

# auri research brief

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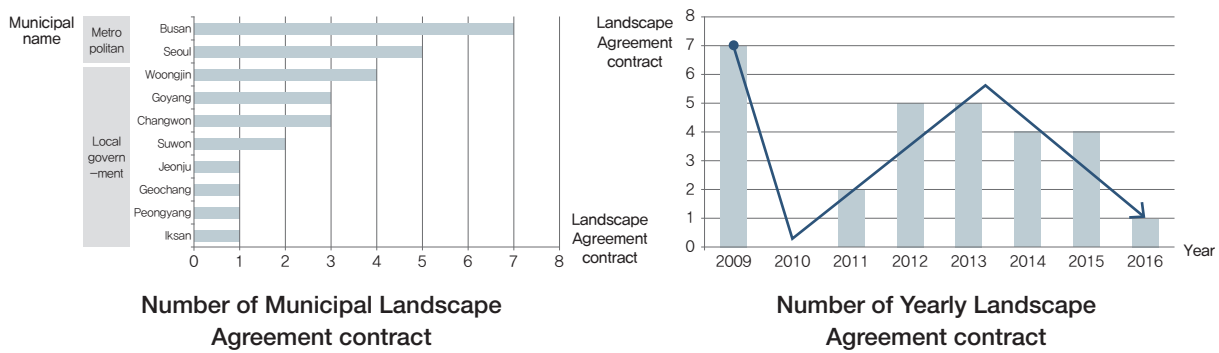
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## Support Policies for Improving the Effectiveness of Landscape Agreements

### Introduction

In early 2000, the Korean government introduced the Landscape Agreement, responding to limitations of the top-down urban management method on public projects and policies to manage and maintain landscapes through resident volunteers. The ultimate intention for introducing the Landscape Agreement is to maintain, manage, and form landscape based on the characteristics of each area as an urban management method. The Landscape Agreement was introduced when the government enacted 「Landscape Act」 expecting contributions to landscape management by the residents themselves. However, implementation of the Agreement has not met above expectation for the last 10 years. It has been adopted by the government or municipalities rather than selecting residents when needed. This passive adoption in actual cases has caused concern of the existence and effectiveness of the policy. Implementation of the Agreement could be inadequate since its introduction. From this background, this research examines issues in implementation of the Agreement to redirect the Landscape Agreement's operation and implementation.



In Korea, the Landscape Agreement has only been adopted by a few municipalities in the last 10 years and the government has offered partial financial support for those municipalities. During initial research, we discovered that it's necessary for the government to offer a certain level of support until the Agreement is implemented and used by residents. Also, this research considers the relationship between the effects of the government's support and current conditions.

By understanding implementational characteristics of the Landscape Agreement, this research emphasizes that support policies from the government or municipalities are important and could assist in the Agreement being used effectively. This approach will also help residents manage their landscape through active participation.

### Implementational Attributes of the Landscape Agreement as a Policy

This research reviewed legal and political purposes of the Agreement as well as related policies. In addition, all of the Agreement cases adopted since its introduction were surveyed. Documentational reviews, site visits, and interviews with stakeholders have been conducted in every case. Through further surveys, this research found several issues in implementation of the Agreement.

From the policy review, this research identified the intention of the Agreement. The Agreement was introduced to help residents manage their landscape through active participation. This active participation is a characteristic that is different from the passive way in which residents follow landscape regulations. The Landscape Agreements is a policy that "encourages" residents to participate in landscape management. Agreement holders are "residents" who live near the landscape. The Agreement works within "an engagement between residents" and the purpose is "improving the quality of landscape in the area."

The surveys and interviews are conducted on 28 areas had where adopted the Agreement as of July 2016. The cases are analyzed by major elements in three steps: preparation, contract and approval, and management. In the preparation step, the background for adopting the Agreement, the agreement holders, and the characteristics of the landscape are the elements that are surveyed. In the contract and approval step, contents of the Agreement and the period to build up the Agreement are examined. In the management step, this research focuses on the duration of the Agreement, the resident's activities, and the conditions of uses. According to the further surveys and analysis, three factors in the utilization of the Agreement were found as follows:

Firstly, the preparation step requires enough time to form a consensus among residents. More than 60% of cases were carried out by the government or municipalities and only one year was allowed for preparation due to administrative procedures. The other limitation was a lack of financial resources for residents to organize a body and select activities. In other words, if there is a no pre-built organization like a merchants' association, it's hard for residents to create an organization to and meet necessary costs regardless of the amount. Also, unshared interests between stakeholders and interested parties caused conflict between residents. Secondly, in most cases, the participants were not able to prepare a document of the Agreement in the contract and approval step. Not only the preparation of a document, but also completing the administrative procedures for approval, turned out to be burdens for residents. Thirdly, self-funding was an issue throughout the management step. Since a system or mechanism for funding management costs had not been put in place, residents had a hard time maintaining their activities, even with an organized Landscape Agreement committee. A government or municipality terminates their monitoring on the duration of the Agreement once demonstration project and support plan have been completed.

This research found several limitations that prevented utilization of the Agreement and suggested that those limitations could be caused by a deficiency in the administrative foundation that the government or municipalities should have provided in the process of implementing the policy. To be more specific, 1) the policy was not promoted with enough consensus and information when the Agreement was being introduced, 2) there was a lack of support for residents' initial activities as a catalyst for utilizing the Agreement, 3) while managing the Agreement there was no coordination from a different point of view, and 4) there was no system for sustaining the Agreement. To resolve these issues, the government or municipality is required to adjust the directions and management of the policy and to establish effective support for policies from diverse perspectives for successful implementation of the Agreement.

## Case Studies of Support Policies for the Landscape Agreement

Case studies to review policies and support systems in Korea, Japan, and the United States were conducted. Suggestions to improve the Agreement were made based on the studies. Each case study includes an analysis of the supporting body, supporting time, supporting contents, and supporting scale.

The following characteristics resulted from the case studies. Firstly, from the aspect of the supporting body, both the government and the municipalities are the main supporting bodies since residents, administrative agencies and experts lack an understanding of the concept of the Agreement. In the cases of Japan and the United States, only municipalities provided financial and technical supports for existing organizations or residents' activities. Secondly, in most cases in Korea supporting body provided supports for contract costs, project costs, or dispatching experts right before the signing of the Agreement to encourage the contract. Supports made during the preparation step usually take the form of either distributing manuals or dispatching experts. In the case from Japan, support for project costs or residents' activities were only given after the contract was completed. In the United States, management costs were a major type of financial supports and were carried out after the Agreement was signed. Thirdly, the greater part of the support contents was financial support for project costs while some municipalities supported experts or contract fees. In Japan, municipalities are responsible for dispatching experts and the financial aid is about \$2,000 for either project costs or residents' activities. Like Japan, financial support in the United States is small and the rest of the funds comes from taxation or membership fees.

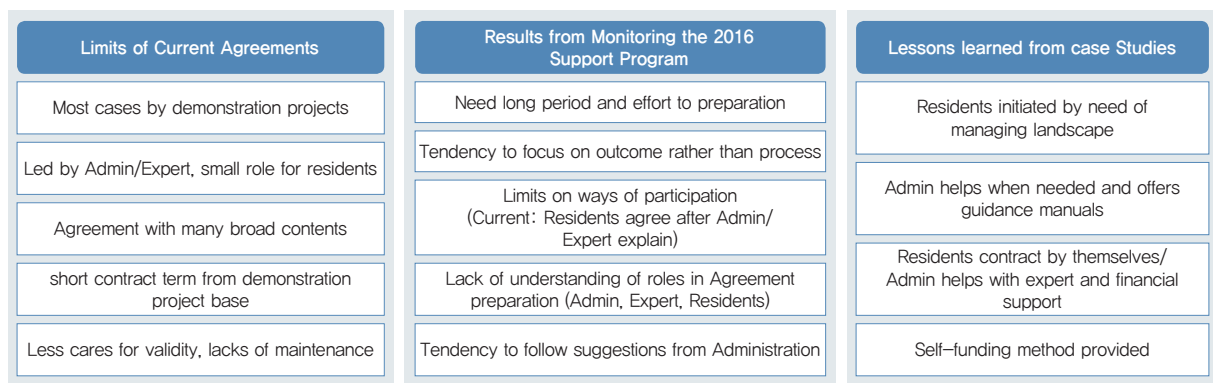
In Korea, the Agreement is definitely dependent on public approval so it needs support from both the government and municipalities. Most supports are made in the preparation step. In Japan and the United States, the role of the government is to provide support to ensure that residents come in under the contract and manage the landscape by themselves. After the Agreement was implemented, some project costs or management costs were given as support.

To wrap up case study results, this research suggests several directions to improve the Agreement. Firstly, the Agreement information should be shared with residents because residents in Korea have not been well-informed about the Agreement so it's not easy to accept it. Administrative agencies need to find supporting policies through the complete process. Secondly, besides financial support, which encourages residents participation, experts need to be involved in every step as consultants and to provide professional services. These professional services will help residents prepare and manage the Agreement by themselves. Lastly, the roles of government and municipalities should be separated to offer more efficient supports.

## Support Policies for Utilizing the Landscape Agreement

The current Agreement system lacks proper support policies as we discussed from the above. This research suggests improving the directions of support policies, as well as better informing residents, in order to implement the Agreement as an effective policy. After analyzing cases of the Agreement and monitoring the “2016 The Landscape Agreement Supporting Programs,” this research presents three main directions for support policies based on suggestions from the case studies for utilizing the Landscape Agreement.

- **Clarification of support objectives**  
: To lead residents to contract the Agreement independently
- **Diversification of support directions and time**  
: To provide customized support systems
- **Designation of roles of related stakeholders**  
: To assign a role to each resident, administrative body, and expert



### [ Limit of Existing Supporting policies ]

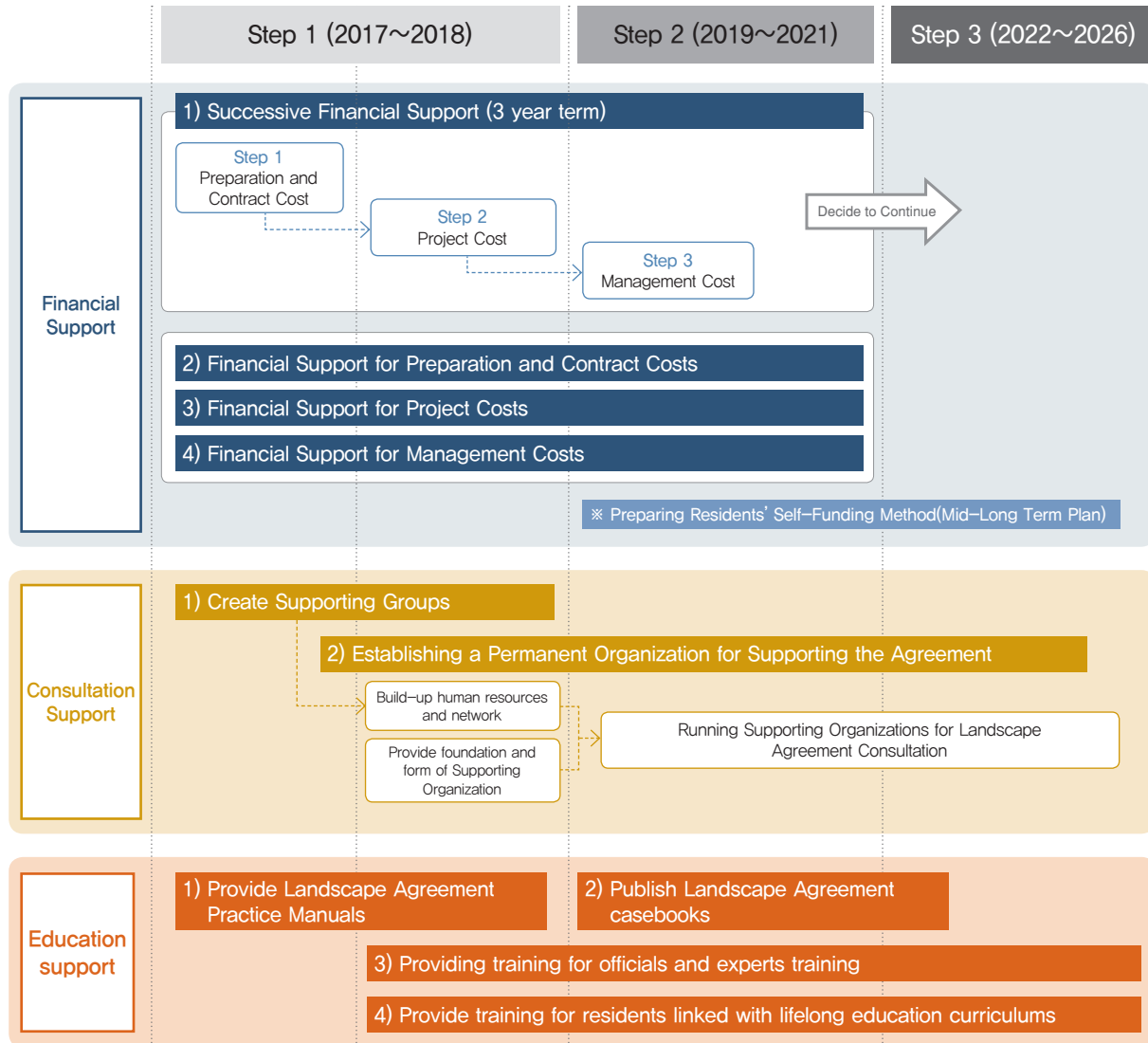
Admin and experts are key persons in the most of the supporting program cases
Due to inadequate preparation, the required 1 year contracting term is too short
As supported financially, residents regard the Agreement as landscape project
Stakeholders lack of understanding of their roles in the process

### [ Directions for Improvement ]

<b>Clarification of Supporting Objectives:</b> leading residents to contract the Agreement independently
<b>Diversification of supporting Directions and Time:</b> providing customized supporting system
<b>Designation of roles of related stakeholders:</b> To assign a role to each resident, administrative body, and expert

### Directions for Improving the Landscape Agreement

According to the three main directions for support policies to utilize the Landscape Agreement, the implementation process falls into three categories in terms of forms of support.



Supporting Types for Active Landscape Agreement

For financial support for the Agreement, two policies were studied. One is keeping the current system of yearly support. The other is a successive supporting policy that considers the process for contracting the Agreement. The one- year term policy was sub-divided into preparation and contract fees, project costs, and management costs.

Consultation services by experts have been suggested as the second support policy. Residents have a hard time obtaining advanced knowledge of the Agreement. Also, administrative agencies are not easy to maintain an area for which a contract has been signed. Concerning these circumstances, this research suggests creating a support group of the Agreement and putting in place a permanent organization for support of the Agreement.

To improve residents' knowledge and understanding of the Agreement, educational supports are needed. This support includes providing Landscape Agreement practice manuals, publishing the Landscape Agreement casebooks, having official and experts training as well as training for residents linked with lifelong education curriculums, and introducing an appreciation system to encourage support from administrative agencies, etc.

Finally, this research suggested phased plans, for the implementation of proposed directions and policies.

**Key words :** Landscape Agreement, Utilization, Support Policies

