

공유유산 개념을 적용한 국외사적지 활용·관리 정책 연구

A Study on Strategies for the Utilization and Management of Overseas Korean Historic Sites Applying the Concept of Shared Heritage

손은신 Son, Eunshin
이규철 Lee, Geauchul
송인현 Song, Inheon
박채린 Park, Chaerin
길지혜 Gil, Jihye
임종현 Lim, Jonghyun

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SUMMARY

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Chapter 1 Introduction

Since 2017, when the definition of overseas Korean cultural heritage expanded to include 'heritage located abroad that is directly related to the history and culture of the Republic of Korea', the scope now covers cultural properties that were legitimately transferred overseas for reasons like diplomacy or trade and real estate heritage such as buildings and spatial environments. This expansion has underscored the need to devise methods for their protection and utilization in their current locations. With this in mind, the study goes beyond the existing repatriation-focused policy, suggesting policy plans for the use and management of Korean historic sites abroad by applying the concept of 'shared heritage' as a strategy for protecting and utilizing these assets in their current locations.

As overseas Korean historic sites such as buildings and places, which are considered real estate cultural properties, are located in foreign countries, their maintenance is challenging, often leading to risks of destruction or damage. Furthermore, since overseas Korean historic sites were categorized as overseas Korean cultural heritage from 2017,

their study and research as cultural heritage have been relatively brief. Particularly because they are situated outside South Korea, it's challenging to survey their current state and manage them. Currently, most overseas Korean historic sites are managed primarily through status surveys and inventory creation. There have been consistent reports of loss and damage due to neglect in the host countries, highlighting the need for strategies to preserve, manage, and utilize these at-risk sites.

Since overseas historic sites often involve real estate cultural properties that are practically difficult to repatriate, the paradigm of local utilization in the host countries is emphasized. Overseas historic sites, including those related to the Korean independence movement, diplomatic events, Korean diaspora, and industrial and trade developments that made the 1970s Miracle on the Han River, serve as evidence and historical venues of South Korea's active international exchanges in the 19th and 20th centuries. These sites can play a role in promoting Korean history and the history of international exchanges in their respective host countries.

The Cultural Heritage Administration (CHA) plans to launch the 'K-Shared Heritage' project in 2023 to identify heritage assets that can share historical and cultural values between host countries and South Korea among overseas Korean cultural properties and to implement related pilot projects. The 'K-Shared Heritage' initiative aims to adopt the concept of shared heritage, which involves sharing historical and cultural values with host countries, to identify potential targets for K-Shared Heritage, and to protect and utilize them locally through international cooperation.

In this regard, the study establishes the concept of 'K-shared heritage' as a new paradigm for the practical protection, management, and utilization of overseas Korean historic sites, enhancing international cooperation and exchange through cultural heritage. This involves developing criteria for selecting pilot project candidates and formulating an operational plan, along with proposing methods for institutionalization and future policy tasks to implement these initiatives.

Chapter 2: Direction for Applying the Concept of Shared Heritage to Overseas Historic Sites

In Chapter 2, the study establishes the concept of K-shared heritage, building upon the existing concept of shared heritage as discussed internationally, and explores the application of the shared heritage concept to overseas historic sites.

Initially, the study examined the current status of policies for overseas Korean historic sites implemented by various domestic government departments. So far, departments such as the Cultural Heritage Administration (CHA), the Ministry of Patriots and Veterans Affairs, the Ministry of Foreign Affairs, the Ministry of Education, and the Korea Forest Service have conducted research and implemented policies on overseas historic sites, tailored to each department's circumstances. Therefore, this study reviewed the status and limitations of the policies for overseas historic sites implemented by each department, highlighted the necessity of introducing the shared heritage concept, and explored the direction for policy implementation, taking into consideration the circumstances of the CHA, the main promoter of the K-shared heritage project.

Subsequently, the study examined the concept of 'shared heritage,' as recently discussed by UNESCO, ICOMOS, EU, etc. Although the concept of shared heritage is not academically well-defined, it can be summarized, based on current discussions, as a heritage possessing universal human values, where two or more countries or organizations collaborate to protect and utilize its values. In this study, based on the concept of shared heritage, the concept of K-shared heritage is defined as a heritage where the Republic of Korea and the countries hosting overseas Korean historic sites share historical and cultural values and collaborate for their preservation and utilization, aligning with the Cultural Heritage Administration's project plans and conditions. In this definition, 'shared' refers not to shared ownership, but to the sharing of values and usage. It implies that the cultural heritage's value must be mutually recognized in both South Korea and the host countries, and emphasizes the need to establish relevant governance for project implementation.

Category	Concept	Targets
International Discussions (Shared Heritage)	Heritage that embodies universal values of humanity, where two or more countries or organizations collaborate to protect and utilize its values.	-Heritage of Universal Human Value -Transnational Regional Heritage -Heritage of Historical Multiculturalism
This study (K-Shared Heritage)	Heritage in which the Republic of Korea and the host countries of overseas Korean historic sites share historical and cultural values and collaborate for their preservation and utilization.	Heritage among overseas historic sites (real estate cultural heritage located abroad) that can share historical and cultural values with the host country.

Chapter 3: Status Analysis of Overseas Korean Historic Sites Applying the Concept of Shared Heritage

Chapter 3 applies the concept of K-shared heritage presented in this study to analyze the types and distribution of 2,216 overseas Korean historic sites identified so far. Among these, the chapter focuses on 24 key sites that are relatively well-preserved and actively managed, examining their utilization, management status, and value as shared heritage.

First, we compiled a consolidated list of overseas Korean historic sites discovered so far through data research and collection, and analyzed their types based on the existing survey items to derive the prior targets of pilot project in accordance with the concept of K-shared heritage. The results of the analysis was utilized in the process of identifying potential targets for the K-shared heritage pilot project and establishing the selection criteria.

In the analysis of utilization and management status of overseas Korean historic sites, we examined the current state of sites that are relatively well-used and managed, along with their value and potential as shared heritage. For K-shared heritage, the crucial

aspects include both the shared value of cultural heritage between the two countries and its protection and utilization within the host country. Therefore, the study investigated the current state of utilization and management of these overseas historic sites in their local settings and assessed their value and potential for use as shared heritage.

Framework for Analyzing the Current Status of Overseas Historic Sites

Category	Typological Analysis (Chapter 3, Section 2)	Utilization and Management Case Study (Chapter 3, Section 3)
Purpose	Typological analysis of overseas Korean historic sites to establish selection criteria for K-shared heritage pilot project targets	Analysis of utilization and management status and the value as shared heritage for formulating K-shared heritage pilot project operational plan
Targets	Comprehensive list of 2,216 overseas Korean historic sites researched by major government department and agencies	24 key cases of utilization and management of overseas Korean historic sites
Methods	<ul style="list-style-type: none"> – Integration and compilation of overseas Korean historic site lists researched by the CHA, the Ministry of Patriots and Veterans Affairs, and the Korea Forest Service, resulting in a comprehensive list of 2,216 sites (total inspection) – Typological analysis of overseas historic sites based on research items – Derivation of exclusion criteria for K-shared heritage pilot project targets – Determination of priority selection criteria for K-shared heritage targets – Development and organization of key indicators for establishing selection criteria for pilot projects 	<ul style="list-style-type: none"> – Analysis of 24 overseas historic sites in the United States, Europe, and Japan, utilized and managed locally or designated as cultural heritage in the host countries – Selection and analysis of countries and principal cases considered to be somewhat easier to implement as K-shared heritage pilot projects – Analysis of the value and potential applicability of each case as K-shared heritage within the host country

For the typological analysis, we compiled the lists of overseas Korean historic sites researched by various government departments and agencies, creating a comprehensive list, and conducted a process to select priority targets for the pilot project that align well with the concept of K-shared heritage. This process led to the exclusion of historic sites that are challenging to garner mutual understanding between countries and those likely to cause conflict, as well as sites with indeterminate locations or no remaining structures. Instead, the focus was on identifying as priority targets for the pilot project those sites that hold significant historical value for both South Korea and the host country and that are well-preserved and effectively utilized in their local context. However, since most

data on overseas Korean historic sites have been surveyed primarily with a focus on Korea-related historical values, there is a lack of value assessment from the host countries' perspectives. Additionally, considering the dynamic nature of international relations and changing conditions, certain overseas historic sites have been designated for review. Factors like the host country, time period, theme, and ownership are suggested to be monitored rather than used as primary criteria for selecting pilot project targets.

Subsequently, the study conducted an analysis of utilization and management case studies of overseas Korean historic sites in the United States, Europe, and Japan. During the case study, special attention was given to evaluating the value as shared heritage and its applicability within the host countries. When Korean cultural heritage is designated or registered in a host country, its designated or registered value is considered as the value of shared heritage. For those not designated or registered, the focus of evaluation is on their state of preservation and potential for utilization in the local context. Cases for review, that could potentially cause conflicts, were also included in the analysis. The reviewed cases mostly consist of overseas Korean historic sites located in Japan, including heritage related to the Korean Empire's royal family, such as the Tokyo residence and villa of Prince Yeongchin and other sites like the Bohwa Bell Tower, which may potentially cause conflicts. In these cases, the implementation of pilot projects based on the concept of K-shared heritage is not deemed suitable as an initial approach. However, there is a possibility for reevaluation as targets of K-shared heritage if the potential conflicts can be resolved through discussions with owners, civic groups, etc., or if the conditions change over the medium to long term, thus necessitating regular monitoring. Additionally, the study determined that overseas historic sites, which have not yet met the 50-year criterion to be considered Korean cultural heritage, could become potential targets for K-shared heritage pilot projects in the medium to long term, provided they are well-maintained and consistently monitored.

The implications derived from the current status analysis of overseas Korean historic sites are as follows: First, it is necessary to evaluate both the historical significance and value of the sites, along with their potential for preservation and utilization within the host country. Second, there is a need to clearly identify and organize indicators and criteria for excluding or reviewing overseas historic sites with a high potential for conflict. Third, it is essential to proactively extract and categorize overseas historic sites

and relevant indicators for monitoring, followed by regular monitoring activities. Fourth, it is advisable to prioritize for the K-shared heritage pilot project those sites already designated and registered as cultural heritage in the host country, to enhance their recognition and potential for preservation and use. Additionally, consideration should be given to seeking registration of these sites as cultural heritage within the host country if needed. Fifth, overseas historic sites situated in well-known locations within the host country or those with strong potential for integration with nearby facilities should be considered as key criteria for project selection, given their high potential for utilization in the local context. Lastly, considering that the current use of most overseas historic sites is limited to historical memorial halls and monuments, it is necessary to develop and implement diverse utilization strategies incorporating cultural, artistic, regional, social, and educational elements beyond traditional historical and commemorative approaches.

Chapter 4: Case Studies on the Management and Utilization of Shared Heritage in Overseas Countries

In Chapter 4, an examination of shared heritage management and utilization cases in overseas countries was conducted to develop strategies for implementing the K-shared heritage utilization and management pilot projects. The study categorized cases into two types: one where other countries manage and utilize their cultural heritage located in host countries and there other where a host country manages and utilize foreign heritage within its territory in cooperation with the other countries claiming them.

Initially, the study explored instances of shared heritage management and utilization abroad, including the Netherlands' support for their overseas heritage and Poland's examples of support through international cooperation. Additionally, the study reviewed cases of overseas diplomatic missions currently managed by the U.S. Department of State as heritage, although not explicitly labeled as 'shared heritage'.

As examples of managing and utilizing shared heritage within their own countries (host countries), this study examined the practices of South Africa, Tanzania, and other

Overview of Case Studies on the Management and Utilization of Shared Heritage in Overseas Countries

Case Studies on the Management and Utilization of Shared Heritage Located Abroad	The Netherlands	Government-led shared heritage projects involving international exchange
	Poland	Preservation and management of heritage in the regions sharing histories
	The United States	Registration system for property assets (diplomatic missions) located overseas
Case Studies on the Management and Utilization of Shared Heritage Within Countries (Host Countries) Through International Cooperation	South Africa	Restoration of shared heritage in a host country with support from the relevant countries
	Tanzania	Building a shared heritage archive and preserving shared heritage through international organizations
	African regions	Digital documentation of shared heritage and building an archive
Cases of Managing and Utilizing Shared Heritage Through Domestic Systems and Policies	China	Conservation, management, and utilization of foreign-related buildings and areas
	Scotland	Conservation and utilization of people, events, and places related to Poland
	The United States	Broadening designation and registration of Asian immigrant heritage within the United States

Drawing implications from shared heritage management and utilization case studies in overseas countries

African regions that protect shared heritage through collaboration with international organizations and other nations, as well as China, Scotland, and the United States, which independently identify, protect, manage, and utilize shared heritage using their national systems and policies.

Implications derived from overseas shared heritage management and utilization case studies are as follows: Firstly, when a project is led by the government, there is a need to plan for collaboration with various organizations, including the establishment of dedicated agencies or cooperation with international institutions. Countries actively driving government-led shared heritage projects include the Netherlands and Poland. The Netherlands focuses on maritime heritage, promoting shared heritage projects with countries such as Indonesia, Suriname, Japan, Australia, and India, etc. Poland, on the other hand, is implementing shared heritage projects with neighboring countries like Ukraine and Scotland. Thus, with the Netherlands and Poland promoting shared

heritage projects for their cultural heritage located abroad, corresponding countries are influenced to pursue shared heritage projects for their cultural heritage within their borders. In the case of South Africa and Tanzania, following the Netherlands' promotion of shared heritage policies, they have come to recognize relevant heritage within their own countries as shared heritage and have started to implement related policies. Ukraine and Scotland are also pursuing policies related to shared heritage projects for their cultural heritage, influenced by Poland's promotion of shared heritage policies. Additionally, many instances have been observed where shared heritage projects are being advanced with the support of international organizations like UNESCO, ICOMOS, and the European Union, especially amidst active discussions on the concept of shared heritage.

Particularly, considering the nature of international cooperation and cultural exchange in shared heritage projects, specialized agencies have been established to carry out these projects, often promoted through agreements between nations. In these cases, while the project is overseen by a national central government department, the execution is often spearheaded by specialized agencies, often in cooperation with or in support of museums, universities, and non-profit organizations, international organizations, etc. Such an approach that involves establishing dedicated agencies and collaborating with various private institutions, non-profit organizations, and international bodies can enhance the likelihood of successfully executing shared heritage projects.

Secondly, utilizing the systems within a host country to support research and studies can be one of the approaches for shared heritage projects. In the U.S., there is an institutional approach to managing overseas diplomatic missions (offices) as 'culturally significant assets'. It is also promoting a policy to broaden the designation and registration of heritage related to Asian-American immigrants and other minority groups within the country. This systemic shift has led to numerous studies focused on immigrant heritage for the discovery of new cultural heritage, with an evolving set of evaluation criteria that now includes aspects of immigrant history. Thus, the approach of utilizing host country systems to research and assess the value of overseas historic sites as shared heritage, and to support the discovery and valuation of new shared heritage, can be considered a key method in shared heritage projects. Additionally, this process can facilitate the designation and registration of overseas historic sites as cultural heritage within the host country.

Thirdly, there is a need to identify various types of targets for shared heritage. The targets for K-shared heritage projects that the CHA has currently promoted are overseas Korean cultural heritage historically and culturally related to S. Korea. However, other countries have a diversity of the project targets for 'shared heritage'. The approach involves recognizing heritage located in foreign countries as shared heritage and participating in its management and utilization in various ways. Additionally, this approach includes perceiving foreign-related heritage within their own country as shared heritage, and considering heritage with similar cultural attributes as shared heritage, leading to collaborative efforts among relevant nations. Additionally, through international collaboration, certain shared heritage sites are jointly nominated as UNESCO World Heritage Sites.

Fourthly, a multifaceted support, management and utilization strategies should be developed for shared heritage. A review of shared heritage projects in overseas countries, organized by type, reveals a variety of strategies for supporting, managing and utilizing shared heritage, including preservation, restoration, and rehabilitation support projects, conducting basic research, exhibitions and publishing books, building archives, establishing dedicated organization, promoting tourism, producing educational and promotional materials and operating related programs, providing funding, establishing institutionalization and legal plans, designating and registering cultural heritage in the host country, and applying for and co-registering with World Heritage.

Finally, establishing systematic stages and procedures is necessary for executing shared heritage projects. Overseas case studies reveal that the initial projects undertaken in policy promotion are predominantly focused on exploration and investigative research. The findings and content from foundational research are utilized in future application plans and often transformed into databases or archives, serving as exhibition materials or as shared heritage information. Upon the finalization of pilot project targets and detailed project plans, a dedicated center for project execution is established. The project execution center is responsible for harmonizing opinions between nations, formulating cooperation strategies and operational plans, and managing funding and other related tasks. Particularly in the restoration and maintenance of shared heritage on-site (in a host country), it's crucial to incorporate the methodologies of both the heritage-creating country and the culturally influential country. Thus, establishing a pool of experts from both nations to advance related projects is essential.

Chapter 5: Strategies for the Utilization and Management of K-Shared Heritage Policies

In Chapter 5, the study proposed two major approaches to advancing the utilization and management policy of K-Shared Heritage: a plan for pilot project implementation and a strategy for institutionalization.

Initially, for the pilot project implementation approach, strategies for deriving a list of pilot project targets and for establishing an operational plan were proposed. In the process of deriving a list of pilot project targets, the initial task involved collating and integrating existing surveys of overseas historic sites into a unified list. Then, in the first phase, priority targets were identified based on criteria like the value, preservation condition, and utilization status in both South Korea and the host countries. Subsequently, in the second stage, unsuitable candidates were excluded, such as those with a high likelihood of inciting conflict, those with indeterminate locations, or those whose form is not well-preserved, rendering them unsuitable for use as key facilities. Moreover, sites not categorized as either priority or exclusion, but requiring further assessment and research, are recommended for consideration as review subjects. Following these processes, a strategy was proposed to organize the identified pilot project priority and review candidates into categorized lists based on key indicators, facilitating ongoing management through regular monitoring.

In formulating the pilot project operation plan, the study refined the scope of the K-Shared Heritage project by referencing the support outlined in the CHA's K-Shared Heritage promotion plan, along with examining existing cases of utilization and management of overseas Korean historic sites and international shared heritage. While establishing the project plan, the study outlined strategies for project advancement at various stages, factoring in the value of the shared heritage, along with a general overview of the cultural heritage. It also proposed strategies for short-term and long-term project execution based on an examination, including planning for collaboration with partner organizations and support mechanisms.

Procedure for Deriving a Preliminary List of Targets for the K-Shared Heritage Pilot Project (Draft)

The Procedure for Developing a Preliminary Target List for the K-Shared Heritage Pilot Project		
Preliminary Work	Integration of Existing Surveyed Lists of Overseas Historic Sites	<ul style="list-style-type: none"> - Compiling a Comprehensive List of Overseas Historic Sites and Organizing Survey Items - Re-examination of Missing Information Using Literature and Digital Resources
1st	Determining Priority Targets	<ul style="list-style-type: none"> - Sites assessed to possess significant historical value related to South Korea - Sites officially designated or registered as cultural heritage within the host country - Sites assessed as being in excellent preservation condition - Sites actively utilized within the host country
2nd	Excluding Unsuitable Targets	<ul style="list-style-type: none"> - Excluding sites potentially causing conflict in relation to China's Northeast Project - Excluding sites related to Japanese colonial rule - Excluding sites with unclear historical facts - Excluding sites with unidentifiable locations - Excluding sites that are destroyed, have new constructions, or whose locations cannot be determined - Excluding movable cultural assets and natural features - Excluding historical sites that have been repatriated
3rd	Organizing the List of Sites for Review	<ul style="list-style-type: none"> - Sites with insufficient research, making it difficult to ascertain key information such as historical value and conservation status - Sites not currently being actively managed or utilized - Historic sites with potential conflict, where the likelihood of conflict within the host country is indeterminate - Historic sites with potential conflict, where conflict resolution and reconciliation are feasible - Sites where the current value and recognition within the host country are indeterminable
4th	Organizing a List of Sites for Regular Monitoring by Indicator	<ul style="list-style-type: none"> - (Host country) Monitoring changes in diplomatic conditions between countries - (Time and theme) Re-examining and monitoring overseas historic sites by similar periods and themes for rediscovery and new explorations - (Time and theme) Evaluating the potential for collaboration with relevant domestic and international non-profit organizations and associations - (Owner) Categorizing owners as national, public, or private entities and monitoring diplomatic relations and potential for collaboration

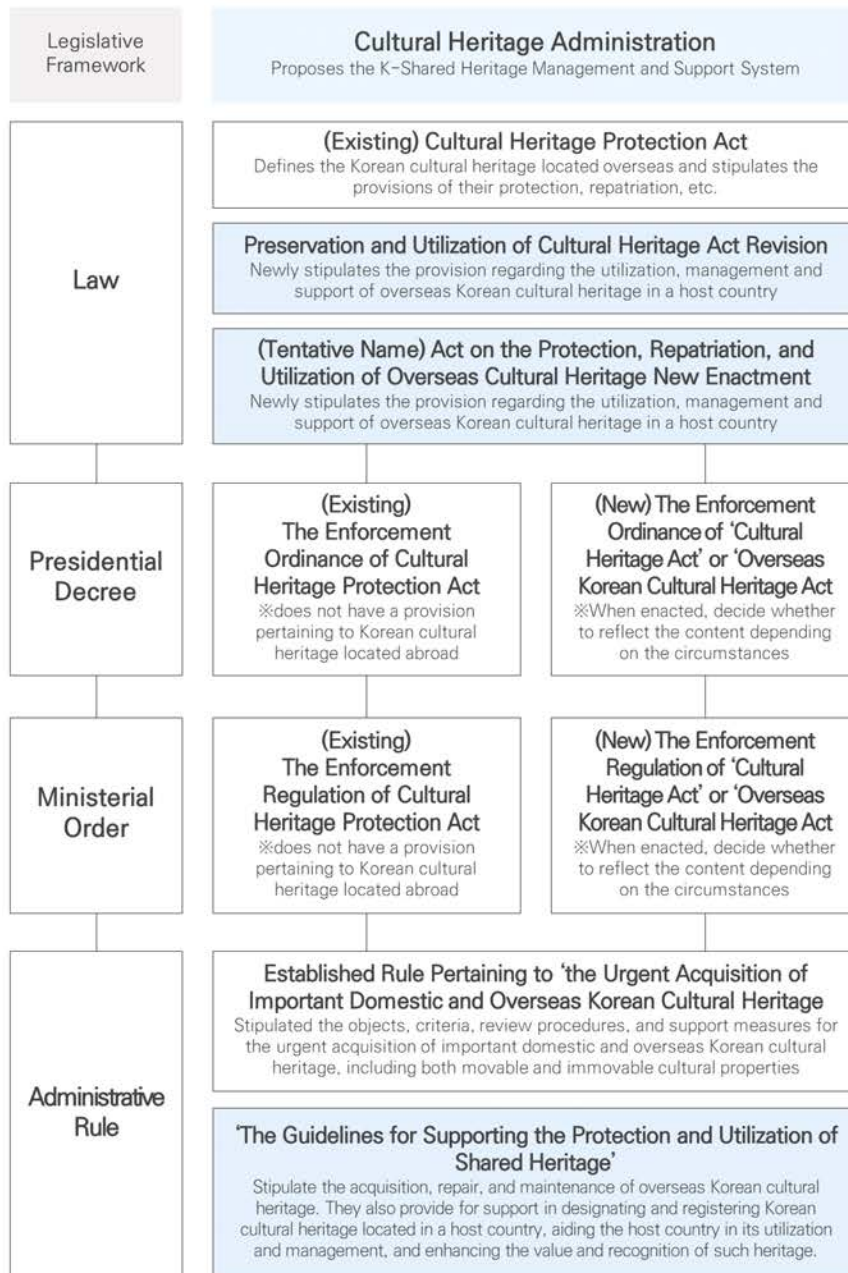
The Scope of the 'Project for Supporting Protection and Utilization of K-Shared Heritage' (Draft)

- Assisting with the designation and registration of cultural heritage within the host country
- Supporting utilization and management initiatives that facilitate collaboration with local institutions and communities
- Support the purchase, repair, and maintenance of overseas historic sites in need of urgent preservation and management (with subsidies, experts, etc.)
- Projects to enhance the recognition of South Korean cultural heritage in the host country, including the creation of promotional materials, informative signboards, and training of guides
- Projects fostering international collaboration and promotion through cultural heritage, such as joint exhibitions, study tours, and cultural events
- Projects creating a digital archive of shared heritage content
- Research projects focused on the discovery and investigation of new historic sites
- Supporting international academic exchange programs related to shared heritage, involving experts from host countries and relevant international specialists
- Additional projects determined as necessary and approved for support by a review committee

Regarding the institutionalization approach, it was proposed to develop 'The Guidelines for Supporting the Protection and Utilization of Shared Heritage' (provisional title), and develop and amend relevant laws for the long-term implementation. Initially, the establishment of operational guidelines is necessary for the immediate launch of pilot projects, and for this purpose, examples of existing administrative regulations supporting overseas cultural heritage and memorial facilities have been examined. Additionally, for a more proactive and stable progression and support of the K-shared heritage project, it is proposed that the existing 'Cultural Heritage Protection Act' be replaced by a revised 'Preservation and Utilization of Cultural Heritage Act' from 2024 onwards. This also includes amendments to the 'Act on the Protection, Repatriation, and Utilization of Overseas Cultural Heritage (provisional title)' when it is reconsidered, to govern the investigation, support, and management of overseas Korean cultural heritage.

This research, serving as a foundational study for advancing the K-shared heritage policy, proposes the following policy tasks for future implementation. Firstly, a reevaluation of the value of existing overseas Korean historic sites is needed, along with the implementation of periodic monitoring for this purpose. Secondly, it is essential to discover new shared heritage sites. Thirdly, the establishment of a 'Cooperation Network for Overseas Korean Cultural Heritage (tentatively named)' is necessary,

linking domestic and international institutions to advance shared heritage projects. Finally, preliminary planning for data collection and archiving is a prerequisite for establishing 'The Digital Library of Shared Heritage (tentatively named)'.



Suggestions for Enactment and Revision of Laws and Administrative Rules

Chapter 6 Conclusion

This study advanced beyond repatriation-focused policy, proposing a strategy for utilizing and managing overseas Korean historic sites within host countries, by applying the concept of 'shared heritage' for the protection and utilization of these sites. In this context, the study established the concept of 'K-shared heritage', conducted an analysis of the current status of overseas Korean historic sites, and examined international shared heritage management and utilization cases. These investigations informed the development of selection criteria for pilot projects and operational planning approaches. Additionally, the study proposes institutional measures and future policy objectives to advance forthcoming policy initiatives.

This research serves as a foundational stage for the promotion of the K-shared heritage policy. It is anticipated to provide the essential groundwork for establishing the trajectory and developing specific implementation strategies for K-shared heritage projects. In future endeavors of the K-shared heritage project, there is a need to undertake research for assessing the value and identifying potential targets of cultural heritage as shared heritage. Given the varying conditions of overseas Korean historic sites spread across 35 countries globally, it's imperative to develop phased project strategies tailored to the specific circumstances of each site.

Keywords

Shared Heritage, K-Shared Heritage, Overseas Historic Sites, Utilization and Management