Analyzing Policy Making Process of Horse Industry Promotion Act for Spread of Horse Riding Industry
승마산업 확산을 위한 말산업 육성법의 정책결정과정 분석

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Analyzing Policy Making Process of Horse Industry Promotion Act for Spread of Horse Riding Industry

Park, Soo-Yeon · Kim, Nam-Sig · *Lee, Weon-Ill (Yongin University)

I. INTRODUCTION

The horse industry is a very large and important part of our national and local economies. It is a big entertainment business, it can be viewed from the perspectives of leisure and sport industry as well. The current economy and the easy accessibility of new media has inspired most horse professionals to more aggressively promote their businesses. According to domestic horse industry reports conducted by the Korea Racing Authority (2010), the government was to provide permission of equestrian center, deregulation, and improvement of the law (45%) ranked first at the preferential improvement for developing horse industry. Based on this requirement of the relevant area, the government gradually alleviated the regulation of equestrian center.

The Horse Industry Promotion Act (HIPA) was enacted on March 9, 2011. By setting details of development and support of horse industry, To promote the enactment of the HIPA by KRA, the government held a public hearing in May 2009 starting with Symposium for the Horse Industry. The main discussion agenda for the symposium were (1) policy implications for the fostering the horse industry; (2) current domestic horseback riding market and possible vitalization methods; (3) current horseback riding market in Germany and their approach; (4) current horseback riding market in Australia and their approach; (5) Methods for the economic revitalization through horse industry; (6) ways to produce feed for horse and use horse manure.

HIPA may improve people’s quality of life and to strengthen the competitiveness of the rural economy. From sports perspective, the reason they establish HIPA seems that government tries to promote equestrian business to increase national industry. Government policy vision, through the Act, is designed to create an

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environment that allows people to easily establish and operate. However, the promotion Act is not the answer for the most typical problem of unauthorized equestrian center. Regardless of such efforts to enact HIPA since 2009, however, the actual enactment of an Act was accomplished in 2011. Since HIPA focused more on how to handle the issue through the public hearing and congressional panel or forums without taking any account of the actual horse breeders, it would be qualified as the inside initiative model.

The field of equine studies covers horse training, also called equine management, breeding and care. An equine studies program covers topics such as horse facility management, equine-related sales, therapeutic recreation, and leisure experience. Equestrian relevant existing licensing regime is related to a lot more than government’s expectation. For example, government implemented greenbelt mitigation policies in 2009, in order to operate equestrian center at greenbelt area. The owner of the center had to pay 1.3 billion for tax and needed to get permission from 6 different public offices (Chae, 2010). Even though government enforced the promotion Act, it was criticized that the equestrian field has been lack of institutional support (Kim, 2013; Shin, 2001). The reason for such a sustained criticism of the equestrian policy is government centered regulation policy that does not consider business concept to successfully operate equestrian center. This central regulation policy implementation is problem being overlooked at (Noh, 2006).

With society and government interest in horse industry connected to academic study, Kim (2011) proposed Korean horse industry as an alternative to the existing livestock industry. He tried to explain riding the feasibility of industrial development based on international practice. It combines the primarily rural activities of breeding, training, maintaining and riding horses with the more urban activities of operating racetracks, off-track betting parlors, horse shows and public sales. However, he failed to provide domestic horse industry status and characteristics. In addition, Kim and Choi (2010) examined scheme of equestrian for the activation rural area, but they end up introducing domestic riding institutions and size of domestic equestrian center. In other words, riding the popularity from the industry generated revenues of social, industrial and cultural impact of research is not enough. Therefore, Horse Industry Promotion Act revised policy currently in force requires micro, macro perspective studies. Such a policy research perspective, this research apply Kingdon’s (1984) Policy stream model (PSM). Kingdon’s (1984) PSM has been considered as a typical model to explain the creation process of policy. This particular model allows the scholars to investigate the purpose of each process of agenda making and possible influences of people in charge from each process (Jung, 2003).

In recent years, approach in the field of physical education policy started to progress. Lee and Yeo (2008) applied PSM to investigated economy, which is associated with the issue of supplementary business policy formation and policy issues with regard to policy. By applying the process-oriented approach, Park and Park (2011) investigated the procedural process of baseball stadium related legislation. Hong (2013) examined the process of policy agenda to make school’s sport club activities. In a similar line of research, the current study focuses on the procedural aspects of HIPA. Furthermore, the study also provides the necessity of HIPA from the sport industrial viewpoint. Promotion Act did not include introduction of horse industry and auctioneer
system, more discussion should be continued to grow horse industry into an international business. In this regards, the process of selecting the details of HIPA is the same with the result of previous study which explain Korean characteristics of public policy is dogmatism by the Executive Branch and secrecy, and irrational way.

Although equestrian industry is not an individual sports policy, it has deep relationship with industry side of horse riding. Thus, it is important to apply Kingdom’s PSM (1984) to decision making process of HIPA. Therefore, the main purpose of this study was to analyze HIPA from the scratch on both sociocultural and political perspectives along with contemplating necessity of the legislation. This study applied Kingdom’s PSM (1984) to analyze the current problems based on the quantitative data. In the process of analyzing policy implementation process, the current study also aims to provide basic information to help flourish the industry. Specific research questions are as follows: first, how do the problem streams and the main decision makers’ view differ? Second, how do political stream and interests of political leaders differ? Third, how do policy stream and the selection criteria differ?

II. METHODS

1. Data Collection

To determine the socio-cultural and political context of a formation of HIPA, the Kingdon’s (1984) PSM was applied in this study. Relevant literature review was conducted to find the significance of establishing HIPA. Primary sources (e.g., legislation, guidelines, and statistics) were collected to examine social and cultural background and secondary data sources (thesis, newspapers, and national assembly records) were investigated to understand the role of main actors and awareness of HIPA.

2. Data Analysis

In this study, Kingdon’s (1984) PSM was applied to conduct research. Kingdon’s particular interest is seen as part of agenda-setting stage <See Table 1>. In other words, among various potential issues of policy agenda, only specific issues attract the public policy interested parties. This particular selection process might be where Kingdon got his interest in the process of policy agenda, Kingdon’s MSF paid attention that how the matter is politicized, how to gain officials’ attention, and how to establish an agenda. Therefore, the attention is needed to how to set the agenda (Jung, Choi, Lee, & Jung, 2007; Kingdon, 2003).

Kingdon’s MSF can be conceptualized as three independent streams. In terms of policy entrepreneur, interest groups or research institution, inside and outside government can be defined including those who have been elected, and people who are willing to invest their time, finance, energy, and reputation (Kingdon, 1995).
First is problem stream. The probability of selecting the agenda is higher when the dramatic events such as aircraft accidents occur, or sensational issues such as increased death rate of infant in public statistics appear. This can define as trigger mechanism for agenda setting. This mechanism has a significant role that everyday problems bring public reaction (Namgung, 2012). Second stream is the policy stream. This stream influenced by policy community, participation of all stakeholders, and policy entrepreneurs in the presence and degree of differentiation agenda (Jung, Choi, Lee, & Jung, 2007). Third stream is the political stream. Political stream is affected by country atmosphere, replacing key personnel administration, interest group pressures, and change in the number of seats in the National Assembly. According to Zahariadis (1999), it receives the most powerful effect on set agenda when regime change and the national mood are combined. The flow of people to participate in political negotiation tends to agree, and to adapt to traffic characteristics (kingdom, 1995). The Kingdon proposed a solution looking for problems in the process of agenda-setting issues; the result is a function of participants and resources. When dramatic event or an important policy issue lead one or more of three streams, the Kindon called policy window is open. Because policy window does not open for a long time, when policy window is open, people have to take action. Otherwise, the policy window will not open again for a long period time (Namgung, 2012). This policy agenda setting process includes discrete issues, policy, and political streams. When three streams operate by their own rules without interaction, the policy entrepreneur plays a significant role to interact each other (Cho, 2006; Kingdon, 1995).

### III. RESULTS

The current study follows the process of Kingdon’s (1984) PSM. Based on the data, it was categorized as problem stream and awareness, political stream, and policy stream. For flow and awareness of the problem part, the Ministry for Food, Agriculture, Forestry and Fisheries, Horse Racing Association (KRA), which reflects the flow of public opinion, and social trends, were investigated. In political stream, relevant documents to investigate the replacement of administration, the pressure of interest groups activities and public opinion were examined. In the policy stream, the existence of policy community, interest groups’ intervention, and policy makers’ activists need to be studied. Therefore, occupational formal roles of the public participants such as experts, officials and congressional aides and their related activities were examined.
Previously, equestrian center in the permitting process was managed independently by the Ministry of Culture, Sports and Tourism. People have known horseback riding as a noble sport. If national incomes exceed 3 million dollars, horseback riding can become nation-wide recreational sports (Ryu, 2012). According to the report published by Korea Racing Authority, only 35 equestrian centers existed in 2000, however in 2010, a total of 259 private domestic equestrian centers were found. With the rapid growth of the industry, it seems very outgoing, but there are many problems also appeared. Unauthorized equestrian center is typical problem. Currently, 23% of equestrian center is authorized. Other 77% is operated as unlicensed (KRA, 2010). However, the spread of horse industry had affected that Ministry of Agriculture and Forestry started to promote horse industry. Korea’s livestock type is factory-farming, in this harsh environment, various problems are threatening livestock (Jung, 2011). First, it causes HFMD. Based on research, HFMD is only fatal in the artiodactyla (Kim, 2011). HFMD occurs in livestock and poultry farms have a negative image on consumers and increase foreign imports of livestock, causing livestock prices to fall (Lee, 2013). Secondly, it causes occurrence of avian influenza virus. This virus comes from chickens, ducks, and wild birds due to infection in acute viral infectious disease that is rare for a person is infected. It also gives a negative image to consumers and effect to livestock market. Thirdly, it had negative impact on livestock farms because of BSE (bovine spongiform encephalopathy). Because of these negative impact, it threatens the lives of farms and livestock market, has resulted in a contraction. Therefore, people think that livestock industry needs to change to eco-friendly industry like developed countries carry out.

When it comes to developed countries case, people enjoy sports, depending on income level. For example, if national income exceeds 1 million dollars, people enjoy hiking. If national income exceeds 2 million dollars, people enjoy golf. Moreover, when national income exceeds 3 million dollars, people start concern about horseback riding. To understand the problem steam, it is important to acknowledge what types of current social phenomena attract the public attention. At the same time, it is important to know the characteristics of a phenomenon to come up with the possible solution, which need to match the current political will.

Free trade agreement (FTA) is the goods and services agreement to eliminate tariffs, and import quotas to realize the trade liberalization between the two countries or regions signed a preferential trade agreement. As of 2010, the dependence on trade is 87.9. It is inevitable to make FTA agreement with many foreign counties for sustainable economic growth. However, agriculture, rural areas and farmers have been difficult to avoid the dissolution of the crisis by the Korea-US FTA in the long term. Livestock industry is expected to get biggest damage through the rapid globalization by the FTA (Cho, 2012). Meanwhile, the studies pointed out the repercussion effect of dairy farming industry’s FTA and problems of domestic dairy farming industry (Kim, 2006; Kim, 2011; Jung, Lee, & Lee, 2006). The following table 2 shows the decline in livestock production parts after agreement of an FTA.

As HIPA was established, the horse industry enabled to promote the National Sports. Through populariza-
tion of edible horsemeat, horse industry must develop and can be promoted as alternative industry to replace existing livestock industry which is under difficulties. Due to the FTA, livestock industry has accelerated the collapse. Cho (2012) suggested that a paradigm shift should be sought. First is cost savings of the production. Second is constructs of income safety net. Third is stable management based on types and customers need. Fourth is relaxation of downward inelasticity and decrease of margins. Fifth is improvement of food self-sufficiency through crop-animal farming linkages. Sixth is maximization of domestic livestock premium. The Ministry of Food, Agriculture, Forestry and Fisheries applied some above suggestions to the policy. One of the most interesting policies is the creation of new forms of income by promoting horse industry. Kim (2011) suggested developing horse industry as alternative of existing livestock industry. Therefore, horse industry is going to be the best alternative which can generate a variety of income, beyond just enjoy riding horse. The author also insisted eating horsemeat should become generalized to promote horse industry.

Although HIPA was enacted by unanimous vote, the officials of Food, Agriculture, Forestry and Fisheries and members of Congress had disagreement about the details of the legislation. The main issues of detailed enforcement of HIPA were categorized by agreement and disagreement as follows: in agreement part, first, Korea Racing Authority is designated as the exclusive horse industry promotion organization. Second, through introduction of certification, the government systematically fosters horse industry. Third, equestrian center in rural area is exempted from the Act on Establishment and Use of Sport Facilities.

To establish a particular agenda, it is better to have some support from public sentiment or pledge from the election. Acknowledging public sentiment is an essential part of establishing any particular agenda for the congress, since public sentiment can shape both national and social atmosphere. Kingdon’s (1984) political stream can be interpreted in many different ways independent from two other flux of generating a political agenda: the problem stream and the policy stream. It can be interpreted as the change of public sentiment, national atmosphere, social atmosphere, and more. For example, the result of election includes both outcome of the election itself and the changes that brought by the election: administrative or congressional changes, changes of direction of basic policies, and changes of the interest parties. It is, however, unusual for the interest parties to establish a new agenda. As a result, public sentiments directly and indirectly affects the decision making process of politicians and other interest groups, which can establish political agendas. Jung (1998) stated that an agenda that incorporated public sentiment could be expedited quickly whereas an agenda that goes against or without public sentiment can die quickly. In this context, the political stream toward HIPA can be divided into three categories: (1) changes in the Korean Racing Authority; (2) public hearing to promote horse; and (3) attention from the local government.

The President Kim’s moves of changing the focus of the KRA from horse racing to horseback riding proposed the new vision for the entire horse industry, which also put KRA as the primary conducting agency for HIPA. In September 2008, Kwangwon Kim was inaugurated as a newly appointed president of the KRA. A month after his inauguration, the president Kim proposed a new deal for the KRA using the idea of horseback
riding instead of traditional approach of horse racing. This new deal was a sensational approach, which over-turns the entire structure and focus of the KRA from narrowly designed horse racing plans to generalizable approach of horseback riding plans. Even during the inspection of government offices in October 14th, 2008, the president Kim showed a strong support and intention to carry a new deal up to a possible enactment of the act (Jung, 2008). According to the president Kim, prior Korean horse industry was all about the horse racing, which generated negative public sentiment toward the entire industry.

Therefore, by promoting the idea of horseback riding, the president stated that it would not only enhance the level of awareness toward the industry but also promote the overall horse industry. Examples of such fostering efforts would include but not limited to the increase of (1) horse breeders; (2) horse equipment industry; and (3) professionals related to both (1) and (2). Through such direct and indirect impacts of horseback riding, the Korean horse industry could naturally change the negative public sentiment to positive one, at the same time generating profitable future for the entire industry. To promote such change, the president Kim announced to have special task-force team for HIPA. This task-force team would start to establish the fundamental basis for HIPA. HIPA would not only propose required role of national government, local government, and the KRA but also include other plans related to horseback riding such as training for the professionals, supply methods, and insurance policies (Choi, 2008). As stated above, the President Kim’s new approach to change KRA promotes the changes of public sentiment toward the entire industry. On top of that, his approach also minimizes the focus of the industry from the solely business oriented – horse racing –, to both public and business oriented – horseback riding. When the president Kim took the office, KRA was in a difficult position due to the implementation of speculation business healthy development comprehensive plan by The National Gambling Control Commission. Therefore, the minimization of horse racing was inevitable (Choi, 2008). As a result, the KRA was in a desperate need to shift its focus of business, which in turn, brought the idea of the HIPA.

To promote the enactment of the HIPA by KRA, the government held a public hearing in May 2009 starting with Symposium for the Horse Industry. The main discussion agenda for the symposium were (1) policy implications for the fostering the horse industry; (2) current domestic horseback riding market and possible vitalization methods; (3) current horseback riding market in Germany and their approach; (4) current horseback riding market in Australia and their approach; (5) Methods for the economic revitalization through horse industry; (6) ways to produce feed for horse and use horse manure. In July 15th 2009, under the principal agents of the Agriculture, Food, Rural Affairs, Oceans, and Fisheries Committee (FAFFC), congressman Jinrae Cho from the Grand National Party and congressman Woonam Kim from the Democratic Party held a congressional panel for asking the necessity of the enactment of HIPA. This panel was sponsored by FAFFC and KRA. During the discussion, Congressman Cho asserted the collateral effects of the horse industry as a higher value-added business, which requires supports from the national government. At the same time, congressman Kim stated the importance of the horse industry by stating the industry as "one of the next generation growth..."
engines of the Korean economy” and proposed the continual supports by the national government. This particular congressional panel discussion received an important message since the congressman from both parties promotes the enactment of HIPA. Furthermore, from the forum in July 15th, 2010, which promotes the advancement of the horse racing industry, members of Seoul Racehorse Owners Association, Congressman Sangdeuk Lee, and distinguished figures of all spheres of social activities express their intentions to support HIPA to promote the advancement of horse racing industry. Regardless of such efforts to enact HIPA since 2009, however, the actual enactment of an Act was accomplished in 2011. Since HIPA focused more on how to handle the issue through the public hearing and congressional panel or forums without taking any account of the actual horse breeders, it would be qualified as the inside initiative model.

The foundation of the HIP could be located at the article 3 of the Livestock Industry Act: consideration of livestock industry development policy which also became the foundation of HIPA. HIPA was not the only governmental policy to promote the advancement of horse industry. Prior to HIPA, there was similar promotion policy. Even since the initiation of HIP, many local governments have started to participate in horse-related business as a part of their profit generating business. There are two reasons for the popularizing horse-related business by local governments. First, it is the outcome of the policy implementation by the national government that promotes the horse industry. Second, the possibility to be designated as the special economic zone for specialize regional development for horse-related industry by the article 4 of the HIPA. Therefore, local governments based on the livestock industry try their best to get such designation from the national government. Kingdon (1984) defined the interest group as the group of people who share the same interest toward a particular issue, and promote a group interest on a particular policy. In this context, the local governments this study elaborated in detail could be considered as the interest group. They have been, however, only proposed their initiative plans with limited political activities, if any. The biggest difference between the HIP and HIPA would be the following. First, the HIP only focused on breeding the racehorse rather than other types of horses. Second, the HIP only received support from both national and local government. The main targets for the HIP were the association of the breeder, the livestock raiser, and the local government with primary purpose of promoting the participation rates by the individuals. The HIP was, however, a premature approach that failed to acknowledge the awareness level of the livestock raisers. On the other hands, the HIPA focused on promoting participation of the individual livestock raisers to breed various types of horses. Such efforts would hold a possibility to boost the participating rates toward overall flow of the entire horse industry. The failure of the HIP was another reason for expediting the HIPA enactment.

Koreans still consider as equestrian is for privileged people, so it is hard to construct of infrastructure for equestrian. Above reasons led the spread of social requirement for establishing horse industry act. Advantages of horse industry may be illustrated as follows. First, horse is economic value-added livestock. Horse can be used in variety of ways such as riding, racing and used a long term period. Secondly, it is safety from HFMD (The government spent 3 trillion for compensation due to HFMD). Thirdly, horse is environmentally friendly.
livestock, if you compare 100kg per livestock’s excretions 10.1kg from cow, 14.3kg from pig and 12kg from chicken, However, only 4.2kg is for horse. According to this result, horse is environmentally friendly so it can be raised in suburb area. Despite the advantage of horse industries, the industry is underdeveloped in Korea.

IV. DISCUSSION

The purpose of this study is to analyze the meaning of establishing Horse Industry Promotion Act (HIPA) using sociological applications, and find the solution to increase horse industry in policy aspects. The meaning of this study is as follows: First, in the process of HIPA, the problem stream is that practitioners require deregulation of the horse industry due to the spread of horse industry in aspects of sports. In livestock industry, with the collapse of the livestock industry, the government is willing to accept the livestock industry’s needs to foster substitute livestock industry by the FTA. Policy leader is not the only central figure in the decision-making process, but also the combination of stream and can be found in various locations. Kingdon also insisted that policy leader’s motivation is such as ideological orientation, personal or group interests, and joy of participation (Kingdon, 1984). It can be estimated that theses announces included the flow of problems and flow of politics which is mentioned. Although 6 times of the Food, Agriculture, Forestry and Fisheries Committee (Legislative bill Examination Subcommittee) were held from February 23 to April 22, HIPA was not discussed at that time. Later, the Act was deeply discussed in August 25, 2010 at the 293th Food, Agriculture, Forestry and Fisheries Committee (bill audit subcommittee).

Kingdon (1984) insisted that the policy streams is the flow mainly formed by formal participants, or informal participants such as professional groups, professional bureaucrats and parliamentary aides. These experts are also linked with university or research institute, the administration, the Congress or interest groups and formed policy community. The policy community is made up of experts in the field of policy, and means formal and informal expert groups which contact and exchange ideas by policy fields (Jeong, 1988). Kingdon (1984) argued that the role of policy leader, the key actor in the decision-making process, is essential. In this respect, the characteristics of policy stream regarding to HIPA are 1) the government-led, 2) issues of industrial development, etc. With respect to HIPA, the characteristic was that the enactment of the bill was firstly led by the government, and the role of government was crucial to select policy agenda. That was why government was very sensitive to the public opinion due to the collapse of livestock farms. Therefore, the government determined that fostering horse industry as an alternative livestock was urgent matter. The following table is the history of the horse industry promotion act.

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<tr>
<th>Year</th>
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<td>2011</td>
<td>HIPA was laid on February 18, 2011 without modifying the subject matter. The Act was proposed with the consent of the congressman Kim and other 13 ruling party lawmakers with congressman Cho and other 34 Democratic (opposition) lawmakers. The final initiatives are as follows: As a result, HIPA</td>
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was enacted by 199 lawmakers' unanimous vote. The policy makers were Congressman Kim and congressman Cho. However, the role of the Minister of Agriculture, Forestry and Fisheries was not strong. The result was different with the result of Lee and Yeo (2008) which showed that Park Cheoleon, then minister, had a significant role to enact cycle racing & motorboat racing business. Jeong(2003) argued that the more developed country, the more the parliaments’ roles in the decision-making process is significant. Therefore, policy decision under the leadership of lawmakers shows that our decision-making process becomes advanced.

V. CONCLUSIONS

The results of the study show that the horse business is a highly diverse industry that supports a wide variety of activities in all regions of the country. However, the problems faced by the current horse industry (for example, licensing of unlicensed Equestrian) were not considered significantly. Second, in political stream, KRA belonging to the Ministry of Agriculture and Forestry has shown a will to solve social problems in political way such as hosting public hearing about horse industry. From the will of government and KRA, local governments started to have a significant interest about horse industry promotion. Third, in policy stream, HIPA is led by the government. Congressman Kim and congressman Cho play a significant role in holding ‘policy window’. After that, the Act was passed by the National Assembly Standing Committee without any difficulty. On the other hand, the issues were the current budget and establishing horse industrial zones to establish HIPA. The finding of this is similar with Hilsman’s (1990) research which pointed out that developed countries are inclined to make policy decision by external-driven approach. In addition, developing countries tends to make policy decision by internal-driven approach regard to policy decision. It suggests that decision making through social consensus is needed.

There are several limitations in this study such as data gathering methods. For example, the data could be analyzed based on survey administered through the related job specialists in that area. Based on the above results, the following ideas can be proposed. First, although horse HIPA covers horse riding industry, policy decisions are made by existing regulatory focused way, as a result, it lacked of improving ’unauthorized equestrian center’ matter. Therefore, the questions of effectiveness of HIPA are being raised and the specific discussion to improve this matter should continue. Second, to amend current HIPA, in-depth study of successfully conducted horse industry in the developed countries should be conducted. Based on the issues of HIPA and the analysis of status of developed horse industry in several countries, the revision of HIPA should be made. Third, a study to find out if amendment direction of HIPA should be conducted based on considering the matters and characteristics of Korea’s horse industry and cases of developed countries.
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National Assembly records (2010, April 19). The third panel of 289th Food, Agriculture, Forestry and Fisheries Committee, Legislative bill Examination Subcommittee.

National Assembly records (2010, April 22). The fourth panel of 289th Food, Agriculture, Forestry and Fisheries Committee, Legislative bill Examination Subcommittee.

National Assembly records (2010, August 25). The first panel of 289th Food, Agriculture, Forestry and Fisheries Committee, Legislative bill Examination Subcommittee.

National Assembly records (2010, February 24). The second panel of 287th Food, Agriculture, Forestry and Fisheries Committee, Legislative bill Examination Subcommittee.


National Assembly records (2010, February 23). The first panel of 287th Food, Agriculture, Forestry and Fisheries Committee, Legislative bill Examination Subcommittee.

National Assembly records (2010, March 15). The first panel of 288th Food, Agriculture, Forestry and Fisheries Committee, Legislative bill Examination Subcommittee.

National Assembly records (2010, September 8). The first panel of 294th Food, Agriculture, Forestry and Fisheries Committee, Standing Committee.


승마산업 확산을 위한 말산업 육성법의 정책결정과정 분석

박 수연 · 김 남식 · 이 원일

이 연구의 목적은 말산업 육성법 제정에 관한 의의를 사회문화적 맥락으로 분석함으로써, 앞으로 승마산업이 발전하기 위한 기초자료를 제시하는데 목적이 있었다. 이를 위해서 킹돈(1984)의 다중흐름모형을 적용하여 분석하였다. 본 연구를 통하여 사회환경, 정치, 그리고 말산업 육성 측면에서 다음과 같은 결과를 도출하였다. 문제의 흐름에서는 첫째, 승마산업의 확산, 둘째, 축산업의 붕괴, 셋째, FTA로 인한 대체 축산업의 필요성으로 나타났다. 정치의 흐름은 첫째, 마사회의 변화, 둘째, 말산업 육성에 관한 공청회, 셋째, 지방 자치단체들의 관심으로 나타났다. 정책대안의 흐름은 첫째, 정부가 주도, 둘째, 말산업 육성에 관한 쟁점들로 나타났다. 이 연구에서 도출된 말산업 육성법 정책적 의의는 향후 승마산업이 발전하는데 있어서 시사점을 줄 수 있을 것으로 사료된다.

주요어: 정책흐름모형, 말산업육성법, 정책결정, 승마산업

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