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근린재생 활성화를 위한 거점시설 운영방안

Management and Operation of Anchor Facilities for Neighborhood Regeneration Revitalization

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Summary

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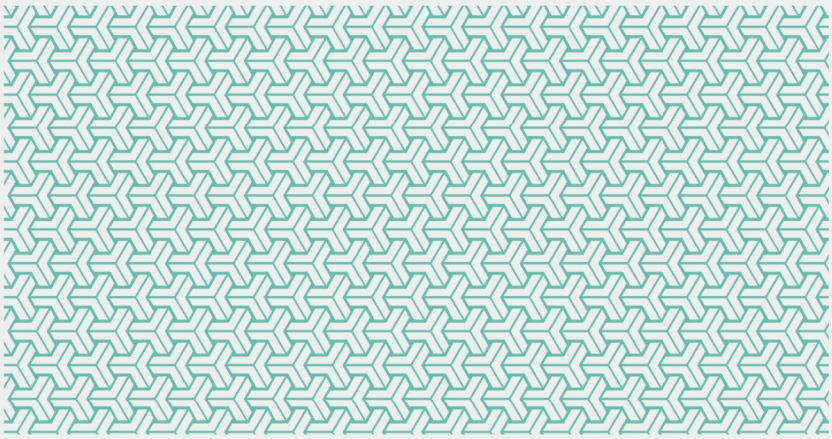

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The Urban Regeneration New Deal Road Map, published in 2018, presented the creation of innovative anchor facilities as the key projects for innovation of urban space. The project aims to improve the quality of life and revitalize urban areas, and it sets the goal of building 250 anchor facilities, including urban regeneration complex centers, start-up spaces for youths, and various public service supporting centers. The 196 anchor facilities were built until 2020, and the number of facilities will continue to grow, as the projects which got the central government's financial support are finishing. As a result, the municipal governments have gradually increasing burden to manage the facilities.

The projects for creating anchor facilities have been focused on the 'supply' of the facilities to improve physical environments and reuse the unused spaces. Therefore, there is an urgent need for preparing sustainable 'operation' plans, including the spatial configuration, program design, and discovery of operating agent in consideration of the local conditions and characteristics. The resident empowerment programs are currently planned to foster the operating agent oft the anchor facilities and promote self-sustainable urban regeneration. However the programs are concentrated on the early stage of urban regeneration process to prepare the basis for the participation of the residents and local communities. Therefore, the programs have limitations in enhancing the competence for operating the anchor facilities and implementing relevant programs.

In addition to the urban regeneration project, other central government's financial support projects have been conducted to create anchor facilities in the units of village or neighborhood throughout the country. Therefore, as the number of anchor facilities is increasing, there is the demands of guidelines for operating facilities. Thus this study reviewed the operation conditions of the existing anchor facilities and investigated the roles and impacts of them in local communities, in order to design effective anchor facility operation plans. Based on the results, this study proposes the anchor facility operation plans and policy directions for activating the neighborhood regeneration.

The urban regeneration anchor facilities play the pivotal roles in supporting the activities by local communities and activating urban regeneration. The anchor facilities formed by various government's financial support projects, such as the Urban Regeneration Project, the Urban Saetuel-Maeul Project of the Ministry of Land, Infrastructure and Transport, the Fishing Village New Deal 300 Project of the Ministry of Oceans and Fisheries, and the Local Core Communication and Operation Space Project of the Ministry of the Interior and Safety, have similar

spatial concepts and purposes despite the different names. The anchor facilities serve as the 'infrastructure facilities' for providing the locally necessary social services or the 'community revitalization facilities' for supporting and facilitating the activities by local residents, or the 'profit-type facilities' in view of the revitalization of local economy. In addition, the anchor facilities have different functions, including resident welfare, child care, work and economy, culture and tourism, and maintenance and support.

As a result of analysis of 11 urban regeneration leading areas, 58 facilities were built and about 60% of priming projects budget was invested. In the leading areas, the function of community revitalization was introduced to the largest number of the anchor facilities (34 facilities, 58%). The intended use of the facilities was in the sequence of culture and tourism (31 facilities, 53%) and resident welfare (18 facilities, 31%). The facility operation method was in the sequence of direct operation by the administration (26 facilities, 45%) and entrustment (24 facilities, 41%). The operating agent besides the administration included civilian entities (13 facilities, 22%) and resident communities (7 facilities, 12%). However, 36 facilities (62%) received the cost of facility operation wholly or partially from the municipal governments, while only 14 facilities (24%) prepared their own operation cost by themselves.

For neighborhood regeneration revitalization, the anchor facilities need to prepare a comprehensive operation plan in consideration of the society, culture, physical environment and economic feasibility. In view of the society, cooperative governance should be established to embrace various stakeholders of the community. In view of the culture, high-quality cultural programs should be provided to respond to the local demand and the change of the local conditions and to contribute to the local culture. In view of the physical environment, a creation of space that can be routinely used by the residents should be considered. In view of the economic feasibility, the dependence on the public financial sources should be lowered, and a stable profit structure should be secured. Accordingly, this study selected two areas, Yeongju in Gyeongbuk and Dong-gu in Gwanju, among the 11 leading areas of the neighborhood regeneration project, and analyzed the operation status of the anchor facilities in view of the society, culture, physical environment and economic feasibility.

The analytical results showed the need for planning and strategies to create anchor facilities, that can be flexibly adjusted according to the desires of the residents and the local issues. In particular, the planning and strategies need to be

established from the planning stage in consideration of the methods for securing financial courses and the operational effect in pursuit of sustainable operation. The location, size and spatial configuration of anchor facilities have to be deeply analyzed when developing the urban regeneration revitalization plans, because they could improve the physical environment of declined areas and enhance the utilization of the anchor facilities, creating the trickle-down effects on the surrounding areas. Searching for various operational methods and resident participation methods is also an important task, because finding the operating agent of the anchor facilities and equipping the residents with expertise and competence are more challenging in the local cities where the population is decreasing and aging.

For the effective management and operation of the anchor facilities for the neighborhood regeneration revitalization, this study presented the principles and process of creating anchor facilities, the methods for sustainable operation, and the directions for establishing governance framework. The principles of creating anchor facilities are provided, as described below, by summarizing the analysis of the roles, expected effects, and status of the anchor facilities. First, a community problem-solving function should be introduced in consideration of not only the effects on the urban regeneration revitalization areas but also the ripple effects on the surrounding areas. Second, the functions of anchor facilities, such as community revitalization, economic revitalization through profit making, and provision of basic living services, should be determined after surveying the local demands. Third, the operating agent should be determined in advance, and the size and operation method should be determined within the scope of the capabilities of the operating agent. Fourth, unused spaces including empty houses and empty stores should firstly be utilized to create the anchor facilities to improve the declined physical environment. Fifth, the anchor facilities should be established as multi-purpose spaces having flexible space planning and various functions, which could be responded to the changes of the social conditions. Based on these principles, the planning of the anchor facilities should be conducted together from the early establishment stage of the urban regeneration revitalization plans. After determining the key function, building construction method and management method of anchor facilities, the social experiments or pilot operation process should be carried out to finally determine the function and size of facilities.

Next, the policy objects were presented as the sustainable operation methods of

the anchor facilities. Considering the functions and roles of the anchor facilities, operating agent suitable for the key function should be determined, and the operation methods should be decided accordingly. In addition, a project implementation system should be prepared to shift from public fund-dependent operation to private-public cooperative operation, and an interagency collaboration system should be established to stably operate the social service programs. In addition, there are several proposals such as the introduction of recognition system of urban regeneration companies, and the assessment system of operating agents and monitoring management and operations of facilities.

Finally, the stakeholders' roles were suggested to establish the governance cooperative system for effective management and operation of anchor facilities. Also, the comprehensive management strategies were necessary to distribute the functions and roles of each facilities, and connect among operation programs at local level beyond the scope of the urban regeneration activation areas.

The management and operation of anchor facilities require the support policies to select the operating agent in early stage and increase the financial programs to attract the participation by competent civilian entities. In addition, the principles and process of creating anchor facilities should be included in the guidelines for the establishment of urban regeneration revitalization plans and implementation of projects.

The sustainable 'operation' of the anchor facilities is more important than their 'supply', because they play role as the key place for addressing local problems related to neighborhood regeneration. Also the strategic plans, management and operation methods, and continuous monitoring are necessary. As the anchor facilities are prepared in various forms and types according to the local conditions and characteristics, follow-up studies need to be conducted in order to draw up the guidelines for management and operation of anchor facilities, by performing a detailed analysis, deriving specific strategies, and reestablishing the roles of the anchor facilities.

Keywords :

Anchor Facility, Urban Regeneration, Neighborhood Regeneration Revitalization, Operating Agent, Management and Operation