

공개공지의 지속가능한 운영을 위한 유지·관리 제도 개선 연구

Institution Improvement for
Sustainable Privately Owned Public Spaces

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SUMMARY

Spaces

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Chapter 1. Introduction

Privately Owned Public Space (POPS) is a space designated and installed legally and institutionally for the purpose of providing a pleasant urban environment to the public in urban areas with scarce public space, and it is necessary to maintain a qualitative management level above a certain standard. However, due to poor maintenance and management, such as illegally occupying space or insufficient maintenance of facilities, it frequently appears that it is used inconsistent with policy goals, raising issues accordingly.

With the aim of improving its usability, a matter related to the maintenance of the Privately Owned Public Space (POPS) was newly established in Article 43 of the Building Act. However, it is insufficient in terms of concrete maintenance and management implementation plans and most local governments do not have a maintenance and management system for POPS. It is necessary to lay additional institutional foundation to ensure the sustainable operation and further activation

of the use of POPS. In addition, as urban policies are changing in the direction of managing and reorganizing existing spaces, POPS also need to be improved in quality through maintenance, management and reorganization, and for this purpose, it is required to establish its sustainable operation plan.

This study is designed to seek a sustainable management plan to ensure that POPS maintain a good quality level. To this end, we will seek more realistic ways to maintain and manage this space, establish a sustainable POPS management system, and ultimately promote the activation. This is to develop an effective POPS maintenance and management system and specifically to derive the problems of maintenance and management of each type of POPS to present improvement directions, and the integrated POPS management system and aims to establish an institutional basis for implementing action strategies for maintaining, managing, and improving the use of POPS.

Chapter 2 Understanding and Intended Goal of POPS

Since POPS is a legally stipulated space that should be designated mandatorily in multi-use buildings of a certain purpose and size in an urban area, the purpose of POPS is to contribute to a pleasant urban environment and to allow the public to use it. With creation of POPS in urban spaces where publicly owned places are absolutely scarce and less likely to be secured, users can use segmented urban spaces more continuously and freely enjoy more rational and appropriate locations and sizes. The core value of POPS policy is in pursuing spatial values that cannot be achieved with individual buildings, through a policy mechanism that can collectively link the efforts of individual buildings.

In particular, it is clear that the use and management of POPS should be made to meet the public interest, since it is clearly defined systematically to provide compensation for private interests in creating POPS. This study is intended to summarize the requirements of good public spaces, the evaluation criteria of

overseas POPS, and the direction of POPS suggested in previous domestic studies, draw key indicators of access, openness, convenience, vitality and manageability, set the direction of the inspection standards for the use and management of POPS based on those key indicators and to reorganized POPS and its operation system centered on maintenance and management.

In order to establish the sustainable use and management direction of POPS, the study derives implications on the premise that the activation of POPS and the ease of maintenance and management are correlated. After analyzing preceding studies, it summarizes the main usage behaviors that appear in POPS and categorize them into walking (passing use), rest (use during the stay), private use, inappropriate use, behaviors that cause negative externalities as well as those behaviors that hinder accessibility and openness. Based on that, going beyond seeking and restricting behaviors that prevents the use, it is suggested that it would be easier to improve the maintenance and management level of POPS by leading various people to have a good image of the space and do various activities there. In addition, the sustainable management of POPS represents that the policy direction changed based on the judgement that maintaining the public nature of POPS can be beneficial from the perspective of the building. As the ultimate policy goal of POPS is to achieve the free and diverse use of the space by multiple people, for the sustainable operation of POPS, it is suggested that the operation should move toward the direction of inducing the activation of multiple use without harming its public nature while inspection criteria should be also presented for utilization and management of POPS.

Chapter 3 Analysis of domestic and foreign POPS laws, systems and policies

Many have been reviewed including the Building Act and local government building ordinances, the National Land Planning and Use Act, and district unit planning guidelines, the Urban and Residential Environment Improvement Act and Building Management Act in terms of creation and incentives, use and facilities, maintenance and management regarding the maintenance and management of POPS. In addition, the institutional implications are derived from research and analysis of the cases of institutions and policies in New York City and Hong Kong, among major foreign cities with POPS system.

As a result of domestic legal and institutional analysis, the accessibility and openness of POPS have recently been strengthened through restrictions on the use of POPS, and the minimum institutional foundation for ensuring comfortableness through facility installation regulations has been established. However, it is found out that vitality and manageability of POPS fail to be guaranteed due to lot-unit-based use and management. In particular, as a result of comparative analysis with foreign cases, implications for the establishment of an institutional foundation could be drawn in terms of maintenance and management.

First, a dedicated organization is needed for efficient and professional management of POPS. New York City operates and manages POPS through a non-profit organization called Advocates for Privately Owned Public Space (APOPS), and in Hong Kong, a non-profit organization called HKPSI (Hong Kong Public Space Initiative) plans and operates research, education, and programs on POPS. There is a limit to the precise inspection and management of POPS scattered across a city every year by a local government, so it is necessary to establish a sustainable operation and management system using a separate specialized management organization.

Second, upon building permits, legal obligations and responsibilities should be strengthened through contracts concerning POPS maintenance and management. New York City regularly draws up maintenance and operating agreements with the building owners to impose obligations for ongoing POPS maintenance and management. Hong Kong specifies incentives followed by provision of POPS and accompanied responsibilities and conditions in Deed of Dedication concluded between the government and the building owner. This implies that in order to strengthen the POPS maintenance and management obligations, it is necessary to establish an operational agreement that clarifies the goal of POPS and its operation method at the stage of designation and establishment.

Third, an institutional foundation should be prepared to encourage various activities, including limited commercial activities. In New York City and Hong Kong, the permissible behaviors in POPS are specified, and commercial activities are limitedly allowed in order to activate the use of POPS. The maintenance, management and operation of sustainable POPS are highly correlated with the improved use of POPS, and it is difficult to maintain a level of management above a certain threshold only by cracking down on restrictive actions in POPS. Therefore, at the point where it is judged to have a positive effect on POPS, institutional support is needed to support various activities.

Chapter 4 Survey on the Maintenance and Management Status of POPS

A site survey was conducted to understand the status of POPS maintenance and management. Based on the POPS arrangement type and the relationship between the entrances and exits of the building, POPS was classified into six types to derive the maintenance and management problems of POPS by type. As a result, the main implications for the maintenance and management of POPS are found as follows.

First, when the size of a building is large or used as a corporate building, the size of the POPS is also large with a high level of management. In this case, it seems that there are enough human resources to constantly manage the external space of the building, such as POPS and in some, POPS is also regularly maintained along with the remodeling of the building.

Second, when POPS is located in the front part of a building, its accessibility, openness, and management are good, while it is often the case that POPS is neglected when located in the side or rear part of a building. In particular, when the awareness of POPS is low due to the narrow entrance to the POPS from the sidewalk, the usage is remarkably low and the POPS is reduced to a dedicated space for building users. Due to the low usage, the need for maintenance and management is not greatly realized, and the accessibility of POPS needs to be reinforced in order to prevent it from being used as an annex of a building.

Third, POPS, which are in contact with the entrances of retail stores, have high use rate, but there are many stockpiles and frequent private occupation, which impairs manageability. However, in some places it is often found that commercial activities take place in the form of open cafes, with high management rate in most cases. Therefore, it seems that sustainable maintenance and management can be promoted by allowing limited commercial activities.

In addition to the on-site survey, the public perception survey on POPS and the survey on opinions of the public officials in charge were conducted to derive implications for preparing a plan for maintaining and managing POPS. As a result of the public perception survey, it is confirmed that an appropriate guide sign is needed to easily identify POPS, and since most of them are used as rest areas, high comfort and management have a major effect on satisfaction. Activities that cause negative externalities, such as smoking in POPS, hinder the use of POPS, and 44.9% of the respondents indicated that commercial activities should be limitedly allowed in order to activate POPS.

As a result of the survey on the public official perception to understand the operation status of POPS, it is confirmed that the majority of local governments are not conducting regular inspections on POPS, and that it is a realistically difficult situation due to lack of manpower and budget. Moreover, there are many

opinions that in order to improve the level of maintenance and management of POPS, it is necessary to supplement the system to ensure that the use of POPS be increased while giving the owner a more sense of responsibility and obligation for POPS maintenance, benefiting both the public and the client. This implies that it is necessary to share and agree on the need for maintenance and management of POPS, to present a professional inspection and implementation strategy, and to prepare an institutional foundation for securing manpower and budget.

Chapter 5. Improvement Measures for Maintenance of POPS

In order to establish a sustainable POPS operating system, it is desirable to manage and treat POPS as the object of the spatial management policy throughout its life cycle from its designation to the use stage and remodeling. In order to create an improved POPS, the operation of POPS should consider the public benefits of installing POPS from the point of designation, planning, and creation stages of the space, and clarify a specific sense of purpose for the direction of the usage, shifting away from the current facility centered operation. Accordingly, it is desirable to consider appropriate usage behavior in the corresponding POPS and plan the space centering on the use program, and it is necessary to connect with the street in commensuration of its status as public space of the city, not the sub-space of the building.

Specifically, to begin with, the policy goals of POPS and the consent of the client must be stipulated at the designation stage, and a public contract for the goals and obligations of the creation and maintenance of POPS is required. There is a need to prepare and systemize a contract on the creation of POPS at the stage of creation, which imposes the obligation on the creator to actively carry out the measures necessary for the activation of POPS. It is necessary to implement systematic management and actively carry out improvement measures such as reorganizing programs, redesigning POPS, and changing the overall layout and area beyond the