


Good Practice of Innovation in Local Policy Governance

Agricultural Administration Governance in Jeollabuk-do

 **Jthink** Jeonbuk Institute

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Problem Awareness and Main Issues

● In times of crisis, local communities need to find ways to live

- Local governance is a social governance system where various stakeholders actively participate in policy process, which is emphasized as an implementation strategy to promote sustainability and to build an inclusive society by resolving realistic problems.
- External shocks(social crisis, climate crisis, food crisis, local crisis, etc.) that 'local community' is facing lead to 'social exclusion' of 'those who are in vulnerable situations.' Thus, sustainability depends on how to prepare for 'resilience' and 'social inclusion.'
- Local partnership and policy governance are driving forces for 'social innovation' to resolve realistic problems and are key responsive strategies for helping local communities to tackle in times of crisis.

● Innovation cases on local governance in agriculture and rural communities

- Until now, agriculture and rural communities have been mobilized in the process of national economic development. Structural imbalance and gaps are deepening between urban areas and rural areas, between industry and agriculture, and between urban dwellers and rural dwellers.
- Agriculture and rural areas explained as 'Ancient Futures' is one of the socially disadvantaged areas that the modern society is facing. This is intended to introduce innovation cases at a local government level, which aims at building local policy governance efficiently and resolving relevant problems.
- Jeollabuk-do has been isolated from development due to disproportionate national development, but it becomes equipped with 'innovative capability' within its local communities by achieving meaningful policy performance through policy governance on agriculture and rural communities.



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Local Partnership, Policy Governance

1. Local Partnership of UN SDGs

● UN SDGs 17, Partnerships for the Goals

- (Goal 17) 17 targets. Mobilizing financial resources, enhancing cooperation on and access to technology among advanced and developing countries, and underscoring the importance of various partnership including civil societies and of monitoring through data

“Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development”

[The List of National and Regional Partnerships]

- (17.15) Respect each country’s policy space and leadership to establish and implement policies for poverty eradication and sustainable development
- (17.17) 17.17 Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships
- (17.18) Enhance capacity-building support to developing countries (···) to increase significantly the availability of high-quality, timely and reliable data disaggregated (···)



2. Concept of Policy Governance

● Concept of policy governance and its prerequisites

- (Basic concept) A social governance system where, in deciding policies, various stakeholders can decide and implement policies through consultation and agreement as autonomous participators, breaking through control and management led by the government. (Pierre and Peters, 2000)
- (Considerations) 'Governance' is a 'system' that provides a framework for implementing policies, rather than the specific combination of organization, legislation and institutions. In other words, it is a 'network' itself, which is based on the policy processes, or a mechanism used to operate such system or network. (Kim Jeong-sup, 2020)
- (Prerequisites) The central and local governments and actors in the private sector will engage and collaborate with each other to build a network of common interests and to solve problems, not unilaterally led by the government. This is a new way of government operation. (Oh Seung-eun, 2006)

● Types of policy governance and its review

- (Types of governance) The types of governance vary from governance based on solid institutionalized platforms like committee established under relevant laws and regulations to informal meetings among the public and the private sectors.
- (Functions of governance) A variety of activities can be engaged, from activities directly related to policy decision-making including consultation, proposals, deliberation and resolution, to activities related to implementation like formulating plans, research, education, and implementation and evaluation of policy.
- (Aspects of governance) Relations between the public sector (local government) and the private sector projects (residents) and the public-private cooperation are the prerequisite for governance. As the cooperation is presented as an ideal type, in reality, there will be a 'difference in degree' in each case. (Kim Jeong-sup. et al., 2020)

3. Social Innovation and Local Governance

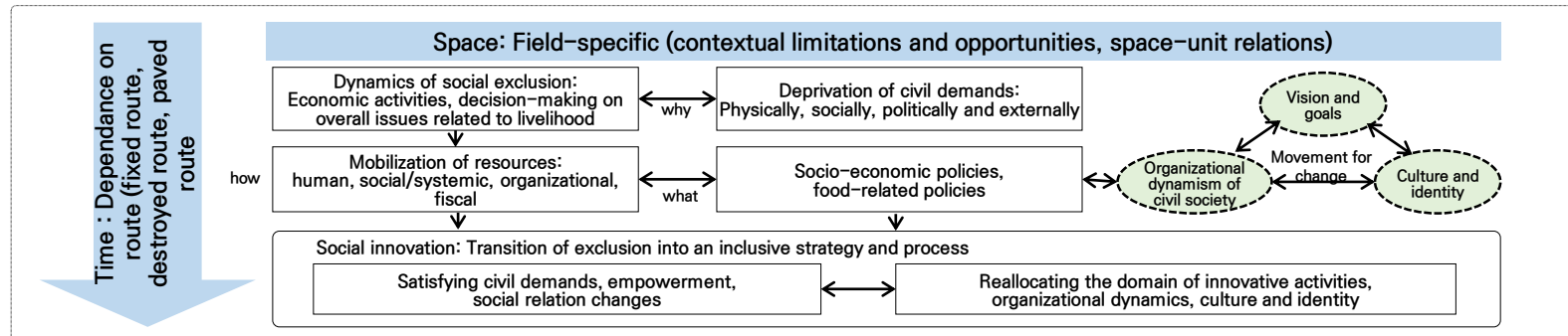
● Concept of social innovation and its current trend

- (Approach) A new way to solve 'social challenges' that cannot be addressed with the existing structures and policies. The overlapping fields of different sectors, reflecting specific situations, encompassing social values, drawing specific measurable results, changes in social relationships and power relationships, and enhancing civil capabilities. (Caulier-Grice, 2012)
- (Current trend) Local community's capabilities are mechanism for promoting social innovation. Such capabilities can give motivation of, maintain and enhance a bottom-linked implementation of social innovation.

● Relations of social innovation with local governance

- (Influencing relations) Social innovation is affecting changes of the structure and mechanism of governance. The changes of the structure and mechanism of governance is facilitating social innovation. (Kim Sang-min. et. al, 2020)
- (Viewpoint) ①Promoting social innovation by utilizing governance as a framework for social innovation.
②Focusing on the innovation and change of the mechanism for governance, considering the governance as one of the fields of social innovation. (Miquel, et al., 2013)

[Dynamics of Social Innovation in Local community]



* source : Gonzales, Moulaert and Martinelli(2010)

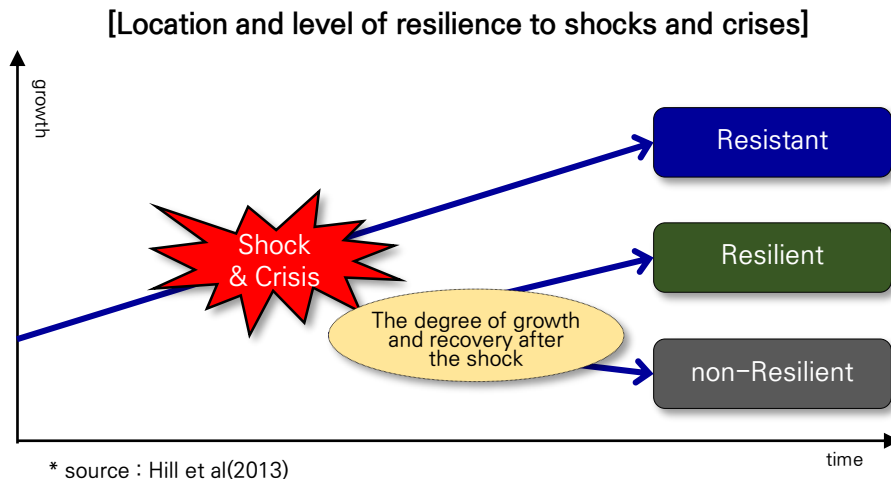
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Resilience-Transition, Agirculture-Rural Community

1. Concept and Meaning of Resilience

● 'Resilience' An ability to cope with a shock or crisis

- (Problem awareness) The policies for managing disasters and crises have been reactive and led by the central government. → Social capital proactively linked to a local community becomes significant. → It is important to regularly improve 'resilience' that enables re-construction and re-creation in crisis situations.
- (Main concept) 'Resilience' is defined as an ability for the socio-economic system to cope with an external disturbance and shock (shock-resistant) and to return to the pre-crisis status. (World Economic Forum)
- (Main functions) Local communities will be able to respond to and adapt to uncertain and complex risks, to learn and grow from crisis situations and to enhance socio-economic capabilities that can create new opportunities.
- (Meaning) ① non-resilient, ② resistant, ③ resilient :
Minimizing the impact on various classes of activities addressing crisis situations in those three directions.



[Factors and areas of resilience]

factor \ areas	Technical	Organizational	Social	Economic
robustness				
redundancy				
resourcefulness				
rapidity				

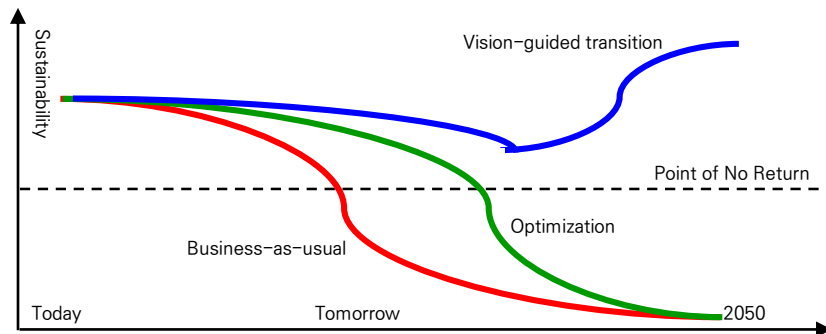
* source : O'Rourke(2007)

2. Concept and Meaning of Transition

• 'Transition' Responsive strategy beyond sustainability

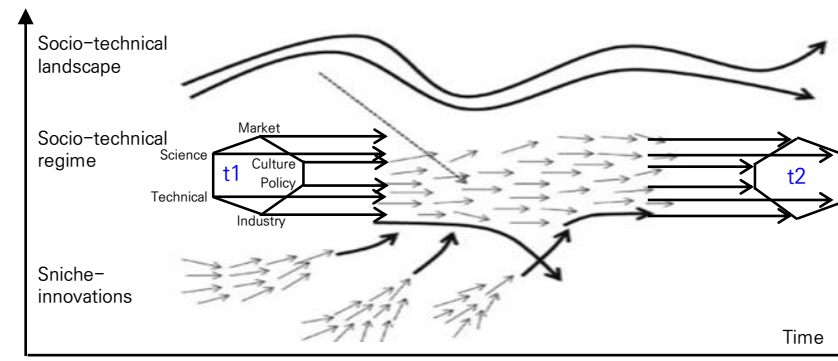
- (Problem awareness) A critical reflection that the current social and technological system is not sustainable. Transformative changes are needed to build and maintain a new system. (Grin et. al, 2010)
- (Basic direction) 'Transition' can be achieved only when various ways to promote social and technological innovation are reviewed through interaction and experiments by multiple actors with a certain direction. (not led by a specific actor like the government to set up the subject and formulate plans) (Song Wi-jin. et. al, 2015)
- (Main characteristics) 'Transition' goes through a quasi-evolutionary process where the variation and selection of socio-technologies are linked with a direction. (Schot & Geels, 2008)
- (Meaning) The transition of a socio-technological system provides an effective answer to the big challenges: how to change our social and technological system to provide solutions for polarization, aging society, public health, welfare, and issues related to energy, environment, resources and safety. (different from the creation of technological knowledge of industrial innovation and economic growth)

[Sustainability and the need for system transformation]



* source : VITO(2012), 'Transition in Research, Research in Transition'.

[Transformation of a multi-layered social and technological system]



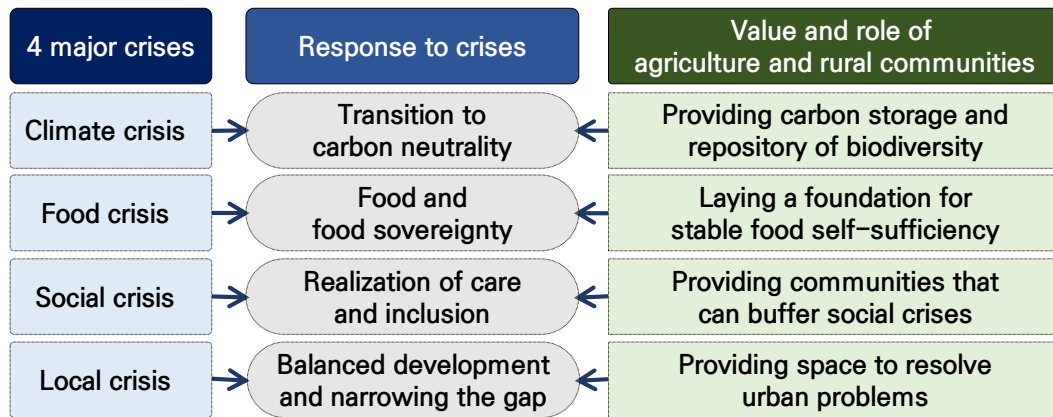
* source : Geels and Schot(2007)

3. Value and Role of Agriculture and Rural Communities

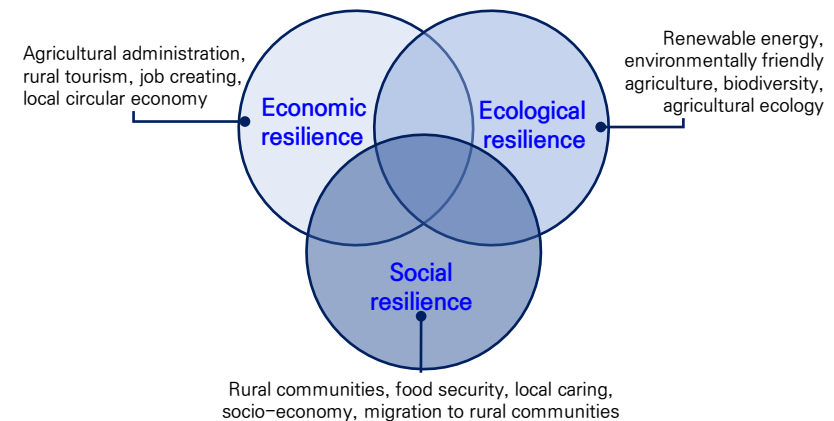
In times of crises, agriculture and rural communities play a role as the source of social 'resilience'

- The Korean society is facing social problems, so called 'Sam-Bul (three un-)' society: unease to the future, unrest to the current life, and unfaithful to the existing system.
- Various social conflicts tend to be prolonged and escalated in multiple categories including gender, generation, income and region.
- 'Value and role of agriculture and rural communities' Rising as the infrastructure that can build social, ecological and economic resilience when the society and the state are facing crisis situations.

[Response to four major crises and value and role of agriculture and rural communities] [Resilience of agriculture and rural communities]



* source : Author written



* source : KREI(2018)

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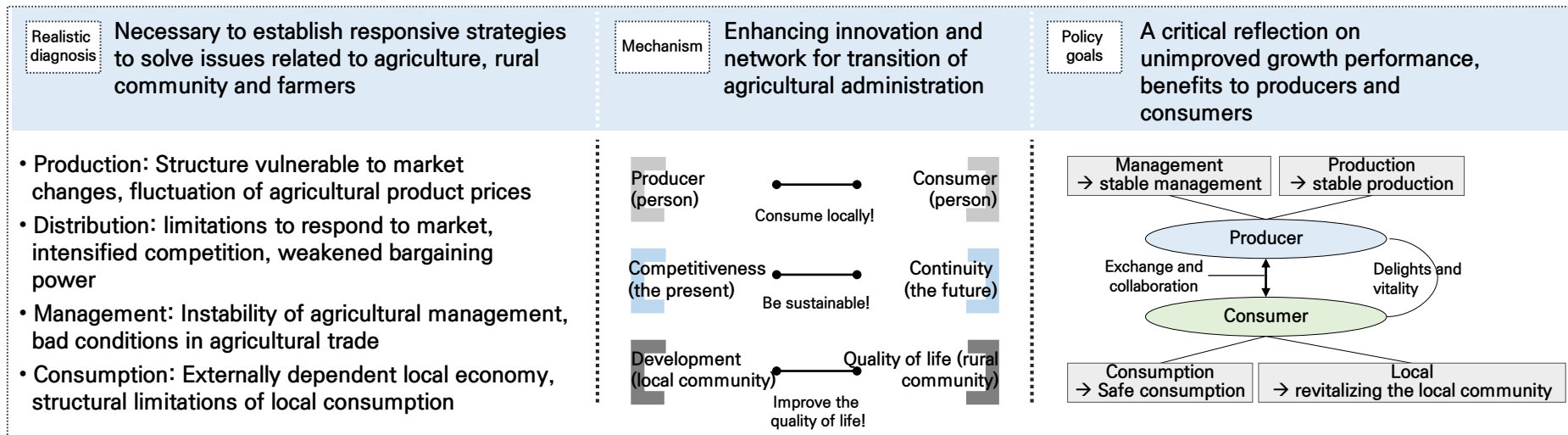
Governance Cases on Agriculture and Rural Communities

1. Basic outline of agricultural administration

(three delights, 三樂)

● Policy Direction and concept of 'Sam-Lak' agricultural administration

- (Problem awareness) In the process of rapid economic development, structural imbalances between urban areas and rural areas, between industry and agriculture, and between urban dwellers and rural dwellers are deepening. (Three agricultural problems) → Impracticable to resolve such problems only with the increase of scale and competitiveness. 'People-centered' policy transition is needed to generate benefits to producers and consumers.
- (Policy concept) The innovative strategy and implementation plan of Jeollabuk-do aim to rewarding farmers, providing solutions for underpriced agricultural products, and encouraging people to migrate to rural areas by interconnecting 'person-to-person,' 'the present to the future' and 'local communities to rural communities.'



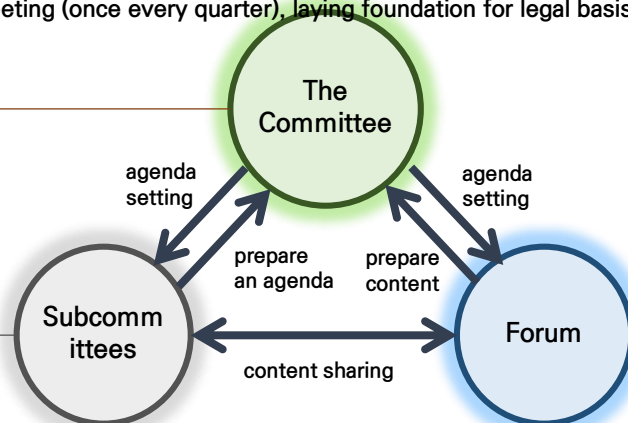
* source : Hwang Young-mo (2014)

2. Execution structure of Agricultural Administration

● Operating an organization for agricultural administration governance, which is suitable for people-centered administration

- Organizing and operating 'Sam-Lak' Agricultural Administration Committee (under the municipal ordinance) as a system to implement sustainable agricultural administration. Comprised of the committee and ten subcommittees
- (Participation) Experts and interested parties from Farmers' groups, agricultural cooperative federation, consumers' groups, academia, research institutes, local council, administration

- Organization: Representatives of farmers' groups, representative of each subcommittee, interested parties, and administrative officials
- Goals: Setting agenda for 'Sam-Lak' agricultural administration, policy proposal, evaluation of policies
- Operation: Regular meeting (once every quarter), laying foundation for legal basis (ex: municipal ordinance)



[Discussion led by farmers]

- Organization: Farmers' groups, institutions and experts
- Goals: in-depth discussion on agenda of each sector, providing (draft) proposals
- Operation: Regular meeting (once a month), seminars

source : Hwang Young-mo (2014)

[Seminars with farmers and experts]

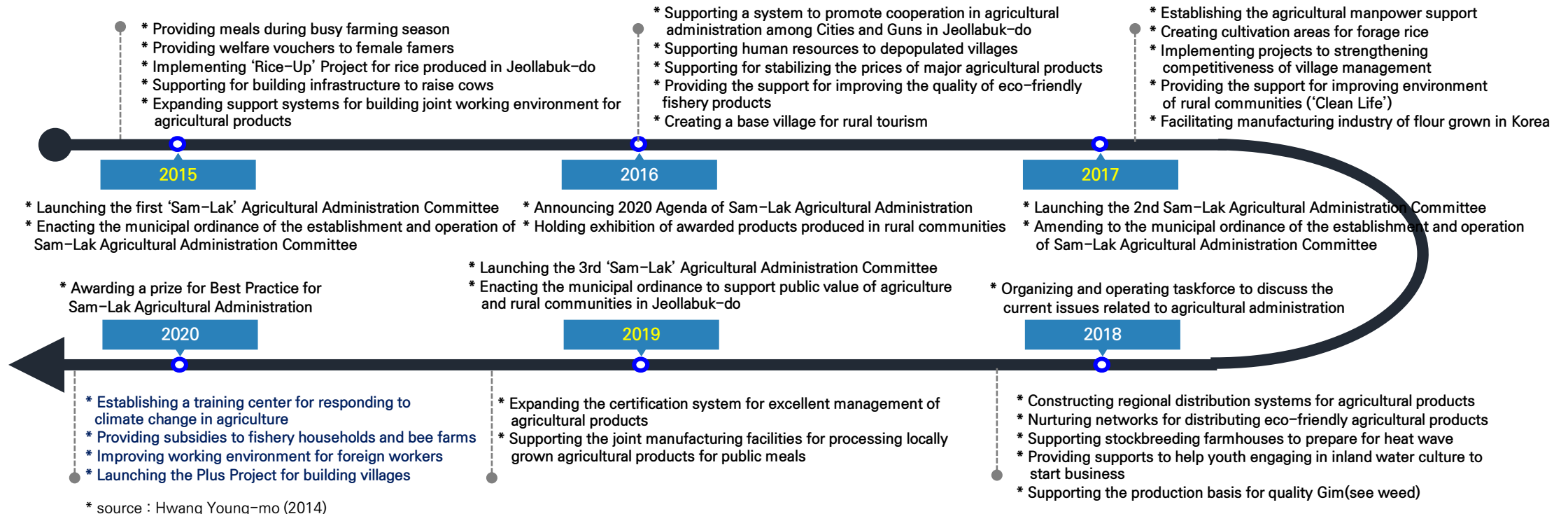
- Organization: Farmers' groups, institutions and experts
- Goals: In-depth discussion on policies related to agriculture and rural communities
- Operation: Regular seminar (once a month), publication



3. Performance of Agricultural Administration

One of the priorities in 6th and 7th popularly-elected Jeollabuk-do administration

- Total 382 meetings and discussions from 2015 to 2021 (1st ~3rd Committee), General meeting/Committee/subcommittees/Taskforce for current issues
- Finding policy agenda focusing on solving problems focusing on practice → Setting the agenda → Reflecting it into the agricultural policies in Jeollabuk-do (128 projects)



4. Evaluation of Agricultural Administration

● Experiencing innovative performances through the organizing and operating the governance for agricultural administration

- Classifying the main issues of Sam-Lak' Agricultural Administration into 6 areas: value; Agriculture; Rural Community; Farmers; System; Expansion. Diagnosing its operation through satisfaction-importance evaluation
- 'Systems for promoting agricultural administration' - highly scored in both performance and importance evaluations (promoting system/policies for farmers/policies for agriculture) For 'policy value,' performance degree was relatively low.

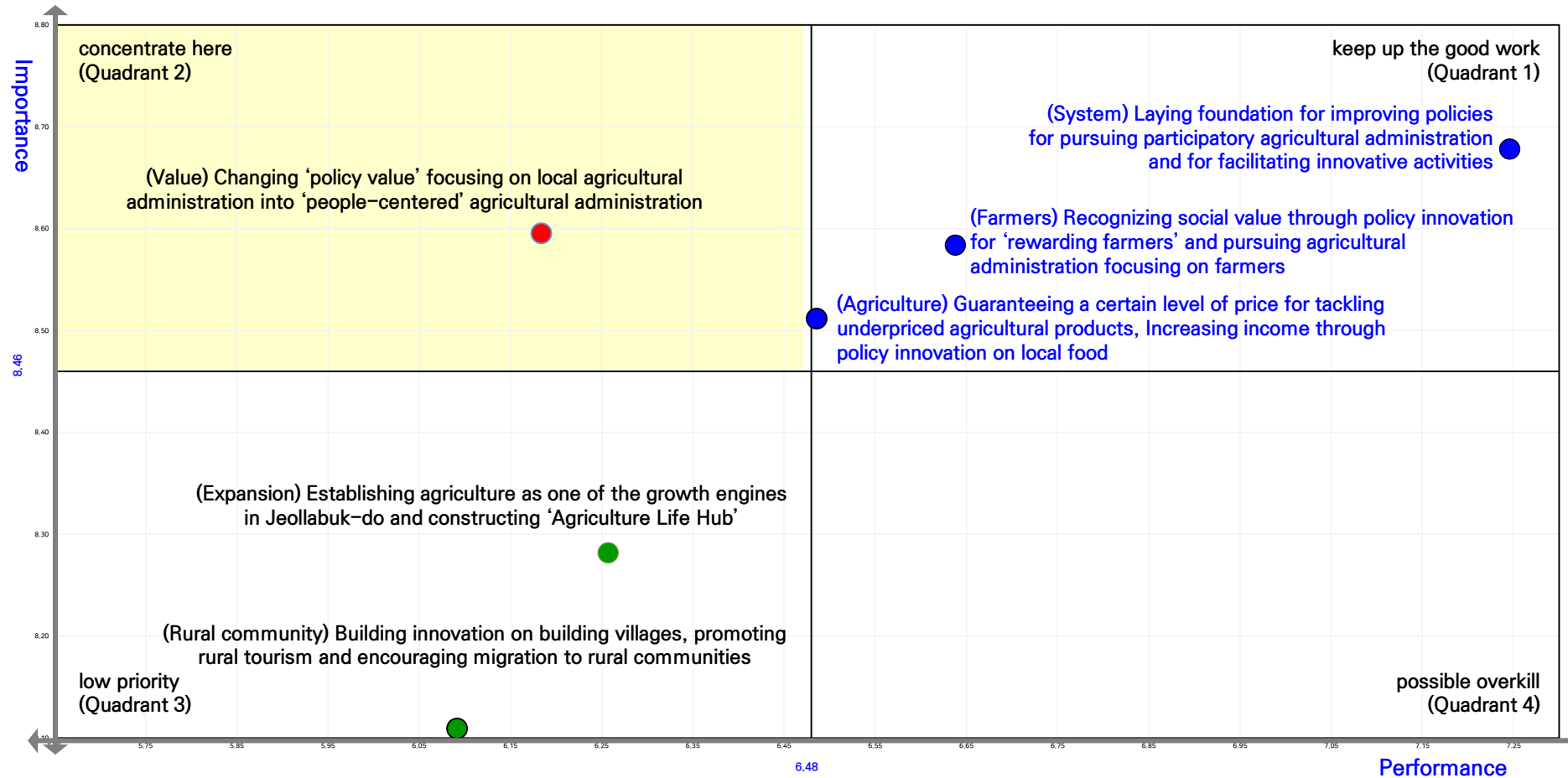
● Increase in 'input and effect' needed to improve

- Positive evaluation on 'direction-setting and goals (context)' and 'promoting systems (process)'
- Relatively low degree of performance of major interested parties regarding input (projects and budget) and output (policy effect)
- Diversification of projects and budget expansion (input), necessary to formulate ways and projects to increase the effect of policy

● Strengthening civil capabilities and improving abilities to cope with policies

- Improving the expertise of farmers' groups in agricultural administration planning, implementation/evaluation/improvement
- Increasing the participation in formulating policies for agriculture through the solidity of farmers' groups (multi-level organization, developmental form)

[Analysis result of the importance-performance of major strategies for agricultural government governance]



* source : Hwang Young-mo (2014)

5. Major Performance of Agricultural Administration

● Expanding budget on agriculture, securing financial resources for implementing innovative policies

- The ratio of budget for agriculture and rural communities among other local governments: 12.9% in 2013 (3rd) → 13.5% in 2021 (1st) Budget for agriculture per household is the second largest nationwide
- Following the implementation of policies for the last 8 years, agricultural income, high-income farm houses, local food (sales), exports of agricultural food ranked 1st or 2nd place.

	division	Gyeonggi-do	Gangwon-do	Chungcheong buk-do	Chungcheong nam-do	Jeolla buk-do	Jeolla nam-do	Gyeongsang buk-do	Gyeongsang nam-do	Jeju-do
(100 million won)	Budget for agriculture in 2013 (%, the total budget in Jeollabuk-do)	3,658 (2.9)	2,646 (8.1)	2,907 (10.2)	5,932 (15.0)	5,657 (12.9)	7,227 (14.9)	6,441 (9.8)	4,690 (7.6)	3,268 (12.5)
(100 million won)	Budget for agriculture in 2021 (%, the total budget in Jeollabuk-do)	8,259 (3.3)	44,87 (7.6)	4,295 (8.3)	8,251 (11.4)	9,591 (13.5)	11,332 (12.3)	9,368 (10.0)	7,521 (8.0)	4,083 (8.3)
(%)	Increase rate of budget for agriculture (2013~2121)	125%	70%	48%	39%	70%	57%	45%	62%	25%
1,000 won)	Budget per agricultural household in 2021	7,544	6,731	6,072	6,881	10,124	7,881	5,356	6,161	13,124

* source : Hwang Young-mo (2021)

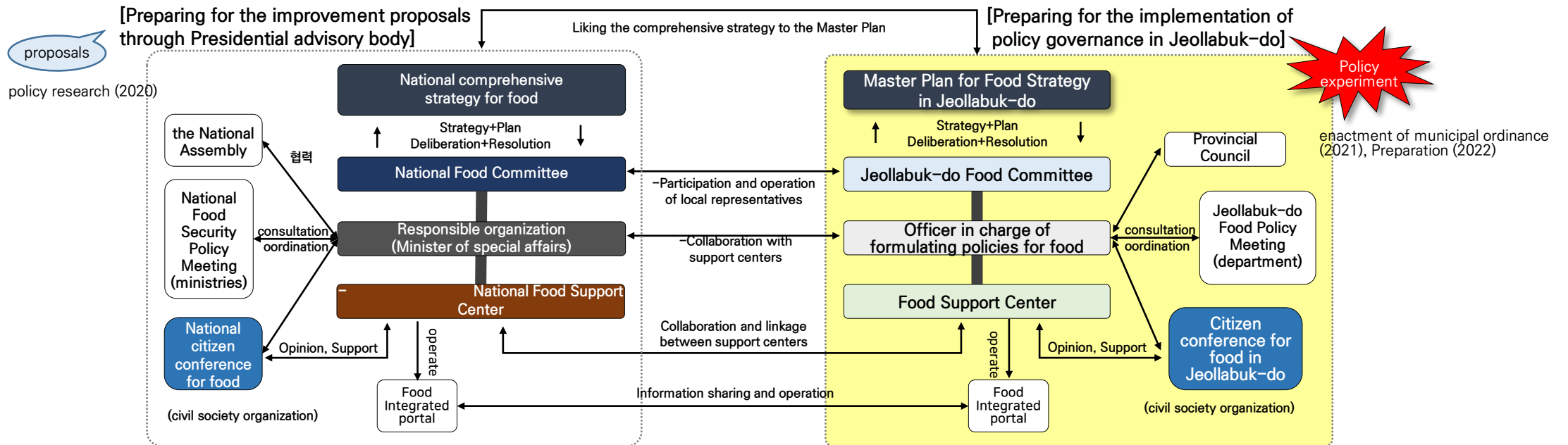
● Playing a leading role in formulating policies, based on its own policy experiment for the first time in Korea

- (1) 'Sam-Lak' Agricultural Administration Committee(Designated as Best Practice of innovation on agricultural administration),
- (2) Implementing low price guaranteeing of agricultural products for the first time in Korea,
- (3) Providing public benefits to farmers and fishermen, (4) Operating the Comprehensive Supporting Center for agricultural and fishery villages for the first time in Korea,
- (5) Supporting for improving the quality of life of female farmers (etc.)

6. Expanding to Regional Food Policy Governance

● Enacting the municipal ordinance on food, preparing for policy experiment for civil participation

- As the Framework Act on Food (draft) has not been enacted, Jeollabuk-do Municipal Ordinance on Food specifies its implementation system.
- Prescribing common responsibilities of administration agencies and educational offices, Committee on Food/ Officer in charge of formulating policies for food/supporting center for food/administrative cooperation/ space for civil participation



* source : Hwang Young-mo (2020)

● Success conditions for local food plan: Building governance and strengthening capabilities

→ Promoting governance on food and strengthening capabilities of civil societies'

- Increasing communications among multiple stakeholders who are related to food chain, underscoring the facilitation of public-private cooperation or partnerships through coordination, compromise, and social consent
- Strengthening capabilities play an important role for exercising implementation capabilities based on the communication and cooperation within local communities

→ Nurturing 'food citizens' for strengthening capabilities of local food plan

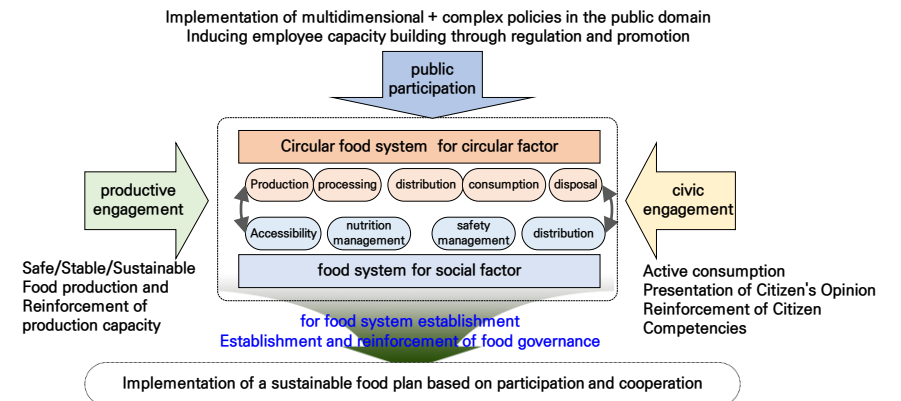
- To succeed in implementing local food plan, civil actors should be the subject of the policies. Nurturing 'food citizens' is important for the private sector to be well aware of food issues, food systems, and food plan and to practice them with the sense of consciousness.

* source : Tak Nyoun-gyu(2021)

Key concepts

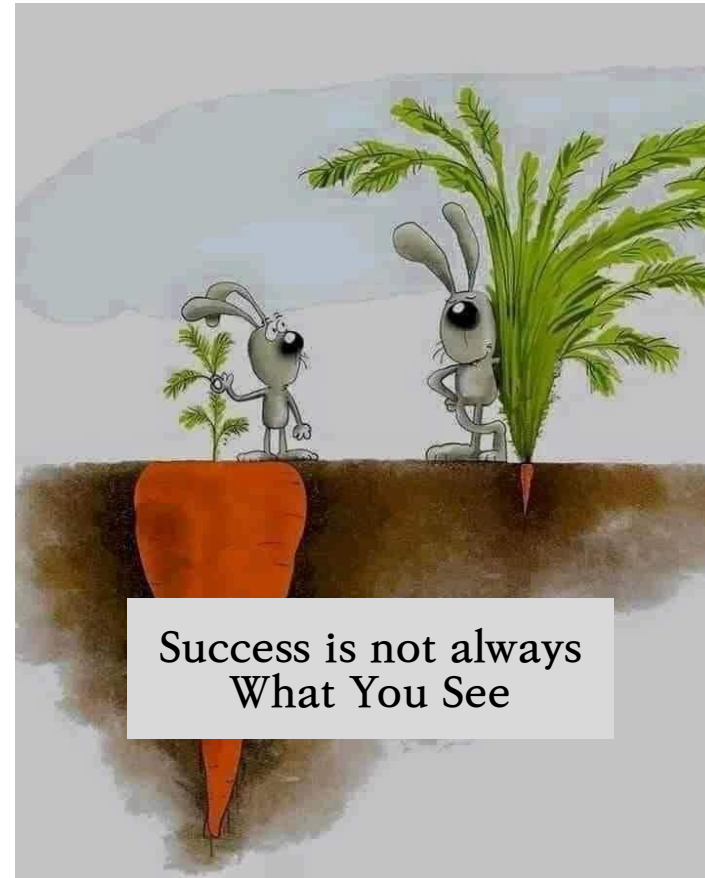
* **Food citizen:** A concept of citizens who fully understand and practice the whole process of food system, such as understanding of food as common production of people and nature, production, manufacturing, distribution, consumption, waste and recycle of socially and environmentally sustainable food (Hwang Young-mo, 2020)

* **Food literacy:** Idea on proficiency in food-related skills and understanding. Understanding of basic nutrition information and how to cook, identifying whether food is produced in season and where the origin is, possessing reflective knowledge including attention to environmental impact, and respect to producers (Kim Cheol-gyu, 2019)



* source : Gil Chrong-sun (2019)

Two Different Sight and View



Thank You

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