

# 지역 경관관리의 실효성 제고를 위한 중점경관관리구역 제도 개선 연구

A Study on the Focused Landscape Management Area  
for Improving the Effectiveness of Regional Landscape Management

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In 2007, the “Landscape Act” was enacted to systematically manage the landscape of Korea, which determined matters of preservation, management, and formation of landscapes. Through this, local governments were able to enact landscape ordinances and establish landscape plans. Unlike being managed by individual laws, this provided the basis for integrated management of the local landscape. Afterwards, the entire “Landscape Act” was revised in 2014 to strengthen the role of the state, mandate landscape plans and expand authorities that could establish such plans, expand authority to establish landscape plans that properly reflect local conditions, and also extend the landscape deliberation system.

However, it is difficult to establish objective management standards due to the subjectivity inherent in landscape projects, which resulted in projects being swayed by the competence and know-how of individuals involved in the project. Due to these characteristics, the “Landscape Act” transferred authority to management bodies and ensured their autonomy, but such an approach was still limited in warranting effectiveness.

To overcome these limitations, the content of the landscape plans was supplemented. The landscape plan aims to preserve valuable local landscapes, improve and restore damaged landscapes, as well as propose policy direction, a basic concept, plans, and implementation plans to create new and unique landscapes. To do this, landscape deliberations, landscape agreements, projects, and the Focused Landscape Management Area can be utilized, which are measures that promote the preservation, management, and formation of landscapes while not being compulsory.

The Focused Landscape Management Area is a management system to ensure that the above-mentioned characteristics of landscapes are reflected. It does not regulate the size of the building but induces a harmonious relationship with the surroundings. It embodies the nature of landscapes and is an important means of achieving the purposes of the “Landscape Act.” However, there are a number of reasons why the Focused Landscape Management Area is not properly utilized. First, the status and role of the landscape plan are ambiguous, and therefore, there are limits to executing the plans. Second, there are no specific standards for establishing, managing, and maintaining Focused Landscape Management Areas.

Against this background, this study investigated the status of landscape management and analyzed the current system and contents of the Focused Landscape Management Area. The study also conducted surveys and interviews with local government officials to understand the operation and management status of Focused Landscape Management Areas and propose improvement measures to the system.

Chapter 2 investigated the “Landscape Act,” landscape plans, and landscape management means to examine the current status of landscape management in Korea. It is significant that the foundation for landscape management was found upon the enactment of the 2007 “Landscape Act” and the 2014 revision, and that management means were introduced to preserve, form, and manage landscapes. As landscape plans became mandatory and deliberations were introduced, the systematic management of landscapes had commenced. However, the ineffectiveness of landscape deliberations has been pointed out as a problem consistently, and landscape projects and agreements are currently underused due to difficult conditions of executing them which need stronger promotion.

The Focused Landscape Management Area is defined as key areas in which landscape should be preserved, managed, and formed in the “Landscape Act” and Guidelines for Establishing Landscape Plan. The spatial scope of the area is outlined in the Guideline as an area that includes or partially includes a landscape area, landscape axis, or landscape key area. In summary, this can be defined as a large-scale landscape resource that exhibits a unified landscape characteristic or areas designated for preservation, management, and formation where linear or specific locales of landscape elements such as green areas, forests, roads, streets, coasts, and rivers are located which create visually pleasing built environment or spaces.

The Focused Landscape Management Area is the only means of implementing site-based landscape management. A specific area can be designated and landscape deliberations, projects, agreements can be implemented with intensity as well as form connections with local and district area planning. Systems that designate and manage land in the forms of districts or zones were found in other legal systems as well. These include the ecology and landscape conservation area under the “Natural Environment Conservation Act,” the historic cultural preservation area under the “Cultural Heritage Protection Act,” and the architectural asset promotion area under the “Act on Value Enhancement of Hanok and Other Architectural Assets.” All cases include the purpose, target and standards, procedures, and management and support measures for designated areas. However, in the case of the Focused Landscape Management Area, the basis for the concept and the purpose of the designation is lacking, and the target area, spatial scope, standards of the establishment are ambiguous. The process of establishment also lacks a system. In addition, it was found that the support for management means and its system was also insufficient.

In Chapter 3, the Focused Landscape Management Area plans of the 78 local governments that have established landscape plans since 2014 were analyzed to understand the issues of the management system.

The results are as follows. First, the purpose and nature of the Focused Landscape Management Area were unclear so governing bodies applied their own interpretations of the system which resulted in varying quality. Because the purpose of landscape management through designated areas is unclear, the direction of the plan became

ambiguous which failed to connect to specific management measures. Second, the role of stakeholders establishing the Focused Landscape Management Area needs to be clearly distinguished. In general, the operating and managing body of the Focused Landscape Management Area designates the area while the metropolitan government selects possible project areas and proposes to the lower-level local government. The problems of overlapping roles occurred between the metropolitan government and gu/guns within the jurisdiction as the area designation and management entities overlapped, causing inefficiencies. Therefore, the role of the stakeholders involved in establishing the Focused Landscape Management Area needs to be differentiated, and the area designation procedure or items may vary by entity. Third, it is necessary to prepare the basis and standards for designating areas of the Focused Landscape Management Area. Currently, local governments were found to apply different procedures as there is no set procedure or standards. There were cases in which a plan was established without the designation of the site due to the anticipated difficulties of civil complaints, operation, management, and monitoring. Also, since there was no standard for area type or target, most areas were set formally rather than based on the consideration of local character or resources. Fourth, it is necessary to diversify the management means within the Focused Landscape Management Area. The current means are divided into four categories which include landscape deliberations, projects, agreements, and making connections with the urban management plan. Landscape deliberations and projects are considered the main management means. While making linkages with the urban management plan is a powerful tool, the establishment of detailed plans is lacking. It was found that management means were ineffective as these were not decided upon according to the purpose of area designation or management direction.

In Chapter 4, the problems and improvement measures for the Focused Landscape Management Areas were derived based on in-depth interviews and surveys of local government officials who were involved in the planning, operation, and management of Focused Landscape Management Areas, and experts who have conducted related research.

As the landscape plan became mandatory in 2014, local governments subject to the mandate began to establish plans from 2015. The landscape plan needs to be revised

every 5 years, and therefore, many local governments were either in the process of revising or preparing to revise existing plans. While initially, government officials included all important landscape elements or resources in the Focused Landscape Management Area, in the revision process, this has been changed to designating priority areas and focusing on the operation and management of these priority areas. Administrators have come to accept the Focused Landscape Management Area plan as an action plan for actual landscape management.

As discussed in Chapter 3, it was found that the status and the role of the Focused Landscape Management Area plan was limited because the plan was included as a section under the landscape plans. It was also found that the Focused Landscape Management Area was misunderstood as a system to conduct landscape deliberations which occurred because administrators either lacked knowledge of other management tools or did not have access to such experiences or cases. Many responded that administrative and financial support from the central government or metropolitan government was needed to diversify management approaches.

The biggest problem of the Focused Landscape Management Area, identified by all respondents, was the lack of execution power. To remedy this, legal enforcement similar to that of the land-use regulations was suggested, as well as an objective operation standard and guidelines for management measures. All respondents answered that they used landscape deliberations as a management tool in Focused Landscape Management Areas. However, when surveying the desired management tool, the preference for landscape deliberations decreased slightly while the remaining management means appeared to be popular, indicating that appropriate support measures are needed.

Respondents called for the central government to improve the relevant legal system and prepare guidelines, and offer diversified support (financial, administration, etc.) to revitalize management means, strengthen capabilities of stakeholders and increase understanding of the system through promotions. In particular, financial support for landscape projects was strongly advocated for.

Chapter 5 presented the directions and tasks for improving the Focused Landscape Management Area system to ensure the effectiveness of regional landscape management. In this Chapter, the amendments (draft) of the “Landscape Act” was proposed. The

basic direction of system improvement is as follows. First, the direction and standard of the Focused Landscape Management Area system need to be specified. Second, it is necessary to reinforce the execution power of the management means of the Focused Landscape Management Area. The efficiency of management means need to increase, and execution power needs to be secured through making connections with other laws and systems. Third, the entities that establish the Focused Landscape Management Area plan need to expand. The central government, metropolitan governments, and the private sector should be able to designate or propose the Focused Landscape Management Area, not only the local government that is the main stakeholders of landscape administration. In addition, local governments subject to voluntary landscape planning should also make use of the system and establish separate Focused Landscape Management Area plans to properly manage important landscape resources.

The study suggested improvement tasks based on the above-mentioned three basic directions. First, in order to specify the direction and standards of the Focused Landscape Management Area system, the basis for defining the designated area and purpose need to be clarified, and the procedure for area designation needs to be systemized, and standards rationalized. Also, the grounds for surveying local landscape resources need to be in place, and maps of key landscape areas in the Focused Landscape Management Area need to be mandated to promote the system and inform citizens.

Second, the management means of the Focused Landscape Management Area need to diversify. If landscape management is focused on landscape deliberations, this only strengthens the perception that the landscape is managed through regulations. Therefore, if landscape projects and agreements become wide-spread, more active use of landscape management can be expected. To achieve this, the support from the central government and metropolitan governments need to be solid. Making stronger connections with urban management plans and district unit planning was mentioned in this study, by which detailed measures should be developed in future research.

Third, other than the local governments that are mandated to establish landscape plans, such as cities with a population of 100,000 or more, the central government, special administrative and metropolitan cities, smaller local governments, or metropolitan provinces should be able to designate or propose Focused Landscape Management Areas. This can be instrumental when the consistency between state-metropolitan-local government planning can be maintained and when there are



differences in the importance of landscape resources. Also, as the landscape plan is a statutory plan that covers the entire jurisdiction, it will be less difficult for residents to participate in the site-oriented Focused Landscape Management Area. This is important since the suggestion and involvement of stakeholders who deeply understand the local character is needed to enhance the quality of planning.

This study examined the current status of landscape management and analyzed the status and contents of the Focused Landscape Management Area planning. The study proposed improvements for the Focused Landscape Management Area system based on the survey and interviews of local government officials to understand the operation of the Focused Landscape Management Area. The limitations of the domestic landscape management were investigated and implications were drawn from domestic and overseas related legal systems to understand the role and tasks of the Focused Landscape Management Area.

A survey was conducted in one metropolitan province, metropolitan city, and two local governments based on the type of local government. However, there are limitations since more diverse local governments were not included in the study. Previous literature and related studies often discuss the problem of poor enforcement of the landscape law, which was also identified through this study. Accordingly, a detailed legal review should be carried out to propose ways to make connections with other legal systems such as district unit planning.

In order to implement the landscape resources survey suggested in the study and specify area designation standards, further research must follow. Based on existing literature and the results of the landscape resource survey, a specific action plan or guidelines need to be prepared. The “Focused Landscape Management Area planning establishment guideline (draft)” needs to be introduced to establish the Focused Landscape Management Area plan as a separate plan, not as a section within the landscape plan. If the Focused Landscape Management Area planning becomes visible and the content more specific, the system would be recognized as an effective means for managing the local landscape.

Recently, interest in landscape has been rising. The second Basic landscape policy plan has been established, and the Ministry of Land, Infrastructure, and Transport is



preparing a revised bill for the “Landscape Act.” The landscape is certainly a difficult entity to manage due to its relative and subjective characteristics. However, it is urgent to recognize the importance of the landscape and prepare specific standards, along with education that allows people to emphasize the issue of forming good landscapes to ensure the effectiveness of local landscape management.

The landscape is easily accessible in our daily lives and requires steady management since it cannot be formed in a short period of time. Since a landscape consists of a group of local or locational attributes exhibiting unity with the surroundings, it should be managed on a site basis. This study contributes to realizing improved effectiveness of local landscape management through the Focused Landscape Management Area system.

**Kezzzywords :**

Focused Landscape Management Area, Landscape Act, Landscape Plans, Deliberation on Landscapes, Landscape Management