



# The Cognition of Civil Servants and Citizens Concerning Policy Resource Allocation in Kaohsiung City in Taiwan

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Kaohsiung City is a special municipality in Southern Taiwan. The difference between northern and southern cities in terms of public investments, industrial structures, and social perspectives has been a problem in Taiwan because talented people keep moving from the south to the north. The difference in cognition of government's allocation of policy resources between professional civil servants and the general public demonstrates the conflict between "public opinion" and "professionalism". This study adopted the social judgment theory (SJT) to examine the cognition of individuals affected by policy resource allocation regarding the allocation of policy resources made by the Government of Kaohsiung City. The SJT is applicable to real-world circumstances in the field of judgment and analysis. The research result indicated that the affected individuals were concerned that the government lost its focus when allocating policy resources. Obscure schemes and plans for policymaking and election-oriented decision making significantly impact government allocation of policy resources. The essential problem of policy resource allocation in Kaohsiung City is that although the supply of resources is higher than the demand, the types of resources do not meet the requirements of the demand.

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*JEL: D73, G18, I38, L52*

The formulation of public policies and the legitimacy of democratic politics should respect public opinions. Citizens who involve in the cyclical voting do not possess adequate citizenship capabilities, while asking the government to actively respond to the public opinions. Many significant policymaking decisions in Taiwan imply that the ruling party wavers under the influence of media and public opinions, and numerous officials elected by people and government officials even try to please the general public for votes. The result is an

imbalance between "public opinion" and "professionalism". When the public opinion is not a representation of civic consciousness, "professionalism" should be the determining factor. However, experts, when conceiving and devising public policies, are not thoroughly objective and unbiased (Benveniste, 1977).

"Administration according to law" is emphasized by the government when implementing policies. Nonetheless, problem definition can be biased if the perspectives and values of people from different social groups are not considered. In most circumstances policy analysis overly relies on experts and scholars, but

their point of views, which are mostly based on academic theories, may not incorporate good understanding and perception of customs and humanity and should be examined. The difference in cognition of government's allocation of policy resources between professional civil servants and the general public demonstrates the conflict between "public opinion" and "professionalism". This research is a case study on Kaohsiung City, a city in Taiwan, and the Social Judgment Theory (SJT) was adopted to examine the cognition of Kaohsiung City's policy resource allocation and support for individuals influenced by policy resource allocation (Chu-Ke, Huang and Wang, 2012).

Depending on social conditions, social developments that do not correspond to the developmental process and status of various regions will result in contradictions and conflicts that affect the progress of economy and politics. Therefore, before the government engages in policy resource allocation and performance evaluation, its developmental foundation should be first examined. Moreover, local developments are related to individual cognition differences and structures in individuals and groups.

In addition, a meticulous observation of Taiwan's cabinet and its allocation of policy resources does not show any practical plans and schemes to mitigate the differences between Southern and Northern Taiwan. The Central Government has distributed a major portion of resources to transform the Taipei-Keelung metropolitan area into an international region that

possesses international influence. However, will this decision make Southern Taiwan, the major city of which being Kaohsiung City, be more marginalized? Does the allocation of policy resources in Kaohsiung City satisfy citizens' demands? In the future, what types of policies and supports from the Central Government are needed for Kaohsiung City to draw an explicit development scheme? These questions are interwoven into the local development of Kaohsiung City. This research investigated the cognition of individuals influenced by various policies and their attitudes toward the allocation of policy resources in Kaohsiung City. Moreover, problems derived from the process of decision making and policy resource allocation directed by Kaohsiung City Government were verified to provide suggestions and possible solutions.

### **1. Developmental Differences between Southern and Northern Taiwan**

When the Kuomintang (KMT) retreated to Taiwan in 1949, most military officers and social elites who moved with the central government gathered in Northern Taiwan, and in the pursuit of economic development, Southern Taiwan, where the major economic activity was agriculture, did not receive the attention as did Northern Taiwan, which emphasized on industrial and commercial development. In 1987, after the martial law was lifted, the traditional government-to-people decision making model in Taiwan was gradually replaced by the mutual model in which the general public took part in policymaking. Social elites have since promoted freedom and democracy so much that policymaking loses its focus and has been dislocated as the

government heads toward a market mechanism. In the six decades, impacted by the policy that places more emphasis on Northern Taiwan, the industry in Southern Taiwan is mostly primary and secondary, and the people are too introspective and conservative to be innovative. Therefore, rationality is substituted by passion, and rational decisions cannot be made because of the interruption of irrational emotions. Talented people continue to move out of this region, thereby making this place an M-shaped society (Chu-Ke *et al.*, 2012).

During the eight years since 2000, the Democratic Progressive Party (DPP) was the ruling party; the emphasis was no longer totally put on the north as KMT did. However, because of elections and votes, DPP deepened the local subjective consciousness, and governments as well as people refrained from publicly addressing issues related to communication with China. For example, international topics related to China such as WTO and the 1992 Consensus were rarely discussed in public in Southern Taiwan, thereby obstructing the local development in the south. Due to such conservatism, Kaohsiung

City, lacking the drive to explore and develop out of the boundary of realm, has missed numerous opportunities of opening up herself to the world. Policies of business solicitation have not been definitive, and the performance has been unsatisfactory. The already significant differences in economy, societies, politics, and governments between Southern and Northern Taiwan continue to deteriorate, and the differences are even more obvious in regard to public investment, industry structure, population structure, media report, and social perspective (Huang, 2010). In the following sections, the context in which the development and changes of labor structures and economy at the two ends of Taiwan take place is described and discussed based on multi-faceted indicators and data.

The social structures of Southern and Northern Taiwan were examined in terms of total population, labor population, and employment population. The three numbers in northern regions (Taipei City and Taipei County) are higher than those in southern regions (Kaohsiung City and Kaohsiung County) (see Tables 1, 2, and 3), indicating that population emigration in the south

Unit: Person

City or County Year	Taipei City	Taipei County	Kaohsiung City	Kaohsiung County
1998	2,639,939	3,459,624	1,462,302	1,227,072
2001	2,633,802	3,610,252	1,494,457	1,236,958
2004	2,622,472	3,708,099	1,512,677	1,238,925
2008	2,622,923	3,833,730	1,525,642	1,243,412
2012	2,673,226	3,939,305	2,778,659*	

Source of data: Directorate-General of Budget, Accounting and Statistics, Executive Yuan in Taiwan

\*Merging of city and county

**Table 1: Total Population**

has not shown improvement. Most people move to the north to start their career, resulting in the imbalance between the two regions and the difference in policy resource allocation.

like these are caused by population structure changes (e.g., aging and outflowing population) and may result in the reallocation of social welfare resources as well as numerous issues

Unit: Thousand people

City or County Year	Taipei City	Taipei County	Kaohsiung City	Kaohsiung County
1998	1,143	1,522	602	551
2001	1,155	1,621	623	561
2004	1,183	1,705	668	595
2008	1,232	1,858	707	592
2011	1,278	1,976	1,342**	

Source of data: Directorate-General of Budget, Accounting and Statistics, Executive Yuan in Taiwan

\* Labor force population: Civil people who are above 15 years of age and could engage in work, including the employed and unemployed.

\*\* Merging of city and county

**Table 2: Labor Force Population\***

Unit: Thousand people

City or County Year	Taipei City	Taipei County	Kaohsiung City	Kaohsiung County
1998	1,113	1,480	582	535
2001	1,110	1,542	592	532
2004	1,134	1,628	638	568
2008	1,182	1,783	676	567
2012	1,224	1,892	1,284*	

Source of data: Directorate-General of Budget, Accounting and Statistics, Executive Yuan in Taiwan

\* Merging of city and county

**Table 3: Employment Population**

## 2. Case Analysis of Policy Resource Allocation in Kaohsiung

This research investigated Kaohsiung City, a city that has experienced industrial transformation (from industry to service) and slightly increased annual household income. However, the increase in income is incomparable to the exponential growth of commodity prices under rapid economic development, and wealth inequality continues to increase every year. Social problems

including education, employment, and urban-rural gap. Moreover, the influence of Southern Taiwan's socio-economic and political status on Taiwan as a whole is becoming significant.

Kaohsiung City has the largest port in Taiwan, and the beneficial factors including geographical location, surrounding environment, industrial development, and human and natural resource enable this city to become a regional center for

international trade including air, marine, and intermediary transportation. Although the Port of Kaohsiung has a rich history, it is now facing serious challenges imposed by domestic and international changes of economic and trading contexts in the past decade, rapid development of China's new and existing ports, globalized manufacturing and marketing strategy changes, raise of salary and environmental awareness, and changes in enterprise logistical methods.

The wide hinterland and efficient port contribute to Kaohsiung's being an essential city for heavy industry, processing, and export. Despite being the most important city in Southern Taiwan, the industrial structure of Kaohsiung City inclines toward secondary industry, emphasizing the South-North inequality in culture, education, and population structure. The inequality of political and economic resources as well as cultural and educational investments exposes the socially structural weaknesses of Kaohsiung City, in spite of being the second greatest city and a special municipality in Taiwan. Such weaknesses include low ratio of white-collar and middle class population and lack of autonomy and support for media and public opinions. In addition, channels for public opinion transmission and references for policy formulation have been limited by tangible resources and intangible space. Due to all these reasons, it could be more meaningful to conduct analysis on Kaohsiung City.

According to the in-depth interviews with 10 civil servants serving in Kaohsiung Government, this study discussed city planning including the "Urban Spotlight Arcade," "tourist cruise,"

"Kaohsiung Rapid Transit," and "Qijin Coast Park," and investigated the actual development of the policymaking. The results are summarized as follows (according to the in-depth interviews with 10 civil servants serving in the Kaohsiung Government):

#### **-Urban Spotlight Arcade**

When KMT was governing Taiwan, more policy resources were devoted to the north instead of the south. Consequently, the development of arts and culture in Kaohsiung City had a start much later than in Taipei City, and relevant resources were insufficient. In the mayoral election in 1998, the candidate of DPP, Frank Hsieh, proposed five policies, one of which being "promoting arts and culture for citizens, eliminating the notorious name of 'the desert of culture' ". After Frank was elected, he transformed the urban area and surrounding views and opened all parks to the general public. These policies could be referenced by other cities for appearance and view improvements, and the construction has been widely promoted in Kaohsiung City.

The Urban Spotlight Arcade is actually a combination of politics and art. Placement marketing was adopted to rule the city with culture. This strategy aroused people's emotions, leaving a good impression for the citizens, and increased approval ratings for Frank, which increased from a low 20 percent to 72 percent. When Frank was running for the reelection campaign, he regarded the Urban Spotlight Arcade as one of his major achievements. His reelection manifested the effect of image packaging in the political realm.

### –Kaohsiung Tourist Cruise

During the ruling of Frank, the Kaohsiung City Government actively looked into the possibility of exploiting the resources available in the port of Kaohsiung in order to realize his political platform of “maritime capital”. Mayors after him all promoted this concept to the best of their efforts. However, the “maritime capital” was a rush and superficial decision that did not have an overall strategy. The tourist boats were built and anchored to the docks with no one using them. This is an example of wasting policy resources. The initial concept of this boat-building project was beneficial for the tourism industry, but the lack of an explicit scheme and the imbalance between supply and demand made this appeal, which aimed to develop tourism, an enormous waste of public funds.

### –Kaohsiung Mass Rapid Transit (KMRT)

The KMRT Red Line, which was under construction for more than six years, was opened for service in 2008, right before the presidential election. In the first inspection phase, the daily ridership was approximately 100 thousand people, with an income of approximately TWD 3 million. In addition to tickets, sources of income include shops in stations, joint development projects, and lightbox advertisement. However, the poor economic status, specifically coupled with the new requirement of environmental impact evaluation for land development imposed by the Kaohsiung City Government, has increased the difficulty of business solicitation. Public works have been constructed by the government solely for the purpose of performance evaluation,

whereas no long-term and complete plans and complimentary measures are established. In short, the allocation of policy resources has been ineffective.

### –Qijin Coast Park

During 2000–2008, Kaohsiung City government initiated 24 projects for Qijin Coast Park, and the budgets for these projects during 2006–2008 were as high as TWD 625 million. However, the result was beneath expectation, showing a difference between supply and demand caused by Kaohsiung City Government’s inability to satisfy local social conditions and demands when promoting the projects. Additionally, these projects were mostly hardware and buildings that do not meet local citizens’ needs. The people expected to see development in outbound traffic, but the government emphasized on planning and constructing for Cihou Mountain and tourist fishing ports instead of improving the software. This shows the difference between practical needs and Kaohsiung City Government’s policy establishment and resource allocation. Such a difference is the obstruction of the maximization of planning that needs to be reviewed by the planning division in the government.

In the above four cases, the beautiful and splendid buildings might be temporarily put under the spotlight, but the real concern and challenge for the government is to avoid creating another disused public building. Currently, relevant policies and decisions are made without considering the social context. Instead, these decisions are influenced primarily by the thoughts and concerns of government officials. This model

is “ power” or “ perception” oriented. Although it is to be investigated as to whether the power or perception is correlated to Kaohsiung’ s development or votes and the importance of infrastructure construction cannot be overestimated, there is room for improvement for the allocation of policy resources. The government should contemplate to find a way that maximizes and extends the efficacy of limited resources (Wang, Huang and Pan, 2011)

Traditionally, the evaluation criteria for the performance of public policy resource allocation include multifaceted indicators such as people’ s satisfaction and practical contribution to the society. These indicators evaluate only the return of performance and emphasize concrete, tangible information, whereas diverse decision making factors and intangible values are neglected. A comprehensive depiction of resource allocation and performance could not be obtained if the government only adopts a “ partial view” , “ single dimensional” yield, and “ tangible and visible” statistical numbers for public policy related evaluation and could not mitigate problems of conflicts between diverse values. Consequently, disputes of “ unfairness” may occur due to inconsistent cognition of different involved individuals. Thus, it will be vain to discuss policy resource allocation when no tool that incorporates the individual values of people involved is available (Huang, 2012).

#### THEORITICAL FRAMEWORK

The SJT is applicable to real–world circumstances in the field of judgment and analysis. This theory includes the two parallel systems in the lens

model (Brunswik, 1956), that is, the external “ environmental system” and the internal “ sensory system” , which interact with parameters of decision making to describe people’ s cognitive decision making behavior under an ambiguous environment of causal networks (Cooksey, 1996). Evaluation and assessment of the decision maker could identify the cognitive conflicts caused by different or inaccurate cognition. Hammond (1978) applied the lens model to distinguish and integrate the scientific facts and social judgment in policymaking. He emphasized that in the process of weighing social values and scientific facts, the key is the value judgment made by the involved individual, and the key for differentiation and integration depends on the cognition of the involved individual and experts.

The lens model contains the symmetrical “ environmental system” and “ sensory system” , as well as an interface for “ decision making referential variables” . Through the weighing of these three, the weights of decision making referential variables and the functional relationship between these variables and decision making targets (see Figure 1) can be determined. The SJT is able to clarify and simplify facts and values involved in complicated questions. Moreover, through this theory, cognitive feedback parameters including weights, functional forms, and consistency can be acquired for decision makers to solve conflicts.

After mid–1970s, the SJT models showed maturity and were widely applied to various kinds of practical public policy analysis, such as

nuclear safeguards measures (Brady and Rappoport, 1973), citizen participation in regional planning (Rohrbaugh, 1976), subjective assessment of air pollution (Mumpower *et al.*, 1979), employment of university lecturers (McCarft, 1983), marital conflicts (Dhir and Markman, 1984), teachers' expectation of children's reading potential at the early stages (Cooksey *et al.*, 1984), risk assessment of oil spill (Stewart and Leschine, 1986), influence of time pressure on decision quality (Rothstein, 1986), pay plans (Beatty *et al.*, 1988; Dulebohn and Martocchio, 1998), children abuse (Dalgleish, 1988), teaching performance evaluation that increases the possibilities of conflicts (Carkenord and Stephens, 1994), external consistency of work performance (Waller and Novack, 1995), communications between managerial consultants and clients (Murphy and Maynard, 1996), dating decisions made by undergraduates (Finkelstein and Brannick, 1997), and even international conflicts (Hammond, 1973).

Using the above lens model, Hammond *et al.* (1975) adopted the referential variables and their correlations in the two parallel systems (the environmental system and sensory system) to describe the cognitive behavior of people facing an ambivalent environmental causal network. They also tried to explain the factors causing cognitive conflicts in public decision making. The results of their research are as follows:

(1) When different decision makers face the same environmental system, the significance and direction of correlations between decision

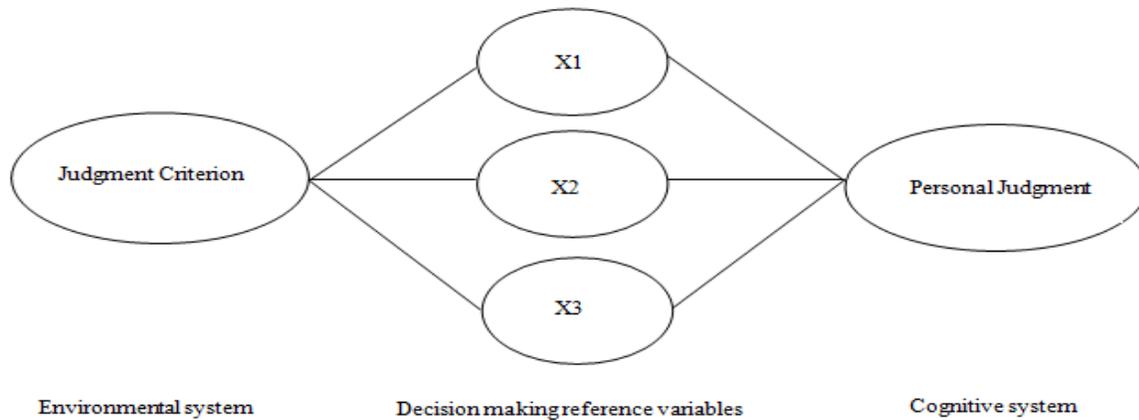
referential variables and judgment criteria are different. The correlations can be predicted by simple linearity.

(2) When different decision makers face the same environmental system, the functional forms of the decision referential variables differ from those of judgment criteria. The functional relationship could be simple linearity or more complex non-linearity. Moreover, empirical studies on cognitive decision have revealed that common decision making processes can be generally and most adequately described by simple linear functions.

(3) When different decision makers face the same environmental system, the organizing principles of decision referential variables are different. The functions include conjunctive, disjunctive, distance, logarithmic, exponential, linear with interactions, and linear additive.

(4) When different involved individuals face the same environmental system, the consistency of decisions or judgment made using decision referential variables and judgment criteria differs. The validity of linear combinations for common decision making is high, so that the linear multiple regression model could be used to describe, explain, and predict the decisions and judgment made by the involved individuals. Moreover, the correlation coefficient (R), in the multiple regression model could be adopted to assess the consistency of the decisions and judgment. These methods that simulate the subjective judgment of decision makers are known as judgment policy capturing, which is significantly important in the application and

research for cognitive decisions (Hammond *et al*, 1975). (4) Concave parabola: A medium-value referential variable indicates minimized



Source: Ming-Sheng Wang (2003), revision of Hammond et al. (1977)

**Figure 1: Lens Model**

In addition, the data of participants were entered into Policy PC, which adhered to the judgment principle of multiple regression analysis to obtain weights for interpretation and five subjective functions adopted by decision makers when responding to different referential variables, including positive gradient, negative gradient, convex parabola, concave parabola, and horizontal line. These variables depict the relationship between referential variables and decision targets. Definitions for these variables are as follows (Coolsey, 1996: 159):

(1) Positive gradient: A positive correlation exists between referential variables and decision makers' preferences.

(2) Negative gradient: A negative correlation exists between referential variables and decision makers' preferences.

(3) Convex parabola: A medium-value referential variable indicates maximized preferences of the decision maker.

preferences of the decision maker.

(5) Horizontal line: The decision maker has no preference for the referential variable; that is, the decision maker is not influenced.

Alexander III (1979) utilized the SJT to study the influence of different communication methods on reducing conflicts brought by collective or public decision making. Whereas, Holzworth (1983) used the SJT to study the influence of third party intervention on collective or public decision making. Rothstein (1986) used the lens model to study the influence of time pressure on decision quality. Moreover, Brehmer (1988) considered that the social conflict paradigm is insufficient for breaking through the restrictions imposed upon our information processing abilities, given the complex decision and judgment problems. In response to this he proposed the concept of distributed expertise, which extends the applicable scope of the lens model to the group-level, constructing a social

judgment model applicable to collective decision making.

### METHODOLOGY

Decision and judgment analysis is an interdisciplinary field that covers operations research, managerial sciences, statistics, mathematical psychology, and economics, among others. There are numerous theoretical studies on decision and judgment; however, methodologies have not been unified. Hammond *et al.* (1980) categorized decision and judgment questions into six primary theories and models based on their origins. These six theories can be further categorized into two major types. The first originates from economy, including decision theory, behavioral decision theory, and psychological decision theory. These are related to the domain of (prior) decision analysis, aiming to analyze “how to choose” and provide decision aids. The second originates from psychology, including social judgment theory, information integration theory, and attribution theory. These are related to the domain of (post) judgment analysis, aiming to evaluate judgment.

The theories listed above originate from various sources, and they differ in research methodologies, objectives, and scopes. As mentioned, decision theories originate from economics, aiming to assist decision makers in making reasonable decisions through mathematical and logical consistency and to help them make reasonable choices using mathematics and logic. The main concept of these theories is an integration of probabilities and efficacy that emphasizes the optimal

combinational rule. However, these theories may be limited because numerous hypotheses are not applicable to the real world. Judgment theories describe participants’ cognitive activities in terms of psychological rules. They explore how judgment is made by individuals. In these theories, concepts derived from economics are only of secondary importance; the primary evaluation tools are values and weights. Thus, they rely on the judgment of decision makers (Zeleny, 1982), whose subjective judgment on values and weights becomes one of the major points and directions in the discussion of decision and judgment analysis.

This study adopted Social Judgment Theory (Brunswik, 1956; Cooksey, 1996) to examine and analyze the cognition and attitudes of individuals who were affected by policies related to policy resources allocated by Kaohsiung City Government. Bobrow and Dryzek (1987) suggested that policies are not driven by methodologies, but by arguments and subjective values. Their theory reveals issues derived from Kaohsiung City Government’ s involvement in the process of policy resource allocation.

### –Research Design

To evaluate the policy resource allocation made by Kaohsiung City Government under the influence of inequality between Southern and Northern Taiwan, this study conducted a field study on Kaohsiung City and summarized three variables: 1) The government ignored the issue and occupied an ambiguous position. 2) Political parties manipulated public opinions for the benefit of elections. 3) Social structures were

unequal and supervision was not strict enough (see Figure 2). These were the referential variables used for analyzing decisions. The detailed descriptions of the variables were as follows:

(1) The government ignored the issue and occupied an ambiguous position: Kaohsiung City Government allocated most policy resources to marketing using catchy slogans and short-term operations such as holding festivals. However, it took an ambiguous position while ignoring the real issue. Demonstrating ineffective administrative abilities, the government had been inactive in establishing infrastructure and attracting business.

(2) Political parties manipulated public opinions for the benefit of elections: The ruling party had ignored people's demands for a long time, only been concerned with elections, and deliberately manipulated public opinions.

(3) Social structures were unequal and supervision was not strict enough: Although formal democracy had been enacted in the local development of Kaohsiung City, emigrated talents, insufficient number of white-collar population, and imbalanced population structures

indicated citizens' low standard for the government's administrative quality, thereby making a public supervising power effective for local development. A media supervision mechanism was also lacking. Moreover, spontaneous citizen participation and social energy were obviously insufficient.

Because the SJT questionnaire contains necessary rating scales, questionnaire answers are provided for explanation (see Appendix-II).

Consisting of 20 questions, the questionnaire survey was conducted based on the SJT to assess the three referential variables for analysis and decision making: the government ignored the issue and occupied an ambiguous position, political parties manipulated public opinions for the benefit of elections, and social structures were unequal and supervision was not strict enough. The results, showing various scale scores for these three variables, are illustrated in Figure. 3 (see Appendix-II): The questions for "scenario 0" indicated that "the government ignored the issue and occupied an ambiguous position" has a minor influence (1 point), "political parties manipulated public opinions for the benefit of elections" has a medium influence (4 points), and "social structures were unequal

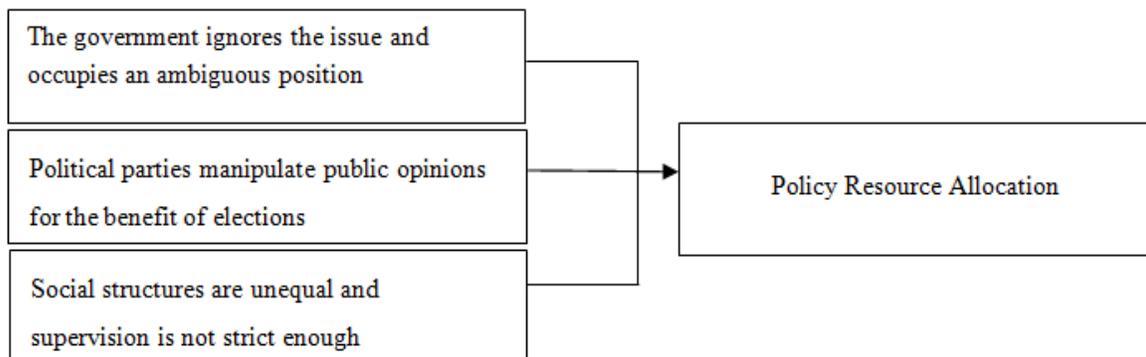


Figure 2: SJT Diagram for Policy Resource Allocation

and supervision was not strict enough” has a high influence (7 points). The judgment value “ 15” on the right indicates that in summary the three referential variables have a high influence on “ Kaohsiung City Government’ s allocation of policy resources.”

The SJT is an experimental research method. In the beginning 20 participants were chosen to take the pre-test; subsequently, a convenience sampling was carried out to select the 60 participants of civil servants and 60 participants of general citizens.

### RESULTS

In the official survey, the cognitive consistency of the two groups (60 public servants and 60 general citizens) was both greater than 0.8, a value eligible for analysis. Table 4 (see Appendix-I) shows the survey results. In the civil servant group, the weight of “ political parties manipulated public opinions for the benefit of elections” was 57, that of “ the government ignored the issue and occupied an ambiguous position” was 29, and that of “ social structures were unequal and supervision was not strict enough” was 14. In the general citizen group the results were similar: the weight of “ political parties manipulated public opinions for the benefit of elections” was 52 and that of “ the government ignored the issue and occupied an ambiguous position” was 45. However, the weight of “ social structures were unequal and supervision was not strict enough” was only 3 and could not be plotted in the functional diagram

In the functional diagrams of the two groups, the positive correlation between “ political parties

manipulated public opinions for the benefit of elections” and “ the government ignored the issue and occupied an ambiguous position” , indicates that the intensity of the two phenomena determines the degree of Kaohsiung City Government’ s misallocation of policy resources. In the general citizen group, the weight of “ social structures were unequal and supervision was not strict enough” was only 3 and could not be plotted in the functional diagram. On the contrary, in the civil servant group, the influence was insignificant when the degree of “ social structures were unequal and supervision was not strict enough” was medium, the influence became increasingly significant whether the degree of this variable was increased or decreased. The details are recorded in Table 4 (see Appendix-I).

In the general citizen group, the weight of “ the government ignored the issue and occupied an ambiguous position” was 45, almost half of the weight. This indicated that the general public paid much attention to but were doubtful of the public works being constructed in recent years by the government. The Medium-Term Administrative Project and the Comprehensive Development Project of Kaohsiung City Government includes “ Friendly City” in 2003, “ Healthy City” in 2004, “ S.H.E. (Sustainability, Healthy, and Environmental)” in the first half of 2005 and “ The City of Flowers and Shores” in the second half, “ Kaohsiung Little Sun” that was shaped as the sunflower in the beginning of 2006, “ Maritime Capital- S.H.E. City” in August 2006, and “ Citizen Participation, Happy Kaohsiung” . Moreover, the change of Mayor

further fueled the deterioration of Kaohsiung, which has not had a concrete plan to follow. The above is a short history of Kaohsiung City's developmental goals, the constant shift of which results in this city's ambiguous positioning and inaction covered by empty slogans. The government's negligence of real issues in fact impedes local development.

The research results based on the SJT presented a weight above 50 in both participating groups for "political parties manipulated public opinions for the benefit of elections." Both groups were aware and had a strong feeling that KMT's negligence as well as DPP's misleading guidance negatively reinforced the maximization of the benefit of Kaohsiung City's policy resources.

The research results based on the SJT presented a weight only of 3 in the general citizen group for "social structures were unequal and supervision was not strict enough," too low for drawing a diagram for interpretation. This implied that the participants did not consider "unequal social structures" and "lacking the supervision of public opinions and media in Kaohsiung City" to be factors that influenced Kaohsiung City's development of policy resources and were not aware of the influence of these two factors.

The economy of Southern Taiwan cannot be comprehensively developed because adult elites and middle-class white-collar population continues to emigrate and do not stay and contribute to the city.

## DISCUSSION

Harold D. Lasswell (1936), a renowned political scientist, once said "Politics is who gets what, when, how." Regardless of time, resource allocation of public policies basically includes the following three factors: the loss and profit of the involved individuals, the legitimacy of policy implementation, and the feasibility of policy implementation. "Who benefits from government?" has been the fundamental question that is most commonly discussed in political studies (Lasswell, 1950; Easton, 1965), for this question reflects government's actions and several political phenomena that occur in conducting these actions.

Take Kaohsiung (Taiwan's second largest municipality) as an example, since the prolonged rule of the Democratic Progressive Party, the government, and different industries seldom or have not been able to take the initiative to publicly discuss cross-strait development and exchange issues. The governments promoted urban marketing in recent years in short-term operation with catchy slogans, celebration events but no positive and effective construction were brought about, and no business entered the city. The city failed to accumulate and aggregate young elites and middle class white-collar workers who continue to leave more than enter Kaohsiung.

The primary cause of the waste of policy resources is the failure of correspondence between people's demands and government's policy allocation in Kaohsiung City. Kaohsiung Rapid Transit, for instance, is not effectively operated, and its ridership, time schedule, number of trains, and business attraction are

compromised by the low demand of local passengers. To solve the “high supply and low demand” problem in Kaohsiung City Government’s policy resource allocation, the solutions include regional cooperation and unrestricted market access to stimulate the demands. The process of policy resource planning should not be restricted to administration and legislature, nor the scope of allocation; all involved citizens should be taken into consideration (Davidoff, 1965).

### CONCLUSION

Under modern democracy, party politics is popular in Taiwan. In theory, politics and administration should have a clear distinction. Although there can be changes in political power, administration exists sustainably. However, in the process of implementing democracy and party politics, Taiwan became blue-green conscious. Political parties object for the sake of objection. Regardless of the rationality and stability of voters’ structure, the system of change in ruling parties affects civil servants’ choice of mindset in administration or even causes confusion. Political Parties taking office and stepping down are all temporary. Civil servants’ dignity, discipline, and ethics can be established only if they are able to detach from political struggle, be neutral according to law, not rely on political party’s power behind the scenes and connections with political party to seek opportunities for advancement. However, for Taiwan, this is not the impact of the change in ruling party. The effects of change in ruler has

transformed from political struggle between parties, to factions within parties.

Taiwan’s public opinion blames the civil official system for the government’s inability to improve administrative efficiency and general low public opinion. People think adjustments should be made to civil servants who have bad interactions with others; however, respondents think policies sway because those in power have no administrative responsibility

The civil official system is the main power to promote government affairs. It has a special and important position in the government and its operation directly affects administrative organization’s authority and administrative efficiency. The stability and soundness of the civil official system allow people to have a benchmark to objectively compare the administration of the past and present government, just as Sociologist Max Weber described “a big gear wheel for the state to operate”. Civil servants are the hand that pushes the gear wheel. If the civil official system sways with the ruling party’s policies then it defeats its purpose.

Local civil servants understand Kaohsiung’s problems but those in power in Kaohsiung and their administrative officers ignore the crux of the problem due to their considerations for the structure of local voters. Political parties emphasize on “democratization” and “localization” due to their considerations for election votes, which resulted in the deepening of the public’s national and local identity awareness. This resulted in a phenomenon of reckless passion overtaking rationality, which

spread to other aspects—there are obvious gaps and heightened opposition between southern and northern Taiwan in economy, society, politics, government, policies and management etc. (Wang, 2008) not to mention complicated and highly sensitive policy issues such as the opening or regional cooperation between the two straits.

In recent years, Taipei City and Taichung City place a great emphasis on economic trade with cities in China, and regional interaction and cooperation for academic, cultural, and innovative industries are also promoted. Moreover, mutual visits have been paid in hope of instituting practical policies that support multifaceted development for both sides of the Taiwan Strait. However, in terms of global communication and cooperation, Kaohsiung City never seizes the initiative. In the election in March, 2008, the Pan-Blue Force gained a marginal win by 20 thousand votes, a fact implying that the citizens gradually understood the cross-strait relations and the importance of inter-country cooperation. Thus, the pressing issue is to show concerns over the feelings and demands of people in Southern Taiwan and to maintain an effective communication between both sides of the strait, Southern-Northern Taiwan, and upper-lower classes in Kaohsiung. Inter-country regional cooperation would be a developmental initiative.

Comprehensively speaking, on a prospective basis of regional cooperation, Kaohsiung City should infuse energy into her rigid strategies formulated by a long-term lack for inter-country cooperation awareness. With mild and negotiable

measures such as policy promotion and public forum, the perspectives of some citizens who are more conservative and subjective could be broadened, and the unification-independence ideological disputes can be abandoned. Domestic constructions and developmental improvements should be planned, and international market access should be operated with a more open and cooperative approach. Accordingly, Kaohsiung City can be developed as a whole, citizens' demands for public works can be increased, and an environment beneficial for balancing this city's policy resource allocation can be created. Only by doing so, South-North differences could be mitigated.

As Taiwan society continues to thrive, public opinions gradually become the referential basis to which the ruling party appeals and for policy legalization. Moreover, channels for public opinions are becoming diversified, as people, government, and officials have their different focuses on the occurrence and discussion of public issues. "Diverse perspective and diverse opinions" are incorporated to strive for each party's greatest benefits, thereby inflicting pressure on or irritating public managers or decision makers of public policies. Public opinions can actively and passively enact certain behavior through channels including media, election, public votes, and opinion surveys. Public surveys, which are based on statistical methods widely adopted in social sciences, become a more and more popular tool on which abundant resources have been invested by government, political parties, media, and

academic institutions to understand public opinions. Such efforts emphasize how opinion surveys are values. From the perspective of implementation, it is important to convert people's points of views on social issues into specific social consensus, which can then effectively improve government's willingness to respond to public opinions.

### IMPLICATIONS

This study suggests the promotion of public forums, which could build a system for public opinion integration. On these forums, which may not be necessarily concrete public spaces or communication places designed by only governments or organizations, citizens could respond to issues they are interested in. In the absence of people's spontaneous concerns, public forums would be meaningless. Consequently, there will be no spaces that could agglomerate public opinions, and the concept of civil society can never be realized. Therefore, public forums must be established based on people's concern with social issues. These citizens should be actively attentive to social issues, communicate with a mature and reasonable attitude, and follow the rule of mutual respect in the process of communal affair discussion. One of the crucial routes for social value establishment is to reach for public consensus and identify collective values. Moreover, in the process, the participants should trust each other, endeavoring to find effective methods that could promote, develop, search for, and verify possible consensus.

### LIMITATIONS AND FUTURE DIRECTIONS

Based on the SJT, an experimental research method, this study referenced methodologies of cognitive integration, provided meticulous analysis procedures to establish the internal validity, and verified the external validity through foreign studies (Marshall and Lee, 1995). Therefore, the external validity can be further increased by investigating policy resource allocation in other areas and of relevant themes.

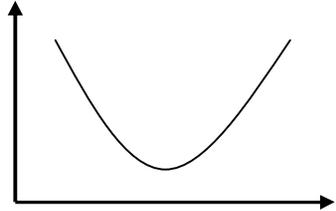
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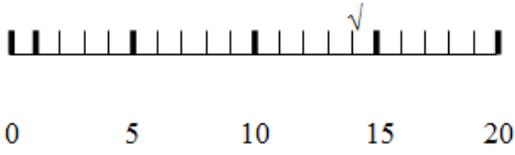
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Table 4: Summary of SJT Survey Results

	Civil Servants (60)			General Citizens (60)		
<b>Cognitive Consistency</b>	0.958			0.844		
<b>Weight</b>	The government ignores the issue and occupies an ambiguous position	Political parties manipulate public opinions for the benefit of elections	Social structures are unequal and supervision is not strict enough	The government ignores the issue and occupies an ambiguous position	Political parties manipulate public opinions for the benefit of elections	Social structures are unequal and supervision is not strict enough
	29	57	14	45	52	3
<p>The government ignores the issue and occupies an ambiguous position.</p> <p>The functional diagrams of the two groups showed positive correlation, indicating that the intensity of the phenomenon could significantly influence Kaohsiung City's allocation of policy resources.</p>						
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	29	57	14	45	52	3
<p>Social structures are unequal and supervision is not strict enough.</p> <p>The functional diagram of the civil servant group draws a parabola, indicating that the influence became increasingly significant whenever the degree of this variable was increased or decreased. The weight of the general citizen group was only three, too small to draw a functional diagram.</p>						

	Hypothetical decision making referential variable	Your judgment about “Kaohsiung City Government’s allocation of policy resources” (Check the corresponding rating of the scale)
<b>Scenario 0</b>	<p>The government ignores the issue and occupies an ambiguous position </p> <p>Political parties manipulate public opinions for the benefit of elections </p> <p>Social structures are unequal and supervision is not strict enough </p> 	

*Figure 3: Questionnaire example*

Description: On the left side of the above figure includes three hypothetical decision making referential variables.

The meanings of the rating scales are as follows:

 (Rating 1) indicating that the influence of the scenario is “minor”.

 (Rating 4) indicating that the influence of the scenario is “medium”.

 (Rating 7) indicating that the influence of the scenario is “high”.

 (Rating 10) indicating that the influence of the scenario is “extremely high”.

On the right side of the above figure, the scales “0”, “5”, “10”, “15”, and “20” signify that the three referential variables have no influence, minor influence, medium influence, high influence, and extremely high influence upon “Kaohsiung City Government’s allocation of policy resources,” respectively.