

네거티브 헤리티지 보존·활용을 위한 의사결정체계 연구

Decision-making System for the Conservation and Utilization of Negative Heritage

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SUMMARY

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Introduction

Negative heritage is where negative collective memories are stored. It is a legacy worth preserving for future generations, despite painful emotions it evokes in public. This ambivalent attribute of negative heritage is likely to cause conflict in promoting policy projects regarding the conservation and utilization of heritage.

As the registered cultural heritage system based on the 「Cultural Heritage Protection Act」 was introduced in March 2001, the temporal scope of cultural heritage expanded to the modern era. In particular, as colonial buildings previously recognized as objects of removal and demolition acquired heritage status, severe controversies over preservation and destruction appeared. The demolition of the former Japanese General Government building in 1995 is the representative example.

Relatively recently, as discussions on the conservation and utilization of buildings related to the Japanese colonial period, as well as the Korean War, the Jeju 4.3 Incident, the dictatorship and democratization movement, and other disasters and catastrophes have progressed, social discussions and conflicts related to architectural heritage are also continuing. In particular, aspects of conflicts are becoming more diversified recently, going beyond the dispute of pros and cons divided by preservation versus demolition of the past. Conflicts arising in implementing policy projects have long been the subject of

management. As public conflict management grew important since the Participatory Government(2003–2008), the 「Regulations on the Prevention and Resolution of Conflicts in Public Institutions」 was enacted in 2007. In this regard, the Office of Government Policy Coordination has published 「Public Conflict Management Manual」 and 「Conflict Impact Analysis Guidelines」. Some ministries tried to manage conflicts smoothly concerning their affairs by preparing conflict management operational regulations for each department. The Cultural Heritage Administration also enacted the 「Cultural Heritage Administration Conflict Management Operational Regulations」 in 2013. However, a specific conflict management methodology based on the specificity of negative heritage, noted in this study, has not been established as the subject of conflict management has been focused on the infringement of property rights due to the designation of cultural heritage.

Are the existing policy conflict management methodologies effective in preserving and utilizing negative heritage? Who should participate and how should decisions be made to minimize conflicts in preserving, utilizing, or demolishing a property related to a devastating historical event? Based on these questions, this study aims to examine the need for a decision-making system to conserve and utilize negative heritage based on conflict management and suggest a basic direction for a decision-making system by analyzing the characteristics of conflicts based on domestic negative heritage-related conflict cases. This study also conducted a conflict impact analysis on Sorokdo, Goheung, to specify the decision-making process for the conservation and utilization of negative heritage and to propose a decision-making system, thus, suggesting institutional improvement plan to realize the same.

The Necessity of a Decision-Making System for Conservation and Utilization of Negative Heritage Based on Conflict Management

Chapter 2 analyzed the flow of domestic negative heritage-related discussions through previous studies and examined the trend of conflict management related to overseas negative heritage with a focus on UNESCO. Chapter 2 also discussed the necessity of a

decision-making system for conservation and utilization based on conflict management by identifying the current state of public perception regarding negative heritage.

The causes of conflicts related to the conservation and utilization of negative heritage pointed out in previous studies in Korea were the lack of discussion about the concept and scope of modern cultural heritage and the lack of social consensus. Modern cultural heritage still has historical stakeholders, and its values are still being formed. In the case of negative heritage, it will also need a policy and institutional mechanism that the current generation can understand its value and draw a social agreement.

This study draw the point that the conservation and utilization of negative heritage requires a differentiated approach from the existing cultural heritage through the flow of discussions on overseas negative heritage conflicts. ICOMOS has recommended several relevant alternative schemes for listing negative heritages through other accreditation schemes other than World Heritage. The guidelines of international network organizations such as the International Coalition of Sites of Conscience(ICSC) and the Slave Route Project suggested that various factors be considered, such as subjects and stakeholders in conflict, steps and procedures of discussion, support measures, the scope of consultation, contents required for research and investigation, network and cooperative relationships, methods of utilization, etc., as well as heritage as a physical object. This implies that when conflicts related to negative heritage occur, various actors, such as the central government, local governments, and experts, as well as various types of stakeholder groups and the general public, appear and that the evaluation, preservation and utilization of cultural heritage values should accompany systematic preliminary discussion procedures.

Finally, in the public perception survey, 51.6% answered 'negative' to whether our society generally recognizes the need to conserve and utilize negative heritage. Only 19.1% of the respondents perceived it as 'positive'. It seems that a social consensus on the conservation and utilization of negative heritage has not yet been formed. Therefore, it can be interpreted that when it is necessary to conserve and utilize negative heritage, an overall consensus process in society is required to share and communicate people's individual opinions.

Conflict Characteristics of Negative Heritage

Chapter 3 derived the characteristics of conflicts related to the conservation and utilization of negative heritage by analyzing conflicts arising from domestic negative and positive heritage conservation and utilization cases.

This study investigated conflict types and dynamics between conflict actors, focusing on the flow of discussion on conservation and utilization by case to examine the aspects of the conflict in more detail. First, based on Moore (2003)'s classification of conflict types, this study classified and analyzed cultural heritage-related conflict types into data conflict, relationship conflict, structure conflict, value conflict, and interest conflict. Second, the study analyzed the dynamics of conflict actors and subjects through Fisher(2020)'s conflict mapping.

This study selected 11 negative and 6 positive heritage sites for case study, based on criteria such as whether conflicts related conservation and utilization issues occurred, architectural heritage in the modern and contemporary period, and architectural heritage including registered and designated cultural heritage.

Examining domestic negative and positive heritage cases confirmed the following characteristics of conflicts over conserving and utilizing negative heritage. First, conflicts centered on value conflicts and data conflicts arise usually. It is distinguished from positive heritage cases in since interest conflicts related to development inhibition and infringement of private property rights, by registration and designation of cultural heritage, occur. The process of discussing values to prepare a way to manage conflicts related to negative heritage needs to proceed, considering that there are many value conflicts and data conflicts in conserving and utilizing negative heritage. In particular, as negative heritage is a cultural heritage that evokes negative emotions, good discussion and accurate historical research on what lessons the value of cultural heritage can transmit to future generations should be sought out from the perspectives of the historical lessons and legacy of memories.

Second, the stakeholders involved in the conflict of heritage are relatively diverse. In case of disputes related to conservation and utilization of negative heritage, the general public can often appears in negative heritage as the direct subject of conflict, as well as NGOs, historians and architectural experts, and local residents (non-owners)with no direct

interest involved. Considering the relatively diverse actors and the expanded scope of stakeholders, it is necessary to form a general consensus on the didactic value of history and the value of social conservation and utilization when conserving and utilizing negative heritage.

Third, conflict issues are diversified away from the pros and cons structure of conflict. Recent cases show that the decision-making methods determining the direction of conservation and utilization of negative heritage have diversified. However, there is a limit to preemptive conflict management and collecting opinions on each subject, because this method of collecting opinions is carried out independently by local governments, depending on the situation, without a separate system and guidance for decision-making.

Analysis of Negative Heritage Demonstration Cases for Decision-Making System Preparation

Chapter 4 examined the concept and methodology of public conflict management and clarified the need for preemptive conflict management and conflict impact analysis of negative heritage. Given the negative and contentious nature of Negative Heritage, the process of predicting conflicts that may arise in the process of conservation and utilization of heritage and designing decision-making methods in advance is critical. Also, in Chapter 4, this study conducted a conflict impact analysis on Sorok-do, Goheung, Jeollabuk-do, to identify the issues of conflict, the positions and interests of each stakeholder, the degree of possibility of conflict, and designed the method of consensus formation.

Sorokdo became a space for isolation and accommodation of leprosy patients as the Sorokdo Jahye Clinic was established in 1916 by Ordinance No. 7 of the Chosun Government-General. In Sorokdo, many buildings are made by the forced labor of leprosy patients from the Japanese colonial period and many negative heritage sites contain the sorrows of people with Hansen's disease.

Stakeholders concerning the conservation and utilization of negative heritage in the Sorokdo area were Sorokdo National Hospital, Hansen's Disease Museum, Ministry of

Health and Welfare, Goheung-gun Office, Cultural Heritage Administration, and local residents in Sorokdo. The foreseeable conflict issues related to negative heritage were presented to be issues concerning the subject of maintenance and management of national registered cultural heritage, the issue of expanding the registration of cultural heritage for architectural heritage in Sorokdo, and the issue of designation of Sorokdo as a historic site and the issue of Sorokdo tourism. Among those, the issue of designating Sorokdo as a historical site was expected to have the highest possibility of conflict.

Lastly, this study proposed a decision-making system for the preservation and utilization of the architectural heritage of Sorok Island based on the results of the conflict impact analysis, which is meaningful as it suggested a more specific direction for the primary direction of the negative heritage conservation and utilization decision-making system proposed in Chapter 5 of the study and the main issues to be discussed at each stage. This study derived the main steps, step-by-step contents, and roles of each subject for decision-making on the preservation and utilization of negative heritage based on the scope of stakeholders identified through the conflict impact analysis, the range and role of the supporting entity, the composition and operation method of the consultative body, and the need for a joint learning process on the negative heritage value.

Proposal of Decision Making System for Conservation and Utilization of Negative Heritage

Chapter 5 proposed a decision-making system for the conservation and utilization of negative heritage and presented policy tasks and system improvement plans based on the characteristics of conflicts related to the conservation and utilization of negative heritage and the results of conflict impact analysis.

The decision-making system proposed in this study is not to determine how to conserve and utilize negative heritage from the point of view of policymakers or experts. Instead, the decision-making system aims to make the various actors directly or indirectly related to the heritage in question empathize with the value of negative heritage and make participatory decisions on how to conserve and utilize it.

Negative heritage has a characteristic that the higher the historical value, the greater the preservation value and the rarity, the more difficult it is to evaluate by applying the value standard of a traditional heritage recognized for its value because it is a legacy associated with negative and conflicting memories. In addition, it is essential that the parties who directly experienced the horrific historical events exist simultaneously and appear as significant stakeholders in the conservation and utilization of the heritage. Taking this negative heritage property into consideration, this study set the primary direction of decision-making as first, preemptive conflict management before policy decision-making, and second, the participation of more diverse actors and deliberately collecting opinions.

The procedure of the decision-making system is divided into five steps: ① target selection, ② heritage investigation, ③ conflict impact analysis, ④ value sharing, ⑤ deliberative opinion gathering, and policy decision making. This study proposed each stage's detail, methods, and subjects for execution. It is critical to revise the laws related to cultural heritage to operate the decision-making system for conserving and utilizing negative heritage proposed in this study. This study also suggested a way to conduct conflict impact analysis and preemptively review conflict-related matters through the revision of 「Enforcement Regulations of the Cultural Heritage Protection Act」 and 「Guidelines for National Registration of Cultural Heritage」 in part.

Conclusion

This study established the need for a decision-making system to conserve and utilize negative heritage based on conflict management, identified the conflict-related characteristics of negative heritage conservation and utilization cases and suggested a decision-making system for negative heritage conservation and utilization thereof. In particular, this study conducted a conflict impact analysis on Sorokdo, Goheung, to predict conflict issues that may arise during the conservation and utilization of the negative heritage and propose a decision-making system for conflict resolution.

This study has a limitation in not being able to grasp all the positions and opinions of more diverse stakeholders when it analyzed the conflicts related the conservation and

utilization of negative heritage in Korea in Chapter 3. The study summarized the flow of discussion on the conservation and utilization of each case and conflicts based on previously secured data, interviews with stakeholders, and written advice. However, this study was limited in putting together the positions of all stakeholders on the conflict in a more diverse manner.

Next, the limited implementation of conflict impact analysis is also a limitation of this study. Sorokdo, Goheung, is a site of forced labor and human rights violations on people with Hansen's disease and is an area where many negative heritages are concentrated. Therefore, the understanding of negative heritage among non-expert groups, such as local residents, was relatively high. This study suggested a method of consensus formation (decision-making) on conflict issues based on the conflict impact analysis of Sorokdo, Goheung. However, the level of analysis may differ because the conflict patterns vary greatly depending on the characteristics of each negative heritage.

Another limitation of this study is that it is insufficient to verify the effectiveness of the deliberative opinion-gathering process in decision-making. Deliberative policy-making means free and equal discussion and decision-making by participants. However, it should be noted that deliberative policy-making can be a formality for policymakers' unilateral and arbitrary decision-making.

Finally, in-depth follow-up studies need to proceed to apply and monitor the entire process of the decision-making system for the conservation and utilization of negative heritage proposed in this study for actual negative heritage. More sophisticated policy decision-making systems need to be suggested by identifying limitations and developing improvement directions for each stage of the decision-making system through follow-up studies.

Key word

Negative heritage, decision-making system, preemptive conflict management, conflict impact analysis, participatory decision-making