

경관협정 실효성 제고를 위한 지원방안 연구
Support Policies for Improving Effectiveness of Landscape Agreements

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Chapter 1. Introduction

In early 2000, Korean government introduced the Landscape Agreement, one of policies to manage and maintain landscape by residences' volunteerism as top-down urban management methods which were dependent on public projects and policies have been experienced limited capacities, The ultimate intention to introduce the Landscape Agreement is to maintain, manage and form landscape based on characteristics of each area and it is also used as one of urban management methods. The Landscape Agreement was introduced when the government enacted 'the Landscape Law' and was expected that it contributes to landscape management by residents themselves. However, actual uses per Agreement were out of our expectation for last 10 years. It has adopted by the government or municipalities rather than residents selected when needed. Passive adoption from the actual cases doubts about existence and effectiveness of the policy. Uses of the Agreement were inadequate since its introduction. In this background, this research brings up issues of actual uses of the Agreement in the actual cases which have adopted the Agreement and suggests its capability and improvements from the perspectives of raising support policies.

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

With understandings on uses of the Landscape Agreement, this research emphasizes that support policies from government or municipalities are important and support policies could assist the Agreement to be used effectively. This approach also will help residents manage their landscape with active participation.

Chapter 2. Uses and Attributes of the Landscape Agreement as a policy

In order to diagnose the Landscape Agreement policy and uses, this research reviewed purpose of the Agreement as well as related policies. In addition, It surveyed all cases of the Agreement which have been adopted since its introduction. Documentation review, site visit and interviews with stakeholders have been conducted in every case. With further surveys, this research found out several issues in uses of the Agreement.

From the policy review, the research identified intention of the Agreement. The Agreement was introduced to help residents manage their landscape with active and initiative participation and it is an obvious characteristic which is differentiated from a passive way that leads residents to follow landscape regulation. The Landscape Agreements is a policy which "encourages" residents to participate in landscape management. Agreement holders are "residents" who live nearby the landscape. The Agreement works within "an engagement between residents" and the purpose is "improving landscape in the area".

Based upon the surveys and interviews, 28 areas turned out to adopt the Agreement as of July 2016, The cases were analyzed by major elements in the 3 steps: preparation step, contract and approval step and management step. In the preparation step, background of adopting the Agreement, agreement holders and the characteristics in landscape are the elements surveyed. In the contract and approval step, contents of the Agreement and the period that has spent for building up the Agreement are searched. In the management step, the research focused on duration of the Agreement, resident's activities, the condition of uses. According to the further surveys and analysis, 3 factors that hold back utilization of the Agreement are verified as followed:

Frist, the preparation step requires enough time to form consensus among

residents. More than 60% of cases were carried out by government or municipalities and the situation only allowed 1 year for preparation due to administrative procedure. The other sticking element was a lack of financial resources to organize a body and raise up activities by resident themselves. In other words, if there is a no pre-built organization like a merchant association, it's hard for residents to compose an organization and make necessary costs regardless of a size of the amount. Meanwhile, distinction from stake or interest relation caused conflict between residents.

Second, most cases were not able to prepare a document of the Agreement in the contract and approval step. Not only preparation of a document but also works for administrative procedures of approval turned out a burden for residents.

Third, self-funding is an issue throughout a management step. Due to the fact that a system or mechanism for funding management cost has not been prepared, residents experienced a hard time to maintain their activities even if there is a Landscape Agreement committee organized. Government or municipalities terminates their monitoring on duration of the Agreement once demonstration project and support plan has been completed.

The research sorted out a couple of limitations to hold utilization of the Agreement and presented that those limitations were caused in deficiency of administrative foundation which government or municipalities should have provided in the process of settling the policy. To be more specific, 1) promoting the policy with enough consensus and information was insufficient when the Agreement was being introduced. 2) supporting for residents' initial activities as a catalyst of utilizing the Agreement lacked. 3) a role of coordinating a different point of view was not existed while managing the Agreement. 4) a system for sustaining the Agreement was absent. To improve the listed issues, government or municipalities is required to adjust directions of the policy as well as management and to seek for effective support policies from diverse perspectives for successful settlement of the Agreement.

Chapter 3. Precedent Studies of Support policies for the Landscape Agreement

Precedent studies started from carefully reviewing policies and supporting systems in Korea. Then comparative studies with the cases from Japan and United

States have conducted. Then, suggestions to improve the Agreement have deducted. Each precedent study includes an analysis of supporting body, supporting time, supporting contents and its range.

Following characteristics are resulted in the precedent studies. First, from the aspect of supporting body, both government and municipalities are main supporting bodies since residents, administrative agency and experts lack of understanding on the concept of Agreement. In the cases of Japan and the United State, only municipalities provide financial and technical supports with exiting organizations or residents activities. Second, supporting body carried out supports of contract cost, project cost or dispatching experts right before signing up the Agreement to encourage the contract in the most cases in Korea. Supports have made during a preparation step as a form of either distributing manuals or dispatching experts In the cases from Japan and supports for project cost or residents activities only happened after contract was completed. In the United States, management cost was a major type of financial supports. It carried out when the Agreement has signed up. Third, for supporting contents and its range, the greater part of support contents is a financial support for project cost while some municipalities supported experts or contract fee. In Japan, municipalities are responsible for dispatching experts and the size of financial aids is about 2,000 dollars for either project cost or residents activities. Like Japan, the size of financial support in the United States is small and the rest fund comes from taxation or membership fees.

In Korea, the Agreement is definitely dependent on public decision for supports so it needs supports from both government and municipalities. Most supports have made in the preparation step. Meanwhile, in Japan and the United States, the role of government is providing supports to ensure that residents come in under the contract and manage landscape by themselves. After the Agreement, some of project cost or management cost was given as a support.

To wrap it up precedent studies, the research suggests the direction of improvement of the Agreement. 1) Need of the Agreement should be shared because residents in Korea have not informed well about the Agreement so It's not easy to have empathy. Administrative agencies need to find diverse supporting policies through all process. 2) Besides financial support which encourages residents

participation, experts need to be involved in every step to consult and provide professional services. This professional services will help residents prepare and manage the Agreement by themselves. Lastly, a role of government and municipalities needs to be separated to offer efficient supports.

Chapter 4. Analysis on Supporting programs and the process to utilize the Landscape Agreement

To find out proper supporting policies to utilize of the Landscape Agreement, the research conducted an empirical participation such as monitoring and analysis in '2016 The Landscape Agreement Supporting Program' operated by Ministry of Land, Infrastructure and Transport. Actual monitoring for Supporting Programs has been made only in the stage of preparation and contract that are overlapped with research period.

As results of the monitoring, the research suggests as followed:

Preparation stage requires enough time and effort to encourage residents' understanding and participation. Both residents and supporting bodies need to agree with importance of the process than outcome and try diverse activities for residents-led agreement. Within the process, making opportunities for voluntary and positive participation is essential so far from doing simple explanation. In the stage of contract, a role of support is to help residents set up their own activities rather than just accommodating requests from administrative agencies.

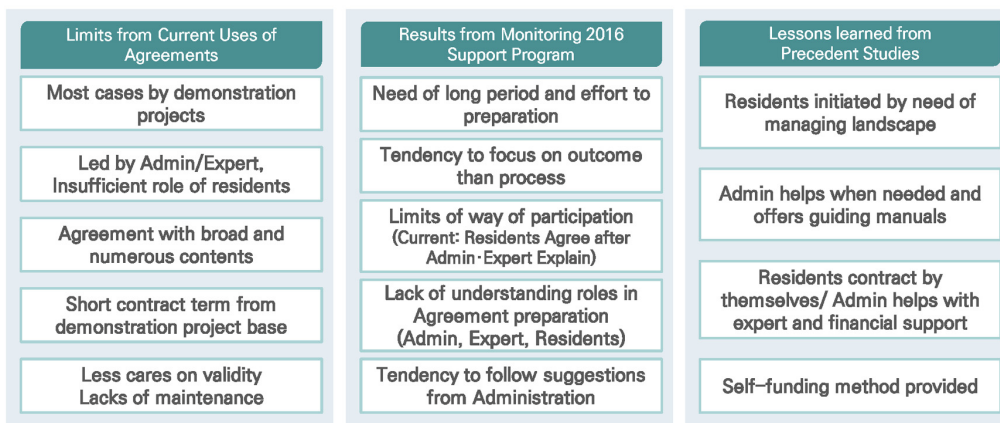
From the perspective of managing supporting programs, there is a gap between understanding of administrative agencies/experts and actual contract process. So it proposes to establish a period when experts will involve in and a system how experts support.

Chapter 5. Support policies for utilizing the Landscape Agreement

The current Agreement system lacks proper support policies as we learned from the research. The research suggests improvement of directions of support policies as well as residents recognition in order to utilize the Agreement and use it as an effective policy. After analyzing actual uses of the Agreement and monitoring '2016

The Landscape Agreement Supporting Programs', the research presents 3 main directions of support policies for utilizing the Landscape Agreement which are based on suggestions from the precedent studies.

1. Clarification of supporting objectives
: leading residents to contract the Agreement independently
2. Diversification of supporting methods and time
: providing customized supporting systems with consumers
3. Designation of roles to related stakeholders
: assigning a role to each resident, administration body and expert



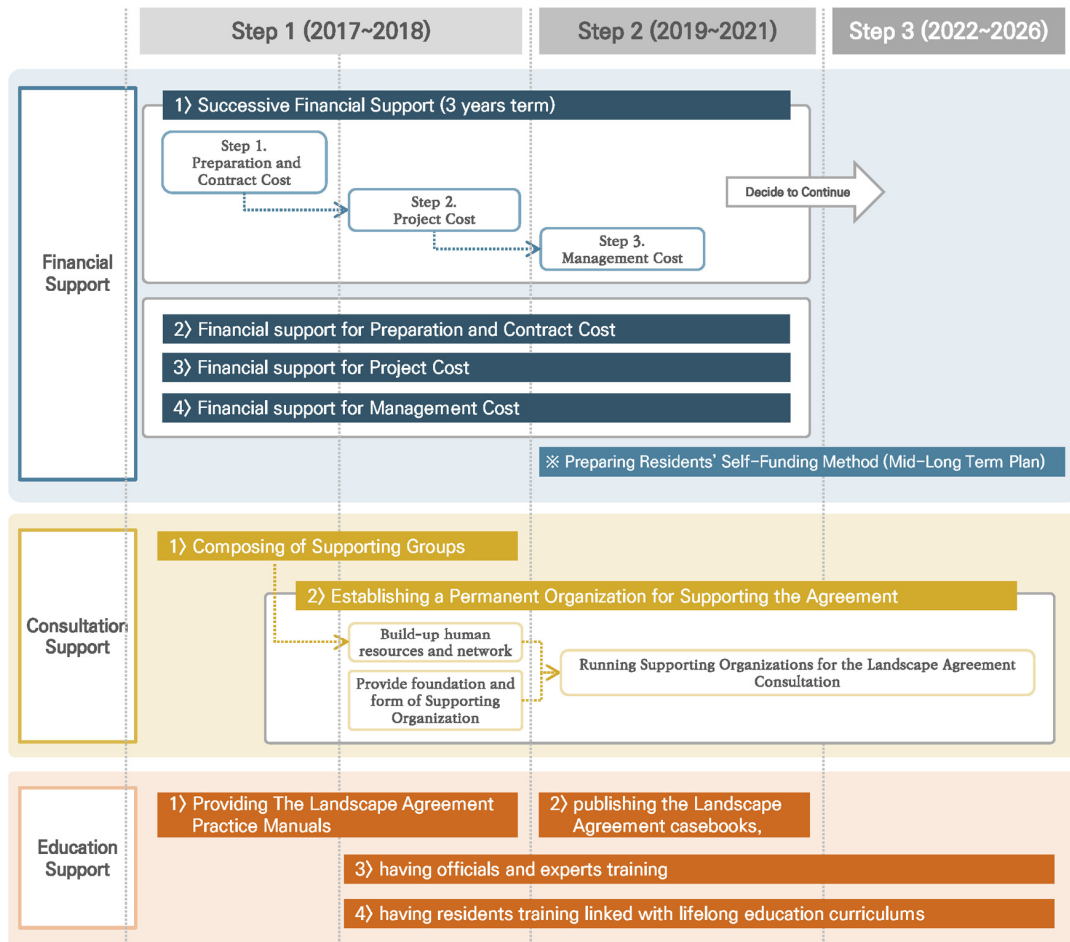
[Limits of Existing Supporting policies]

- Admin and experts are key persons in in the most Supporting Program cases.
- Due to insufficient preparation, 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 of Improvement]

- Clarification of Supporting Objectives :**
leading residents to contract the Agreement independently
- Diversification of Supporting Methods and Time :**
providing customized supporting system with consumers
- Designation of Roles to Related Stakeholders :**
assigning a role to each resident, admin and expert

According to 3 main directions of support policies to utilize the Landscape Agreement above, implementation process falls into 3 categories in terms of a form of supports.



1. For financial support for the Agreement, 2 policies were studied. One is keeping a current system like supporting every year. The other one is a successive supporting policy that considers a process of contracting the Agreement. The 1 year term policy was sub-divided into preparation and contract fee, project cost and management cost.

2. Consultation services offered by experts have suggested as the second support policy. Residents have a hard time to get advanced knowledge of the

Agreement. Also, administrative agency showed limitation to maintain the area where a contract has signed up. In consideration of the circumstances, the research suggested 2 policies which establish a foundation of utilizing experts as consultants. One stands for composing of a supporting group for the Agreement and the other one is establishing a permanent organization for supporting the Agreement.

3. To improve residents' knowledge and consensus on the Agreement, education support is needed. This support includes providing the Landscape Agreement practice manuals, publishing the Landscape Agreement casebooks, having officials and experts training as well as residents training linked with lifelong education curriculums and introducing an appreciation system to encourage support by administrative agencies, etc.

4. Finally, the research structured phased plans to help implementation of proposed directions and policies.

Keywords : Landscape Agreement, Utilization, Support policies