

중·소도시 지속가능성을 위한 지역자원기반의 통합적 공간관리 방안

Integrated Urban Management Planning Based on the Local Resources for Sustainability of Small and Medium-sized Cities

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Place-based Integrated Plan on the Basis of the Local Resources for Sustainability of Small-to-Medium Cities

SUMMARY

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This study was initiated based on the recognition of the fact that local government projects and programs have failed to significantly improve the quality of life for local residents or achieve sustainable economic recovery, despite using a lot of government subsidies to reinvigorate declining regions.

Small-to-medium cities with a population of no more than 300,000, in particular, are shrinking at an alarming rate and their very existence is being threatened. Under these circumstances calling for an immediate and effective survival strategy for such cities, spatial management plans for urban growth and development have concerns to bring upon a negative impact in that they typically increase the burden on the target regions. In this respect, this study was carried out for the purpose of formulating place-based integrated plan on the basis of local resources in order to form a sustainable community and create a virtuous cycle for the local economy. Furthermore, this study was aimed at suggesting improvements for a government subsidy system that has been heavily dependent on public participation.

This study analyzed regional revitalization policies and the trends in implementing government subsidy programs in the past five years targeting six cities with a population of 300,000 or fewer that have completed at least three cultural and economic promotion programs using government subsidies such as an urban regeneration project. The chosen regions were visited for in-depth interviews with the representatives of the communities involved in such programs as well as the persons in charge in the support organizations, administrators and individuals concerned. As a result, it was found that due to the heavy reliance on central government's competition project, the regional revitalization programs have been mostly similar and they typically were aimed at creating new jobs, setting up the base facilities for the formation of a community of local residents, promoting culture and tourism and so on.

It was also discovered that hundreds of billions of Korean won has been invested toward regional revitalization of old city centers, as a result various types of community core facilities were established. However such programs failed to draw people to the old city centers due to inadequate coordination and connection with urban development and management projects of the outskirts in the city.

Another noteworthy matter is that although programs initiated by multiple ministries were intensively carried out in the old city centers, they lacked a system for cooperation and connection with other related programs. This, in turn, resulted in inefficient allocation and utilization of local resources, and the programs for improving everyday services and the living environment of dilapidated neighborhoods were not very effective, despite the sheer number of programs carried out.

The analysis result showed that there was a lack of integrated spatial management strategies derived by the head of local government together with various stakeholders by discussing local issues and characteristics, and considering the sociodemographic changes in the future. Meanwhile, the current status of industrial distribution showed that the city centers of small-to-medium cities still served as the local hub and contained multiple historical and cultural resources despite suffering a decline.

Based on the analysis results, this study suggested an place-based integrated plan according to 'the city center and neighborhoods network model' to ensure the survival of small-to-medium cities. The place-based integrated plan concerns strategies for efficient allocation and utilization of resources for the purpose of forming a sustainable

community by place-making with guaranteed social, economic and physical sustainability. This model has been developed from the theory of urban regeneration of shrinking cities established in Korea, based on an interpretation of the Location Optimization Plan of Japan and the 'Whole-Layer model' of Aiba Shin. In order to verify the feasibility of implementing the place-based integrated plan formulated based on the city center-neighborhoods network model, the alternative plans were reviewed with Yeongju and Mokpo under consideration.

The review of the alternative plans involved the process of identifying the city center and forming a network of neighborhoods. It demonstrated the need for spatial management which adjust the development density according to the local demand. In addition, the importance of discovering and networking diverse human resources was figured out to maximize utilization of local resources through the interviews with the stakeholders. Moreover, it was discovered that there was a need to supply and allocate the living SOC effectively, and promote the management strategies of community core facilities established through the government subsidy. Other important aspects that were found included the need to engage diverse local business from the key local industries in order to create the local economy cycle, and the need for practical supports to improve the housing environment by renewing deteriorated residential areas. In this respect, the place-based integrated plan needs to contain the specific action plan by place-based approach and utilize it.

Following the process of verifying the alternative plans, this study suggested the contents and system for the place-based integrated plan as well as the improvements of government subsidy system. It was then concluded that while the urban regeneration certification system might be useful in the short term, it would be necessary to develop a planning contract system based on the local decentralization policy in order to carry out the programs in a progressive manner from a more comprehensive point of view.

The place-based integrated plan could be considered to replace 'Urban Regeneration Strategic Plan' in the small-to-medium cities. This plan needs to work as an action plan, similar to the 'Urban Regeneration Revitalization Plan,' and provides the way to build community-based governance system. For this, this study proposed to amend the Special Act on Promotion of and Support for Urban Regeneration in relation to the planning system and the urban account of National Housing and Urban Fund (NHUF).

In the small-to-medium cities, there are limitations to ensuring efficient execution of a place-based integrated plan using the existing systems due to the shortage of human resources and severe population decline. A new law for urban regeneration of small-to-medium cities would need to be established in the long run. This study only presents a more general direction, and the specific legislation would be derived by follow-up study by dealing with public assistance, subsidies, and a planning contract system.

This study proposed the implementation of an urban regeneration certification system and a planning contract system in order to utilize a place-based integrated plan. In particular, this study suggested to improve the government subsidy system. For example, the central government could assist the project which were suggested in the place-based integrated plan of local government, by using subsidies and NHUF. This study also showed that the local government needed to support staff and finance through a local master planner program to cope with issue of limited local human resources.

In the future, it is necessary to review the new legislation such as 'Regional Revitalization Act' targeting the small-to-medium cities. If a new law is taken into consideration, it becomes important how to set up the legal system including the contents and range of laws.

Keywords :

Urban Regeneration, Small-to-Medium Cities, Place-based Integrated Plan, Local Resources, Sustainable Development