

건축자산 관리와 활용을 위한 국가의 지원정책방안 연구

A Study on the National Policies for Management and Use of Architectural Assets

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SUMMARY

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Chapter 1. Introduction

Historical building is considered as an important element for urban regeneration because preservation contributes to enhance the local economy and community. The Act on Value Enhancement of Hanok and Other Architectural Assets was enacted in June 2014, emphasizing the use of architectural assets in Korea. The law focuses on the government direct support regarding the renovation of architectural assets and urban infrastructure. Basically, for the efficient management and use of the architectural assets, indirect rather than direct support is provided, and the role of the local government rather than the central government is emphasized. Still, there is a lack of awareness of the importance of architectural assets, and the municipal level of groundwork such as basic survey and planning is just getting started. For this reason, an implementable nation-wide support policy is needed.

The damage on the architectural assets is irretrievable, hence the continuing interests and participation of buildings' owners, local government officials, and the local community is necessary. The management of architectural assets requires multi-faceted

approach including education, promotion, expert training, and technical support. For this reason, a national support policy and its implementation need to be sought.

Thus, this study aimed to suggest the national support policy direction and the government's role in the medium and long term. This study examined the current policies of the central and local governments regarding architectural assets. Also it analyzed the cases of management and use of assets by the local governments and private sector in order to figure out the demand and role of national support system. In addition, the study suggested various policy implications by studying the architectural asset management systems of the UK, US, and Japan. Finally, this study proposed four main areas of support for architectural assets.

Chapter 2. Architectural Assets Support Policies in Korea

In chapter 2, it examined the central and local government's support policies regarding architectural assets and discovered the following three findings.

The first is in regard to the basic surveys and the implementation plans for value enhancement of architectural assets. Upon the establishment of 'The 1st Master Plans for the Value Enhancement of Architectural Assets' by the Ministry of Land, Infrastructure, and Transport (MLIT) in January 2016, three local governments have set up an implementation plan with eight more local governments in the process of planning. In addition, since the 'Guideline for architectural assets basic survey' was distributed, many local governments have conducted a basic survey. In 2019, four assets are registered as the exceptional architectural assets and four areas designated as Architectural Asset Enhancement Zones. In the process of registration, it has been found the awareness and understanding of exceptional architectural assets are still lacking among the citizens. In order to actively promote policies regarding architectural assets, it is important to place an effort on increasing awareness among asset owners and the citizens.

The second is about the architectural assets support projects. At the national level, there are the 'Urban regeneration New Deal project in relation to architectural assets' by MLIT and the 'Modern historical cultural area project' administered by the Cultural Heritage Administration (CHA). For the efficient implement of the former program, two ways are considered to improve institutional improvement : 1) to connect the cooperation project with the ministry (e.g. MLIT), 2) to improve the budget structure of

the Urban regeneration New Deal project to meet the demand related to the renovation of architectural assets. Meanwhile, the culture city projects or cultural urban regeneration projects administered by the Ministry of Culture, Sports, and Tourism (MCST), largely focus on 'culture' or 'cultural manpower.' Although the hardware program of these projects are connected to architectural assets, the recognition or linkages to the notion of architectural assets are missing. The projects implemented by the CHA and the MCST are necessary to lead the participation of architectural asset experts or professional organizations for enhancing the utility of architectural assets.

Third, in terms of local government response, the administrative departments, which manage to historical heritage, future heritage and tourism resources, operate separately and the projects are not connected with one another. However these all are considered as the architectural assets, and they are need to be managed in the regional dimension. Recently, in Seoul, an intermediary support organization was set up within Seoul Housing & Communities Corporation, and it handles practical services for architectural assets. In the short term, a department dedicated to architectural assets could be found to carry out basic surveys, manage inventories, and provide support. In the long term, all departments which are in charge of architectural assets should be integrated to manage the difficulties of projects which are operated individually. Furthermore, the regulation improvement is necessary to allow the budget compilation for the funds or special accounts related to architectural assets.

Chapter 3. Management and Support for Architectural Assets by Local Government and Private Sectors

The third chapter revised the cases to manage and use architectural assets by local government and private sectors, in order to figure out the demand of national support policies. First, this study examined Wolmyeong-dong in Gunsan and Bukseong-ro in Daegu which were designated Architectural Asset Enhancement Zones. Furthermore, the urban regeneration cases in Seoul where many architectural assets are distributed and the 'Kangkang artist village' in Yeongdo-gu, Busan were considered. For private sector cases, the 'Cosmo 40', 'Daesun milling company' in Yeongdeungpo-gu, 'Seongsoo Yunbang', and '00 ground' were analyzed.

The findings were as follows. Most of projects were not focused on the management of

architectural assets because they were carried out for urban regeneration, economic vitality and sustainable development. These projects, without the comprehensive plans (e.g. master plan), were proceeded by a building unit and there were limits to the integrated managements in the local level. In the administrative system, there was no responsible department for architectural assets, or many departments were involved in a single project without sufficient cooperation. Furthermore, stakeholders, such as business operators, experts and owners, do not have efficient awareness towards architectural assets. Lastly, old architectural assets are not competitive in the real estate market due to their low floor area ratio and development pressures.

The results of analysis implicates as follows. First, it is necessary to carry out the national-level projects that bring out other projects. In the absence of projects that would aim to manage architectural assets directly, the state needs to implement projects that could widely promote the participation of local governments. Second, a professional organization which manages architectural assets need to be established, and cooperate with related departments in charge of historical heritage, future heritage, and tourism resources. Third, the central and local government need to make education and promotion policies. Lastly, the support policies to lead the participation of private sector are necessary. They could involve in the management and creative use of architectural assets through the real estate transaction.

Chapter 4. Case Studies of UK, US, and Japan

In Chapter 4, implications for the preparation of national support policies were drawn through the analysis of overseas case studies. This study analyzed the concept of architectural assets and the national management system of UK, US and Japan, especially on the management system and professional organizations.

The UK runs a non-governmental organization and promotes national supports for urban regeneration projects targeting preservation areas. The National Heritage Lottery Fund is operated to ensure stable financial management, and it supports for diverse organizations and projects. There are also tax benefits as long as information regarding the inheritance tax, transfer tax, and value-added tax are released to the public.

The US operates the Main Street Program and runs a specialized agency, the Main Street Center. The federal and state government operates funds for historical preservation and

supports various projects with tax incentives such as tax credits and easement.

On the other hand, in Japan, the management means for the non-designated historical buildings are operated. Based on the 'Law on the Maintenance and Improvement of Historic Landscape in a Community', local governments prepare plans to conserve and manage buildings or infrastructure which form the historical character of an area, and the central government support the local government via a national accreditation process. In addition, it is possible to implement projects in relation to existing financial support channels of the central government.

The results of analysis implicates as follows. First, in terms of the organizational aspect, a specialized agency for architectural assets is run in cooperative relationship with both the central and local government. Second, national and federal level funds are set up to provide stable financial management. Finally, the state government wide variety of support for the effective management of architectural assets.

The central government offers various support programs as follows : 1) supports for non-profit organizations to professionally and effectively manage architectural assets; 2) implementation of projects to strengthen local communities and regional characteristics through economic development based on architectural assets; 3) various programs increasing resident consciousness, participation, technical training and educational opportunities; 4) additional budget for the management and use project with the local-level plan; 5) tax benefits apply to architectural assets.

The study identified the importance of a specialized organization and various support programs based on the funds from the case studies of UK and US. In Korea, the cultural assets fund is currently operated. However, considering its limited budget and the distinction between cultural assets and architectural assets, other means of stable financial resources should be secured to properly promote the management of architectural assets.

Chapter 5. National Support Policy Direction

In Chapter 5, the directions and suggestions of the national support policies for the management and use of architectural assets were suggested.

This study suggested four main directions of the national support policies : 1)

Promotion of model projects in order to implement the policy direction articulated in the Act on Value Enhancement of Hanok and Other Architectural Assets; 2) Management and support of professional organization which could oversee the management of architectural assets and foster cooperation among related governmental bodies; 3) Establishment of stable financial resources; 4) Participation of private sector to preservation and use of architectural assets.

For the national initiative, this study suggested the promotion ‘(tentatively named) Architectural Asset Enhancement Zones support program,’ ‘(tentatively named) Public architectural assets utilization masterplan support program,’ ‘(tentatively named) Support for the creative use of exceptional architectural assets program,’ as well as improving the budget execution in the project guidelines of the Urban Regeneration New Deal Projects. In relation to setting up a professional organization, this study suggested preparing the basis for establishing an architectural asset center, investing in an ‘(tentatively named) Architectural asset trust’ and preparing special exceptions to relevant statutes in connection to the Architectural Asset Enhancement Zones, and running a ‘(tentatively named) Architectural asset champion’ program. In order to ensure stable financial resources, this study revised ways of securing funds for architectural assets and proposed regulation improvement so that special accounting of architectural assets could be used. Measures to encourage private sector participation included allowing easier access to public funds when architectural assets are purchased, allowing the owner to transact air rights of other buildings that he/she may already own, and amendments to the regulations regarding the lease of public architectural assets.

In addition, the study further suggested special accounting and tax reduction for architectural assets, improvement to the existing system for establishing funding resources and a professional support group, and ways of securing financial resources.

Keywords :

Architectural Assets, Heritage Assets, Historic Property, Modern Architecture, Historic and Cultural Environment, Urban Regeneration