A Study on the Hindrance Factors
of Local Landscape Policy Implementation
- Using a Qualitative Research Technique -

Chae, Hye Sung** Son, Ho Gi*** Choi, Jin Ah**** Kim, Sang Bum*****
Ha, Eun Young****** Jo, Sook Yeong*******

ABSTRACT

This study aims to systematically identify the hindrance factors of local landscape policy implementation. The research method is to collect the 10 policy officers' opinions about the local landscape policy executions of the corresponding area and to analyze systematically using Nvivo11, qualitative data analysis software. The significance of this study is that it provides an empirical basis for improving executions of local landscape managements and that it suggests a methodology for logical analysis through qualitative research using unstructured data on local landscape policy executions and in the field of rural landscape.

Keywords | Landscape Policy, Policy Implementation, Hindrance Factors, Local Government, Qualitative Analysis

I. Introduction

In recent years, according to the revision of ‘Landscape Act(2014. 2.)’ the landscape planing has become mandatory in the city or gun of more than 100,000 population and landscape deliberating has become institutionalization. But practical effectiveness of local landscape policy is lack for local landscape...
conservation because of related various resources (agricultural field, natural resources, residents talent, history, culture, etc.)

Establishing ‘Landscape Act’ more than 10 years ago, it has been basic research about law, policy and plan and development management program to improve the effectiveness of local landscape managements (Byeon, 2004). In particular countryside residents, landscape management participants, is very important to effectiveness of local landscape policy (Park, 2016). Joo (2008) has suggested the necessary of rural landscape experts and professional policy officer because rural landscape, different from urban landscape, is formed by interaction of ecosystem and human life involved with rural settlement, agricultural field, natural landscape, historic cultural landscape. Thus, it is an important task to effectiveness of local landscape policy as away to encourage local landscape conservation.

In this study, we try to point out the problems and seek improvement plan by using a qualitative research method on the hindrance factors of local landscape policy execution. We have described the opinions of related policy officers on ‘Creative Village Policy’, and systematically analyzed those opinions in order to draw improvement plan for enhancing the effectiveness of local landscape policy.

This study aims to systematically analyze the opinions of related policy officers on the local landscape managements, and identify the hindrance factors to generate the execution of local landscape policy. Understanding the current situation of local landscape managements and seeking the hindrance factors will contribute to improve the effectiveness of local landscape policy and ultimately to the conservation of rurality.

It will try to grasp the overall evaluation the policy implements of local landscape managements, and organize the problems to derive a systematic improvement plan accordingly. The specific purpose of this study is as follows.

1) Confirm the hindrance factors of implements for local landscape policy.
2) Define the problems and derive improvement plans to advancement of Implementation for local landscape policy.

II. Literature Reviews

1. Local Landscape and Landscape Policy

Influenced by characteristic of local environment, Local landscape has been built. However, most policy or research is carried out basically spatial concept such as landscape managements district and area. Increasing the national attention of local landscape, Ministry of Agriculture, Food and Rural Affairs established ‘Rural Landscape Improvement Comprehensive Countermeasures’ for local landscape
conservation, formation and management in 2006 and ‘Rural Landscape Management Guidelines’ to get a diagnosis of rural landscape and prepare a rural landscape formation plan in 2008. Meanwhile, Hong(2017) determined that it is important to use and discover the local resources to invigorate the local economy.

Therefore, to improve the basic problem of Rural landscape Management, Sung(2005) has suggested it is necessary to discuss about the policy direction of rural landscape management. Therefore, it should be constructed a local governance system participated with stakeholders, sought a plan of practical use of landscape resources for local activation, and changed the method which focal point is regulation for landscape management. Park et al(2007) emphasized to enhance a capability of the local government for the systematic management of local landscape.

Local research institute has suggested the policy implement of local landscape according to the local characteristics especially the participants role(Gyeonggi Institute, 2016) and the policy Implementation for creative landscape formation so focal point of policy is not regulation(Seoul Institute, 2014). And also, now a days, it is important to discuss with local residents about local characteristic environment and landscape resources for the improve of local landscape change by countryside development policy(Kang, 2011).

2. Local Landscape Policy Implementation

The ultimate aims of local landscape policy is that residents manage their landscape voluntarily. And also it is necessary to establish the role of administration and resident for local landscape management, because administration carry out as an intermediary role guiding to participate with resident(Park, 2016). Policy Execution is an indicator to carry out the outcomes of policy aims. The implementation of local landscape policy is a concept about policy implement by specific policy program to carry out the aims of local landscape policy(Choi et al, 2017). And also local governments such as Agricultural Technology Centers needs to be equipped with operating efficiency in terms of public services(Park, 2015).

The studies about rural landscape policy are classified two aspects, policy structure and frame researches and landscape management research. Almost rural landscape policy studies are related the aging society and agriculture.

According to the basic concept of the policy, policy capability of countryside resident is weaker than urban. Thus, it is necessary a various perspective(local landscape management situation, local development project, and so on) to research about policy execution of landscape management.
Ⅲ. Methods

1. Subjects

The subjects of this study can be summarized that there are research participants who have participated in qualitative research and described the analysis data. The study has used a survey method targeting policy officers. The policy officers are the professionals who are implemented and have a lot of practical experience. In order to meet the requirements, 10 rural landscape policy officers who have about 5 years policy career at local government.

Qualitative research is basically understanding and giving the meaning to the participants' view from the perspective of cultural relativism. Thus, in order to examine the general execution of local landscape policy, we have interviewed 10 policy officers who has been completed 'Creative Village Policy' in 2017 as national government policy.

2. Data collection

The data collection of this study is to summarize the problems of the execution of local landscape policy based on the questionnaires completed by the policy officers. The interviews has been conducted with 10 policy officers and they have explained their process of policy.

The participants are free to explain the open questionnaires, but are requested to faithfully reflect the direction of the improvement of the execution of local landscape policy based on the policy officers’ experience. They are given more than 3 hours to explain the expertise as much as possible, rather than to produce an improvisational response to the question.
3. Data analysis and validation

Data analysis is conducted according to qualitative data analysis procedure in the order of transcription, coding, and subject discovery (Hankook Manhwa Yeongsang Jinheungwon, 2008), and Nvivo 11, qualitative data analysis software, is used to enhance the reliability of data analysis. Nvivo is the most sophisticated research tool that researchers can use to analyze data in all unstructured forms such as text, audio, images, videos, spreadsheets, online surveys, social media, and so on (Brien, 2017), and it is useful to view the semantic structure of objects because the information revealed in the text can be structured into core subjects by making nodes (Bergin, 2011).

In this study, we formulate the category of the problems of local landscape policy execution by using Nvivo to individually categorize the textualized policy officers’ opinions into words, phrases and sentences, and link the image data related to the categorized contents to establish grounds on the subject.

For detailed analysis of the evaluative opinions of the questionnaire, it is necessary to make sure that the opinions of the policy officers in the meta-categorization process through codes and nodes are included as much as possible without missing, and the subdivided factors that make up the problem are analyzed inductively. Through this process, we have named and categorized representative words that could well explain execution problems of local landscape policy.
IV. Results and Discussions

Through qualitative research method, this study aims to analyze the problems of policy execution which promotes the local landscape conservation.

First we have collected data from in-depth interviews with policy officers who were research participants then analyzed the evaluation opinions using Nvivo11. With this process the problems of local landscape policy execution are organized by the categories and the systematic basis for the improvement plan is summarized.

A total of 59 nodes are formed as a result of the analysis of the policy officers’ evaluation of the Implementation for local landscape policy. And the nodes are clustered by 5 categories such as Figure 1.

![Cluster of the Hindrance Factors](image)

Among the categories, the most classified is the main words for policy participants, followed by policy procedure, policy officers, follow-up service, stakeholders dispute in that order (Table 2).

The core words of policy participants are Shortage of Capability, Scarcity of Public, Lack of Human Resources, Insufficiency of Stakeholders Cooperation System, Absence of Control Tower, Difficulty of Sustainable Manage, in that order. Next the core words of Policy Procedure are Inadequate Guidelines of Policy and Landscape Conservation, Autonomy of Policy implement, Lack of Voluntary Management. And then the core words of Policy Officers are Different Major from Landscape, Task Separation. The core words of Follow-up Service are Insufficiency of Facility Maintenance, and Lack of Voluntary Management. At the last, the core word of Stakeholders Dispute are Land Purchase, Changing Opinion Frequently, and Budget management.

Among the core words in the whole categories, Different Major from Landscape is most pointed out, followed by Inadequate Guidelines of Policy and Landscape Conservation, Autonomy of Policy implement, Shortage of Capability, Scarcity of Public, Insufficiency of Facility Maintenance, Lack of Voluntary Management, Insufficiency of Village Characteristics Implement, Land Purchase, in that order.
A Study on the Hindrance Factors of Local Landscape Policy Implementation / Chae, Hye Sung; Son, Ho Gi; Kim, Jihye; Ha, Eun Young; Jo, Sook Yeong

V. Conclusions and Suggestions

The purpose of this study is to identify the present situation of the rural landscape policy execution in the local governments, and to prepare the improvement plan based on the logical basis by systematically analyzing the hindrance factors. An in-depth evaluation by 10 local landscape policy officers was conducted on the 'Creative Village Policy' in 2017 as national government policy. In order to accommodate the policy officers’ systematic evaluation, a set of questionnaires for open-ended response is composed based on previous studies. In addition, the evaluation sheet of the 10 villages made by the 10
policy officers is collected, and a qualitative analysis on specific problems of each field is carried out using Nvivo11.

The result shows that 28.6% of the problems of local landscape policy execution is related to policy participants, followed by policy procedures 25.4%, policy officers 20.3%, follow-up service 13.4%, and stakeholders dispute 11.8%. The fact that policy participants is most frequently pointed out in the local landscape policy execution as the hindrance factors seems that it still has a limit for expects of the endogenous action and to be due to the lack of expertise which have carried out landscape conservation.

The next mostly pointed out hindrance factor, the policy procedure seems to be due to the lack of expertise or specific guidelines according to the local context in the process of landscape conservation and management. This requires, in terms of policy, to provide expert consulting support or guidelines to be appropriate for local landscape characteristics.

Since the problem of landscape policy execution is directly related to the policy officers to take charge of the policy in local governments, it seems there is a limit to push ahead compositive project such as landscape policy. Thus, it will be necessary to seek policy officers opinions from the local landscape management process, and for a policy, local landscape conservation promotion management should establish a window to communicate with and educate policy officers about the local landscape stage.

The problem of follow-up service seems to focus on the moment to practice policy even though it will effect continuously of the developing facilities on local landscape. Thus, it is necessary to support the continuing program and systematic management according to the public policy.

The hindrance factor as stakeholders dispute seems to be due to the lack of public entrepreneurship in the process of public policy execution. Thus, it is necessary to educate the publicness of local landscape and utilization of the landscape for local community.

The results of this study can be used as empirical evidence for recognizing the systematic hindrance factors of the local landscape policy execution and for preparing improvement plans. However, this study is limited to understand the actual countryside resident consciousness because it has conducted policy execution evaluation from the administrative point of view, further research is needed to complement.


Choi, J · Park, R · Kim, E · Park, M · Im, C. (2017), “A Study on the Rural Landscape Management through Analysis of Rural Development Policy,” *2017 Rural Plan Institute Fall Conference*.

Gyeongi Institute (2016), *Policy Participants of Urban landscape Policy in Gyeongi-do*.


A Study on the Hindrance Factors of Local Landscape Policy Implementation
- Using a Qualitative Research Technique -

Chae, Hye Sung* · Son, Ho Gi* · Choi, Jin Ah*** · Kim, Sang Bum* ·
Ha, Eun Young* · Jo, Sook Yeong*

Keywords: 경관정책, 정책 실행, 저해요인, 지방자치정부, 질적 분석

본 연구의 목표는 지역경관관리를 위한 정책추진에 있어 저해요인을 체계적으로 정립하여 실행력 개선을 위한 기초자료를 활용하고자 하는데 있다. 연구방법은 먼저, 지자체 경관정책 및 사업담당자 10명을 대상으로 심층면담 조사를 실시하여 각 지역별 경관 정책 개선을 위한 추진과정에 대해 의견을 수집하였다. 다음으로, 질적 연구데이터의 분석 소프트웨어인 Nvivo를 활용하여 저해요인을 체계적으로 분석하였다.

분석결과, 사업추진 주체가 가장 중요한 요인이었고, 다음으로 사업절차, 사업담당자의 전문성, 사후관리, 이해관계자 갈등 순이었다. 사업추진 주체의 경우 사업추진의 공공성 부족과 사업추진주체(주민)의 역량 부족이 가장 큰 저해요인으로 나타났고, 그 외 인적(사무장) 부족, 이해관계자의 협력체계 미흡, 사업추진의 컨트롤타워 부재, 사업의 지속적 운영 한계 등이 주요 저해요인으로 나타났다. 다음으로, 사업절차의 경우 사업의 가이드라인이 미흡한 것이 가장 큰 문제로 지적되었고, 사업지침 및 절차의 자율성, 마을특성의 반영이 미흡한 것이 저해요인으로 나타났다. 셋째, 사업담당자의 전문성에 대해서는 담당자 업무와 전문분야의 불일치가 가장 큰 저해요인으로 나타났고, 다음으로 업무센터가 분리되어 있는 점이 저해요인으로 나타났다. 특히, 담당자 업무와 전문분야의 불일치(16%)는 커뮤니티 분석 시 가장 많이 언급된 사항으로 분석되었다. 넷째, 사후관리의 경우 시설물 유지관리 점검과 관리체계의 자발성 결여가 주요 저해요인으로 나타났다. 마지막으로 이해관계자 갈등의 경우 토지매입, 주민들의 의견 반영, 예산이 구체적 저해요인으로 나타났다.

본 연구는 지역경관 관리의 효율성을 증진하기 위해 지역경관 정책의 실제 운영자들 대상으로 정책 실행의 저해요인에 대한 실증적 근거를 마련하고, 경관분야의 질적 연구를 위한 새로운 방법을 제시하는데 의의가 있었다.
1. 주저자

<table>
<thead>
<tr>
<th>이름</th>
<th>이메일</th>
</tr>
</thead>
<tbody>
<tr>
<td>채혜성(Chae, Hye Sung)</td>
<td><a href="mailto:aidang@korea.kr">aidang@korea.kr</a></td>
</tr>
</tbody>
</table>

현재 농촌진흥청 국립농업과학원 농촌환경자원과 농업연구사로 재직 중이며, 서울대학교에서 조경학 전공으로 박사학위를 취득하였다. 주요 관심분야는 농촌융합산업, 농촌디자인, 농촌경관 등이다.

2. 교신저자

<table>
<thead>
<tr>
<th>이름</th>
<th>이메일</th>
</tr>
</thead>
<tbody>
<tr>
<td>손호기(Son, Ho Gi)</td>
<td><a href="mailto:ho9267@korea.kr">ho9267@korea.kr</a></td>
</tr>
</tbody>
</table>

현재 농촌진흥청 국립농업과학원 농촌환경자원과 농업연구사로 재직 중이며, 주요 관심분야는 농촌관광개발, 농촌융합산업, 지역개발 등이다.

3. 공동저자

<table>
<thead>
<tr>
<th>이름</th>
<th>이메일</th>
</tr>
</thead>
<tbody>
<tr>
<td>최진아(Choi, Jin Ah)</td>
<td><a href="mailto:choija214@korea.kr">choija214@korea.kr</a></td>
</tr>
</tbody>
</table>

현재 농촌진흥청 연구운영과 농업연구사로 재직 중이며, 주요 관심분야는 농촌 환경여건 분석, 농촌마을 계획 등이다.
## 김상범(Kim, Sang Bum):

현재 농촌진흥청 국립농업과학원 농촌환경자원과 농업연구관으로 재직 중이며, 주요 관심분야는 전통지식, 농업농촌 공익가치, 지속가능개발목표 등이다.

landlife@korea.kr

--

## 하은영(Ha, Eun Young):

현재 농촌진흥청 국립농업과학원 농촌환경자원과 학연연구원으로 재직 중이며, 주요 관심분야는 농촌디자인, 서비스디자인 등이다.

eunyeoung93@naver.com

--

## 조숙영(Cho, Suk Yeong):

현재 농촌진흥청 농업연구사로 재직 중이며, 주요 관심분야는 농업농촌 일자리, 농촌관광통계, 농촌관광 정보서비스 등이다.

cho0910@korea.kr