

# 건축·도시 분야 민간전문가 제도의 운영실태 분석 및 개선방안

Improvement of City Architect System in South Korea

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SUMMARY

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## Chapter 1 Introduction

Since the civilian expert system had been introduced through the “Framework Act on Building” in 2007, the number of local governments that have implemented this system has increased with the achievements of Yeongju city (2009) and Seoul (2012). Also, in the national policy coordination meeting of April 2019, the Ministry of Land, Infrastructure, and Transport had announced the public architecture design improvement plan, with the Office for Government Policy Coordination and relevant central administrative bodies, calling for the active use of the civilian expert system. As such, the participation of civilian experts is expected to grow in domestic architecture and urban projects. Meanwhile, the “Act on the Promotion of Building Service Industry” had been amended in December 2019. Through this, the basis for public building planning, expanding projects subjected to preliminary review and reviews, operating Public Building Deliberation Committees, and establishing Local Public Building Support Centers have been made. All are related to the work and operation of City Architects and Public Architects. However, while the number of local governments introducing the civilian expert system is increasing and related policies are changing, the awareness and understanding of the system among stakeholders are still insufficient.

In order for the civilian expert system to operate according to its original purpose, it is necessary to prepare and provide an operating system that local governments can refer to based on actual conditions. In particular, current regulations that only stipulate qualification standards and scope of work need to be revised to reduce confusion and improve understanding of the system. Against this background, this study focuses on the

issues and operation status of local government architecture and urban project civilian expert system, and aims to 1) derive emerging problems and improvement measures; 2) establish an operation system for local government; 3) propose institutional improvements.

To achieve this, the concept and terminology related to civilian experts in architecture and urban projects were reviewed, and related issues were considered to provide the main framework for analysis (Chapter 2). Prior to analysis, the current operation status of the civilian expert system was categorized into three types (Chapter 3). Among these, the study focused on the ‘local government architecture and urban project civilian expert system’ and drew opinions from expert group meetings, and the local government operation system was analyzed through further meetings and interviews (Chapter 4). Also, overseas cases including the Netherlands, Belgium, and Denmark were analyzed to understand the implications for Korea (Chapter 5). By synthesizing domestic and overseas studies, the study proposed a model of operation for the civilian expert system and plans for institutional improvement (Chapter 6).

## Chapter 2 Review of the civilian expert system and the main issues

Chapter 2 reviewed the outline, concept, and terminology of the civilian expert system under the “Framework Act on Building.” Based on understanding the policy changes, the main issues of the system were derived. A total of 12 issues were identified which was used as the main framework for collecting expert opinions and analyzing current operations.

Table 1. Definition of terms related to the civilian expert system

the Civilian Expert System Operation Guideline (2019.7)	City Architect / Master Planner	A civilian expert that provides consulting for <u>spatial policies</u> and strategies for administrative and project areas, or oversees, coordinates in the planning, design, and implementation stages of key projects to strengthen architecture and urban design competitiveness
	Public Architect	A civilian expert who manages individual architecture projects throughout <u>the planning, design, construction, and maintenance phases</u> to ensure consistency of the plan

Source: Ministry of Land, Infrastructure and Transport(2019.07), the Civilian Expert System Operation Guideline.

Table 2. Issues of the civilian expert system

Category	Issues and problems
Appointment and working conditions	1. Objective appointment process, fairness: procedure, qualification 2. The relation of status between City Architect / Master Planner 3. Public Architect recruitment problem: exclusion of young architects, the percentage of local architects 4. Fee: remuneration standard, payment method
Role and tasks	5. The necessity of operating the civilian expert system on province-level and differentiating tasks accordingly 6. Tasks of City Architect/ Master Planner according to city size 7. Public architect's task: direct involvement in design works
Responsible departments and organization system	8. The need to establish a designated organization 9. The relationship between civilian expert related organizations and departments in charge of civilian experts 10. The relationship between related organizations and the civilian expert
Other	11. The problem of employing experts according to different fields 12. Competency of civilian experts, competency of the local government administrative department

Source: Author

### Chapter 3 Operation status of the civilian expert system in architecture and urban projects

Chapter 3 investigated the general operation status of the civilian expert system in architecture and urban projects, which was classified into three types for analysis. The results and implications of the analysis are as follows.

A total of 39 local governments operate the civilian expert system as of May 13, 2020. There are 29 local governments with City Architects / Master Planners, of which 22 also operate the Public Architect system. There are 10 local governments where the Public Architect system is in operation without a City Architect or Master Planner. Of these local governments, eight have operated the system for more than two years, and most have introduced the system since 2019. The specific operation status of the local governments is as follows.

Three public organizations employ civilian experts which are the National Agency for Administrative City Construction, the Seoul Metropolitan Office of Education, and KORAIL. As such, the operation of the civilian expert system in public institutions is still lacking. The case of the National Agency for Administrative City Construction is

exemplary in that while a civilian expert oversees the urban and architecture projects, there is also a general advisory group that is set up for cooperation, and a separate dedicated support organization of experts (Planning and coordination group). Unlike other regional offices, the Seoul Metropolitan Office of Education employs a civilian expert to oversee the entire education facilities in Seoul in addition to managing the school innovation improvement project. In the future, continuous monitoring and analysis need to be carried out to prepare operation models for public institutions that manage firefighting and police facilities.

A total of eight key projects which employ civilian experts on a project basis were investigated and analyzed. The limitations and problems are summarized as follows. First, it was found that small and medium-sized cities were having difficulty in finding competent experts. Second, because the period of appointment was not specified, different experts participated in the evolving stages of the project, making it difficult to execute the project in a consistent manner. Third, while most projects stipulate the setting of an intermediate support organization or the use of the civilian expert system to ensure project continuity after receiving state funds, there is no legal binding force to implement this. Fourth, the positive effects of securing project expertise, making connections with related projects in the region, and coordinating with related organizations were identified. However, due to the lack of guidance on the operation and support system of the project-based civilian expert system, it was found that considerable efforts were required to properly establish the role of civilian experts.

#### Chapter 4 Local government civilian expert system analysis

In Chapter 4, opinions were collated for the identified issues through expert group meetings with local government-based architecture and urban civilian experts, and the operation status of local governments was analyzed through advisory meetings and interviews. A total of 6 meetings were held, and 22 local governments were investigated, excluding local governments that had appointed a civilian expert for less than six months as of May 2020.

The opinions from the expert group meetings based on the identified issues are as follows. First, it is difficult to perform tasks due to the unclear status of the civilian expert, and the term of office and remuneration system needs to be clarified. Second, the

operation of a City Architect / Master Planner on a province—level is necessary under current circumstances, which should be differentiated depending on city size. Third, it is necessary to ensure the effectiveness of civilian experts' works so that advisory works are not a one—off task or simply part of a to—do list by administrators. Fourth, the need for Public Architects to engage in the planning phase of projects is strong, but their involvement in the design stage should be approached with caution. In general, it was found that advisory work in the planning stage should be strongly recommended rather than in the design stage. Fifth, it is necessary to educate and exchange Public Architects with regards to project planning and preliminary reviews. Last, the inclusion of civilian experts in Public Building Deliberation Committees should be based on local government conditions in relation to the activities of the civilian experts.

Next, the results of the case studies analysis of the local government civilian expert system are as follows. Concerning the appointment and working conditions, first, local government administrators faced difficulties even from the task of creating a list of candidates for City Architects / Master planners. Second, because of the strong perception that civilian experts are of temporary position, the status of the civilian experts was not firmly established. Considering role and tasks, first, civilian experts were generally not involved in setting the regional or future vision of the area which was related to the difficulty of securing the planning budget. Second, the most frequently performed task of providing advice ended up being one—off, and therefore, measures to secure effectiveness need to be sought. Third, it was found that coordination between related projects on a site basis was carried out only in some local governments, and therefore, higher awareness of this job needs to be raised. Fourth, in some cases, the City Architect / Master planner was found to actively seek out niche projects as a way of demonstrating the effects of introducing the system in the early period of their appointment. With regards to related organizations and systems, first, it was found that Seoul was the only local government with a designated organization, and there were only a number of areas with designated personnel. Even in these cases, personnel were changed often and it was difficult to ensure continuity of work. Second, in cases where there were Public officials in a profession term of office, the system was well understood and operated accordingly. Third, as of September 2020, there are seven Provincial Commissions on Architecture, 17 Public Building Deliberation Committees, and 3 Local Public Building Support Centers. Unlike Provincial Commissions on Architecture,

Public Building Deliberation Committees were organized in various ways according to local conditions in connection with the work and activities of civilian experts.

## Chapter 5 Analysis of overseas civilian expert system

In Chapter 5, overseas cases that operate a civilian expert system were analyzed to understand its characteristics and draw implications for Korea. The results of studying the Netherlands, Belgium, and Denmark are as follows.

First, in the Netherlands, there is a National Architect, Regional Architect, and City Architect, mainly working in small and medium-sized cities. It was notable that they are legally granted authorities that provide advice and deliberate matters regarding building permits. In Belgium, three provincial governments and five cities, including Brussels, operate a similar system whereby all experts are full-time employees. The Belgium Regional Architect is appointed by going through seven stages of a selection process and is characteristic in that it is operated as a group including a research component. By operating a research organization concurrently, carrying out various tasks such as creating master plans, presenting visions for the city, tackling social issues, and proposing policy alternatives is possible. Denmark has nine local governments that operate the City Architect system, all of which are employed full-time. The term of office is aligned with the mayor's term of office or set as five years (two consecutive terms), which is considerably longer than in Korea. There was only one area that operated a designated organization, which allocated the budget for planning and establishing strategic projects, and operated an urban laboratory to discuss the direction of urban development with citizens.

Although a simple comparison between the different states is difficult, several differences were apparent. First, a National Architect was in operation in the Netherlands. Second, the term of office was from five to ten years and was the same as the mayor. Third, most were employed full-time and worked within the administrative system as well as participating in the private sector. Fourth, experts were selected mostly through open recruitment. On the other hand, there were also similarities with Korea in that first, their status was not firmly established, second, the system was not widespread among local governments due to budget reasons, and third, there were concerns about individual



competence and subjective judgment.

The implications for Korea are as follows. First, a longer term of office is necessary to allow experts to suggest the direction for development and a desirable city. Second, a specialized research organization needs to be operated in conjunction with the system to ensure diverse activities and roles. However, considering the current operation of the system, it may be necessary to devise ways of carrying out these tasks with the Public Architect. Third, awareness among mayors and politicians need to be improved, not only local administrators. However introducing a National Architect, expanding the scope of work of the civilian expert to the private sector, and pursuing full-time employment may need to be more carefully considered in Korea.

## Chapter 6 Improvement for civilian expert system operation

In Chapter 6, the basic direction and improvement measures based on the domestic and overseas cases were set, and the civilian expert system operation model and institutional improvement plan were suggested.

### □ Institutional improvement direction

First, recommendations for appointment and working conditions are as follows. ① The list of experts should be archived and data disclosed to create a pool of candidates. ② The legal amendments to expand the qualification standards of civilian experts should be made reflecting the actual conditions of local government operation. ③ A detailed plan for firmly establishing the status of City Architect / Master Planner should be made, and the term of office and remuneration system should be revised accordingly. ④ In Public Architect appointments, ways of cooperating with local architects should be devised rather than securing a certain percentage of locally-based architects. ⑤ Detailed payment standards according to the different types of work and activities of the Public Architect should be prepared.

Second, recommendations for matters related to roles and tasks are as follows. ① The City Architect / Master Planner needs to be operated in provinces, and the system needs to be implemented at the level of cities, counties, and gu (basic autonomous districts). ② The differentiation of tasks by city size should be explained and major tasks that need to be performed depending on city size should be presented. ③ Public Architects should



focus on providing consultation in the planning stage rather than the design stage, and a system that allows the involvement from planning to the entire project needs to be established. Direct design involvement should be avoided in general, however, when unavoidable, there should only be very limited involvement. ④ In operating the Public Architect system, a consensus with regards to the roles of the expert needs to be reached prior to the project commencement, and a feedback system to share activities and progress should be in place, as well as a system that ensures cooperation with the City Architect / Master Planner.

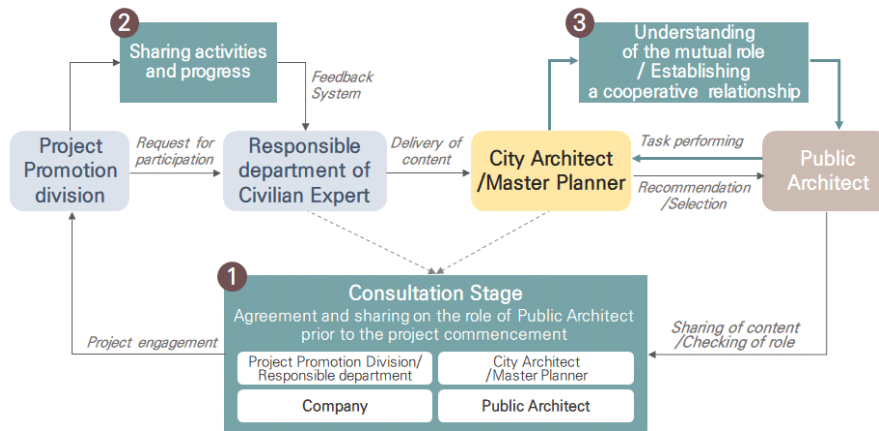


Figure 1. A conceptual diagram for improving the operation of the task-performing system of Public Architect

Source: Author

Third, recommendations for the operation system and organization are as follows. ① To establish professional manpower and a designated organization, the Professional Position System and the basis for establishing a Local Public Building Support Center should be used. ② With regards to setting relations with related organizations, the Public Building Deliberation Committee should be organized according to local conditions in connection with the degree of work and activities of the civil expert. The Local Public Building Support Center should avoid overlaps with the advisory group and the Public Building Deliberation Committee, and if a Public Architect is included in the advisory group, he/she should refrain from consulting in the preliminary reviews of projects that he/she has conducted. ③ The Provincial Commissions on Architecture's regulations should be amended so that it could take over the role of the Public Building Deliberation Committee. ④ An operating system that ensures the involvement of the

civilian expert consistently throughout the project should be established and training carried out.

#### □ Operation model

Based on the above-mentioned direction of improvement, the study presented a model of operation of the civilian expert system. Since this is related to the existing “Civilian Expert System Operation Guideline”, the operation model was presented by revising these items. This was divided into the City Architect / Master Planner tasks and operation amendment (draft), the Public Architect tasks and operation amendment (draft), and the Civilian Expert System amendment (draft). For each matter, amendments were written at a specific level to be reflected in the actual guideline.

First, with regards to the City Architect / Master Planner tasks and operation, the existing spatial scale of the province, Metropolitan areas, cities, gun, and gu should be revised to small and medium-sized cities, gun, gu, Metropolitan Areas / Large cities, and Province. For each local government, the conditions, considerations, and tasks were summarized.

Second, with regards to the Public Architect tasks and operation, details on participating in the design stage were revised. Principles or the direction of activities were also added.

Third, with regards to the Civilian Expert System operation system revisions (draft), the relation with the Public Building Deliberation Committee, Local Public Building Support Center, as well as the relation between the preliminary review advisory group within the Center and the civilian expert, were specified. The relation with designated or support organizations was also added which were differentiated for Metropolitan areas and basic autonomous districts.

#### □ Institutional improvement

Revisions for the Framework Act on Building, Public architecture design standard, and the Civilian Expert System Operation Guideline were suggested.

Under the “Framework Act on Building” amendments to terminology, qualification standards, specification of the scope of work, the relationship between related organizations were suggested. In the Civilian Expert System Operation Guideline, amendments (draft) regarding the term of office, remuneration standard, and

qualifications, which are difficult to enforce by law, were made while ensuring consistency with the amendments to the “Framework Act on Building”. In the Public architecture design guideline, the designated organization of the civilian expert, related project support organizations, and manpower were revised.

**Table 3. Amendments to the “Framework Act on Building” and the “Enforcement Decree of the Framework Act on Building”**

Category	Related matters	Amendments
Article 23 (Participation of Civilian Experts)	Terminology	→ Delete the term Civilian Expert and specify City Architect / Master Planner, Public Architect as legal terms
	Scope of work of civilian experts	→ Specify tasks separately for City Architect etc., and Public Architect → Delete ‘processing of civil complaints’ clause
	Remuneration	→ Suggest engineering project cost standard
	Qualification	→ Specify qualification criteria separately for City Architect / Master Planner and Public Architect → Change positional criteria to qualification criteria (PhD degree holders) → Specify overseas qualifications
Article 19 (Function of Provincial Commissions on Architecture Policy)	Expand functions of related organizations	→ Include deliberation regulations in other laws

Source: Author

**Table 4. Amendments to the “the Civilian Expert Operation System Guideline” and “Public architecture design standard”**

Related matters		Amendments
Guide line	Term of office and working conditions	→ (Alternative 1) 4 years (or 5 years), allow consecutive terms → (Alternative 2) Long-term appointment, re-appointment possible every 3 years → Full-time or part-time employment
	Remuneration	→ (City Architect) Paid in salary → (Public Architect) Establish remuneration standards depending on work type and difficulty of the task
	Civilian Expert operation system	→ Avoid rotational positions, introduce Public official in a professional term of office, recognize the professional position
Task	Support Civilian Expert	→ Appoint Public official in a professional term of office, designate a professional position → Support the work of civilian experts employed at the Local Public Building Support Center

Source: Author

## Chapter 7 Conclusion

This study proposed the operation model and improvement measures of the architecture and urban field civilian expert system by gathering expert opinions, analyzing local government operation status, and drawing implications for the system to align to its original purpose and create substantial results.

This study is meaningful in that it is the first to analyze the operation status of the civilian expert system that has been in place for ten years, and that the study collected expert opinions on pressing issues of the system. It has also presented an operation model that clearly defines the role and task of the City Architect / Master Planner depending on city size. At the time when the amendment of the “Act on the Promotion of Building Service Industry” and the “Special Act on Public Architecture” is in progress as of 2019, the study contributes to current policies by presenting amendments (draft) to ensure the proper operation of the civilian expert system while maintaining consistency among relevant laws and regulations.

However, the study has mainly focused on the civilian experts working in local governments, and therefore lack in-depth knowledge of how the system works in public institutions and project-based cases. In the future, further studies for both types should be pursued and in-depth research needs to be conducted to prepare appropriate operation models for these types.

### Keywords :

Civilian Experts, City Architect, Master Planner, Public Architect, Design Management Process, Public Building