

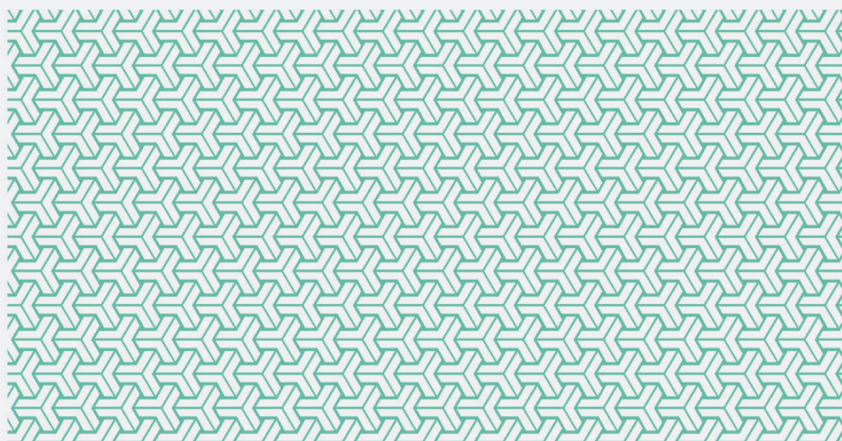
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Landscape Policy Achievements and Improvement Directions
since the Enactment of the Landscape Act

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This study comprehensively examines the implementation process of domestic landscape policies since enacting the “Landscape Act,” which aims to develop policies for sustainable national landscape formation and respond to rapidly changing policy environments. The research seeks to propose future policy directions while analyzing policy achievements and limitations. Specifically, from a policy analysis and evaluation perspective, this study aims to understand landscape policies’ formation and implementation process and derive their outcomes and limitations by analyzing implementation results. To this end, a Delphi survey was conducted with 24 landscape experts three times.

While the study’s temporal scope begins with the 2007 enactment of the “Landscape Act,” it also examines significant systems, plans, and projects related to landscape management implemented from the early 1990s to 2007. The content scope encompasses the landscape management system presented in the “Landscape Act” and related implemented policies.

Chapter 2 of this study examines the flow and evolution of landscape policies across three stages: the policy formation stage before enacting the “Landscape Act,” the policy decision stage involving the Act’s enactment and complete revision, and the policy implementation stage following the Act’s execution.

The policy formation stage was characterized by landscape management based on individual laws and local government needs. While landscape control was distinctive in its formation, management, and regulation of specific targets according to clear objectives under individual regulations, the scattered operation under separate laws limited the development of comprehensive and systematic management measures for the entire national landscape. Additionally, basic local governments established zones or management measures based on relevant laws to protect or preserve landscape elements from various development activities.

The policy decision stage marked the beginning of comprehensive and systematic management based on the Landscape Act. The Ministry of Land, Infrastructure and Transport enacted the “Landscape Act” in 2007 to enhance and systematically manage the value of national landscapes, including historical-cultural, natural, and rural landscapes, which were previously disconnected under separate laws. Subsequently, to enhance institutional effectiveness and efficiency, the Act underwent complete revision in 2014, establishing systematic management measures, including formulating basic landscape policy plans, mandatory landscape planning regulations, and introducing landscape review systems. This period also saw an increasing focus

on urban landscape management.

The policy implementation stage represents the period of full-scale national landscape policy implementation. Following the comprehensive revision of the “Landscape Act,” two basic landscape policy plans were established, presenting national-level policy directions and strategies. Local governments are operating policy measures tailored to regional conditions and characteristics, including enacting landscape ordinances and developing landscape plans based on the Landscape Act.

At the central government level, growing recognition of landscape value and importance following the Act’s enactment has influenced policies beyond the responsible Ministry of Land, Infrastructure and Transport to include other ministries such as Agriculture and Forestry, Forestry Service, Cultural Heritage Administration, Culture and Tourism, and Interior and Safety. However, as each ministry’s policies continue to operate independently, policy measures with similar objectives often overlap or fail to create synergistic effects.

Policy measures for national landscape management can be categorized into five types: ① plan establishment, ② region/district designation, ③ agreement/consultation, ④ support/guidance, and ⑤ review/evaluation. Each measure exhibits different characteristics as it evolves through policy stages.

Chapter 3 evaluates the achievements and limitations of national landscape policies since 2014. This evaluation was conducted through a Delphi survey with 24 experts possessing extensive knowledge of landscape policies, alongside literature analysis, review of previous research, and surveys of local government landscape administration practices to establish objective evidence.

To diagnose policy objectives and directions, the study categorized national landscape policy goals into three areas: 1) landscapes reflecting distinct regional characteristics, 2) landscapes perceptible to citizens, and 3) systematic landscape management, evaluating their appropriateness and achievement levels. Results indicated that while ‘landscapes reflecting distinct regional characteristics’ and ‘landscapes perceptible to citizens’ displayed insufficient achievement levels, ‘systematic landscape management’ demonstrated high achievement levels.

The assessment of policy instruments and administrative organizations revealed varied results across multiple dimensions. Regarding effectiveness, landscape projects received the highest evaluation, while landscape agreements received relatively lower ratings. Regarding responsiveness, landscape projects again received the highest evaluation, while landscape planning showed relatively low responsiveness and was particularly noted for insufficient practical effectiveness

in terms of public perception. In terms of adequacy, landscape agreements received the highest evaluation, though the expertise of administrative organizations was diagnosed as partially inadequate. Regarding appropriateness, landscape agreements again received the best evaluation, while many noted that administrative organizations had inappropriate staffing levels and composition at both central and local government levels. Finally, in terms of efficiency, landscape committees, and reviews received the highest evaluation. However, landscape projects, planning, and agreements were all evaluated as lacking efficiency, with landscape projects showing the lowest efficiency. Notably, while landscape projects demonstrated superior effectiveness and responsiveness compared to other measures, they were criticized for insufficient financial and human resource support.

Additionally, the Delphi survey identified achievements, limitations, and future improvement directions for landscape planning, committees and reviews, projects, agreements, and administrative organizations.

Chapter 4 proposes future directions for national landscape policy. The study suggests three primary directions for policy improvement: expanding policy targets and subjects, advancing institutional systems as policy instruments, and enhancing implementation operations.

Future policy objectives include systematic management of national landscapes, landscape formation considering regional characteristics, and policy implementation that resonates with citizens. To achieve these objectives, the study proposes policy directions encompassing diverse policy implementations and regulations for managing, preserving, and forming national landscapes, along with institutional operations for various support and guidance measures. Regarding policy targets, the concept and scope of national landscapes need to be established. These targets can encompass not only natural, historical-cultural, urban, and rural landscapes but also various landscape elements and resources.

Regarding policy implementation subjects, there is a need to redefine the roles of administrative organizations and practical experts as policy execution bodies. For citizens as beneficiaries, cultivating public interest and consensus regarding national landscapes is necessary to enhance engagement in policy implementation. For developers as cost-bearing entities, capacity building is needed to improve their awareness of national landscape values while enabling landscape preservation, management, and formation during project implementation.

As policy implementation instruments such as landscape planning, committees, reviews, projects, and agreements have now become somewhat established, it is time to enhance and advance institutional operations based on regional policy contexts.

The following policy tasks are proposed to improve national landscape policies. First, landscape concepts and values must be redefined to improve policy. This involves re-establishing the concept and scope of landscapes (or landscape resources) as a fundamental premise for policy implementation and establishing the concept of landscape value in the national territory.

Second is the revision and advancement of the Landscape Act. This requires reviewing and revising the Act's objectives and implementation directions and advancing related legislation. The system should mainly reflect actual operational conditions, including associated ordinances, plans, entities, reviews, and implementation measures, enabling region-specific policy implementation and institutional operation.

Third is project planning and implementation for policy realization. This involves planning national landscape support projects as support and guidance policies for preserving, forming, and managing regional landscapes, securing budgets, and establishing project implementation and monitoring systems for full-scale project advancement.

Finally, institutional advancement is required to establish a national landscape policy platform. This requires establishing the concept and role of a landscape policy platform and developing platform construction and operation measures to encompass various legislations and policies of related departments and manage diverse types of national landscapes. This will enable policy coordination based on legislation beyond the Landscape Act and develop cooperation and participation measures for various entities.

Key words

Landscape, Landscape Policy, Landscape Act, Policy Analysis, Policy Evaluation