

지자체 건축자산 진흥 정책의 추진 현황과 과제

Current Status and Challenges of Local Government's Policies
to Promote Architectural Assets

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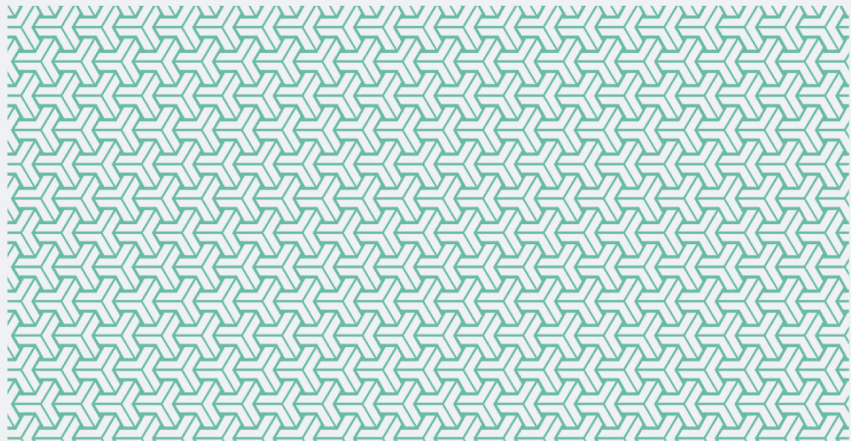
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Summary



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Currently, the local governments are the frontline entities that are implementing the architectural asset system in the Act on Value Enhancement of Hanok and Other Architectural Assets (hereinafter referred to as the “Hanok and Other Architectural Asset Act”). The metropolitan local government establishes an implementation plan for value enhancement of architectural assets to practically promote the operation of the architectural asset system, and is the policy-promoting entity that conducts basic survey on architectural assets, registration of exceptional architectural assets, and designation of architectural asset value enhancement zones.

The mid- to long-term policy direction and detailed projects for architectural assets are promoted through the 'Master Plan for Value Enhancement of Architectural Assets' established by the state on a five-year cycle and the 'Implementation Plan for Value Enhancement of Architectural Assets' established by the metropolitan government. The Ministry of Land, Infrastructure and Transport is establishing and implementing the second master plan (2021–2025) following the first (2016–2020), and plans to establish the third master plan in 2025, when the second master plan ends. As of October 2024, 16 out of 17 local governments, excluding Ulsan, have completed the first implementation plan for the value enhancement of architectural assets since the enforcement of the “Hanok and Other Architectural Assets Act” (June 2015). Gyeonggi, Jeonnam, and Jeju have completed the second implementation plan, and Sejong, Incheon, Chungnam, and Chungbuk are in the process of completing the second implementation plan. As the majority of local governments have completed the first implementation plan and some local governments have completed or are implementing the second implementation plan, the conditions have been created to review the implementation plan's policy promotion status and achievements, which can be said to be the local governments' practical architectural asset promotion policies. In addition, as the second master plan for value enhancement of architectural assets (2021–2025) will end in 2025, it is time to review the status and achievements of the existing policies ahead of the establishment of the third master plan.

This study was conducted with the aim of identifying pending issues and problems in the operation of the architectural asset system and policy promotion by local governments, and of devising effective local government

policy promotion measures for the promotion of the architectural asset system. In Chapter 2, we have provided an overview of the current status of the ordinances established by local governments and their main contents, as well as the main contents of the 1st and 2nd Implementation Plans for the Architectural Assets. In Chapter 3, the authors attempted to identify the achievements and limitations of local governments' policies for enhancing architectural assets by reviewing the results of discussions at the Regional Policy Council hosted by the Architecture & Urban Research Institute from 2021 to 2024, conducting a survey to analyze the performance of local governments' policies for architectural heritage, and conducting interviews with local governments that have established the Second Implementation Plan for Enhancing Architectural Assets.

In Chapter 4, the pending issues and problems of the local government's architectural asset enhancement policy derived from this study are summarized into seven major points. The first problem is that the conservation and management-oriented architectural asset system and the development and new construction-oriented operating department are in conflict. With the exception of support for the construction of hanok and hanok villages, most policies related to architectural assets are focused on conservation and management. However, the departments in charge of the 「Hanok and Other Architectural Assets Act」 in local governments are actually the departments related to architecture and housing, such as the Architecture Department, Architecture and Development Department, Architecture and Housing Department, Architecture and Landscape Department, and Architecture and Design Department. As a result, there is a conflict between the nature of the architectural asset policy, which is focused on conservation and management, and the architectural-related operations department, which is responsible for policy work focused on development and new construction, including building permits. The conflict between the expertise of the departments in charge of these tasks and the direction of the system's operation also presents a problem in the promotion of joint projects. Another major problem was the difficulty of collaboration between the departments that actually use architectural assets in policy, such as culture, tourism, and urban regeneration, and the architectural departments that are responsible for architectural asset work and manage basic survey

lists, but have a low workload and are not involved in promoting projects that use architectural assets.

Second, the issue of the inadequacy of the institutional tasks and roles of local governments can be cited. In the law, the local governments are responsible for most of the major tasks related to the current operation of the architectural asset system, such as establishing implementation plans, conducting basic surveys of architectural assets, registering exceptional architectural assets and providing technical and financial support, and designating architectural asset value enhancement zones. On the other hand, the duties and roles of local governments are not specified in the current law. As confirmed through the regional government policy council, most regional governments are promoting policies centered on matters limited to the role of regional governments in law due to the difficult reality of establishing a foundation for promoting policies on architectural assets. As a result, most of the tasks, with the exception of establishing the implementation plan, which is essentially a statutory plan, and conducting the basic survey, are focused on management, such as registering exceptional architectural assets and managing the process of registration, and designating architectural asset value enhancement zones and establishing consultative bodies. Even during the process of establishing the first implementation plan, it was found that the role of the local governments was minimal, or it was limited to the level of cooperation and gathering opinions.

Thirdly, the difficulty of expanding manpower and budget due to the decline in business feasibility can be cited. After establishing the Implementation Plan for Value Enhancement of Architectural Assets, the most important reason for not promoting related policies is the difficulty in securing a budget and the lack of personnel in all local governments. In policy implementation, securing personnel and budget is linked to the presence or absence of ongoing policy projects. In the case of the building asset policy, only some projects that support hanok are included in the projects that guarantee sustainability among the projects specified in the implementation plan. There are many cases where the basic survey and re-survey that form the basis for promoting the policy cannot be carried out in a faithful manner due to difficulties in securing budget.

Fourth, the issue of the need for changes in the vision and business content required for the establishment of a new implementation plan was raised.

Unlike the first implementation plan, the new difficulty that arises in the second implementation plan is that changes in the business content and vision are required to establish a new implementation plan. This leads to the delay in the establishment of the implementation plan, as local governments cannot find a justification for establishing the second implementation plan even though the period of the first implementation plan has ended. As a result of the interviews with local governments, some expressed the opinion that a streamlining measure is needed to ensure that the plans are drawn up in a substantial manner with only projects that can actually be carried out. In particular, the names and contents of the projects specified in the implementation plan do not differ significantly from one local government to another, and it is necessary to establish guidelines for the establishment of implementation plans that can take advantage of the characteristics of local governments.

Fifth, there is a decline in basic awareness of architectural assets and a lack of distinction from cultural heritage. The results of the survey of local government officials showed that the low awareness of architectural assets and the lack of consensus among public officials and citizens on architectural assets policies are among the main factors that make it difficult to promote policies. In addition, although architectural assets is a subject of support that focuses on preservation and utilization, excluding cultural heritage, the general public often perceives the registration of exceptional architectural assets and designation of architectural asset value enhancement zones, which are management tools for architectural assets, as a kind of 'regulation,' making it difficult to gain consensus on policy promotion. This lack of distinction from cultural heritage is also an issue for expert groups. Even experts in cultural heritage often have little awareness of architectural assets and are not fully aware of the system, so they often deliberate on the registration of exceptional architectural assets based on cultural heritage value criteria.

Sixth, it was pointed out that the scope of the architectural assets currently subject to the policy and the criteria for determining their value are ambiguous. The 2016 Guidelines for Conducting Basic Surveys of Architectural Assets of the Ministry of Land, Infrastructure and Transport defines the targets of basic surveys of architectural assets as buildings that have been in use for 30 years (or 20 years in the case of public buildings),

works that have won major domestic and international competitions in fields related to architecture, urban planning, civil engineering, and landscaping, and other buildings that local governments deem necessary to manage for their value. However, as mentioned earlier, the conceptual distinction between architectural assets and cultural heritage is not clearly defined, making it difficult to compile a list that takes into account the characteristics of architectural assets that distinguish them from cultural heritage. There are also issues such as newly constructed architectural assets that have won architectural awards not being reflected in the list. When the list of basic surveys of architectural assets is prepared in a narrow range like this, the result is that the list of basic surveys of architectural assets does not match the actual targets of the policy project under the implementation plan for value enhancement of architectural assets.

Seventh, it is necessary to review the current situation in which the contents of the master plans for local architecture established by local governments overlap. The main body carrying out the work related to architectural assets in local governments is the department related to architecture, such as the department of architecture, and the same department related to architecture establishes and operates the master plans for local architecture and implementation plan for value enhancement of architectural assets. Although the purposes and characteristics of each plan differ, due to the circumstances, all local governments currently include some of the contents related to architectural assets in their master plans for local architecture. The advantages of having overlapping business contents are that the department in charge of architecture can implement the master plans for local architecture and at the same time implement the business contents included in the implementation plan for value enhancement of architectural assets, and that the department in charge of architecture can propose more specific and diverse projects for utilizing architectural assets in connection with other tasks within the department. However, the need to establish an implementation plan for value enhancement of architectural assets and the fact that it may be less effective are pointed out as disadvantages.

In this study, we have proposed four directions for improving local government policies on the promotion of architectural assets: improving the system, developing new business models, expanding training and workshops

for public officials and experts to raise awareness, and developing policies and conducting research to promote effective policies.

First, it is necessary to expand the current system operated by local governments to improve the system to expand the roles of local governments and the national government. The architecture department of the local government is responsible for the processing of permits and licenses for actual buildings and manages the buildings within the local government. Architectural assets are objects that exist on site. Therefore, the role of local governments as entities that can create substantial economic and social effects in the region by investigating the current state of architectural assets or promoting projects for the conservation and utilization of architectural assets needs to be institutionally emphasized. In this study, we proposed the selection of candidates for designation as a architectural asset value enhancement zones and the establishment of a management plan, as well as the creation of a list of candidates for basic survey, the establishment of a project plan specific to the local government, and the management and operation of public hanok and exceptional architectural assets as the institutional role of the local government. For the expansion of the role of the state, the establishment and operation of a state-led building asset information system, management of the results of the training of specialized personnel and the formation and operation of expert groups, and the establishment of grounds for the construction of a state-led hanok village were presented.

The second improvement direction suggested the need to develop a new business model to secure budgetary resources. Currently, there are not many cases where local governments are promoting policy projects for architectural assets or hanok alone, and they are also facing the difficulty of the budget allocated for architectural assets continuing to decrease. Therefore, it is necessary to develop a new policy project model that can be operated continuously to raise the budget. New policy business models should be developed by local governments and the national government, but they should be divided into (1) business models that can be matched within the architecture department and (2) business models that can be linked to other ministries and departments. (1) In the case of a matching business model within the construction department, for example, a construction in architectural assets value enhancement zones can be understood as a concept

of a redevelopment project zone for the purpose of preserving construction assets, and a plan to promote a renovation support project to maintain the characteristics of construction architectural assets within the architectural asset value enhancement zone that are not subject to special cases or are subject to regulation-oriented application rather than special cases can be considered. (2) For business models that can be linked to other ministries and departments, priority should be given to developing business models that can secure funding. The advantage of the fund is that it can be used to execute a budget for a specific purpose on a stable basis, unlike the budget allocated by evaluating the business plan every year.

The third improvement direction proposed the development and operation of training and workshops for public officials and experts to raise awareness. First, it is necessary to run training and workshops for public officials to raise awareness of the policy, and it is necessary to devise a workshop for architectural assets such as hanok, etc. between metropolitan and local governments so that the policy can be expanded to local governments. In addition, there is a need to come up with measures to improve the current situation where even experts on cultural assets are not well aware of the standards for cultural heritage and are not fully aware of the system, as the recognition of architectural assets is low and there is a lack of differentiation from cultural heritage due to a low level of awareness of architectural assets. Therefore, this study proposed workshops and training programs to strengthen the expertise of the architectural asset system for the Architectural Committee, which deliberates on the registration of exceptional architectural assets and support for architectural assets.

As the final direction for improvement, it was proposed to conduct basic policy development and policy research to promote an effective architectural asset policy that can be implemented on site. The research results can be summarized into the following three future tasks that should be performed at this point in time. First, it is necessary to establish the scope of architectural assets as a policy target and the criteria for determining their value. Second, it is necessary to establish guidelines for local governments to continuously establish and operate plans for the implementation plan for value enhancement of architectural assets. Finally, research is needed to develop various business models linked to architectural assets. There is a need for policy research to organize various policy projects for hanok and

architectural assets and develop a sustainable architectural asset-linked business model.

Keywords :

Implementation Plan for Value Enhancement of Architectural Assets,
Architectural Asset System, Local Government Architectural Asset Policy