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兩岸交流管理與突圍之研究：
以臺灣二線城市花蓮赴陸外交經驗為例
2011-2015

**A Study on Cross-strait Exchanges
Management and Its Breakthrough:
The Case of Hualien Reaching Out to China
from 2011 to 2015**

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Abstract

In cross-strait exchanges, the central government plays the dominant role, while the role of local governments still malfunctioned. This paper examines the unique breakthrough of Taiwan local government on cross-strait city exchanges and the lack management of Taiwan central government on the issue.

It arises the following question: For Hualian, a resourceless second-tier city and located in remote eastern-part of Taiwan, its local government has brought considerable economic benefits through cross-strait exchanges; while it might also damage Taiwan national security and long-term development of cross-strait exchanges. What is the cause of this contradiction?

The intergovernmental contradiction between central and local government is for reason that the central government in Taiwan is reluctant to the management on cross-strait exchanges between cities. This paper found that the conservative management of cross-strait city exchanges is featured that the lack of central coordination mechanism, local initiatives and the intermediary support for local NGOs.

As for Hualien, located in remote area with insufficient subsidies from the central government, the strengtheness of Hualien competitiveness serves as the priority for its urgent need on reconstruction and economic regeneration,. That is to say, Hualian seeks economic benefits in the cross-strait exchanges is synonymous with the trend of enterprising city governance in the era of globalization.

In other words, it also features that in the context of cross-strait relationship, Hualian is forced to participate in independently due to the lack of intergovernmental mutual trust and poor communication and leads to Hualien local different agenda under the table, being a coming contentious government.

This paper concludes that the management on cross-strait city exchanges may be difficult to completely dominant by the central or the locals alone, the whole concepts also relies on share responsibility except for centralization and decentralization. This concepts of new management may initates the local government to actively expand its interests, but not bragging the role of local government on the both side.

While the central government should open the channel for the locals, especially the dispute of Six-cities in Taiwan has caused great challenges for domestic city governance in order to avoid intergovernmental tension on the topic of cross-strait city exchanges.

In conclusion, it is suggested that local government can effectively play a mediating role between the central government and local non-governmental organizations on both sides of political or grass roots level exchanges for the sustainable development of cross-strait city exchanges.

Keywords

City governance, Cross-strait exchanges, City diplomacy, Second-tier city

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Chapter I Introduction

In tandem with the Zeitgeist of glocalization, Cities gradually shift to the frontier owing to the frequent exchanges between cities in economic, cultural, educational and other diplomatic activities as much as that between countries. On the one hand, cities enhance active exchange links with international cities across the border; on the other hand, cities attempts to be internationalized and strengthen national competitiveness as a key player in global community.

According to the latest prediction of United Nations released on July 2015, it shows that by 2030, global population will grow from the current 7.3 to 8.4 billion.¹(UNDESA report, 2015)

In 2050, the population will grow to 9.7 billion; a two-thirds of the world's population will live in cities. Therefore, innovation of city will be as a force for changing the global future and city diplomacy comes the positive benefits and brings a win-win situation.

1.1 Motivation And Purpose Of The Study

In the face of cross-strait economic cooperation framework agreement (ECFA) and the Six-cities in Taiwan, the new economic breakthrough on the both sides and the political local autonomy in Taiwan makes cities playing a pivotal role in cross-strait relations aside from sovereignty dispute. How to carry out cross-strait city exchanges for maintaining local competitiveness serves as a targeted purpose for Taiwan city governance.

The purpose of this study is to examine the unique breakthrough of Taiwan local governments on cross-strait city exchanges and the lack management of Taiwan central

¹ UNDESA report, "World Population Prospects: The 2015 Revision", launched today. World population projected to reach 9.7 billion by 2050, 29 July 2015, New York, <http://www.un.org/en/development/desa/news/population/2015-report.html>

government on the issue. It arises the following question: For Hualian, a resourceless second-tier city and located in remote eastern-part of Taiwan, its local government has brought considerable economic benefits through cross-strait exchanges; while it might also damage Taiwan national security and long-term development of cross-strait exchanges. What is the cause of this contradiction?

1.2 Hypothesized Proposition And Research Framework

This paper proposes a hypothesized proposition that Hualian, a resourceless second-tier city and located in remote and eastern-part of Taiwan, its local government has brought considerable economic benefits through cross-strait exchanges; while it might also damage Taiwan national security and long-term development of cross-strait exchanges.

The intergovernmental contradiction between central and local government is for reason that the central government in Taiwan is reluctant to the management on cross-strait exchanges between cities as well as the importance role of local governments and indigenous non-governmental organizations.

The proposition can be interpreted as the following logic-relevant subpropositions: (1) the concept of Enterprising city governance formalizes new cross-strait city exchanges; (2) for global competitiveness, Hualian aims at performing cross- strait city diplomacy while it shows the malfunction of intergovernmental realtions in Taiwan; (3) How is Taiwan central government reluctant to the management on cross-strait exchanges between cities.

Based on the aforementioned propositions, this paper designates the following sub-logically outline related to five chapters as the Research Framework including exploring the Research Motivation and its Purpose, and assuming the Study Definition and Related Theory, Research Approach and Methods as first chapter; by reviewing the

socio-environmental factors in Asia and the cross-strait in recent years to figure out the Zeitgeist of global city governance related to cross-strait exchanges as the second chapter; in the third chapter, it tries to illustrate how Hualien reaches out to China and make a breakthrough as an example of Taiwan's city diplomacy on the both sides; in the fourth chapter, through data collection and content analysis, it tries to explore the main reason why the incoordination between intergovernmental relations; the fifth chapter is the conclusion and arises suggest on the future study.

In this paper, the study range is from 2011 to 2015 in tandem with the Cross-Straits Economic Cooperation Framework Agreement²(ECFA) and Taiwan Five Cities Upgrades, it not only features the new economic status on the both side and the new local autonomy in Taiwan, but also represents the cross-strait exchanges to reaches another new milestone.

1.3 Literature Review And Methodology

1.3.1 Research Theories

In tandem with globalization, city governance emerges as the Zeitgeist ingurgitates the global community. It mainly refers to how city's reposition to sustainable development and involves in the local government, public interest and its integration which overall focus on city public services.

However, whether the city governance related to national development will prone to the spectrum of "interdependence" or "win-win situation", it remains a hot-debated issue in the era of global city competition.

² "Economic cooperation framework agreement is a bilateral economic agreement between the Republic of China (Taiwan) and the People's Republic of China (China Chinese) (commonly known as "cross-strait"). It was proposed by the ROC government in 2009, Taiwan President Ma Ying-jeou deemed to strengthen economic important policy development; after the first agreement signed June 29, 2010 in Chongqing, the subsequent trade in goods, trade in services, investment protection and dispute settlement agreement negotiated since expanded.

Professor Zhujiu Xia proposed that city governance sometimes contradicts national development in globalization era when referring to the national land readjustment.

That is to say, for all countries in the world, some national land are economical useless which leads to the city administration against the national policy while involving in political interest such as political representative seats and votes.³ (Zhujiu Xia, 2008)

This paper examines the contemporary city governance theory, which gradually make a transition from traditional management to the enterprisal one. Since 1985, seven out of eight capitalism countries have proposed the possibility of city governance relating to innovation and enterprise-oriented. In recent years, it especially arises universal discussion in advanced city, which even across national borders and ideology.⁴(Harvey, 1989).

Generally speaking, the main concept of enterprising city governance is regarded as a private enterprise working on public governance. In global economic competition, cities work as risk takers and active competitors while the key to success is resorted to the ability of investment and keen marketing. For cities awaiting reconstruction and economic, its basic task is to strengthen the competitiveness in global competition.⁵ (Leitner&Garner, 1993)

In comparison, the traditional management puts emphasis on scarce resources allocation and public rights, which city mayor is always regarded as a social gatekeeper of city resource; while the enterprise-oriented management is driven by inter-city competition, or the hollowing out of the central government authority, both initiates the local government anticipating investment from private partnership.⁶(Knox and Pinch, 2000).

³ Zhujiu Xia (2008) Global economic competition, value creation and administration of regional challenges redistricting forum · 2008-1-15

⁴ Harvey, D. (1989), From managerialism to entrepreneurialism: the transformation of urban governance in late capitalism, *Geografiska Annaler*, 71B(1):3-17.

⁵ Leitner, H. and Garner, M. (1993) The limits of local initiatives: a reassessment of urban entrepreneurialism for urban development, *Urban geography*, 14(1):57-77.

⁶ Knox, P and Pinch, S (2000) *Urban social geography: an introduction*, Harlow:Prentice Hall.

Moreover, except for investment-friendly environment, the concept of enterprise-oriented city governance contains special purpose and clarified strategy to promote innovation and spirit of enterprise as the core of the city development and economic renergation.⁷ (Chapin, 2005)

How local government seeks economic sources and establishes effective local governance mechanism in the context of globalization? From the Taiwan scholar perspective, in order to attract global investment and expand city's global influence, modern city often tries to establish direct contact with foreign city and organizations. It does not only feature frequent exchanges of global cities but also make a room on the both side.⁸ (Fang Shanshan, 2014).

1.3.2 Definitions Of The Study

In definition of cross-strait exchanges, this paper has divided it into political, economic, social and cultural aspects. In every aspect, there are many small items such as cross-strait negotiations⁹, disease control¹⁰, academic exchanges¹¹, exchange of books¹², performing arts exchanges¹³, intellectual property exchange¹⁴, media exchanges¹⁵, cultural exchange¹⁶ and

⁷ Chapin, T. (2002). Beyond the Entrepreneurial City: Municipal Capitalism in San Diego. *Journal of Urban Affairs*, 24(5):565-581.

⁸Fang, Shanshan. (2014). "Cross-strait exchanges policies compare Tainan flat horse reign", Tainan: Kung University master's thesis Political Economy Research Institute.

⁹ Shao, Zonghai. (2002). "WTO whether to provide a breakthrough in cross-strait talks deadlock communication channels." *Chinese mainland research*, 45(5):57-71.

¹⁰Yang, Kaihuang.(2003). "SARS epidemic on cross-strait exchanges under review", "National Policy Forum" (July 2003), pp. 44-52; Su Yi Ren, <cross-strait exchanges and Disease Control>, included in the "cross-strait exchanges and national security - group policy will "cross-strait exchanges and national security" international Symposium :406-42

¹¹ Chen, Tesheng, Chen, Chinchun. (2001). "Development and evaluation of cross-strait academic exchanges - A Taiwan scholar perspectives investigation." *Taipei: Prospect Quarterly*, 2(1):67-104

Chen, Tesheng, Chen, Chinchun. (2005). "Cross-strait academic exchange policy and Operations Evaluation" *Taipei: Prospect Quarterly*, 6(2): 35-82.

¹² Zhou, Sucheng.(1999) "strait exchanges and cooperation of Library and Information: Retrospect and Prospect." *Mainland China Studies*, 42(1): 37-53.

¹³ Liu, Sheng Ji. (2005). "Development of cross-strait exchanges of Performing Arts (1988-2004)." *Mainland China Studies*, 48 (3):111-145.

¹⁴ Liu, Sheng Ji. (1999). "Books of cross-strait exchanges." *Mainland China Studies*, 42(11): 43-65.

¹⁵ Hsiao, Chen-Mei. (2000). "cross-strait exchanges and interaction print media review." *Mainland China Studies*, 43(9): 103-116

exchange of science and Technology¹⁷.... Etc....

The other important definitions of the Study is “City Diplomacy”, which features as a political cross- strait exchanges, including the official visits, official meetings, the ties of sister city, global city friendship partner.

In the era of globalization, city emerges as a pivotal role in global community for its function to initiate nation progress and cushion international conflict. Moreover, City exchanges can shorten the socioeconomic gap and cultural barriers. However, in the fierce competition between cities, how city leader creates a friendly environment for foreign capital flows and international talent brooks no delay.¹⁸ (Ohmae, 2006)

In early nineteenth Century, after the collapse of the Napoleon Empire, the Vienna conference of 1814 redrew the Europe to establish a sovereign state as the most basic body of modern diplomatic system. Subsequently, the role of city in international relations is slightly reduced. The city diplomacy has reboarded the stage until the Zeitgeist of globalization. And it has been widely accepted as an international behavior carried out by the local government. According to the city government and Local World Federation (UCLG), city diplomacy can be defined, as a vehicle for local government to make social cohesion and conflict prevention, and its goal is to create a stable environment, so that people can live with peace, democracy and prosperity.¹⁹(Sizoo Alexandra, 2007).

Some scholars have also proposed different views of city diplomacy. Pluijm& Melissen, two scholars from the Holland Institute for international relations, believe that city or local

¹⁶ Hsiao, Chen-Mei. (2000). “Arts community exchanges across the Taiwan Strait .” *Mainland China Studies* , 43(3): 113-129.

¹⁷ Hsiao, Chen-Mei. (2000).” Decades of cross-strait science and technology exchanges.” *Chinese Mainland Research*, 43(1):47-61.

¹⁸ Ohmae, K. (2006). "Advice for Taiwan leader." *CommonWealth Magazine*(347): 230-233.

¹⁹ Sizoo Alexandra,2007.City diplomacy concept paper. Peace-building of United Cities and Local Governments Policy Statement. City Diplomacy Committee.

governments performs city diplomacy to gain local interest in international political arena.²⁰ (Pluijm& Melissen, 2007).

Except for international relationship, Lin Jiacheng believes that the city performs active city diplomacy in a variety of formal or informal international activities or topic network, by sharing city's successful experience and insightful ideas , solving problems and seize opportunities for city development. ²¹(Lin Jiacheng, 1998)

Wu Yingming and Zheng Mingda argued that, city diplomacy resorts to global interdependence. For the central government, city diplomacy doesn't not make intergovernmental equivalence and cooperation into practice, but also maximize the overall national diplomatic interests; for the local government, city diplomacy doesn't only make city autonomy into reality, but also dominate the right of discourse.²² (Wu Yingming, Zheng Mingda, 2001)

From the perspective of the aforementioned scholars, cross-strait city exchanges has emerged as hot-debated topic, while the paper found out that there are only few relevant academic literature and studies in the past few years. Wangjia Chau also analyzes that the prominent frequency exchanges of government and people on both sides doesn't seems sprout the academic studies focusing on the city's role in cross-strait relations comparing to the academc studies relating to the central government.

One study focused on the phoneomon of Taiwan local government reaching out to China from May 2008 to 2010, it pointed out: in 25 Taiwan cities and counties, only 17 (68%) of local mayors have went to China for city diplomacy. What's more, 8 counties (32%) of local

²⁰ Pluijm and Melissen: City diplomacy:the expanding role of cities in international relations,Netherlands institute of international relations, clingendael, april 2007.

²¹Lin Chiacheng. (1998).” Status and Prospects of Taipei city diplomacy. “New Century Thinktank Forum (3): 15-20

²²Wu, Yingming, Zheng Mingda.(2001). "Global and Local Governance" seminar [City] diplomacy and global governance papers.” Kaohsiung: Shou University, Dec. 14:1-16

mayors were relectant. ²³(Wangjia Chau, 2012)

Another study analyzed what's policy the 6 cities in southern of Taiwan make in cross-strait exchanges, it found out: there are still rare and limited efforts to be made, but for mainly focus in the field of agriculture, traffic and cultural tourism.²⁴ (Ding Renfang 2014)

Jason Hu, the former Mayor of Taichung City has unique points of view. He points out that local government aims at economic and trade interests in performing cross-strait city diplomacy. The purpose is not only to find the market, but also to enhance the market in China. Therefore, the core objective of interaction between Taiwan local government and China mainly concentrated in the economic and trade, cultural and academic exchanges and cooperation on the level of agricultural science and technology industry. ²⁵ (Hsu Wenying, 2010).

To sum up, regardless of its political intention, cross-strait city exchanges has attracted escalating attention in international community for the reason that city's level serves as a supplement role to national diplomacy. City diplomacy is not only involved in official visiting, but also related to public exchanges. For instance, when the cross-strait relation gets intensed, city exchanges on the both side will maintain the possibility of the development of bilateral and relations. Therefore, the cross-strait city exchanges may serve as a vehicle for city to metamorphose local characteristics into global diversity culture, and become the power to change the future of cross-strait relations. The expecting changes and the global phenomenon remains a hot-debated issue to dicussed.

²³Wang, Jinzhou. (2012). "Taiwan cross-strait exchanges counties objects Analyze." *Global Political Review*. Issue 40:165-188.

²⁴ Ding, Renfang. (2014). " Southern Taiwan and cross-strait relations: structure from disintegrating KMT in southern Taiwan county government's view of cross-strait exchanges policy." Taipei: Taiwan Elite Press.

²⁵Hsu, Wenying. (2010). "City Breakout: Taiwan cross-strait city exchanges Mayors thinking." *Kaushiung: Journal of Urbanology*, 1(2):127-160.

1.3.3 Research Approaches

Different from the traditional perspective of political parties by the north and south of Taiwan or the official interaction, this paper aims at two approaches of Subaltern Realism and New Multilateralism in the field of International relations.

This study took Hualian, a second tier city in eastern Taiwan, as an example. By examining the local government communication strategy, it tried to analyze how Taiwan central government take management on cross- strait city exchanges.

In 1980, Ayoob Mohammed first proposed the famous theory of "Subaltern Realism", a critical reflection on traditional realism of Kenneth Walt.²⁶ (Ayoob, Mohammed, 2002)

Subaltern Realism mainly decided to understand the behavior of the third world countries, and it provides an analysis tool for their main problems and causes of the conflict. What's more, Subaltern Realism emphasized the differences of the third world countries and criticized the mainstream theories of international relations exclude third of the world but industrialized countries. It served as an alternative concept of national security, and represented the shortcomings of the traditional international relations theory.

Subaltern Realism has also been applied to understand the behavior of the ASEAN countries in Southeast Asia. Narine argued that ASEAN countries took concerned about the relative benefits rather than long-term interests for the reason that the ASEAN countries are generally the third countries and not economic and military independent on industrialized countries. More specifically, the ASEAN countries usually have interaction with their neighbors, especially in the field of national security. What's more, they are reluctant to the issue of international security but make efforts to those countries with similar

²⁶ Ayoob, Mohammed(2002): "Inequality and Theorizing in International Relations: The Case for Subaltern Realism", *International Studies Review*, Vol. 4, No. 3., pp. 27-48

characteristics.²⁷ (Narine, 2009)

This paper believes that the Second-tier City is generally under development. In order to maintain local political authority and economic interest as a priority, Second-tier City not only economically relied on external metropolitan, but also usually has interaction with their neighboring cities with similar characteristics. It also argued that Second-tier City took concerned about the relative economic benefits rather than long-term interests such as national security.

Different from the traditional multilateralism which focused on international anarchy, New Multilateralism emphasised on solving international problems through multilateral means, and to ensure the peace of International Society.²⁸ (Yuan Yi, 1996)

New Multilateralism criticized on state-centered institution of traditional multilateralism. In tandem of globalization, it argued that countries have misfunctioned to various problems. Therefore, the concept of decentration and the bottom-up process served as the framework with the concerted effort made by government, international enterprises, citizens and non-governmental organizations in a multi-level interaction.²⁹ (Zhou Kejin, 2006)

This paper also applied New Multilateralism into cross-strait city exchanges. By performing cross- strait city diplomacy, Local government cooperated with its people to participate in the international community. The bottom to the top of international participation sprouted the local competitiveness and effectively influenced the international decision-making and achieved fairness and justice for all. What is so-called "the mechanism of cross-strait city

²⁷ Narine, S. (2009). "ASEAN in the twenty-first century: a sceptical review." *Cambridge Review of International Affairs* 22: 369-386.

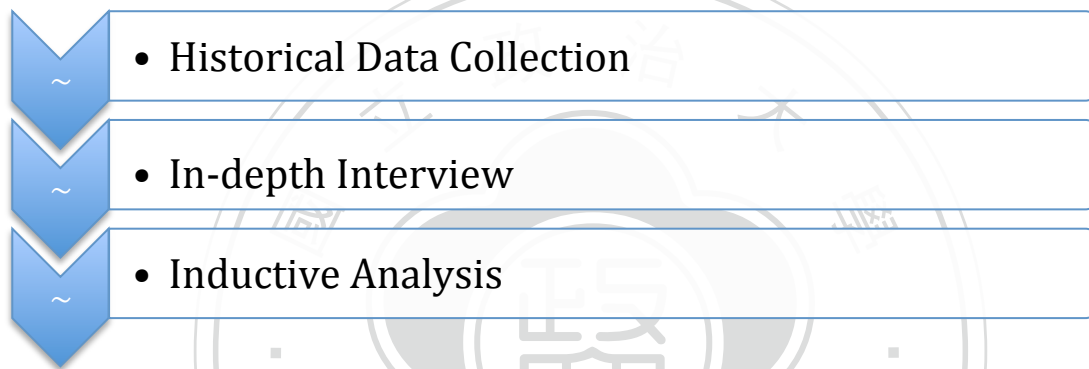
²⁸Yuan, Yi.(1996). "Multilateralism and Security Dilemma cooperation under the: Theory of International Relations and US-China relations. " *Problems and research*, 35 (6): 1-17.

²⁹ Zhou, Kejin. (2006) . "From multilateralism to a new multilateralism - a theory of international changes of thinking." *International relations theory*. 7: 26-32.

exchanges” gradually initiated by the cooperation and coordination between 3 level key players including citizens, local government and and state.

1.3.4 Research Methods

Except for Subaltern Realism and Multilateralism, this paper applied the historical data collection and Semistructured In-depth Interviews as the main research approach. Based on the empirical evidence and interview result, this paper took inductive analysis to conclude the qualitative research as the result.



In this paper, main interview respondents contains Haulien local officers and non-government organizations in the field of politics, culture and education, agriculture, tourism.

In process of Semistructured In-depth Interviews, it conducted a face-to-face interview on the record with the concurrence of respondents to be transcribed into document text, this paper doesn't only detail the interviewee's opinion as the attached appendix, but also labeled each result in English letters. The respondents, his working places coded number and interview date is as the followings:

Field	Working place	Respondent	No.	Interview Date
Politics	Mayor office of Hualien Country	Anonymous secretary	A	2016.2.1
Economic	Agriculture division of Hualien Country	Anonymous Chief Director	B	2016.2.4
Culture	Aborigines division of Hualien Country	Anonymous Chief Director	C	2016.2.3
Education	Hualien Association for Reading Confucian classics	Incumbent Chief manager	D	2016.2.4
Tourism	Hualien Corps	Former manager of marketing division	E	2016.2.2

By conducting semistructured in-depth interviews, the interviewee has prepared a series of structural problems in advance. And the questionnaire added up for different interview situation and time limitation. For the purpose of the study, it will initiate the interviewee more in-depth information and insightful opinion in the process of interviewing.

Based on the interview results, this paper hopes to understand the issue of Hualien, Taiwan's second-tier city, how it reaches out to China, and what kind of issue the cross-strait city exchanges involved in?

The questionnaire has been divided into three parts. First of all, it aims to understand the concept, the changing and types of the Hualien County Government performing cross-strait city exchange. Secondly, through the issue of how Hualien reaches out to China, this paper questioned the current strategies, substantial progress and difficulties of cross-strait city

diplomacy in Taiwan. Finally, it came to analyze on the intergovernmental relations between central and locals in Taiwan and tried to figure out the current restriction and regulations in Taiwan. The questionnaire of in-depth interview is as the followings:

To whom it may concern

I am a graduate student of International Master's Program in Asia-Pacific Studies, College of Social Science, National Chengchi University. Appreciate your kindly help to accept my interview, and I would like to visit you on the day you might available. For your reference, the interview outline is as the attachment:

What is your job titles and duties in Hualien county government?

How long have you working for performing cross-strait city diplomacy in your post?

Q1, According to your experience, when does Hualien county government get start to perform cross-strait city diplomacy? What is the main idea and purpose for Hualien to reach out to China?

Q2, In your opinion, what kind of opportunity and threat for Hualien county government to perform cross-strait city diplomacy? what is the socioeconomic environmental factor which pose threat to Hualien?

Q3, According to your experience, what strategies does Hualien county government manipulate to make a breakthrough on the both side? What is chacteristics of its management model?

Q4, In your opinion, what kind of benefit does Hualien county government obtain in process of performing cross-strait city diplomacy? Is it the long-term interest with low reward or short-term interest with high reward?

Q5, According to your experience, what attitude or policy does Taiwan central government take to the Hualien county government working on cross-strait city diplomacy? Do you have suggestion on the Taiwan management on cross-strait city exchnages? Is there any emergency needed for your duty to promoting the cross-strait city exchnages?

Chapter II The Zeitgeist Of Cross-strait City Exchanges

In tandem with globalization, it is believed that the national competitiveness resorts to city! The concept of “city competitiveness” gradually takes place with “national competitiveness”. More specifically, the theory of city governance formalizes new trendy of cross-strait city exchange, which serves as the vehicle for city with insufficient central financial subsidy to seek economic source and establish an effective local governance mechanism? Therefore, a various cities create more possibilities for cross-strait city exchange conditions.

2.1 The Contradiction Between City Governance And National Development In Taiwan

On June, 2011, the Ministry of the Interior quickly upgrades of Taiwan five-cities including New Taipei City, Taichung city, Kaohsiung city and Tainan City. Along with Taipei, the capital city of Taiwan, the Six-cities merging upgraded to a municipality features a new panorama in Taiwan's autonomy history.

Why Taiwan urges to combine national land through upgrading city and county? According to Zhujiu Xia, member of the Ministry of the interior review team, he pointed out that "metropolitanization " emerges as the Zeitgeist for nation's development.

Therefore, it brooks no delay for Taiwan government to allocate administrative regions and rescale metropolitan areas under the competitive global society. ³⁰ (Zhujiu Xia, 2008)

What kind of threat will pose to Taiwan city governance after five municipalities upgrades and compete to each other?

According to former prime minster Su Zhenchang, he argued that the change of local

³⁰ Zhujiu Xia (2008) Global economic competition, value creation and administration of regional challenges redistricting forum · 2008-1-15

electoral system initiates a new era of "feudal rule".

It poses a great challenge to central authority for the reason that the local governor obtains more resources, more number of representative voters in politics. These higher authorized local government strives for making lives and its policy sometimes contradicts the national policy. What's worse, it challenges the dominant position of central government on cross-strait relations, what is the so-called "Yeltsin effect".³¹ (CommonWealth Magazine, 2011-4-28)

Lu Yucheng, the associate professor of Public Administration Department of Taipei University, he also points out the most tricky part is the competition between cities for the national tax income may serves as a pool for cities, the Five-cities may take advantage of other non-upgraded cities. That is to say, the original goal of upgrading cities is to balance regional development, while it leads to national resources get more concentrated in upgraded cities. With fear of be marginalized, non-upgraded cities strive for being competitive rather than being sacrificed silently. Lu Yucheng really felt the vulnerable counties' worrisome.³²(Business Weekly, 2009-6-29)

Former Taiwan governor James Soong felt worrisome about the financial allocation in standard of uniformity. It refers to the positive relation between county population and resources allocation. However, the difference between urban and rural areas gapping emerges as a major problem in city governance. The new Fiscal law doesn't profit the resource insufficient city, all resources flows to the central and Six-cities.

He argued that the administrative level of Five-cities is tantamount to municipality, even

³¹Editor of CommonWealth Magazine (2011, April 28)【behind the scene】"Why rush to push Taiwan counties and cities to upgrade?" CommonWealth Magazine. <http://www.cw.com.tw/article/article.action?id=5009471>

³²Lin Yingqiu (2009, June 29) "Who is the big winner after cities and counties merged and upgraded?" Business Weekly <http://www.businessweekly.com.tw/KArticle.aspx?id=37084>

worse to five provinces. It brooks no delay to keep the non-upgraded from edging. ³³(The United News, 2010-5-29)

What is the blueprint for the non-upgraded cities? Xia Zhujiu believes that the Northern, eastern and Southern part of Taiwan is comparatively economical competitive. He proposed that Hualien and Taitung in the Eastern part of Taiwan marginalized into "specialized administrative zone" similar with Hokkaido in Japan. And the goal is aimed at developing ecological and sightseeing interests.

As for establishment of specialized zone in Kinmen, Lianjiang and Penghu, its purpose is to make tie with three outrigger islands of Taiwan and prevent from alliance with China.

The difference of city governance has arised in Taiwan. Take Hualien for example, the county major Fu believes that the East Development Fund should be invested on the construction and development, such as the international F1 racing games, sightseeing show, racetrack, villas, golf course, drive Hualien no chimney industry, while Xia Zhujiu argues that the central government has invest a fortune on the construction of the Eastern part.

He believes that the East Development Fund should be invested for micro industry, for the sustainable development of professional talent cultivation and industrial structure which would initiate Hualien's competition and soft power. ³⁴(The Journalist, 2013-12-24)

To take Kinmen, Matsu and Penghu, three Counties of Taiwan as another example, those county mayors has adovated the three-links policy for both side visitors including the shortening the Kimen residentship to China, the visa waiver of mainland tourists to Penghu and Matsu, which inconsistent with Taiwan central government policy.

³³Hong Zhaojun (2010, May 29) "Soong blasts the new Five upgraded cities and counties." The United News <http://dignews.udn.com/forum/trackback/trackback.jsp?wid=N&aid=5630812>

³⁴Huangqin Ya, Zhang Zhihao (2013, Dec 24) "Backyard Legends, Fu Kun-chi staged as the no-party", The Journalist <http://www.new7.com.tw/coverStory/CoverView.aspx?NUM=1398&i=TXT20131218142525G1B>

Except for the Five-cities, whether the other counties will be rapidly marginalized remains a question. This paper argues that the contradiction between Taiwan intergovernment may resort to national development and city governance. What's worse, the upgraded Five-cities has gapped the central and locals. For Taiwan, city governance has transitioned from Managerialism to Entrepreneurialism "

2.2 The Expansion Of Local Authority After The Diaoyutai Incident

In 2012, the controversy over the sovereignty of the Diaoyu Islands³⁵ has arose international relations chaos, which referred to the Japanese governor of Tokyo, Shintaro Ishihara, who claimed to "buy" Diaoyutai island, along with Japanese Prime Minister Noda Kahiko to stands for "nationalization" of the Diaoyutai. In fact, the dispute was provoked by the local governance rather than the central one, what is so-called the local foreign affairs.

The main reason may resorts to local autonomy; there is no clear prohibition for Japan local government from getting involved in international affairs. As of the cold war, economic recession has inqurqitated Japan. In tandem with globalization, Japanese local governments has suffered huge difference of central subsidy, citizen welfare and tax income, both of which leads to the city diplomacy as a new vehicle gradually to relief local economic problems, to actively bargain with the central govenremnt policy, and to contradict the national foregin affairs.

From the perspective of the Diaoyu incident, which has extended to anti-China movement

³⁵The Japanese government later Diaoyutai event (Japanese: the nationalization of the Senkaku Islands), from Japan, Tokyo Governor Shintaro Ishihara's policy. Shintaro Ishihara, the Tokyo Metropolitan Government in order to obtain the immediacy of the Diaoyutai jurisdiction and administration, launched in Japan Diaoyutai activities from public donations to purchase private hands. [1] In the end, September 10, 2012, the Japanese government formally to 2.05 billion yen (166 million yuan) acquisition of Diaoyu Island South Island, North Island from Kurihara Hiroyuki hand, payment and registration in the same year on September 11.

of Japan³⁶, city diplomacy of Taiwan local government may also gradually become a hotbed of anti-Chinese movement of Taiwan, partly for the reason that some cities eager to obtain e China investment, while another citeis terrified and try hardly to keep distance from the China.(The Beijing News, 2012-5-19)

In the turf war of Taiwan with Six-cities, how local government seeks economic sources and establishes effective local governance mechanism in the context of globalization? From the Taiwan scholar perspective, in order to attract global investment and expand city's global influence, modern city oftens tries to establish direct contact with foreign city and organizations. It does not only feature frequent exchanges of global cities but also make a room on the both side.

2.3 The Metamorphosis Of Cross-Strait City Exchanges In Tándem With Taiwan Sunflower Student Movement

From March 18 to April 10 in 2014, the Sunflower Student Movement has broke out in Taiwan, also known as the 318 student movement and the incidence of Congress occupation.

The social movement was initiated by Taiwan college students and civic groups jointly to occupied the legislature at first, and later on called for hundreds of thousands of people went on the streets for the unsignment of Cross-Straits Economic Cooperation Framework Agreement Taiwan (ECFA) and resumption of talks on the both sides.

The Sunflower Student Movement has metamorphosed the cross-strait relations in deeply and broadly scale. The main controversy resorts to the Cross-Strait Service Trade

³⁶Zhang Yi (2012, May 19) "China's response to Japanese right-wing politicians threatened "Acquisition" the Diaoyu Islands." The Beijing News. <http://news.qq.com/a/20120418/000093.htm>

Agreement passed by Taiwan legislature Yuan on August 17, 2010. ³⁷(Apple Daily, 2014-9-27)

More specifically, Cross-Strait Service Trade Agreement serves as the implementation of ECFA and invigorates the future economy development on both sides.

As for China, its economic model relying on export trade growth is difficult to maintain in global competition. Therefore, China is on the path from export industry to domestic industry. As for Taiwan's blooming service industry seems to supplement to China service industry mature. The final purpose is to make each entity into an alloy.

Cross-Strait Service Trade Agreement involves in sensitive cross-strait relationship with a wide range industry. There are positive benefits for most industries, while may pose a threat to some industries. The agreement still remains undoubted for Taiwanese people. They believed that the agreement lacked of fully communication with its people. That is to say. It is so-called the procedure of black box. Finally, the aforementioned sunflower student movement demanded that the government should launch of cross-strait agreement supervision, before the formal service trade agreement to the formation of student movement exit.

In fact, local protest always takes place in Taiwan when the issue is related to the sensitive cross-strait relations, such as direct flights, the signing of ECFA. Taiwanese are quite worrisome about pro-China policy will pose a great threat to national security and national independence. Although this dispute or controversy happens is inevitable, but a large-scale protest outbreak for the first time.

To examine the socio-environmental factor of sunflower student movement may resort to frequent cross-strait exchanges. This paper argues that China tries hard to manipulate city

³⁷Li Hua Cho(2014, Nov 27) "Sunflower metamorphosed and transited cross-strait relations." ,Apple Daily <http://www.appledaily.com.tw/appledaily/article/headline/20141127/36232375/>

diplomacy strategies to reunificate Taiwan including more economic benefits, business investment, formalize Taiwan public opinion and especially focus on the southern Taiwan. The main targeted audience is the farmers, even deeply got in touch with the grassroots opposition in the township of Taiwan city.

Take Taiwan's presidential election in 2012 as the example, the Beijing authorities not only make every effort to financially sponsor local smaller parties but also to show sincerity to Democratic Progressive Party in ruling counties. Thorough cross-strait city exchanges and great amount of agriculture product procurement, Zheng Lizhong, Director of the Taiwan Affairs Office, has engaged in every corner to communicate with Taiwan local folk in Taiwan North Central and Southern part.

While the 2014 sunflower student movement has served Taiwanese fear of frequent cross-strait exchanges formally on the table. Taiwanese are so worried about China invasion that democracy and freedom of Taiwan will gradually get lost in the future. The fear is that

China might buy the most beautiful scenery or the most representative company in Taiwan.

Will it be acceptable for Taiwanese? To prepare and check the open tide for China's blooming economy, the first priority is national strategic interests!

The Sunflower Student Movement can be regarded as an important index of cross-strait City exchanges. It not only caused the suspense of cross-strait cities economic and trade, but also led to the defeat of Taiwan KMT party in local election. By analyzing on the election result, observers argue that it has shown Taiwanese concerns on frequent cross-strait exchanges.

According to Chen Zhirou's latest research in 2015, a scholar from Academia Sinica, the

Sunflower Student Movement has turned Taiwanese's political attitude upside down.

Referring to cross-strait political issue, 46% of people trusted DPP rather than 34% of whom trusted KMT. In comparison with the result in 2013, only 34% people trusted DPP less than 43% of whom trusted KMT, there have been significant "reversal".

Zhou Zhihui, the scholar from Academia Sinica in China, he argued that the Sunflower Student Movement has weakened the ability of Ma administration to promote and prolong the development of cross-strait relations. He also believes that the Sunflower Student Movement regarded as the warning for China re-adjusting its policy toward Taiwan in cross-strait city exchanges.

From the perspective of China, this paper found out that Taiwan sunflower student movement could be regarded as China's policy failure in cross- strait city exchanges. By reexamining the policy that China has purchased a great amount of agricultural products and invested abundant money in Taiwan domestic cities, the Taiwan people still lack of sensitivity of China's wellness.

As far as Taiwan cities considered, it is a foreseeable future that China may metamorphose its strategies and keep strengthening on local farmers careness, and even make every efforts to tie with the grassroots by signing up yearly or monthly contract of purchasing agriculture products. Therefore, sunflower student movement might somehow create more possibilities for cross-strait city exchanges.

2.4 Summary

The globalization comes indutability trend of the development of city governance, while the Six cities in Taiwan represents the obvious gap between central and local on the dispute of national land development and city management.

With the insufficient central financial subsidy, how the locals to seek economic source and establish an effective local governance mechanism?

This paper argues that local government strives for making lives and cross-strait exchanges emerges as a vehicle for local interests. Therefore, the prospective of local mayors sometimes contradicts the national policy. What's worse, it challenges the dominant position of central government on both sides.

However, except for Taiwan national security, a positive and peaceful development of cross-strait relations emerges from the consistency of Taiwan city governance. The difference between the intergovernments refers to the city only consider short-term local interests at the expense of the long-term national security and the development of cross-strait relations.

Since the Sunflower Student Movement in 2014, China government has reviewed its policy on the cross-strait city exchanges. Whether Taiwan local government will become the "hotbed" or "opposing power" to cross-strait relations remains a question for discussion.

Chapter III How Hualien Reaches Out to China from 2011 to 2015

According to a study analyzing on the frequency of Taiwan mayors of city and counties paying official visit to China from May. 2008 to Oct. 2010, it pointed out that only 17 out of 25 mayor has officially visited China while 8 of those were absent. Except for Keelung, there were 7 cities reluctant to work on cross-strait city exchanges and located in the eastern and southern part of Taiwan, including Ilan, Hualien, Taitung, Chayi, Tainan, Kaoshiung and Pingtung countries. ³⁸(Wang Jiazhou, 2012)

This paper took Hualien as an example for the reason that it serves as a resourceless second-tier city and located in remote eastern-part of Taiwan, its local government has brought considerable economic benefits through cross-strait exchanges since 2011; In the process of cross-strait exchanges, city or county mayor really plays a pivotal part to vie for local economic interest to be city development supplement of insufficient subsidies from the central government.

Fu Kunchi, the County mayor of Taiwan's Hualien, opens his arms to Chinese official visitors. He pointed out that the Zeitgeist of cross-strait exchanges is approaching and look forward that Hualien may serve as a bridge on the both side. ³⁹ (Eastern Daily News, 2012-9-14)

Fu Kunchi also argues that China is not only the second biggest economy in global market, but also the most surplus trade nation to Taiwan market. As for Hualien, tourism industry is the most prosperous business. The stability of cross-strait relations plays a pivotal role in development of Taiwan city industry. Through regular cross-strait direct flight, we hope to

³⁸ Wang, Jinzhou. (2012). "Taiwan cross-strait exchanges counties objects Analyze." Global Political Review. Issue 40:165-188.

³⁹Editor of Eastern Daily News(2012, Nov. 14) "ARATS chief led a delegation to visit Hualien "Eastern Daily News http://eastnews.tw/index.php?option=com_content&view=article&id=27572:2012-09-13-16-54-29&catid=3:political-economics&Itemid=40

bridge the gap of people, share success experiences on cooperation of bothside development.

⁴⁰ (2015 Taiwan Dongdaemun - Hualien Tourism Economic Forum, 2015 12/11)

From the database of the Ministry of Interior in Taiwan, the paper found out that Mayor Fu Kunchi has visited China for cross- strait exchanges at a total 12 times from 2011 to 2015.

By categoring the exchanges topic from top to the lowest frequency, as the following list respectively: cooperation on direct flights (9 times), promotion on organic agriculture (9 times), promotion on medical tourism (8 times), cooperation on economic and trade development (3 times), cultural and educational exchanges (2 times).

In this paper, the interview respondents contain Hualien local officers and non-government organizations in the field of politics, culture and education, agriculture, tourism. From the experiences of Hualien's cross-strait exchanges, it focused on promotion of local characteristics industry, infrastructure of the cross-strait network and value up local education and culture. For its priority goal on local economic and trade development, Hualien Implementating the strategies by performing official cross-strait city diplomacy as the followings:

⁴⁰ "2015 Taiwan Dongdaemun - Hualien Tourism Economic Forum" 20151217, sponsored by the Hualien County Government; Corp. Taiwan Competitiveness Forum hosted Society; Mr. Wang Education Foundation, KPMG accounting firm KPMG joint Jianye, Taiwan Business Federation, Farglory Cultural and Educational Foundation, Taiwan Hospitality and Tourism University jointly co-organized the "2015 Taiwan Dongdaemun - Hualien Tourism economic Forum" on December. 11 Ri (Zhouwu) false Hualien Fullon Hotel held a number of forums to invite scholars and experts and business people for the "Youth livable venture Dongdaemun new economic zone, "" Dongdaemun sustainable Tourism development "and other topics heated discussion.

City Diplomacy Breakthrough

City
Alliance

Traffic
Network

Issue
Manipulating

Public
Private
Partnership

3.1 Cross-strait Alliance Of Second-tier City

Since 2008, Taiwan has been fully engaged in official links to China, while Hualien is reluctant to work on both sides not until 2011. To embrace the Zeitgeist of cross-strait city exchanges, county mayor plays pivotal part for its leadership and ambition serving as the supplement to national diplomacy.

In the relationship between Taiwan and China cities, the brotherhood of Taiwan Hualien and China Guangxi can be regarded as broad and deep illustration. In 2011, Hualien made for the first time alliance officially with Guangxi. it is also the first time that Taiwan local city make an official ally with China local province.

Hualien County Magistrate Fu Kun-chi, he expressed particular that the alliance between Hualien and Guangxi is a historical result under the limitations of regulations, laws and international situation. Hualien county serves as the first local government to break the limitation and make act to work in an concerted effort with Guangxi province. In alliances ceremony, the representative of the both side all wished to promote mutual understanding on cross-strait city exchanges under the framework of Guangxi's 14 cities with Hualien's 13 towns. ⁴¹ (Eastern Daily News, 2011-4-27)

⁴¹ Wang Guorong (2011, April 27) "Fu: Hualien as the leader and bridge for cross-strait integration" Eastern

The main reason why China Guangxi selected Taiwan Hualien County as an ally is for their similar characteristics such as the similar weather in the Tropic of Cancer, the similar population with many ethnic groups living together, the same geographic location with facing the Pacific Ocean. More specifically, Guangxi province and Hualien County are quite in common and supplement to each other in tourism, agriculture, marine, fisheries, culture and other industries.

From the perspective of Taiwan Hualien, China Guangxi may serve as a strategic position to ASEAN. China Guangxi is the only province which located next to ASEAN interland and sea. China Guangxi has look forward to deepen economic and trade cooperation with ASEAN. The longterm goal aims at becoming strong economic and trade area in food, machinery, metallurgy, petrochemical and other 5 billion industry within next decade.⁴² (Want Daily, 2012-7-25)

Since the cross-strait economic cooperation framework agreement (ECFA) took into effect in 1999, not only the number of mainland tourists visited Taiwan increased, but the delegation of provincial government of China visited Taiwan more actively. The most speciality is the memorandum of understanding between Taiwan Hualien and China Guangxi.

According to statistics, there are 23 mutual agreements on trade, cultural and tourism exchanges between Taiwan Hualien and China Guangxi.⁴³(Want Daily, 2014-2-21)

From 2011 until 2015, it has set a record for 105 memorandum of understanding on the

Daily News

http://www.eastnews.tw/index.php?option=com_content&view=article&id=8226:2011-04-27-02-04-09&catid=3:political-economics&Itemid=40

⁴² Chen. Xiulan (2012, July 25) " Guangxi trade and economic delegation:Deepen economic and trade exchanges with Hualien." Want Daily <https://tw.news.yahoo.com/廣西經貿團直飛花蓮-深化交流-213000980.html>

⁴³ Peng Wei Lin(2014, Feb 21)" 105 MOU accomplished between Guangxi and Hualien in 4 years." Want Daily <http://www.chinatimes.com/realtimenews/20140221005223-260409>.

bothside. To elaborate it, there were not 109 groups to the amount of 4117 persons invited to visit China Guangxi, but total 260 cultural exchange activities from China Guangxi took place in Hualien. The exchanges between Guangxi and Hualien contains all stratum of society, from high-level official visits to local people.

It is so-called the concerted efforts to be made of comprehensive visit and mutual understanding on the both side involves in agriculture, tourism, education, women, vulnerable, children, tribal folks and Aboriginal arts and culture aspects.⁴⁴(The China Times, 2015-4-22)

3.2 Cross-strait Competition For Traffic Network

Convenient transportation and information have both prompted the global planarization. In an inevitable rivalry game, city governance in the cross-strait relations has transited to network link from bureaucracy concept.

With the opening of cross-strait direct flights in 2011, it represented a dilemma for Hualien, a comparable second-tier city in Taiwan, to ensure its city competitive advantage in global governance competition?

The mainstream discourse seems resorts to "North more than South, West more than East in Taiwan. Different from Northwestern coast is the most metropolitan area in Taiwan, it took geographical advantage with shortest distance to Chin and comprehensive.

In tandem with the integration of West Taiwan from Miaoli to the south, Yunlin to the north and west of Nantou, more than ten thousand square kilometers, six million of the population area, can be considered by "regional development" mode replaced for "joint development". The west area is expected to drive the development of Taiwan, to motorize the

⁴⁴Chen Zhihan (2015, April 22) "Deputy secretary of China Guangxi met Fu ". The China Times <http://www.chinatimes.com/realtimenews/20150422003769-260409>

internal development zones of Haixi Chinese and to get cooperation and internationalization with Hongkong, Xiamen and Shenzhen in the end of a Super Regional Alliance.⁴⁵(Hsu Wenying, 2010).

For Hualian, located in the eastern part of Taiwan, which is adjacent to the city Yilan and Taitung, respectively ruled by the green party and the blue party. Due to political factors, the "regional development" mode is impossible to unite the eastern part of Taiwan. To ensure Hualian competitive advantage and seek joint development to promote the development of East Taiwan, how to strengthen cross-strait intercity traffic network and information integration is goal and to intermedia the cross strait direct flights between Hualien and China cities is the main strategy to integrate a super zone.

Since Ma government took office in 2008, the opening of cross-strait direct flights has transited from regular weekend charter flights into regular charter flights and opened routes from the second city to first-tier cities.

In June 2010, the central and local governments initiated to strengthen the intergovernmental cooperation, not only contribute to Hualian and Chinese in Shandong province in Ji'nan City, Shanxi Province, Taiyuan City, Jiangsu Province, Nanjing City, Tianjin city and Hongkong city of ten, a total of 108 flights charter flights Hualian, Hualian inject sightseeing water, also being the bridge for the two sides to bear the affection.

Mayor Fu believed that in the global competitive market has large potential risks, how the local government of Taiwan to break the current cross-strait quota restrictions caused by the second city of insufficient resources and rational allocation in the premise of course and really to grasp the market opportunity, to develop supporting measures brooks no delay.

⁴⁵Hsu, Wenying. (2010). "City Breakout: Taiwan cross-strait city exchanges Mayors thinking." Kaushiung: Journal of Urbanology, 1(2):127-160.

Therefore, Hualian county mayor has paid various visits to China in 2011 including Taiwan Affairs Office Director Wang Yi and ARATS chairman Chen Yunlin. During the meeting, he pointed out that the current cross-strait airliner with 558 flights, are big city of a gleam of carve out, the International Airport is very busy, even with the use of the red eye. But Hualian have nothing at all to compete with.

He suggested that cross-strait charter flights limit should be cancelled, cross-strait direct air, not only fly Taoyuan, Songshan, Kaohsiung International Airport, put forward the idea of second tier city and the second tier city charter flights to fly. Hualien Airport is the most beautiful Taiwan airport, and Hualian is the most China tourists love tourist destination, should let tourists sightseeing arrive directly, as long as there is demand, there are tourists, should not be restricted to cross-strait tourism should frame, second tier city and the second tier city charter business on the fly.

Hualian county mayor Fu urged that cross-strait charter flights should cancel restrictions. He has gained the promised and support from China officials including Taiwan Affairs Office Director Wang Yi and ARATS chairman Chen Yunlin. It is said that Chen Yunlin will strive to promote cross-strait charter flights canceled restrictions and leave this topic to be discussed by the cross-strait air industry association agreement. ⁴⁶(CNA, 2012-9-13)

From the database of Ministry of the Interior in Taiwan, from 2011 to 2015, Hualian county mayor Fu has paid a total of 12 times visit to China for political contacts, including 4 times perioding for half a month. In his visit, it has arranged an alliance with Guangxi sister the provincial government leaders, or the VIP from Capital Beijing and populated Shanghai. What is interesting, it doesn't not only the city mayors to keep touch with, but also senior

⁴⁶Liu Jiatai (2012, Nov. 13) "Hualien strive to abolish restrictions of cross-strait charter flights" The Central News Agency http://www.taiwannews.com.tw/etn/news_content.php?id=2023472

official involved in.

In the traffic game, Hualien aims at opening cross-strait network for competing with first-tier cities. Since 2011, Mayor Fu has paid numerous visits to China more than ten provinces and cities to open direct flights between Hualien and China for 148 times in 2012 and following with 316 times in 2013.

Except for cross-strait direct flight, it is believed that Traffic network will bring amazing economic opportunities including actively expanding the international sightseeing cruise on Hualien Bay to attract more than thirty thousand overseas people.

Through interviewing results, this paper also suggested that leadership play an pivotal role in performing cross-strait exchanges. After Mayor Fu took the office by the end of 2009, he serves as pioneer to promote the development of cross-strait relations with main purpose of cross-strait business expansion which not only can overcome Hualien limitation of geographic and environment, but also enhance international tourism development in Hualien.

This paper analyzed on how Hualien reaches out to the cross-straits, it found out that the Hualien mayor performed shuttle diplomacy to actively visit Chinese City, and various provinces and cities in Chinese. The face-to-face way aims at establishing mutual trust, and gradually opening fly routes directly on both sides.

Different from passive attitude of Taiwan central government, this paper also found that the authority of cross-strait direct flights right resorts to civil aviation bureau. As for Taiwan Hualien government, all it wishes are to attract more central tourists. What's more, to open cross-strait airline for mainland tourists to Taiwan and by Eastern Hualien and Western Taoyuan at the same time to benefit Taiwan local tourism.

In the competition between first-tier cities and second tier cities, how Hualien to

maintain its speciality in cross strait relations? Since 2011, with the head of city shuttle diplomacy spirit to visit China each city, it has gradually opened the fly routes in Ji'nan, Hangzhou, Jiangsu, Shandong, Hebei Wuhan, Hebei Zhengzhou, Hebei Tianjin, Shanghai, Shandong Qingdao, Guangxi Nanning, Hunan and other ten provinces and cities Changsha. Haulien is currently actively seeking direct flights to Beijing and Hongkong first-tier cities, to attract more independent travelling mainland tourists for boosting local tourism.

Direct Flight between Hualien & China City list (2011-2015) Source: Bureau of Tourism and Civil Aviation Bureau website

	Open date	Go to site
1	2011/4/25	Nanning, Guangxi
2	2011/6/23	Changsha, Hunan
3	2012/4/25	Hangzhou
4	2012/5/7	Wuhan, Hebei
5	2013/2/24	Ji'nan, Shandong
6	2013/4/26	Qingdao, Shandong
7	2013/6/1	Tianjin, Hebei
8	2014/3/17	Zhengzhou, Hebei
9	2015/3/16	Shenzhen, Guangdong
10	2015/7/10	Shanghai city

3.3 Cross-strait Manipulation Of Political Issue

What is issue? And what is difference between issue and question? Referring to the political relations, problems and issues are usually convertible. According to Jamieson, "the problem is must be solved, and the issue was a political leader to confusion in the pursuit of

the career of the tool itself. "⁴⁷(Jamieson 1992). Another difference between problems and issues resorts to being labelled consciously in a deliberately condition for agenda setting.

According to scholar Ni Yanyuan, he has putted forward in dealing with issues. The corporate public relations mainly focus on how to management issues, and political figures and political relations in addition to management issues, but also further shaping and handling issues. The enterprise public relations issue management is mainly to master the trend of development and crisis warning, take countermeasures and actions of the master machine.

While the political and public relations issues in manufacturing control atmosphere, leading public opinion, control situation and coping with the opponent's offensive issues. Further, the issue of corporate public relations management is on "passive" early warning, while political issues are mainly about public relations operation opportunities to take the "initiative" and "effective prevention". The issue of the operation process, selection of political public pay more attention to "choose" and "frame", and set the issue in the media" issues "(agenda-setting). ⁴⁸(Ni Yanyuan, 2009)

To take sixth Jiang-Chen meeting in 2012 for example, Jiang Bingkun, the director of the Taiwan Affairs Office meet Chen Yunlin, the SEF chairman for cross-strait negotiation. The issue of meeting resorts to holding place in Hualian. In particular, the accident happened at the time for great casualties of Chinese tourist in Hualian. It is a moment to show humanitairain and condolence. Therefore, Hualian politicians tried to manipulate political issues and news value referring to Chen Yunlin show his condolences to the victims in

⁴⁷ Jamieson, (1992)Dirty Politics: Deception, Distraction, and Democracy, 352 Pages Halftones and line drawings

⁴⁸Ni Yan Yuan ,(2009)"Political Public Relations: Theory contemporary media and political operations, practice and criticism." Business weekly

Hualien.

This paper argues that the issues of cross-strait relations are opposite and controversial and stands for a terrain of engagement.

For manipulating political issues, Hualien politicians seized a good opportunity to focus on the problem of cross-strait initiative, launched and led the controversy. Especially through lobbying the central senior ruling party to the topic of this high-profile conference held in Hualien, it has created a public sphere and attracted the media discourse right. Although the it didn't make success, it has created a leading effect for Hualien's place on the both sides.

China senior officers and Hualien officials exchanges list (2012-2015)

Source: Hualien County Government Gazette and Keng Sheng Daily News

	Exchanging date	Exchanging official
1	2012/9/13	Chen Yunlin, chairman of China Association for cultural and creative group, the Straits Exchange Foundation Chiang Pin-kung and his first visit to flower
2	2013/5/11	China ARATS chairman Chen Yunlin and SEF before the former chairman Chiang Pin-kung revisit flower

3.4 Cross-strait Cooperation On Public-private Partnership

In principle, public-private partnership can avoid some political controversy in cross-strait exchanges both, because it does not involve the issue of sovereignty. In this paper, , in addition to the official exchanges on both sides of Hualien City, there are many commissioned non-governmental groups or organizations, such as agricultural products marketing company of Hualien county to market local agricultural products on both sides and

Hualien Corps to hold cross-strait cultural activities.

The way to form the cross-strait exchange and mutual understanding, to promote Hualien tourism and agricultural economic soft power are as followings:

(1) For cultural exchange, Hualien hosted the "cross-strait youth and elite leadership camp"

In 2014 and 2015, Hualien has held a "cross-strait youth elite leader camp", by the local government and the Shanghai Education Bureau mutual counterpart, and appointed by the "Hualien Chinese corps" for cooperation, on both sides of the elite colleges attract enrollment of students in more than eight hundred people. The leader of the camp to "now, youth services, youth services for the Hualien future" for the purpose, let young people know Hualien, like Hualien, develop, become the future of cross-strait social hope.

The camp has lasted for days and its main content includes economic cooperation mode, on both sides of the employment of university students, interpersonal interaction issues, let the young students to communicate with each other and learn from each other, but also through field visits, deepen the two youth cultural experience, understanding of both sides in the academic, economic and other aspects, cultivate young students international vision the.

In 2014, the first session of the Youth Leadership Camp's new elite took place to attract domestic political, National Taiwan University University and Tsinghua University of cross-strait Youth Leadership Camp let young students communicate with each other and learn from each other, but also through field visits to understand the two sides in the academic, economic and other aspects of the different.

All the teachers and students from Fudan University, Tongji University, Shanghai Jiao Tong University, Donghua University and Shanghai University of Traditional Chinese Medicine to enroll in Shanghai, totaling more than 600 people. The second session of the opening of

cross-strait students to communicate with each other, more than eight hundred people, and Taiwan outstanding young Chinese milestone opened two comprehensive exchanges, including 155 students from Chinese, top 22 heads and teachers, through the activities of mutual learning and understanding, enhance mutual friendship competition.

(2) For marketing of agricultural products, Hualian plans to set up a "county agricultural products marketing company in greater China."

Sunflower student movement has metamorphosed cross-strait city exchanges and showed public concerns for rapidly cross-strait exchanges. Later on, it does not only cause the shut down of cross-strait city exchanges in economic and trade field, but also the major defeat of the Kuomintang in local elections. It is believed that China has reviewed its future policies of cross-strait city exchange, for Chinese have invested so much money in Taiwan purchase of agricultural products and investment. The question may resorts to why Taiwan people do not feel, especially for local peasant. It is assumed that the investment and purchase of agricultural products can not directly reach to the small body and local farmer individually.

In this paper, in-depth interviews found that from the Taiwan sunflower student movement in reflection, can be regarded as China to Taiwan City exchange policy failure. China has been reviewing the future, for example Chinese is put so much money in Taiwan purchase of agricultural products and investment, why Taiwan people do not feel? The biggest problem may be in the Taiwan Chinese provinces or short-term investment, can not move people.

In response to the new trend of city exchanges, local city has considered that the the aftershock of sunflower student movement may lead to the shutdown of cross-strait trade and goods negotiations. In addition, China may strengthen its careness on city farmers, the so-called grassroots.

For Taiwan central government management, its approach is reluctant to considering the local geographical environment and economic characteristics for the different needs of each industry. While for local government, it brooks more delay to seek a way out in creating more possibilities for cross-strait City exchange beneficiary.

Hualian is planning on establishing "county marketing company of agricultural products", a platform for the greater China mechanism, agricultural exchanges and cooperation on both side. Hopely this platform would serves as the supplement for the lack of Central's negotiation to create business opportunities.

Led by the local government, this platform also aims at expanding the business scale, encouraging farmers or groups to participate in cross-strait organic certification exhibition and organic farm, counseling for cooperation contract and expanding local marketing ability.

The preliminary ideas of Hualian agricultural company is at establishing, large degree of freedom, strong, organic agricultural extension to both sides, or even to Hong Kong and Macao regions. At the beginning of Hualian agricultural company, business loss is inevitable. By interviewing, it is said that he market risk will take by Hualien county government as long as benefiting local farmers and making their life better.

3.5 Summary

In cross-strait city exchanges, Hualian aims at resolving the differences between the both sides, marketing Taiwan agricultural and cultural and creative Products, enhancing emotion through cultural exchanges and promoting medical tourism which is varied from politics, economy and culture field. Most importantly, the open of direct flight between Chinese city and Hualian initates the economic benefits of organic agriculture and medical tourism.

The strategies how Hualian reaches to China, including (1) through alleying with Guangxi

China, the first sister city on the both sides;(2) through mayor's shuttle diplomacy for Chinese political high class meeting, making both sides direct flight and competing with first-tier city sightseeing for actively seeking economic benefit ;(3) through manipulating cross-strait political issues, shaping the city image of welcoming and hospitality on both sides; (4) through public-private partnerships, working on the cross-strait events with local NGOs, such as the county agricultural products marketing company and Chinese youths education exchanges for adding up local tourism interests.

This paper argues that the implementation of cross-strait city exchanges serves as a clear strategy for Hualian transforming to global governance on the spirit of innovation and enterprise as well as the discourse of new economic development and infrastructure construction.

From the perspective of enterprising city governance, Hualian city diplomacy is tantamount to private sector governance on the basis of city economy competition, it take a role as risk takers (through public-private partnerships, working on the county agricultural products marketing company) and positive competitors (through both sides direct flight , competing with first-tier city sightseeing for actively seeking economic benefit).What's more, Hualian's wise investment and marketing capabilities (through manipulating cross-strait political issues, shaping the city image of welcoming and hospitality on both sides).

For Hualien, the second-tier city, it brooks no delay on reconstruction and regeneration of economic. The basic task of Hualien is to strengthen city competitiveness in line with the trend of transformation to global governance on the spirit of innovation and enterprise.

Chapter IV How Taiwan Government Enforces Its Management On Cross-strait City Exchanges

As far as Taiwan policy on the cross-strait relations, it is always the central government dominates the details and the relevant units implements and executes. Hence, the president's intention often makes the final decision of the cross-strait government exchanges. Scholars have argued that the cross-strait political dialogue between 1995 and 2008 sustains a impasse in the following with the shutdown of interaction and negotiation between Association for Relations Across the Taiwan Straits (ARAT) and Straits Exchanges Foundation (SEF).

The Kuomintang Party regained the power until 2008, which not only made the cross-strait tensions calm and integration, but also made achievements on economy and trades. It would be said that cross-strait policy of Ma Ying-Jeou is "sovereignty aside and trade first" compared to the one of Chen Shuibian is "sovereignty first and trade balanced".⁴⁹(Lin Wencheng, 2013:54).

The amount number of cross-strait personnel exchanges has doubled since May 2008. As for the Chinese Communist regime is the main source of the current Taiwan national security threat⁵⁰(Ding Renfang, 2005), why the local government continues its efforts to perform city diplomacy?

According to Hu Zhiqiang, the former mayor of Taichung City in Taiwan, the goal of interaction between the local government and Chinese is economic and trade interests, which don't not only find the market, but also enhance the city marketing in China.

⁴⁹ Lin, Wencheng. (2013). "Current status of Taiwan cross-strait relations and the future", included in Su, Tong Zhenyuan editor, "cross-strait relations opportunities and challenges", Taipei: Wunan Book.

⁵⁰Ding, Renfang. (2014). "Southern Taiwan and cross-strait relations: structure from disintegrating KMT in southern Taiwan county government's view of cross-strait exchanges policy." Taipei: Taiwan Elite Press.

From a pragmatic point of view, there is a high cohesion of cross-straits economic and trade. The local government can't ignore but seize the business opportunities for the reason that Chinese serves as the main overseas market of Taiwan.

In short, it would initiate local industry and economic development while the county mayors performing cross-strait city diplomacy.⁵¹(Hsu, Wenying, 2010)



4.1 Permissiom System On Cross-strait City Official Exchanges.

Generally speaking, city exchanges of the cross-straits are more concentrated on the official exchanges. That is to say, the political bias has changed Taiwan central government in its management.

The prirotiy standard serves as a permission system rather than inspection system. And due to lack of communication time and experience accumulation, multi-permissin system has formed through the case accumulation and processing mode.

To engage with Taiwan local government, China did not enjoy the right of "foreign affairs". If Taiwan local government wnato to enhance the cross-strait cooperation through the signing of a Memorandum Of Understanding (MOU), it must get permission to implement

⁵¹Hsu, Wenying. (2010). "City Breakout: Taiwan cross-strait city exchanges Mayors thinking." Kaushiung: Journal of Urbanology, 1(2):127-160.

in Taiwan central government review. Due to restrictions and censorship of cross-strait engagement affairs, central government aims to maintain its authority of cross-strait negotiation system. But for pragmatic cross-strait city exchanges inevitably involve in local government responsibilities, the central government must also lift properly limitation and implement flexibility permission principle, so that local government hopefully can play a mediating role in cross-strait exchanges

In this paper, it found out that the city function is still limited and central government failed to give full play to the city include alliance with the specific identity of the diplomatic personnel interaction system, described as follows:

(1) City Diplomatic Alliance

The Taiwan local government and local authorities Chinese cooperation behavior and alliances have related norms? According to Article fifth of the 1 regulations on both sides of the provisions of the first agencies in Taiwan local governments, the MAC authorization, and may not be Chinese people in the region, legal person, or other organization organ, in any form of negotiation agreement. Called "the agreement" the provisions of article fourth, according to the regulations of 2 third provisions, refers to the Taiwan area and the area between China involves the exercise of public authority or political documents signed by the subject matters.

In accordance with Article thirty-third of the regulations on both sides of the other 1 provisions, the people in the Taiwan area, legal persons, organizations or other institutions, without the consent of the competent authority, and shall not Chinese area party, military, administrative, political authority, group cooperative behavior in any form. With the provisions of article thirty-third of the 2 states, local government agencies in Taiwan or the

local legislature, not by the Ministry of the interior administrative affairs committee, in consultation with the approval of the Executive Yuan shall not agree with the local authorities Chinese area alliance.

As for the two municipal exchanges not involving the public power and political issues, the Ministry of the interior industry on the basis of article thirty-third of the regulations on both sides of 1 first and 33 2 of the first book "the Ministry of the interior cooperation behavior of local government and local authorities to review the China area or alliance reporting guidelines", and inform the counties in September 20, 2011 the government, local governments at all levels in accordance with Article thirty-third of the regulations on both sides before exposing the 1 and 33 of the 2 states and local authorities in the areas of cooperation or China alliance, according to the instructions for process management.

In other words, the Taiwan local government prior to the central government authorities for permission before signing cooperation behavior related documents with the mainland, as to whether must go through the local council, no standard. For the local government of Taiwan and foreign alliances (such as the sister city), the central government to a certain extent the space in addition to meeting notes, is submitted to the Executive Yuan for approval in advance, usually the central will agree, do not have too much interference. Chinese area sister city basically to the Ministry of the interior, the MAC audit, then reported to the Executive Yuan for consent, sister city exchange is the grass-roots exchanges between countries as standardized rigorous, signed by the inter city Memorandum Of Understanding (MOU) is not binding.

(2) City Official Visits

Taiwan's central government has informed and pressured out that the local city would

needs more pragmatic communication channels, according to the Taiwan cross-strait exchange Ordinance, 2008 implementation of the amendments to the civil servants in Taiwan "and the specific identity Chinese regulations governing personnel into the area. Relax the county long to China regional exchanges and civil servants to China significantly relaxed regulations. In addition to the deregulation of reason and reduced the scope of regulation, deregulation of non classified personnel is not restricted to quasi subject China, municipality mayor, county mayor, administrative personnel, the general public to visit and classified staff China, and simplify the application process to improve management efficiency, provides 10 grades of the following non related personnel from the internal organs can be approved. The other 11 grades above non classified staff transfers the interior ministry approval, municipality mayor, county mayor, chief general staff, classified staff and special classified staff review will be reviewed and approved by the Ministry of the interior.

In particular, county (city) pay visit to China to participate in international conferences or activities organized by international organizations, expand to participate in business activities with the county municipal or meeting. Simplify the review process at the same time, greatly shorten the time required to review, from the past to visit the land of 3 weeks before the application, adjusted for 1 weeks before the scheduled departure date to apply, please review to the Ministry of the interior.

(3) Taiwan local government as the host to invite Chinese delegation

In accordance with the "regulations Chinese people entering into the Taiwan area licensing procedures, apply to enter the Taiwan area China area people engaged in professional exchanges, should be approved to set up a professional and a field case organization and group certificate Taiwan invited units on behalf of the application. According

to the county government before exposing licensing regulations, prepare the relevant documents, vouchers to access the interior ministry Immigration Agency online bid system, apply for China area people to visit taiwan. The application China area people to visit Taiwan related procedures, by the Immigration Department Ministry of interior tube review.

4.2 Risk Management On Cross-strait City Non-governmental Exchanges

Different from the overall national security, in tandem with globalization, Taiwan central government has took the local economy interest and civilizens needs to consider the concept of risk management on cross-strait non-governmental exchanges in practice.

The so-called Risk Management refers to mainly from the government for consideration, the main content in every stage of the exchange. Since the Chinese Communist regime has always been hostile to me, and cross-strait relations with many uncertain factors, the central government in promoting cross-strait foreign city management, adopt prudent and gradual way, how to balance the face opening and management problems, which means to control, to reduce uncertainty and to minimize risk.

Since Ma administration took office in 2008, he made every efforts on improving cross-strait relations, and taking the stage on a relaxation of cross-strait policy. What the hot debated issue is the Financial opening and economic benefit, it remains a controversy between party and its people for the reason that it may endanger national security or excessive reliance on Chinese, including the controversial cross-strait direct flights and independent tourism from China.

(1) Limitation on mainland tourists to visit Taiwan

Take independent tourist from China for example, it can be divided into three categories population. Since 2002, the central government of Taiwan to open third class and two class

Chinese people to visit Taiwan; after 2008, the first open class Chinese area people to visit Taiwan, the number of tourists come to Taiwan Chinese sustained growth; From 2008 to 2009 years, has accumulated more than 160 thousand and 7 visitors to Taiwan for sightseeing. And since April 2009 a surge in the number of daily arrivals reached 4311 times the upper limit.

According to the MAC China tourists to Taiwan free press conference that opened in 2010, since the opening of mainland tourists, only 0.003% mainland tourists off the group (10 versus 3), compared to mainland tourists in Japan, the missing rate was about 0.09% (at 9), shows the mechanism of cross-strait agreement through set up the practical operation of the source management, entry examination, accident reporting and whereabouts of search and so on, the effect is very good, it is said that this is a minimal impact on society, and the great economic benefits for the people in the policy, at the same time, the government also shows trustworthy risk management ability. On this basis, to further expand the opening of mainland tourists to Taiwan, to promote the free, the government is responsible, step by step, the implementation of the principle of "policy really maximize the opportunities and minimize the risk."⁵² (MAC, 2011)

Due to the risk of Taiwan City Cross Strait Exchange, mainland tourists to Taiwan, cross-strait tourism agreement to the amount of control, compared to other countries with open arms, generosity, limit the number of Taiwan every day to come to Taiwan, since September 21, 2015, adjusted by the daily 4000 to 5000. In order to alleviate China tour entry permit application scheduling period is too long, Chinese tour will amount from November 21, 2015 to February 29, 2016, from the current general group and group quality daily 2500

⁵² Public information from Mainland Affairs Council of Taiwan, <http://www.mac.gov.tw/ct.asp?xItem=95844&ctNode=6241&mp=5>

(daily 5000), adjusted for the daily 4000 (day 8000).

In short, the government of mainland tourists by so-called "cap", visitors daily limit of 5000 people, 3 million people of freedom, that is to say, mainland tourists to visit Taiwan daily limit the number of 8000 people.

The Republic of China Tourist Hotels Association chairman Lai Zhengyi, suggested that the government should Chinese to fight again, in addition to the 26 free current city open, the next 54 can direct cross-strait City, the best are open to Taiwan for free; free pedestrian number can be sustained up to 5000 people, even in the future as long as the free regulations, not to have the maximum number of.

(2) Limitation on direct cross-strait flights

Due to China's substantial growth of economy in recent years, the people's consumption capacity and willingness to travel abroad, have become the international tourism market countries sit up and take notice, to the God of wealth.

How to strengthen cross-strait inter city traffic network is another focus of cross-strait City exchanges, cross-strait charter flights between the two sides of the Taiwan Strait is a charter airline, started in 2003 Taiwan flight since 2008 President Ma government open cross-strait links, direct flights between the two sides in 2008 after consultations, starting from the July weekend charter flights. Until December 15, 2008, the real implementation of cross-strait direct flights, start a normal charter flights, to provide more convenient and time-saving air services, but also to promote cross-strait economic and trade exchanges and prosperity in Taiwan open Taoyuan and Kaohsiung can operate regular flights in Taipei, Songshan, Taichung, Penghu, Hualian (Makung), Kinmen, Taitung and other six airlines for passenger charter flights; in Chinese is open in Shanghai (Pudong), Guangzhou, Xiamen,

Nanjing, Chengdu, Chongqing, Hangzhou, Dalian, Guilin, Shenzhen, Wuhan, Fuzhou, Qingdao, Haikou, Kunming, Changsha, West Shenyang, Tianjin, Zhengzhou, Harbin, Nanchang, Hefei, and Guiyang Ningbo, Ji'nan, Taiyuan, Nanning and Yantai, Changchun and western city can operate scheduled flights.

According to the civil aviation authority, it can bring the benefits through cross-strait flights (1) to reduce the transportation cost and time on both sides of personnel and goods, (2) can be formed on both sides of Taiwan direct division system, increase the competitiveness of Taiwan's industry and products in the world, (3) to cross-strait, Taiwan can make full use of the market China Taiwan, which has a greater chance of becoming the Asia Pacific operation center and logistics center, (4) with the convenience of direct flights between the two sides of Taiwan's existing production and research and development ability, can attract foreign investment, become a springboard for foreign enterprises to enter the market Chinese.

By reaching a consensus on both sides in 2014, it will be part of regular flights from the current 670 weekly round-trip flights and then increased to 828 classes per week, in other words a week and can increase the class 158, it is respectively on the fly 79 flights, will promote cross-strait travel sightseeing tourism and business flight demand.

However, in the face of both sides continue to open the market, but also involves the origin of cross-strait awareness of national security, the central government in Taiwan based on national security factors, the implementation of cross-strait direct flights limit, greatly limit the cross-strait tourism city development space.

4.3 The Lack Of Intergovernmental Coordination

Inter-city exchanges involving in various cultural, economic, tourism, sports, religion, health and other professional exchanges, cooperation mechanism of central and local

departments and units.

However, the central government of Taiwan for the local government to promote cross-strait City diplomacy, there is no specific treatment China Organization Affairs, Ministry of the interior related business by MAC, (Immigration Department and household registration department) and the Ministry of Communications (bureau of tourism and civil aviation bureau) and the Ministry of Education (cross-strait and International Education Department) according to the management responsibilities.

The number of pedestrians to sightseeing free limit for example, more mainland tourists to visit Taiwan in 2014 can not open, a lot of money consumption, the problem lies in the relevant government units of "individualism", the Tourism Bureau facing the industry pressure, agreed to increase the number of open, but due to the homework problems, starting from next month every day only increased by 1000 people, why a substantial increase, open to the free line number can uncover the mystery, is actually met the interior ministry Immigration Department this big stone "in the way", the industry hopes to open more, it is best not to have cap, but the tourism bureau gave in to the Immigration Department this, but in manpower, equipment considerations do not want to relax pushing for a long time, only agreed to an increase of 1000.⁵³ (Taidaily.com, 2014-06-17)

Similarly, the local government of Taiwan relative to the central government, it is lack of the cross-strait affairs unit, is also no clear policy of cross-strait exchanges.⁵⁴ (Ding Renfang, 2014), which promote the city diplomacy without specific organization China affairs, are often difficult to coordinate.

⁵³ Editor of Taidaily.com(2014, June17) "Mainland tourists help Kaohsiung deficit reduction" Taidaily.com http://taidaily.com/content_article_2431.html

⁵⁴ Ding, Renfang. (2014). " Southern Taiwan and cross-strait relations: structure from disintegrating KMT in southern Taiwan county government's view of cross-strait exchanges policy." Taipei: Taiwan Elite Press.

In this paper, through interviews found that the local government for the city diplomacy, it seldom give incentives to places in a timely manner to enjoy, including in the choice of political decision, political level meeting, financial subsidies and administrative power on Preparation and responsibility is insufficient, resulting in cross-strait policy implementation obstacles often occur, yet effectively establish a good the central and local processing mechanism, in order to promote the quality of communication.

A notable recent development trend is China since June 28, 2011, it shows the implementation of the free exercise of mainland tourists, allowed the people's Republic of China to the Republic of China Taiwan national license and China residents to Taiwan pass to personal travel way to the entry and exit of the Republic of China (Taiwan) tourism plan, the plan after the approval of the government the implementation of Taiwan counties unanimously agreed to the task force, have set up cross strait affairs working group, for the two sides gradually warm business, culture and tourism trends.

4.4 The Lack Of Local Intermediate Role For Bridging And Cohesion

Combined with the intermediate forces, it is a proper combination of intermediate groups, according to its function, its role as a bridge between the central government and grass-roots power.

At the early stage of cross-strait exchanges, the influence of the government of Taiwan three-link is not official policy, and not China contact, then must go through the non-governmental organizations to serve as the intermediary role, the Commission requested the Taiwan Red Cross services specifically for the people to go to the China family matters. People in the division of work China architecture, based on the MAC in 79 years for non-governmental organizations for Chinese Affairs Commission points, established in

accordance with the law of Corporation, grant consortium corporation or other people or groups, engaged in research on cross-strait affairs service; public power matters involving government commissioned (Straits Exchange Foundation SEF, SEF) and China contact negotiations, but the interruption in the government institutionalized cross-strait negotiation channel, and the downturn impasse, another revision of people on both sides have complex relations Ordinance, entrust other non-governmental organizations. Such as the other does not involve the public power issues, in particular, transactional, functional, technical issues, non-governmental organizations, whether Association, society, foundation, schools, institutions and other various non-profit organizations.

Taiwan City Administration for cross strait exchanges, the central government and the central local integration joint caused by the lack of coordination, without intermediary force, and the local folk organization cohesive force is not strong.

On the basis of the MAC in 102 years and the name of the fix release subsidies for cross-strait civilian exchanges work regulations, subsidies object is established according to law or registration of nonprofit groups, corporations, academic institutions and schools in the Taiwan area, but with the discomfort of political parties.

However, the legislative review found that the total central government budget, the MAC 103 annual budget of 20 million 879 thousand yuan, mainly to assist me in the non-governmental organizations for cross-strait exchange activities, Taiwan citizens show strength, promote the development of Chinese civil society, to apply for private non profit organization group for cross-strait cultural exchanges, seminars, seminars learning activities and other related activities, there is no clear explanation for the effectiveness of Chinese

Committee, the proposal to freeze funds.⁵⁵ (Legislative Yuan committee records)

Then, according to the MAC, the central from 100 years to 103 years 3 years to help corporation Taiwan Environmental Information Association, Taiwan Community Reconstruction Association of 23 NGO, 45 for environmental protection, social services and social welfare, community empowerment, women's rights NGO exchange activities. To aid in the nationwide non-governmental higher education of cross-strait youth exchanges belongs to the central government organization or under the jurisdiction of the central government, for guidance and in the nature of high subsidies to local NGOs, mostly by non-governmental organizations in efforts to let alone, Taiwan local culture such as Aboriginal, min and Hakka culture based the exchange is not easy to deep on both sides.

In this paper, through interviews also found that non-governmental organization "Hualian Reading Association" for the first time in 2013 September 28th, Shandong Qingdao teachers' Day ceremony in the promotion of cross-strait cultural and educational exchanges, for three consecutive years through the business community to Dundian, and visited the village in hosting classes and kindergarten, provided free of charge in Taiwan reading teachers to promote teaching, set up a total of 6 positions for 200 elementary and nursery service, for the first time in 2015 to promote cross-strait Ancient Chinese Literature Search examination, total local people and volunteer teachers and candidates in approximately 500 people, through the private non-profit organizations in the cultural seeds fall deep roots on both sides.

Interview results showed that cross-strait exchanges in the city of non-governmental organizations, although a large degree of freedom, strong, but due to "self financing", lack of

⁵⁵ Public information for 10th Committee records of the Interior Affairs Committee of Taiwan Legislative Yuan <http://misq.ly.gov.tw/MISQ/IQuery/misq5200Action.action?dCode=4000>

funds and human resources, causing local non-profit organizations to perform inter city exchanges effect cannot be continued deep roots.

4.5 Summary

The cross-strait exchanges is highly involved in politics, the city exchanges on the both sides is no exception; how Taiwan to achieve a balance between economic development and sovereignty sustainment put in an arduous situation.

In such paradox context of cross-strait city exchanges, central government of Taiwan took the concept of "risk management" into effect in order to balance the local economy and national security. With the concern of local decentralization may pose a great threat to the mainland affairs authority of the central government, the local government implement the cross-strait city exchanges is regulated by the "permission system".

The study found that the Taiwan management on cross-strait city exchanges is confined to national security, risk management, regulation of both people exchanges. It shows that the lack of coordination between central business units, and the dismissive of cooperation between central and locals. The obstacles of local implementing cross-strait city exchanges basically emanate from insufficient incentives to locals such as involving in decision-making of cross-strait exchanges, financial subsidies and administrative power.

According to the interview, Taiwan local NGOs are more active in implementing cross-strait exchanges, while prone to be random and lack of overall planning due to insufficient finance and self independently.

Comparing to China, the local NGOs are most established by government with more abundant manpower and resources, it takes advantage of communication and cohesion. The difference on the both side causes the unrooted result in cross-strait city exchanges.

Chapter V Conclusion

From the perspective of subaltern realism and multilateralism of international relations theory, along with case study interviewed in a way of in-depth interviews, this paper examines the breakthrough of the local government on cross-strait city exchanges and the lack of the central government management on the topic.

It takes Hualian, the second-tier city in the east of Taiwan, as a case study example and try to look up for the main reason of the contradiction between the intergovernments.

5.1 Research Findings And Results

The paper found that “enterprising city governance” has emerged as a Zeitgeist in tandem with globalization. What’s more, cross-strait exchanges between cities may pave the way for Taiwan local interests.

For Hualian, a resourceless second-tier city and located in remote and eastern-part of Taiwan, its local government has brought considerable economic benefits through cross-strait exchanges; while it might also damage Taiwan national security and long-term development of cross-strait exchanges.

The intergovernmental contradiction between central and local government is for reason that the central government in Taiwan is reluctant to the management on cross-strait exchanges between cities as well as the importance role of local governments and indigenous non-governmental organizations.

(1) Enterprising city governance serves as a Zeitgeist; Cross-strait cities exchanges pave the way for Taiwan local interests.

The dispute of Six Taiwan Cities in 2011, it shows that the central and locals takes different stance on national land development and city governance. The lack of financial

subsidies from the central to locals has gapping the intergovernmental relations and tempting the locals to seek its own interests and create more possibilities by the means of cross-strait exchanges.

Take Hualian for instance, its aims at the economic benefits by marketing organic agriculture and promoting medical tourism through performing cross- strait city diplomacy.

How Hualien reaching Out to China? It performs groundbreaking strategies with the spirit of enterprise to reconstruct the public sector. In the context of global cities economy competition, it plays the role as a risk-taker (working on public-private partnership cooperation of cross- strait marketing company for county agricultural products) or an active competitor (competing with the domestic first-tier cities and strive for sightseeing direct-flights in the cross-strait). For cross-strait city exchanges, Hualian is keen on implementing wise investment and marketing capabilities (shaping Hualien welcoming images through political issue manipulating).

As for second-tier city with urgent need on reconstruction and economic regeneration, the strengheness of city competitiveness serves as the priority. That is to say, Hualian seeks economic benefits in the cross-strait exchanges is synonymous with the trend of enterprising city governance in the era of globalization.

(2) The cross-strait exchanges create considerable benefits for Hualian; while it might damage Taiwan national securty and long-term cross-strait exchanges.

From the perspective of Subaltern Realism, the less developed city of Hualian would safeguard its authority as a priority. In order to perform the necessary functions of city and in the face of the political constraints in the economy and challenges, Haulien often depends on external sources for safety and economy.

It will only interact with the neighboring and characteristic-similarity cities (such as Guangxi Zhuang Autonomous Region). Hualien might concern about the short-term interests (economic benefits) rather than long-term interests (national security issues).

Although it might bring considerable economic benefits for Hualien by making the first allied with the city on both sides and negotiating with the China high ranks face to face. Hualien detoured the central regulation or even led the central decision-making right on the cross-strait consultations.

It also features that in the context of cross-strait relationship, Hualien is forced to participate in independently. The lack of mutual trust and poor communication between central government and Hualien leads to the local different agenda under the table, being a coming contentious government and posing a threat for central coherent mechanism. What is worse, it might also damage Taiwan national security and long-term development of cross-strait exchanges and remains discussing deeply.

(3) The conflict between the intergovernments lies in the lack of central government's active management on both sides.

This paper found that the lack of coordination in the central government, the lack of active management on cross-strait city exchanges and neglecting the role of local government and non-governmental organizations lead to the local different agenda under the table, being a coming contentious government.

In other words, the conservative management of cross-strait city exchanges is featured that the lack of central coordination mechanism and local initiatives including political decision-making rights, political level meeting, financial subsidies and administrative power as well as the intermediary support for local NGOs.

It seriously neglects that local government can effectively play a mediating role between the central government and local non-governmental organizations on both sides of political or grass roots level exchanges. Therefore, it often happens caused national barriers in the implementation of cross-strait policy with the inability of responding the local public opinion timely, and difficult to come to sustainable collaboration on the both side.

(4) In conclusion

To sum up, the central government play the dominant role in cross-strait exchanges, the role of local governments is still limited and failed to function.

This paper argues that the traditional relationship between the central and local is the concept of centralization and decentralization. In fact, the complexity of global public affairs has led to the rise of city governance. As if the implementation of cross-strait policy with the inability of responding the local public opinion timely, it arise the question that the management on cross-strait city exchanges may be difficult to completely dominant by the central or the local alone, except for centralization and decentralization , the whole conepcts also relies on share responsibility.

It is suggested that it might apply the multilateralism to the management on cross-strait city exchanges by “local governments” as a pivotal role for coordinating, mediating and linking the central and local grassroots in order to make a concerted efforts between citizens organizations, local government and countries for sustainable collaboration of cross-strait city exchanges.

However, the new management concepts may initates the local government to actively expand its interests, but not bragging the role of local government on the both side.

While the central government should open the channel for the locals, especially the

dispute of Six-cities in Taiwan has caused great challenges for domestic city governance in order to avoid intergovernmental tension on the topic of cross-strait city exchanges.

5.2 Research Limitation And Future Study

The research aims at on figuring out the main cause of intergovernmental contradiction in the cross-strait city exchanges.

By performing in-depth interviews for Eastern Taiwan second tier city of Hualien, the respondents are from local government officers and local NGOs related to cross-strait city exchanges in the field of politics, education, culture, agriculture and tourism etc.

The purpose of this study is highly political implication, there are two research limitations as the followings:

The data collection is limited: the targeted respondents are almost senior supervisors in office and reluctant to take participate in interview. In this case, it is a pity that the data collection is comparatively difficulty.

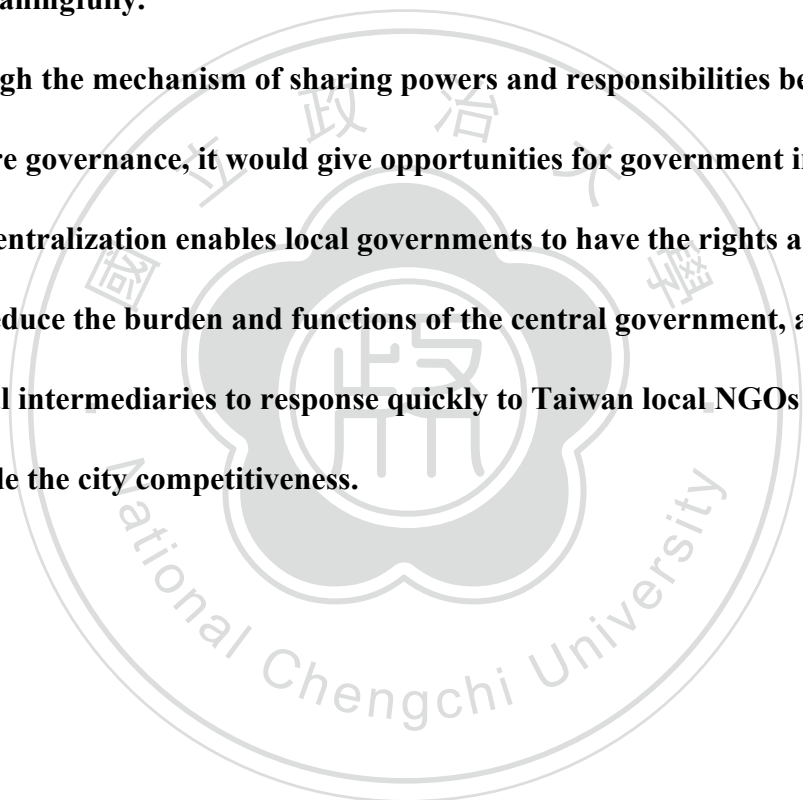
To avoid sensitive consequences: many respondents will avoid political sensitive words, to avoid the dilemma of administrative ethics and sensitive emotional consequences. In this case, it is a pity they give up some special cases and deeper pragmatic motivation.

For the future research, a chess game has battle up in the wake of opening cross-straits market. It is suggested that the concept of cross-strait city exchanges can serve as the muse for the national land plan and its management. That is to say, city governance and local characteristics lays main foundation in the cross-strait life circle. Each city represent a unique and special key player for the construction of an effective and groundbreaking Taiwan's cross-strait cities diplomacy blueprint.

What's more, it may rely on the future research for the central government to expand its

energy on cross-strait affairs to assist the locals well-integrated in the system such as the share of related experience, information, resources, operation and other aspects. Hopefully, it would gradually enrich mutual exchange energy, here are three suggestions as the followings:

- (1) From the perspective of each local mayors in Taiwan, it will understand public opinion and different role positioning of cities in the cross-strait city exchanges.**
- (2) From the perspective of Chinese city urgent need, it will match and promote Taiwan cities exchanges meaningfully.**
- (3) Finally, through the mechanism of sharing powers and responsibilities between the central and local share governance, it would give opportunities for government innovation . The authority decentralization enables local governments to have the rights and techniques, expected to reduce the burden and functions of the central government, and which will become a local intermediaries to response quickly to Taiwan local NGOs in civil society and to upgrade the city competitiveness.**



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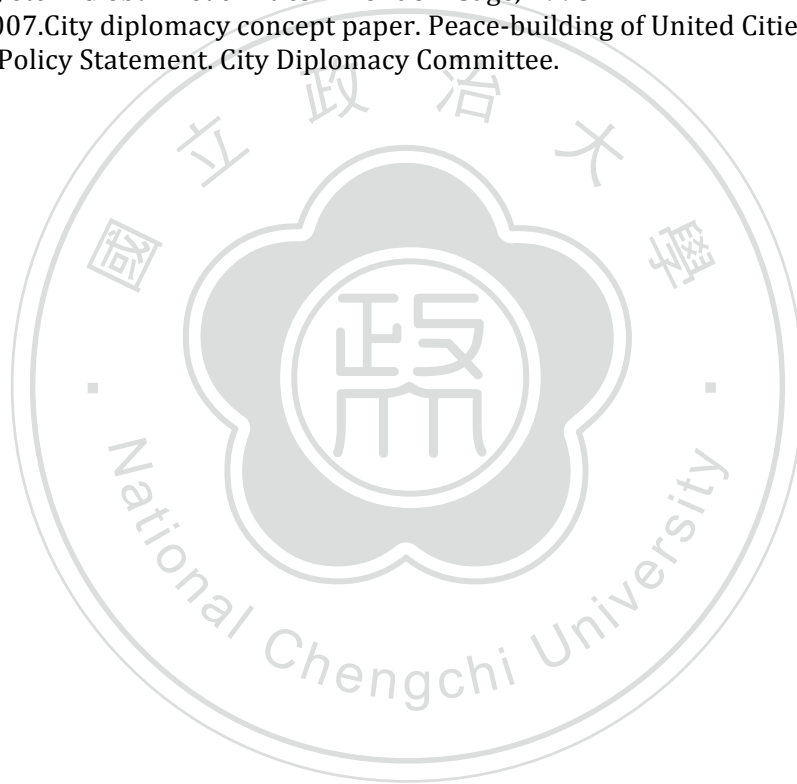
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Appendix

In-depth Interview On The Record

Field	Working place	Respondent	No.	Interview Date
Politics	Mayor office of Hualien Country	Anonymous secrtarty	A	2016.2.1
Economice	Agirculture division of Hualien Country	Anonymous Chief Director	B	2016.2.4
Culture	Aborigins division of Hualien Country	Anonymous Chief Director	C	2016.2.3
Education	Hualien Association for Reading Confucian classics	Incumbent Chief manager	D	2016.2.4
Tourism	Hualien Corps	Former manager of markeing division	E	2016.2.2

No. A

Respondent : Anonymous secrtarty , Hualien County Government

Years of service engaged in cross-strait city diplomacy : four and a half years From June 201

Interview Date : 2016/2/1

Interview Place : Office of Hualien Country Government

Q1, According to your experience, when does Hualien county government get start to perform cross-strait city diplomacy? What is the main idea and purpose for Hualien to reach out to China?

Since the end of 2009, Magistrate Fu Kun-chi took over in promoting local autonomous political management, adhere to the people-oriented concept of governance, to promote the development of cross-strait relations and international city alliance, which in cross-strait diplomacy City, Hualien County government play an active cross-strait exchanges of pioneer, urban governance can create for the concept of energy to enhance the city's international competitiveness.

Government is committed to good environmental policy, optimization Hualien medical tourism and tourism resources, improve the ground pluralism and cultural asset protection, and the Chinese city of Hualien to develop cross-strait direct flights, promote people on both sides to deepen exchanges, promote the development of international tourism Hualien city, and its purpose is to achieve "world city, sightseeing Hualien" policy targets.

Hualien county government to actively promote the city diplomacy, communication and global or Chinese elite urban youth, culture, tourism and trade, and actively participate in international or cross-strait tourism, accelerate the pace of internationalization, Hualien County to build a world-class environmental, religious, sightseeing, slow living, cultural and rural tourism original cultural capital, so in Hualien to the world.

Therefore, the focus in diplomatic connotation of urban organic agriculture, environmental protection, religion, culture, medical tourism, slow living tourism, economic cooperation, cultural exchanges and other aspects of ethnic minorities, as well as heads of visits, the county government exchanges, learn from valuable experience abroad to enrich County government building and content development, improve the quality of life of the prefecture and improving people's well-being at heart.

Q2, In your opinion, what kind of opportunity and threat for Hualien county government to perform cross-strait city diplomacy? What is the socioeconomic environmental factor which pose threat to Hualien?

Hualien County as an open international tourist city, in the face of the challenges of the Asian region and Southeast Asian countries and regions to compete with globalization, the county

must team with open arms, strode bravely move forward, never sit idle, rigid, to financial hardship for the county governance and 340,000 folks to create a people's happy to stay alive.

First, the threat from the point of view, under the impact of globalization, outside the world financial crisis turmoil, the central fiscal policy tightening in the aftermath of financial hardship and, approaching the debt ceiling, it is necessary to take into account the overall development of the county government, have to repay county high debt in the past, only to find ways to break through the dilemma Hualien "make bricks without straw" in.

From 1998 to 2009 frozen province, just ten years the debt limit ceiling Hualien County, the county took over in Fu county government to assume the first day up to 133 million yuan huge debt, the county for the previous financial hardship most, but for the well-being of the mountain folks, carry the burden of housekeeping, to cut costs, retrench county spending, and strengthen the administrative reform.

After finishing Tuzhi force, prefectural unemployment rate reached a new low, the chances of employment, household disposable income jumped, the policy so that the people felt. So far six consecutive years debt, pay interest, Daozheng borrowing habits, "People First Time" completely change the bureaucracy and timely solutions to the people's plight and petition cases, even a record six counties and cities in Taiwan policy satisfaction five stars award.

Secondly, talking about opportunities, global competition second International Garden City, Hualien County won the Class D group sponsored by United Nations Environment Programme, has become one of the country livable cities in the network voting activities Species "2015 Taiwan vibrant city" crowned "the most suitable leisure city" highly favored by users yearning for happiness and vitality of the city.

2015 "the world" happiness survey the city through random telephone interviews, successful observations 22 counties a total of 14,600 people found that people believe there are efforts to promote internal and external characteristics of the city county and city, six are to Tainan highest, six are non-places, Hualien County in the first place; mainland tourists Hualien County is a favorite tourist city.

County positive investment, active tourism development and marketing of high-quality agricultural products, medical tourism, cultural industries, fruitful. According to the Comptroller General Department of Statistics, in the first half of 2015 Hualien unemployment

list, only 3.5% unemployment rate in Hualien County, far better than other counties. In 2015 counties happiness index ranking, Hualien County is ranked first in the country.

While not entirely dependent Hualien mainland tourists, but the face of the president quasi Tsai Ing-wen took office, whether the steady development of cross-strait relations, cross-strait economic and trade exchanges and people can more forward integration, international economic and trade order and the gradual improvement in the financial markets and other factors, we must not be taken lightly, this is one of the major impact of the overall external environment facing Hualien.

Q3, According to your experience, what strategies does Hualian county government manipulate to make a breakthrough on the both side? What is chacteristics of its management model?

Hualien County as a pioneer of cross-strait exchanges, successfully taken Hualien unique governance structure, long-term specific benefits include: the three aspects of culture, economy and society, not only to promote cross-strait relations progress closely, and strengthen people's mutual understanding and tolerance, promote local economic industrial development, the peaceful development of cross-strait more concrete contribution.

Hualien county government and the central government to strengthen international cooperation, between June 2010, not only to promote common Chinese provinces, Shandong Province, Jinan, Taiyuan, Nanjing, Jiangsu Province, Tianjin and Hong Kong, a total of 10 cities, a total of 108 charter flights direct Hualien, Hualien sightseeing injection flowing water, but also for the two sides put up a bridge of affection.

July 1, 2010, when he was appointed party secretary of Guangxi Zhuang Autonomous Region Guo Shengkun (current State Councilor and Minister of Public Security), led by trade and cultural delegation arrived in Taiwan, which is the first after the two sides signed the ECFA Chinese provincial leaders visit Hualien County Magistrate Fu show Friends landlord grand reception, thus contributing Guangxi Hualien marry.

Since the Hualien County Government to promote pragmatic cross-strait people exchanges, by the Chinese media, and provincial and municipal leaders addressed. Between April 2011, when he was appointed Chairman of Guangxi Zhuang Autonomous Region Ma Biao arrived in Hualien chaired Guangxi and Taiwan trade and cultural forum, Guangxi and Hualien County

thirteen towns deepen exchanges, agricultural technology, tourism cooperation, open demonstration platform for cross-strait exchanges in Taiwan.

In the county the county team with folks and tourism industry to work together, the immediate benefits include Hualien tourism industry coincided with the development of Bo, Hualien County tourism increasing the total number of 2012, a total of flower-visiting tourists 8,907,462 passengers, compared with 2011 an increase of 1,398,549 people, land and objective light also increases the influx of nearly 200,000 people and will continue to grow.

Tourist Turnover: Tourism Bureau statistics, in 2009 Hualien County and tourist hotels only 29 billion yuan output value, after taking office in 2010 to the Republic of China in 2011 reached 3.5 billion yuan scale, in 2014 the output value of 4.8 billion yuan, the county hotel industry, Bed and Breakfast hire staff from 3,025 in 2009 30,000 people, until, in 2012 40,000 4,010 people, generate substantial employment opportunities.

Low unemployment, high employment growth: CLA survey Hualien County, the unemployment rate from 5.9% in 2009, dropped to 4.2% in 2012, ranking advancing sharply from 2009 through the first 16 Previous 7, 2013 to 4.14% for the first time in the history of Hualien below the national average of 4.2%. 2014, the first half of 2015 more 3.8%, 3.5% drop twice the national low.

Household income amplitude jump, first in the country: According to DGBAS statistics, Hualien County household disposable income in 2009 from the 650,000 yuan, the highest in the first 18 counties and cities in Taiwan, in last place, in 2011 75 million, a significant jump between the two took 10 million yuan, the first in the country to enhance the magnitude of advancing Taiwan's first 13.

2012 Hualien hotels and B & B Number of rooms Total 8,786 rooms, to supply the growing tourist crowds, estimated future years after sightseeing Travelodge industry output value reached 9.3 billion 74.35 million.

Q4, In your opinion, what kind of benefit does Hualian county government obtain in process of performing cross-strait city diplomacy? Is it the long-term interest with low reward or short-term interest with high reward?

Because of Chinese policymakers is dominated by the central government, and referred to the relevant units of the concrete implementation and execution. So Will and Idea president and

other central policy makers, often determines the cross-strait exchanges to the government. Domestic research scholars have described the period of China Chen Chinese strategy is to "clear the sovereignty, political and economic balance," while Ma's cross-strait policy can be described as "fuzzy sovereignty, economic priority."

In the framework of the ROC Constitution, the ruling by the President Ma central government continued to maintain the Taiwan Strait "no unification, no independence, no use of force" situation, uphold the "stick to the sovereignty, the people Hennessy," the policy positions taken "to maximize opportunities, minimize risk "pragmatic forward-looking strategy, progressive advance cross-strait relations, cross-strait peace and stability and create a new Bureau of.

On local governments, the Hualien County Government is to follow both the central government to implement the policy on cross-strait city diplomacy, the policy line taken by the "win-win", "rich people's livelihood", "youth exchanges" of deepening exchanges, promote cross-strait city to complement each other, mutual benefit, cultural exchange as the goal.

In terms of market segments in terms of positioning, Hualien itself is not political, industry and commerce of the city, must rely on their own unique advantages of conditions to play, Hualien internationally renowned world-class attractions such as the vast Pacific Ocean, Taroko Gorge, Taiwan largest Aboriginal harvest festival, is an important religious shrine originated, haze-free on both sides of the Pure Land.

The rate of the first county in the country, combining tourism industry and medical institutions, to promote international medical tourism. Forward the low carbon tourism, Broadwood experience slow travel. Front Clans. Active cultural diversity. Summer Love Carnival organized, let the world see Hualien. Deep ocean water, organic agriculture highest in Taiwan, enhance health of this food. Humanities advocate religious shrine spiritual environment.

Relatively speaking, Hualien County has unique tourism resources, China is becoming a city vacation travel to Taiwan, Sheng summer, not only to relax the soul leaving the body charged, so the alliance object does not set or only limited to a single Chinese provinces one city, welcomed the Chinese second-tier cities direct flights to Hualien. To narrow the gap between urban China and cross-strait Hualien closest distance, which is the fastest way to construct the cross-strait direct flights.

Magistrate Fu not spend public funds rate at their own expense the county team to China to expand the city marketing tour, open Jinan, Hangzhou, Wuhan, Zhengzhou, Tianjin, Qingdao, Shanghai, Macau, Nanning, Changsha, more than ten provinces and cities direct flights since 2011 2012 flight 147 sorties, 2013 flight 316 sorties, bringing amazing Lu merchants machine; actively expand the international sightseeing cruise by Hualien Bay, more than 30,000 people, creating huge economic benefits, active Hualien County tourism industry chain.

On cross-strait city public-private partnership, regardless of Guangxi, Shanghai, Beijing and other provinces and cities of China Folk Culture team, Hualien County Government has repeatedly received, and with the local culture troupes to give people a great Hualien County enthusiastic response, in particular, Hualien County is the lead planner in Taiwan cross-strait youth camp elite leaders, more richness, representativeness and significance of the times, the two youth exchanges and deepen cultural experience.

Q5, According to your experience, what attitude or policy does Taiwan central government take to the Hualien county government working on cross-strait city diplomacy? Do you have suggestion on the Taiwan management on cross-strait city exchnages? Is there any emergency needed for your duty to promoting the cross-strait city exchnages?

Magistrate Fu led the county team at their own expense, went to China more than ten provinces and cities from 2011 to 2012. He performed "city marketing" to make success, so that direct charter flights originally scheduled towards successfully promote Hualien and China more than 10 cities direct, to promote stable cross-strait relations, so that the benefits produced in Hualien three major aspects of culture, economy and society.

Presided over by the magistrate in charge will be reported, according to the Board at each business division, the relevant decisions after important matters, then leader of the Registrar personally visited bureau rate, because if the head of an important official to stay home, it will reassign deputy governor or the Secretary, Director of Bureau of Protection.

Other counties with the biggest difference is that most of the counties and cities to adopt public expense, however most of Fu County take their own expense, to reduce public spending. At the same time visit the land, mostly in China's immediate response to Taiwan media, take the initiative to explain the task to visit, let Hualien folks instantly informed.

Due to the lower bodies of local government, although the central authorities, but not without demand autonomy or development. To turn positive interaction between the two sides of the city, it should be a lot of support in the central place to learn about the local real needs and work together to promote the city diplomacy; where should joint cooperation with the central and more, greatly enhance the combat capability of China's overall diplomacy.

Because more and more scholars or head of government in a macro perspective, with urbanization issues common global mode of thinking, on the importance of international cooperation and exchange between cities. Central can also be a macro perspective, and actively engage in city diplomacy to fully grasp its diplomatic and competitiveness, and create a living space in the international competition.

City diplomacy on both sides, the most obvious is that people on both sides to deepen mutual trust and exchanges and promote positive interaction between the two sides of young students, enhance student understanding of Chinese democracy and freedom in Taiwan to enhance the depth of cross-strait exchanges arts, share creations with each other, the construction of cross-strait relations peaceful and stable development of the situation.

Mainland Affairs Council, Executive Yuan for urban local governments to promote cross-strait exchanges to maintain a positive attitude, and actively help the position, we are deeply sure. Promote positive interaction between the two sides of the city, mutual understanding, enhance social interaction and cross-strait economic and trade city, tourism and other development, the basis of cross-strait peace and stability and prosperity more consolidated.

If the direct cross-strait city, due to air traffic rights in the Ministry of Transport Civil Aviation Authority, was built to the Central timely rationalization of mainland tourists tourists do triage, let mainland tourists to Taiwan Hualien by East and West two Taoyuan hand, can also place AirPlus Tourism economy and industry. In the tourism industry part of the Tourism Bureau should be more support for the East counties to assist optimize the tourism environment, enhance the international competitiveness of tourism.

Respondent : Anonymous Agricultural Chief Director, Hualien County Government

Years of service engaged in cross-strait city diplomacy : four and a half years From June 2011.

Interview Date : 2016/2/4

Interview Place : Office of Hualien Country Government

Q1, According to your experience, when does Hualien county government get start to perform cross-strait city diplomacy? What is the main idea and purpose for Hualien to reach out to China?

Hualien City Hall in 2011 for the first time officially form an alliance and Guangxi, docking in Chinese provinces and cities and counties in Taiwan, which can be said to be a model for both sides, so that Guangxi related offices associated with Hualien County Bureau at each other at the Office of next to each other combine to promote the exchange of work, the conclusion of sister city with Guangxi, China with 14 provincial cities of Hualien City, 13 towns, engaged in the delicate organic agricultural exchanges.

Q2, In your opinion, what kind of opportunity and threat for Hualien county government to perform cross-strait city diplomacy?What is the socioeconomic environmental factor which pose threat to Hualien?

Hualien cross-strait agricultural Diplomacy biggest shock was the 2014 sunflower student movement caused by the KMT failed to pass through clothing trade agreements and the 2015 local government elections after the defeat, so that cross-strait cargo trade agreement Caguán, Taiwan's agricultural products can not be exported to China, for Hualien big impact in the marketing of agricultural land.

Q3, According to your experience, what strategies does Hualien county government manipulate to make a breakthrough on the both side? What is chacteristics of its management model?

First, by 2011, and Guangxi positive alliance to promote organic agriculture in Hualien. In 2012, the Taiwan Affairs Office and the National Hualien county level political contacts, hoping to open Taiwan's rice exports on both sides, cross-strait relations and trade policies have a direct impact.

Sunflower student movement occurred after 2014, although the Chinese put so much money for the purchase of agricultural products and investment in Taiwan, why can not the people of Taiwan feel, especially on the peasant economy has not changed, the maximum possible for the provincial Taiwan Affairs Office Taiwan counterparts, intermediate may cause problems, small farmers who can not directly reach.

Hualien Reflection middlemen exploitation case, in order to solve the production and marketing of organic agriculture, farmers make a better living, Hualien idea for the East established a fund set up semi-official nature between the Foundation and the for-profit company "Taiwan agro Ltd.", the purpose of the establishment of common lease distribution mechanism for a platform to serve the agricultural exchanges and cooperation between the two places, in order to compensate for the lack of agriculture will create opportunities Hualien agriculture, service trade dispute but filling the cross-strait cooperation mechanism to shut down the company, is currently awaiting further cross-strait relations become clear, both sides want to get high-level support.

Q4, In your opinion, what kind of benefit does Hualian county government obtain in process of performing cross-strait city diplomacy? Is it the long-term interest with low reward or short-term interest with high reward?

Hualien encourage organic farming, has become the province's largest organic cultivated area of the county. Hualien city diplomacy cross-strait exchanges in agriculture frequently, Chinese Mission to the senior cadres frequently asked how the purchase of high-quality agricultural products Hualien? In carefully selected by internationally renowned Shanghai Ganso Food Co. stand out in 2010 a large number of procurement Hualien old cong shaddock, in addition to the establishment of an organic brand image, but also aims to promote cross-strait city diplomacy, so that organic agriculture towards leisure Hualien overall agricultural development.

Hualien leisure agriculture and precision agriculture, but also and Guangxi exchanges and cooperation, in April 2011, Guangxi Agricultural Leisure Society and Leisure Association of

Agricultural Development of Taiwan signed a memorandum of cooperation in Hualien County, Guangxi secretary Wei Chao'an, deeper Hualien County fields, Taiwan farmers and then a total organic agricultural production, to explore cooperation in Guangxi and Hualien both organic agriculture and land area of Guangxi and market capacity is very large, Hualien and Guangxi organic farming if they can join forces to expand the ASEAN market.

Q5, According to your experience, what attitude or policy does Taiwan central government take to the Hualien county government working on cross-strait city diplomacy? Do you have suggestion on the Taiwan management on cross-strait city exchnages? Is there any emergency needed for your duty to promoting the cross-strait city exchanges?

Urban Economic Effect of cross-strait relations is very huge, central management into the trend in counties harmonization, without taking into consideration the different counties in economic geography, characteristics of industry needs, such as the idea of the establishment of Hualien "Taiwan agro Ltd.", the purpose of the establishment of mechanisms for joint marketing deed platform to serve the agricultural exchanges and cooperation between the two places, in order to compensate for the lack of agriculture will create opportunities Hualien agriculture, service trade dispute but filling the cross-strait cooperation mechanism to shut down the company, is currently awaiting further cross-strait relations clear , it is desirable to obtain cross-strait high-level support.

Central City Features of agricultural exports should be encouraged both sides should always set limits on agricultural export restrictions and regulations of different sides of the loose formation of China, Taiwan is tight, as if Jimi Hualien characteristics of agricultural products, China does not require fumigation to Taiwan anti-seizure Bureau of proof, anti-Taiwan CIQ takes fumigation program, before opening to prove.

And in cross-strait exchanges, the Chinese will be held each year on many occasions some products promotions, tourism promotion, etc., but also invited to participate in our local government and endemic to marketing and product pipeline path. In accordance with the exchange of experiences in the past, although our country has a very high-quality agricultural goods, but by Chinese agricultural products affected by the Cascade counterfeiting pose a real yield of agricultural goods from Taiwan hit, this aspect of China should apply as soon as possible to China's agricultural products trademark registration, counseling and active farmers will apply for use of the mark in order to expand our agricultural export pathway.

However, if the cross-strait agricultural exchanges and local civil government has become an irreversible trend, then the future how to promote the development of agriculture in China's energy, while avoiding the exchange process technology, knowledge management and other issues continue to drain, in fact, we need to work together to face the issue of Taiwan.

No.C

Respondent : Anonymous Aborigines Chief Director , Hualien County Government

Years of service engaged in cross-strait city diplomacy : four and a half years From June 2011.

Interview Date : 2016/2/3

Interview Place : Office of Hualien County Government

Q1, According to your experience, when does Hualien county government get start to perform cross-strait city diplomacy? What is the main idea and purpose for Hualien to reach out to China?

Hualien and Guangxi since 2011 for the first time officially form an alliance, has signed 23 signed "Memorandum of economic and cultural exchanges and cooperation in tourism." Two exchange five years, completed 105 projects of cooperation memorandum, the two peoples are as tribal folks Aboriginal culture and education, expand comprehensive docking visits at all levels.

Q2, In your opinion, what kind of opportunity and threat for Hualien county government to perform cross-strait city diplomacy?What is the socioeconomic environmental factor which pose threat to Hualien?

In promoting cross-strait city diplomacy, Hualien specific to Aboriginal education and cultural exchange is a major bright spot, and ethnic minority regions in China may be cultural. However, Hualien and lack of financial resources belonging to non-abundant areas, lack of international exchange and city diplomacy funds that promote cross-strait exchanges aborigines belong to the more passive state, the hidden budget expenditure, but no fixed service and work organization.

Q3, According to your experience, what strategies does Hualien county government manipulate to make a breakthrough on the both side? What is characteristics of its management model?

Because of the special cross-strait relations, promote cross-strait city of Hualien in diplomacy is very low key, usually through public-private partnerships, non-governmental organizations such as subsidies Corp. Foundation assists led to visit Guangxi. The visiting delegation to Ami tribe, the Bunun tribe in Hualien County and other parts of mainly indigenous people, in addition to officers led, most aboriginal tribal leaders from the grassroots level, the village head, village leaders led by women opinion leaders, and through the Aboriginal and Hualien Guangxi Minority mutual learning exchanges, become a model.

Q4, In your opinion, what kind of benefit does Hualien county government obtain in process of performing cross-strait city diplomacy? Is it the long-term interest with low reward or short-term interest with high reward?

Guangxi since 2011 for three consecutive years, and invite 400 people in all walks of life to visit Hualien Gui. 2013 by Mrs. Hualien County Magistrate Fu Kun-chi Xu Zhen Wei rate Hualien County 379 representatives from all walks of life who visit to Guangxi. The visiting delegation to Ami tribe, the Bunun tribe in Hualien County and other parts of mainly indigenous people, in addition to officers led, most aboriginal tribal leaders, village chiefs, women opinion leaders from the grassroots level. During the mission is divided into seven sub-mission to 14 districts and cities in Guangxi travel and twinning exchanges, the two Hualien mission is cooperation and exchange visit to Guangxi's largest team. Hualien The mission prepared, in a targeted manner to the rest of the packet exchange and sent Native Sweetheart (ambassador) performances, recommended introduction Hualien Aboriginal culture and tourism.

Aboriginal issues are all long-term interests of Aboriginal Peoples complex issues, including hills sea, aboriginal and indigenous peoples themselves autonomous region, at least from the ethnic minority autonomous regions of Guangxi, Guangxi see how the exchange of learning to do, including build on the educational system, on social and family education, support systems and language learning, cultural heritage, tribal systems inside the organization. Cross-strait exchanges, such as the need for long-term effects, people must first trust between each other, there is the basis of mutual, too early to talk about targets.

Q5, According to your experience, what attitude or policy does Taiwan central government take to the Hualien county government working on cross-strait city diplomacy? Do you have suggestion on the Taiwan management on cross-strait city exchnages? Is there any emergency needed for your duty to promoting the cross-strait city exchanges?

How to get to the next, depending on the political situation on both sides of the Taiwan foundation of trust falls too thin, is quite central in promoting low-key. The central government should have a comprehensive blueprint setting policy central city counterparts, focusing on regional development or the Hualien County is the eastern trade area or indigenous autonomous regions dominated central government of China or Taiwan policy planning is not clear, we all be yourself.

Taiwanese government itself among intergovernmental cooperation, partisan influence the level is too large, the proposed reply to the local government and the city of diplomatic personnel and grant rights, so that local governments have more cities diplomatic resources to assist the central administrative authority tasks related to diplomatic necessity, so that the two sides see Taiwan aboriginal culture highlights.

No.D

Respondent : Incumbent Chief manager , Hualien Association for Reading Confucian classics

Years of service engaged in cross-strait city diplomacy : Three and a half years From June 2013.

Interview Date : 2016/2/1

Interview Place : Office of Hualien Association for Reading Confucian classics

Q1, According to your experience, when does Hualien Association for Reading Confucian classics get start to perform cross-strait city diplomacy? What is the main idea and purpose for the Association to reach out to China?

Kuan Tao religion special attention to reading, but also strive to promote the Republic of China in 1995, established the Hualien County learn to read the Bible, from kindergarten to

elementary and secondary schools, everywhere you can hear the sound of reading have to do examinations every year.

2014, Shandong Province, China's Taiwan Affairs Office was invited to participate in the Federation Yiguandao September 28th festival Kong Dadian, China let me impressed, October 22 has also received the previous week Yiguandao leadership of Mao instructed immediately go to Qingdao City, Shandong Province the couple to promote "Parental happy reading" in Chinese, classical education from children to adults, adult education, looking forward to one day reach the "reading for All" goals.

Q2, In your opinion, what kind of opportunity and threat for Hualien Association for Reading Confucian classics to perform cross-strait city diplomacy? What is the socioeconomic environmental factor which pose threat to the Association?

Due to religious restrictions, difficult to promote in China, so the nominal exchange through educational and cultural organizations, but also to overcome the climate, culture, diet and other life issues, as well as due to the Chinese people on welfare has always been skeptical initially poor results, every time he returns Taiwan brought a large number of scriptures provided free of charge, in the hope that one day cross-strait relations more harmonious cultural normalization.

Q3, According to your experience, what strategies does Hualien Association for Reading Confucian classics manipulate to make a breakthrough on the both side? What is chacteristics of its management model?

Qingdao Huangdao embryonic stage adaptation from 2013 to 2014 , through the exchange of neighbor street interviews, conducted community outreach, and hosting visiting classes and kindergarten teachers actively referral Sinology do free promotion.

Q4, In your opinion, what kind of benefit does Hualien Association for Reading Confucian classics obtain in process of performing cross-strait city diplomacy? Is it the long-term interest with low reward or short-term interest with high reward?

Through with a smile and perseverance continue to preach, let the Chinese discovered through reading teaches children to focus and learning ability strengthen, for a total in Shandong set up 26 reading positions for 200 small and kindergartens for two years has more than 300 students participate in community reading classes, a minimum of 4 years, maximum

12 years, there are more than 100 volunteer teachers (volunteers) to study hard. 2015 for the first time in China to do reading examinations, students participate in local volunteer parents and teachers and about 500 people will be reading culture of long-term business on both sides of the seed landed deep roots.

Q5, According to your experience, what attitude or policy does Taiwan government take to Hualien Association for Reading Confucian classics working on cross-strait city diplomacy? Do you have suggestion on the Taiwan management on cross-strait city exchnages? Is there any emergency needed for your duty to promoting the cross-strait city exchanges?

He stressed that the two sides open reading atmosphere, this is the best path to the arts exchange. Currently being prepared in conjunction Technology, Beijing People's University has a small reporter, and provide expanded through the examination venue Shandong Department of Cultural Affairs, on the thousands of people expected to attend.

He also asked Chinese President Xi Jinping of China about the future focus of development is not economic or political, but the level of education and culture. China hardware construction is not lacking, but need a cultural renaissance, personnel and teacher referrals to Taiwan to promote educational and cultural exchange is very important. He suggested that Taiwan can refer to China Confucius Academy and Beijing Reading College actively promote Taiwan's unique culture, and referrals University Department of Chinese students in Taiwan to do the cross-strait cultural summer volunteers will be unique to Taiwan's soft power cross-strait development areas.

No. E

Respondent : Former manager of markeing division , Hualien Corps

Years of service engaged in cross-strait city diplomacy : Two and a half years From June 2014.

Interview Date : 2016/2/1

Interview Place : Office of Hualien Country Government

Q1, According to your experience, when does Hualien Corps get start to perform cross-strait city diplomacy? What is the main idea and purpose for Hualien Corps to reach out to China?

Commissioned by the Hualien County Government, for the first time apply to the 2014 and 2015 national elite camp leaders, and introducing Chinese students through the Shanghai Education Bureau, so that Taiwan students and Chinese students the opportunity to communicate with each other, whereby the introduction marketing Hualien, the number of participants 650 people. The maximum size of Taiwan, a total of five days and four nights, theme: Tourism-related cultural and educational literature and history of the local characteristics, arrange well-known scholars, listening to speeches at Donghua University, arranged two days course.

Q2, In your opinion, what kind of opportunity and threat for Hualien Corps to perform cross-strait city diplomacy? What is the socioeconomic environmental factor which pose threat to Hualien Corps?

Hualien Corps did not apply for activities related to experience difficulties funding the main point, although local government grants, but each still need to pay part of the fee subsidy. Such activities are for the first time, was first assigned in May, July processing, marketing relatively late, and to spread to the province's post-secondary schools and the Internet. Coordination and funding vendor coordination is a major problem, and the mobilization and training of personnel on navigation time-consuming and labor-intensive.

Q3, According to your experience, what strategies does Hualien Corps manipulate to make a breakthrough on the both side? What is chacteristics of its management model?

Large-scale cross-strait activities of the local government activities are planned, commissioned the China Youth Corps Hualien, educational services for the Corps Public policy, where the township Communist Youth League will mobilize volunteer organization, and through the coordination of local administration of health care and transport teams, so security leak.

Q4, In your opinion, what kind of benefit does Hualien Corps obtain in process of performing cross-strait city diplomacy? Is it the long-term interest with low reward or short-term interest with high reward?

Activities are first handled the students are looking forward to such activities, and cultural characteristics of each school, different schools in such a good environment, you can get the resources, tourism and industry characteristics and speech and human background information, how to attract Chinese students to Taiwan for sightseeing, in the final event feedback questionnaire has most probably will come back to play.

Q5, According to your experience, what attitude or policy does Taiwan government take to the Hualien Corps working on cross-strait city diplomacy? Do you have suggestion on the Taiwan management on cross-strait city exchnages? Is there any emergency needed for your duty to promoting the cross-strait city exchanges?

This activity is sponsored by the local government, the attitude is very positive, most notably with the Hualien annual summer tours in July and August as summer love Carnival, which attracted young people on both sides to come to Taiwan for sightseeing, marketing and visibility on both sides Hualien, make local cultural and educational tour with VAT to achieve synergistic effects.

Local hope to host future more of this type of cross-strait exchange activities, because students are looking forward to such an event, the different cultural characteristics, in such a good school environment, you can get the resources, tourism and industry characteristics and speech, and human background introduction, also can promote urban culture.