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Master's Thesis of Public Administration

A study on strengthening national
foresight from a perspective of
collaborative governance

- Case of the Presidential Council for Future and Vision -

협력적 거버넌스 기반의 국가 미래전략 강화

- 미래기획위원회 사례분석을 중심으로 -

August 2017

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- Case of the Presidential Council for Future and Vision -

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Submitting a Master's Thesis of Public
Administration

March 2017

Graduate School of Public Administration
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ABSTRACT

A study on strengthening national foresight from a perspective of collaborative governance

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Korea achieved a remarkable economic growth by 7% for 50 years and became a member of the OECD in 1996. Nowadays, however, Korea is facing new challenges such as slow growth, rapid ageing, socioeconomic inequality and the global environmental problems. To deal with new challenges, many developed countries have already developed the national foresight programs for timely and practical policies.

Under the fast follow strategy, Korea has set up the government-led plans such as the five-year fiscal plans. Lee Myeong Bak administration also tried to strengthen the function of foresight, establishing the Presidential Council for Future and Vision (PCFV). Although the PCFV designed a long-term national vision and suggested new growth engines for economic growth, the national foresight under

the PCFV was evaluated as being “somewhat unstable, complicated, and unsystematic”.

Then, what and how should Korea strengthen national foresight? Most of studies can be divided into three groups. One focuses on establishment of a national organization as a control tower which would take care of overall national foresight. Another group puts more emphasis on cooperation among government and civil society. The third group of studies stresses on foresight’s practical impact on public policies for action, arguing that there are no specific types of governmental systems for successful foresight.

Regarding the arguments above, there are three related theories: organization theory, institution theory and governance theory. Those theories have their own perspectives and strengths for explaining reality, but the recent trends of those theories commonly focus on the importance of leadership and incentives.

First, an organization can achieve its goals with “principles of administration”, “Division of Work”, “Coordination of Work”, “Span of Control”, etc. However, decision making of public organizations can be delayed, pursuing various goals such as fairness, openness, and efficiency at the same time, which often conflict with one another. In addition, public organizations with legal and procedural constraints can lead to “inevitable bureaucracy” or “red tape” or “garbage can model”. To overcome those problems, the recent studies are interested in the analysis of humans in organization which focuses on factors including work motivation, job satisfaction, leadership.

Second, according to the institution theories, institutions can solve informational problems, cooperation and coordination problems, which leads to economic development by reducing transaction costs. In addition, formal institutionalization such as proper role-distribution and procedure is fundamental, but substantive institutionalization with as proper incentive systems also should be considered. The economic development in Korea was supported by proper institutions. In the process, leadership which can transform working culture is critical to establishing effective institutions.

Third, governance focuses on “self-organizing, inter-organizational networks” and dynamic “processes” of social and political actors. Recent complicated issues could not be handled by one or two ministries. Active cooperation or collaboration among players is necessary. Collaborative governance also stresses on the roles of civil society in the process of decision-making and expects that the results of collaboration connect to public policies. Of course, the process of collaboration requires much time and many efforts.

Before establishing a new organization, this study suggests looking at the limitations of the foresight organization of Lee administration, the PCFV. Despite much expectation, many scholars pointed out that it neither played a practical role of a control tower nor produced systemic national foresight. Why did it fail? To explain the reasons, this study focuses on 1) the process for foresight governance such as sharing common aims and making consensus 2) the leadership for public organizations to work together 3) substantive

institutionalization for public officers and organizations to work efficiently and effectively.

Basically, the governance was made in a top-down way. In the process of making a governance, there was no concrete consensus about common goals and proper role-distribution among various stakeholders. As a result, stakeholders including ministries did not participate actively in meetings, and furthermore disagreement among organizations sometimes occurred openly. The governance which made in a way of top-down should have been replaced by the collaborative governance with the process of mutual trust, leadership and substantive institutions including proper incentives.

Korea is facing new challenges under complexity and uncertainty. In addition, Korea tries to transform from 'fast follower' to 'first mover'. Long-term vision and foresight is necessary for timely and effective policies. However, cooperation among stakeholders and practical institutionalization are still weak. Thus, it is right time to develop our own way considering common goals, mutual trust, substantive institutionalization under presidential leadership.

Keywords: Foresight, The Presidential Council for Future and Vision(PCFV), Organization, Institution, Governance, Collaboration

Student number: 2014-23729

I . Introduction

Korea had made continuous efforts to get out of poverty after the Korean War(1950-1953) and has achieved a remarkable economic growth. According to the World Bank data, Korea's GDP went up from 3.892 Billion USD in 1960 to 1.411 Trillion USD in 2014. GDP per capita increased from 155.597 USD in 1960 to 27,989 USD in 2014¹⁾. Korea seems to an epitome of economic development.

Economic development theories such as the Solow Growth Model²⁾ and Endogenous Growth Theory³⁾ can explain about the stories of development in general. However, there are diverse ways through which developing countries could achieve economic development. Korea also made a unique path for development. What made it possible? Although there are many arguments on success factors, three main factors can not be ignored; 1) effective policies 2) successful institutionalization 3) favorable international market and foreign aids.

First, Korea government carried out unbalanced growth and export promotion as development strategies, considering both current

1) See more at <http://data.worldbank.org/>

2) The Solow model as neoclassical theory explains that capital is a key factor for development. Due to a diminishing marginal return to capital, average capital productivity decreases as capital increases. This model predicts that the poorer countries should grow faster than rich countries.

3) Technology is exogenous in the Solow model, but Endogenous growth theory considers technology determined by the innovation of entrepreneurs as a significant factor. Endogenous growth predicts that rich countries should grow faster than poor countries.

and future comparative advantage. To be specific, Korea focused on producing labor intensive goods such as agricultural products and fish products in the 1950s and textile goods in the 1960s. With strategies of “comparative advantage-conforming”, Korea made strides in chemical and heavy industries in the late 1970s and in the 1980s. Those development policies were coordinated in the period of industrialization. The Economic Planning Board (henceforth, EPB), created in 1961, played a key role of coordinating economic development policies. The EPB was the “central” coordinator under the control of the Deputy Prime Minister (DMP) and with the political support of the president.

Second, most of public policies were followed by effective and stable institutions, which could provide public sectors and private sectors with proper incentives. For example, Korea promoted land reform as the starting point for economic development and social stability. Land redistribution to farmers could enhance incentives to increase agricultural production and improve standards of living. Korea’s education systems also played a significant role for the economic development. Well educated but low-paid human capital was one of the main contributors to structural transition from an agricultural to an industrial country and from light industries to heavy and chemical industries.

Finally, foreign aids were the seed-money for Korea’s social stabilization and economic growth. For example, Korea received funding from the World Bank for industrialization. The aids were used for

building irrigation structures, railroad and roads. In addition, the Cold War provided favorable global market which could promote export-oriented industrialization.

Korea seems to have caught up with the developed countries. However, Korea is facing new challenges such as slow growth, rapid ageing, and socioeconomic inequality. Korea should also continue to keep eyes on corruption and prepare for reunification. Those are complicated issues which are related to various interest groups and people. How can Korea leap up for further development dealing with those challenges? This is why many governments try to focus on national foresight based on collaborative governance.

1. Background

1.1. Korea's current situation

Although Korea split into the two part after the Korean War, the South Korea made a surprising economic development and became a member of the OECD in 1996. Now, it is almost at the entry of developed countries group. GDP per capita increased to 27,989 USD in 2014, and Life expectancy became 82 in 2014⁴).

According to the OECD Economic Surveys⁵), however, Korea growth has decreased to 2.75% from 4.25% over 2001-11. In addition, the potential growth rate slowed to 3% in 2016 from 9% in 1990 due to falling labor input and labor productivity. Overall productivity is around the half of OECD countries. The gap is largely explained by low productivity in the service industries and in small and medium-sized enterprises(SMEs). The youth employment rate is below the average of OECD countries. The large difference in income between regular and non-regular employees exists, which leads to increase in income inequality and relative poverty.

4) <http://data.worldbank.org/>

5) OECD. (2016). *OECD Economic Surveys: Korea 2016*. Retrieved from http://www.keepeek.com/Digital-Asset-Management/oecd/economics/oecd-economic-surveys-korea-2016_eco_surveys-kor-2016-en#page1.

1.2. New Challenges

a. Low Happiness

How can poor countries get out of extreme poverty? How can developing countries catch up with the developed countries? Dealing with those questions, Korea had sought for economic development. Eventually, Korea as one of Four Asian Tigers made strong economic growth in terms of GDP and GDP per capita rate. Korea has showed over 7% growth rate per year for approximately 50 years, and reached at 25,000 USD GDP per capita. As a result, the international development gap (income gap, the health gap, the education gap, etc) between Korea and developed countries has decreased.

However, do those results of economic growth lead to happy life ? Korea has focused too much on GDP growth. Inequality and unemployment of youth are getting severe, and corruption amongst elites is still a big problem. According to the OECD (2016), “life satisfaction in Korea lies substantially below that of the OECD”(p.3)⁶. What is the development for? Development should be related to citizens’ well-being or happiness. Economic growth or development without happiness would lose public interest and bring about to social problem.

6) OECD.(2016). *How is life in Korea?*,
<http://www.oecd.org/statistics/Better-Life-Initiative-country-note-Korea.pdf>.

b. Inequality

Regarding development gap, it seems that Korea does not have bad index of inequality. The Korea inequality index lies around average in the OECD. The Gini Coefficient of Korea continues to decrease, from 0.307 in 2012 to 0.302 in 2014.⁷⁾

However, other data shows that the level of inequality is going up. Unlike the Gini Coefficient, IMF mentioned that “in terms of the top 1 percent’s income, Singapore topped with 14 percent, followed by Korea with 12 percent, up from 7 percent in 1990. ... The top 1 percent in Japan, Australia ... owned around 9 percent of the total income”.⁸⁾ In addition, the OECD Economic Surveys mentions that young generation in Korea is experiencing severe unemployment, and older workers are “pushed out off firms at age 53 on average into low-quality jobs and self-employment”(p.12). Moreover, income gap is getting wider between regular and non-regular workers, who “earn only 62% as much per hour as regular workers”(p.12).⁹⁾ Increasing level of inequality is harmful for sustainable development. Therefore, the Korean government should use various indexes to find out the difference

7) OECD. See more data at <http://data.oecd.org/korea.htm>

8) Kim, J.W. (2016.March16). Korea worst in income inequality in Asia-Pacific. *Koreatimes*. Retrieved from http://www.koreatimes.co.kr/www/news/biz/2016/03/488_200524.html

9) OECD. (2016). *OECD Economic Surveys: Korea 2016*. Retrieved from http://www.keepeek.com/Digital-Asset-Management/oecd/economics/oecd-economic-surveys-korea-2016_eco_surveys-kor-2016-en#page1.

between the number and reality. Then, it should seek for reasonable solutions to lessen inequality.

c. Low Birth Rate

Korea's current population is around 50 million and is still growing. However, Korea is facing rapid population transition. According to Korea population projection,¹⁰⁾ it is expected to reach a peak of 52 million in 2030, and rapidly reduce to 44 million in 2060. While the total fertility rate are going down(1.23 children per woman in the period 2010~2014), the life expectancy at birth is going up fast(81.3years in the period 2010~2013). A news article mentioned that "because of low birth rates and a rapidly aging population, South Korea may inevitably become the world's oldest country in 30years."¹¹⁾

There might be several reasons for low birth rate. First, young generation have non-traditional views on marriage. As young generations are in better economic situation than those in the past, and became

10) KOSTAT.(2015.July.8).Population Trends and Projections of the World and Korea. Retrived from

<http://kostat.go.kr/portal/eng/pressReleases/8/8/index.board?bmode=read&bSeq=&aSeq=347597&pageNo=1&rowNum=10&navCount=10&currPg=&sTarget=title&sTxt=>

11) Alyssa Navarro. (2016.Feb.3). Low Birth Rates, Aging Population Could Make South Korea World's Oldest Country By 2045. Techtimes.

<http://www.techtimes.com/articles/130316/20160203/low-birth-rates-aging-population-could-make-south-korea-worlds-oldest-country-by-2045.htm>.

highly educated, they focus more on career, not marriage, and tend to get married late. Second, they plan to have less children for better life of children and themselves. The Korean government realized the problem, and implemented policies such as improved maternity leave, childcare subsidies, and baby bonuses. However, these subsidies are not enough to change the trend. Government should set up more long-term policies to provide strong incentive to have babies.

d. Reunification

The North Korea is the most isolated and poorest area in the global economy. Most of people in the North Korea are in poverty except small portion of the dictator's inner group. According to the Hyundai Research institute, North Korea's estimated per capita GDP of 2015, about \$ 1,000 is less than 4 percent of the South's. The situation of the North Korea would worsen, facing the global sanctions due to nuclear tests. Although it is not easy to predict when North Korea may collapse, the ways to integrate two Koreas should be considered in advance.

There would be several relevant references for economic integration of two Koreas: Germany and China. In the case of Germany, one of biggest concerns was mass migration. To alleviate this problem, West Germany made rapid catch-up policy which could speed up East Germany's income to that of West Germany as fast as

possible. On the other hand, China took a gradual approach through what is called dual-track liberalization, of which only a part of a firm's output is liberalized: "one part is produced on the plan track...while all extra production is sold freely at free market prices on the market track" (p.364).¹²⁾

Regarding economic integration of Koreas, significant economic gap such as income and productivity between the South and North Korea should be dealt with. How can the gap and issues be treated smoothly without big political and economic costs after reunification? Shock therapy or gradualism? Nobody can easily predict the future of the North Korea, but one thing is clear in the sense that the South Korea should prepare for even sudden changes with a variety of scenarios.

12) Roland.G. (2014). *Development economics*. Pearson.

2. Subject of Study

2.1. Foresight

As recalling the past success of the economic development in Korea, there were effective policies and proper institutions. To jump up to next stage of development dealing with challenges, Korea requires for effective and flexible policies with function of national foresight which would provide policy options from various perspectives.

Many developed countries are operating the function of national foresight such as the National Intelligence Council (NIC) in the United States, and the Prime Minister's Strategy Unit (SU) in the United Kingdom to take care of global and local issues. Korea has a long history of future planning as well. The national foresight of Korea started from 1960s. The Korean Society of Future Studies and the Korea Institute of Science and Technology worked on a project titled "Korea in the Year 2000" in 1970 to support the Korea economic development. The Presidential Commission on the 21st Century which was established as an advisory body to the President issued "Korea and the world in 2020" in 1992. This commission which focused on a long term vision was transformed into the Presidential Commission on Policy and Planning(PCPP) to handle current issues along with long term issues. "Vision21" of Kim Dae Jung administration and "Vision 2030"

of Noh Moo Hyun administration were followed by the project of foresight.

Lee MyeongBak administration tried to strengthen the function of foresight, establishing the Presidential Council for Future and Vision (PCFV), the Secretary to the President for Future and Vision in the Office of the President, and the Future Strategy Office in the Ministry of Strategy and Finance (MOSF). However, this attempt was regarded as being “somewhat unstable, complicated, and unsystematic compared to other developed countries... Moreover, it has low expertise, predicts the near future, and has little authority for coordinating or implementing”.¹³⁾ As a result, the Presidential Council for Future and Vision (PCFV) closed the door at the end of Lee’ administration.

However, the necessity and importance of national foresight has been recognized continuously. To deal with new challenges, president Park strengthened a national foresight during the presidential election. The president pledged to set up a "National Center for Future Strategies". By the way, the National Assembly has been interested in future planning. National Assembly Secretariat submitted a bill to establish a national think tank called "parliament future research center" in 2015.

13) Dongwook Kim, Kun Yoon. (2008). Designing Organizations for National Future strategies. *Administration study*, 48(2), 1-24.

2.2. Vital factors for successful foresight

With the long history of foresight, Korea also has other advantages for function of foresight such as developed ICT infrastructure, the world class e-government services and active netizens who express their opinions and make use of affluent information. Recently, there has been an argument on whether a new organization should be established to strengthen the function of foresight.

Of course, a new organization can fulfill its roles for foresight with administrative power and responsibility. However, most of the recent issues and policies are connected to one another, and one organization cannot deal with complicated and mixed issues. Then, cooperation or collaboration should be critical for successful foresight. Appropriate role allocation, incentives and procedures are vital factors for enhancing foresight.

More participation also should be considered. Since the goals of foresight are to design a desirable future for people, participation of private sectors could be significant for better foresight. Therefore, the concept of governance, especially, collaborative governance which focuses on sharing goals and mutual trust will be main subject of this study.

3. Research Method

This research aims to find out the significant factors for successful national foresight. This study consists of two parts. One is mainly about foresight itself. This study will cover the concept, methodologies and success factors for foresight based on other researches. The other part is an analysis of the previous organization for national foresight. The case study will be about the Lee administration's Presidential Council for Future and Vision.

Most of Korean scholars tend to stress on the existence and the role of the organization which could be responsible for national foresight, but other scholars focus on cooperation among related public organizations. If there would be an organization as a control tower or institutions for cooperation and participation, could they lead to successful national foresight automatically? To answer these questions, this study will go through the theories of "organization", "institution" and "governance".

As mentioned before, many Korean scholars and decision-makers are interested in the future planning or foresight, but their concern is still about the building a new public organizations such as "National Center for Future Strategies" or "parliament future research center". Before considering setting up a new organization, limitations of the PCFV which was the future planning organization in Lee's administration should be studied.

Foresight which provides policy options from various viewpoints is strongly related to coordination or cooperation among public and private players. That is why this study try to focus on governance. Basically, the governance for foresight is close to the concept of “governance as network” in static view and “governance as process” in dynamic view.

Regarding the case study of the Presidential Council for Future and Vision(PCFV), this study will adapt the concept and specific factors of governance, especially “collaborative governance” to explain the reasons why the past governance of national foresight failed with policy reports, press materials, TV debates and press articles, etc.

II. Literature Review

1. Foresight

1.1. Concept

Most of the studies in Korea focus mainly on governance structure for foresight without dealing with the concept or characteristics of foresight. Generally, foresight is different from future study in that it suggests policy options for action. In this respect, foresight originates from both military and business. Later on, it started to apply to public policy, which was developed as ‘strategic foresight’.¹⁴⁾

Slaughter(1996), Habegger(2010) and Horton(1999) tried to express out the concept of foresight. Slaughter(1996)¹⁵⁾ pointed out “foresight” as “a process which broadens the boundaries of perception through careful scanning of possible futures....”(p.1). Habegger(2010)¹⁶⁾ also defines “strategic foresight as a deliberated attempt to broaden the boundaries of perception and to expand the awareness of emerging

14) Michal Sedlacko & NisidaGjoksi.(2010), “Futures studies in the governance for sustainable development: Overview of different tools and their contribution to public policy making”. *ESDN Quarterly Report*, March 2010.

15) Slaughter, R. A. (1996). Foresight beyond strategy: social initiatives by business and government. *Long Range Planning*, 29(2), 156-163.

16) Habegger, B. (2010). Strategic foresight in public policy: Reviewing the experiences of the UK, Singapore, and the Netherlands. *Futures*, 42(1), 49-58.

issues and situation”(p.50). According to Horton(1999)¹⁷⁾, “foresight is the process of developing a range of views possible ways...”(p.5).

In addition, Habegger(2010) explains that foresight affects policy-making by offering “systematic knowledge” and “reflexive mutual social learning processes”(p.49), and such strategic foresight consists of “Early detection of information”, “Generating foresight knowledge” and “Developing policy options”(p.50). Dreyer, Iana, and Gerald Stang(2013)¹⁸⁾ explain the typical methodologies to study foresight: “Delphi method”, “Horizon scanning” and “Trend impact analysis”, etc.

1.2. Trends

Many countries are operating the function of national foresight, and there are various approaches and systems to organize foresight. Dreyer, Iana and Gerald Stang(2013)¹⁹⁾ classified them as “Analysis vs Prescription” or “Centralised vs. Decentralized” or “External experts vs. In-house capacities” through the initial study on foresight activities of over twenty countries. According to them, developed countries tend to pursue foresight to understand the uncertain future, while developing countries focus more on producing economic planning strategies. In addition, the degree of centralization of national foresight differs from

17) Horton, A. (1999). A simple guide to successful foresight. *foresight*, 1(1), 5-9.

18) Dreyer, Iana, and Gerald Stang. (2013). "Foresight in governments—practices and trends around the world." *European Union Institute for Security Studies*. YES.

19) *ibid.*

one another. UK, Singapore, the Netherlands and France have central agencies, while Finland, Germany, Switzerland, US and Italy do not.

Among many countries, the Finland, USA, the UK and Singapore have effective institutional foresight systems. According to the Tuomo Kuosa(2012)²⁰⁾, the Finnish foresight system has “no single unified top-down steered national foresight system”(p.143) and “fragmented between many actors”. However, the system has “flexibility and ability to penetrate the whole society.”(p.143). Every four years, a new government prepares the “Government Foresight Report” and submit to the parliament. The Finnish Parliament's also has a ‘Committee for the Future’ to review foresight work.

The United State can be said as an initiator of foresight. The US military played significant roles. Now, USA’s foresight programmes are “well-established, but decentralized”.²¹⁾ Many agencies such as the National Intelligence Council, FEMA, Defence, Treasury, Energy, OMB and GAO operates the function of strategic foresight to varying degrees. Although there are various and well-developed foresight organizations, not many foresight reports are open to the public due to political reasons or secret policy.

20) Kuosa, T. (2016). The evolution of strategic foresight: navigating public policy making. Routledge.

21) Dreyer, Iana, and Gerald Stang. (2013). "Foresight in governments—practices and trends around the world." *European Union Institute for Security Studies*. YES,p.29~31.

However, the foresight system of the UK has a central agency, namely the UK Foresight Office. It started from science and technology, but expanded to most of public policy areas. The “UK Horizon Scanning Centre(HSC)” and the “UK Foresight Programme” play a great role to coordinate “cross-government priority setting and strategy setting”. The UK Foresight Programme with three or four futures projects requires the support from relevant departments and stakeholders. In addition, the Programme has broad networks of public and private sectors to exchange good practice and ideas.

Singapore has well-developed and strongly centralized foresight systems. The Risk Assessment and Horizon Scanning (RAHS) programme and the Horizon Scanning Center (HSC) are significant for national foresight. Moreover, the Strategic Future Network (SFN) plays a vital role of coordination or collaboration among public foresight units.

2. Ways to strengthen foresight

Most of studies on this topic in Korea can be divided into three groups. One group focused on establishment of a national organization which would take care of overall national foresight. To be specific, this group researched the types of organization that would be better or ministries that would be appropriate to make future plans. The other group placed more emphasis on cooperation of inter-government or among government, and civil society including scholars. Lastly, one strain of studies including the study by Jonathan Calof and Jack Smith stresses on impact on government policy. They conclude that foresight program success is defined as program impact on government policy and growth of the foresight function and suggest various factors for successful government-led foresight.

2.1. Establishment of a new organization

Dongwook Kim and Kun Yoon(2010)²²⁾ looked into foresight organizations of Lee's government and suggested three alternatives while analyzing those of developed countries(USA, UK, France, Japan, China). The first, a feasible way when the research was conducted, was to strengthen the national foresight function of the Presidential Council for Future and Vision (PCFV). The second was to establish a new

22) Dongwook Kim, Kun Yoon. (2008). Designing Organizations for National Future Strategies. *Administration study*, 48(2), 1-24.

senior secretary for national strategy in the Office of the President. The third, the best way in terms of integration and organizational stability, was to establish a new center for national strategy belonging to the Office of the President.

Wontae Lee, Kookhwan Jung, Jiyeon You, Jungwook Moon(2013)²³), while differentiating from foresight or future study, emphasized the term “strategic foresight”, and suggested a “national future system” which composed of a national future strategy center, a network and a commission to achieve a “strategic foresight”.

Donghwan Kim(2012)²⁴) claimed that the current future institute in Korea is not centralized but dispersed into several bureaus that are not interconnected at all. He also mentioned that Korean future institutes were typically government organizations and they were not interconnected with legislative institutes. As a result, this study proposed that Korean future public institutes should be the governmental institute that has flexible organization form between committee and bureaus, the Korean future public institute would reflect diverse future foresight in private areas and report the future policy to the National Assembly of Korea.

23) Wontae Lee, kookhwan Jung, Jiyeon You, jungwook Moon. (2013). *A national future strategy center's roles and tasks in the era of government 3.0*. KISDI Agenda Research, 13-3.

24) Donghwan Kim. (2012). *Future studies trends and major strategies of leading countries*. The National Assembly Research Service, Policy research report.

2.2. Cooperation among players

Habegger(2010)²⁵⁾ highlights cooperation and support of stakeholders including the government, parliament and public “as it may raise the government’s strategic decision-making capabilities and thus has the chance to contribute effectively to the development and implementation of alternative public policies.”(p.57).

Pointing out that government-driven foresight in Korea has not contributed to governmental productivity and the people, who are customers of policies, Yongsuk Seo(2010)²⁶⁾ emphasized three necessary elements: 1) participation of professionals, 2) creative thinking for new ideas and vision, and 3) network construction among policy decision makers and participants to maintain trust, belief, devotion, and support.

In NIA study(2013)²⁷⁾, it suggested building ‘a future studies governance’ pointing out a possibility of failure of the administration and legislative body. This is because a governmental organization could be easily reversed due to a change of government, and a legislative organization tends to focus on short-term assignments due to local issues.

25) Habegger, B. (2010). Strategic foresight in public policy: Reviewing the experiences of the UK, Singapore, and the Netherlands. *Futures*, 42(1), 49-58.

26) Yongsuk Seo. (2010). *Government-led Foresight Activities: Exploring Alternative Government Foresight Units*. KIPA Research report, 2010-21.

27) National information society agency.(2013). *The trend of oversea future planning organizations and a plan for building a national foresight strategy center*, IT&Future Strategy, 13.6.

2.3. Impact on government policy

Jonathan Calof and Jack Smith(2010)²⁸⁾ conclude that “methodology, appropriate budget and techniques alone are insufficient”(p.31), but program’s impact on government policy results in success of foresight. Then, they suggest eight critical factors for success of foresight: 1) focus on clients’ needs, 2) a clear link to the government agenda, 3) a direct link to a spectrum of senior policy makers, 4) novel methodologies and skills, 5) public-private collaboration or government-industry cooperation, 6) a clear communication strategy, and 7) integration of stakeholders and academic receptors.(p.37)

Dreyer Iana and Gerald Stang (2013)²⁹⁾ also pointed out 10 similar criteria for success. 1) Identify the target audience, 2) Input from audience and output targeted at them 3) Communication with target audience 4) Close ties with the senior decision makers 5) Clear links between foresight topics and today’s agenda 6) Cooperate with the other agencies 7) Consistent and long-term funding 8) Work iteratively-often feedback 9) Establish programmes rather than one-off projects 10) Scenarios.(p.28)

28) Calof, J., & Smith, J. E. (2010). Critical success factors for government-led foresight. *Science and Public Policy*, 37(1), 31-40.

29) Dreyer, Iana, and Gerald Stang. (2013). "Foresight in governments—practices and trends around the world." *European Union Institute for Security Studies*. YES.

3. Related Theories

3.1. Organization Theories

Most of Korean studies on foresight tend to focus on establishment of a national organization which would take care of overall national foresight. Why do many Korean scholars make emphasis on the organization itself rather than cooperation? The belief might come from the classic theories of organization. Defining bureaucracy's characteristics as "hierarchies of authority, career service, selection and promotion on merit, and rules and regulations", Max Weber pointed out that this "rational-legal form of authority" provides more efficient, effective than traditional authority.³⁰⁾

Compared to private organizations, public organizations have distinctive characteristics. They have "coercive" power to handle "public goods" or "externality". By the way, they simultaneously pursue various goals such as fairness, openness, accountability, responsiveness, effectiveness and efficiency. In addition, public organizations have intensive formal legal constraints such as oversight by the legislative.

Under such circumstances, public organizations tend to have "bounded rationality", might sometimes show "trained incapacity" and pursue the goals of their department. Moreover, legal and procedural

30) Hal G. Rainey.(2014). *Understanding and Managing public organization*. Jossey-Bass/Wiley.

constraints might lead to “inevitable bureaucracy”, “red tape” and results of “garbage can model”. How can these problems could be overcome? Therefore, in recent theories of organization, policy network or collaboration becomes significant to manage their relationship with the external authorities, actors, networks, and policy processes. In addition, the analysis of humans in organization is another trend, which deals with the psychology of individuals such as work motivation, job satisfaction and leadership.

3.2 Institution Theory

Cooperation or collaboration could be achieved by effective institutions. Roland. G(2014)³¹⁾, an economist, explains that proper institution can lead to cooperation and coordination. According to Roland. G(2014), institution³²⁾ could help solve five vital problems, including cooperation and coordination problems by offering appropriate incentives. In the process of development, Korea set up institutions for coordination or cooperation. Effective institutionalization could help Korea move forward. Institutionalization for industrialization and science & technology are good examples.

31) Roland.G (2014). *Development economics*. Pearson.

32) “institution is defined as the constraints placed by law and social norms on human behavior”.ibid. p.175.

Korea carried out unbalanced growth and export promotion as development strategies (characterized as export-oriented industrialization), focusing on comparative advantage. For example, Korea produced labor intensive goods such as agricultural products and fish products in 1950s and textile goods in 1960s and 1970s. Korea also made efforts for “comparative advantage-conforming.” Further, Korea was based on the “mercantilism” (export promotion and import protection) in terms of trade policy before globalization in 1990s.³³⁾

In the process, foreign aid had great role as seed money. Favorable situation in international politics such as Cold war was also one of the great success factors. However, Korea government’s effort to coordinate policies was one of significant contributors for economic development. To be specific, the Economic Planning Board (EPB), created in 1961, played a great role, coordinating economic policy making policies. EPB was the “central” coordination by the deputy prime minister (DMP) and with the political support of the president.³⁴⁾ The EPB had concerned with inflation, while the other economic

33) Huck-ju Kwon & Min Gyo Koo. (Eds.). (2014). “Trade Policy for Development: Paradigm Shift from Mercantilism to Liberalism”, *The Korean Government and public Policies in a Development Nexus volume 1. The Political Economy of Asia Pacific*, Springer International Publishing Switzerland.

34) Huck-ju Kwon & Min Gyo Koo. (Eds.). (2014). “Managing Economic Policy and Coordination: A Saga of the Economic Planning Board”. *The Korean Government and public Policies in a Development Nexus volume 1. The Political Economy of Asia Pacific*, Springer International Publishing Switzerland.

ministries were far less concerned with the effects of their policy on other sector of the economy.

Korea could not have dreamed to develop Science and Technology due to extreme poverty right after the Korean War. However, national leaders made a decision for “internalization” rather than “outsourcing” science and technology in the 1960s. The government started to make an effort to institutionalize the Science and Technology. The Korean government built legal systems and implemented technical training and science and technology education. As a result, the proportion of science and technology investments in GDP increased from 0.38 percent in 1970 to 4 percent in 2011. This investment in science and technology has made an important contribution to the economic development.

In 1962, the government addressed the ambitious “First 5-year Plan for the Economic Growth”, but the plan was not sufficient enough due to lack of science and technology required for economic development in the short term. So, the government decided to build up a bureau to deal with Science and Technology. From the starting point, government enacted related laws including the Professional Engineers Act and Science and Technology Promotion Act. Of course, in the process, there were conflicts among ministries, but the president Park backed up most laws related to science and technology. In addition, to boost this area, Ministry of S&T and the Korea Institute of Science

and Technology (KIST) built and expanded the Daeduk Innopolis in the 1960s and 1970s.

The internalization of Science and Technology made an extent of success. According to the Ministry of Science and ICT, there were three main components to support the “internalization strategy” at the early stage of science and technology promotion. The first factor was the national leadership with strong support. The second factor was institutional building. Since the private sector was immature, the Korean government took the lead in building a legal framework. The last factor was a successful human resources development. The government introduced various policy tools of technical training and science & technology education.³⁵⁾

3.3. Governance Theories

Even if the concept of ‘governance’ has been used in quite different meanings, policy network and collaboration are vital values in governance. Rhodes(1996)³⁶⁾ points out that governance is a kind of “self-organizing, inter-organizational networks”. Peters(1996)³⁷⁾ argued that governance is important as “innovative mechanisms” for making

35) Hong, S. J., Jeon, C., & Kim, J. (2013).The internalization of science and technology in the earlier stage of economic development in South Korea. *Knowledge Sharing Program: KSP Modularization*.

36) Rhodes, R. (1996). The new governance: governing without government1. *Political studies*, 44(4), 652-667.

37) Peters, B (1996). *The Future of Governing*. The University of Press of Kansas.

government better, categorizing governance to four types; 1) Market Models 2) The Participatory State 3) Flexible Government 4) Deregulated Government.

Furthermore, Pierre and Peters(2000)³⁸⁾ categorized various views of governance into static view and dynamic view. Static view is related to “governance as structure” and dynamic view is related to “governance as process”. Among “governance as structure”, “governance as networks” could be close to contemporary governance and “governance as communities” might be near ideal. “Governance as process” focuses on a dynamic outcome of social and political actors. Pierre and Peters(2000) pointed out that governance is a kind of process of steering and coordinating. “Steering” is a key of governance” and “states are still capable of ‘steering’ society”.

< Table-1. Concept of Governance as Structure >

Governance as hierarchies	- The state was distinctly separated from the rest of society but governed society by law and regulation - National government is major actor. Market are alternative.
Governance as markets	- Market principle is proper to allocate resources - by the invisible hand, the principle of competition
Governance as networks	- The most familiar form of contemporary governance - Interactions of numerous political actors. Government, corporations, citizens establish working networks and work together
Governance as communities	- Communities can resolve their own problems with a minium of state involvement

Source: Pierre, J. and Peters, B. (2000). *Governance, Politics and the State*. New York

38) Pierre, J. and Peters, B. (2000). *Governance, Politics and the State*. New York: St. Martin's Press.

Recently, the theory of collaborative governance has been discussed regarding community development. Ansell & Gash(2007)³⁹⁾ depicts that Collaborative governance is known as a new form of governance which “brings public and private stakeholders together in collective forums with public agencies to engage in consensus-oriented decision making.”(p.543).

Chris Huxham and Six Vangen(2005)⁴⁰⁾ listed a number of the basis for collaborative advantage; 1) access to resource 2) shared risk 3) efficiency 4) co-ordination and seamlessness 5) learning 6) The moral imperative. By the way, they(2004)⁴¹⁾ also introduced the concept of ‘*collaborative inertia*’ to explain how difficult it is to make collaboration. To be specific, “common aims”, “sharing power” and “trust” for successful collaboration are “highly resource-consuming”(p.200).

39) Ansell, C. and Gash, A. (2007), “Collaborative Governance in Theory and Practice”, *Journal of Public Administration Research and Theory*, 18, 547-571.

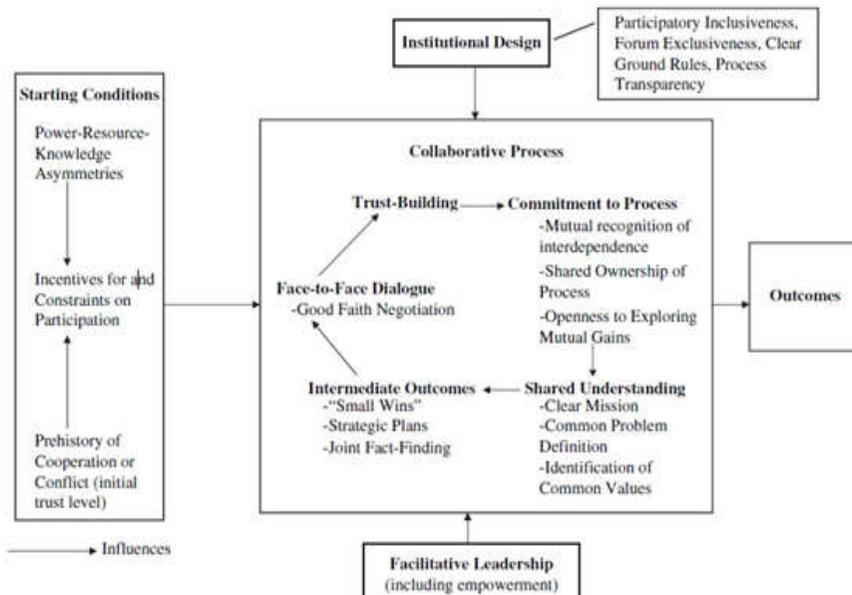
40) Huxham, C., & Vangen, S. (2005). *Managing to collaborate*. Abingdon: Routledge.

41) Huxham,C., & Vangen,S.(2004). Realizing the advantage or succumbing to inertia? *Organizational Dynamics*, 33(2), 190-201.

III. Research Design

Most researches on national foresight in Korea are about what type of organization would be better or which ministry would be proper to make a future planning. Of course, a new organization as a control tower can help to facilitate strategic foresight. However, the existence of an organization cannot explain the reason for successful foresight. As Jonathan Calof and Jack Smith(2010) and Dreyer Iana and Gerald Stang (2013) stress on cooperation or collaboration for successful foresight, the developed countries which go ahead of a national foresight tend to promote various stakeholders to participate in the process of foresight.

< Figure-1. A Model of Collaborative Governance >



source: Ansell, C. and Gash, A. (2007), "Collaborative Governance in Theory and Practice", *Journal of Public Administration Research and Theory*, 18

How could collaboration work for foresight? Why did not the last foresight governance of the Presidential Council for Future and Vision (PCFV) succeed? This study tries to explain the reason adapting the collaborative model of Ansell & Gash(2010)⁴². However, this study will focus on three factors: 1) the process such as sharing common aims and making consensus, 2) the leadership for public organizations to work efficiently, and 3) institutionalization with proper incentives, based on several success cases in the process of industrialization and informationization.

< Table-2. Variables in the study >

Collaborative Process	Shared Common goal
	Commitment to the Process
Institution	Formal Institutions
	Proper incentives
Leadership	Leadership for rule setting, building trust, etc.

42) Ansell, C. and Gash, A. (2007), “Collaborative Governance in Theory and Practice”, *Journal of Public Administration Research and Theory*, 18

IV. An Analysis of the Presidential Council for Future and Vision

1. Actors

Lee administration established the Presidential Council for Future and Vision (PCFV) which was supposed to cooperate with the Secretary to the President for Future and Vision in the Office of the President and the Future Strategy Office in the Ministry of Strategy and Finance (MOSF). The PCFV served as an advisory body to the President, fulfilling the role of establishing national strategies and setting policy priorities. The Council established future strategies across a wide range of policy areas including sustainable economic development, social security, diplomacy and soft power.

< Table-3. Governmental Organizations for future planning >

Organization	Main Activities
Presidential Council for Future & Vision	<ul style="list-style-type: none">- Vision for Development, Future Forecasting- New Growth Engines, Human New Deal Project
Ministry of Strategy and Finance (The Future Strategy Office)	<ul style="list-style-type: none">- Mid- and Long-term Policies Establishment- National Competitiveness Enhancing
The Secretary to the President for Future and Vision	<ul style="list-style-type: none">- Chairman of National Science technology commission- Science, Communication, Green Growth

In addition, there were public agencies such as the national information society agency(NIA), Korea institute of S&T evaluation and planning(KISTEP), Korea information society development institute(KISDI), Korea development institute(KDI), Korea institute of public administration(KIPA), and so forth. Cooperation among governmental departments could have motivated cooperation among affiliated public agencies, which could have promoted participation of civil society including scholars in a area of national foresight activities. There was about ten private institutions to study on future planning in private sector such as the Korean Society of Future Studies, the International Society of Future Studies, the National Academy of Engineering of Korea, the UN Future Forum, the Korea Institution for Future Strategy, the Future Thinknet, etc.

2. Achievements

The Presidential Council for Future and Vision (PCFV) played main roles for foresight governance. The council tried to prepare for challenges of an aging society, enlarging the middle class, finding out new growth engines, and specific issues such as educational expenditures and communication expense. To be specific, it put out the ‘Grand Territorial Vision 2040’ and made ‘Human New deal’ & ‘New growth engine’, etc.

< Table-4. Major achievements of the PCFV >

Projects	Objective & Results
Future forecasting	-Objective: enhancing future capacity and help shape policies -Results: Grand Territorial Vision 2040
Human New Deal	-Objective: strengthening and enlarging the middle class -Results: suggested investment in child care and education and enhancing the quality and competitiveness of public education
New growth engine	-Objective: Finding Korea’s growth potential -Results: selected seventeen new growth engines and suggested available policies such as research and development, improvement of taxation, human resource development, etc.
Future Diplomacy	-Objective: Strengthening diplomatic relations -Results: tried to maintain a close cooperative relationship with relevant ministries, and provided a blueprint for a reunited Korea
Others	-Results: tried to deal with current issues such as Communications policy, education policy, etc.

Source: <http://17future.pa.go.kr/english/>

3. Explanation of Limitations

3.1. Previous Studies

Although the Presidential Council made achievements in many areas, various problems were raised as limitations of the governance. Dongwook Kim and Kun Yoon(2010)⁴³⁾ explained about the problems of national foresight organizations under Lee's administration; ① complexity of the systems for future planning ② short-term oriented future planning ③ unsystemic reports ④ urgent issue-based approach ⑤ loose cooperation with private sector ⑥ low level of international cooperation.

In addition, Yongsuk Seo(2010)⁴⁴⁾ pointed out ① non-existence of professional future planning organization ② no linkage between future planning & policy and implementation ③ no continuity of future study and absence of objectivity ④ shortage of constant future planning ⑤ small number of experts on future study.

Even though several studies suggested the meaningful alternatives (strengthening the function of the PCFV or cooperation) for better foresight, they did not explain the reason why those problems showed up and how those could be dealt with.

43) Dongwook Kim, Kun Yoon. (2008). Designing Organizations for National Future Strategies. *Administration study*, 48(2), 1-24.

44) Yongsuk Seo. (2010). *Government-led Foresight Activities: Exploring Alternative Government Foresight Units*. KIPA Research report 2010-21.

3.2. An Analysis in a perspective of collaborative governance

3.2.1. Starting Condition

Public agencies funded by the government have much experience and human resource, which enables them to produce many research results. Especially, future forecast in the field of science and ICT has been done continuously and methodologies of future study has been developed since 1990s. However, there might be structural problems. Those agencies are under control of the government which has power to distribute budget. So, they tend to focus on the emergent and short-term projects. In addition, they would sometimes be hard to stand in neutral position.

Furthermore, there were not much experience of cooperation. Strong competition among governmental departments made cooperation much more difficult. As a result, there were no meaningful foresight networks, and each governmental department and related research institutes underwent similar trial and error, which made inefficiency by wasting time and money. Paradoxically, these circumstances made people think that this was time to build up collaboration for national foresight.

3.2.2. Problems in Collaborative Process

Although the need for collaboration and cooperation had been raised, the governance was made in a top-down way. In addition, while setting up the new governance by the PCFV, the governance did not make concrete consensus about common goals among various stakeholders. Even though the consensus was not made in advance, persistent effort and time should have been put into the process of consensus for cooperation and trust-building, etc. It seems that the governance should have made the process of mutual trust by leadership rather than the top-down way.

a. No shared goals

The biggest problem of the governance was that there was no agreement on the ultimate goal. Especially, there was no consensus on targeting time (long-term or short-term) for strategic foresight. When the Presidential Council for Future and Vision (PCFV) launched the first official meeting, the Blue house officials said,

"Welfare in 'Vision 2030 'of Roh administration is based on high tax and has too long-term view. It does not fit the philosophy of the new government... we will focus on practical vision to create jobs through economic growth next 10 years."⁴⁵⁾

45) See more at <http://www.seoul.co.kr/news/newsView.php?id=20080513006005>

By the way, the PCFV official who was preparing a new future vision for Lee's administration mentioned in an interview with the media,

"There are critical voice against the 'Future Vision 2040'. This is because it focuses on too far future. So, we are preparing 'Vision 2025' at the same time, but it does not work well..."⁴⁶⁾

b. Limited commitments

There was no role-distribution among participants in the foresight governance. In general, disputes about roles or jurisdiction tend to exist among public organizations, and public organizations sometimes pursue their own interests. For example, if other ministries lead specific issues which are related to their jurisdiction, they are sometimes reluctant to participate actively in the issues.

Although the PCFV had put a lot of time and efforts into making the strategic foresight, most of governmental departments did not connect foresight to their own policies due to lack of consensus of common goals and role-distribution. In addition, there were weak collaborative activities between the MoSF and the PCFV. The minister of the MoSF rarely attended the meeting of the Presidential Council. The Future Strategy Office in the MoSF built up their own foresight

46) <http://news.kmib.co.kr/article/view.asp?arcid=0004651801&code=11121100>

projects, forum, and so on. Moreover, the MoSF issued its own paper, 'Future study to improve quality of life in Korean society in 2020'.

3.2.3. Leadership issues

After the Presidential Council for Future and Vision (PCFV) issued "Grand Territorial Vision 2040," the PCFV tried to take care of current issues such as education and welfare. However, the chairman of the PCFV, Gwak usually used the Task Force Teams which includes scholars and experts to solve problems of current issues, not cooperation with related ministries. It was for overcoming huddles, but necessarily brought out tensions with related ministries. When the chairman of PCFV, Gwak was asked whether the commission makes conflicts against governmental organizations in a program of the Korea Broadcasting System(KBS), he answered

"What Commission mainly does is about what the related government did not do or could not do. I believe that reform of education by the Ministry of Education itself is almost impossible due to the strong educational pyramid. Maybe it would be a war against the Ministry of Education ..."47)

47) See more at <http://manmand.blog.me/40156181439>

In addition, as soon as he mentioned ‘ban on teaching night at private institutions’, the minister of Ministry of Education, Byeong-man Ahn spoke against the policy idea of the ban, “the policy is unripe..., it is not a right way”.⁴⁸⁾

Another important leadership is related to the President. In 2011, green growth was a big issue in which the president was very interested. Thus, a new position in the Blue house was made for the 'Green Growth' strategy. Of course, the ‘Green Growth’ is a significant issue, but it could be a part of future planning. Regardless of real intention, with this green growth getting more attention, the function of the PCFV to coordinate other governmental organizations could be forced to weaken.

3.2.4. Institutionalization

In the period of industrialization and digitalization, Korea government made effective institutionalization. The Economic Planning Board(EPB) is a good example which played the role of a control tower to make coordination among public organizations. In the process, the President gave effective role allocation and incentives which made work hard and together. However, the Presidential Council for Future and Vision (PCFV) did not have enough legal powers to coordinate disagreement and apply future studies into public policies. In addition,

48) http://imnews.imbc.com/replay/2009/nw1200/article/2332190_18854.html

other public and private organizations did not have incentives to adopt the PCFV's opinions or foresight.

Although the president stressed the importance of future planning, institutionalization for collaboration was not enough. For example, at the starting time of Lee administration('08.5), the Ministry of Strategy and Finance set up the Future Strategy Division and tried to deal with mid-term strategies. However, the Division was expanded to be the Future Strategy Office to plan future visions, long term strategies and major national issues in 2012. The division or the Ministry tended to widen its own roles rather than cooperation with the PCFV.

The Office of President also participated in the process of the national planning activities. However, the secretary to the President for Future and Vision usually more focused on the urgent issues of science and ICT rather than national long-term strategy.

V. Conclusion

Korea made a surprising economic development for 50 years although Korea split into the two after the Korean War (1950-1953). This result mainly came from government's effective policies, successful institutionalization and favorable international circumstances. However, Korea is facing multifarious socioeconomic problems including low growth rate, growing unemployment (especially for the young), increasing poverty rate (especially for the old), rapid aging, and inequality. To overcome these challenges and accomplish further development, government's policies should be more effective and efficient. Thus, capacity of national foresight should be strengthened, which would broaden Korea's policy options.

My research question in this study is 'what are the vital factors for successful foresight'. This study concludes that there are three significant variables. First is the process of consensus for common goals and role distribution. Second, leadership for coordination and collaboration. Third, substantive institutions with proper incentives. This conclusion was drawn from the case study of the Presidential Council for Future and Vision. Theoretically, it is based on the governance and institution theory rather than organization theory which many Korean scholars focus on.

The reason why this study uses the concept of governance,

especially collaborative governance comes from characteristics of foresight. Foresight has to do with providing policy options from various point of view. It means that participation of many interest groups and civil society is necessary. In addition, current issues, such as global warming, are complex. One or two public organizations cannot deal with all of those issues. So, cooperation with other public organizations is vital.

However, looking into the case of the Presidential Council for Future and Vision, there was cooperation amongst various stakeholders under the governance structure was weak. Why so? This study argues that there were problems mainly in the process of consensus, leadership, and institutionalization. For example, they did not have any agreements on whether the foresight is for short term or long term, and role distribution.

Futhermore, President Lee did not give enough power to coordinate other organizations. Lee allowed the establishment of new organizations such as “Green growth Council”, and expansion of existing organizations such as Ministry of Finance. Finally, formal institutionalization such as procedural process exist, but there were no practical incentives which may have led to more participation and cooperation.

Recently, Moon administration announced that it will set up new organizations such as the Job Creation Committee and the Fourth

Industrial Revolution Committee to coordinate policies. This study implies that the establishment of a new organization cannot guarantee their success. Rather, the process of making consensus of common goals, institutionalization with proper incentives and leadership for setting basic rules are vital factors for successful governance.

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국문초록

협력적 거버넌스 기반의 국가미래전략 강화

- 미래기획위원회 사례분석을 중심으로 -

정 준 옥
서울대학교 행정대학원
글로벌행정 전공

우리나라는 지난 50여년 동안 연간 약 7%의 경제성장을 하면서 OECD 회원국이 된 세계에서 유례없는 발전을 이루어낸 나라이다. 하지만, 낮은 경제성장, 급속한 고령화, 불평등, 글로벌 환경 문제 등 새로운 도전에 직면하고 있다. 이러한 변화에 선제적으로 대응하는 정책마련을 위하여 미국, 영국 등 해외 선진국은 이미 국가정책에 활용하는 미래전략을 수립 추진해 오고 있다.

우리나라는 빠른 경제성장을 위해서 국가 주도의 경제전략을 수립해 왔다. 또한, 최근 이명박 정부에서는 경제·사회·환경적인 이슈를 전반적으로 다루기 위하여 미래기획위원회 등을 설립하였다. 미래기획위원회는 장기적인 국가비전을 수립하고, 새로운 성장동력을 발굴하는 등의 역할을 하였으나, 정부 및 민간분야와의 미흡한 협력, 분절적인 미래 전략수립 등이 한계로 지적된 바 있다.

그렇다면, 우리나라의 미래전략 역량을 강화하기 위해서는 무엇을 어떻게 해야 하는가? 기존의 미래전략 강화방안은 크게 세 그룹으로 분류할 수 있다. 우선, 대다수의 학자들은 미래전략 컨트롤 타워 역할을 담당하는 특정 조직의 필요성을 강조한다. 두 번째, 새로운 조직의 설립보다는 이해관계자 및 정책결정자들간의 협력이 중시되어야 한다는 주장이다. 미래정책 관련 조직이 분산되어 있고 서로 연계가 제대로 이루어지지 않고 있다는 점을 지적하면서 플레이어들간의 협력이 무엇보다도 중요하다고 주장한다. 마지막으로, 조직형태 및 이해관계자간의 협력방식 등은 국가별로 다양하게 존재하므로 이것들이 결정적인 이유가 아니며 미래전략이 정부정책에 실질적으로 얼마만큼 반영되는가의 여부가 중요하다는 것이다.

위의 주장과 관련되는 이론은 조직이론, 제도주의, 거버넌스 이론이라고 볼 수 있다. 개별이론이 모두 고유한 시각과 장점이 존재하나, 최근 조직, 제도주의, 거버넌스 이론에서 공통적으로 발견할 수 있는 것은 리더십과 인센티브에 대한 강조이다.

우선, 조직은 권한과 책임을 명확하게 하는 업무분장과 직무설계를 통하여 조직의 목표를 효과적이고 효율적으로 달성할 수 있다. 특히 정부조직의 경우 공정성, 투명성, 민주성, 효율성 등 다양한 목표를 동시에 추구함으로써 목표간 충돌이 발생하여 의사결정이 늦어질 수 있다. 또한, 국회, 이해관계자 등과의 협의과정에서 관료주의, 쓰레기통 모델로 상징되는 문제점이 발생하기도 한다. 최근 연구에서는 이러한 관료주의 등을 극복하기 위해서 조직 구조보다는 리더십과 인센티브의 중요성도 강조된다.

둘째, 제도이론에 따르면 제도는 정보 불균형, 협력과 조정 등의 문제를 해결함으로써 사회적 거래비용을 낮추어 경제발전을 이루어내는 핵심요인이다. 우리나라가 성공적인 경제발전을 이루어낸 요인 중에 하나도 정치, 경제, 사회 전반의 안정적인 제도화를 이루었기 때문이다. 제도화는 역할분담과 참여를 보장하는 형식적인 제도를 갖추는 것뿐만 아니라 인센티브를 통해 실효성을 강화하는 실질적인 제도화가 보다 중요하다. 이를 위해서는 조직문화를 변화시킬 수 있는 리더십 역할도 필수적이다.

셋째, 거버넌스 이론은 정책형성과정에서의 공공·민간간의 네트워크와 합의를 이루어가는 과정을 중요시한다. 복잡한 이슈에 대한 미래전략은 한두개 부처의 역할만으로는 정책의 실효성을 확보하기 어려우며, 나아가, 민간부분의 역량을 결집하는데도 한계가 존재한다. 특히, 협력적 거버넌스 이론은 협의과정에서 민간영역의 역할을 보다 중요시하고, 그 논의의 결과물이 정부정책과 연계되어야 함을 주장한다. 물론, 이러한 협의의 과정은 많은 노력과 시간이 요구되므로 달성하기 쉽지 않다.

이 논문은 새로운 미래전략을 구상하기에 앞서, 우리나라의 기존 미래전략은 어떠한 한계가 있었는가를 살펴보고자 했다. 높은 기대와는 달리, 이명박 정부의 미래기획위원회는 실질적인 컨트롤 타워 역할을 하지 못하면서 국가 전체의 유기적이고 실질적인 미래전략을 만들어 내지 못했다는 평가가 존재한다. 그렇다면 그 원인은 무엇일까? 이 글은 조직이나 제도 그 자체의 문제라기 보다는 미래전략을 위한 민관협력의 거버넌스를 만들어 가는

과정에서 협의의 과정, 리더십, 실질적인 인센티브를 갖추진 못한 제도화에 문제가 있었다고 분석한다.

미래기획위원회는 다양한 사회적 문제를 여전히 기존의 탑다운 방식으로 추진하고자 하였다. 공동목표 마련 등을 위해 필요한 부처간 협력을 위한 노력을 충분히 기울이지 못하였다. 미래전략을 단기적으로 할 것인지 장기적으로 할 것인지에 대한 목표 설정도 없었으며 부처간 역할 분담도 명확하지 않았다. 결국, 부처의 형식적인 참여, 부처와의 불협화음 등의 문제가 생기면서 미래전략이 실제적으로 정부정책에 반영되기도 어려웠다. 기존의 일방향적인 거버넌스가 아니라, 상호신뢰 구축 과정, 리더십, 그리고 인센티브를 동반한 실질적인 제도화를 갖춘 협력적 거버넌스를 고려해야 했다.

‘Fast follower’에서 ‘First mover’로 혁신하기 위해서는 중장기적 국가비전과 미래전략이 필요하다. 하지만, 미래연구를 수행하는 부처 및 기관의 상호협력, 민간과의 협력체계가 부족하며 데이터 연계/공유에 의한 체계적인 분석도 제한적이다. 또한, 관련 조직의 역할과 책임 그리고 참여를 이끌어 낼 수 있는 인센티브 마련 등의 실질적인 제도화도 미흡하다. 그러므로 우리나라 실정에 맞는 추진방식을 고려하되 공동 목표 및 신뢰구축 등의 협력 과정에 보다 중점을 두는 전략을 적극적으로 고민해야 할 시점이다.

주요어: 미래전략, 미래기획위원회, 조직, 제도, 거버넌스, 협력

학 번: 2014-23729