

## 공공건축 활용성 증대를 위한 관리 정책 연구

Strategic Asset Management Policy Proposal for Enhancing Utilization of Public Buildings

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Due to the continuing economic recession and unstable local government finances it is becoming increasingly difficult to secure large-scale public facilities, hence active utilization of existing public buildings is required. Despite such conditions, there is currently little effort made towards active utilization and management of public facilities which is causing an overall deterioration in public service quality. This study aims to analyze the causes behind this lack of efficiency in public facility utilization and also identify legislative limitations, in order to set up a general framework for public facility utilization policy which would effectively respond to local conditions and demands.

First, the study analyzed the nationwide public building stock. It then conducted case studies and an awareness survey in order to accurately understand the current state of public facilities.

Through analyzing the Architectural Information System(AIS, provided by the Ministry of Land Transport and Maritime Affairs) the study identified that the majority of public facilities in Korea were built within the last 20 years and of these facilities there was a high proportion of small-scale buildings, reinforcing the need for effective utilization and management strategies. There were also notable differences in the level of public facility provisions amongst city and non-city areas. In terms of city 'dong' areas, public facility space per person and proportion of large-scale buildings were high. However, in non-city areas the number of facilities per person

and proportion of small-scale buildings were found to be high. Such differences suggest that separate utilization and management strategies need to be appropriated.

By selectively investigating newspaper reports and articles written within the past three years, the study derived the following reasons for under-utilization of public facilities. First, there is a lack of understanding of local conditions and demands. Second, there is insufficient capability and effort in efficient facility operation. Furthermore, there is inept handling of aged buildings and adaptation to changing working conditions is slow.

Based on an awareness survey of 1,000 people, quality of public facilities' service operation was found to be lower than the private sector. The types of facilities which need improvement were identified as administrative facilities, health facilities and educational facilities. The prevailing opinions on ways to enhance public facility utilization were improved economic operation and refined site-selection processes. However, the survey also revealed that there are discordances between the actual state of provision of public facilities and the awareness of local residents, indicating that user tendency and satisfaction needs to be taken into account as well as the more general supply and demand circumstances.

In conjunction with understanding the public facility utilization conditions, the research also investigated both Korean and overseas legislation, organizations, and scope of work related to public facility operation. The study deducted the following implications in regards to the current state of public facility utilization in Korea.

First, there is very little effort put into the efficient operation of public facilities and the significance of such efforts is neglected. In other words, development of disposable land and general properties are considered as priorities whilst effective building management is less emphasized.

Second, there is a division between central and local governments' public property management systems. This causes difficulties in coordinating facilities which can potentially increase convenience for local users. It also hinders successful co-operation between different levels of government institutions.

Third, there is an absence of an area-based comprehensive public building operation system. Inconstant individual improvements and revisions of unused

buildings are being made but are in many cases inefficient.

Fourth, there is a lack of professional capability in public property management organizations. In terms of central government, KAMCO(Korea Asset Management Corporation) concentrates its efforts on the disposal and development of 'civil estates', and for local governments the main occupation is related to profitability of facility operation, hence limiting a comprehensive management strategy.

On the other hand, the study identified from overseas case studies that public facilities were viewed as public assets and was under systematic management processes with concrete policy support. The attributes of the overseas case studies are as follows.

First, issues surrounding public facilities management were strongly identified on a policy-making level. There was strong leadership set by the government on 'public asset' or 'public real estate' policies, and public buildings were recognized as key assets. Consequently, public property management processes were outlined in detail.

Second, extensive policy support was available in order to effectively manage public property. Policies and pilot programs were established, as well as related guidelines and manuals. In number of cases, comprehensive database systems were also in operation.

Third, co-operation between different public bodies were emphasized in order to effectively implement area-based public property management policies. Central government supports local government public property utilization strategies and projects, whilst proposing alternative uses for under-used facilities. There is also strong advocacy expressed by the central government to collaborate with private sector organizations.

Following the above-mentioned conclusions, the study conducted simulations on three cities in order to devise ways that will help overcome limitations of public facilities and verify various operating possibilities. Considering the distinct attributes of city and non-city areas, three cities were selected under the categories of urban area, urban and rural mixed area, and rural area. Dalseo Gu of Daegu Metropolitan City was selected as the urban case, Yeongju within Gyeong Buk regional area as

the urban and rural mixed area case, and Hadong Gun within Gyeong Nam regional area as the rural area case.

Various utilization strategies such as 'mixed and expanded uses(Daegu Duryu public library)', 'designation of an exclusive use(Yeongju city water agency storage, Yeongju Sacheon 1-li village hall)', 'connected uses(Yeongju Isan office)', 'physical building improvement(Hadong Gun local products center)' were applied. As a result, in the instance of urban cases where mixed and expanded uses were implemented, comprehensive management and efficient operation between central and local government facilities were proved to be possible. In non-city area cases(Yeongju, Hadong Gun) where either the building program was changed or physical improvements were made, satisfaction levels of local residents improved. Each case also displayed economic benefits where by analyzing cost benefits and social values, investment cost could be recovered within six to 15 years.

In final consideration of the various case studies and simulation, the research recognized a strong need for social agreement in acknowledging public facilities as a strategic asset. Such recognition needs to be the basis for policies regarding the active utilization of existing properties. In line with such thought, the study recommends the following plan of action.

First, there needs to be a firm legislative basis regarding public facility 'utilization'. Clauses such as 'asset disposal standard', 'report of unused civil estate', 'definition of unused estate' in existing legislations needs revision to define specifically the term 'utilization' and differentiate between different levels of civil estate utilization. Additionally, existing legislation needs to be amended so that individual reporting items can be refined. Also, the central and local government management plan reporting periods need to be synchronized so that discussion between various levels of government organizations is possible allowing for the exchange and integration of public facilities.

Second, to secure professional support and collaboration, in terms of central government, KAMCO, Public Procurement Service, and the National Public Architecture Center need to co-operate more closely, and on local government level, the establishment of task forces or public architecture teams which combine financial

and architectural departments' expertise is suggested.

Third, the existing public facility asset management and utilization standards need to be scrutinized in order to eliminate overlapping and conflicting issues. A revised and comprehensive public facility management manual needs to be propagated.

Fourth, the credibility of AIS needs improvement. Such refinement can aid proper asset evaluation, decision-making and planning processes, and monitoring.

Last, in order to accurately evaluate architectural assets, an asset assessment tool should be developed by the central government. This can be used for periodic architectural asset evaluation, and would also be instrumental in devising strategies for areas where there is high level of empty buildings or are suffering from a general lack of facilities.

This study, intended for both government officials and researchers, provides the basis for a refined public facility management system and the active utilization of existing properties. The study also anticipates its contribution towards emphasizing the efficient formation of public buildings and the significance of public buildings in its local environment.

Keyword : public building facility, national public property, local government public property, utilization, availability, public building asset management