

Analysis of Local Policy Environment from Conflict Management Perspective: Focus on the Election Announcement of Jeju Special Self- Governing Province

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Abstract

This study was conducted to analyze changes in the policy environment in the Jeju area in terms of conflict management by local governments and to derive the need to introduce policies for conflict management. According to this study, the policy environment in the Jeju area has been constantly changing to make it easier for conflicts to occur: First, the Jeju community has been suffering from public conflict since the past due to a number of large-scale development projects. Second, the increase in population has led to the diversification of stakeholders in society, which has resulted in complicated conflict situations. Third, conflict management keywords have begun to appear directly in election announcements, which means that many local residents perceive conflict itself as an important policy agenda. In order to actively address this situation, we need to utilize the concept of 'Social capital'. Social capital is a concept that can effectively connect various individuals or groups in the region, effectively a connecting local governments and residents and ultimately helping develop the region.

Key words :

Policy Environment, Social Capital, Contents Analysis, Conflict management, Analysis of Election Announcement.

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Introduction

The purpose of this study is to analyze the changes in the policy environment of Jeju in terms of conflict management of local governments and to consider the need to introduce policies for conflict management.

Because what public policy seeks fundamentally is the improvement of social welfare, it can only be said that the policy is valued as a genuine public policy when it improves social welfare. In other words, if the welfare improvement of the beneficiary of the policy is greater than the welfare reduction of the person who loses it, the policy can be said to be meaningful, and vice versa, the policy wastes resources (Hong-bae Kim, 2012). Therefore, local residents have the right to ask the government, which is a supplier of policies, to use appropriate means to solve local problems, and the government needs to make efforts to solve them by implementing appropriate policies. In addition, the government needs to actively recognize the situation facing residents in the region and make efforts to improve it. This is the ultimate objective of analyzing the policy environment in this study.

The policy environment means which problems local residents want to solve and which direction they hope policies will be implemented. In other words, the policy environment is the most important factor in determining the demand for a policy and is the basis for establishing and implementing the policy. Thus, analyzing changes in the local policy environment is a good way to analyze how the demand for local policies has changed and to predict how they will change in the future. Therefore, this study aims to analyze how the local policy environment has changed, focusing on the election public information of the Jeju Special Self-Governing Province government. It also wants to analyze the policies that local residents demand from local governments, namely how the policy environment has changed. In particular, it was intended to focus on analyzing the changes in keywords related to conflicts and to understand how the policy environment related to conflicts in Jeju was changed.

In order to achieve the research objectives, each government's booklets were set up as samples of

analysis, and the data for analysis were used to obtain from the National Election Commission's election management library. The election press release is an implication of the direction of the new local government, which implies the pending issues of the region and key policies of the provincial government at the time. Despite the existence of various analysis materials, election announcements were selected as analysis materials in this study because they are the most intuitive data to show the current state of the region at that time. Therefore, the study selected the analysis of election notices to achieve the research objectives, and it was intended to analyze the changes in the policy environment in Jeju over the past 20 years.

Changes in the Policy Environment in Jeju

Because the purpose of this study is to analyze the policy environment changes in the Jeju area and to analyze the policy environment changes in the conflict management perspective in the process, it is necessary to look at how each provincial governor of Jeju Island operated the government. However, this study limited the subjects of research to the provincial government from the 1st to the 6th popular election of Jeju Island, so it was intended to examine the flow and vision of major policies centering on the government included in the research.

The keywords for the operation of the provincial government by Governor Shin Gu-beom (the 1st elected governor) are development and self-reliance. The core projects of the Shin-Gu Beom government included policies to increase the self-reliance of the provinces, such as the issuance of tourist lottery tickets and the spring water project, which aims to foster new core industries in the future by diversifying the industrial structure of Jeju. In fact, policies such as the construction of the Jeju Convention Center, the construction of a citrus museum, the expansion of major roads in the east and west, the construction of a general tourism center, and the promotion of the world island culture festival were planned or implemented for the first time during his term. In general, these projects were policies that showed the willingness to further strengthen the tourism

industry and grow into a core industry of Jeju in the future. The Jeju Comprehensive Development Plan, which was established in 1994, was used as a basis for supporting these policies, and as a result, large-scale development projects were actively promoted.

The time when Governor Woo Geun-min (the second elected governor) was operating was a period of economic difficulties nationwide, and the government's biggest task at that time was to revive the local economy and create jobs. At this time, the strategy of revitalizing the tourism industry, which had been pursued by the previous government, tended to continue, and in addition, it was a time when Chinese tourists began to be attracted in earnest. In order to attract foreign tourists, the Jeju Peace Forum, the World Island Culture Festival, etc. were held, and the international free city was promoted, and the international free city comprehensive plan was established to strengthen its identity as an international tourist city. In addition, the most characteristic part is that the entire Jeju Island began to change rapidly through the promotion of various infrastructure development projects under the Jeju Island Comprehensive Development Plan and the attempt to select an international free city. In this process, many trials and errors occurred, which often led to clashes between local residents and administration.

Jeju Island's third elected government was operated by two provincial governors (Woo Geun-min and Kim Tae-hwan). This was because Governor Woo Geun-min, who was elected governor, was found guilty of violating the election law, and at that time, the local community was in quite a mess as two governors divided the four-year term of governor and led the provincial government. Nevertheless, from the current point of view, the period was a very important time to establish the direction and identity of Jeju Island. The Woo Geun-min administration emphasized Jeju's new vision for the future, the international free city, and began its term under the catchphrase of 'strong Jeju towards the world'. In other words, the government's goal was to establish its identity as a world-class tourist city and international free city, and move on to the world stage. In fact, Jeju has continuously expanded its policies to foster tourism. Due to the geographical nature of the region, it

was difficult to expect the growth of the secondary industry, and the economic base of the region was on the verge of faltering as citrus prices continued to decline. Jeju's selection as an international free city in 2002 played a major role in further strengthening the image of the "tourism city Jeju" by expanding the demand base.

Governor Kim Tae-hwan (the 4th elected governor) began his journey with the launch of the Jeju Special Self-Governing Province. The birth of the Special Self-Governing Province marked the beginning of a new concept of local government in Korean history. The launch of the Special Self-Governing Province has become a big issue nationwide, and its success has also been a pressing concern. Therefore, the 4th elected administration began its term with much expectation and concern nationwide from the beginning. The Kim Tae-hwan government emphasized the self-reliant Regional Development that pioneered the future on its own, aimed at "Jeju, where everyone lives well in the world," and aimed to successfully settle down in a free international city. In accordance with these provincial goals, the 4th provincial government implemented various external policies to promote Jeju to the world, such as listing as World Natural Heritage, hosting the World Natural Conservation Conference, and promoting the listing of the world's 7 natural wonders.

Governor Woo Geun-min (the 5th elected governor) of Jeju Island was launched with the goal of increasing Jeju's value in the global market under the slogan "Jeju where the world is looking for, Jeju going to the world." Because Jeju was also affected by the continued global economic recession at the time, the provincial government at the time expressed its willingness to overcome the economic growth crisis and the crisis of fiscal, social integration and future vision. As a result, Jeju achieved the world's only three-time UNESCO natural science prize by successfully certifying the World Geopark in 2010, and succeeded in opening the era of 10 million tourists per year, including 2 million foreign tourists. In addition, detailed economic indicators were also on the rise. At that time, thanks to the Jeju migration craze, it entered the era of 600,000 provincial residents, and in 2012, during his term, the results of the provincial government were

revealed through objective indicators, with economic growth and employment rates topping the nation. As such, the provincial government at the time clearly promoted policies to attract tourists by highlighting the image of Jeju and to escape the economic crisis by revitalizing the tourism industry.

The provincial administration of Governor Won Hee-ryong (the 6th elected governor) began his term as a provincial governor with the keyword "Clean and Coexistence". This means Jeju, where not only the conservation of the environment and the vitality of society, but also the harmony of nature and human beings, and balanced development for everyone. Jeju Future Vision, which shows the direction of the 6th popular election provincial government, was designed to set the long-term policy direction of the provincial government, and was promoted to solve pending issues and share the future value of the region with local residents. The establishment of Jeju's vision for the future clearly shows the policy direction of the 6th popular election. The characteristics of the 6th popular election provincial government through the Jeju Future Vision showed that large-scale projects to create infrastructure tended to be significantly reduced compared to the previous provincial government, in contrast, projects to provide various software to improve service conditions were increasing. This feature is also clearly revealed in the second Jeju International Free City Comprehensive Plan, the highest legal plan for Jeju Island established after the Future Vision.

Methodology and Framework

The methodology used in this study for policy environment analysis is the content analysis method. The content analysis method is to classify the contents by specifically subdividing the literature or documents to analyze, and to analyze the message given by the subject of analysis. It is a technique that quantitatively analyzes potential contents as well as surface contents of the subject (Kyung-soo Hwang, 2004; Dae-yeon Jeong, 1997). In short, content analysis can be defined as a technique for objectively, systematically, and quantitatively describing the obvious content of communication, so

content analysis method should clearly analyze what the subject wants to express, but the process should ensure the objectivity of the analysis method through quantification (Berelson, 1952).

In fact, the content analysis methodology is an analytical methodology developed to minimize arbitrary interpretation by quantitatively dataizing the literature data as qualitative data and analyzing it objectively and systematically (Jae-hyun Joo, 2002). From this point of view, content analysis is a very useful tool for social science research, as it requires, among other things, standards for scientific and objective analysis of social situations must be presented in order to be used as an analytical methodology of social science. This is because the content analysis method goes through a quantification process in the process, so scientific analysis of the analysis target is possible, and by utilizing non-response data collection methods, there is less room for the respondents' psychological bias to be involved, so objective analysis is possible (Sang-ho Lee, 2007; Kyung-soo Hwang, 2004).

In order to apply the content analysis method to the actual study, it is usually carried out through the process of category setting, determining the unit of analysis, and quantifying the unit of analysis. First, the analysis category is limited to the categories related to the substance of the contents. In other words, an analysis of the major policies that each city wants to talk about is carried out. The categories were constructed with consideration because each area should be mutually exclusive and all analysis subjects should be configured to cover any of the configured category areas without omission. In addition, the purpose of the analysis in this study is to analyze the policy direction and policy environment of the then provincial government through election announcements to infer the background of the actual implementation of provincial policies. Therefore, it was intended to conduct research by classifying the major policies that appeared in the public information into categories. According to these criteria, the category areas of the analysis are as follows: ① Regional Development, ② Industrial Economy, ③ Social Welfare/Women, ④ Culture/Art, ⑤ Tourism, ⑥ Traffic /Safety/Information, ⑦ Environment, ⑧ Politics/Administration, ⑨ Peace/4.3/ Community/

Conflict, ⑩ Primary Industry, ⑪ Education.

Second, use words as a unit of analysis. The word is one of the most frequently used analytical units in content analysis, the smallest unit of analysis used in content analysis. In general, when performing a content analysis using words, measure how often the word you want to analyze is used to determine the relative frequency. However, when analyzing the frequency of word utilization, conflicts may arise with respect to the context of the word, but in this study, conflicts in the context can be minimized by limiting the subject of analysis to election announcements. In general, using the literature such as newspaper articles and books as analysis data is more likely to involve personal opinions or contain conflicting contents in one paragraph for dramatic effects, but data such as election announcements focus on unilateral delivery of facts.

Third, the frequency analysis was designed to be used as the quantification method. Frequency analysis is the most frequently used quantification method for analyzing words using content analysis method. Frequency analysis is a study method that measures the frequency of the word appearing within the analysis and compares it, measuring the number of times a particular word appears in the campaign announcements of each province, and producing results by comparing the frequency of the word appearing relatively. By analyzing the pledges revealed in the election bulletin, the frequency of word phrases appearing in the text was measured, and the overall direction of operation of the provincial government was to be analyzed by relatively analyzing which category the word corresponds to.

This study categorized the governor's campaign announcements of Jeju Island, and all the words in the data were derived and categorized according to the analysis framework.

Table 1: Classification of words by category

Regional Development
공영개발, 국제자유도시, (국제)컨벤션센터, 그린벨트, 개발이익, 개발지원기금, 도시계획, 동서지역 특화, 모슬포 국방기념관, 민군복합형 관광미항, 서귀포관광미항, 상여용도지구제도, 선도프로젝트사업, 쇼핑아울렛, 생태신화학역사공원, 월드컵 경기장, 월드컵전용경기장, 지역균형발전, 제주개발특별법, 제주형 뉴딜정책, 종합개발계획, 주민소득, 중문관광단지, 지역개발, 첨단과학기술단지, 토지비축제도, 혁신도시, 휴양형 자연치유테마파크, 휴양형 주거단지, 7대 선도사업

Industrial Economy
경제문화활성화, 고용지원센터, 고용창출, 공격형 수출, 기업유치, 기업체 청년희망프로젝트, 도민소득, 면세(지역)화, 미래지식산업, 민영화, 민자유치, 바이오산업, 법인세율 인하, 부동산투자자유권제도, 벤처종합지원센터, 산업생태계, 산학융합지구, 소상공인 경영안정화, 수출산업, 수출시장, 신3무프로젝트, 아파트형 공장, 융암해수융합산업, 일자리 (창출), 일자리정보통합관리, 임대산업단지, 외국인 투자자유지구, 외국인 투자정책, 외자유치, 자립형 제주경제, 자유무역지구, 자유무역지대, 자유무역지역, 전통시장 골목상권, 중소기업구조조정기금, 집중투자, 제주경제연구원, 제주무역센터, 제주신경제정책, 제주자유항, 청년일자리만들기사업, 취업알선, 통상전담기구, 투자환경개선, 향노화산업, 향토강소기업육성, 해외수출, 해외홍보, 화장품산업허브도시, 회의산업,

Social Welfare/Women
가정방문멘토링, 고령자, 그린휴먼아일랜드, 기초생활수급자, 광역치매센터, 노년, 노인, 노인돌봄서비스, 노인병, 노인장수수당, 노인·장애인 무임승차 교통카드, 다국적 푸드코트, 다문화가정(센터), 닥터헬기, 맞벌이부부, 맞벌이 육아문제, 맞춤형 복지, 무장애도시, 민간보육시설, 보건소, 보건센터, 보육료 지원, 보육시설 종사자, 보육종사자, 복지사각지대, 복지문화, 부인병, 사회복지사, 사회복지예산, 사회안전망, 사회진출, 서민, 승진기회, 신생아 건강보험, 실버문화레포츠펀드, 생계, 생활보조, 생활보호대상, 안전단말기, 야간돌봄 어린이집, 양성평등사회, 어르신, 어르신공경조례, 어린이, 어린이 돌봄시설, 여성가족정책개발원, 여성국제교류재단, 여성기업인, 여성기업전용단지, 여성벤처기업, 여성특별위원회(여성특위), 여성폭력피해자, 영세민 무료진료, 영유아공립보육시설, 영유아 무상보육, 유니버설디자인, 응급의료 전용헬기, 의료, 의로서비스, 자립지원대책, 잠수병, 장애인, 장애인차탈기금, 장애인 전용체육관, 장애인 콜택시, 장애인편의시설, 장애인평생지원시스템, 정착주민, 주거보호, 제주여성사, 제3차 의로서비스, 차상위가구 아동, 치매요양시설, 친환경급식비 지원, 취약계층, 취약계층일자리지원, 특수전담보육시설, 평등한 취업, 현장복지

Culture/Art
공연산업, 문화관광자원화, 문화유산, 문화예술거리, 문화예술의 섬, 문화예술(진흥)재단, 민속의 보존, 메세나운동, 스토리텔링, 스포츠산업, 실내·외선 영상 스튜디오, 생활스포츠, 세계태권도(선수권)대회, 아시아영화제, 아태문화포럼, 야외공연장, 역사문화유적공원, 예술의전당, 제주문학관, 제주문화콘텐츠, 제주(민속)문화, 제주 이주 백년사 정립사업, 제주자연사박물관, 제주학연구소, 창작활동지원, 탐라문화, 탐라천년문화복원, 향토문화

Tourism
골프용품 생산단지, 관광객고충처리위원회, 관광객편의, 관광상품, 관광수입, 관광시장, 관광인구, 관광진흥기금, 관광휴양도시, 도심올레길, 레저스포츠, 멀티레저스포츠 클러스터, 복합형관광개발사업, 섬관광권, 세계일류관광지, 야간관광, 올레코스, 융합관광산업, 외국관광객, 의료관광, 전원국제관광지, 제주관광공사, 크루즈, 휴양관광허브프로젝트, 해외관광객, MICE 거점도시

Traffic/Safety/Information
고회도우천형차선, 공항인프라, 교통안전시설, 도민안전체험관, 대중교통시스템, 데이터베이스, 무료와이파이, 민관정보연구원, 상습침수취약지역, 서부산업도로, 소방헬기, 심야버스, 생활안전교육, 안전평가실사단, 저가항공 (동북아)거점화, 정보기반시설, 정보통신기술, 주차문제, 주차시설, 지리정보시스템, 지역정보, 재해예방, 제주어어 노선확충, 제주형교통영양평가, 제2공항, 첨단기술, 첨단정보기술, 초고속정보통신망 시범지역, 항공자유화, 항공접근성, 항만안전최종확인관제, 해외항공노선, green parking

Environment
꽃자왈, 꽃자왈공유화재단, 광역 상수도, 광역수자원관리본부, 난개발 방지, 녹색건축물, 무공해첨단산업, 소나무재선충병, 생물권 보존지역, 생태계복원사업, 세계자연유산, 세계지질공원, 오름자원, 자연보전, 자원순환형스레기처리시스템, 저탄소 녹색도시, 정화시스템, 중산간 보전관리, 지하수보호구역, 지하수벨트, 제주지역환경관리공단, 제주형경관디자인, 청정아일랜드, 청정에너지, 청정자원, 하수종말처리장, 환경보호, 환경서비스, 환경오염예방통합관리시스템, 환경자산, 환경정책, 해양수자원관리, 해양·해안정화시스템, WCC 제주회의

Policies/Administration
감사위원회, 감사직렬신설, 경영능력, 경영수익사업, 경영수지사업, 기업경영조직방식, 기초자치단체, 능력중심인사제도, 대도민서비스, 대외사업지원본부, 시장직선, 인사시스템, 인사·예산권, 예산위원회, 자립형 지역발전체제, 자주재정권, 자치권, 정책·행정실명제, 주민참여예산제, 지방의회, 지방중심사회, 지방재정, 제주특별자치도법, 제주형 특별자치, 참여자치, 특별자치, 특별자치도, 협치시대, 협치체제, 해외시장개척, 행정구조조정, 행정개혁, 행정능력, 행정능률, 행정시장, 행정정보시스템, 행정조직, 행정혁신

Peace/4.3/Community/Conflict
갈등구조, 갈등조정, 갈등해결, 공동체 복원, 도민갈등, 대통합, 마을단위 자치기구, 마을자치기구, 사회적경제, 사회적경제 시범도시, 사회협약위원회, 수놓음복지공동체, 세계제주인대회, 유가족복지특례제, 평화의 섬, 화합, 화합문화, 4.3위령사업, 4.3위령제, 4.3의 전향적해결, 4.3특별법, 4.3평화공원, 4.3 (완전한) 해결, 4.3희생자

Primary Industry
가공산업, 가공상품, 가두리 양식산업, 감귤, 감귤가공공장, 감귤수급안정대책, 감귤산업, 감귤생과처리, 감귤장기발전계획, 감귤종합대책, 구제역 청정지역, 권역별 농산물 클러스터, 농수축산물 가공, 농업생산기반, 농업생산유통안정기금, 농업용수 개발, 농축산물 가격안정제도, 마산업, 마을어업, 만감류 재배, 말산업 클러스터, 물류유통시스템, 복합가공공장, 산지폐기, 수산물 직불제, 씨드밸리, 아열대 작물, 양식산업 현대화, 어선·어업구조개선, 영세농어민, 정부수매, 종자생산기지화, 종합물류센터, 중대형 거점산지 유통센터, 청정농수축산물, 청정1차산업, 축산물, 축산선진화, 최저가격보장제, 친환경제주먹거리, 한방작물, 한·중 FTA, 휴식년제, FTA 종합대책특별법, 1차산업 육종센터, 1차산업 클러스터

Education
고교특성화, (고등학교) 냉난방시설, 교육기관 교육환경개선, 교육환경, 기초시설, 교육문제, 도외유학생, 명문고 육성, 무상급식, 비교과프로그램, 영어공용타운, 원어민교사, 자기주도학습, 장학, 제주교육개발원, 제주교육방송국, 제주영어문화원, 취업성공 아카데미, 평생교육, 평생교육진흥원, 평생학습 교육, 평생학습 권역화, 학습지도전문가, 해외유학, 해외인재 네트워크, (해외파견)인재육성

Result

An analysis of the election announcements by Governor Shin Gu-beom(the 1st elected governor) showed that words from Social Welfare/Women, Industrial Development, Regional Development, and Politics/ Administration appeared at high frequency. This can be seen as a result of meeting the goal of improving financial independence and strengthening regional competitiveness actively pursued by the provincial government at the time. In particular, the Shin-Gu Beom government made Jeju Island's financial independence a top priority upon its inauguration and promoted various policies to achieve its goals, which can be seen as tourism lottery issuance and spring water projects.

Table 3: 1st provincial government analysis result

Category	%
Regional Development	11.6
Industrial Economy	9.3
Social Welfare/Women	26.7
Culture/Art	5.8
Tourism	4.7
Traffic/Safety/Information	8.1
Environment	7.0
Policies/Administration	11.6
Peace/4.3/Community/Conflict	4.7
Primary Industry	1.2
Education	9.3

As a result of the analysis of Governor Woo Geun-min's election announcements, words related to the Politics/Administration categories and primary industry categories appeared frequently. From the start, the Woo Geun-min government was forced to start with a big task of revitalizing the local economy, such as easing the economic downturn caused by the IMF financial crisis. Therefore, election announcements were also analyzed to have various keywords for revitalizing the local economy. In the case of the Industrial Economy category, the will to revitalize the local economy was clearly revealed by attracting outside capital, such as attracting private capital, regionalizing challenge areas, and attracting

foreign investment.

In addition, efforts were emphasized to stabilize the foundation of the local economy by strengthening support for the citrus industry that supports the economy of Jeju, such as citrus comprehensive measures, comprehensive logistics centers, citrus processing plants, and raw fruit treatment.

Table 4: 2nd provincial government analysis result

Category	%
Regional Development	8.3
Industrial Economy	8.3
Social Welfare/Women	6.3
Culture/Art	4.2
Tourism	4.2
Traffic/Safety/Information	4.2
Environment	10.4
Polics/Administration	22.9
Peace/4.3/Community/Conflict	6.3
Primary Industry	22.9
Education	2.1

According to the results of the election announcement analysis by Woo Geun-min, who is the 3rd elected governor, the proportion of words included in the Regional Development and primary industry categories was particularly high. This was the result of the designation of Jeju International Free City at the time, and the establishment and implementation of the International Free City Comprehensive Plan played a role in rapidly increasing the proportion of Regional Development categories. In fact, the proportion of the seven leading projects included in the first International Free City Comprehensive Plan, such as high-tech science and technology complexes, Seogwipo Port, recreational residential complexes, shopping outlets, and ecological mythology history parks, has increased sharply, and this trend has continued until the fourth elected government. In addition, the proportion of primary industrial categories was also analyzed to be very high, apparently due to the fact that policies to revitalize the citrus industry have become a major issue within the community.

Table 5: 3rd provincial government analysis result

Category	%
Regional Development	30.4
Industrial Economy	4.3
Social Welfare/Women	8.7
Culture/Art	15.2
Tourism	6.5
Traffic/Safety/Information	2.2
Environment	4.3
Polics/Administration	0.0
Peace/4.3/Community/Conflict	4.3
Primary Industry	23.9
Education	0.0

According to the analysis of election announcements by Governor Kim Tae-hwan of the 4th elected governor, the proportion of words included in the Industrial Economy, Politics/Administration categories is high. The key keyword of the fourth elected government campaign is the launch of the Jeju Special Self-Governing Province. At that time, Governor Kim Tae-hwan's election announcement shows that keywords related to the launch of the special self-governing province appear very frequently. This characteristic is hard to find in the election announcements of other candidates who ran as candidates at the time, which is believed to have been used as a means to express the achievements of the existing provincial government as Governor Kim Tae-hwan played his role as a full-time governor at the time. It was also analyzed that the proportion of words in the Industrial Economy category was very high. As the global economic and financial crisis escalated at that time, the resulting economic recession affected not only Korea but also Jeju Island, and keywords such as job creation and new industry discovery tended to appear frequently.

Table 6: 4th provincial government analysis result

Category	%
Regional Development	13.2
Industrial Economy	17.6
Social Welfare/Women	13.2
Culture/Art	2.9
Tourism	7.4

Traffic/Safety/Information	8.8
Environment	0.0
Polics/Administration	16.2
Peace/4.3/Community/Conflict	5.9
Primary Industry	4.4
Education	10.3

The election announcement of Governor Woo Geun-min, who is the 5th elected governor, showed that the proportion of words included in the category of Social Welfare/Women, Industrial Economy, and Peace/4.3/Community/Conflict categories are high. According to Governor Woo Geun-min's election announcement, the Social Welfare/Women categories were presented to various socially disadvantaged people, including childcare, the elderly, the disabled and multicultural families. In particular, keywords related to multicultural families appeared for the first time at this time, which means that issues related to multicultural families were emerging socially. Also, the industrial economy category showed a high proportion of keywords such as overseas exports, free trade and foreign investment, which were seen as a result of the local government's push to revitalize the local economy and overcome the crisis on Jeju Island.

Table 7: 5th provincial government analysis result

Category	%
Regional Development	1.9
Industrial Economy	12.4
Social Welfare/Women	23.8
Culture/Art	10.5
Tourism	5.7
Traffic/Safety/Information	3.8
Environment	5.7
Polics/Administration	8.6
Peace/4.3/Community/Conflict	12.4
Primary Industry	9.5
Education	5.7

According to the results of the analysis of election announcements by Won Hee-ryong, who is the sixth elected governor, the appearance of words included in the category of Social Welfare/Women, Industrial

Economy, and Traffic/safety/Information are high. One of the results of Governor Won Hee-ryong's analysis of election announcements can be seen as the emergence of resident keywords. As the rapid increase in the number of settlers, which began in the late 2000s and early 2010, has emerged as a major issue in the local community, related keywords seem to have appeared in the election bulletin.

Keywords related to job creation appeared in the Industrial Economy category with the highest proportion, which seems to have continued until the fourth elected government to the sixth elected government. In addition, keywords related to young people appeared for the first time in the 6th election announcement. This keywords related to youth have emerged as an issue nationwide as well as the Jeju provincial government.

Table 8: 6th provincial government analysis result

Category	%
Regional Development	4.6
Industrial Economy	14.6
Social Welfare/Women	16.6
Culture/Art	4.6
Tourism	6.0
Traffic/Safety/Information	13.2
Environment	9.9
Polics/Administration	7.9
Peace/4.3/Community/Conflict	7.9
Primary Industry	9.3
Education	5.3

In terms of conflict management, the following trends can be identified by aggregating the analysis results. First, it is a change in the proportion of development projects. Analysis of the major policies of the local governments of Jeju Island from the 1st to the 6th after the election of the provincial governor showed that keywords related to various large-scale development projects frequently appeared in the beginning, but the proportion of development projects decreased sharply over time. In particular, the emergence of keywords related to development projects began to decrease from the 5th local government, which is believed to be the result of

worsening image of development projects as they are linked to environmental issues. In fact, until recently, most of the development projects that have caused conflict and controversial in the local community are under the Jeju Island Comprehensive Development Plan established in the 1990s or the International Free City Comprehensive Plan established in the early 2000s. This can be seen as a recognition that local governments are also aware that development projects are highly likely to cause conflicts in the region, and that promoting development projects is not effective for regional development compared to the past.

Second, diversification of stakeholder classes. The Jeju area experienced a continuous increase in population due to the increase in the net inflow population, and in the process, a different form of community was established. The Jeju community, which had been very closed due to its geographical characteristics, experienced a change due to the increase in the external population, which led to the diversification of interest groups within the community that could clash with each other. In particular, keywords related to multicultural families, settlers, and young people began to appear in election announcements in the late 2000s and early 2010s when the scope of population growth increased rapidly, which means that these groups were emerging as a class in the community. The emergence of more interested groups than in the past and the complexity of social structures means that there are more things to consider in the process of implementing policies, which means that the possibility of conflict is higher than in the past. This trend was reflected in the actual policies of local governments. Various types of policies for multicultural families began to be implemented in earnest in the 2010s, and as the establishment of centers for migrants and young people or various support projects began to increase rapidly, the class clearly emerged as a stakeholder in the community.

Third, conflict management keywords appear directly. Keywords related to conflict management, which were not found in election announcements in the 1990s when the governor began to be elected, began to emerge after 2010. Existing election announcements tended to focus on keywords

related to specific projects or policies, but since local elections were established and policy elections were implemented, conflict management began to appear in election announcements as an independent policy that local governments needed to focus on. In this regard, however, it was analyzed that the system for problem resolution was not policyized, but it is urgent to come up with comprehensive alternatives for conflict management in the region at a time when conflicts in the region continue to diversify and deepen.

Conclusion

Considering the analysis results, Jeju's policy environment has changed to an environment where conflicts are highly likely to occur compared to the past, and in recent years, the provincial government and many local residents are also aware of the situation. Public conflicts in Jeju, which have continued since the past, continue to increase social costs, and local residents are also getting tired of such situations. Conflicts within the policy process can serve as a positive factor in that they can be expressed by stakeholders of various classes and set the right direction for the region, but the occurrence of continuous conflicts can increase residents' fatigue and create distrust of policies. Therefore, in order to integrate the region and secure policy conformance in this reality facing Jeju, alternatives are needed to actively manage regional conflicts, and local residents need to secure trust in the provincial government by drawing and implementing systematic management measures from various perspectives.

Depending on the policy environment, the effectiveness of the policy is likely to change significantly, so local governments need to continue their policy efforts to create sufficient social capital between the government and local residents. Social capital is a very valuable resource to be used positively for the development of the region at the same time as the harmony of local residents. This is especially true in the environment of Jeju Island, which is geographically closed and places great importance on connecting people. Of course, social capital is sometimes recognized as a representative example of the negative aspects of the networking

community, but the fact that proper utilization of it is nevertheless very useful in the community will remain unchanged. In order to lead the development of the community and efficiently utilize limited goods, it is necessary to clearly recognize the concept of social capital and come up with alternatives to utilize it correctly. What we need now is not to use social capital because it is feared to be used as a negative factor, but to provide an alternative to how to accumulate enough social capital and prevent this resource from being used negatively. In the end, only repeated interactions between local governments and local residents will make the relationship stronger, and as this situation accumulates, trust will form. And the mutual trust relationship will change the policy environment itself to facilitate policy implementation, which will ultimately serve as a good stimulus for regional development.

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