

# 국민 불편 해소를 위한 건축행정서비스 지원방안 연구

Support Policies for Improving Architectural Administration Services

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SUMMARY

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## Chapter 1 Introduction

The central and local governments of Korea have been deregulating and improving building regulations for the purpose of easing related inconveniences for the public. Despite such efforts, however, complaints have been increased by the entities involved such as building project owners, developers, registered architects, and even the general public. The primary complaints from the public with respect to architectural administration services arise from the process of operation such as responses to questions regarding the legal system, prior disclosure of the related procedures and standards, and perfunctory administrative processing. In other words, this study was initiated from the recognition that public complaints and inconveniences are rooted in the low-quality administrative services provided during the process of operating architectural administration, rather than the building regulations themselves.

Such limitations to the operation of architectural administration have caused losses of time and money involved in building work. On the other side of this issue,

public officers(or agencies) in charge of architectural administration are seeing increased workloads such as landscaping and green buildings areas in addition to the conventional building permit issuance works. For this additional works, a demand of related services has been increasing meanwhile there is a recognition of a lack of manpower and expertises to perform this works. Accordingly, quality of the administrative services needs to be enhanced in order to address the inconveniences faced by the general public in relation to architectural administration, to improve the operating system of the dedicated organizations by securing specialized manpower for architectural administration and so on.

The aim of this study is to, with a recognition of the aforementioned issues, prepare policy measures to improve architectural administration services for users, with a focus on the operation of architectural administration.

## **Chapter 2 The Necessity of Introducing the Concept of Administrative Service for Architectural Administration**

In Korea, administration is a system of implementing the tasks stipulated by law, and from this aspect, architectural administration is limited to the work related to the execution and management of administrative regulations. For this reason, the relationship between administration and the public is equivalent to the relationship of a manager and the managed through unidirectional processing and delivery. In other words, architectural administration has done only o regulatory and management services thus far although a ultimate purpose of administration is providing services that public need. In this aspect, diverse services reflecting the needs and demands of the public, who are the users of this service are relatively insufficient.

On the one hand, regulatory administrative services such as deregulation and amendment of building regulations have been implemented as a means to improve the related systems by shortening the processing period, simplifying the procedure and so on. However, as only service efficiency and quantitative improvements were taken into consideration and it generates limitations to such improvements. The general conditions, i.e. the administrative system, must be improved in combination with the institutional improvements, but because such

was not taken into account, the system has not worked properly, as intended, and this has lowered the service quality. In the past, an approach was made from a perspective of the theory of new public management in order to improve administrative services in terms of service efficiency and the quantitative improvements even in other administrative fields. However, the limitations to such practices have been recognized, and efforts are now being made to ameliorate the administrative services from a perspective of the theory of new public management, which emphasizes the quality and value of services and the provision of services that meet the demands of citizens. Furthermore, with providing administrative services, there are efforts added to increase the rate of users' satisfaction with the ultimately goal of improving service quality.

The field of architectural administration has concentrated on regulations and management, due to the nature of its affairs. However, architectural administration is one of the administrative services operated with the taxes paid by the public, and it should be the public who benefit from such services. From this viewpoint, the concept of administrative services should be introduced into the field of architectural administration and changes should be made to improve the quality of the administrative services, with enhancing either efficiency or the quantitative improvements.

Instead of using the definition of architectural administration that centers on “execution of regulations,” as set forth by previous studies and related provisions, the concept of “architectural administration service” was set forth from the viewpoint of public administration service in this study, as follows:

- General concept: “Overall aspects of direct and indirect administrative services provided by administrative agencies such as the state and local governments to the entities intending to plan, design/engineer, construct, maintain and/or manage buildings”; and
- Narrow concept: “Administrative services through which the results of processing arising at the request of the users are delivered directly to the users in the process of planning, designing/engineering, constructing, maintaining and/or managing buildings.”

### Chapter 3 Inconveniences to and Improvement Demands of Users of Architectural Administration Services

In order to improve the architectural administration service by applying the concept of administrative service to the construction administration, based on the recognition of the limitations to the current architectural administration, it is important to accurately grasp the problems of the current construction administration and the conditions to resolve such issues. Accordingly, this Chapter, in particular, examines and analyzes the complaints of inconveniences to and the improvement demands of users of architectural administration services.

In this study, the scope of “users” was designated as “unspecified general citizens and registered architects(acting on behalf of building owners),” which are the users of specific administrative services related to private building activities. The complaints of inconveniences requiring improvement perceived by unspecified general citizens were analyzed based on the complaints relevant to architectural administration submitted to the Ministry of Land, Infrastructure and Transport (MOLIT) as well as the municipal and local governments. On the other hand, surveys and in-depth interviews were conducted with registered architects, which are the users of specific administrative services.

Firstly, the results of the analysis of the complaints showed that 90% of the requests received by MOLIT were for an interpretation of building-related laws and regulations, which are vague and difficult to understand. As for municipal governments, the most common type of complaints was inquiries related to the legal system such as a review of lawfulness of a building activity and questions about the application method for the related standards, which made up 65% of all inquiries. Other complaints included requests for managing illegal buildings, requests for corrective actions in relation to day-to-day inconveniences, requests for information, and inquiries on procedures. Meanwhile, in the case of local governments, 98% of the complaints concerned requests for legal administrative processing such as approval and permits. Similar to the municipal governments, they also received complaints pertaining to management of illegal buildings and day-to-day inconveniences, requests for notices on the progress of administrative procedures, and requests for kinder services during the

administrative processing processes.

Secondly, the results of examining the perceptions of registered architects showed that they perceived “information provision” and “execution of regulations” as the most important architectural administration services, whereas in relation to the current architectural administration, the level of service related to dealing of complaints, execution of regulations and information provision was rated low. In addition, for the purpose of raising the level of quality of architectural administration services, the registered architects perceived an urgent need to improve the procedures, provide sufficient information, enhance the professional expertise of the officers in charge, and recruit more manpower.

The major complaints of inconveniences requiring urgent improvement that are perceived by the users of architectural administration services, as found in the analysis of the complaints, survey and in-depth interviews pertaining to architectural administration, can be summarized as follows:

■ Major inconveniences faced by the users of architectural administration services:

1. Difficulty in determining legality due to the vague interpretations of the law;
2. Difficulty in obtaining information related to architectural administration such as manuals and standards that must be reviewed for building activities;
3. Low predictability of the project schedule due to the uncertainties in the architectural administration procedures; and
4. Inhospitable and inadequate services by the administrative officers in relation to consultation, inquiries and other requests.

■ Major demands for improvement by the users of architectural administration services:

1. Provide accurate and accessible information pertaining to architectural administration;
2. Ensure transparency and swiftness of the architectural administration procedures; and
3. Enhance the professional expertise of the officers in charge of architectural

administration and recruit more personnel to provide accurate and professional services.

#### **Chapter 4 Current Status of the Duties of Architectural Administration Service Providers and the Operation of the Organization**

The objective of this Chapter is to identify the causes of the issues with the current architectural administration services noted by the users. To see this, the duties undertaken by the organization in charge of architectural administration and the operation of the organization were analyzed, and a survey was conducted to examine the perceptions of architectural administration officers so as to identify the limitations to the provision of architectural administration services. The notable results of the analysis are as follows:

Firstly, to determine the current status of the duties of the organization dedicated to architectural administration, the workload, the content of the work performed and the work delivery procedure were analyzed. The current status of the workload was determined based on the value of building contracts, the value of construction completed, the number of building permits, and the governing laws and systems. As a result, it was found that the value of building contracts and the value of construction completed have surged since the mid-1990, and as of 2015, the value of building contracts and the value of construction completed was 2.7 and 2.8 times higher, respectively, than that of other fields such as civil engineering, industrial plants and landscaping. This signifies a continuous growth of the private building market as well as increased architectural administration work, which accompanies building activity. In fact, a review of the number of building permits issued by local governments shows that it has also increased with the invigorated private building activity. The results of examining the number of building permits issued by local governments from 1999 to 2016, based on the data provided by the Korean Statistical Information Service (KOSIS), showed a continuous increase for both the number of buildings and total floor area. To be more specific, permits were issued for fewer than 100,000 buildings in 1999, but this increased by around 2.8-fold to approximately 280,000 buildings in 2016. Moreover, the laws and

regulations (acts, and enforcement decrees and rules) falling under the jurisdiction of the Building Policy Office, which is a department of MOLIT that is responsible for architectural administration, were extracted for a review of the changes in the number of laws and regulations in force. The results showed that the number of building-related laws and regulations doubled from six in the 1960s to twelve in 1990 before increasing to thirty one in the 2010s. Based on this, it can be speculated that the workload must have surged for architectural administration officers.

Even in the aspect of content, architectural administration officers, whose job duties were primarily related to the Building Act and the Certified Architects Act from the 1960s until the 1990s, have been undertaking new tasks pertaining landscaping and spatial environment, with the enactment of the Landscape Act and the Framework Act on Building in late 2000s. Starting in the 2010s, there were additionally assigned works concerning green buildings, buildings subject to long-term suspended construction, the architectural service industry, and building assets such as hanok (traditional Korean house), as a result of a surge in the related laws and regulations. Such increase of the laws and regulations affecting various fields does not simply increase workload, but also makes it necessary for the officers in charge to make an effort to gain professional expertise and knowledge regarding such diverse legal systems.

As for the work delivery procedure, the architectural administration service providers and producers (suppliers) are one and the same in Korea, and thus the related tasks are concentrated at the administrative agencies. Also, legally speaking, although there are regulations regarding administrative procedures, there is absence of regulations on service delivery procedures. For this reason, there have been cases in which the service users directly executed the administrative work themselves in the process of service delivery.

Secondly, for the current status of the operation of the organization in charge of architectural administration, the size of manpower and budget operation was analyzed. The current status of manpower of the organization was determined based on the number of individuals employed by the central government and the



size of the personnel of local governments. The results showed that five to nine public officers were hired by the central government each year from the 1970s until recently, which was only one-third of the public officers hired for civil engineering positions. Of particular note, while the building industry began booming after the mid-1990s, the number of public officers responsible for building-related duties declined. In contrast, the number of public officers in civil engineering positions quadrupled from six to twenty four, even though the civil engineering industry saw a relatively slower growth. In the case of four municipal governments (Busan, Daegu, Ulsan and Gyeongnam), there were fourteen to eighteen public officers dedicated to architectural administration services in the mid-1990s, and this number increased only marginally over the years. As for some of the other municipal governments, the number of public officers in building-related positions did not change significantly over the course of ten years since the mid-1990s. The local governments were divided into four groups, depending on their population size, and a single area for each group (Bucheon-si, Seocho-gu, Geoje-si and Gwacheon-si) was examined as a representative sample. It was found that there were around six to nineteen public officers in building-related positions at each local government between 1995 and 1996. The size of the personnel continually fluctuated at negligible levels until 2007 when building and civil engineering positions were integrated into facility positions. As for some of the lower-level local governments, there were no changes in the size of manpower over those ten years.

On the other hand, an analysis of budget operation by the organization in charge of architectural administration showed that, amidst the local government budget operation system with a single budget structure, the budget allocated to the organization cost was only around 1% of the total expense of the local government budget. Also, a review of the detailed statement of the spending of the organization cost responsible for architectural administration showed that there were no projects in place for improving the architectural administration services that would meet the current demands from the users.

Thirdly, a survey and analysis was conducted on the awareness and perceptions of the officers in charge of architectural administration in regard to the types and

attributes of architectural administration services, the level of importance and difficulty of the job duties, and the difficulties in providing the related services. Those in charge of architectural administration perceived management-oriented tasks such as building permits, inspections of maintenance and management, and management of building registers as the primary architectural administration services, and selected information provision and execution of regulations as important tasks. In regard to the level of architectural administration services, they stated that the level of service in relation to complaints processing and execution of regulations was relative high, which contrasted with the perceptions of the actual users.

On the other hand, the problem of excessive workload and lack of manpower in delivering architectural administration services turned out critical, and the intensity of the work was much higher compared to other administrative services. However, the job performance was neither properly recognized or compensated fairly. In order to overcome such limitations and boost the level of architectural administration services, those in charge of such services perceived a need for recruitment of more manpower, recognition of job performance, and reinforcement of the professional expertise of those in charge.

By compiling the results of analyzing the current status of the works (workload, content of the work, and work delivery procedure) and operation (manpower and budget) of the organization in charge of architectural administration, as well as examining the perceptions of the persons in charge, the limitations for the organization and persons in charge of architectural administration to provide quality architectural administration services were derived as follows:

First, although the workload for the organization in charge of architectural administration has increased dramatically due to an increase in private development activities and building-related laws and regulations, the size of manpower and budget for the related department has remained nearly the same over the course of 20 years, resulting in a heavier burden on individual public officer concerned.

Second, while there is recognition of the need to improve the architectural administration services such as providing information, it has been difficult to carry

out such improvements due to the excessive workload related to the existing legal system.

Third, in order to ensure accurate and fair execution of the laws and regulations that have newly come into force in diverse fields in addition to the existing complex laws and regulations, there is a need to ensure that the persons in charge have the related professional expertise.

Fourth, architectural administration service is including the important tasks undertaken by the organization in charge of architectural administration, the job performance related thereto is not properly recognized and compensated adequately.

## **Chapter 5 Case studies in overseas of Improving Architectural Administration Services**

In this Chapter, case studies of improving architectural administration services in overseas will be reviewed to derive the implications for improving the architectural administration service in Korea. The subjects of this investigation were American cities (Seattle, San Francisco and Portland), which actively implement public administrative services, and Japan which has a similar institutional system as that of Korea. A comprehensive review of the improvement cases of the United States and Japan showed that while the goal to improve architectural administration services for the people was the same, the method of improvement varied due to the different circumstances of the administrative organizations and current policy issues.

In the case of Seattle, San Francisco and Portland in the U.S.A., the construction market has been recording continuous growth, and in line with this trend, they set out to provide diverse architectural administration services at the eye level of the users, while efficiently meeting the increasing demand for architectural administration services at the same time. Of the improvement cases of these three cities, the most characteristic implication stemmed from the operation of a architectural administration service center dedicated to providing related information and consulting services. In addition, all three cities run a building permit tracking system so as to enhance convenience in building permit application

submission and acceptance procedures and checking the progress of the procedure in real time. Although there are slight differences in the systems operated by the three cities, the procedures for small-scale remodeling projects, for example, have been simplified by granting approval immediately upon a document review or field inspection. On the other hand, for large-scale building projects, a dedicated public officer is assigned for one-on-one consultation and discourses with the related departments, or an external institution is asked to conduct a review for improving user's convenience.

Also, the highly distinctive characteristics of the cases of the U.S.A. are the independent formulation of the budget for architectural administration which is separate from the budget of the city government, and the independent operation of an organization dedicated to architectural administration. The fees related to building permits are not putting together with the general funds of the city, and are used by the organization dedicated to architectural administration. Using the funds from the collection of fees, the dedicated department independently organizes manpower and operates the organization, based on the circumstances of the construction industry and the workload related to architectural administration. For the purpose of raising the efficiency of the architectural administration services, all three cities are making an effort to reinforce the capacity of their staff. In addition to hiring individuals with professional expertise, they are also implementing a rotational work system within the department or the staff to gain diverse experiences related to the architectural administration work, and holding regular meetings to share information about the related policies and systems of the city. Furthermore, there was a city that had adopted a self-inspection method, through which a previously implemented project was selected arbitrarily to determine and share the problems of the project and matters requiring improvement, and there was a city that conducted quantitative job performance evaluations. What should be noted here is that the objective of conducting diverse evaluations is not to reward or punish the staff as a way to boost morale, but to discover and share the issues of the current system that need improvement and to present alternatives to achieve further advancement.

Meanwhile, one of the most representative cases of improving the architectural administration services in Japan was the “designated institution system for

examinations and inspections,” through which the work related to checking and inspecting buildings was transferred to a private institution. Due to the lack of staff in charge of building affairs at the regional administrative departments in charge of checking and inspecting buildings, there were delays in the procedure and it was difficult to assure the quality of the examination and inspection procedures. Thus, the Japanese government set up a system to commission a certified expert from the private sector to perform the building examination and inspection services so that they could ensure professionalism and enhance quality of the services. At the same time, this system allowed users to receive fast yet accurate services.

In addition, in Japan, in order to prevent building accidents and to ensure the construction of safe buildings, a architectural administration management plan was introduced and is now in force for efficient implementation of a series of architectural administration tasks. What is noteworthy about the aforementioned plan is that a specific execution plan and a roadmap are prepared, based on a comprehensive understanding of the architectural administration work, and the outcomes of implementing the plan are reviewed periodically for management purposes for the purpose of enhancing the efficiency of architectural administration services. Another notable characteristic is that the plan includes matters related to actively dealing with the demands of the users.

#### **<Architectural Administration Service Improvement Cases Classified by Type>**

##### 1) Cases of meeting user demands related to architectural administration

###### ① Operation of dedicated centers and consulting services for users

- (Seattle) Operation of the Applicant Services Center and an applicant coaching program
- (San Francisco) Operation of the Planning Information Center
- (Portland) Operation of the Development Services Center

###### ② Operation of information and tracking systems

- (Seattle) Operation of a building permit tracking system
- (San Francisco) Operation of the Permit & Project Tracking System (PPTS)

–(Portland) Operation of the Portland Online Permitting System (POPS)

③ Provision of optional express administrative services

–(Japan) Operation of a designated institution system for examinations and inspections

2) Cases of improving the professionalism and efficiency of architectural administration services

① Operation of a dedicated organization and independent budget formulation

–(Seattle) Independent budget formulation and operation by the Seattle Department of Construction and Inspections (SDCI)

–(San Francisco) Independent budget formulation and operation by the San Francisco Planning Department (SFPD) in charge of architectural administration

–(Portland) Independent budget formulation and operation by the Bureau of Development Services (BDS)

② Differentiation of architectural administration services based on project characteristics

–(Seattle) Simplification of the permit procedure for projects requiring field supervision and operation of a peer review system

–(San Francisco) Operation of a 1:1 planner system

–(Portland) Operation of Field Issuance Remodel (FIR) Program and MPG program

③ Training for persons in charge of architectural administration and self-verification

–(Seattle) Construction Review and Inspection Quality (CRIQ) and pilot operation of QMS

–(San Francisco) Staff training and job performance evaluations

–(Portland) Rotational work system centering on related job duties, financial support for renewing qualification certifications/licenses, and training

- (Japan) Performance management based on the architectural administration management plan

## **Chapter 6 Policy Measures for Improving Architectural Administration Services**

Based on the results of the current status analysis, it was confirmed that there is a need to provide diverse services satisfying the user needs and to improve the operating conditions of the organization in charge of architectural administration in order to ease the inconveniences noted by the architectural administration service users. Accordingly, three policy directions were set forth, as follows, for the purpose of improving the architectural administration services in the future:

- Policy Direction #1: Diversification of architectural administration services in reflection of user needs
- Policy Direction #2: Transparency of service delivery procedures to increase predictability
- Policy Direction #3: Improvement of the organization in charge of architectural administration and its manpower operation system to promote user convenience and provide professional services

First, for the diversification of architectural administration services in reflection of user needs, the following implementation strategies and tasks are proposed to actively meet the demands related to information, consultation, education and inquiries on legal matters:

Implementation Strategy #1: Set up and operate an integrated online and offline center for architectural administration services for users to obtain diverse information with convenience

- Implementation Task #1-1: Create an online platform for architectural administration services
- Implementation Task #1-2: Launch and operate an integrated archive service related to architectural administration

Implementation Strategy #2: Prepare an applicant coaching program for prior consultation and education

- Implementation Task #2–1: Develop and operate an applicant coaching program

Implementation Strategy #3: Secure professional manpower and a dedicated window to receive and answer inquiries on legal matters

- Implementation Task #3–1: Secure professional manpower to answer inquiries on legal matters
- Implementation Task #3–2: Prepare dedicated window to answer inquiries on legal matters

Second, to ensure transparency of service delivery procedures to increase predictability, it is proposed that the architectural administration service delivery procedures be simplified and a tracking system be set up to enhance predictability of the procedures:

Implementation Strategy #4: Simplify the architectural administration service delivery procedures to promote user convenience

- Implementation Task #4–1: Specify the roles and responsibilities of the public servants in charge in relation to the major architectural administration procedures
- Implementation Task #4–1: Run a 1:1 coordinator system

Implementation Strategy #5: Set up a tracking system to improve the predictability of the service delivery procedures

- Implementation Task #5–1: Set up and operate a architectural administration procedure tracking system

Third, for the improvement of the organization in charge of architectural administration and its manpower operation system, it is proposed that policies be implemented to expand the dedicated manpower, install a dedicated center, train the personnel, and recognize their job performance service:

Implementation Strategy #6: Expand the manpower dedicated to architectural administration services to better respond to user needs and to strengthen the



quality of the work performed

- Implementation Task #6-1: Increase public officers assigned to building-related positions by reassigning newly hired personnel in each field
- Implementation Task #6-2: Reallocate manpower based on a diagnosis of the organization

Implementation Strategy #7: Install a center dedicated to architectural administration services to promote the convenience of using the services

- Implementation Task #7-1: Install and operate a center dedicated to architectural administration services

Implementation Strategy #8: Provide specialized training and support for the persons in charge of architectural administration so that they can provide professional services

- Implementation Task #8-1: Administer prior training in architectural administration work to the new staff
- Implementation Task #8-2: Develop and operate a specialized training program for architectural administration
- Implementation Task #8-3: Provide training and financial assistance to acquire qualification certificates (licenses)

Implementation Strategy #9: Recognize job performance and prepare a reward system in relation to architectural administration services so as to induce the persons in charge to provide services more proactively

- Implementation Task #9-1: Reflect the performance of architectural administration services in the performance evaluation system for the department in charge of architectural administration
- Implementation Task #9-2: Pay allowances to persons in charge of architectural administration for handling complaints

Keywords : User-oriented, Architectural administration service, Information and consultation services, Transparency of procedures, Increase of manpower, Improvement of the operation of a architectural administrative organization