

국토경관 향상을 위한 농촌 경관관리체계 개선 연구 (2)
A Study on Improving the Rural Landscape Management System
from the Aspect of Land Management (2)

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The purpose of this study is to provide a comprehensive and systematic landscape management plan for the conservation, management and formation of rural landscapes. For this purpose, in the first year study, the rural landscape management system was diagnosed focusing on the law and institutions, administrative organization and budget related to rural landscape, in addition to the directions towards improving the landscape management system as well as tasks to be addressed in the future. Based on these results, the second year 's research attempted to suggest ways to improve the concrete and effective rural landscape management system suitable for the conditions and characteristics of rural areas. For this purpose, the characteristics and limitations of the rural landscape management system are analyzed by analyzing the rural landscape management system from the aspect of policy, plan, project, and organization, and the status of the rural landscape management operation at the local level and analyzing the implications and problems. In order to present the goals and policy direction of the desirable rural landscape management in the future, we carried out a survey on the public perception of rural landscapes for related subjects such as rural residents, citizens and related experts. Cooperative operation cases were also analyzed with focus on domestic and Japan cases.

In Chapter 2, the rural landscape management system at the national level is divided into policies, plans, projects, and organizations. According to the results of review on landscape management systems and to policies, required contents and management means were comprehensively set in place and being implemented

stepwise in terms of the already implemented policies for rural landscape. However, the limitations involved unclear object for rural landscape management, insufficient awareness of the concept, lack of consensus formation, unclear status and role of the policy, absence of effectiveness for policy means, etc. The rural landscape management system according to plans may appear to be very systematically constructed. However, for the rural regions with a population of less than 100,000, the upper-level plans for landscape management can be absent. In addition, since the formulation itself of 'Rural landscape management plan' is formulated upon project implementation is carried out by the project enforcer rather than being a mandatory formulation, its effectiveness is questionable, and the systems of district/zone aimed at landscape management were also absent in rural villages. For the rural landscape management system according to the project, the comprehensive plans containing vision of the region could be seen to play an important role in formation of regional landscape, while guidelines and landscape plans formulated in some projects were playing an important role for the formation of landscapes. The institution of direct payment for landscape conservation and utilization project for multifaceted rural resources being currently implemented as a policy have the object limited, Excavation of diversified rural landscape resources and projects with primary objectives of conservation & management were identified to be absent. For the rural landscape management system by organizations, the system is dualized by two government departments of Ministry of Land, Infrastructure & Transport and Ministry of Agriculture, Food & Rural Affairs so that the comprehensive and systematic management was inadequate, while the manpower in charge with specialization in landscape was affirmed to be insufficient in central departments as well as affiliated institutions.

In Chapter 3, the status and the actual operation condition for rural landscape management on the local government level were considered, and the awareness survey for people concerning rural landscape and policies was examined. According to the results of reviewing operation status for landscape management system on the level of local government, utilization of the Criteria for the Formulation of Landscape Plans as the formulation standard for landscape plans of rural areas was affirmed to have intrinsic limitations. Also, comprehensive plans for

integrated landscape formation were affirmed to be necessary as the landscape plans formulated upon implementation of most projects were limited to individual unit projects. Even when a department in charge of landscape tasks is in place, the cases could be affirmed where linkage & cooperation with rural project departments was insufficient resulting in no realization of landscape management.

For awareness survey for people on rural landscape, a questionnaire survey was conducted concerning future image of rural landscape, efforts to produce beautiful rural landscape, changed extent in rural landscape as a result of enactment of 「Landscape act」, and problems & improvement directions for the policies related to rural landscape. For the directions to be oriented through conservation & management of rural landscapes, general public replied with weight on the improvement of rural living environment, while experts placed weight on the value maintenance of rural area resources. In a survey for the object of experts, the experts aware of the policies related to rural landscape accounted for only half, of whom none was shown to consider that the policies were being implemented properly. They counted ‘Uncertainty of policy’, ‘Insufficient drive & executive ability for policy’, and ‘Lack of policy effectiveness’ as the cause for problems. Concerning the question whether intermediary organizations related to rural landscape were required, all respondents replied yes, indicating that enhanced awareness for rural landscape and support organizations for policy consulting, etc. were necessary.

Meanwhile, domestic & overseas case were analyzed in Chapter 4 to derive improvement measure for construction of collaboration systems to secure effectiveness of the landscape management means presented in the 1st year.

First, as a domestic case, an analysis was conducted for the cooperative operation related to implementation of landscape tasks and agriculture & rural village projects. As a result, cooperative systems with the department in charge of landscape and the department of implementing project were being constructed, and the specialized support organizations for landscape were being formulated and operated for their support. Also, for efficient implementation of agriculture & rural village projects, the related administrative organizations and the intermediary organizations are recognizing the importance of landscape management activities as a foundation for successful execution of the rural village projects. Consequently, it was considered that

the role of rural village residents and intermediary organizations as the main agent for landscape management of rural villages could be expected by enhancement of awareness to enable their cooperation with the organizations in charge of landscape upon task implementation, and installation of specialized support organizations for landscape capable of providing specialized advices and help.

In the case of Japan, Ministry of Land, Infrastructure, Transport & Tourism is involved in the conservation & management of rural landscape through formulation of landscape plans based on 「Landscape act」 etc., while Ministry of Agriculture, Forestry & Fisheries is dedicated to the tasks for conservation & management, of agricultural landscape related to agricultural land. Here, as the institutions, that are related to rural landscape, the Ministry of Agriculture, Forestry & Fisheries is manages its operation within the framework of 「Landscape act」 and landscape plan, and are linked with 「Laws concerning maintenance of agricultural development region」, it could be seen that the department overseeing landscape administration and the department dedicated to agricultural landscape were operating policies or institutions for conservation & management of rural landscape through role sharing and mutual cooperation. In the aspect of formulation & operation of policies, Ministry of Land, Infrastructure, Transport & Tourism sets up directions & tasks of landscape policies on the national level in “Policy outline for making a beautiful country”, while Ministry of Agriculture, Forestry & Fisheries is establishing policies related to agricultural landscape called “Beautiful village plan 21” according to such policy directions. In the aspect of institution operation, common elements for urban & rural areas are also managed according to the “Landscape plan”, which the department in charge of general landscape administration takes charge, and 「Landscape act」 specifies having linkage relationship between the two plans so as to maintain cooperative relationships between each plan although the agriculture-related department takes charge of facilities specific to agriculture for clear assignment of tasks by designating “Maintenance plan for promotion region of landscape agriculture”

Through such meticulous status review and case analyses, improvement measures for landscape management systems and institutions for rural villages have been resented in 5 aspects.

First, improvement measures have been derived from the aspects of status,

time & contents, executing main agent, execution means of rural landscape policies to establish concept and direction of rural landscape management from the policy aspect. The rural landscape policies should maintain policy directions and compatibility for landscape of the land and be equipped with legal basis and status by being formulated in linkage with the Master Plans for Landscape Policies. Also effectiveness of the policies should be enhanced by having the contents focused on management of landscape resources such as farm land and agricultural infrastructures which only the rural areas retain and by configuring around the executable policies at the center. Since the rural landscape is closely related to routines of the local residents, support policies such as awareness improvement and education, etc. need to be prepared for rural landscape management by the participation of the residents. Also, specific policies need to be presented for the realization of the rural landscape policies.

In the planning aspect, improvement measures for planning system were presented so that the landscape plan of city(Si/Gun) according to the 「Landscape act」 is operated as the top-level plan of the local government. For this objective, the Criteria for the Formulation of Landscape Plans which are currently prepared primarily for urban areas need to be revised, and preparation of linked measures together with revision of formulation practice for landscape plans of farming & fishing villages proposed.

In the next, incorporation of zone institution called ‘(Tentatively called) Focused landscape promotion area plan for rural villages’ was proposed so as to allow preferential management of areas requiring special management of landscape for rural areas. Designation of the focused landscape management area was contained in the landscape plan of city(Si/Gun), and only purpose of area designation, characteristics of rural landscape areas, landscape management directions and focus of promotion areas were contained in the landscape plans, while the 'Focused landscape promotion area plan for rural villages' was made to be formulated separately. Cooperation systems were made to be secured by selecting through departments related to rural villages when scope and object place of the landscape plan were selected.

In the aspects of project and support, incorporation of new support projects with the main purpose of rural landscape management, which was made to be linked

with the above Focused landscape promotion area plan for rural villages to preferentially support the Focused landscape promotion areas so as to induce zone setup and formulation of management plans for the rural area where landscape is important. Also, suggestions were made that experts and consulting support system needed to be prepared and that the project operation system was to be improved for a long term to allow formulation of an integrated master plan containing development directions of the area as well as required project plans.

In the aspects of organization and operation, it was proposed that rural landscape support center on the central-local levels were to be established where the support organization specialized in landscape for metropolitan autonomous groups on the local level was installed, and the basic autonomous groups were linked with the existing intermediary organizations so as to be able to support landscape activities of bottom-up type by local residents. In the inducing & consulting aspects, the similar institution of landscape agreement and landscape convention which was being implemented in the past were proposed to be linked along with development of manuals and technologies capable of considering the landscape upon implementation of maintenance projects.

Recently, the execution foundations for rural landscape management are being constructed and prepared as awareness foundations and the main agents related to rural villages are expanding discussions on the landscape through enactment of the landscape charter for land. At such point of time, the improvement measures for rural management systems presented in the present study could become a starting point for discussions to overcome limitations of the landscape management policies and institutions for rural areas which are being currently operated in dualization. Ultimately it is expected to contribute to improve the rural settlement environments and of the quality of people's life through the improvement of rural landscape.

Keywords : Landscape, Rural Landscape, System for Landscape Management, Landscape Management, Landscape Act, Landscape Plan