

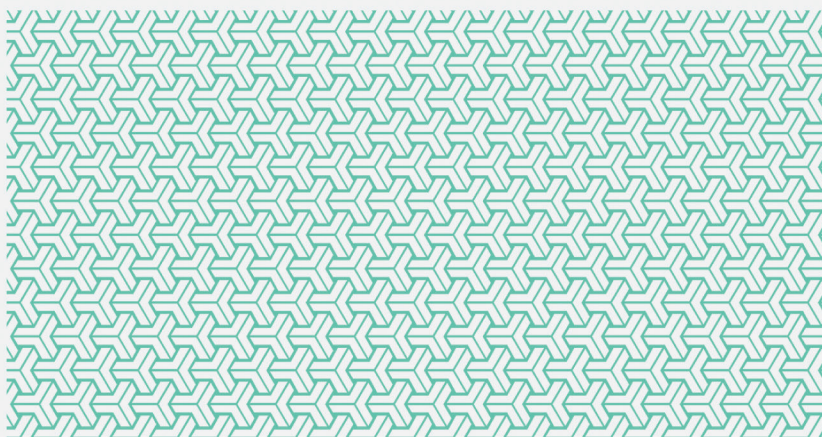
지자체 경관사업 실행력 제고를 위한 정책방향 연구

A study on the Local Governments' Policy Direction toward Enhancing the Capability to Implement Landscape Projects

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Chapter 1 Introduction

A 'landscape project' as contemplated in the Landscape Act is a project that can be implemented in an area where a landscape plan has been established to improve the scenery of local areas and raise the public awareness of landscaping. The object of the project is divided into six key areas, including readjustment and improvement of street environments, afforestation in the area, and creation and improvement of nightscapes. Although landscape projects are major instruments of local governments for implementing landscape management, the reality is that local governments suffer from difficulties in actively promoting the projects. As the requirement of prior deliberation is put in place as a norm for landscape management, viewing the Landscape Act as a regulatory regime pervades the public perception, and the landscape administration centered on the prior landscape deliberation seem to put a bridle on active implementation of landscape projects.

In this context, an approach to a supportive landscaping policy is increasingly called for to pursue the substantial development of the local landscape and mitigate the public perception of landscaping policy as a regulation-led system. Accordingly, it is imperative to set up policy measures empowering local governments to smoothly promote landscape projects to be closely felt and experienced by the local residents. To this end, identifying the current aspects of landscaping project issues, problems, and conditions is on top of the priority list. This study attempts to cast light on the current status and progress of landscape projects promoted by local governments by identifying the issues and limitations in promoting landscape projects, with a perspective to explore policy directions and goals to ensure robust performance of landscape projects.

Chapter 2 Landscape Project Regulations as an Institution

Chapter 2 analyzes the statutory sources including local government ordinances related to landscape project to gain insight into the nature of the landscape project and summarizes the types and categories of landscape projects as well as the relevant major regulations from the institutional viewpoint.

As a result of examining the ordinances of 199 local governments, 198 of them contain certain provisions related to landscape projects, mainly stipulating on evaluation and process, including project type, project prospectus, financial support, and the composition and missions of the landscape project

implementation council. Moreover, the ordinances set forth matters necessary for promoting the projects, such as project deliberation, general plan manager for landscape projects, pilot projects, planning, and maintenance. Local governments classify the types of landscape projects on their own by reflecting the characteristics of regional landscapes and include them in their ordinances, which are, broadly, projects committed to: 1) improvement of the deteriorated landscape of the region; 2) improvement of living environments such as residential and pedestrian environments; 3) improvement of public facilities and design; 4) enhancement of the identity of local historical and cultural scenery; 5) formulation of nightscape; and 6) improvement of landscape awareness.

Chapter 3 Current Status of Local Government's

Landscape Project Planning and Development

Chapter 3 analyzes the current status of landscape project planning and development based on the real cases of local governments' landscape planning and quasi-planning with a view to understanding the relationship between landscape planning and landscape projects.

In Section 1, 42 local government landscape plans established and re-established over the last 5 years (2018 – May 2022) are sampled to study the methods and content of landscape projects. 40 local governments set out to develop about 1,014 projects as specific means for carrying out their landscape planning. However, all of them selected candidate sites for the project in the 'action plan' stage, where step-by-step project financing plans are established and potential participants are suggested such as the Landscape Project Implementation Council, resulting in lack of the concreteness required to materialize the project ideas. In this connection, the landscape projects proposed by local governments can be generally classified as: physical projects such as waterfront, urban, historical and cultural, street, gateway scenery; and non-physical projects such as establishment of guidelines, and management of landscape education.

In Section 2 of Chapter 3, the methods and types for developing landscape-related projects were vetted by looking into three types of plans, including a business plan and an integrated master plan established to improve the local landscape. Distinguished from landscape planning, these plans target a relatively narrow scope of subject matters, employing strategies based on specific surveys of local landscapes. Also, they are characterized by their commitment to

location-centered landscape enhancement through inter-disciplinary management of affairs that may fall within the remit of other relevant government departments.

Identifying the correlation between the establishment of landscape planning and landscape projects reveals that: 1) enhancement of implementation power of landscape projects requires taking into consideration the content-based hierarchy of landscape planning with the spatial coverage of the entire local government; 2) it is necessary to propose multi-departmental collaborative projects and build a cooperation system through planning; 3) identifying and developing potential landscape projects that reflect local characteristics through location-based regional landscape surveys are necessary; and 4) it is necessary to review the feasibility to establish key landscape management zones and their roles as part of a location-based plan.

Chapter 4 Current Status of Local Government Landscape Projects and Analysis of Policy Demand

In Chapter 4, this study analyzes the actual state of the local government's implementation of landscape projects and conducts a survey and analysis aimed to understand the policy demands for landscape projects. As a result, the study identifies major issues and problems as well as limitations of landscape projects implemented by local governments, and collated data to lay foundation for future policy directions through improvement of the regime and identification of policy demand.

In Chapter 4, Section 1 reviews the project budgets of departments in charge of landscape in metropolitan municipalities (17 local governments) and the current status of landscaping and projects provided as public offering by landscape-related departments (5 local governments). The analysis shows that the budget of the landscape department has not been changed significantly over the past five years, and there was a tendency that the larger the population, the higher the budget. Metropolitan municipalities are supporting basic local governments implementing landscape projects by public offering, with a wide variety of the number of selected municipalities and scale of the projects across the local governments. Furthermore, insofar as other laws and regulations are also under the purview of the department in charge of landscaping, a variety of

publicly offered projects are being operated concurrently on an interdisciplinary basis, such as signboard embellishing projects, public design projects, and anti-crime urban environmental design projects. However, it is unclear whether the metropolitan municipalities could continue the existing publicly offered projects, and to date, the probability that they promote direct projects by securing their own budgets appears quite limited at best.

Section 2 features interviews with landscape administration personnel in six basic local governments to describe the general status of landscape administration and local circumstances, the status and characteristics of landscape project implementation and the demand for landscape project related policies. In general, basic local governments are undergoing difficulties in actively promoting landscape projects due to budgetary issues and shortages of human resources. The smaller a local government, the more statutory disciplines that belong to the jurisdiction of its landscaping department, which makes it more difficult to procure the adequate size of personnel fully dedicated to landscape projects. As a result, the majority of local governments are found to have no performance record of promoting landscaping projects for the past five years. In those local governments promoting landscape projects, a consensus was being formed in favor of projects that neaten and organize the landscape, as projects are under way generally in the mode of supplementation. Such added projects generally involved, for example, landscape lighting, nightscape formation, and improvement of public facilities, outdoor advertisement, social infrastructure and major street landscaping. However, the limitation of these projects is that they are implemented in pursuit of instantly visible result in a short period of time rather than continuous improvement of landscape on a long-term basis. On the other hand, in some local governments where the projects are supported in linkage with the landscape agreements, the study finds feasibility of agreement-based supporting, which is confirmed by high resident satisfaction and continuous ex-post management by the local, witnessing the positive effect of the project. In terms of budget procurement, local governments have difficulty securing its own budget and thus are highly dependent on publicly offered projects administered by the state or provincial government. This explains why development of potential projects and materialization of the project idea is of utmost importance and the role of the landscape planning should be reexamined. Also, collaboration between various departments is important in promoting landscape projects according to the characteristics of

landscapes, but currently, the overall process remains less systematic as it largely depends on the capabilities of public officials in charge of administration. It is therefore necessary to seek methods to actively utilize the existing private expert system or to secure professional personnel within the department responsible for landscape administration.

Section 3 relates an online survey of landscape administration personnel in local governments nationwide, which collected a total of 124 responses for analysis. According to the responses to the survey, the number of landscape projects promoted by local governments is, in the order of from the greatest to the least, nightscape projects, street environment maintenance and improvement projects, and outdoor advertising materials improvement projects. And these projects are showing positive effects in improving the image of the communities and increasing the level of comfort sensed from the local landscape. The survey reveals a high demand for landscape education (for local public officials and local landscape front liners, etc.), establishment of landscape integrated master planning, and landscape resource survey. When each local government is promoting landscape projects, major difficulties identified are insufficient budget, lack of human resources, and problems inherent in identifying and developing the project content, carrying out the project to the detail, and conceptualizing the method of operation, all of which account for high demand for the central government's support to landscape project.

Chapter 5 Policy Directions for Securing Capability to Implement Landscape Projects

Based on the results of the investigation and analysis described above, Chapter 5 proposes policy directions for securing capability to implement landscape projects as follows, with some recommendations for system improvement to achieve the end, such as: 1) promoting policies to support basic local governments with planning for identification and development of landscape objects; 2) promoting policies to procure landscape agreements; 3) promoting policies to lay the foundation for project implementation, such as securing manpower dedicated to landscaping and providing support with expert consultation; 4) promoting policies to lay down the system for inter-departmental connection, cooperation, and collaboration; 5) promoting policies for preparing clearly defined cyclical and continuous landscape projects

and enhancing awareness; and 6) promoting improvement policies to enhance efficiency of landscape project offering on a state and metropolitan government level.

Promotion direction	Detailed operation plan	Notes
Reinforcing work processes in the planning stage for developing landscape project	1. Promotion of project supporting development and planning of landscape project	Publicly offered project: State/Metropolitan
	2. Promotion of project supporting establishment of landscape integrated master plan	Publicly offered project: State/Metropolitan
	3. Concretization of project plan for the key landscape management zone:	Institutional improvement: a state-led pilot project
	4. Landscape resource survey and substantialization of landscape planning	Institutional improvement: issuance of guidelines
Utilization of landscape agreements	1. Promotion of project supporting with landscape agreement	Publicly offered project: State/Metropolitan
	2. Clarification of the relationship between landscape agreement projects and landscape projects	Institutional improvement: the state
	3. Operation of landscape agreements in linkage with other ministries/departmental projects:	Institutional improvement: the state
Establishment of administrative foundation	1. Exploring measures to secure human resources dedicated to landscaping	Institutional improvement: preparing an incentive system
	2. Promoting establishment of metropolitan municipalities' landscape support center	Institutional improvement: preparing an incentive system
	3. Active utilization of general manager and public architects	Institutional improvement: preparing an incentive system
Laying the foundation for promoting the landscape project felt and experienced by the people (For clear identification of project targets, operational efficiency and improvement of awareness)	1. Identifying and specifying potential landscaping projects on a cyclical/constant basis	Institutional improvement: the state and metropolitan
	2. Diversification of the mode to operate the public offering of landscape project	Institutional improvement: the state and metropolitan
	3. Continuous implementation of landscape education	State/metropolitan/academies

This study observed the current progress and implementation status of landscape projects promoted by local governments and analyzed problems and limitations in promoting landscape projects, with the perspective set to explore for a policy direction to secure the capability of implementing landscape projects. Based on this observation and analysis, the study obtained the result that suggests the basic direction of policy promotion and institutional improvements. The meaningful takeaways of the study can be found in the effective alternatives it presents by identifying specific problems and issues that arise from metropolitan and basic local governments' landscape projects.

Keywords

Landscape Act, Landscape Projects, Landscape Plans, Deliberation on Landscapes, Landscape Agreements, Landscape Administration