.

Therefore, we are going to analyse the governance of 'Making Livable City' in Cheongju, which is a governance-type urban policy to make policies reflect various urban characteristics. To achieve this, we need to examine the concept and characteristics of urban governance first. It will help develop an urban governance model and set frameworks up. By using the resulting model, we analyse the subscription process of the 'Making Livable City' program of Cheong-ju. By deducing the implications for the urban planning system of a governance-type project, this study can contribute to make an effective operational plan.

Ⅱ. Urban Governance

Governance is not only a simple network between various main agents, but also a ruling system that manages public conflicts by mediating policies between those agents (Pierre, 2000). Furthermore, it is a type of public decision-making that solves problems and gives responsibilities through participation of stakeholders in institutionalized policy communities (Han Seung-Jun, 2004). 'Urban governance' is a new catchphrase and can be considered as a political response to such social evolution as globalization, internationalism, and privatization. The concept of urban governance has started to receive attention from many researchers recently, and it is usually considered as contrary to the traditional concept of urban government.

In the case of Korea, no unified concept has been defined, because discussion of urban governance has

just begun. At a basic level, however, it can be defined as governance that has occurred in urban areas (Suh Soon-Tak, 2008). In other words, urban governance is one form of co-governance occurring in a specific space, such as an urban area. As transparency, responsibility, participation, and fairness are being observed, to react to administrative demand by new politics/administration environment changes properly, it is an urban operating system that emphasizes partnership between a local government and those affected by policies (Soon-Eun Kim, 2005).

Urban governance implies a high level of flexibility for a variety of groups and doers. It even connotes citizen-oriented (or clientele-oriented) grassroots democracy and the value of citizenship. Urban governance based on these foundations is useful because it emphasizes not only efficiency and responsibility, but also democratic politics and administration, at the same time as progress in

solving common conflicts (Papadopoulos, 2006; Pierre, 2005; Won Sik Jeong, 2007). Some features of urban governance are as follows (Suh Soon-Tak, 2008). First, it refers to a way of solving common urban conflicts by partnership, participation, and cooperation among government, private sector, and civic groups, more than does the existing concept of simple citizen participation. Second, it is a related transition from a bureaucratic rank system that is symbolized by a centralized old-type government to a lax and much more interactive administrative structure, such as a partnership or network. Third, governance includes not only the system, tools, and methods for ruling, but also relations between people and government, and the role of the nation beyond the existing administration. The important thing is the concept of governance as a process.

Soon-Eun Kim(2005) presented the characteristics of urban governance as <Chart 01> for each domain. Urban governance includes characteristics such as voluntary participation, negotiation, elasticity of structure, and partnership, and pursues mutual cooperation and network-building based on consent and negotiation.

Urban governance is a structure, process, and result that manages conflict, solves problems or establishes and executes urban policies through cooperative relationships and interaction among stakeholders. The core characteristics of urban governance are the following: <Chart 01>.

Chart 1 . Core Characteristics of Urban Governance

- Spatial object : City
- Urban operating system based on local governments, local policy and partnership
- Urban public conflict management
- Based on interaction such as partnership and network : focusing the process of interaction
- Including not only system, methods, tools but role and relationship of stakeholders(Government, nation, citizen etc)

Ⅲ. Analysis Framework — Urban Governance Model Development

<Chart 02> reveals that fine urban governance seeks distributed/equitable participation, transparency, duty of participant, regulations, responsiveness toward citizen demand, agreement, efficiency, strategic vision, and leadership. To develop an integrative governance model, we need to know how these components interact.

First, Anderson and Van Kempen (2003) classified the distinctive change from government to governance, as follows:

- First, substitution of universal policy by objective policy;
- Second, the increasing usage of covenant as a regulation;
- Third, integrating access to inclusive project groups from various departments;
- Fourth, empowerment to specific urban areas and citizens.

Rhodes (1997) presented the characteristics of governance as follows:

- First, interdependence of organizations and faint boundaries among public, private, and spontaneous associations;
- Second, continuous interaction among network members;
- Third, trust-based interaction;
- Fourth, a significant level of autonomy from the nation.

Urban governance involves voluntary participation, negotiation, structural resilience, partnership, and seeks cooperative network-building relationships based on agreement and negotiation.

Basic characteristics of governance and urban governance are objective policy, promise, integration of domains, diverse participation, dispersion of

authority, interaction, trust-based interaction, autonomy, interdependence of organizations, and

agreement. Detailed classification follows <Chart 3>.

Chart 2 . (Criteria of Good Urban Governance)

UNDP/TUGI	World Bank	Friedmann	UNCHS
Participation	Participation	-	Decentralization of authority and resources-subsidiarity
Equity	-	Inclusiveness	Equity of access to decision making and resources
Transparency	Transparency	-	Transparency
Accountability	Accountability	Public accountability	Accountability
Rule of law	-	-	-
Responsiveness	Sensitivity to the needs of the poor	Responsiveness	Civic engagement and citizenship
Consensus orientation	-	Non-violent conflict management	-
Effectiveness and efficiency	Strong public management, cost effectiveness, sound financial management	-	Efficiency
Strategic vision	-	Inspired political leadership	Strategic vision of sustainable human development Sustainability Security

※ Reference : Friedmann, 1998; United Nations Centre for Human Settlements, 2000; United Nations Development Program, 2000; World Bank, 2000; Rakodi, 2003

Chart 3 . Core components of Urban Governance

Category	Contents
Subject	Organization, actor
Object	Target policy
Value	Participation, Forming relationship(Network, partnership, cooperation), interaction and agreement

The core values of urban governance are participation, mutual relationship (interaction), and building consensuses. Its structure aims to build these consensuses through the participation of diverse groups and the building of mutual relationships. These relationships refer to network, partnership, and cooperation. One of the important characteristics of urban governance is that its policy goals are

distinctive.

Kim and Dickey (2006) explained the structure of urban governance through a previous literature analysis, as follows. Stakeholders maintain their relationship with official urban governments, and reach a consensus by not only participating inter-dependently, but also cooperating and negotiating with one another. In addition, urban governance includes self-organizing networks and a bottom-up approach, and considers citizens as actors. Actors participate in decision making processes, which are important to both administration and procedures in urban policies (Dekker and Van Kempen, 2004). A type of participation in urban governance concentrates on important and positive relationships, rather than formal and negative ones. In contrast, urban governance plays a role above this partnership and horizontal network structure, wherein relationships between participants are based on authority and accountability (Kim and Dickey, 2006). In summary, the structure of urban governance starts from participation, roles, and mutual relationships.

The governance structure is considered as necessary by the perspective arguing that stakeholders are to be included and governmental capacity is to be expanded (Friedrichs and Vranken, 2001; Anderson and van Kempen, 2003). A basic difference between traditional forms of government and governance is determined by whether actors are included or not. That is, governance is characterized by the participation of actors. Rhodes (1997) defined that "governance is broader than government administration and includes non-state agents" but actors and organizations that depend on specific policy are different. Marissing et al. (2006) specified that actors of urban governance included local municipalities, housing cooperatives, developers, and NGOs, while Kim and Dickey (2006) defined them as local municipalities, individual citizens, corporations, and civil societies.

In particular, an efficient and appropriate level of participation is strongly needed in urban planning and execution processes, in order to make resident participation practical and fruitful during each of urban policy execution steps (Kim et al., 2008). In general, urban residents are interested in methods that affect their individual interests, as caused by local developments, as well as in providing important information about local communities to politicians or other stakeholders (Buy and Van Grinsven, 1999; Marissing et al. 2006).

Actors that are classified as working in public, private, or voluntary areas participate in partnerships and networks. Partners participate only when they think they can maximize individual benefits as well as communal interest. Although a relationship between participants cannot create a perfect balance in such networks, it is formed based on mutual interests, exchanges of resources, and commitment (Anderson and van Kempen, 2001; 2003; Dekker and

Van Kempen, 2004).

Chart 4. Interrelationship Mechanism Components

Category	Contents
Participative Urban Planning (Suh Soon-Tak, 2008)	- Institutional frame, local community capacity building, financial support for governmental support, R&D of planner, operating education and training program for planner, planning consultation service, improving accessibility for information
Regional Innovation Governance (Kon Su Yi·Young Pyong Chun, 2005)	- Trust and norm : Degree of mutual trust among participant and general society norm as variable social capital for significant base of governance as network forming and boost
Collaborative Governance (Cho Cheol -Joo·Jang Myungjun, 2011)	- Structure : Authority, knowledge, resource distribution, culture, social relation network - Institutional rule : participation range, discussion structure, elementary laws, transparency of process - Relation of interest/Participation : Participation incentive, stakeholder, participant - Cooperation process : Devoted conversation, trust building, mutual understanding, process trusty
Social Capital (Park Hee-Bong·Kim Myeong Hwan, 2001)	- Local society communication channel, local society governance, role of local government, capacity of local society, administrative responsiveness as a local, citizen education, local society leadership, local norm, trust, network.

Such participation means taking part in a relationship of partnership and networks, and any such relationship can be formed based on relational mechanisms, such as mutual interest, exchanges of resources, and commitment. Stoker (1998) suggested that a large number of urban issues can be resolved by including partnership and networks, as well as by mutual cooperation and negotiations between stakeholders (Kim and Dickey, 2006). That is to say, governance can strengthen governmental capacity through a network and partnership style of governance (Anderson and van Kempen, 2003). The structure of governance in urban development is related to the assignment of public and private roles, as well as the relationships between central and local governments (Zhao et al., 2009). As such, the core of governance is a mutual relationship between or within public areas, such as governments, and private and voluntary areas, such as non-governmental organizations (Stoker, 1998).

Kim and Dickey (2006) explained that urban governance originated from the pursuit of collective action during urban policy creation, and the objectives of collective actions can be achieved by mobilized cooperation, agreement, partnership, network, interaction, social capitals, empowerment, and obligations. As mentioned above, a relational mechanism that forms the inter-relationship of urban governance shows a variety of characteristics. As a result, this study will review a relational mechanism in similar areas, such as governance, community governance, cooperative governance, cooperative

planning, and social capitals. As shown in <Table 5>, various areas can affect building relationships, such as systems, strengthening capability, financial support, education, enhancing accessibility, trust and norms, tradition and history, leadership, culture, environmental change, incentive, process transparency, dialogue, mutual understanding, and process fidelity. Such areas can be classified as building trust, strengthening capability, building systems, resource distribution, leadership, and the reflection of environmental changes.

Furthermore, urban governance targets specific urban issues, strategies for phenomenon, and policy contents and processes, which are common interests for stakeholders. Erkus-Oztuts and Eraydin (2009) classified a governance network for sustainable development into policy and planning, as well as self-adjusting (autonomous) actions. If this classification is interpreted in terms of an urban policy process, which is one of the urban governance targets, it can be defined as being classified as execution and monitoring on policies and planning, as well as self-regulating actions on policies and planning.
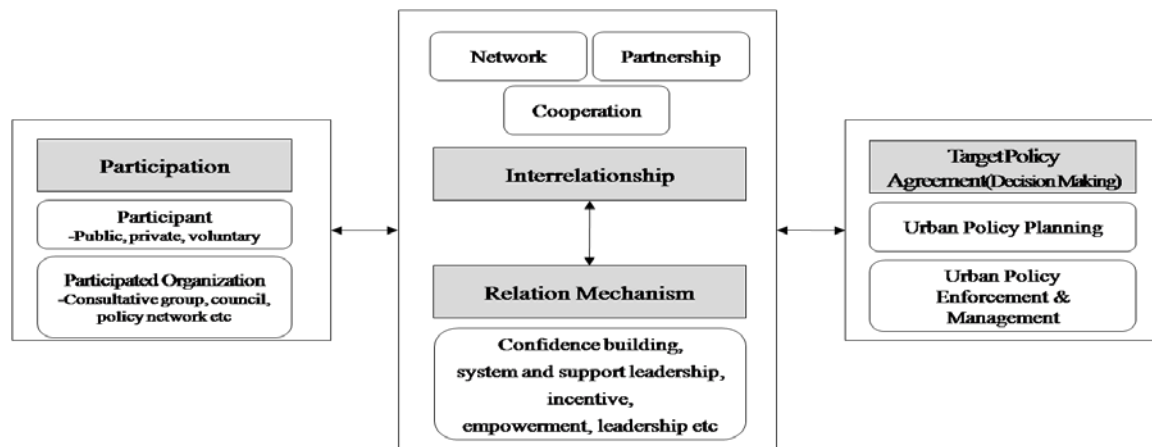

Figure 1 . Urban Governance Model

Based on this content, an urban governance model was developed, as shown in <Figure 1>. The elements for this form of urban governance consist of participation, the forming of consensus for goal policies, inter-relationships, and relational mechanisms at large. Participation consists of participants and participating organizations that can determine the participation structure. Participants are classified as working in public, private, or voluntary areas in general, and their members can be organized according to various goal polices. Issues to be resolved by urban cities are diverse and complex, and range from making one town to entire cities. As such, they have multi-dimensional characteristics, and participating organizations shall also be created according to a variety of policy characteristics applying to many different organizations, such as councils, committees, and policy networks. Issues that need to be resolved through governance can become policy goals, and the objectives of building

governance for them can be formed by consensus. Policy goals can be classified into urban policies and planning, or urban policies and execution and management, according to policy goal processes. Policy goals are established through participation, while inter-relationships are another core element of building governance via the process of execution and management. Inter-relationships in urban governance aim for networks, partnership, and cooperational relationships. Relational mechanisms can be referred to as forming such inter-relationships, as well as elements such as trust, capability strengthening, leadership, and incentive, which also help to establish such inter-relationships. Inter-relationships and relational mechanisms form a bi-directional relationship of cause and effect between the interaction of participants and participating organizations. That is to say, inter-relationships and relational mechanisms can be either a cause or effect, or vice versa. Each of these three factors; participation, forming consensus regarding policy goals, and inter-relationships and relational mechanisms, form a cyclical relationship. In other words, inter-relationships and mechanisms can be formed via participation, whereas participation can be accomplished through inter-relationships and mechanisms. Each of the rest of the relationships also demonstrate this characteristic.

IV. Analysis of urban governance characteristics via

the Livable City Development Demonstration Project of Cheongju City

The urban planning process of Cheongju City is analyzed based on the urban governance model. As mentioned above, participation, forming a consensus about policy goals, and inter-relationships and relational mechanisms have cyclical relationships with one another. As such, the urban governance characteristics are discussed according to the process of the Livable City Development Demonstration Project of Cheongju City.

1. Target policy: Livable City Development Demonstration Project

A policy called "Livable City Development Demonstration Project" was initiated for the purpose of the "Quality of Life"-oriented, national balance development. This was intended in terms of environmental, cultural, and communal perspectives through the establishment of urban identity and specialized development, along with simultaneous quantitative and qualitative growth. The "Livable City Development Demonstration Project" consists of "Urban city evaluation" and the "Demonstration city project." "Urban city evaluation" is a project to evaluate the current status of urban cities. "Demonstration city project" is intended to identify the superiority of competiveness in a particular city, especially as compared to local governments. It is also designed to establish and execute specialized

development planning, based on the identified superiority, and to then construct a network between local residents, local universities, research centers, and NGOs, in order to ultimately strengthen their roles.

The Livable City Development Demonstration Project requires governance that is based on local, resident-directed cooperation between local residents and government, as well as local government-directed resident participation.

In addition, the "Livable City Development Demonstration Project" improves environmental and cultural vulnerability, as well as the quality of basic daily living. It further evaluates the project's demonstration of creating a "livable city" by utilizing uniqueness, natural resources, and the advantages of a corresponding city. Finally, it also provides incentives for specialized development areas, based on this evaluation. The application procedure employs a bottom-up approach. That is, a basic local government establishes a project plan with the help and participation of local residents and NGOs. This stage is followed by the actions of corresponding regional local government, who conduct a review of the project plan submitted by the basic local government. They analyze it in terms of feasibility, appropriateness of the planning and procedure, and reasonable budget provision. The application is then submitted to the central government, along with the results of the regional local government's review.

To make effective progress in the Livable City Development Demonstration Project, the plan should be executed based on urban governance. Since its application employs a bottom-up approach, and as only one out of six types should be chosen for the application, a project plan must be established that reflects local characteristics and distinguishes between the symbolism and identity of Cheongju City.

To this end, Cheongju City organized and operated "the Association for Making Cheongju City Livable" (hereafter referred to as "the Association"), which was formed as a governance organization intended to achieve urban governance effectively. Accordingly, the Association searched the city's symbolism for their demonstration project, and established a plan to distinguish it. Based on this process, this study analyzes the urban governance characteristics that were used in the Association-directed demonstration urban city project.

2. Urban governance characteristics analysis of the demonstration urban city project

1) The Association for Making Livable City, Cheongju

To plan and effectively execute the Making Livable City Demonstration Project, a governance organization was founded for each city. As shown in <Figure 3>, a discussion regarding the needs of the Association began in 2006, followed by the

collection of public opinions on this issue (December 2006 to October 2007), preparations for founding the Association (October 2007 to March 2008), and the founding of the Association (March 25, 2008). The "Making Cheongju City Livable Demonstration Project" was then planned and directed by the Association.
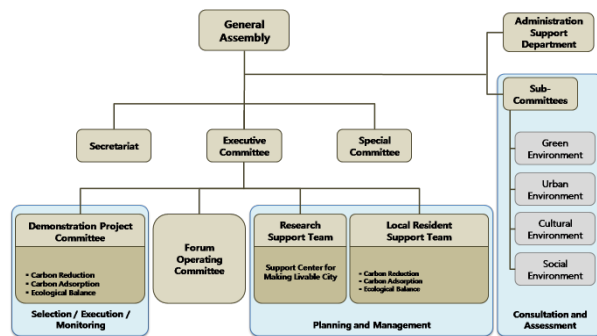

Figure 2. Role and Composition of Asoociation

The main structure of the Association consisted of the General Assembly (Whole Meeting Assembly), The Executive Committee, the Task Committee (Forum/demonstration projects), the Sub-Committees, and the Administrative Support Department. More specifically, it consisted of the Research Support

Team, the Local Resident Support Team, the Secretariat (Support Center for Making the Livable City through Local Residents Participation), and the Demonstration Project Committee. Detailed roles are shown in <Table 5>.

Chart 5 . Role for Each Particular Team

Particular Team	Role
Resident Support Team	Lead for participation of civic group, residents, and companies under own judgment for each business
Research Support Team	Urban doctor, staff, expert participate with research support center as the center.
Administration Support Group	Comprised of supportable group for facilitative implementation of each business
Subcommittee	Integrated operation of related member

The Executive Committee of the Association was composed of administration members, academic experts, members of NGOs and resident representatives. Originally, about 150 participants planned to join the Association, and were drawn from amongst residents, experts, NGOs, corporations, Cheongju City Council, and Cheongju City Local Government. However, only 112 participants joined the Association at its launch. In particular, resident

representatives were recruited through online and offline qualification reviews from January 20 to 28, 2009. They were directed by the Executive Committee to attract more participation from residents of various walks of life, and ultimately to select eight resident representatives from amongst themselves.

An ordinance forms the core of the relational mechanism of the Association as a participating

organization. To secure the stable operation and reliable finance of the Association, the "Ordinance of Founding and Operation of the Association for Making Cheongju City Livable [No. 2630 Ordinance on January 9, 2009]" was legislated. The legislation procedure of the ordinance for the operation and support of the Association is as follows: First, civil consensus on the need for the foundation of the Association was reached, followed by discussing the need for the ordinance legislation, as well as its detailed contents, via discussion with the Executive Committee and NGOs. A legislation proposal by a lawmaker was selected as the optimum method from among other methods, such as legislation proposal via resident initiative, or Cheongju City initiative. This decision was made due to the simplified procedure of a legal proposal, as well as reduced preparation requirements. A representative member who would propose the ordinance was chosen from amongst the members of the Urban Construction Committee. A legislation draft team for the ordinance was created within the Association (within the Executive Committee). Considerable effort was put into creating a practical and effective ordinance draft, which referenced local and overseas case studies, such as other similar organizations' related ordinances. The Seoul Metropolitan Government and another 84 related ordinances were reviewed, alongside the ordinances for creating towns (in Japan and Korea), and the operational ordinances of the

centers that created towns (for example in Japan and the NCC (Seattle)). The ordinance (draft) was reviewed in the Executive Committee and introduced to the General Meeting for deliberation and the final decision. The ordinance draft was proposed by 19 lawmakers (representative lawmaker was Yu, Sung-Hoon), and was passed by the Urban Construction Committee (December 2008) and by the General Meeting (December 19, 2008). It was finally legislated after the promulgation of the ordinance (January 9, 2009). The main contents of the ordinance are summarized in <Table 6>.

The Association aims for widespread participation of local residents, NGOs, expert groups, corporations, Cheongju City Government, and Cheongju City Council to establish the symbolism and identity of Cheongju, as well as to provide developmental policy directions and strategies. The Association performs the following roles: (1) feasibility analysis, assessment, and advice on the Making Cheongju City Livable Project; (2) support activities for improving ecological and cultural, as well as daily living environments, via cooperation with citizens, corporations, and city administration; (3) making efforts to encompass the participation of various organizations, including local residents and NGOs, and providing professional consulting, advertisements, education, and campaigns for citizens; and (4) other forum activities for providing concrete measures and improving citizen's awareness

of this project.

Chart 6 . Main Contents of Ordinance

Category	Contents
General Rule	Purpose of legislate, definition, role, business
Organization and Function	Participation fields and personnel setup, executive committee, forum managing committee, demo business committee, subcommittee, support team, secretariat etc.
Council and Finance	Role and constitution of general meeting, bill management, cooperation and research with other agencies etc
Other	Continual gathering and reflection of residents opinion

2) Cheongju Symbolism Identifying

and The Demonstration Project Plan

The Cheongju City, NGOs, citizens, academics, experts, and civic groups participated in searching for the symbol of Cheongju City. This wide range of participation was necessary, because identifying the symbolism of Cheongju City would decide the direction of Cheongju City from a comprehensive perspective, and hence required participation from public, private, and voluntary sectors.

The participants can be divided via the structural aspects of the group relationship. First, there was an independent participant in the search for the symbolism of Cheongju City, which was represented by Cheongju City administration, citizens, and NGOs. The other axis of the group relationship was a research support team, consisting of groups of academics and experts, including NGOs that listen to

the opinions of independent participants in various ways. The research support team formed a variety of relationships with the independent participant group, using delegated authority from the Association. A variety of networks and partnership relations between two different types of participant groups were formed. In addition, individual participants within the groups formed networks and partnership relationships internally or externally with one another.
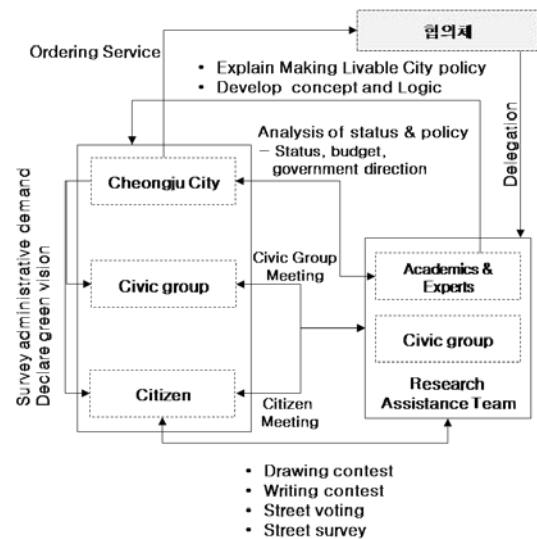

Figure 3 . Symbolism Identifying Process

More specifically, the inter-relationships and mechanisms between participants and as well as between participating groups are explained as follows: Cheongju City requested the proposal of a plan for the demonstration city project from the Association, and the Association delegated this task to the research support team. Based on the work of experts and professionals on the research support team, the understanding of policy goals is shared with Cheongju City through public presentations and workshops. Through this process, the Association

and Cheongju City already formed a mechanism of capability, which was strengthened through mutual learning, securing of reliable fund resources, and trust building via the Association.

Inter-relationship mechanisms were then formed over a variety of networks, in order to identify the symbolism of Cheongju City. First, the research support team listened to a wide range of opinions obtained through various participation channels, such as public street voting, public street surveys, student drawing contests, and meetings with residents and civic and social groups to create a network with the public. In addition, the Association analyzed the status of Cheongju City objectively, in order to review the past direction of the local government, as well as to establish a sound future image by scrutinizing the policy directions of Cheongju City. To this end, they examined many sources, such as budget details and city plans, as well as general information, spatial structure, local issues, and 2025 Basic Urban Plan. Through these activities, trust was

formed between Cheongju City, NGOs, citizens, and the Association.

An integrated paradigm (EcoCulture City) for responding to climate change was also developed, and intended by some experts as a concept for achieving the symbolism of Cheongju City. Furthermore, Cheongju City surveyed the administration demand of local residents, and declared a Green Vision called "Clean City, Green Cheongju," intended to provide a framework for policy shifts in Cheongju City. This was perceived as an opportunity to create trust in the accomplishment of the future green city, and in the ability of experts and local governments to lead citizens in the right direction.

In the demonstration city planning process, major contributions were made by groups of the Association, the research support team, and the administration support task force (TF) team (refer to <Figure 4>).
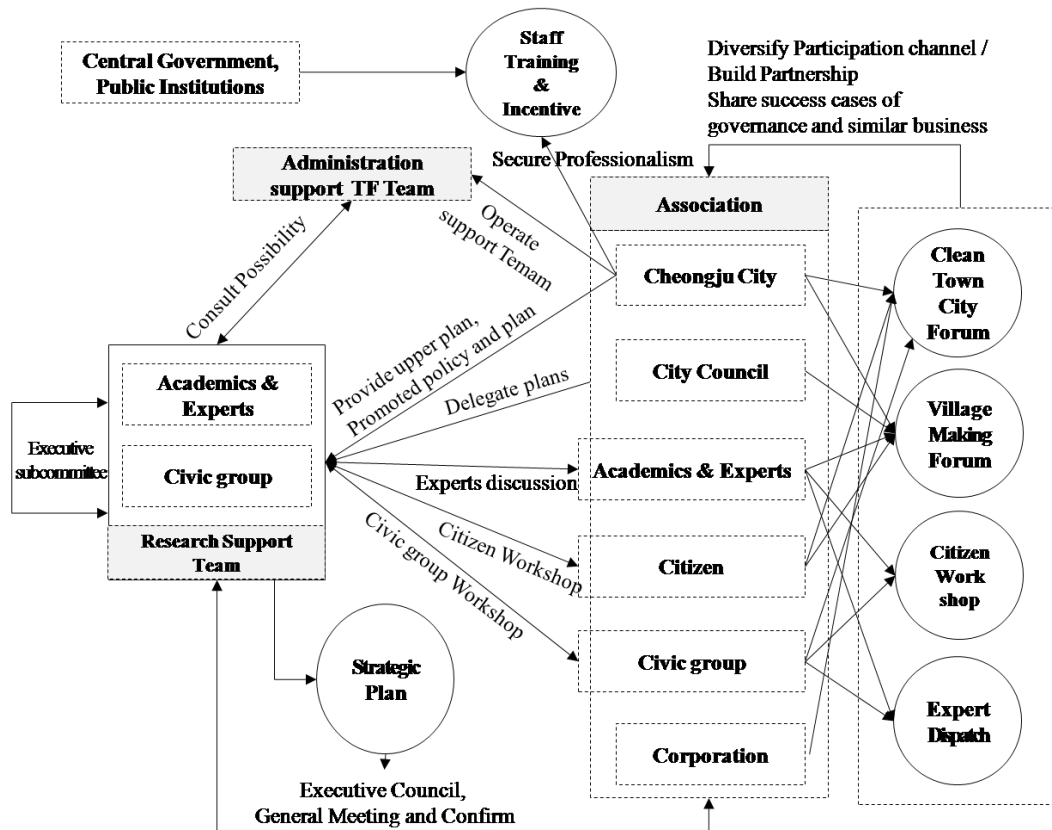
Figure 4. Demonstration Project City Plan Process Governance

The following explanation presents participants in terms of the inter-relationship structural viewpoint. The Association delegated the planning to the research support team, which consisted of academics, experts, and NGOs, and which deliberated upon the established plan. The research support team independently established a plan, and consulted with the administration support TF team, the internal executive committee, the Executive Committee and the General Assembly of the Association to finally approve the plan. Cheongju City had composed the administration support TF team from public servants, and it formed a network relationship with the research support team.

Current Status of Cheongju City	Identifying Cheongju City Symbolism

Ecological Environment City Cheonju

Declaration of Clean Town Green Cheongju
-Integrated Responding to Climate Changes

EcoCulture City

EcoCulture Design
EcoCulture Infra
EcoCulture Cultivation

Analyzing Current Status of Responding to Climate Change

S.W.O.T Analysis : ST Strategy

Specialized Development Strategy

[EcoCulture Design] Energy-Saving Spatial Frame
[EcoCulture Infra] Life Eco Network
[EcoCulture Cultivation] Carbon Diet Eco Balance

Association Meeting	Citizen Workshop	Civic group Workshop

Specialized Development Plan

[ED] Energy-Saving Spatial Frame – Four Business
[EI] Life Eco Network – Four Business
[EC] Carbon Diet Eco Balance – Three Business

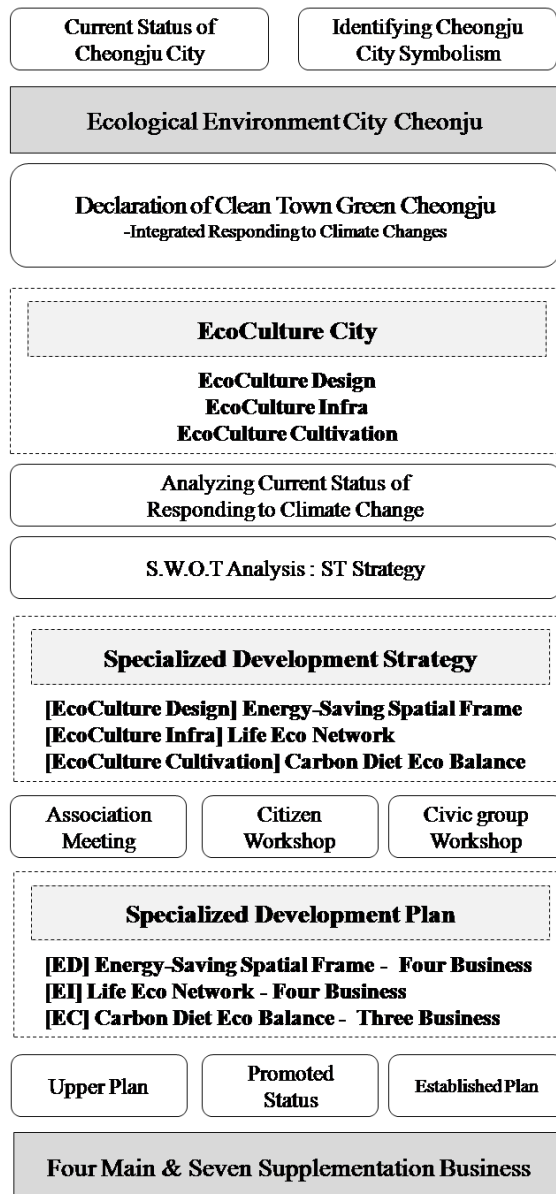| Upper Plan	Promoted Status	Established Plan

Four Main & Seven Supplementation Business

Figure 5. Demonstration Project Strategic Planning Process

More specifically, the inter-relationships and mechanisms between participants and between participating groups are explained as follows:

The research support team set up the overall strategic plan, not the individual projects, thereby attracting the participation of various groups, such as citizens, NGOs, public servants, and experts. The strategic plan was established via the process shown in <Figure 6> and the main characteristics are as follows: The specialized development strategy was derived through the SWOT analysis, based on the current status of Cheongju City in terms of each category of EcoCulture City, and established the specialized development plan for each category. The specialized development plan for each sub-project was established to reflect low carbon green growth, the Green New Deal, and the overarching plans of Cheongju City (2025 Basic Urban Plan, Clean City Green Cheongju Basic Strategy). The major tasks identified were selected, via an analysis of the status of projects currently underway as well as future plans. The statuses of related projects currently underway, as well as future plans, were divided in terms of hardware and software prospective required to review the achievability of the projects.

Meanwhile, in order to collect various opinions, expert group forums, local resident meetings, and NGO meetings were conducted with public, academic, and professional experts, local residents, and NGO members who were not in the Association.

The established strategic plans were constructed via the trust created between interested participants through continuous feedback processes. First, the specialized development plans derived through stakeholder's participation were modified and complemented through 34 research meetings in the Executive sub-Committee. The project plans were consulted and finalized through the Executive

Committee and General Assembly of the Association. In addition, the administration support TF team for the Making Livable City Project was constructed, and the achievability of the plans was reviewed.

Project capabilities were strengthened through the diversification of participation channels and mutual learning, according to each participant's characteristics. Various opinions were collected through opening the Clean Town City Forums, Making the Town Forums, and public presentation and fairs for local residents, each of which developed mutual learning and trust. In addition, support teams for local residents and expert dispatch systems for the demonstration project were operated. There were also plans to secure expertise through training and education of officials in the demonstration project, which including providing incentives to those officials.

Through the above processes, Cheongju City resembled the successful cases of other similar projects, in relation to the various experiences of governance and city creation projects.

As a result, Cheongju City was selected to receive a grant for its planning costs, and became the demonstration city for the Making Livable City Project sponsored by the Korean Ministry of Land, Transport and Maritime Affairs.

V. Conclusion

This study analyzed the urban policy and planning case study of Cheongju City, based on the urban governance model. For the analysis, an urban governance model consisting of participation, inter-relationships and relational mechanisms, and consensus formation via policy goals was developed. This was based on the concept and characteristics of urban governance, and involved setting up an analysis framework. This study derived the following results on the planning process of the "Making Cheongju City Livable Demonstration Project."

In terms of policy goals, the development of a policy that can take advantage of governance in assessment indicators is necessary when providing systems for a central government. Assessment indicators that can attract urban governance and local specialization plans are required for policy development. In addition, incentives such as project-related costs and advertisements should be provided, in order to attract the active participation of cities.

To employ governance in a whole city, reliable and official participating organizations, such as the Association, are needed. Association bodies that can induce various participations shall be organized, and the legal basis for Association bodies shall be secured through an ordinance provision.

To establish a plan that can reflect distinct urban characteristics, it is necessary to instigate a process to search for the distinguishing symbolism of cities. During this process, the following requirements are

needed: construction of mutual trust through participation, based on a participant's characteristics over various steps; strengthening capabilities through mutual learning; reliable financial support; local government and professional leadership; and objective analysis on city finance policy status. In addition, the active participation of citizens is essential and various participation channels shall be provided to attract private and voluntary participants.

During the planning stage of demonstration projects, strategic planning shall be established. Quality of contents in planning and mutual trust shall be secured through a continuous feedback process. Strengthening the capabilities of participants through diversification of participation channels and mutual learning is required. Partnership, cooperative relationships, and trust shall be constructed through the diversification of participation channels and continuous activities, in order to create social capital. In addition, it is also important to share successful experiences through the creation of successful governance case studies. A similar request for proposals is also required, in order to promote the self-confidence of participants, as well as effective planning and construction.

Current urban policies have many stakeholders, while also being affected by a complicating mix of economic, social, and environmental factors. Therefore, consensus-based urban policies shall be planned via network and cooperative relationships. These include various participants according to the characteristics of each individual policy, as well as various participation channels based on private and public cooperation organizations, such as the Association.

In future research, analysis of multilateral urban governance characteristics should be conducted in terms of the overall dimensions of urban policies, and especially through an analysis of the process of demonstration city projects.