Abstract

This study was intended to explore feasible development measures based on the expertise of local councilors as a way to enhance the professionalism of local parliament. As an alternative, it proposed the establishment of a local council institute. The local council institute is thought to be a realistic measure to secure the expertise of local councilors as it can compensate for the limitations that the current legal and institutional aspects have, reduce the financial burden of local governments, and facilitate the development of agreements between local residents and politicians.

This common support system for local council activities may be more effective than securing individual expertise in that it allows us to look at both the macroscopic (wide) and microscopic (basic) perspectives and the similarities and differences that the region has. It will also be able to better understand regional issues by actively utilizing local talent and effectively respond to problems in the community by consolidating networks of local universities, civic groups and local experts.

If the final voting body, the local council, receives more diverse and specialized policy support and information to resolve complex and diverse regional problems, the local council will make more reasonable decisions. If these decisions can eventually improve the quality of life for local residents, they should seek feasible practical ways to secure the expertise of local council.

[Keywords] Main Control: Local Councilors, Local Council, Local Autonomy, Local Parliament, Local Experts

1. Introduction

The current local council, which marks 70 years since its inception and 28 years since its revival, is not the case. This has a systemic problem that it is difficult for local council to monitor and check local government chiefs as the institutional structure of Korean local governments has strong mayor, weak parliament structure. If these local council is insufficient the legal and institutional support to carry out the duties of monitoring and checking the enforcement agencies of residents' wills interests, they could be reduced to a mere show of hands without proper control of powerful organizations, manpower and the enforcement agencies with information.

In addition, as the current method of electing local council has limitations, Local councilors elected by the majority election of local residents are not necessarily elected as administrative experts. Therefore, it is difficult to secure administrative expertise. Difficulties in securing professionalism have come under strong criticism, with the parliament failing to properly carry out its key functions such as enacting ordinances, budget reviews and administrative audits, leading to the emergence of a white elephant on the role of local council. For this reason, the executive branch-centered power structure
continued to lack the ability to monitor and criticize the policy functions, which are important functions of the local council, and thus could not faithfully play the role of the local council. Therefore, it is necessary to strengthen expertise in order to faithfully play the role of the local council.

Against this backdrop, the key to revitalizing the policy functions of local council is to secure expertise in parliamentary activities of local council. Under the current local autonomy system, new alternatives should be considered, given that it is difficult for local council to check strong executive positions. Among ways to enhance the expertise of local parliament is to ensure that highly specialized people enter local parliament and that local councilors are actively engaged in parliamentary activities[1]. However, The local council is not elected only by those who have expertise. In addition, it is more effective to strengthen the professionalism of organization and operation than to enhance the professionalism of individuals. In this study, we will consider ways to strengthen the professionalism of local council, which are presented in the preceding research, and propose the establishment of a "local council research institute" as an alternative to this.

2. Theoretical Discussion

2.1. The concept of expertise and the relationship between local council and specialties

2.1.1. Concept of professionalism

Generally speaking, professionalism means a reliable position and the ability to perform a job based on the high level of knowledge and experience involved in a particular area or area[12]. Keum Chang-ho and Kang Shin-il(2014) refer to a state that has specific capabilities in terms of the intellectual and behavioral aspects necessary to carry out a specific field of work. And it was defined that an expert is a person with this condition[2].

Expertise can be divided into individual level expertise and organizational level expertise, and individual level expertise is the degree of knowledge and experience of individual members of Congress who are capable of performing parliamentary functions. The local council member shall cultivate his ability through legal system knowledge and education on local issues in conducting local government activities, and shall have the insight to logically engage in the purpose of regional policy and the means relationship, especially in order to exercise his policy competence in the local and political scene.

Organizational expertise is the organizational capacity of the local government to operate standing committees of the council in response to the function of the executive structure of the local government and to perform the role of policy formation or control with the expertise of sub-legislative within the parliamentary organization while utilizing the professionalism of organizational capacity is a certain degree of organizational capacity to derive the performance of checking and controlling the organizational unit against local governments[12].

2.1.2. The relationship between the local council and the professional degree

If you look at the impact of parliamentary expertise on lawmakers and Congress, first of all, the higher the annual salary level of a lawmaker, the better his professionalism. Second, the longer the parliamentary session date, the more opportunities lawmakers have to acquire knowledge and experience about parliamentary activities, which could lead to specialization of the parliament. Third, the greater the number of employees per lawmaker, the greater the parliamentary expertise. A brief summary of the impact of parliamentary specialization on Parliament and its members is as follows[3].
Table 1. The influence of parliamentary expertise on lawmakers and congress.

<table>
<thead>
<tr>
<th>Congressional specialization requirements</th>
<th>The influence of a member of parliament</th>
<th>The influence of parliament</th>
</tr>
</thead>
</table>
| High level compensation                  | • Maintain a longer term parliamentary seat.  
  • To be able to concentrate on parliamentary activities. | • By the accumulation of experienced members of congress a more professional composition of parliament.  
  • It’s easier to secure a more professional and capable congressman. |
| Parliamentary session date               | • High rewards for investing more time in parliamentary activities.  
  • Scale experience on parliamentary activities. | • Contribute to high-quality policies and deliberation activities. |
| The number of members of parliament      | • To exert greater influence on the policy-making process.  
  • High job satisfaction.  
  • A high chance of reelection. | • Securing the influence of policy establishment on equal terms with the government. |


In particular, looking at the study, which found that the more employees supporting Rep, the greater the parliamentary expertise, Tom and An(2017) believes that the relationship between the number of congressional staff members and parliamentary culture has a very direct bearing on the number of parliamentary staff. First, the parliament, which has a large number of employees, provides smooth information to lawmakers, which allows lawmakers to engage in more active parliamentary activities[13]. Yoo Jae-gyun and Park Seok-hee(2017) found in their "Analysis of the Influence Factors on the Function of Local Autonomy Law" that the overall revision rate of the ordinance’s revision is a systemic factor, and the higher the ratio of office workers, the higher the rate of approval of the ordinance’s According to the analysis on the impact factors of the checking and monitoring functions of the enforcement agencies, the higher the ratio of office workers and those dedicated to legislative support, the higher the ratio of administrative audits per lawmaker[14]. In the study by Ha Hye-young(2018), more and more metropolitan parliament have set up separate legislative policy bodies since 2005 to systematically support lawmakers' parliamentary activities. The number of ordinances and amendments made to the Act per local council member for 11 years increased significantly from 0.54 in 2007 to 2.47 in 2017. They argued that the organization was contributing to the improvement of parliamentary activities[4].

2.2. Preceding study

If you look at the preceding research on strengthening the professionalism of local parliament, studies are being conducted in terms of activating local parliament on a macro level and, in the microcosm, securing the expertise of local council expertise.

First, in the study on the revitalization of local council, Kang Sang-won(2010) presents the results of an analysis on the independence of personnel rights, introduction and management of parliamentary advisers, and training methods for lawmakers through the survey(administrative officials, congressional officials, and local councillors) as ways to promote parliamentary activities[5]. Munjaetae(2019) studied through checking functions ‘Promoting professionalism of the local council around checking functions : the council’s recovery’ of the study the council’s leadership improvement measures[11]. A paid adviser to System and Improvement Plan to reform the system by offering local elections.
Second, there is a study that says local councilors should be enhanced[6] Park Jong-deuk and Im Hun-man(2001) analyzed the relationship between parliamentary expertise and parliamentary activities among the total number of basic members of the National Assembly, arguing that parliamentary expertise generally indicates a relationship between parliamentary activities and meaningful political activities, and that parliamentary activities are more active when parliamentary expertise is higher[7]. Choi Bong-ki(2005) examined the factors limiting expertise and suggested ways to strengthen expertise in institutional, behavioral and environmental aspects[1]. In 'Study on the Function of Policy Advisor to Foreign Local council,' Jin Se-hyuk and Lim Byeong-hyun(2005) argued that Korea should also adopt a policy advisor system to enhance the policy competence and expertise of local councilors[8]. Chang Young-doo(2006), argues for an increase in the number of professional members and the introduction of a policy advisor system in the study of "Specialization of the Local Council Secretariat: Focusing on legislative policy support."[9]. Yu Dong-sang and Kang In-ho(2016) present the establishment of a wide-area policy support group" as a way to improve the specialization of local parliament on the theoretical basis of wide-area cooperative governance, focusing on the establishment of a regional policy support group(tentative) based on the establishment of a wide-area cooperative governance group[10].

Preceding study argues the reinforcement of the expertise of local parliament in order to revitalize local parliament and argues for the need to expand the number of aides along with strengthening the functions of supporting local councilors. Such arguments, however, have not been institutionalized, citing insufficient grounds for the higher law, the weakening of the soundness of local finance and the personalization of aides. Therefore, in this study, we will consider realistic measures to enhance our expertise in revitalizing local parliament.

3. Current Status of Local Council Activities

3.1. Support personnel for the regional-council

According to the data from the Ministry of Public Administration and Security, the total number of clerical staff working at local parliament is 5,758 on a quota basis as of December 2017, 1,760 of which are council members, 3,998 are on a quota basis, 1,760 are office staff at 17 metropolitan parliament and provincial parliament, and a total of 2,126 are staff members outside the quota(time elective, working-level, civil servants, etc.). The total number of non-members is 4,603, including all non-members(time-selection, working-level officials, civil servants, etc.). The number of employees per lawmaker is about 2.2, and there were six local governments with less than two members: South Chungcheong(1.98), Gangwon(1.80), North Gyeongsang(1.75), Gyeonggii(1.74), South Gyeongsang(1.65) and South Jeolla(1.45) [14].

Table 2. Current status of city, provincial, county and local government members and experts on water purification standards(2019. 4. 30).

<table>
<thead>
<tr>
<th>Cities and province</th>
<th>Member of council fixed number</th>
<th>Number of staff members(B)</th>
<th>Per member of council number of employees(C)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total(A) Local Constituencies</td>
<td>Proportional Representation</td>
<td>Member of council education</td>
</tr>
<tr>
<td>Seoul</td>
<td>106 96 10 0</td>
<td>300</td>
<td>2.83</td>
</tr>
<tr>
<td>Busan</td>
<td>47 42 5 0</td>
<td>114</td>
<td>2.43</td>
</tr>
<tr>
<td>Daegu</td>
<td>30 27 3 0</td>
<td>85</td>
<td>2.83</td>
</tr>
<tr>
<td>Incheon</td>
<td>35 31 4 0</td>
<td>100</td>
<td>2.86</td>
</tr>
</tbody>
</table>
1) Per member of council number of employees \( C = \frac{B}{A} \) (number of staff members)/A (total)

2) member of council fixed number was elected as the 6th simultaneous local election of the a member of the metropolitan council (2014.7~2018.6), as of the end of the 12th month of 2017 for office staff fixed numder: Based on data from the ministry of public administration and security (Ha, Hye-young, 2018: 5 re-quotation).

### 3.2. Policy support organization

In the case of the establishment of a specialized policy support organization as a policy support system for local parliament, this is done around metropolitan parliament, and in the case of basic parliament, it is installed around large cities with large populations. According to a survey on whether to establish a policy support organization for metropolitan parliament, 13 out of 17 metropolitan council (Seoul, Busan, Daegu, Incheon, Gwangju, Daejeon, Ulsan, Gyeonggi Province, Chungnam, Jeonnam, Geongbuk, and Jeju) have installed legislative policy officers. In addition, three metropolitan and provincial governments -- Gwangwon, Chungbuk, and Junbuk -- have separate policy support bodies in the committee’s offices, while the Sejong Special Self-Governing City Parliament has a legislative policy consultation party under its parliamentary director.

The names of the legislative policymakers (officials) vary somewhat from one metropolitan organization to another, and in some areas the budget policy officers (officials) are set aside.

### Table 3. Current status of city, provincial, county and local government members and experts on water purification standards (2019. 4. 30).

<table>
<thead>
<tr>
<th>City</th>
<th>Total integer</th>
<th>Grade 4</th>
<th>Grade 5 or lower</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gwangju</td>
<td>22</td>
<td>19</td>
<td>3</td>
</tr>
<tr>
<td>Daejun</td>
<td>22</td>
<td>19</td>
<td>3</td>
</tr>
<tr>
<td>Ulsan</td>
<td>22</td>
<td>19</td>
<td>3</td>
</tr>
<tr>
<td>Sejong</td>
<td>15</td>
<td>13</td>
<td>2</td>
</tr>
<tr>
<td>Gyeonggi</td>
<td>128</td>
<td>116</td>
<td>12</td>
</tr>
<tr>
<td>Gangwon</td>
<td>44</td>
<td>40</td>
<td>4</td>
</tr>
<tr>
<td>Chungbuk</td>
<td>31</td>
<td>28</td>
<td>3</td>
</tr>
<tr>
<td>Chungnam</td>
<td>40</td>
<td>36</td>
<td>4</td>
</tr>
<tr>
<td>Jeonbuk</td>
<td>38</td>
<td>34</td>
<td>4</td>
</tr>
<tr>
<td>Jeonnam</td>
<td>58</td>
<td>52</td>
<td>6</td>
</tr>
<tr>
<td>Gyeongbuk</td>
<td>60</td>
<td>54</td>
<td>6</td>
</tr>
<tr>
<td>Gyeongnam</td>
<td>55</td>
<td>50</td>
<td>5</td>
</tr>
<tr>
<td>Jeju</td>
<td>41</td>
<td>29</td>
<td>7</td>
</tr>
<tr>
<td>Total</td>
<td>794</td>
<td>705</td>
<td>84</td>
</tr>
</tbody>
</table>

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Example of metropolitan areas where legislative (support) teams are set up and operated at the level of the basic assembly are as follows. In the case of the Seongnam City Council, we have four teams with a professional member under the secretary general, and we operate a legislative support team among them as a policy advisor. The Medical Affairs Bureau of the Suwon City Council has a professional committee and a parliamentary affairs officer, among the four teams under the director, the legislative team belongs to the legislative advisory body, the council has a professional committee under the secretary general of the Yongin City Council and a parliamentary committee, and the legislative support team among the four teams under the chief of the National Assembly assists in legislation.
Not more than 60 people | Within 13 | 8 | 5
Not more than 80 people | Within 16 | 8 | 8
Not more than 100 people | Within 18 | 9 | 9
Not more than 110 people | Within 21 | 11 | 10
Not more than 120 people | Within 22 | 12 | 10
Not more than 130 people | Within 23 | 12 | 11
More than 131 people   | Within 24 | 13 | 11

A city, county, and autonomous region the essence of a local assembly |

<table>
<thead>
<tr>
<th>Total integer</th>
<th>Grade 5</th>
<th>Grade 6 or lower</th>
</tr>
</thead>
<tbody>
<tr>
<td>7 people</td>
<td>Within 2</td>
<td>5</td>
</tr>
<tr>
<td>No more than 9 people</td>
<td>Within 2</td>
<td>2</td>
</tr>
<tr>
<td>No more than 15 people</td>
<td>Within 3</td>
<td>2</td>
</tr>
<tr>
<td>No more than 20 people</td>
<td>Within 4</td>
<td>2</td>
</tr>
<tr>
<td>No more than 25 people</td>
<td>Within 5</td>
<td>3</td>
</tr>
<tr>
<td>No more than 30 people</td>
<td>Within 6</td>
<td>3</td>
</tr>
<tr>
<td>No more than 35 people</td>
<td>Within 7</td>
<td>4</td>
</tr>
<tr>
<td>No more than 40 people</td>
<td>Within 8</td>
<td>4</td>
</tr>
<tr>
<td>No more than 45 people</td>
<td>Within 9</td>
<td>5</td>
</tr>
<tr>
<td>No more than 50 people</td>
<td>Within 10</td>
<td>5</td>
</tr>
<tr>
<td>More than 51 people</td>
<td>Within 11</td>
<td>6</td>
</tr>
</tbody>
</table>

Note: Regulations on local government administration organizations and garden standards, etc. [appendix 5] <2019.4.30>.

The names of the parliamentary activities aides each region which are installing and operating a legislative policy officer (office) are as follows: Seoul (a legislative officer), Busan (a legislative policy officer), Daegu (a legislative officer), Incheon (a legislative policy officer), Gwangju (a legislative policy officer), Daejun (a legislative office), Ulsan (a legislative policy officer), Gyeonggi (a legislative policy officer), Chungnam (a legislative policy office), Jeonnam (policy officer), Gyeongbuk (a legislative policy officer), Gyeongnam (officer of legislative budget analysis), Jeju (a legislative policy officer). Responsible for budget-related affairs (observer), the region and support organizations with Seoul (budget Policy officer), Incheon (officer of legislative budget analysis), Gyeonggi (budget policy officer), Gyeongnam (officer of legislative budget analysis) etc. In addition, Jeonnam-do Parliaments set up and operates a budget analysis team under its policy coordinator, and in the case of Geongbudo Parament, the Legislative Policy Officer includes Yes, Settlement and Financial Policy Investigation and Analysis [14].

4. Method for Strengthening the Expertise of Member of Local Council

4.1. Establishment of local council research institute

The purpose of the establishment of a local council institute to strengthen the professionalism of member of local council can be reviewed in two respects. First, the support system is expanded. The parliamentary training and professional committee system alone is not enough. Therefore, the establishment of a local council research institute to seek various realistic support measures is thought to contribute to the enhancement of expertise. Second, the confirmation of the effectiveness of parliamentary activities exist. The National Assembly Legislation Research Service, which supports lawmakers’ parliamentary activities, has played a certain role in
supporting lawmakers’ expertise. Therefore, the establishment of a local council institute to consider these points is thought to contribute a certain amount to securing the expertise of local council

4.1.1. Establishment method

Realistically, it is to establish a “local council institute” as a way to strengthen the expertise of local member of parliamentary that is feasible given the constraints of various laws, difficulties in securing finances, and difficulties in regional social consensus. This means that such as local research institutes (such as Daegu and Chungnam and Ulsan Power Research Institute) of local governments will come up with certain funds and support policies and information required by local council. The purpose of establishment is to provide policy survey, providing research and related information, education, etc. necessary to enhance the expertise of local council, the final voting body, in solving problems faced by local governments.

The advantages of this form of support for parliamentary activities are, first, to some extent, overcome existing legal constraints. Second, it can reduce the burden on financial support held by local governments. Third, effective policy response to regional problems facing each local government is possible. Fourth, in the long term, if expertise in local council is improved, confidence in local parliament will be improved, allowing competent local councilors to enter local council. Fifth, efficiency can be secured in strengthening the professionalism of local council.

First, the downside is that the preference of local council may be lower than that of private support. Second, there is a possibility of working a particular local councilor’s favoritism, and that there is a possibility of more work being done at a certain time, and Third, it may be difficult to expect individual professional support due to the nature of the joint support.

4.1.2. Operating method

The functions of the local council institute include policy advice and policy development, budget, education (local councilors, office staff, etc.) and research (relevant research on local parliament), analysis and application of laws and ordinances, and analysis and response of local community issues. In particular, the government will strengthen policy support for administrative affairs audit and budget review, a control function that monitors and supervises the legislative and executive functions of enacting and abolishing ordinances during parliamentary activities in parliament.

The organizational configuration consists of research, research and the Office of Planning & Coordination, the Advisory Committee on the local council. Detail department includes policy development labs, the legal labs, local finance research labs, local society survey labs, the training center that they are responsible for the overall information provision, education training, investigation of regional issues.

As a method of operation, income will be contributions, interest income, entrusted services, and carry-over funds, but at the beginning, funds will emerge and operate on interest income. Based on financial strength, it operates with subsidies from local governments.

Staff selection is selected as a professional contract job with certain professional qualification criteria. The right of appointment should be decided by the local parliament institute board of directors. The number of professionals is determined based on the number of local governments, the number of people, the financial strength, and the number of local council members. The principle of selection of human resources should be to first select human resources within the region so that the development of the region can be promoted. In addition, the internship program should be used to ensure that talent from local universities can participate actively in the research institute.
5. Conclusion

This study was intended to examine preceding study and explore feasible development measures to enhance the expertise of local parliament. Under the current structure of Korea’s institutional form, it is difficult to monitor and identify strong local government heads (the executive branch), and there is a limit to strengthening the expertise of local parliament with the limitations (qualification system, election method, etc.) that local council members have. Pre-requisite studies show that the pay of lawmakers, the number of local council members, and the number of local council support staff members are influencing the decision, but the most effective measure is to increase the number of local council members (policy support) to enhance their expertise.

The preceding study suggests establishing and assisting independent organizations under the chairmanship at an organizational level, expanding the specialized offices of each standing committee to provide joint support, utilizing intern assistants at a personal level, and utilizing personal supply and demand advisors for each member. But these discussions are difficult to realize without improving the current laws and systems. Therefore, considering the fact that it is difficult to strengthen the expertise of local parliament as an existing alternative, I would suggest a plan to establish a local council institute that can be a viable alternative. The local council institute is also believed to be in line with the discussion of cooperative governance as part of its wide-area administration. Considering the cases of the local institute and the Korea Institute of Local Administration in the establishment of the institute, it would not be a problem to jointly set up a research institute under the current law and system. In addition, the establishment of such a joint research institute is deemed to be a realistic way to enhance the expertise of local parliament by supplementing the limitations of current legal and institutional aspects, reducing the financial burden of local governments, and facilitating the development of agreements between local residents and politicians.

This common support for local parliament may be more effective than securing individual expertise, given that regional issues can be considered from a macro perspective (wide) and a microcosm (basic) perspective, and both the similarities and differences the region has. It can also better understand regional issues by utilizing local talent and effectively respond to problems in the community by consolidating networks of local universities, civic groups, and local experts. In addition, if the final voting body, the local council, receives more diverse and specialized policy support and information to resolve the complex and diverse problems in the region, the local council will make more reasonable decisions. Realizable realistic measures should be sought to strengthen the expertise of local parliament, considering that such a decision could eventually have a positive impact on the quality of life for local residents. From a longer-term perspective, the authority and functions of local parliament should be strengthened to faithfully perform the functions of local parliament by easing regulations on the selection of employees of local office offices, delegating appointment rights, and introducing personal and intern assistants.

6. References

6.1. Journal articles


### 6.2. Conference proceeding


### 6.3. Additional references

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