

노후 공공청사 복합개발을 위한 민관협력방식 활성화 방안 연구

A Study on the Revitalization of Public-Private Partnership for the Mixed-use Development of Old Government Buildings

염철호 Youm, Chirlho

서수정 Seo, Soojeong

여혜진 Yeo, Haejin

(a u r i

A Study on the Revitalization of Public-Private Partnership for the Mixed-use Development of Old Government Buildings

SUMMARY

Youm, Chirlho
Seo, Soojeong
Yeo, Haejin

As of 2015, the number of national public buildings with more than 30 years of age is 20.5% for the number and 9.5% for the total floor space. In the future, the number of old government buildings is expected to increase dramatically, and it is necessary to take measures to reduce national financial burden in addition to the smooth reconstruction of government offices. Recently, along with the amendment of relevant laws and regulations, the government and local governments have been pursuing the combined development of public office buildings, and the interest in public-private cooperation for reducing financial burdens and utilizing private know-how is also increasing. Also, there is a growing interest in PPP (public-private partnership) for reducing financial burdens and utilizing private know-how. Despite these policies and institutional improvements, public-private partnerships still remain limited and passive. Therefore, it is needed to establish more innovative and bold expansion plans. The purpose of this study is to suggest ways to improve the projects model and related policies for improving the efficiency of land use by reducing the financial burden of the government in the

rehabilitation of the aged public office by providing various services based on securing publicity and revitalizing private participation.

In Chapter 2, we examined the necessity of revitalizing the PPP development method of old government buildings. First, we looked at the current state of national and local government buildings that have been built intensively to cope with the explosive increase in administrative demand due to rapid population growth and urban expansion in the past. In the meantime, the government buildings are located in a convenient location for easy access to the city for smooth administrative services, and the buildings are formed on a scale significantly smaller than the scale available for development. It is predicted that reconstruction of old buildings and rental ones will require a huge budget, which is one-hundredth of the total national budget. Most of the public development complex projects are being carried out by the public developer, but it is difficult for the commissioned development system to have the driving force for the aggressive business promotion due to the nature of the business method. As a result, the commissioned development method can not be a fundamental solution to the government's financial burden for the construction of national government buildings. Public offices are facilities that require the implementation of publicness, especially among public buildings. In recent years, the public office has been transformed into a space for supporting the daily life of local residents, not just providing public services or performing administrative tasks. It can be expected that the mixed-use public office will play a leading role in revitalizing the local economy by combining public buildings with sales facilities and business facilities. In addition, if the private facilities are actively introduced by utilizing the reserve capacity ratio, the financial burden can be alleviated because the land rent corresponding to the private revenue facilities can be secured by the income of the central or the local government.

In Chapter 3, we analyzed the development related regulations and development methods of central & local government owned land. The development methods is divided into private sector led public-private cooperation method and the public sector led PPP method. For the private sector led method, private participation development method, private investment business method, and REITs method were examined. For the public sector led method, we examined consignment development method and open-type PF business method. Next, we examined two project as an example of mixed-use development project of public buildings in Korea. The limit of the

introduction of the mixed-use development system of old government buildings through PPP is derived as follows. First, there is a lack of a business model and a business promotion system for securing a balance between publicness and business performance. Second, there is a lack of specific project implementation procedures for public-led project planning and private participation. Third, the risk sharing model for PPP development is insufficient.

Based on the above, we have developed tasks to introduce the mixed-use development system of old buildings by PPP. In terms of business model development, it is necessary to move away from the existing top-down approach and to change the recognition of PPP projects based on cooperative partnership (governance). Considering the shortage of developers who can participate in PPP projects, the pilot project should be implemented first to identify the problems and limitations that arise during the operation process, and to establish a consultation system among stakeholders. In order to improve the project implementation process, the government and local governments should share information on the interests and goals to be achieved through the public-private partnership project and maintain the consistency of the policy objectives so as to minimize the risk of the project. The flexibility to ensure the diversity of the program should be ensured. In addition, it is necessary to establish clear guidelines for the rational decision-making process and to establish clear principles for public contribution. There is also a need to provide negotiating mechanisms that enable the private sector and the public sector to have equal status as cooperative partners and discuss their business structure and risk management practices.

In Chapter 4, we analyze the institution and business system related to PPP in the development of public buildings in Japan. Next, we divided the PPP type project into four types, and We analyzed the business system, the land use method and the role sharing method among the private sector and public sector in six cases. The implications of the policy, system, and case analysis of Japan are as follows. First, based on active policy implementation at the national level, there is a system that can apply various business methods according to the client and business characteristics. Second, there is a financial support mechanism for smooth participation of private sectors. Third, the role of the private sector is expanding widely from the design phase to the operation phase of public facilities. Fourth, there is a balance between broad acceptance of private revenue projects and measures to guarantee a certain level of Publicness implementation.

In Chapter 5, we sets out basic principles for reviewing PPP business model in the mixed-use development of old public buildings. In terms of business method, it should secure a balance between publicness and profitability while promoting long-term business with the principle of reduction of public financial burden and long term lease of land, and establish role of public developers as business coordinator and AMC. In the business process and risk sharing, a system should be built to reflect the ideas of the private sector from the initial stage, and risk sharing should be set up based on clear contracts while minimizing the opacity of the entire project. Next, we examined the three type of project structure models. Model-1 is the PPP type consignment development method, and model-2 is the long-term land lease type PPP method, and model-3 is mixed-use development of public office buildings by "Private Investment Law" (BTO-rs). In order to examine the feasibility of the project structure model-2, we conduct simulations for actual old public government buildings through sites analysis, establishment of development strategies, calculation of project costs, review of business feasibility, and plan for realizing business method. Based on the above review, we have derived the long-term land lease type PPP development method including REITs method and the role of asset management company of public developer as the final business structure model. In addition, we have presented the business process model and risk sharing model.

Keywords :

Old Government Building, Public Building, Mixed-use Development, PPP(Public-Private Partnership), Revitalization