

**Environmentally Friendly Land Use Planning, Property Rights, and  
Public Participation in South Korea  
- A Case Study of Greenbelt Policy Reform -**

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**(ABSTRACT)**

This paper explores the greenbelt policy reform in South Korea (Korea). In 1971, Korea's authoritarian government introduced the Restricted Development Zone (RDZ: greenbelts) policy to prevent the conurbation between cities and the disorderly development of cities. Because the policy ignored individual property rights, landowners and developers have applied political pressure against it until recently. President Kim Dae Jung promised to reform the existing greenbelt policy in the presidential election of 1997. In reforming the RDZ Policy, property rights conflicted with public interests such as environmental protection in the late 1990s. As a result, there was a need to address environment-friendly land use planning and property rights issues, and central government has initiated a collaborative process of the RDZ policy reform.

This major paper investigates Korea's RDZ Policy Reform from the perspective of sustainable development, property rights, and public participation. It suggests an alternative land use planning and a new democratic relationship between the state and civil society and between private and public interests through public involvement.

While the reformed RDZ Policy has been somewhat successful because it resolves the problem of the exercise of property rights, it neither resolves equity problems, nor fully considers environmental problems. In addition, the collaborative process through public participation failed to reach an agreement because central government depended on top-down solutions during the process. Therefore, it is necessary to make new norms through public participation and to pay attention to the fact that genuine democracy comes from grassroots. That is, the success of a policy depends on actual public participation and how stakeholders play a role in formulating new norms. In addition, separation of development rights from land ownership is needed to achieve the successful greenbelt policy reform. In particular, "permit zone" is a useful concept because Korean land use planning is based on the zoning system.

Keywords: environmentally friendly land use planning, sustainable development, property rights, public participation, and greenbelts.

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# 1 Introduction

In the summer of 1999, the Korean Ministry of Construction and Transportation (MOCT) announced the reformed Restricted Development Zone (RDZ: greenbelt) Policy. The original RDZ Policy had remained unchanged for 28 years. Before and after the announcement, a conflict existed among stakeholders. Some insisted on abolishing the original RDZ Policy, some wanted to maintain it, and others tried to compromise between these positions. Because the RDZ Policy Reform was a hot issue in Korean society, most newspapers expressed their opinion about it and television news dealt with it as major news. Even some leaders of environmental organizations went on hunger strikes against the relaxation of the RDZ.

The RDZ was suddenly introduced in 1971, and abruptly relaxed in 1999. There was no consensus building among stakeholders in 1999. While the RDZ Policy Reform was a hot news issue in 1999, many Korean citizens have forgotten about it since that time. By 2001, environmental groups, which were involved in like 90's, were no longer pushing the issue. There are few articles in newspapers dealing with it.<sup>1</sup> It seems that the MOCT has been alike to use this change in public awareness to fulfill its policy. This is a way of dealing with a hot issue in Korean society. However, such an unresolved social problem has the potential to bring about another similar conflict in society.

The situation in Korea can be compared to that in Britain where a similar greenbelt policy was adopted in 1955. The British greenbelt policy was a historical product based on the social background of Britain. The idea of Greenbelts emerged in Britain in the early 20th century as a reaction against the Industrial Revolution and developed during the first half of the 20th century (Mandelker 1962, Muton 1983). In 1955, the British Ministry of Housing and Local Government Circular codified its Greenbelt policy. Instead of reducing greenbelt areas, most local governments in Britain have expanded greenbelt areas since 1955. The total area of British Greenbelts has more than doubled since 1979 (Steeley 1998). British cases illustrate that greenbelt policy is a long-term plan, which has developed for 100 years, in the process of addressing social problems resulting from the Industrial Revolution (See Section 4).

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<sup>1</sup> 108 articles in 11 newspapers were related to greenbelt issue during this time from July to September in 1999. Since then, however, newspapers have briefly reported central government's announcement about the relaxation of greenbelts.

Under the military power in 1971, the RDZ Policy was imported from Britain, and implemented within a year without full consideration of Korean contexts. Even though Korean citizens have democratized the dictatorial central government<sup>2</sup>, it took only one year to reform the RDZ policy in 1999. Thus it appears there were no changes in the process of addressing social problems and implementing social policies compared to those 28 years ago when the dictatorial government introduced the RDZ policy to Korea without consensus building among stakeholders. Therefore, it would be useful for the Korean stakeholders, who were involved in the RDZ Policy Reform in 1999, to think about the process of developing the greenbelt policy in Britain. An effective policy cannot be successfully implemented without the fullest consideration of consensus building in accordance with social contexts.

The RDZ Policy Reform relates to three issues. First, the greenbelt policy reform was an environmental issue. When the greenbelt policy was introduced in Korea, its principal objectives were to contain the rapid growth of 14 cities and prevent their coalescence (Town and Country Planning Association (TCPA) 1999). However, as environmental impacts resulting from rapid urbanization and industrialization became a social issue, greenbelts turned out to be the valuable place where environmental damages such as air and water pollution could be reduced and biological process of self-renewal could be maintained. That is, as the function of greenbelts becomes more reinforced, it is necessary to understand their function and evaluate the reformed RDZ Policy from different points of view. The greenbelt policy can be a method for environmentally friendly land use planning. In understanding environmentally friendly land use planning, we need to pay attention to the term *sustainable development*, which has been generalized since 1992 from the Earth Summit, which took place in Rio de Janeiro. The concept of *sustainable development* gives us different perspectives from traditional development models-modernization. Although the term *sustainable development* proves to be ambiguous in its appreciation<sup>3</sup>, it makes us think of environmental impacts on ecosystems in changing toward a better society with the development of science. Therefore, sustainable development is a framework that is meaningful for evaluating the reformed RDZ policy.

The second issue examined in this paper is property rights. The policy restricted residents' property rights to develop land within the greenbelts. Property rights are protected under Article

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<sup>2</sup>The citizens in Korea destroyed the military power and established the more democratized government in 1987.

<sup>3</sup> Arturo Escobar cited Visvanathan's view; the potential of sustainable development is to colonizing the last areas of the Third World social life that are not yet completely ruled by the logic of the individual and the market, such as water rights, forests, and sacred groves. Arturo Escobar, *Encountering Development: the making and unmaking of the Third World* (Princeton, N.J: Princeton University Press 1995) Chapter 5, pp 192-199

23 of the Constitution of the Republic of Korea.<sup>4</sup> However, the residents, who have been living in greenbelts, have not been able to fully exercise their property rights because of the regulation in the Article 21 of Urban Planning Act.<sup>5</sup> The RDZ Policy Reform was a way to guarantee the property rights of the residents. The reformed RDZ Policy would allow the residents and landowners to develop land in the greenbelts, damaging the environment. Therefore the reform raised the issue of how to deal with conflicts between environmental protection and private interests.

Third, the greenbelt policy reform was an important experiment for public participation. Although the MOCT decided the reformed greenbelt policy within the short-term period of one year and failed to reach a consensus, it conducted various public participation techniques, such as public hearings and citizen meetings. Therefore, it is necessary to analyze the process of public participation in order to evaluate its effectiveness.

In sum, there are three key issues in the RDZ reform policy: environmentally friendly land use planning, property rights, and public participation. During the decision-making process of this policy, two values - the preservation of the environment and property rights - collide with each other. Therefore, for more deepened understanding of land use planning in Korea, it is necessary to examine how Korean central government and stakeholders understood the RDZ Policy Reform and how they dealt with this issue.

## **1.1 Objectives of the Study**

This major paper investigates Korea's RDZ Policy Reform from the perspective of environmentally sustainable development, property rights, and public participation. It aims to suggest an alternative land use planning and a new democratic relationship between the state and civil society and between private and public interests through public involvement. Instead of avoiding the greenbelt issue due to the lack of citizens' attention for it, it is necessary for each

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<sup>4</sup> In the Article 23, it is said as follows; (1) the right of property of all citizens shall be guaranteed. The contents and limitations thereof shall be determined by Act; (2) the exercise of property rights shall conform to the public welfare; and (3) expropriation, use or restriction of private property from public necessity and compensation therefor shall be governed by Act: Provided, That in such a case, just compensation shall be paid.

<sup>5</sup> According to the Urban Planning Act Article 21(1), the Minister of the Ministry of Transportation and Construction can designate the greenbelt zone in order to improve the public welfare and protect the national security by preventing the disorderly growth of cities and preserving the natural environment of the surrounding cities.

stakeholder to carefully re-examine the reformed RDZ policy and the process to build social consensus of the greenbelt policy in order to obtain the win-win solution in the RDZ Policy Reform.

The first objective of this paper is to explore the terms sustainable development, property rights, and public participation and to clarify their relationships. The idea of sustainable development is a relatively new concept, which has not yet been fully diffused into the political and technical process of land management (TCPA 1999). As mentioned above, the definition of sustainable development is still ambiguous and varies from scholar to scholar. Since the Industrial Revolution and the French revolution, human beings have developed modern legal and socio-economic systems, which are based on such values as human rights, liberty, democracy, and property rights. These systems are exerting profound influences on and regulating our everyday life. However, recent ecological problems, which are the results of industrialization and urbanization, raise a question of whether current legal and socio-economic systems are environmentally sound and sustainable. That is, we need new perspectives in overcoming current ecological problems, and these demand that we reexamine the basic values of current legal and socio-economic systems and rearrange the existing systems based on new perspectives. Thus, attempts should be made to establish a new relationship between the old and the new values.

The second objective of this paper is to suggest an alternative land use planning policy, which is environmentally sound and sustainable through the examination of the U.S and British land use systems and through the evaluation of the greenbelt policy reform in Korea. We may need to think about environmentally friendly land use planning in implementing the idea of sustainable development. The main purpose of environmentally friendly land use planning is to pursue public good. In pursuing the public good, individuals must limit the exercise of their property rights. However, property rights are one of the modern concepts for pursuing individual liberty and happiness. That is to say, the concept of sustainable development collides with property rights. Thus, this paper examines the relationship between the two values - sustainable development and property rights - in suggesting the alternative policy.

The third objective is to suggest a new relationship between the state and civil society and between private and public interests through public participation. In a democratic society, citizens may have different opinions and interests, and have equal rights to express their opinions. A policy can be successfully implemented when it obtains legitimacy from citizens. Thus, public participation, which encourages citizens to express their opinions to reach a consensus, is an important tool for the success of a policy. Furthermore, public participation could be a more important means in the situation where two different values in implementing a social policy



confront each other. This study analyzes the reason why consensus building is still difficult in Korean society even though public participation was provided for citizens and non-governmental organizations in the atmosphere of the more democratized central government.<sup>6</sup>

The stakeholders may have very different perspectives based on their own interests. The term "good result " may vary from stakeholder to stakeholder because of different perspectives and goals. According to their perspectives and goals, stakeholders can establish different strategies and take actions to achieve their goals. In accordance with these strategies and actions, each stakeholder may use public participation tools as a part of various ways of achieving their goals. That the function of public participation does not work well means that decision-making process is still unilateral and stakeholders do not enter negotiations for consensus building during public participation. For the successful establishment and implementation of a policy, both central government and citizens may need new social norms. Before the establishment of new social norms, why public participation and consensus building in Korea is necessary and what is meant by the public participation should be explained through the analysis of the reason why they failed to reach a consensus.

## **1.2 Scope and Limitation**

This paper deals with the reformed greenbelt policy in Korea and examines the process of public participation during the reformation.

It analyzes the reformed RDZ Policy, which was announced by the MOCT. There are several papers, which emphasize the importance of greenbelts (Greenbelt Forum 1998, Chongjon Lee and Byungsun Choi 1998, Dongkeun Lee 1998, Yongwoo Kwon 1998, Myungrae Cho 1999, Heeyon Hwang 1999). Some papers analyze the economic impact of the greenbelt and propose the relaxation of the RDZ (Kyunghwan Kim 1998, 1999). Another paper suggests the direction of the RDZ Control Act (Changsoo Lee 1999).<sup>7</sup> All papers were written before the announcement in order to express opinions about the pros and cons of greenbelts. Their analyses are usually based on environmental and economic impact of greenbelts. These analyses partially introduce the idea of sustainable development and anticipate the environmental impact of the reformed greenbelt policy from this perspective. After the announcement by the MOCT, however, there is neither

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<sup>6</sup> Since 1987, the public sphere where citizen can participate in the decision-making processes of public policies has been broadened.

<sup>7</sup> The main points of these articles are discussed in detail in the Section 3.

follow-up of the reformed policy nor evaluation of it. Therefore, this paper focuses on the evaluation of the reformed RDZ policy plan based on the principles of sustainable development and property rights.

In addition, the focus of most papers is on the RDZ policy reform instead of suggesting the way to reach a consensus among stakeholders. This means that there was no one who suggested the rules for the process of consensus building. Therefore, this paper also focuses on the public participation in the decision-making process of the policy reform.

### **1.3 Methodology**

This paper analyzes the reformed RDZ policy and public participation in the process of the reform, and provides detailed information about the context in which the establishment of this policy occurs. Thus, it has an exploratory and descriptive character. Through the exploration of the process of the RDZ policy reform and the result from it, this paper can find some characteristics of the reformed policy and the relationship among stakeholders.

Thus, instead of using quantitative research methods such as examining causality or testing hypotheses, this paper establishes the qualitative frameworks for the analyses and employs two qualitative methods - case study and e-mail interview. The case study of the British greenbelt policy can be used for the comparison with the Korean policy.

#### **1.3.1 Literature review and Case study**

This paper tries to use the principles of sustainable development, property rights, and public participation, which are necessary for the analysis of the reformed greenbelt policy and the process of public participation. In order to establish the framework, it is required to review the literature relating to the study of sustainable development, property rights, and public participation.

To understand Korean land use systems, it is necessary to review the U.S. and British land use system because Korean land use systems came from the two. This paper reviews the literature related to each of them.

This study deals with the information on the unique features and the situation of the RDZ Policy Reform in Korea. Therefore, overall, this research is a case study of the RDZ Policy

Reform in Korea. For the analysis, other similar cases, which can be compared to the RDZ policy reform in Korea, is necessary to understand it in depth. The case study of the British greenbelt policy can be helpful to understand the current problems of the RDZ policy reform in Korea.

There are several limitations related to the literature review and the case study. The subject of this study is the greenbelt policy in Korea, which has been implemented in a different social context from that of Britain. The basic principles of sustainable development, property rights, and public participation, which are used for the analysis of the RDZ policy reform, come from Western literatures. That is, in accordance with the Western values, this paper analyzes the RDZ policy reform. Therefore, there might be some aspects that cannot be explained by these principles, and that should be explained by some principles that are based on unique values in Korea.

However, because the RDZ policy was adopted from the British policy, it is necessary to compare the greenbelt policy in Korea with that of Britain. Even though there are no appropriate criteria to evaluate the RDZ policy reform, the terms *sustainable development*, *property rights*, and *public participation* are universalized concepts in Korean society, and therefore, they help explain the advantages and disadvantages of the RDZ policy reform.

### **1.3.2 E-mail interview**

Because this research is an exploratory and descriptive study to gain an in-depth understanding of the RDZ policy reform, interviews are used. Participants were selected using purposive sampling of representatives from different stakeholder groups.

To perform in-depth probing and ask more complicated or sensitive questions, it is better to use in-person interviewing. However, because of the geographical limitation of the investigator, an e-mail interview was used. E-mail interviews are rarely used in research. Yet, for instance, some newspapers are using this method, and most respondents usually reply to this e-mail interview. The e-mail interview was conducted from 1 October 2000 to 31 October 2000 and from 3 February 2001 to 3 March 2001.

The questionnaires were sent to 11 persons who participated in the RDZ Policy Reform. There are 8 respondents who participated in the e-mail interview:

- Yeom, Hyungmin-Korea Research Institute for Human Settlements (KRIHS)
- Yoon, Seokgyu-Office of the President Republic of Korea (PRK).
- Cho, Myungrae-Dankook University
- Kwon, yongwoo-Sungshin Women's university

- Seo, Wangjin-Citizen's Movement for Environmental Justice (CMEJ)
- Kim, Hyeae-Green Korea
- Park, Heungchul-Seoul YMCA
- Cheong, Jongbae-Vice president of the Council of the RDZ Residents

The above respondents are selected because they were deeply involved in the RDZ Policy Reform.<sup>8</sup> During the interview, they also promised to represent the opinion of their group instead of individual opinions. Based on the literature review, these respondents can be divided into three stakeholder groups: central government (the first two respondents), environmental groups (the next five), and greenbelt residents (the last one). Even though the size of respondents is small because of the geographical limitation of the investigator, these respondents know much about the RDZ Policy Reform and the opinions of their group. Thus, their response is helpful in understanding stakeholders' opinions on the reformed policy and the process of the policy reform.

I use not only the principles of sustainable development and property rights in order to analyze the reformed RDZ policy, but also the principles of public participation for the evaluation of the consensus building process,

#### **1.4 Organization of the paper**

This paper consists of six sections. Following the introducing Section, which highlights the background, objectives, and methodologies - literature review and e-mail interview - of this paper research design, Section two offers some principles of sustainable development, property rights, and public participation used in this paper.

Section three explores the U.S. and British land use system, introduces the case of British greenbelt policy, and describes the RDZ Policy Reform in Korea. This section also argues the process of public participation in the RDZ Policy Reform. Section four analyzes the reformed RDZ policy and the process of the RDZ Policy Reform, and suggests an alternative land use planning policy. Finally, Section five summarizes the main results from the analysis of the greenbelt policy reform in Korea.

The following figure 1 illustrates the whole design of this paper.

**Table1. The Design of the study**

Flow of the study	Methodologies
<ul style="list-style-type: none"> <li>• Principles of sustainable development, property rights, and public participation</li> <li>• Relationships among them</li> </ul>	<ul style="list-style-type: none"> <li>• Literature review</li> </ul>
<ul style="list-style-type: none"> <li>• Background of the RDZ Policy</li> <li>• The U.S. and British Land Use System</li> <li>• British Greenbelt Policy</li> <li>• The Process of the RDZ Policy Reform in Korea</li> </ul>	<ul style="list-style-type: none"> <li>• Literature review</li> <li>• Case study</li> </ul>
<ul style="list-style-type: none"> <li>• Analysis of the reformed RDZ policy</li> <li>• Analysis of the process of the RDZ Policy Reform</li> <li>• Suggestion on an alternative</li> </ul>	<ul style="list-style-type: none"> <li>• E-mail Interview</li> <li>• Literature Review</li> </ul>

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<sup>8</sup> Some participated in the Committee of the RDZ Policy Reform, some in task force team for research on the policy reform and various discussions, and others in the National Action for Greenbelt.

## 2 Frameworks of the Study

### 2.1 Sustainable Development

#### 2.1.1 History of sustainable development

"The 1970s do mark a turning point in the use of sustainability as a concept to guide development" (Pezzoli 1997, p550). The report *The Limits to Growth* by the Club of Rome in 1972 used the term *sustainability*.<sup>9</sup> This report brought about a series of meetings. The Stockholm Conference on the Human Environment, which was held in 1972, led to the establishment of the United Nations Environment Program (UNEP). UNEP convened the Concoyoc seminar in 1974. In this seminar, the term *sustainable development* was used, and this seminar caused debate over the relationship between economic growth and the natural-resource base on which it depends. Since then, the concern for environment shifted from the impacts of economic growth on the environment to the impacts of ecological stress such as degradation of soils, water regimes, atmosphere, and forests. The latter concern was reflected in the book *Our Common Future* in 1987 (Pezzoli 1997).

According to the report *Our Common Future* written by the World Commission on Environment and Development (WCED), the term *sustainable development* is "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (WCED1987, p8). In his article *Sustainable Development: A Transdisciplinary Overview of the Literature*, Keith Pezzoli (1997) says that the underlying definition of sustainable development includes "an environmental ethic captured in the Kenyan proverb: 'We do not inherit the earth from our parents, we borrow it from our children'" (p549). The concept of sustainable development in this report was the result of the three-year (1984-1987) discussion with millions of people around five continents initiated by the WCED.

The report of the WCED prefigured a series of international conferences concerning environment-development. In 1992 United Nations Conference on Environment and

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<sup>9</sup> Pezzoli cites the following in the report. "It is possible to alter these growth trends and to establish a conditions of ecological and economic stability that is *sustainable* far into the future." (p551)

Development (UNCED), which was known the Earth Summit, took place. This meeting adopted Agenda 21, which suggests the integration of environment and development concerns for the fulfillment of basic needs, improvement of living standards, and better protection and management of ecosystems in a global partnership for sustainable development (Pezzoli 1997).

In 1996, the core theme of Habitat II Conference was also sustainability: adequate shelter for all and sustainable human settlements development in an urbanizing world (Pezzoli 1997). During this period from 1992 to 1996, 10 conferences and conventions were held, which were initiated by United Nations (UN) and are collectively referred to as the 'Rio Cluster.' "The Rio Cluster has fuelled interest in sustainability in international as well as national, regional, and local settings around world" (Pezzoli 1997, p 553).

From the above process, we can perceive that the concept of sustainable development is the product of the long-term discussion of humanity around world. With the rising interests in sustainability, the term *sustainable development* also has an influence on various fields, such as policy and planning, law, science, design, economics, philosophy, history, ethics, and political science.<sup>10</sup>

### **2.1.2 Principles of sustainable development**

In the field of urban planning, sustainable development has become a new planning agenda and is applied to the evaluation of Comprehensive Plans (Berke and Conroy 2000). Berke and Conroy (2000, p23) define sustainable development as follows:

Sustainable development is a dynamic process in which communities anticipate and accommodate the needs of current and future generation in ways that reproduce and balance local, social, economic, and ecological systems, and link local actions to global concerns.

According to the above definition, they suggest six principles for the evaluation of Comprehensive Plans: harmony with nature, livable built environments, place-based economy, equity, polluters' pay, and responsible regionalism.

In the article *A Framework for Planning Sustainable Residential Landscapes*, Jill Grant, Patricia Manuel, and Darrell Joudrey (1996) apply the principles of sustainable development to

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<sup>10</sup> Pezzoli categorizes literatures on sustainable development accompanying the rising interests: managerialism, policy and planning; social conditions; environmental law; environmental sciences; eco-design and the built environment; ecological economics; ecophilosophy, environmental value, and ethics; environmental history and human geography/ecology; and political ecology.

local planning policies and regulations. They (1996, p332) defined sustainable development in the following terms:

Sustainable development implies adaptation and improvement in a context in which communities seek to protect natural processes and landscape function, and to conserve resources for future generations.

They talk about ecosystem mechanisms, which "often proves more efficient in energy and cost than do human systems" and try to apply them to local planning (Grant, Manuel, and Joudrey 1996). Therefore, they suggest the following principles (p335):

- Maintain and restore landscape process and functions.
- Minimize settlement impacts on ecosystems.
- Protect natural resources and resource lands for future generations.
- Reduce waste outputs from residential developments.
- Increase public involvement in promoting sustainability.
- Promote healthy social environments.

In her article *Urban Sustainability Reporting*, Virginia W. Maclaren (1996) discusses the key characteristics of urban sustainability. They are intergenerational equity, intragenerational equity (including social equity, geographical equity, and equity in governance), protection of the natural environment (and living within its carrying capacity), minimal use of nonrenewable resources, economic vitality and diversity, community self-reliance, individual well-being, and satisfaction of basic human needs (Maclaren 1996).

From the above three articles, common principles can be found. They are:

- 1) Protection of natural environment
- 2) Minimal use of nonrenewable resources and reduction of waste outputs
- 3) Place-based economic vitality and diversity
- 4) Satisfaction of basic human needs
- 5) Social equity (intra-generational equity) and inter-generational equity

The above principles are categorized into 3 factors. The first and second principles are related to *environmental protection*, the third and fourth principles are associated with *economic growth*, and the last principle is connected with *social justice (equity)*. These three factors represent



interests: "to 'grow' the economy, distribute this growth fairly, and in the process not degrade the ecosystem" (Campbell 1996, p297). These interests sometimes bring about conflicts.

The first conflict between economic growth and equity is the property conflict and usually arise from uses of property between management and labor or landlords and tenants (Campbell 1996). The second conflict is the resource conflict between economic growth and environmental protection, and therefore, there is the tension between economic utility of natural resources in industrial society and ecological utility of them in the natural environment (Campbell 1996). The third is the development conflict between social equity and environmental preservation (Campbell 1996). In order to provide at least subsistence existence for working people, it is necessary to increase the size of economy (Campbell 1996). Also to protect the value of private properties, it is required to develop properties. However, economic growth or land development usually brings about the degradation of natural environment. Thus, "the development conflict stems from the difficulty of doing both at once" (Campbell 1996).

Scott Campbell (1996) suggests substantive solutions for resolving the conflicts in land use planning: first, the resolution of environmental conflicts through land use planning serves to reconcile the conflicting territorial logics of human (economic systems) and of nature (ecological systems) so that the interconnectivity of a critical mass of land can be sustainable; second, rescaling communities and the economy according to the ecological boundaries of a physical region (bioregionalism) promotes sustainable land uses; and third, technical improvements such as alternative fuels and recycling forms an additional approach.

Therefore, sustainable development includes the following principles. (Table 1. Principles for Sustainable Development)

**Table2. Principles for Sustainable Development**

Interests	Principles	
Environmental protection	1) Protection of natural environment	<ul style="list-style-type: none"> <li>• This activity must respect and preserve biodiversity.</li> <li>• Development should be harmonious with a landscape context.</li> <li>• Increase of pervious surfaces and interconnectivity of critical mass of land are other ways of the protection.</li> </ul>
	2) Minimal use of nonrenewable resources and reduction of waste outputs	<ul style="list-style-type: none"> <li>• Developers or polluters should be in charge of the cost of pollution and other harms.</li> <li>• We should use natural resources only at the rate at which we can generate them (Grant, Manuel, and Joudrey 1996, p339).</li> <li>• We need to reduce and recycle wastes.</li> </ul>

Economic growth	3) Place-based economic vitality and diversity	<ul style="list-style-type: none"> <li>Economic activities should be related to the natural resources of the region and should not harm its ecosystems</li> </ul>
	4) Satisfaction of basic human needs	<ul style="list-style-type: none"> <li>Instead of excessive development such as large houses usually, development should meet the basic human needs such as appropriate home size, security, safety, or healthy social environment.</li> </ul>
Social justice (equity)	5) Social equity (intragenerational equity) and intergenerational equity	<ul style="list-style-type: none"> <li>In land-use planning, we should consider the low-income population and not deprive them of basic property right; and we should consider the future generations' rights to use natural resources and lands</li> </ul>

The above five principles can serve as criteria in analyzing the reformed RDZ Policy or land use planning.

However, in order to successfully implement these principles of sustainable development we need to resolve the conflicts of three interests: economic growth, social equity, and environmental protection. Scott Campbell argues that because the three conflict interests are interdependent, it is necessary to integrate two separate values: critical social theories and environmental science. He says that social models could be combined with environmental models, and finds his solution at the conclusion of contested negotiations over land use, transportation, housing, and economic development policies (Campbell 1996). Thus, the most successful solutions are to undertake several different resolution strategies at once. That is, the principles of sustainable development should be combined with negotiating skills to create win-win solutions (Campbell 1996). Thus, as he says, procedural paths to sustainable development - conflict negotiation - are supposed to be considered.<sup>11</sup>

Sustainable development is a process of changing contradictory relationships among the three interests to harmonious ones, and can be understood as the dynamic process of conflict negotiation. To successfully implement the principles of sustainable development, mutual understandings among stakeholders are needed during the process of conflict negotiation. Stakeholders may need new norms or rules for their well-balanced relationships and the mutual understandings. When a state establishes the new policies that reflect the principles of sustainable development, the new norms should be the basis of them. In making new norms, representative democracy might not embrace all interests of stakeholders. The state may need other democratic procedures, especially participatory democracy, to embrace interests as many as possible. The

state can give stakeholders equal opportunities for expressing their opinions in the process of making norms. Hence, public participation is necessary, and we need to further examine the term *public participation*.

The conflicts can be understood as a collision between environmental protection and private properties. Traditionally, though economic growth has brought about economic segregation, it has also been a way of increasing social equity by improving standards of living of low-income groups. However, environmental protection inevitably diminishes overall economic growth, constraining individuals to develop their properties such as land. That is, how to define and deal with property rights should be considered. Therefore, the following part discusses principles of property rights.

## **2.2 Principles of property rights**

The concept of private property has developed since the English, American, and French revolutions in which people sought civil liberties. On the European continent libertarian principles against authoritarian ones had developed since the Reformation, and the bourgeoisie or middle class wanted more social and political powers, which were restricted by the nobility and the clergy under the absolute monarchy (Dorsen 1999). This situation brought about the development of the theories related to civil rights or civil liberties, which legitimated the bourgeoisie's demands.

John Locke argued in the seventeenth century that private property was "the only way to assure the freedom of the individual and his independence from the state and other persons" (Bjork 1980, p51). He believed that one has a natural right to his/her life and liberty, and therefore, this right gives him/her derived rights to anything that is created by the exercise of life and liberty. His idea of the natural right to one's life and liberty was extended to the definition of property rights.

He believed that "every man has a 'property' in his own 'person'" (Locke 1986). The labor of his/her body and the work of his/her hands are properly his/hers. If he/she uses the labor of his/her body and mixed his/her labor with land and other things, these are his/her properties.

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<sup>11</sup> Campbell (1996) says, "Negotiated conflict resolution can also lead to a better understanding of one's opponent's interests and values, and even of one's interests... the greatest promise, of course, is a win-win out comes."(p305)

Because they are mixed with his/her labor, they exclude the common right of other persons. What Locke meant was "the creation of value by the exercise of labor" (Bjork 1980, 47).

John Locke's theories influenced the Declaration of Independence and the federal Constitution and the constitution of the states (Bjork 1980). Thomas Jefferson converted Locke's "life, liberty, and property" into "life, liberty, and the pursuit of happiness" in the Declaration of Independence (Wright and Gitelman 1997). The settlers' vision of land in their new habitation was to exercise their civil rights underlying their new freedom, and therefore, they had a right to sell, acquire, and inherit their property (Krueckeberg 1995; Wright and Gitelman 1997).

There are several issues related to property rights. The first issue is the conflict between private and public interests. That property rights have the characteristic of exclusiveness is based on the premise that there are property relationships in a society. Without considering the social relationship of property rights, a man cannot create property rights in a society. That is, not only does one have an exclusive right to his land, but also one should not interfere with the rights of others. Thus, there can be a conflict between individuals, and between an individual and the public in the exercise of one's property rights. If there is a conflict between private and public interests, the state can take appropriate action in the restructuring of property rights in terms of utilitarian theories (Bjork 1980): that is, the state can take the property rights from one person if his/her utility or interest (welfare, benefit, and good) from them is less than that of the public. In this situation, the "taking issue" arises: under the Fifth and Fourteenth Amendments of the U.S. Constitution, it is regulated that "private property [shall not] be taken for public use, without just compensation" and "any state shall not deprive any person of life, liberty or the property without due process of law." Therefore, it is uncertain where we can draw the line between the private and public interests. We need to see this question from the perspective of social justice.

Second, property rights are related to the social equity issue. As mentioned above they are created by the exercise of one's physical and mental powers. However, how to equally distribute profits, which are created by the exercise of property rights, is important, because property rights can exist in social relationships, Donald A. Krueckeberg (1995) divides property rights into two categories: use rights and income rights. He says that unstrained income rights have no natural basis, nor can they be justified by liberty, because without the just distribution of property a spiral of increasing inequalities diminishes the liberty of the whole (Krueckeberg 1995). Thus, property rights can be legitimated in terms of the equal distribution of rights to profits.

However, what are the principles for equal distribution of profits remains. These principles can be found in John Rawls's two principles of justice. He assumes individuals to be rational, self-interested, and situated in the state of ignorance about their actual personal circumstances and

social position (Beatley 1984). The *first principle* is that "individuals are to have a right to the same basic liberties available to all." (Beatley 1984) In these liberties, which should not be sacrificed by any other values, Rawls includes formal democratic liberties, freedom of conscience, freedom of thought and discussion, political liberty, and equality under the law. Based on the first principles, he moves on the *second principle* and *general conception*. He states:

Social and economic inequalities are to be arranged so that they are both (a) to the greatest benefit of the least advantaged and (b) attached to offices and positions open to all under conditions of fair equality of opportunity... All social primary goods - liberty and opportunity, income and wealth, and the bases of self-respect - are to be distributed equally unless an unequal distribution of any or all of these goods is to the advantage of the least favored. (1971, pp 302-303)

The incomes from property rights should be arranged so as to maximize benefits to the least-advantaged groups in a society. Thus, differences in incomes can be allowed to the extent that they increase the maximum-minimum (maximin) income to the least-advantaged groups in society (Bjork 1980). According to this second principle (the difference principle), property rights, which contain use and income rights, could be legitimated.

Third, property rights are supposed to be justified in the relationship with environmental protection. If property rights are justified in terms of the second principle of Rawls's theory of justice in resolving the conflict between private and public interests, then can they be acceptable to everyone or society? However, we need to consider environmental impacts of human activities in addition to social justice. According to Kristin Shrader-Fr chet te (1997), modern theorists fail to recognize the whole point of Locke's reasoning: that is, the earth is given in common to all people and people deserve to have property rights in what has been created by their labor; and therefore, one cannot have property rights to land and those things that are not created by one's labor, and to resources when one's ownership does not leave "as much and as good" for others. She points that current patterns of ownership are not consistent with the Lockean justification of private property (Shrader-Fr chet te 1997). Thus, she insists that at least our patterns of ownership practice the Lockean ethics. Mark Sagoff (1997) develops this idea. Specifically, the central components of property - the rights to use, to exclude, and to transfer - do not include the right to destroy. Therefore, the exercise of property rights should not squander use values for the sake of market value and ruin the environment to make speculators rich (Sagoff 1997).

In sum, one deserves to have property rights that are the result of his/her labor. Particularly, the incomes from property rights should be arranged so as to maximize benefits to the least-

advantaged groups in society. Also the exercise of property rights should not destroy the environment.

### **2.2.1 Relationships between sustainable development and property rights**

At this point, we need to understand property rights from the perspective of sustainable development. As discussed above, environmental protection inevitably diminishes overall economic growth, constraining individuals to develop their properties such as land. Simultaneously we should not ignore the property rights as a whole because property rights are critical to assure the freedom of the individual from the state and other persons. Sometimes, however, the exercise of property rights can be limited to achieve social equity - to maximize benefits to the least advantaged groups in society. Locke's idea of property rights also limit the rights to land and to resources when one's ownership does not leave "as much and as good" for others. That is, property rights are guaranteed only when they liberate individuals from the state and other persons. John Rawls (1971) also suggests that individual's basic liberties are prior to the principle of efficiency and that of maximizing the sum of advantages. If unfettered property rights cause any problems such as social inequality and the degradation of the environment, they can be regulated by other values such as social justice or environmental protection.

Therefore, property rights are supposed to be exercised within the five principles of sustainable development: *protection of natural environment, minimal use of nonrenewable resources and reduction of waste outputs, place-based economic vitality and diversity, satisfaction of basic human needs, and social equity (intra-generational equity) and inter-generational equity.*

## **2.3 Public Participation**

### **2.3.1 Revival of civil society**

Public participation can be understood in the recent political social contexts of modern world. Karl Polanyi analyzes that during most of nineteenth century, forces representing the capitalist self-regulating market economy grew and claimed an identity with the liberal society that was in the process of emancipating itself from the absolutist and paternalistic state (Cohen and Arato

1997). Because the bourgeoisie or middle class, as mentioned previously, demanded more social and political power, a new form of the state was needed. As a result, in legalizing the relationships between the bourgeoisie and the absolutist monarchy, new norms such as constitutions were made, and representative democracy has developed. Thus, modern states are the product of negotiation between the bourgeoisie and the absolutist monarchy, and have been strengthened by elites (representatives) who successfully claim to express the interests of a various set of social groups (Kwon 1998). However, since the 1960s, large-scale social movements have emerged in the United States and Europe. These movements include such agendas as civil rights movements, environmental issues, consumer issues, peace movements, feminist movements, and so on. That is, for more than a decade and a half, citizen initiatives and movements have oriented themselves toward the expansion of a variously described social realm,<sup>12</sup> the forms of which are distinguished from statism (Cohen and Arato 1997). In addition, in the late 1980s and the 1990s, in spite of different economic and geological contexts, there have been the transitions from authoritarianism to more democracy in Eastern Europe, Latin America, and Asia. It is evident that citizens initiate the transitions in these regions.

In their book *Civil Society and Political Theory*, Jean L. Cohen and Andrew Arato (1997) postulate that the two dominant paradigms of the previous period - pluralism and neo-Marxism - cannot explain current modern societies anymore. These two theories consider "the political system an extension, reflex, or functional organ of economic (class) or social (group) structures of selectivity and domination." (Cohen and Arato 1997) The focus of the two theories is on the state. They do not put the legal, associational, cultural, and public spheres of society in their subjects for analysis. Therefore, they fail to notice interesting and normatively instructive forms of social conflicts today (Cohen and Arato 1997).

Therefore, there should be another theory, which explains the process of establishing a new order between the state and civil society. In order to understand the new social movements and these transitions, we may need a new understanding of civil society.

### **2.3.2 Participatory democracy**

Roger Simon (1991) interprets Gramsci's political thought. The state is the nature of the power exercised by a ruling class over other classes (Simon 1991). It is also the entire complex of

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<sup>12</sup> There are various discussions about the term *social realm*: this is the sphere where citizens are voluntarily associated, and which is differentiated from the state and economic society. Habermas talks about *lifeworld*, and Parsons calls it *societal community*. Usually it is called civil society.

practical and theoretical activities with which the ruling class not only maintains its dominance, but also obtains the consent of those who are ruled (Simon 1991).

To understand "the state", it is necessary to see the relationship between the state and civil society. Civil society is a societal realm that is different from the state and the economy (Cohen and Arato 1997).<sup>13</sup> Social relations in civil society are the relations of power between parties, and therefore, a ruling class also exercises its power in civil society. Particularly in social spheres, a ruling class rules every organization with hegemony (intellectual power or moral) as well as domination (coercive power). That is, the ruling reproduces its intellectual power or moral power (hegemony) to obtain its legitimacy over the ruled classes. Thus, the state is political society plus civil society (Simon 1991).

**Figure 1. Relationship between the state and civil society**

Government	
Civil society by a ruling class Law, commercial org. religion, etc.	State (Political society + Civil society)
Civil society by the ruled classes	Civil society

Therefore, the transformation of the social relations in civil society means the change or transformation of the relation in state. We can find a way to change social relations from Habermas's theory.

In the theme of classical liberalism, the term *civil society* usually calls to mind rights to privacy, property, publicity (free speech and association), and equality before law (Cohen and Arato 1997). However, the modern meaning of civil society needs another notion to change the social relations and explain the current transitions and resolve social conflicts.

Cohen and Arato (1997) introduced the theory of discourse ethics in civil societies, which emphasizes the equal participation of everyone concerned in public discussions of contested political norms. The discourse ethics depends on legitimate rational procedure and agreement, which are defined as *metanorm* by Jürgen Habermas. According to Habermas, "No norm is

<sup>13</sup> Civil society has the following components: "(1) Plurality: families, informal groups, and voluntary associations whose plurality and autonomy allow for a variety of forms of life; (2) publicity: institutions of culture and communication; (3) Privacy: a domain of individual self-development and moral choice; and (4) Legality: structures of general laws and basic rights needed to demarcate plurality, privacy, and publicity from at least the state and tendentially, the economy (Cohen and Arato 1997, p346). Gramsci



assumed from the outset to be valid. A norm of action has validity only if all those possibly affected by it (and by the side effects of its application) would, as participants in a practical discourse, arrive at an (rationally motivated) agreement that such a norm should come into or remain in force." (Cohen and Arato 1997, p347) All participants have equal chances to assume dialogue roles, and the dialogue must be a fully public communicative process<sup>14</sup> so that the participants can be "in position to challenge traditional norms that may be tacitly presupposed" (Cohen and Arato 1997, p348). That is, public participation is a procedure of making norms, which obtain democratic legitimacy, in order to reach agreements. The democratic legitimacy can be fulfilled by the direct or participatory democracy as well as a representative type of democracy in which delegated power is controlled by viable public spheres (Cohen and Arato 1997). Therefore, we can perceive that civil society is the public spheres of communicative action and voluntary association, which is differentiated from the state and the economy. In addition, civil society is "the everyday realm that is governed by values such as responsibility, trust, fraternity, solidarity, and love." (Senator Bill Bradley, cited by Bell 1998). Then, public participation, which makes norms valid during the process of consensus building, is an alternative to resolve social conflicts in civil society.

### **2.3.3 Techniques of Participation**

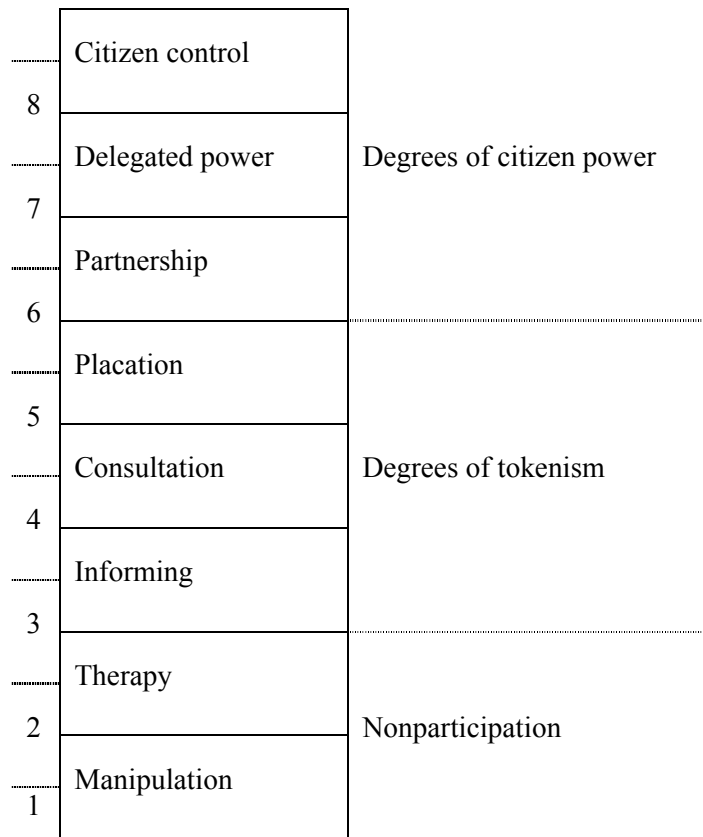
There are levels of public participation. Differences exist "between going through the empty ritual of participation and having the real power needed to affect the outcome of the process" (Arnstein 1969, p216). Arnstein distinguishes the levels of public participation as rungs of a ladder. She categorizes the rungs into three groups: nonparticipation, degrees of tokenism, and degrees of citizen power (see Figure 2).

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defined civil society as "all the organizations and institutions outside productions and the state" (Simon 1991, p70).

<sup>14</sup> Communicative process (action) "involves a linguistically mediated, intersubjective process through which actors establish their interpersonal relations, question and reinterpret norms, and coordinate their interaction by negotiating definitions of the situation and coming to an agreement" (Cohen and Arato 1997, p435).

**Figure2. Eight Rungs on a Ladder of Citizen Participation**



Source: Arnstein, Sherry R. (1969) Ladder of Citizen Participation, *Journal of the American Institute of Planners* p216.

In the first level, *nonparticipation* (manipulation and therapy), citizens are not allowed to participate in decision-making processes. Governments' real objectives is not to enable people to participate in planning or conducting programs, but to enable powerholders to 'educate' or 'cure' the participants. The second category, *tokenism* (informing, consultation, and placation), allows participants to hear and to have a voice, but they do not have power to influence agency decisions. In the third level, *citizen power* (partnership, delegated power, and citizen control), citizens can negotiate trade-offs with powerholders and have full managerial power to veto decisions (Arnstein 1969). From the above model, we can evaluate the level of public participation and the power relationship between citizens and powerholders in terms of the level. Thus, we can seek the way to improve the process of public participation.

Habermas argues that democracy should be understood in terms of democratization - that is, self-controlled learning process. Any given consensus is open to learning and revision guided by the criteria articulated by discourse ethics (Cohen and Arato 1997). Hence, government officials should become "interpretive mediators" by involving citizens in "dialectical exchange" and by

engaging citizens in discourse rather than simply getting citizens input (King, Feltey, and Susel 1998). They should share the power with citizens so that citizens can participate in decision-making processes with the trust of their potential to have an impact on the decision-making.

During the process of public participation, stakeholders may need the idea of collaboration to share power and build consensus. Collaboration is an elaborate process of joint decision making among key parties, namely stakeholders. Through this process, stakeholders "who see different aspects of a problem can constructively explore their differences and search for solutions that go beyond their own limited vision of what is possible" (Gray 1989, p5).

Collaboration is a series of processes: problem setting, direction setting, and implementation (Gray 1989). In each phase of collaborative process, the following aspects should be considered. First, it is important how to share power between stakeholders. Second, stakeholders participate in a collaborative process in accordance with their interests. Thus, transaction costs to resolve a problem are also an important factor in the participation of stakeholders in a collaborative process. They may want to protect their interests and reduce transaction costs through power sharing at each phase. Third, they need the negotiation to compromise with each other. Hence, during negotiation, stakeholders are to separate themselves from the problem, focus on interests (not position), invent options for mutual gain, and insist on using objective criteria (Fisher and Ury, 1991).

For the success of collaboration and workable solutions, therefore, government officials should use and reorganize effective participation techniques (Randolph and Bauer 2000). Hence, many small meetings, roundtable discussions, and the equal number of participants from each stakeholder are more effective than public hearing, public meeting, and citizen advisory council (King, Feltey, and Susel 1998).

In sum, public participation should be a procedure of making norms, which obtain democratic legitimacy and can be articulated by discourse ethics, and a collaborative process of trust building and consensus building among stakeholders through effective participation techniques.

Now, it is necessary to think about the relationship among those terms: sustainable development, property rights, and public participation.

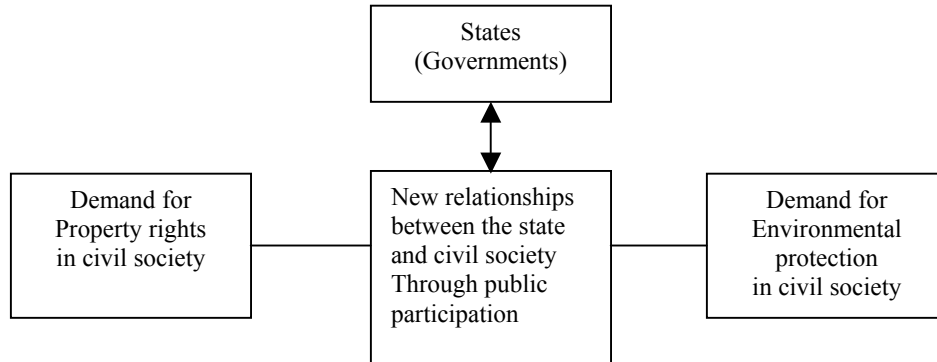
## **2.4 Relationships among sustainable development, property rights, and public participation**

As discussed above, one deserves to have property rights that are the result of his labor. However, unfettered property rights can cause such problems as social inequality and the degradation of the environment. Therefore, these rights should be regulated by other values such as social justice or environmental protection. To achieve social justice, at least we need to put into practice John Rawls's second principle of justice: the incomes from property rights should be arranged so as to maximize benefits to the least-advantaged groups in a society (Rawls 1971). To protect the environment, it is necessary to understand the exact concept of property rights defined by John Locke: one cannot have property rights to resources when one's ownership does not leave "as much and as good" for others (Shrader-Fr chet te 1997). Property rights are not the permission to destroy the environment. Therefore, property rights are supposed to be exercised within the five principles of sustainable development: *protection of natural environment, minimal use of nonrenewable resources and reduction of waste outputs, place-based economic vitality and diversity, satisfaction of basic human needs, and social equity (intra-generational equity) and inter-generational equity.*

However, property rights are also important for the freedom of the individual and his independence from the state and other persons. We cannot avoid tensions between the environment protection and the exercise of property rights. That is, as discussed above, the principles of sustainable development should be combined with negotiating skills to create win-win solutions (Campbell 1996). For that reason, consensus building among stakeholders is important, and therefore, stakeholders should participate in the decision-making process. During this process, they make norms, which obtain democratic legitimacy and can be articulated by discourse ethics. Thus, public participation needs this collaborative process of trust building and consensus building among stakeholders.

Consequently, the idea of sustainable development accompanies public participation. Simultaneously, during public participation, stakeholders in accordance with their social context can develop the concept of sustainable development so that they can change contradictory relationships among different interests to harmonious ones. In making new norms for the harmonious relationships, the state also needs public participation to embrace various interests as many as possible. Thus, during the process of public participation, stakeholders make the new norms of the relationship between the state and civil society that is different from that of the current relationship mediated by civil rights on the basis of property rights.

**Figure 3. Relationships between the state and civil society**



## 3 Restricted Development Zone Policy Reform

### 3.1 Background of the RDZ Policy in Korea

The Restricted Development Zone (or greenbelts) system was introduced to Korea in 1971. It came from British land use system. The RDZ policy can be understood in the Korean modern history.

After the liberation from Japanese rule in 1945 and the Korean War (1950-1953), Korea had to establish a modern nation and needed a government system that was suitable for modern society. Because of the colonial period by Japan (1910-1945), the Korean modern history was separated from the past. According to Bruce Cumings (1997), Korean society had a population the vast majority of which consisted of poor peasants, and a tiny minority of which held most of the wealth when it was liberated from Japanese rule in 1945; there was no middle class in Korea and there would not be until the 1980s. This means that neither did Korean society have an opportunity to develop its own government and legal systems, nor did it have enough time to establish a modern nation based on the negotiation between the state and civil society. Thus, it had to adopt modern government and legal systems that were established in foreign countries. That is, the colonial systems and Western systems were mixed in establishing Korean central government and legal systems. In addition, because the civil society in Korea was too weak to stand against the state, military force could seize the power easily and had continued to do so until the mid-1980s.

In this context, since 1962, Korean central government had initiated the 5-year economic development plan. Additionally in 1962 when the first Urban Planning Act was enacted, zoning systems was adopted to restrain the disorderly development of cities and develop national land efficiently (Yoo 1999). This act has been amended several times since the enactment.<sup>15</sup>

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<sup>15</sup> The basic framework of the act is as follows.

- City governments shall make a urban comprehensive plan every 20-year and County governments can do if they need; the plan includes such items as indicators and goals of cities, designation of zones in accordance with population distribution, the plan for the conservation of the environment, urban infrastructures, urban park and open space, and others.
- Local governments shall submit the urban comprehensive plan to the MOCT for approval.

The 5-year economic development plan resulted in the migration of the population from rural areas to urban areas where manpower was required by labor-intensive industries. The rapid increase of population in urban areas, especially Seoul and metropolitan areas, led to the disorderly growth on the outskirts of these areas. Central government, which was then ruled by a military power, amended the Urban Planning Act so as to include the greenbelt policy in 1971. It sought to protect urban boundaries from disorderly development, contain the growth of these cities, and prevent their coalescence.

Central government set seven principles for the designation of greenbelts (Kwon 2000).

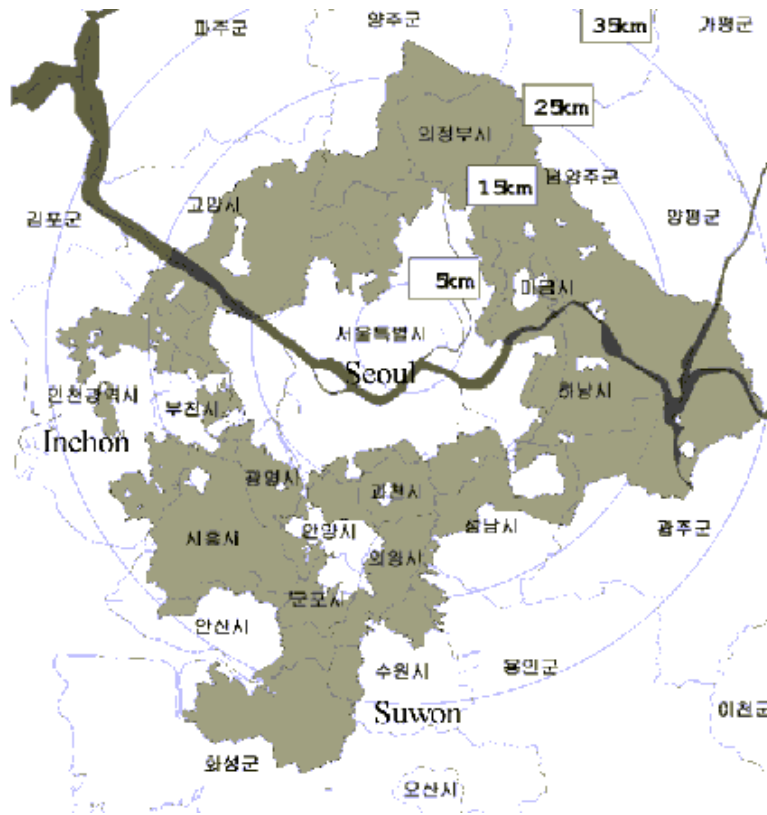
- 1) Greenbelts must be located more than 100 m above sea level,
- 2) Some areas, although located less than 100 m above sea level, are included in greenbelts in order to protect agricultural land,
- 3) Greenbelts include existing parks and open spaces,
- 4) The areas related to security such as military bases are included,
- 5) Existing villages are excluded as many as possible,
- 6) The areas, which are located between two towns and have possibilities to cause conurbation, are included, and
- 7) Some areas are excluded when they are currently developing.

After the amendment, within a two-year period central government designated greenbelt zones in 14 cities. Particularly in the case of Seoul, Busan, and Daegu, the greenbelt was determined in the form of a map behind closed doors during the period from July 1971 to August 1972 (Choe 1998). Some boundaries ran through the middle of buildings or villages.

The following Figure 4 shows the RDZ in the Seoul metropolitan area.

- 
- Metropolitan city government and Province governments shall make a metropolitan plan. The MOCT also have the power to make a metropolitan plan in accordance with the national land use planning.
  - Local government can change the urban comprehensive plan every 5-year.
  - There are 5 zones: residential, commercial, industrial, and agricultural and open space zones. There are 9 districts such as historical districts, floodplain districts, scenic beauty protection districts, public facility protection districts, and so on.
  - Developers can develop land if they conform to the conditions regulated by the acts.
  - The central city planning committee in the MOCT shall review urban comprehensive plans and metropolitan plans made by local governments.
  - Local planning committee shall review and consult the urban comprehensive plan in accordance with the enabling law.

Figure 4. Current RDZs in Seoul Metropolitan area



Source: Citizen's Movement for Environmental Justice (1999)  
 The above light color areas are existing greenbelts

Table 3 shows the present condition of the RDZs, which occupy 5,396.7 km<sup>2</sup> (5.4% of the national territory): 3,220 km<sup>2</sup> of forests (61.6%), 1,309 km<sup>2</sup> of farm (25.0%), 84 km<sup>2</sup> of building lot (1.6%), and miscellaneous 73 km<sup>2</sup>. 742,000 residents (245,000 households, about 1.6% of population) are now living in the RDZs (see table 4). 4,059 (77.6%) of the land is private and 1,172 (22.4%) is government and public property.



**Table 3. Status of RDZs in 14 cities**

Area (Main city)	Date of Designation	Population ( <sup>'96</sup> ) (Thousand)	Urban Planning Area (Km <sup>2</sup> )	Greenbelt Area (Km <sup>2</sup> )	% of total greenbelts
Total		23,852	9,521.1	5,397.1	100
Capital area (Seoul)	07/ 30/ 1971 08/ 25/ 1972 12/ 04/ 1976	10,470	2,892.6	1,566.8	29
Busan area (Busan)	12/ 29/ 1971	3,879	1,141.4	597.1	11
Daegu area (Taegu)	08/ 25/ 1972	2,491	957.6	536.5	10
Kwangju area (Kwangju)	01/ 17/ 1973	1,302	885.3	554.7	10.3
Taejon area (Taejon)	06/ 27/ 1973	1,298	767.7	441.1	8.2
Chunchon area (Chunchon)	06/ 27/ 1973	236	364.4	294.4	5.4
Chongju area (Chongju)	06/ 27/ 1973	531	305.9	180.1	3.3
Jonju area (Jonju)	06/ 27/ 1973	583	395.9	225.4	4.2
Yochon area (Yochon/Yosu)	04/ 18/ 1977	268	271.3	87.6	1.6
Ulsan are (Ulsan)	06/ 27/ 1973	994	493.7	283.6	5.2
Masan, Jinhae area (Masan/Jinhae/ Changwon)	06/ 27/ 1973	1,060	435.6	314.2	5.8
Jinju area (Jinju)	06/ 27/ 1973	337	346.3	203.0	3.8
Chungmu area (Tongyong)	06/ 27/ 1973	142	48.6	30.0	0.6
Cheju area (Chaeju)	03/ 05/ 1973	261	215.7	82.6	1.5

Sources: the MOCT, October 1998

**Table 4 Population changes within the RDZ**

Year	1979	1985	1989	1991	1993	1998
Population (Thousand)	1,246	1,136	1,168	1,064	964	742

Source: Publicly announced land prices data '97

The basic problem comes from Korea's dual-system planning model. "The Korean RDZ is a tool that was imported from the UK and then located within a planning framework, which draws inspiration from the US model of land zoning. The RDZ concept has been borrowed from a system based on stringent development control but relocated in a zoning system where development rights (outside the RDZ) are automatic when developers demonstrate that proposals are in line with zoning criteria." (TCPA 1999)

The greenbelt policy has caused conflicts between local governments and the residents of greenbelt areas. First, the residents did not know that their properties were included in greenbelt areas when the greenbelts were designated. The property value of building lots within greenbelt areas is relatively lower than that of building lots outside greenbelts (See table 5).<sup>16</sup>

**Table 5 Comparison of average land prices in the RDZ and other areas**

(1997, Won/m<sup>2</sup>, 1300Won/U.S. Dollar in 2001)

	Forest	Dry field	Paddy field	<b>Building lot</b>	Miscellaneous
Land price within the limited development area (A)	3,577	22,948	17,422	<b>132,974</b>	74,568
Land price outside the limited development area (B)	1,635	10,344	9,474	<b>353,401</b>	63,148
A/B	2.18	2.22	1.84	<b>0.38</b>	1.18

Source: Publicly announced land prices data '97

Second, even if some residents wanted to reconstruct their old houses, they could not do so due to the regulation restricting all construction. In the early 1970s, they could not expressly voice opposition under the authoritarian government. Since 1987 after democracy coming into picture, they have been able to voice their opinions. In the last presidential election of 1997, the current president, Kim Dae Jung, promised to eliminate the greenbelts in order to capture popular support.

Over time, the ecology of greenbelt areas has been attractively preserved without any damage while rapid urbanization and industrialization has devastated natural environments on outskirts of cities outside greenbelts. Many citizens and environmental groups have begun to recognize the value of greenbelt areas as important natural resources, especially those in metropolitan areas.

<sup>16</sup> In Korea, land ownership is one of the important methods for increasing and accumulating individual wealth by speculating in land. However, the land prices in greenbelt are low because anyone cannot develop land.

President Kim Dae Jung's obligation to the public to fulfill his promise, within his presidency, has brought about debates on the RDZ Policy Reform. Thus, stakeholders, involved in the debates, have begun to prepare their arguments for their positions and take actions. The reason for making the greenbelt debates possible is related to the growth of civil society in Korea.

The greenbelt debates are closely related to Korea's dual-system planning model: the combination of zoning systems of the U.S. and planning permit systems of Britain. Therefore, before discussing the process of the RDZ Policy Reform, next parts briefly explore the U.S. and British land use systems, and the greenbelt policy in Britain.

## **3.2 U.S. and British Land Use Systems**

### **3.2.1 U.S. Zoning system**

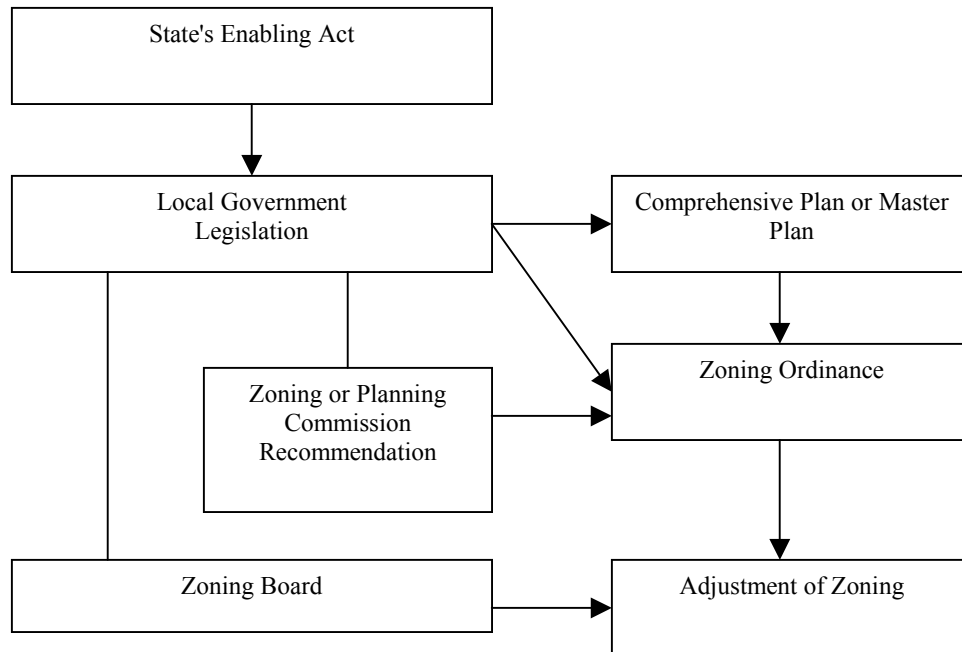
The U.S. land use system is a zoning system, which has developed since New York City adopted the first zoning ordinance in 1916 (Wright and Gitelman 1997). One of the purposes of zoning system is to orderly develop land so as to promote the community welfare (Wright and Gitelman 1997). Because of the disorderly development - that is, industrial buildings in a residential district, citizens suffered from the air pollution, the shade of buildings, or traffic congestion, and landowners faced the degradation of their property values. Most cities needed to control disorderly development in the urban area, and therefore, adopted zoning ordinances (Wright and Gitelman 1997). Zoning ordinances are validated by the police power - "the power to regulate for the advancement and protection of the health, morals, safety or general welfare of the community." (Wright and Gitelman 2000)

The landmark case of zoning is *Village of Euclidian v. Ambler Realty Co.*, leading to Euclidian zoning in 1926. The ordinance regulated and restricted the location of trades, industries, apartment houses, two-family houses, single-family houses, etc., the lot area to be built upon, and the size and height of buildings, etc.; the area was divided by it into six classes of use district, three classes of height districts, and four classes of area districts.

Each state enables local units of government to enact zoning ordinances, and local authorities enact zoning ordinances to implement comprehensive land use plan or master plans. Under zoning systems, if someone submits a development proposal, which conforms to the specified

zoning and its regulations, he/she can develop a land without further permission. In addition, 5th and 14th amendment of the U.S. Constitution protect property rights from taking them for public use. Figure 5 shows the structure of land use planning.

**Figure 5. Structure of Land Use Planning**



With the increasing awareness of environmental impacts of development, especially low-density development, new zoning techniques have developed.

*Planned Unit Development (PUD) and Cluster Zones*

Under the PUD or Cluster Zone technique, developers can build houses more closely together in his/her tract, leaving substantial area to be open space. Therefore, the population density in this cluster zone remains the same as a whole. Through PUD techniques the developer can save costs such as street construction, while the community can preserve unbroken areas of open space.

*Special purpose district*

While the PUD technique are applied to newly developing areas, the special purpose district is created to existing desirable uses in a specific area where development pressure is strong. In this area, various incentives and bonuses are provided for developers to protect the area (Wright and Gitelman 1997).

### *Transferable Development Rights (TDRs)*

Property owners of developable lands can buy development rights of a land where natural resources should be preserved. By using TDR programs, development density can be reduced in the preservation areas. The Idea of TDRs was originated from the article "Transferable Density in Connection with Density Zoning: New Approaches to Residential Development" by Gerald Lloyd in 1961 (Suh, Park, and Cheong 2000). The city of New York approved the TDR programs in the Landmark Preservation Law in 1968, and became the first local government that adopted the TDR technique.

### *Purchase of development Rights (PDR)*

Local governments purchase the separable development rights from the property owner; thus, future development is prohibited from his/her property.

In sum, zoning is the common system of land use control in the U.S. In accordance with the designation of uses in land based on zoning ordinances, property rights are protected and land values are differentiated. Recently, to preserve the environment, new techniques have developed in the U.S. contexts; some of them are Cluster Zones, Special purpose district, TDRs, and PDR. Through TDR programs, some local governments have separated development rights from property rights.

In particular, TDR programs have developed since 1961, which is distinguished from Korean zoning systems. Presently Korean central government and some scholars consider adopting TDR programs as a tool of environmentally friendly land planning. This is discussed in the Section four.

## **3.2.2 British planning permit system**

In Britain, under the 1947 Town and Country Planning Act, development rights and their associated values were nationalized (Cullingworth 1982, 1994).<sup>17</sup> And this basic scheme has been maintained in the 1990 Town and Country Act. Of course, under the Act, lands are divided several districts such as National Park, Broads, Conservation areas, Enterprise zones, Urban development areas, and Housing action areas (1990 Act). However, "No development was to take

place without permission from local planning authorities. If permission were refused, no compensation would be paid. If permission were granted, any resulting increase in land value was to be subject to a development charge" (Cullingworth 1982, 1992). This system gives local authorities much power, especially development rights. Local authorities control development and constrain the amount of land available for development (Cullingworth, 1997; Cited again by Evans 1998).

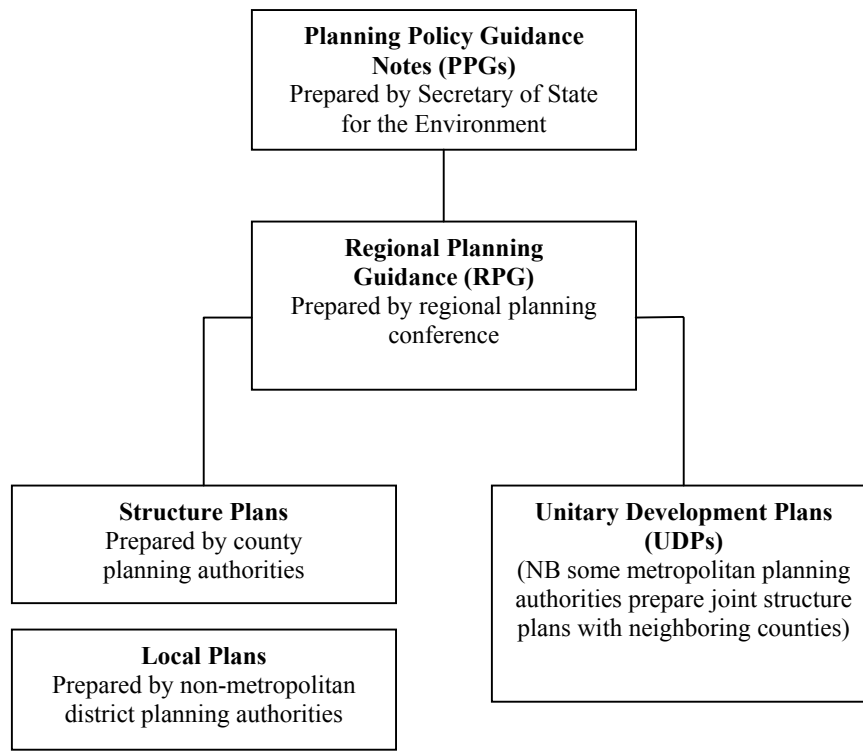
The reason for the adoption of stringent development control system is to reduce disparity of land values resulting from developing certain piece of lands; the value of some lands increases due to the development but that of other lands decreases relatively. By reducing the disparity of land values through the nationalized development rights, low-income population can secure their property rights. Under the Town and Country Planning Act, Britain could reserve rural land from development and has very little scattered development (Evans 1998).

As mentioned above, according to the 1947 Town and Country Planning Act, development rights and their associated values were nationalized. The Secretary of State for the Environment has the power to approve overall plan for an area (Evans 1998). Central government has issued the Planning Policy Guidance Notes (PPGs) since 1988 (Cullingworth 1988). According to PPGs, Regional Planning Guidance (RPG) sets the framework for the direction of long-term development, including greenbelt policy (Steeley and Gibson 1998). British planning authorities are guided in their decisions by central government policy. Thus, "though a developer is able to find out from the plan where particular uses are likely to be permitted, his specific proposals have to be considered by the local planning authority" (Cullingworth 1994). In addition, although a plan is drawn up by qualified members of the Royal Town Planning Institute, the plan have to be approved by committees of local elected officials. That is, A local planning authority has practical power in regulating development in its jurisdiction. Figure 6 shows planning policy and plans hierarchy in England and Wales.

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<sup>17</sup> The term "nationalized" means that the development rights are separated from property rights of individuals, and that local governments have the power for permitting development in their jurisdiction.

**Figure 6. Planning Policy and Plans Hierarchy in England and Wales**



Source: Steeley, Geoffrey and Gibson, Miles. 1998. *UK Green Belt Policy: A Review; International Seminar on Management of Green Belt Area.*

In particular, the idea of sustainable development is diffused in British Planning Policy Guidance. According to the British Planning Policy Guidance Notes 1 (PPG1 1997), "a key role of the planning system is to enable the provision of homes and buildings, investment and jobs in a way which is consistent with the principles of sustainable development." It also defines the term *sustainable development* as delivering "the objective of achieving, now and in the future, economic development to secure higher living standards while protecting and enhancing the environment" (PPG1 1997). For this purpose, a sustainable planning framework should (PPG1 1997):

- Provide for the nation's needs for commercial and industrial development, food production, minerals extraction, new homes and other buildings, while respecting environmental objectives;
- Use already developed areas in the most efficient way, while making them more attractive in which to live and work;

- Conserve both the cultural heritage and natural resources (including wildlife, landscaping, water, soil and air quality) taking particular care to safeguard designations of national and international importance; and
- Shape new development patterns in a way that minimizes the need to travel.

PPG1 also regulates urban regeneration and re-use of previously developed land. To minimize trips, mixed-use development is recommended by PPG1. It is mentioned that this type of development can help create the vitality and diversity of a town center.

In summary, British governments take development rights from property rights. Development is not to take place without permission from local planning authorities. When local planning authorities refuse the permission, they have no responsibility to pay compensation. In addition, the idea of sustainable development is embedded in the planning policy guidance.

### **3.3 Greenbelt Policy in Britain**

As mentioned above, British land use system can be characterized by development control system or planning permission. The purpose of British planning is to advance the public interest. Thus, the concern about individual property rights is minimal to the extent that the public interest overrides them, often without any compensation being payable. Under the stringent land use planning, Britain has very little scattered development and the physical boundaries of the cities, towns, and villages are well defined (Evans 1998). In this context, British greenbelt policy can be understood.

The idea of greenbelt started from the Garden City movement in the late nineteenth century when the public recognized the ugliness of the Industrial Revolution, which separated the Englishman from countryside and forced him to live in teeming cities (Mandelker 1962). This idea had developed with different names such as open space for countryside recreation, the protection of agricultural land, the maintenance of amenity in the urban fringe, and the creation of a cordon between the residents of the shire counties and those of the conurbation<sup>18</sup> (Mandelker 1962, Munton 1983).

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<sup>18</sup> Conurbation refers to "a group of towns that have spread and joined together to form an area with a high population, often with a large city as its center" (Longman Dictionary 1995).



In the 1930s some local authorities began to acquire land to contain the growth of their town, and the first official plan was made by the Green Belt (London and Home Counties) Act 1938 (TCPA 1999). Under the British Ministry of Housing and Local Government Circular in 1955, which codified Greenbelt policy, local authorities adopted this policy.

The greenbelt area of Britain has increased since 1955, and now covers approximately 1,556,000 hectares, about 12% of England. The main objectives of greenbelts are (Cullingworth 1994, Planning Policy Guidance Note2 (PPG2) issued in 1988):

- To check the unrestricted sprawl of large built-up areas;
- To safeguard the surrounding countryside from further encroachment;
- To prevent neighboring towns from merging into one another (conurbation);
- To preserve the special character of historic towns; and
- To assist in urban regeneration.

The 1995 revision of PPG2 suggests positive roles of greenbelt policy, which is different from the above negative roles. They are (Steeley and Gibson 1998, p 42):

- To provide opportunities for access to the open countryside for the urban population;
- To provide opportunities for out door sport and outdoor recreation;
- To retain attractive landscapes, and enhance landscapes, near to where people live;
- To improve damaged and derelict land around towns;
- To secure nature conservation interest; and
- To retain land in agricultural, forestry and related uses.

Overall, the roles of greenbelt policy are to protect the natural environment of surrounding cities as well as contain urban growth in Britain. In addition, greenbelt policy is established, together with redevelopment policy at lower densities in inner cities to improve the living conditions of inner-city residents. In this sense, greenbelt policy is connected with a welfare state model of national governance in Britain (TCPA 1999).

As mentioned above, Regional Planning Guidance (RPG) and the structure plans put the framework of greenbelt policy, and the location of greenbelts are designated in local development plans (Steeley and Gibson 1998). In metropolitan areas, Unitary Development Plans (UDPs) carry out those functions of both structure and local plans. Greenbelt policy has been strongly supported by the British planning profession and a strong countryside protection movement (Steeley and Gibson 1998).

However, some raise questions about the effectiveness of greenbelt policy in Britain, and criticize the greenbelt policy. Criticisms include the following (Scargill and Scargill 1994, p5):

- Greenbelts are socially unjust, protecting middle-class house values in the urban fringe whilst confining working-class population to central cities,
- Greenbelts restrict the amount of land available for building, putting pressure on other kinds of open space and encouraging high density development and urban cramming in cities,
- Similarly, greenbelts limit the supply of land inexpensive rural housing,
- Greenbelts encourage leapfrogging of development to sites beyond the Greenbelt and thus lengthen journeys to work,
- Greenbelts restrict economic development in area which need it,
- Greenbelts, as a negative tool of urban containment, fail to improve the appearance of landscape in urban fringe land, a matter of increasing relevance at the present day when surplus farmland is being taken out of agricultural production, and
- Greenbelts lack a clear role in relation to recreation since, except in Scotland, this has never been one of their stated objectives.

Actually, for instance, the greenbelt areas in Oxford have been under the development pressure because Oxford is a service center such as superstores to a region with a population of over half-a-million (Scargill and Scargill 1994). Thus, the commercial and industrial sector threatens the inner boundary of the greenbelt. In addition, from the perspective of sustainable development, Alan W. Evans (1998) insists that greenbelt policy is inefficient because it increase car use and the length of journeys, causing the more consumption of fossil fuel. Nevertheless, generally the greenbelt policy in Britain has remain unchanged for thirty year, extending the areas covered and providing necessary development elsewhere (TCPA 1999).

In short, it can be said that the greenbelt policy in Britain has been successful. It has developed for 100 years as a reaction to the unattractiveness of the Industrial Revolution, and is one of the integrated policies to establish a welfare state model. Most residents, who are living in greenbelts, are middle class, and favor the openness of landscape. In addition, British people and environmental groups support greenbelt policy (Kwon 2000). The objectives of British greenbelt policy have been moving towards sustainability by strengthening the preservation of natural resources based on the prevention of conurbation. Under the British development, there is little disparity of land price between greenbelt areas and non-greenbelt area. These conditions are the

reasons for the success of the greenbelt policy in Britain. Korea may need to pay attention to the fact that the British greenbelt policy is one of integrated policies for a welfare state model.

### **3.4 Process of RDZ Policy Reform in Korea**

As discussed above, because there had been no middle class in Korea until the 1980s, Korean society did not have enough time to establish a modern nation based on the negotiation between the state and civil society. As a result, it had to adopt Western legal and government systems based on authoritarian systems that were established in the colonial period. Therefore, Korean central government unilaterally decided all systems and regulations. Even the proportion of rice and barley in a lunchbox was decided by central government.

Presently, private-public partnerships are important to resolve social conflicts in Korea because most citizens and government officials recognize that Korean society has become more complicated than 40 years ago, before industrialization and urbanization. Economic development established the middle class, who are well educated and economically stable. The middle class desires democracy, and therefore, Korean society has become democratized since 1987 when citizens' power changed the political system from an indirect presidential election to a direct presidential election. Citizens, who have earlier engaged in material concerns, have now begun to seek their role in their society and therefore, are taking the initiative in organizing various non-governmental groups in every social sphere such as environment, education, consumer rights, economy justice, transportation, reunification, and urban poverty.

Environmental movements have grown rapidly, and environmental groups developed partnerships with governments in suggesting environmental policies and mediating environmental conflicts. Although environmental groups have been successful in organizing environment movement through citizen education, eco-tours, or investigation, they still express their opinion with typical patterns such as demonstrations and hunger strikes. These patterns are the legacy resulting from long-term struggle for pro-democracy under the military power. In order to resist the dictatorship, civil society had to concentrate their power on the critical point of military power. These patterns are sometime useful for resolving social conflicts. However, they have only short-term effects. Because environmental problems are the result from long-term human activities, it is necessary to change human attitudes, and therefore, consensus building is important so that each stakeholder can change their attitudes voluntarily. Thus, collaboration is an important process to reach a social consensus.

From the above circumstance, three points are important: the civil society and NGOs have grown since 1987; the power of authoritarian government has become relatively weak; and this weakness has been seized upon by various interest groups who have begun to exercise their influence. Because of these changes, central government has initiated a collaborative process of the RDZ policy reform.

The process of the RDZ Policy Reform can be divided into three periods: 1) from the constitution of the committee on RDZ Policy Reform (April 1998) to the Constitutional Court decision (24 December 1998); 2) from the decision to the announcement of the reformed RDZ Policy Proposal by the MOTC (22 July 1999); and 3) since the announcement until now. Stakeholders made various attempts for the negotiation and consensus building, but their positions were too rigid to reach an agreement.

#### *First Period (April 1998 - 24 December 1998)*

After the inaugural ceremony of the President Kim Dae Jung in February 1998, in order to fulfill his promise, he set off the RDZ Policy Reform that brought about the debates among stakeholders. In April 1998, the MOCT constituted the Committee on RDZ Policy Reform, which consisted of 23 stakeholders (chairman: Choe, Sang-Cheol): 3 RDZ residents, 1 staff in environmental groups, 12 scholars, 3 officials, and 3 journalists. Stakeholders were able to express their opinions through the committee. The committee members held 10 meetings and 17 small group meetings. They had field trips to research the actual condition of RDZs. They also visited the Department of Environment, Transportation and the Regions in Britain, Birmingham city hall, British non-governmental organizations related to greenbelts, London University, and so on.

On 17th November 1998, a group of scholars and several non-governmental organizations held a meeting for the preservation of greenbelts, and realized the urgent situation of greenbelts and the importance of a unitary civil organization to stand against central government. Therefore, they established the National Action for Greenbelt (NAG) on 24th November.

At the same day, the committee on RDZ Policy Reform submitted the Draft Report to the MOCT. The report suggested that RDZs be maintained to protect the environment from irregular development, while some of them, in which urban growth is minimal and concern over sprawl has abated, should be completely removed. It also suggested the management of land released from RDZ, the prevention of irregular development, and the support of residents and property owners where RDZ is maintained. The draft became the basic framework of the later proposal of the reformed RDZ Policy, which was announced in July 1999.

Based on this report, the MOCT held public hearings from November 27, 1998 to December 5, 1998 in the 12 cities in which RDZs are designated. During this time, however, the greenbelt residents illegally interrupted the public hearing about Seoul Metropolitan greenbelts, because the Draft Report did not reflect their demand for the complete removal of the RDZ.

In this situation, the MOCT requested the Town and Country Planning Association of Britain the commentary on the report of the Korean Committee on RDZ policy Reform on December 12 1998.

Before and after the submission of the first Draft Report by the committee, there were several conferences related to the RDZ Reform Policy. In the conference initiated by the MOCT in December 1998, Sang-Cheol Choe, the chairman of the committee on RDZ policy Reform, supported the Draft Report. According to his opinion, the boundary of existing greenbelts should be readjusted, because the disparity of land prices have brought about social inequality, and because people have paid social costs related to increasing driving distance, time consumption and investment in infrastructure. In addition, he asserts that greenbelts cannot stop the urban growth, and that land prices are rising due to the lack of developable land of surrounding cities.

Kyunghwan Kim (1998) argues from the perspective market system. He suggests that greenbelt policy should be evaluated from the *opportunity cost* viewpoint; that is, a government policy should maximize total benefits of a society. In this sense, he maintains that RDZ policy is a form of government intervention to regulate the market. He also points out that there is no evidence that greenbelts have contributed to the improvement of environmental qualities.

However, some scholars have different perspectives on greenbelt policy. In the Greenbelt Forum held by environmental groups in November 1998, Chungjun Lee and Byungsun Choi supported existing greenbelt policy. They argue that high land prices are associated with not greenbelt policy, but inefficient economic systems related to excessive and overlapping investments and expenditures for industrial complexes, and that current land use systems do not have precise regulations, and thus cause the high social costs by failing to create self-reliant cities. They suggest adopting Transferable Development Right (TDR) programs to compensate for the loss of property rights, especially development rights in greenbelts. Dongkeun Lee (1998) also argues that the open space in greenbelts is important for those people like Seoul citizens who have relatively small size of park areas per capita. He predicts that if a half of existing greenbelts is removed, the amount of CO<sub>2</sub> that is produced by 762,066 persons a day will remain in the air. Yongwoo Kwon (1998) offers four principles for the management of greenbelts: pro-environmentalism, sustainability, equity, and public citizenship. Overall, they analyze that the disparity of land prices come from the ambiguous regulations of outside greenbelts instead of

inside greenbelts, and that the economic value of the preserved greenbelts is more than that of the elimination of greenbelts. Therefore, they insist on the perfect preservation of existing greenbelts.

During the debates, on 24 December 1998, Constitutional Court announced its decision on the constitutionality of the Article 21 in the Urban Planning Act, adjudication of which some residents in greenbelts requested for. They claimed that the article 21 is unconstitutional because the article 21 violates the Article 23 (1) of Constitution: "the right of property of all citizens shall be guaranteed; the contents and limitations thereof shall be determined by Act." Constitutional Court decided that this article was unconfomable to Constitution.<sup>19</sup> This decision means that the article 21 of the Urban Planning Act is basically constitutional in terms of the social responsibility of land property rights; that is, in accordance with the Article 23 (2) of Constitution, "the exercise of property rights shall conform to the public welfare," and therefore, the exercise of land property rights are also restricted by the demand of public interests, provided that the doctrine of balancing equity - land property rights are restricted as other citizen's rights are restricted - is applied to land property rights. However, the article 21 of the Urban Planning Act is unconfomable to Constitution because it does not include just compensation clauses for the loss of existing development rights; that is, the only exceptional compensation for the loss of the development rights shall be allowed.

In short, this period is the stage to make the outline of the RDZ Policy Reform and confirm the legal validity of greenbelt policy. During this period, the Committee of RDZ Policy Reform took the initiative related to greenbelt issues, and its role ended after the submission of its draft report that proposed the limited removal of RDZs where urban growth was minimal. Constitutional Court's decision supported the constitutionality of greenbelt policy. However, the report and the decision left the vagueness about how to limit the exercise of property rights and how to draw the new boundaries of greenbelts.

#### *Second Period (24 December 1998 - 22 July 1999)*

After the Constitutional Court's decision, there were two major activities in the process of RDZ Reform Policy: several meetings and conferences between the MOCT and environmental organizations, and a Commentary on RDZ Policy Reform from British TCPA.

NAG suggested meetings between the MOCT and environmental organizations including urban planning scholars. These meetings were held 5 times from December 1998 to February

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<sup>19</sup> This conclusion means the Court acknowledges article's constitutionality but merely requests the National Assembly to revise it by a certain period while having the law remain effective until that time.

1998. In this meetings, NAG offered alternatives to the Draft Report of the committee. These are to:

- Postpone the complete removal of some regions,
- Complement environmental assessment items and research the partial relaxation,
- Relax explicitly unreasonable areas,
- Compensate for RDZ maintained land based on priorities
- Thoroughly implement such policy as the collection of development gain and anti-speculation measures,
- Constitute a representative and reliable committee, and
- Establish environmentally friendly and efficient policies for national land.

In response to these suggestions, the MOCT decided to evaluate the rate of urbanization so as to complement the shortcoming of the assessment indicators. Also the MOCT postponed the final decision on the reformed RDZ policy, which was prepared on February 5, 1999.

At the same time, NAG used other strategy. It used the press in order to attain the support from citizens. For instance, NAG investigated the members of the National Assembly to find out who possess the land in greenbelt among them. The result of the investigation showed that six members among 30 members in the MOCT committee of National Assembly possessed land in greenbelts. As a result of using the press, environmental groups succeeded in attaining the support from the majority of citizens.<sup>20</sup>

In this situation, the MOCT and environmental groups decided to research environmental assessment and urbanization assessment together, and organized the task force team for the research in June 1999.

In the mean time, TCPA announced their research report *a commentary on the Draft Report of the Committee on RDZ Policy Reform* on 3 June 1999. In this report, the researchers of the report say that they identified "a need for the metropolitan regional planning process to be developed further in Korea, and that its outcome would provide the best basis for devising changes to the RDZ system and the evolution of the zoning system." (TCPA 1999, p.ii); that is, although they agree with the complete removal of the RDZ where urban growth is low, they suggest, "all land released from the RDZ designation should be subjective to comprehensive environmental assessment. If this task is not undertaken, then new designation may be as

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<sup>20</sup> All newspapers supported the preservation of greenbelts through their editorials. These newspapers include The Chosun Ilbo, The Hankookilbo, The Hankyoreh Shinmun, The JoongAng Ilbo, The Kyunghyang, The Segyetimes, The Dong-a Ilbo, The Korea Daily News, The Korea Times, The Kukmin Daily, and The Munhwa Ilbo.

inappropriate as those being replaced." (TCPA 1999, p19) They suggest that Korean central government should be careful when it release land from the RDZ designation.

However, the MOTC interpreted TCPA's commentary and the result of research on environmental assessment and urbanization assessment in greenbelts in different ways. According to the MOCT's interpretation, this commentary approves of the Draft Report based on the sentence: "we believe that the broad thrust of the Report's reform proposal is sound." (TCPA 1999) However, professor Myungrae Cho (1999) points out that this sentence was added to the previous *Commentary on the RDZ Policy Reform*. According to him, this commentary is not positive of the Draft Report. He pick up another sentence as an example: "the reform proposal in the Draft Report - because of their technical nature and short-term focus - therefore appear very similar to other reform exercise undertaken in Korea in recent years. These other exercises have not challenged the centralized way in which strategies are formulated...the success of these reforms has been limited. Thus, we suspect that RDZ reforms will face the same problems as Korea's broader reform efforts." (TCPA 1999, p7) Therefore, Cho insists that the MOCT's interpretation is arbitrary, and that even the commentary does not agree with the complete removal of RDZ, especially mid-sized cities, without a long-term city-regional planning strategy. Steeley also says that he did not agree with the complete removal of RDZ in mid-sized cities without the satisfaction of preconditions such as the introduction of integrated urban planning (Bae 1999).

In addition, the MOCT announced the result of the research on environmental assessment and urbanization assessment in greenbelts. It unilaterally states that the RDZ must be relaxed from the result of the research, which is different from the opinion of the task force team (Kwon 2000).

As time passed, considering the several announcements from the MOCT, NAG began to recognize that the MOCT already decided to completely and partially release land from RDZ. NAG's actions then became radical. NAG organized green marches, signature-seeking campaigns, sit-down strikes, and hunger strikes in June and July. Some of the committee members of RDZ Policy Reform that represented environmental groups seceded from the committee. On the other hand, however, NAG tried to reach an agreement through dialogue with the MOCT and the Office of the President Republic of Korea.

During the movements carried out by environmental groups, the RDZ residents interrupted several meetings or forums on greenbelts initiated by NAG in July 1999, because they were not satisfied with the readjusted RDZ policy, which proposed the partial relaxation of RDZ in metropolitan regions. However, greenbelts residents' opinion began to be closer to that of the MOCT.



At last, the MOCT officially announced the reformed RDZ policy on 22 July 1999. It emphasized that the reformed RDZ policy reflected opinions that came from the Draft Report, the commentary of British TCPA on the Report, and the research result of environmental and urbanization assessment. Consequently, the MOCT established the guideline and the new RDZ bill to release land from RDZ, the boundaries of which remained unchanged, even though NAG stated that the reformed RDZ policy was invalid.

During this period, based on their basic positions, the conflicts among NAG, the MOCT, and RDZ residents became greater than before. Thus NAG actions developed into the stage of the social movement for greenbelts, all newspapers supported NAG's opinion, and RDZ residents strongly responded to this movement. In this situation, the MOCT chose to unilaterally announce the reformed RDZ policy instead of having enough time to mediate the conflict between the two. Therefore, the process of the RDZ Policy Reform failed to reach an agreement among stakeholders. However, stakeholders realized the importance of the long-term strategies for national land management.

#### *Third Period (22 July 1999 - present)*

After this decision, the MOCT announced *the guiding principles for metropolitan regional planning* and *the guiding principles for the environment-friendly urban planning* based on the reformed RDZ Policy. In January 2000, the National Assembly passed three urban related laws.

In November 1999, there was a forum on *the new approach of land use planning for the national land management*, which was initiated by central government, national institutions, and NGOs.<sup>21</sup>

In these series of events, 13 organizations, which consist of national institutes, academies and NGOs, reached an agreement to form the organization *the new national land research council* that would research new national and environmental management policy, and found it on 20 September 2000. Therefore, the process of RDZ Policy Reform became an opportunity to pave the way for the integrated national land management and the partnership between the public and private sectors.

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<sup>21</sup> This meeting was held by the following organizations: the Ministry of Construction and Transportation, the Ministry of Environment, Korea Research Institute for Human Settlements, Korea Environment Institute, Citizen's Movement for Environmental Justice, Center for Urban Reform in Citizen's Coalition for Economic Justice, Korea National Land and Urban Planning Association, Korea Environmental Economics Association, and Korea Environmental Policy Association.

## **4 Analysis of RDZ Reform**

This section analyzes the reformed RDZ policy from the perspective of sustainable development, property rights, and public participation. The analysis is also based on the result of an e-mail interview, which was conducted to ask in-depth questions about the reformed RDZ Policy and the process of the RDZ Policy Reform.

### **4.1 RDZ Policy**

After the announcement in July 1999, the RDZ policy went through fundamental changes that are different from the past 47 revisions. From July in 1999 on the reformed policy readjusted boundaries while the past revisions were usually the relaxation of construction regulations.

First, the RDZ of mid-sized city areas, where the expansion of urban area was minimal, is to be completely removed. These cities include Chunchon, Chungju, Chonju, Yeosoo, Chinju, Tongyoung, and Cheju.

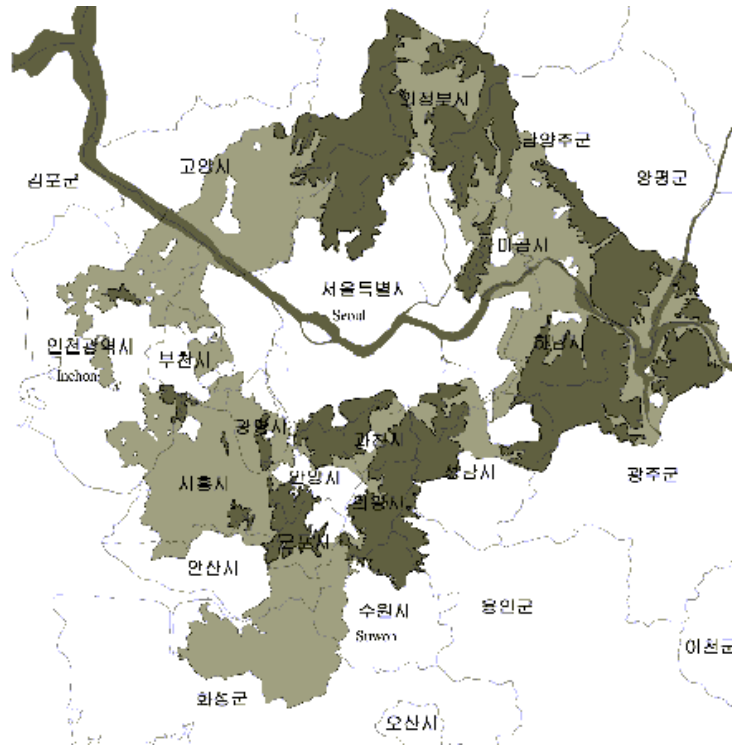
Second, the MOCT decided to partially relax the RDZ of the metropolitan regions such as Seoul, Busan, Daegu, Kwangju, Daejon, Ulsan, and Masan·Changwon·Jinhae metropolitan regions. Through the environmental assessment, the greenbelt zone of each metropolitan region is divided into 5 grades. The 1st and 2nd grade districts of metropolitan regions (60% of the RDZ areas) are preserved, the 4th and 5th grade districts (15% of the RDZ areas) are relaxed, and 3rd grade districts (25% of the RDZ areas) can be relaxed according to the metropolitan urban planning.

Third, the MOCT decided to make management plans for the relaxed areas. They are the environmentally friendly city planning, the collection of development gain resulting from RDZ release, and the improvement of housing in the poor residential area.

Fourth, the MOCT is planning to stringently restrict development in the remaining RDZs. The management planning for these areas includes the thorough preservation of natural resources, diverse policies to support the residents and property owners, and land purchase claim.

If the above plan is implemented, the area of RDZ will decrease (Figure 3 After the relaxation of RDZ in Seoul Metropolitan area). Dark color means the released areas from RDZ. The remaining RDZ is light color areas.

**Figure 3. Seoul Metropolitan Area after the relaxation of the RDZ**



Source: Citizen's Movement for Environmental Justice (1999)

- 1) The dark color areas (almost 40% of greenbelts) will be released from the greenbelts. After the relaxation, these areas will be developed.
- 2) The light color areas will remain as greenbelts.

Figure 3 shows that a large portion of greenbelt in Seoul Metropolitan area will be able to disappear due to the partial relaxation of RDZ. If the whole area of 3rd grade districts (25% of the RDZ areas) is released from RDZ, 40% of RDZs, combined with the 4th and 5th grade districts (15% of the RDZ areas) in Seoul metropolitan region, will be released.

According the e-mail interview, the overall opinions on the reformed greenbelt policy as follows.

- a) Government official respondents and the RDZ resident respondent (3 among 8 respondents) are fairly satisfied with the reformed RDZ Policy, because the reformed RDZ Policy establishes the principles of how to designate RDZs, and because RDZ residents can exercise property rights by reconstructing their old houses and developing

their properties in greenbelts. However, environmental organization respondents (5 among 8 respondents) are dissatisfied with the reformed policy, because central government arbitrarily decides the new policy, and because it de-emphasizes the importance of existing greenbelts.

- b) Both government official respondents and environmental organization respondents want to delay implementation of the reformed policy while the RDZ resident respondent wants to implement it as soon as possible. Most respondents point out the importance of consensus building before the implementation. For the consensus, environmental organization respondents suggest the stringent urban planning in the areas released from greenbelts. In addition, a government official respondent expects that the appropriate time to implement the new policy vary from city to city because each city has different conditions.
- c) Government official respondents and environmental organization respondents are beginning to realize the importance of the holistic approach to national land use planning. For this approach, they urge that the new philosophy and perspectives such as sustainable development be established in land use planning. They also emphasize that land is public property, and that more stringent land use control systems should be introduced. They suggest alternatives to existing land use planning; one of the ways is to separate development rights from land ownership; and development must follow planning.

Not all respondents agree with this reformed RDZ Policy. In the e-mail interview (2000 and 2001), however, the respondents from central government say that they are somewhat satisfied with the reformed RDZ Policy. Table 6 shows reasons for why they agree or disagree with the reformed policy.

**Table 6. The overall opinion on the reformed RDZ Policy**

Satisfaction or Dissatisfaction	Reasons for satisfaction or dissatisfaction
Proponents of the reformed policy	
Somewhat satisfied	
<ul style="list-style-type: none"> <li>▪ Yeom, Hyungmin: Korea Research Institute for Human Settlements (KRIHS)</li> </ul>	<ul style="list-style-type: none"> <li>▪ The complement of the unclear principles to designate RDZ through the reformed policy</li> </ul>

<ul style="list-style-type: none"> <li>▪ Yoon, Seokgyu: Office of the President Republic of Korea (PRK)</li> </ul>	<ul style="list-style-type: none"> <li>▪ The eco-fascism of the existing RDZ Policy which restricts the exercise of property rights</li> <li>▪ The imbalance of open space between inside and outside greenbelts</li> <li>▪ The current preference of citizens for low density development</li> </ul>
Dissatisfied with some parts, but satisfied as a whole	
<ul style="list-style-type: none"> <li>▪ Cheong, Jongbae: Vice president of the Council of the RDZ Residents</li> </ul>	<ul style="list-style-type: none"> <li>▪ No reflection of the result of environmental assessment</li> </ul>
Opponents of the reformed policy Dissatisfied	
<ul style="list-style-type: none"> <li>▪ Cho, Myungrae: Dankook University</li> </ul>	<ul style="list-style-type: none"> <li>▪ The arbitrariness of the designation of 7 mid-sized cities for the complete removal</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kwon, Yongwoo: Sungshin Women's university</li> </ul>	<ul style="list-style-type: none"> <li>▪ The lack of objectiveness in the contents of environmental assessment</li> <li>▪ No criteria for urbanization assessment</li> </ul>
<ul style="list-style-type: none"> <li>▪ Seo, Wangjin: Citizen's Movement for Environmental Justice (CMEJ)</li> </ul>	<ul style="list-style-type: none"> <li>▪ The lack of the thorough field investigation</li> <li>▪ The devaluation of the importance of current greenbelts</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kim, Hyeae: Green Korea</li> </ul>	<ul style="list-style-type: none"> <li>▪ The Irresponsibility of central government</li> </ul>
<ul style="list-style-type: none"> <li>▪ Park, Heungchul: Seoul YMCA</li> </ul>	<ul style="list-style-type: none"> <li>▪ Seeking for political decision instead of consensus building</li> </ul>

A RDZ resident respondent is also dissatisfied with the reformed policy. He wants to maximize the exercise of residents' property rights. In this direction, he demands not the current greenbelt policy, but the implementation of the reformed policy as soon as possible within one year; thus, RDZ residents could be considered the proponent of the reformed policy (interview with the RDZ resident 2000). While the RDZ resident respondent thinks that one-year is enough to prepare for the implementation, central government official respondents think of about 5 years, and environmental organization respondents want to postpone the time until 2011 (interview with KRIHS, PRK, Cho, Kwon, CMEJ 2000, and Green Korea, and YMCA 2001). That is, all of them except the RDZ resident respondent want to carefully implement the reformed policy. In fact, however, because of the presidency of the president Kim Dae Jung, the MOCT plans to implement the reformed policy from 2002 on.

As mentioned above, ordinary citizens and the press supported environmental groups, and RDZ residents supported central government. In this structure, both opponents and proponents of the reformed RDZ Policy still have the similar opinions on the role of greenbelts. Table 7 describes their opinion.

**Table 7. Opinions on the role of greenbelts**

Opponents of the reformed policy	Proponents of the reformed policy
Cho, Myungrae, Kwon, yongwoo, CMEJ, Green Korea, and Seoul YMCA	KRIHS, PRK, and RDZ Residents
Positive <ul style="list-style-type: none"> <li>▪ Prevention of open space from urban growth and disorderly development</li> <li>▪ Conservation of natural resources for next generation</li> <li>▪ Management of land as public property</li> <li>▪ Prevention of conurbation</li> <li>▪ Prevention of population overcrowding</li> </ul>	Positive <ul style="list-style-type: none"> <li>▪ Prevention of open space from urban growth and disorderly development</li> <li>▪ Protection of public interests and public property</li> </ul>
Negative <ul style="list-style-type: none"> <li>▪ Possibility of the exploitation of greenbelts by speculation and development</li> <li>▪ Restriction of the exercise of property rights</li> <li>▪ Imbalance of land prices between inside and outside greenbelts</li> <li>▪ Prevention of efficient land use planning</li> </ul>	Negative <ul style="list-style-type: none"> <li>▪ Infringement of property rights</li> <li>▪ Inequality of land prices</li> <li>▪ Cause of high-density development in metropolitan regions outside greenbelts</li> <li>▪ Cause of disorderly development outside greenbelts</li> <li>▪ Authoritarian operation of greenbelt policy</li> </ul>

In short, both parties agree with the positive role of greenbelts as important open spaces and public property. They also recognize that the RDZ Policy restricts the exercise of property rights causing inequality of land prices, and prevents efficient and flexible land use planning causing high-density development outside greenbelts. Based on the common ground, both parties approached the RDZ Policy Reform. However, both of them have different interests in detail.

*1) Complete removal of RDZ*

Central government decided to completely remove the RDZs in mid-sized cities because urban growth is minimal in these regions. In accordance with environmental assessment, the greenbelt zone of each city is divided into 5 grades. The 1st and 2nd grade districts of the city (60% of the RDZ areas) are to be designated preservation areas instead of greenbelts, and 3rd to 5th grade districts (40% of the RDZ areas) are to be developed.

However, environmental organization respondents claim that the MOCT is arbitrary because there are no criteria in selecting these cities (interview with CMEJ 2000; Green Korea 2001). Thus, they demand research to predict urban growth, and assert that the comprehensive plan of the released areas should be established before the relaxation.

From the perspective of sustainable development, this decision does not precisely consider the *protection of natural environment: preservation of biodiversity, harmonious development with landscape context, consideration of pervious surface, and interconnectivity of critical mass*. Of

course, the MOCT proposed environmentally friendly urban planning for those regions, and prepared *the guiding principles for the environment-friendly urban planning* in September 1999. TCPA argues that technical nature and short-term focus of the reformed RDZ Policy does not resolute problems (TCPA 1999). This decision is also made in the centralized way; that is, the MOCT already makes the decision about the complete removal of several cities, and thus the 6 environmental assessment indicators - elevation, grade, suitability for agriculture, suitability for forestry, water quality, and vegetation - are also previously prepared for this decision. These items are also too simple to evaluate precise environmental assessment (interview with CMEJ, Kwon, and Cho 2000; Green Korea 2001).<sup>22</sup> In addition, it takes 6 months to make a decision about the urban planning in the relaxed region. In this situation, there is no room for considering other opinions and items of the environmental assessment for sustainable development.

### *2) Partial relaxation of RDZ*

The MOCT decided to partially relax the RDZ of the metropolitan regions. Like the above decision, the environmental assessment is applied to determine which area can be released from greenbelts. The 1st and 2nd grade districts of metropolitan regions (60% of the RDZ areas) are preserved, the 4th and 5th grade districts (15% of the RDZ areas) are relaxed, and 3rd grade districts (25% of the RDZ areas) can be relaxed according to the metropolitan urban planning. Also the MOCT set up *the guiding principles for metropolitan regional planning* in September 1999. The local governments in metropolitan area should make a decision about the metropolitan regional planning in the relaxed regions within one year.

The basic plan of partial relaxation of RDZ is also similar to that of the complete removal of RDZ except the portion of the relaxation. Thus, the problem of this decision is the same as that of the complete removal. TCPA identifies that the proposal focuses on "zoning and re-zoning but not on the more fundamental issues of development rights and development control." (TCPA 1999) Therefore, both complete and partial removals of RDZ fail to meet the above principles of sustainable development because they do not fully consider the environmental impact of the relaxation with enough time.

### *3) Management of land released from RDZ and prevention of irregular development*

For the management plan of land released from RDZ, the MOCT suggests

- Devising environmentally friendly city planning before development,

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<sup>22</sup> Yeom says that these indicators are the second best alternatives accepting other opinions (interview with Yeom 2000).

- Collecting development gain in developed areas, and
- Improving housing conditions in the poor residential area.

In *the guiding principles for the environment-friendly urban planning*, the MOCT (1999) talks about

- The research of environmental conditions to predict future conditions,
- The arrangement of infrastructures and industrial facilities for environment-friendly city planning,
- Pollution control planning, and
- The expansion of pollution treatment plants.

For the management, TCPA suggest that there should be the plan for the entire metropolitan area as well as the released green land, considering the small size of Korea, and that this plan should be within a framework of sustainable development (TCPA 1999). For this comprehensive plan, it suggests long-term and political processes including participation and informed debates, because the processes themselves can obtain legitimacy during open forum (TCPA 1999).

However, the above guiding principles are not the new one for the environment-friendly urban planning, but the mixture of existing pollution control policies. In addition, there is no definition of sustainable development or guideline of how to define sustainable development in regional contexts. Because the above guiding principles can be applied to any regional contexts, they are formulated in the very centralized way. Therefore, the above guiding principles could be used to reduce the time for planning process without fully considering regional contexts.

About collecting development gain in developed areas and improving housing conditions in the poor residential area, environmental groups do not express their opinion explicitly. Kwon (2000) among them suggests that development gain derived from RDZ residents should be differentiated from that of property speculation.

Overall, the management of land released from RDZ and the prevention of irregular development cannot be achieved within short-term planning and in the centralized way, but should be attained with long-term planning and in the decentralized way. For the desirable management, the definition and principles of sustainable development should be diffused in *the guiding principles for the environment-friendly urban planning*.

4) *Management of areas and support to RDZ residents and property owners where RDZ is maintained*



For the management of areas where *RDZ is maintained*, the MOCT is planning to (1) stringently restrict development in the remaining RDZs, (2) preserve natural resources, (3) implement diverse policies to compensate for the loss of RDZ residents and property owners, and (4) purchase land.

The above four contents of the reformed RDZ Policy can be understood as alternatives to resolve conflicts between environmental protection and property rights. Particularly, the management of area where RDZ is maintained is related to the social equity issue as well as the exercise of the residents' property rights. As discussed above property rights are important for the freedom of the individual from the state and other persons. Therefore, from the perspective of the maximization of benefits to the least advantaged groups in society, the management measures should be taken into account, while being regulated by the principles of sustainable development. For this management, the respondents from the e-mail interview express their opinions. Table 8 illustrates these opinions.

**Table 8. The opinion on the management of areas where RDZ is maintained**

Opponents of the reformed policy	Proponents of the reformed policy
<ul style="list-style-type: none"> <li>▪ Nationalization of land in greenbelts and creation of environmental tax for this</li> <li>▪ Protection of residents' property rights</li> <li>▪ Thorough preservation of the environment</li> <li>▪ Land purchase and nationalization of land in greenbelt based on the consensus of citizens</li> <li>▪ Separation of development rights from property rights</li> <li>▪ Actual difficulty of land purchase claim due to the absence of fund policy</li> </ul>	<ul style="list-style-type: none"> <li>▪ Thorough preservation of the environment in greenbelts</li> <li>▪ Low density development where environment-friendly development is possible</li> <li>▪ Permission of public facilities such as youth camp for profit gain</li> <li>▪ Necessity of practical policy instead of land purchase claim, considering equity</li> <li>▪ The prices of land purchase must be based on market price</li> </ul>

In these opinions, they have the common ground of preservation of the environment in greenbelt. But they also recognize the importance of property rights from the doctrine of balancing equity. Thus, some suggest the nationalization of land in greenbelts, but others talk about the practical difficulty of raising the funds that will be used for land purchase claim. RDZ residents demand market price value for land purchase claim. These opinions explain that the proposal of the MOCT is not complete one, and therefore, the MOCT does not have the exact alternative for the protection of property rights in greenbelts. Therefore, although the reformed RDZ policy partially resolves the problem of property rights by releasing land from RDZs, it fails to solve the problems completely.

In sum, the reformed RDZ Policy is somewhat successful because it resolves the problem of the exercise of property rights to some extent. However, it does not seem that it resolves the equity problem in areas where RDZ is maintained, and that it fully considers the environmental problems. In this respect, the reformed policy fails to achieve the principles of sustainable development-*the protection of natural environment and basic human needs such as healthy social environment* for the public; even in "the guiding principles for metropolitan regional planning" and "the guiding principles for the environment-friendly urban planning," the principles of sustainable development are not diffused. It attains the partial success because it tries to achieve *social equity, intragenerational equity* by releasing a portion of land from greenbelts. RDZ some of residents can receive compensation for the loss of their property value. However, it is still difficult to determine which policies - relaxation of greenbelt or enforcement of land use regulations - are economically beneficial as a whole because there is not enough evidence about the economic benefits with or without greenbelts. Therefore, further research is necessary for the evaluation of *place-based economic vitality and diversity* in greenbelts.

In addition, most respondents of the e-mail interview identifies that long-term and fundamental national land use planning should be prepared before the RDZ Policy Reform; during this planning process, they urge that the new philosophy and perspectives such as sustainable development be established in land use planning, land be recognized as public property, more stringent land use control be introduced, development rights be separated from property rights, and the planning-and then-development system be fixed (interview with Kwon, Cho, CMEJ, and KRIHS 2000; Green Korea 2001). Central government and environmental groups begin to realize the importance of the holistic approach to national land use planning, or they at least achieve the consensus of the holistic approach through the RDZ Policy Reform.

#### **4.2 Process of RDZ Policy Reform**

In fact, the term *public participation* is a new concept in Korea although its techniques have been used since 1948 when the Constitution was ordained. As discussed above, the civil society and NGOs have grown since 1987, the power of the authoritarian government has become relatively weak, and various interest groups who have begun to exercise their influence have seized upon this weakness. In this context, central government has initiated a collaborative process of the RDZ policy reform.

Public participation, which makes norms valid during the process of consensus building, is an alternative to resolve social conflicts in civil society (See section 3). According to the plan of the reformed RDZ Policy (MOCT 1999), the MOCT insisted on its effort to build consensus. However, it remains the question of whether the MOCT really tried to reach an agreement among stakeholders.

According to the e-mail interview, the overall opinions on the process of the RDZ Policy Reform are as follows.

- a) Government official respondents and the RDZ resident (3/8) are satisfied with the process of consensus building while environmental organization respondents (5/8) are dissatisfied with it. Government official respondents state that it was the first time to follow the participatory process for consensus building. Environmental organization respondents believe that the MOCT already decided the alternative policy within its organization and only used public participation for obtaining the legitimacy of the RDZ Policy Reform.
- b) Government official respondents think that environmental groups only insist on their position, and vice versa. In this situation, even if all parties wanted to make a decision based on citizens' consensus building, they would interpret public opinion in their position.

Jaehyun You who was a member of the committee of the RDZ Policy Reform, the MOCT already decided to completely remove several RDZs among 14 cities, and suggested this proposal to the committee (You 1999). To decide the number of cities - 5, 7, or 9 cities among them - only remained for the committee. In this situation, environmental groups strongly opposed this proposal, and demanded the research to predict the growth of these cities. Thus, the MOCT inevitably postponed the decision.

The MOCT asked TCPA an extended commentary on the Draft Report. In June 1999, the MOCT said that TCPA also agreed with the completely removal. However, Steeley, a member of TCPA, did not say that he agreed with the complete removal (Bae 1999).

Additionally, although the MOCT and environmental groups made a task force team so as to research environmental assessment and urbanization assessment together in June 1999, the MOCT unilaterally stated that the RDZ should be relaxed from the result of the research, which is different from task force team's opinion.

About these processes, central government respondents talks about its efforts for consensus building and is satisfied with the process of consensus building (interview with KRIHS and PRK

2000). Particularly, the RDZ resident respondent agrees with the process of public participation, while RDZ residents expressed their opinions violently such as illegal occupations of meeting place (interview with RDZ residents 2000). The environmental organization respondents disagree with the process of consensus building because they believe that the MOCT already decided its position and only used their participation for obtaining the legitimacy of the RDZ Policy Reform. Therefore, they explain that their strong actions such as hunger strike were unavoidable (interview with Cho, Kwon, and CMEJ 2000; Green Korea and Seoul YMCA 2001).

An environmental organization respondent says that environmental organizations wanted to make a decision based on citizens' consensus building because the RDZ Policy Reform was not limited in its policy reform but should be dealt with in the national land use planning (interview with Cho 2000). However, Cho and Seo say that central government only focused on the relaxation of RDZs because the RDZ Policy Reform was one of the promises of president Kim Dae Jung (interview with Cho, CMEJ 2000). Kwon (2000) also say that even if this RDZ Policy Reform had been the promise that must be fulfilled within the presidency, it should have been discussed in civil society with enough time. On the contrary, a government official respondent asserts that the greenbelt policy can only be reformed by the will of the current president because it was initiated by the will of previous presidents; that is, political resolution is more effective than consensus building in civil society (interview with KRISH 2000).

From the framework of Arnstein's *Ladder of Citizen Participation*, therefore, the above type of participation belongs to the second category *tokenism* that allows participants to hear and have a voice, but they do not have power to influence agency decisions. In this category, central government is still an authoritarian entity instead of interpretive mediators

However, they admitted the changed attitudes of central government, which is different from the past behaviors. At least there is the consensus that public participation is necessary for consensus building. But it seems that stakeholders take the extreme position instead of exchanging their interests (Fisher and Ury, 1991). As a result, the RDZ policy reform only revealed the deepened social conflict.

The failure of consensus building is related with the relationship between the state and civil society. As discussed in section 2 and 3, Korea mixed the colonial systems and Western systems to establish central government and legal systems because there was no middle class in Korean society. Thus, the civil society in Korea was too weak to stand against the state, and military force could seize the power easily and had continued until the mid 1980s. Strictly speaking, from the

Western viewpoint, Korea is not the modern state because it is not the product of negotiations between the middle class and the monarchy.

In 1987, the Constitution of the Republic of Korea was amended due to the growth of middle class and the resistance of civil power. Since then, the decision-making process of central government has moved towards more democratized ways in resolving social conflicts since 1987. However, it does not overcome the authoritarian behaviors yet. Citizens still express their opinion with typical patterns such as demonstrations and hunger strikes. These patterns are the legacy resulting from long-term struggle for pro-democracy under the military power.

In this context, as property rights are important for the freedom of the individual from the state and other persons in the West, to strengthen property rights is one of the important means to pursue civil rights and complete the modern state in Korea. On the contrary, industrialization and urbanization have brought about another problem such as environmental problems. That "all citizens shall have the right to a healthy and pleasant environment" (Article 35 of the Constitution) is another important right for civil society in Korea. That is, Korean society confronts the situation in which it should simultaneously resolve two issues: modern and post-modern problems.

However, the manner of its approach to the resolution of these problems depends on simple ways such as unilateral, top-down decisions and strikes. This means that both parties do not mature to the extent that they deal with such issues based on the principles that are made under the two parties' consensus; central government relies on authoritarian bureaucratic systems, and civil society is too weak to overcome these obstacles. In fact, environmental groups are a little flexible because they understand the importance of consensus building: Cho says that environmental groups wanted to make a negotiation between central government and citizens (interview with Cho 2000). Consequently, however, environmental groups depend on more radical actions due the lack of civil power: that is, the imbalance of power between the two.

Another problem is the rule making process. During the participatory process, both central government and environmental groups did not discuss the rules of how to negotiate with each other in opened civil society. Therefore, as TCPA point out, central government emphasizes on importing solutions rather than engaging in any wider debates about what is actually suited to Korea's unique culture (TCPA 1999).

Therefore, they may need to pay attention to Habermas's notion of participatory democracy; that is, public participation should be a procedure of making norms, which obtain democratic legitimacy and can be articulated by discourse ethics. Genuine democracy comes from the

grassroots, Korean society should develop collaborative process techniques from within, and democratic cultures should be diffused in every day life.

Fortunately, central government official respondents, the RDZ residents, and environmental organization respondents realize the necessity of public participation during the process of the RDZ Policy Reform (interview with Cho, Kwon, CMEJ, KHRIS, PRK, and RDZ residents 2000; Seoul YMCA and Green Korea 2001). After the announcement of the reformed RDZ Policy, they realized the necessity of long-term and holistic approach to national land use planning. This need led to the formation of the organization *the new national land research council* that would research new national and environmental management policy in September 2000. That is, the process of RDZ Policy Reform became an opportunity to pave the way for the integrated national land management and the partnership between the public and private. From September 2000 on, it seems that the participants in the RDZ Policy Reform enter new relationship between the state and civil society.

### **4.3 Alternative Land Use Planning Policy**

The participants in the RDZ Policy Reform begin to rethink of the national land use planning and strategy as they take part in the process of the RDZ Policy Reform. Environmental organization respondents of e-mail interview, who were the participants, identify that the RDZ Policy Reform should be dealt with within the context of long-term and fundamental national land use planning (interview with Kwon, Cho, CMEJ, and KRIHS 2000; Green Korea 2001). A government official respondent of the e-mail interview evaluates that the current greenbelt policy is one of the examples of eco-fascism policy in Korea, and thus the new boundary adjustment of greenbelts is necessary for the protection of property rights (interview with PRK 2000). However, land also has the characteristic of public property as well as private property. Thus, the reformed RDZ Policy includes the concept of environmentally friendly urban planning as an alternative to the degradation of the environment due to the relaxation of greenbelts. It also comprises such policies as the collection of development gain, the improvement of housing in the poor residential area, the support of the residents and property owners, and land purchase claim. These various measures are to resolve inequality and the loss of property gain as well as the environmental impact of development. One of the problems is how to resolve tensions between property rights and environmental protection.

National institute, environmental groups and scholars suggest the separation of development rights from land ownership (Lee and Choi 1998; Suh, Park, and Cheong 2000; interview with Kwon, Cho, and CMEJ 2000; Lee 2001; interview with Green Korea 2001). There are several cases in the separation of development from land ownership: U.S. Transferable Development Rights (TDR), British nationalization of development rights, and others.

As mentioned above, the U.S. land use systems are based on the zoning system. The purpose of zoning system is to protect residential areas from the disorderly development. With the increasing awareness of environmental impacts of development, new zoning techniques have developed; they are planned unit development (PUD) and cluster zones, special purpose district, transferable development rights (TDR), purchase of development rights (PDR).

In particular, some scholars (Chongjon Lee 2000; KRIHS 2000) want to introduce the TDR programs to Korea so as to separate development rights from land ownership<sup>23</sup>. The reason for their preference of TDR programs is because Korea land use system is similar to the U.S. zoning system (Suh, Park, and Cheong 2000).

In Korean context, however, TDR programs might have different results. According to the Article 6 in National Land Use and Control Act of 2000, for instance, national land is divided into 5 areas: urban areas, semi-urban areas, agricultural areas, semi-agricultural areas, and natural environment areas. Particularly, local governments can designate developable land in semi-agricultural areas. The TDR program is based on the free market system. If someone uses this program for the purpose of property speculation, this program can lead to disorderly development or high-density development in semi-agricultural areas.

The successful operation of TDR programs comes from the citizens' capacity and the local government officials' exact understanding of this program (Suh, Park, and Cheong 2000). In addition, physical environment where developable land is available is another condition of the success of TDR programs. Therefore, it may useful to turn to British planning permit system, because this system has developed in the densely populated countries, and because greenbelt system came from the U.K.

Under the 1947 Town and Country Planning Act development rights and their associated values were nationalized in Britain. If someone wants to develop land, he/she must receive the development permit from the local government. If the permission were refused, no compensation would be paid. The permit system in the UK, however, has developed in different legal traditions from those of Korea. The British legal system is based on case law but not the codified law on

which Korean law is based. Thus, the UK has the planning system that emphasizes flexibility and political discretion in decision-making (TCPA 1999). In this context, local authorities have the power to grant permission to developers.

From the above consideration, Korea may need to seek another alternative to those of the above alternatives. The separation of development rights from land ownership is a new concept in Korea. Under the physical condition where land is densely populated, it may better to nationalize development rights taken from a bundle of property rights. However, the radical change will bring about the degradation of land prices and cause the instability of the land market.

One of the methods is that Korea adopts the eclectic system such as *development permit bylaw* while minimizing instability of the land market: the incremental transfer away from zoning to permitting that is implemented in Ontario Canada; that is, "permit zones" could be defined and designated within the plans (TCPA 1999). According to this system, within the permit zone, a development permit could be granted provided that certain conditions defined by the law are satisfied with the application. Through the transition, the development permit would replace the existing administrative procedure and the existing zoning system (TCPA 1999).

However, this paper does not deal with the case of "permit zones" implemented in Ontario Canada in depth. This paper just suggests that the separation of development rights from land ownership should be introduced to the present land use planning in Korea, and that more stringent and elaborate regulations should be implemented because the land is densely populated. Further research is necessary to introduce the program of the separation of development rights from land ownership. The idea of "permit zone" is one of the alternatives to be reviewed.

In addition, the techniques of public participation in land use planning are necessary for the successful planning policy. The pressure of the RDZ Policy Reform came from the absence of consensus building when RDZs were designated. Public participation in each planning stage is necessary for the success of alternative policies. In addition, Myungrae Cho suggests the national trust movement for the preservation of greenbelts (interview 2000). For the purchase of land, it may be helpful to use such programs to share the financial burden. This movement will also broaden the space in civil society for establishing development permit system in Korea.

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<sup>23</sup> It seems that the discussion about the separation of development rights from land ownership, especially TDRs, started in the late 1970s as John Bae introduced them in the magazine *Urban Affairs* Feb. 1978 (Suh, Park, and Cheong 2000).



## 5 Conclusion

In 1971, the RDZ policy was introduced in Korea to prevent conurbation between cities and the disorderly development of cities. However, because it ignored individual property rights, there has been political pressure from landowners and developers until recently. In the 1990s, environmental protection has been an important social issue as the quality of life has been improved with the economic growth, and therefore, greenbelt has become the ecologically important place. In addition, the growth of middle class and civil society since the mid-1980s brought about the democratization of political systems, and most citizens began to express their opinions and demand their civil rights that were ignored under the authoritarian government. In this situation, president Kim Dae Jung promised to reform the existing greenbelt policy.

In reforming the RDZ Policy, property rights collided with the public interests of environmental protection in the late 1990s. Therefore, the RDZ Policy Reform had to address the conflict between environment-friendly land use planning and property rights. Because of the growth of the civil society and NGOs, the power of authoritarian government has become relatively weak, and therefore, various interest groups who have begun to exercise their influence have seized upon this weakness. In this context, central government has initiated a collaborative process of the RDZ policy reform.

This paper introduces the principles of sustainable development, property rights, and public participation to analyze the RDZ Policy Reform.

The concept of sustainable development has developed through the long-term discussion of humanity around world, and also has an influence on various fields such as policy and planning, law, science, design, economics, philosophy, history, ethics, political science. In the field of planning, the concept of sustainable development can include five principles: for environmental protection 1) protection of natural environment and 2) minimal use of nonrenewable resources and reduction of waste outputs, for economic growth 3) place-based economic vitality and diversity and 4) satisfaction of basic human needs, and for social justice (equity) 5) social equity (intragenerational equity) and intergenerational equity.

According to John Locke, property rights are defined in terms of the mixture of one's labor with land and other things. Also the exercise of property rights should not destroy the environment. Based on John Rawls's theory, the income from property rights should be arranged so as to maximize benefits to the least-advantaged groups in society.

Public participation should be a procedure of making norms, which obtain democratic legitimacy and can be articulated by discourse ethics, an alternative to resolve social conflicts in civil society, and a collaborative process of trust building and consensus building among stakeholders through effective participation techniques.

The idea of sustainable development accompanies public participation to resolve conflicts between stakeholders. Therefore, the principles of sustainable development should be combined with negotiating skills to resolve conflicts. Simultaneously, during public participation, stakeholders in accordance with their social context can develop the concept of sustainable development so that they can change from contradictory relationships among different interests to harmonious ones. In making new norms for the harmonious relationships, the state also needs public participation to embrace various interests as many as possible. Thus, during the process of public participation, stakeholders make the new norms of the relationship between the state and civil society that is different from that of the current relationship mediated by civil rights on the basis of property rights.

The reformed RDZ Policy is somewhat successful because it resolves the problem of the exercise of property rights to some extent, and because it partially achieves *social equity*, *intragenerational equity* by releasing a portion of land from greenbelts.

However, neither did it resolve equity problems in areas where RDZ is maintained, nor did it fully consider the environmental problems. In this respect, the reformed policy fail to achieve the principles of sustainable development - *the protection of natural environment and basic human needs such as healthy social environment* for the public.

It is still difficult to determine which policies - relaxation of greenbelt or enforcement of land use regulations - are economically beneficial as a whole because there is not enough evidence about the economic benefits with or without greenbelts. Therefore, further research is necessary for the evaluation of *place-based economic vitality and diversity* in greenbelts.

Central government and environmental groups recognized that long-term and comprehensive national land use planning had to be prepared before the RDZ Policy Reform. At least, they reached the consensus of the holistic approach to national land use planning through the RDZ Policy Reform.

From the framework of Arnstein's *Ladder of Citizen Participation*, the level of public participation during the process of the RDZ Policy Reform belongs to the second category *tokenism* that allows participants to hear and have a voice, but they do not have power to influence agency decisions. In this category, central government is still an authoritarian entity instead of interpretive mediators

The collaborative process through public participation failed to reach an agreement. This failure is related to the relationship between the state and civil society. While modern states in the West are the product of negotiation between the bourgeoisie and the absolutist monarchy, Korea mixed the colonial systems and Western systems to establish central government and legal systems. In this situation, as property rights are important for the freedom of the individual from the state and other persons in the West, to strengthen property rights is one of the important means to pursue civil rights and complete the modern state in Korea. However, environmental protection is another important right for the public welfare in Korea. That is, Korean society confronts the situation in which it should simultaneously resolve two issues: the modern and the post-modern problems.

Participatory democracy could be an important concept to resolve the conflicts between the modern and the post-modern problems; that is, public participation should be a procedure of making new norms. Central government need to pay attention to the fact that genuine democracy comes from the grassroots. Korean society should develop the techniques for collaborative process from within. In addition, democratic cultures should be diffused in every day life.

Fortunately, the process of RDZ Policy Reform became an opportunity to pave the way for the integrated national land management, and the partnership between the public and the private. From September 2000 on, it seems that the participants in the RDZ Policy Reform enter into a new relationship between the state and civil society.

After the debate about the greenbelt policy reform, many scholars talk about environmentally friendly land use planning. They think of the separation of development rights from land ownership as a tool of the environmentally friendly land use planning. The separation of development rights from land ownership is a new concept in Korea. There are several models for separating development rights from land ownership: the U.S. TDR program, the British planning permission system, and others. These systems have developed in their social and physical contexts, and one system influenced another. No systems are perfectly suitable to Korean contexts. Korea is densely populated, and therefore, it may better to nationalize

development rights taken from a bundle of property rights. However, the radical change will bring about the degradation of land prices and cause the instability of the land market.

Therefore, eclectic systems may be necessary in Korean contexts. That is, Korea could adopt the eclectic system such as *development permit bylaw* to minimize instability of the land market: the incremental transfer away from zoning to permitting that is implemented in Ontario Canada. However, further research is necessary in adopting the program of the separation of development rights from land ownership. Additionally, the public participation in land use planning is necessary for the successful planning policy.

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## **Acts**

National Land Use and Control Act of 2000

Planning Policy Guidance Notes 1

Planning Policy Guidance Notes 2

Special Act for Reformed Restricted Development Zoning Designation and Control of 1999

The 1990 Town and Country Planning Act

The Constitution of The Republic of Korea of 1987

Urban Planning Act of 1997

## **Web Sites**

British Department of the Environment, Transport and Regions: <http://www.detr.gov.uk/>



Citizen's Movement for Environmental Justice: <http://www.ecojustice.or.kr/>

Green Korea United: <http://www.greenkorea.org/>

Korea Federation for Environmental Movement: <http://www.kfem.or.kr/>

Korea sustainable Development Network: <http://www.ksdn.or.kr/>

Korean Ministry of Construction and Transportation: <http://www.moct.go.kr/>

## **APPENDIX 1**

# The Email Interview Result

## Part 1. RDZ Policy Reform

1 First, the MOCT decided to completely remove the RDZs of 7 mid-sized city areas- Chunchon, Chungju, Chonju, Yeosoo, Chinju, Tongyoung, and Cheju-where urban growth was minimal. Second, the MOCT also decide to partially relax the RDZs of the metropolitan areas-Seoul, Busan, Daegu, Kwangju, Daejon, Ulsan, and Masan·Changwon·Jinhae metropolitan areas. Through the environmental assessment, the 1st and 2nd grade districts of metropolitan areas are preserved, the 4th and 5th grade districts are relaxed, and 3rd grade districts can be relaxed according to the metropolitan urban planning. Including these two reformed policy, I want to know your opinion about the RDZ Policy reformed as a whole.

1.1. Would you say you are satisfied, somewhat satisfied, or not satisfied with this reformed policy? Please type the number. Number \_\_\_\_\_

- 1) I (or my organization) am satisfied.
- 2) I (or my organization) am somewhat satisfied.
- 3) I (or my organization) am not satisfied.

1.2. Please explain your reason why you are satisfied, somewhat satisfied, or not satisfied.

Satisfaction or Dissatisfaction	Reasons for satisfaction or dissatisfaction
Proponents of the reformed policy Somewhat satisfied	
<ul style="list-style-type: none"> <li>▪ Yeom, Hyungmin: Korea Research Institute for Human Settlements (KRIHS)</li> </ul>	<ul style="list-style-type: none"> <li>▪ The complement of the unclear principles to designate RDZ through the reformed policy</li> </ul>
<ul style="list-style-type: none"> <li>▪ Yoon, Seokgyu: Office of the President Republic of Korea (PRK)</li> </ul>	<ul style="list-style-type: none"> <li>▪ The eco-fascism of the existing RDZ Policy which restricts the exercise of property rights</li> <li>▪ The imbalance of open space between inside and outside greenbelts</li> <li>▪ The current preference of citizens for low density development</li> </ul>
Dissatisfied with some parts, but satisfied as a whole	
<ul style="list-style-type: none"> <li>▪ Cheong, Jongbae: Vice president of the Council of the RDZ Residents</li> </ul>	<ul style="list-style-type: none"> <li>▪ No reflection of the result of environmental assessment</li> </ul>
Opponents of the reformed policy Dissatisfied	
<ul style="list-style-type: none"> <li>▪ Cho, Myungraе: Dankook University</li> </ul>	<ul style="list-style-type: none"> <li>▪ The arbitrariness of the designation of 7 mid-sized cities for the complete removal</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kwon, Yongwoo: Sungshin Women's university</li> </ul>	<ul style="list-style-type: none"> <li>▪ The lack of objectiveness in the contents of environmental assessment</li> <li>▪ No criteria for urbanization assessment</li> </ul>
<ul style="list-style-type: none"> <li>▪ Seo, Wangjin: Citizen's Movement for Environmental Justice (CMEJ)</li> </ul>	<ul style="list-style-type: none"> <li>▪ The lack of the thorough field investigation</li> <li>▪ The devaluation of the importance of current greenbelts</li> </ul>

▪ Kim, Hyeae: Green Korea	▪ The Irresponsibility of central government
▪ Park, Heungchul: Seoul YMCA	▪ Seeking for political decision instead of consensus building

1.3. Please evaluate the reformed policy as a whole on the basis of your above position.

Proponents	Evaluation of the reformed policy
▪ Yoon, Seokgyu: Office of the President Republic of Korea (PRK)	▪ He is somewhat satisfied; before the relaxation of land from greenbelts, central government must establish metropolitan regional planning policy because there will a possibility that the devolution of power to local government causes disorderly development.
▪ Yeom, Hyungmin: Korea Research Institute for Human Settlements (KRIHS)	▪ He is satisfied with the entire framework of the reformed policy. However, he is not satisfied with the policy in detail.
▪ Cheong, Jongbae: Vice president of the Council of the RDZ Residents	▪ No response
Opponents	Evaluation of the reformed policy
▪ Cho, Myungraе: Dankook University	▪ Greenbelts in mid-sized cities should be maintained. Instead it would better to resolve RDZ residents' problem.
▪ Kwon, Yongwoo: Sungshin Women's university	▪ He suggests several alternatives: the thorough investigation of greenbelts, land suitability assessments, the establishment of development principles, more precise policies for sustainable development, comprehensive planning, and greenbelt management institutions.
▪ Seo, Wangjin: Citizen's Movement for Environmental Justice (CMEJ)	▪ The reformed policy focuses on the performance of the president promise and the resolution of RDZ residents' demands. There are no principles for the relaxation of land from greenbelts.
▪ Kim, Hyeae: Green Korea	▪ There should be the fundamental reformation of land for the environmentally friendly land use planning before the RDZ Policy Reform.
▪ Park, Heungchul: Seoul YMCA	▪ The reformed policy ignores the environmental degradation in greenbelts. Local governments are usually willing to develop land for their tax revenue and residents' property rights.

2 The MOCT has a plan to implement the RDZ Policy reformed in 2002.

2.1. When is the appropriate time for the implementation of this policy?

- Number \_\_\_\_\_
- 1) Within 1 year (before 2002)
  - 2) Within 5 years (before 2006)
  - 3) Within 10 years (before 2011)
  - 4) After 10 years (after 2011)

2.2. Which policy is necessary for this implementation?

Within 1 year	The prerequisite for the implementation
<ul style="list-style-type: none"> <li>Cheong, Jongbae: Vice president of the Council of the RDZ Residents</li> </ul>	<ul style="list-style-type: none"> <li>RDZ residents want to implement the reformed policy as soon as possible.</li> </ul>
Within 5 years	
<ul style="list-style-type: none"> <li>Yoon, Seokgyu: Office of the President Republic of Korea (PRK)</li> </ul>	<ul style="list-style-type: none"> <li>Before the relaxation of land from greenbelts, central government must establish metropolitan regional planning policy, and there must be consensus building among stakeholders.</li> </ul>
<ul style="list-style-type: none"> <li>Yeom, Hyungmin: Korea Research Institute for Human Settlements (KRIHS)</li> </ul>	<ul style="list-style-type: none"> <li>The appropriate time for the implementation vary from city to city. Therefore, the reformed policy cannot be applied to each city uniformly.</li> </ul>
<ul style="list-style-type: none"> <li>Kwon, Yongwoo: Sungshin Women's university</li> </ul>	<ul style="list-style-type: none"> <li>There should be the consensus building among people.</li> </ul>
Within 10 years	
<ul style="list-style-type: none"> <li>Cho, Myungrae: Dankook University</li> </ul>	<ul style="list-style-type: none"> <li>In British cases, it usually takes 10 years to adjust greenbelt boundaries. We also need enough time to review existing conditions and reflect stakeholders' opinions.</li> </ul>
<ul style="list-style-type: none"> <li>Kim, Hyeae: Green Korea</li> </ul>	<ul style="list-style-type: none"> <li>We need following policies: alternatives to disorderly development, mid and long-term land use planning, and more stringent land use regulations.</li> </ul>
After 10 years	
<ul style="list-style-type: none"> <li>Seo, Wangjin: Citizen's Movement for Environmental Justice (CMEJ)</li> </ul>	<ul style="list-style-type: none"> <li>Local government should have the power to select partial or complete removal of greenbelts.</li> <li>City planners, NGOs, and residents should participate in metropolitan regional planning.</li> </ul>
<ul style="list-style-type: none"> <li>Park, Heungchul: Seoul YMCA</li> </ul>	<ul style="list-style-type: none"> <li>There should be comprehensive plans including greenbelts from the perspective of sustainable development before the greenbelt boundary adjustment.</li> </ul>

3 The debate on the greenbelt issue leads to the proposal for long-term policy direction about land use system. Please say your opinion on the direction of long-term policy.

Proponents	The direction of long-term land use planning
<ul style="list-style-type: none"> <li>Yoon, Seokgyu: Office of the President Republic of Korea (PRK)</li> </ul>	<ul style="list-style-type: none"> <li>We need different perspectives on land use planning. In Korea, mountains occupy 70% of the territory. Therefore, we need to development the land in mountains where we can reside.</li> </ul>
<ul style="list-style-type: none"> <li>Yeom, Hyungmin: Korea Research Institute for Human Settlements (KRIHS)</li> </ul>	<ul style="list-style-type: none"> <li>Development rights should be separated from land ownership.</li> <li>We should establish the principles of land use planning that are suitable to Korean contexts. However, we need to implement more stringent regulations. In addition, there should be the compensation for the loss of property values.</li> </ul>
<ul style="list-style-type: none"> <li>Cheong, Jongbae: Vice president of the Council of the RDZ Residents</li> </ul>	<ul style="list-style-type: none"> <li>In greenbelt areas, apartments and 660m<sup>2</sup> per lot should be allowed. In addition, environmentally friendly land use planning can be implemented.</li> </ul>
Opponents	The direction of long-term land use planning

<ul style="list-style-type: none"> <li>▪ Cho, Myungrae: Dankook University</li> </ul>	<ul style="list-style-type: none"> <li>▪ We need to develop policies that reflect land use planning for public interests.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kwon, Yongwoo: Sungshin Women's university</li> </ul>	<ul style="list-style-type: none"> <li>▪ Planning permission, TDRs, and the connectivity of urban infrastructures should precede the greenbelt policy reform.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Seo, Wangjin: Citizen's Movement for Environmental Justice (CMEJ)</li> </ul>	<ul style="list-style-type: none"> <li>▪ We need to conform to the planning-and-development principle in order to prevent disorderly development.</li> <li>▪ We should separate development rights from land ownership, and collect development gain</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kim, Hyeae: Green Korea</li> </ul>	<ul style="list-style-type: none"> <li>▪ We need to change zoning systems to planning permit systems.</li> <li>▪ The rights of the ministry of environment should be enforced.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Park, Heungchul: Seoul YMCA</li> </ul>	<ul style="list-style-type: none"> <li>▪ Land use planning should not be considered from political decision. Instead it should be considered from the perspectives of quality of life.</li> <li>▪ In this sense, we need to think about public interests in land use planning.</li> </ul>

## Part 2. The RDZ Policy Reform Process

- 4 There have been a series of processes for public participation since 1998-the constitution of the Committee on RDZ Policy Reform, public hearings in the 12 cities, the evaluation of the Draft Report of the Committee on RDZ Policy Reform by The Town and Country Planning Association (TCPA) of the U.K., several meetings between the MOCT and environmental organizations including urban planning scholars.

4.1. How would you say about the process of public participation in RDZ Policy Reform?

Number \_\_\_\_\_

- 1) I (or my organization) am satisfied.
- 2) I (or my organization) am somewhat satisfied.
- 3) I (or my organization) am not satisfied.

4.2. Please explain your reason why you are satisfied, somewhat satisfied, or not satisfied.

Proponents (somewhat satisfied)	Reason for the answer
<ul style="list-style-type: none"> <li>▪ Yoon, Seokgyu: Office of the President Republic of Korea (PRK)</li> </ul>	<ul style="list-style-type: none"> <li>▪ The central government made an effort to reach a consensus.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Yeom, Hyungmin: Korea Research Institute for Human Settlements (KRIHS)</li> </ul>	<ul style="list-style-type: none"> <li>▪ It was the first time to follow the participatory process for consensus building. However, in each stage, central government had some problems.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Cheong, Jongbae: Vice president of the Council of the RDZ Residents</li> </ul>	<ul style="list-style-type: none"> <li>▪ The RDZ Policy Reform followed the participatory process.</li> </ul>
Opponents (dissatisfied)	Reason for the answer
<ul style="list-style-type: none"> <li>▪ Cho, Myungrae: Dankook University</li> </ul>	<ul style="list-style-type: none"> <li>▪ The MOCT already decided the alternative policy within its organization.</li> </ul>

<ul style="list-style-type: none"> <li>▪ Kwon, Yongwoo: Sungshin Women's university</li> </ul>	<ul style="list-style-type: none"> <li>▪ RDZ residents physically interrupted the public hearings. In this situation, the MOCT passed its proposal.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Seo, Wangjin: Citizen's Movement for Environmental Justice (CMEJ)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Most members in the Committee on RDZ Policy Reform consisted of those who support the policy reform: 2 opponents (representatives from environmental groups) and 21 proponents.</li> <li>▪ The decision was made in the unilateral direction due to the physical force of RDZ residents.</li> <li>▪ The MOCT differently interpreted the evaluation of the Draft Report of the Committee on the RDZ Policy Reform by the TCPA.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kim, Hyeae: Green Korea</li> </ul>	<ul style="list-style-type: none"> <li>▪ Most members in the Committee on RDZ Policy Reform insisted on their positions.</li> <li>▪ The MOCT already decided its reformed policy and only used the committee for its purpose.</li> <li>▪ The MOCT also used the evaluation of the Draft Report of the Committee on RDZ Policy Reform by the TCPA for its legitimacy.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Park, Heungchul: Seoul YMCA</li> </ul>	<ul style="list-style-type: none"> <li>▪ The MOCT already decided to reform the existing greenbelt policy and adjust the boundaries.</li> </ul>

5 When the MOCT stated to reform the RDZ Policy, your organization would have goals for the RDZ Policy Reform in accordance with your position. Would you say your organization's original goal for it, the strategy to achieve your goal, and the bottom line to reach a compromise?

Proponents	Each organization's goal and strategy
<ul style="list-style-type: none"> <li>▪ Yoon, Seokgyu: Office of the President Republic of Korea (PRK)</li> </ul>	<ul style="list-style-type: none"> <li>▪ He said that he had different opinions from environmental organizations because they blindly accept only one direction and because they did not allow free discussions.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Yeom, Hyungmin: Korea Research Institute for Human Settlements (KRIHS)</li> </ul>	<ul style="list-style-type: none"> <li>▪ The designation of RDZ belongs to urban planning field, but the implementation should be determined in terms of each social context.</li> <li>▪ We need to consider that the current function of RDZ is different from the past.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Cheong, Jongbae: Vice president of the Council of the RDZ Residents</li> </ul>	<ul style="list-style-type: none"> <li>▪ The RDZ Policy Reform must focus on RDZ residents because they have not been able to exercise their property rights.</li> </ul>
Opponents	Each organization's goal and strategy
<ul style="list-style-type: none"> <li>▪ Cho, Myungrae: Dankook University</li> </ul>	<ul style="list-style-type: none"> <li>▪ He wanted to find out alternatives that were practical and environmentally sound, integrating development with conservation and compromising governmental and citizens' interests.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kwon, Yongwoo: Sungshin Women's university</li> </ul>	<ul style="list-style-type: none"> <li>▪ He wanted to deal with the RDZ Policy Reform on the basis of public discussion and consensus building.</li> </ul>

<ul style="list-style-type: none"> <li>▪ Seo, Wangjin: Citizen's Movement for Environmental Justice (CMEJ)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Goals: Maintaining the basic framework of existing greenbelts, The relaxation of regulations and compensation for RDZ residents, and Improvement of the unreasonable situations.</li> <li>▪ Strategies: Strong struggles by establishing National Action for Greenbelts, and meeting with the MOCT</li> <li>▪ Negotiation: No complete removal, Greenbelt boundary adjustment on the basis of environment assessment and urbanization assessment, and Involvement of the ministry of environment in urban planning.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kim, Hyeae: Green Korea</li> </ul>	<ul style="list-style-type: none"> <li>▪ Without the fundamental change of philosophy about national territory plan, any land use planning policies were not acceptable.</li> <li>▪ More precise investigations had to precede the RDZ Policy Reform.</li> <li>▪ For the comprehensive discussions, environmental groups used the following methods: demonstrations, forums, public relations, and the activity in the Committee on the RDZ Policy Reform.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Park, Heungchul: Seoul YMCA</li> </ul>	<ul style="list-style-type: none"> <li>▪ The new evaluation of existing greenbelt policy through public discussions.</li> <li>▪ It was possible to partially adjust greenbelt boundaries that were unreasonable.</li> <li>▪ NGOs took actions because central government dealt with the RDZ Policy Reform for achieving its political goals.</li> </ul>

### Part 3. Other questions

6 Please write your opinion about the function of "greenbelt" which was established in 1971

Proponents	Function of greenbelt
<ul style="list-style-type: none"> <li>▪ Yoon, Seokgyu: Office of the President Republic of Korea (PRK)</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>
<ul style="list-style-type: none"> <li>▪ Yeom, Hyungmin: Korea Research Institute for Human Settlements (KRIHS)</li> </ul>	<ul style="list-style-type: none"> <li>▪ RDZs yielded various functions because they insured open spaces in suburban areas and were not used for development demands.</li> <li>▪ RDZs are the place in which environmental damages can be reduced and biological process of self-renewal can be maintained, and the place in which new demands such as non-construction demands can be supplemented.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Cheong, Jongbae: Vice president of the Council of the RDZ Residents</li> </ul>	<ul style="list-style-type: none"> <li>▪ RDZs prevented contain the disorderly growth of cities. However, the functions were different from what central government expected, because there were unreasonable problems.</li> </ul>



Opponents	Function of greenbelt
<ul style="list-style-type: none"> <li>▪ Cho, Myungrae: Dankook University</li> </ul>	<ul style="list-style-type: none"> <li>▪ Greenbelts performed the practical and symbolic functions for the public interests of land under the private ownership of land.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kwon, Yongwoo: Sungshin Women's university</li> </ul>	<ul style="list-style-type: none"> <li>▪ Greenbelts have been preserved for next generations. However, there were no discussions of how to reasonably manage them. There should be public discussions about them.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Seo, Wangjin: Citizen's Movement for Environmental Justice (CMEJ)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Functions: Greenbelts prevented of the disorderly growth of cities, They secured green open space in urban areas. They were the natural resources for next generations.</li> <li>▪ The changed functions: Citizens regard greenbelts as green open space.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kim, Hyeae: Green Korea</li> </ul>	<ul style="list-style-type: none"> <li>▪ Greenbelt prevented the disorderly growth of cities.</li> <li>▪ Now greenbelts are the place for maintaining clean air, and the natural resources for next generations.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Park, Heungchul: Seoul YMCA</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>

7 There might be merits and demerits of the greenbelt policy. Perhaps, these merits and demerits have changed since 1971. These merits and demerits can be considered from the various contexts such as social, economic, and environmental contexts.

7.1. If you think that there are merits, would you say them?

7.2. If you think that there are demerits, would you say them?

Opponents of the reformed policy	Proponents of the reformed policy
Cho, Myungrae, Kwon, yongwoo, CMEJ, Green Korea, and Seoul YMCA	KRIHS, PRK, and RDZ Residents
Positive <ul style="list-style-type: none"> <li>▪ Prevention of open space from urban growth and disorderly development</li> <li>▪ Conservation of natural resources for next generation</li> <li>▪ Management of land as public property</li> <li>▪ Prevention of conurbation</li> <li>▪ Prevention of population overcrowding</li> </ul>	Positive <ul style="list-style-type: none"> <li>▪ Prevention of open space from urban growth and disorderly development</li> <li>▪ Protection of public interests and public property</li> </ul>
Negative <ul style="list-style-type: none"> <li>▪ Possibility of the exploitation of greenbelts by speculation and development</li> <li>▪ Restriction of the exercise of property rights</li> <li>▪ Imbalance of land prices between inside and outside greenbelts</li> <li>▪ Prevention of efficient land use planning</li> </ul>	Negative <ul style="list-style-type: none"> <li>▪ Infringement of property rights</li> <li>▪ Inequality of land prices</li> <li>▪ Cause of high-density development in metropolitan regions outside greenbelts</li> <li>▪ Cause of disorderly development outside greenbelts</li> <li>▪ Authoritarian operation of greenbelt policy</li> </ul>

8 The evaluation of the RDZ Policy Reform provided by MOCT.

8.1. The four Korean research institutions worked together to conduct the environmental assessment (elevation, grade, suitability for agriculture and forestry, water quality, and vegetation). Do you agree that the items of the environmental assessment were relevant? Or not? Would you explain your reason?

Proponents	Opinions on environmental assessment
<ul style="list-style-type: none"> <li>▪ Yoon, Seokgyu: Office of the President Republic of Korea (PRK)</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>
<ul style="list-style-type: none"> <li>▪ Yeom, Hyungmin: Korea Research Institute for Human Settlements (KRIHS)</li> </ul>	<ul style="list-style-type: none"> <li>▪ He agrees with the result of the environmental assessment.</li> <li>▪ This assessment is the second best and scientific methodology for evaluating land preservation values.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Cheong, Jongbae: Vice president of the Council of the RDZ Residents</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>
Opponents	Opinions on environmental assessment
<ul style="list-style-type: none"> <li>▪ Cho, Myungrae: Dankook University</li> </ul>	<ul style="list-style-type: none"> <li>▪ He disagrees with the result of the environmental assessment because the assessment indicators were prepared for the already fixed policy.</li> <li>▪ Greenbelt boundary adjustment should be based on more comprehensive land assessment.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kwon, Yongwoo: Sungshin Women's university</li> </ul>	<ul style="list-style-type: none"> <li>▪ The assessment indicators are so simple that central government can release land from greenbelts without enough environmental assessment.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Seo, Wangjin: Citizen's Movement for Environmental Justice (CMEJ)</li> </ul>	<ul style="list-style-type: none"> <li>▪ The criteria of setting the assessment indicators were arbitrary and capricious.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kim, Hyeae: Green Korea</li> </ul>	<ul style="list-style-type: none"> <li>▪ She disagrees with the result of the environmental assessment.</li> <li>▪ Central government only considered environmental assessment. It did not consider conurbations, air and water quality, and the amount of transportation.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Park, Heungchul: Seoul YMCA</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>

8.2. The MOCT also decided to establish the management plan for the relaxed areas: the construction of environmentally friendly city, the collection of development gain, and the improvement of the poor residential area. What is your opinion on this proposal? Do you agree or disagree? Would you explain your reason?

Proponents	Opinions on the management plan
<ul style="list-style-type: none"> <li>▪ Yoon, Seokgyu: Office of the President Republic of Korea (PRK)</li> </ul>	<ul style="list-style-type: none"> <li>▪ He agrees with the plan.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Yeom, Hyungmin: Korea Research Institute for Human Settlements (KRIHS)</li> </ul>	<ul style="list-style-type: none"> <li>▪ He agrees with the plan for managing partially relaxed areas. However, he insists on preparing various methods for the implementation of the plan.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Cheong, Jongbae: Vice president of the Council of the RDZ Residents</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>

Opponents	Opinions on the management plan
<ul style="list-style-type: none"> <li>▪ Cho, Myungrae: Dankook University</li> </ul>	<ul style="list-style-type: none"> <li>▪ He disagrees with the plan.</li> <li>▪ The comprehensive urban planning should be established. The individual plans for the control is not enough.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kwon, Yongwoo: Sungshin Women's university</li> </ul>	<ul style="list-style-type: none"> <li>▪ He agrees with the plan provided that environmentally sound and sustainable development is implemented.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Seo, Wangjin: Citizen's Movement for Environmental Justice (CMEJ)</li> </ul>	<ul style="list-style-type: none"> <li>▪ He disagrees with the plan because there will be irregular development in the relaxed areas.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kim, Hyeae: Green Korea</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>
<ul style="list-style-type: none"> <li>▪ Park, Heungchul: Seoul YMCA</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>

8.3. Would you say your opinion about the management plan for the areas where RDZ will be maintained: perfect conservation, support to RDZ residents, land purchase claim and so on?

Proponents	Opinions on the management plan
<ul style="list-style-type: none"> <li>▪ Yoon, Seokgyu: Office of the President Republic of Korea (PRK)</li> </ul>	<ul style="list-style-type: none"> <li>▪ He disagrees with the plan because public facilities such as youth camp for profit gain should be permitted.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Yeom, Hyungmin: Korea Research Institute for Human Settlements (KRIHS)</li> </ul>	<ul style="list-style-type: none"> <li>▪ He agrees with the plan. However, the plan needs practical policy instead of land purchase claim, considering equity issue.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Cheong, Jongbae: Vice president of the Council of the RDZ Residents</li> </ul>	<ul style="list-style-type: none"> <li>▪ He agrees with thorough preservation of the environment in greenbelts.</li> <li>▪ However, low-density development where environment-friendly development should be permissible, and the prices of land purchase must be based on market price.</li> </ul>
Opponents	Opinions on the management plan
<ul style="list-style-type: none"> <li>▪ Cho, Myungrae: Dankook University</li> </ul>	<ul style="list-style-type: none"> <li>▪ He disagrees with the plan.</li> <li>▪ He suggests land purchase and the nationalization of land in greenbelt based on the consensus of citizens.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kwon, Yongwoo: Sungshin Women's university</li> </ul>	<ul style="list-style-type: none"> <li>▪ Residents' property rights must be protected.</li> <li>▪ The environment in greenbelts should be preserved thoroughly.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Seo, Wangjin: Citizen's Movement for Environmental Justice (CMEJ)</li> </ul>	<ul style="list-style-type: none"> <li>▪ He disagrees with the plan because there is actual difficulty of land purchase claim due to the absence of fund policy</li> <li>▪ Development rights should be separated from property rights.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kim, Hyeae: Green Korea</li> </ul>	<ul style="list-style-type: none"> <li>▪ She suggests the nationalization of land in greenbelts and the creation of environmental tax for this</li> </ul>
<ul style="list-style-type: none"> <li>▪ Park, Heungchul: Seoul YMCA</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>

- 9 Do you think that there were problems in enacting the greenbelt policy act in 1971? If you think so, would you say the problems?

Proponents	Problems in enacting the greenbelt policy act
<ul style="list-style-type: none"> <li>▪ Yoon, Seokgyu: Office of the President Republic of Korea (PRK)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Eco-fascism</li> </ul>
<ul style="list-style-type: none"> <li>▪ Yeom, Hyungmin: Korea Research Institute for Human Settlements (KRIHS)</li> </ul>	<ul style="list-style-type: none"> <li>▪ There was no problem in 1971. From the current viewpoints, we just postulate that there were problems in enacting the law in 1971.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Cheong, Jongbae: Vice president of the Council of the RDZ Residents</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>
Opponents	Problems in enacting the greenbelt policy act
<ul style="list-style-type: none"> <li>▪ Cho, Myungrae: Dankook University</li> </ul>	<ul style="list-style-type: none"> <li>▪ There was no enough preparation for the designation of greenbelt boundaries.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kwon, Yongwoo: Sungshin Women's university</li> </ul>	<ul style="list-style-type: none"> <li>▪ There was no field survey for the designation of greenbelts. Thus, many RDZ residents suffered from the policy.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Seo, Wangjin: Citizen's Movement for Environmental Justice (CMEJ)</li> </ul>	<ul style="list-style-type: none"> <li>▪ The unreasonable designation of greenbelts</li> <li>▪ The disparity between inside and outside greenbelts</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kim, Hyeae: Green Korea</li> </ul>	<ul style="list-style-type: none"> <li>▪ There was neither consensus building nor information sharing.</li> <li>▪ There was no field survey.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Park, Heungchul: Seoul YMCA</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>

- 10 There are two opinions. One is that the RDZ Policy Reform should be implemented because this is the election pledge of the President. The other is that the RDZ issue should be separated from the election pledge because this issue connected with the whole land use system in Korea. Would you say your position on these opinions and your reason for your position?

Proponents	Opinions about the performance of the election pledge
<ul style="list-style-type: none"> <li>▪ Yoon, Seokgyu: Office of the President Republic of Korea (PRK)</li> </ul>	<ul style="list-style-type: none"> <li>▪ The RDZ Policy Reform should be reviewed from the perspective of the legitimacy of a policy instead of the election pledge.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Yeom, Hyungmin: Korea Research Institute for Human Settlements (KRIHS)</li> </ul>	<ul style="list-style-type: none"> <li>▪ The greenbelt policy can only be reformed by the will of the current president because it was initiated by the will of previous presidents; that is, political resolution is more effective than consensus building in civil society.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Cheong, Jongbae: Vice president of the Council of the RDZ Residents</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>
Opponents	Opinions about the performance of the election pledge
<ul style="list-style-type: none"> <li>▪ Cho, Myungrae: Dankook University</li> </ul>	<ul style="list-style-type: none"> <li>▪ Central government reformed the RDZ because of the election pledge.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kwon, Yongwoo: Sungshin Women's university</li> </ul>	<ul style="list-style-type: none"> <li>▪ Land use planning is the long-term plan for 100 years. Thus, the RDZ Policy Reform is not suitable for the election pledge items.</li> </ul>

<ul style="list-style-type: none"> <li>▪ Seo, Wangjin: Citizen's Movement for Environmental Justice (CMEJ)</li> </ul>	<ul style="list-style-type: none"> <li>▪ The election pledge should be performed, but reasonable negotiations are necessary in fulfilling the promise after the election.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kim, Hyeae: Green Korea</li> </ul>	<ul style="list-style-type: none"> <li>▪ The only president will cannot determine national land use planning.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Park, Heungchul: Seoul YMCA</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>

11 There were the strong statements of environmental organization and the fast of their members against the RDZ Policy Reform, and the illegal occupation of meeting places by the residents who were excluded from the relaxation of RDZ after the announcement of the MOCT about RDZ Policy Reform in the summer of 1999.

11.1. Do you think that these ways to express an opinion were necessary or not?

Number \_\_\_\_\_

- 1) Necessary
- 2) Not necessary

11.2. Based on the above answer, would you explain your reason?

Proponents	Reason for their strong actions
<ul style="list-style-type: none"> <li>▪ Yoon, Seokgyu: Office of the President Republic of Korea (PRK)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Not necessary</li> <li>▪ There might be different opinion on the RDZ Policy Reform in civil society. The radical actions of NGOs brought about the resistance from RDZ residents.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Yeom, Hyungmin: Korea Research Institute for Human Settlements (KRIHS)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Necessary</li> <li>▪ The actions of RDZ residents are understandable because they consist of various groups.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Cheong, Jongbae: Vice president of the Council of the RDZ Residents</li> </ul>	<ul style="list-style-type: none"> <li>▪ Necessary</li> <li>▪ They took actions in order to recover the exercise of their property rights and improve their quality of life.</li> </ul>
Opponents	Reason for their strong actions
<ul style="list-style-type: none"> <li>▪ Cho, Myungrae: Dankook University</li> </ul>	<ul style="list-style-type: none"> <li>▪ Necessary</li> <li>▪ It was effective for NGOs to resist the central government instead of negotiation, because the MOCT already decided its policy.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kwon, Yongwoo: Sungshin Women's university</li> </ul>	<ul style="list-style-type: none"> <li>▪ Necessary</li> <li>▪ There was no way except the strong actions.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Seo, Wangjin: Citizen's Movement for Environmental Justice (CMEJ)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Necessary</li> <li>▪ NGOs could not avoid the strong actions because the MOCT already decide its policy.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kim, Hyeae: Green Korea</li> </ul>	<ul style="list-style-type: none"> <li>▪ Necessary</li> <li>▪ The central government did not select official procedures for the RDZ Policy Reform.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Park, Heungchul: Seoul YMCA</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>

11.3. If there were other ways instead of the above methods to achieve goals of each stakeholder, would you say about these ways?

Proponents	Alternatives to achieve goals of each stakeholder
<ul style="list-style-type: none"> <li>▪ Yoon, Seokgyu: Office of the President Republic of Korea (PRK)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Stakeholders needed the continuous discussion to build a consensus. They should have demanded the MOCT of the postponement of the final decision</li> </ul>
<ul style="list-style-type: none"> <li>▪ Yeom, Hyungmin: Korea Research Institute for Human Settlements (KRIHS)</li> </ul>	<ul style="list-style-type: none"> <li>▪ RDZ resident and NGOs should have reached an agreement.</li> <li>▪ The MOCT should have supported the consensus building.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Cheong, Jongbae: Vice president of the Council of the RDZ Residents</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>
Opponents	Alternatives to achieve goals of each stakeholder
<ul style="list-style-type: none"> <li>▪ Cho, Myungrae: Dankook University</li> </ul>	<ul style="list-style-type: none"> <li>▪ National Trust Movement</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kwon, Yongwoo: Sungshin Women's university</li> </ul>	<ul style="list-style-type: none"> <li>▪ NGOs tried to deliver their opinions within the system. In addition, they expressed their opinions through newspapers and forums.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Seo, Wangjin: Citizen's Movement for Environmental Justice (CMEJ)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Public meeting initiated by NGOs</li> <li>▪ The petition with one million signatures</li> <li>▪ National Trust Movement</li> <li>▪ A claim on the constitutionality of the reformed policy</li> </ul>
<ul style="list-style-type: none"> <li>▪ Kim, Hyeae: Green Korea</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>
<ul style="list-style-type: none"> <li>▪ Park, Heungchul: Seoul YMCA</li> </ul>	<ul style="list-style-type: none"> <li>▪ No response</li> </ul>

## **APPENDIX 2**

# E-mail Interview Questionnaires

## E-mail Interview for the Restricted Development Zone (RDZ: greenbelt) Policy Reform

My name is Hyunsoo Park, a second year graduate student of the Department of Urban Affairs and Planning, Virginia Tech.

In the summer of 1999, the Korean Ministry of Construction and Transportation (MOCT) announced the RDZ Policy reformed. Before and after the announcement, there were a lot of debates on the RDZ Policy Reform in the Korean society.

This email interview is prepared for the research, "Greenbelt Policy Reform and Public Participation in Korea." This research intends to evaluate the RDZ Policy reformed and the process of public participation in reforming the RDZ Policy.

The purpose of this email interview is to listen to various opinions about the RDZ Policy reformed and to understand the process of the debates in depth. The below questionnaire consists of close-ended and open-ended questions. Please complete this questionnaire precisely.

I appreciate your reply no later than on 28th, February 2001.

February 2001  
Hyunsoo Park

This questionnaire consists of 3 parts. I would appreciate it if you answer all the questions in Part 1, Part 2, and Part 3. However, if your time does not allow you to answer all questions, please answer the questions in Part 1 and Part 2. You can select some questions and answer them in Part 3. I hope that you take the position based on your institution or organization when you answer the below questions.

### Part 1. RDZ Policy Reform

1 First, the MOCT decided to completely remove the RDZs of 7 mid-sized city areas-Chunchon, Chungju, Chonju, Yeosoo, Chinju, Tongyoung, and Cheju-where urban growth was minimal. Second, the MOCT also decide to partially relax the RDZs of the metropolitan areas-Seoul, Busan, Daegu, Kwangju, Daejon, Ulsan, and Masan-Changwon·Jinhae metropolitan areas. Through the environmental assessment, the 1st and 2nd grade districts of metropolitan areas are preserved, the 4th and 5th grade districts are relaxed, and 3rd grade districts can be relaxed according to the metropolitan urban planning. Including these two reformed policy, I want to know your opinion about the RDZ Policy reformed as a whole.

- 1.1. Would you say you are satisfied, somewhat satisfied, or not satisfied with this reformed policy? Please type the number. Number \_\_\_\_\_
  - 1) I (or my organization) am satisfied.
  - 2) I (or my organization) am somewhat satisfied.
  - 3) I (or my organization) am not satisfied.
- 1.2. Please explain your reason why you are satisfied, somewhat satisfied, or not satisfied.



- 1.3. Please evaluate the reformed policy as a whole on the basis of your above position.
- 2 The MOCT has a plan to implement the RDZ Policy reformed in 2002.
- 2.3. When is the appropriate time for the implementation of this policy?  
 Number \_\_\_\_\_  
 1) Within 1 year (before 2002)  
 2) Within 5 years (before 2006)  
 3) Within 10 years (before 2011)  
 4) After 10 years (after 2011)
- 2.4. Which policy is necessary for this implementation?
- 3 The debate on the greenbelt issue leads to the proposal for long-term policy direction about land use system. Please say your opinion on the direction of long-term policy.

**Part 2. The RDZ Policy Reform Process**

- 4 There have been a series of processes for public participation since 1998-the constitution of the Committee on RDZ Policy Reform, public hearings in the 12 cities, the evaluation of the Draft Report of the Committee on RDZ Policy Reform by The Town and Country Planning Association (TCPA) of U.K., several meetings between the MOCT and environmental organizations including urban planning scholars.
- 4.3. How would you say about the process of public participation in RDZ Policy Reform?  
 Number \_\_\_\_\_  
 1) I (or my organization) am satisfied.  
 2) I (or my organization) am somewhat satisfied.  
 3) I (or my organization) am not satisfied.
- 4.4. Please explain your reason why you are satisfied, somewhat satisfied, or not satisfied.
- 5 When the MOCT stated to reform the RDZ Policy, your organization would have goals for the RDZ Policy Reform in accordance with your position. Would you say your organization's original goal for it, the strategy to achieve your goal, and the bottom line to reach a compromise?

**Part 3. Other questions**

- 6 Please write your opinion about the function of "greenbelt" which was established in 1971

- 7 There might be merits and demerits of the greenbelt policy. Perhaps, these merits and demerits have changed since 1971. These merits and demerits can be considered from the various contexts such as social, economic, and environmental contexts.
- 7.3. If you think that there are merits, would you say them?
- 7.4. If you think that there are demerits, would you say them?
- 8 The evaluation of the RDZ Policy Reform provided by MOCT.
- 8.4. The four Korean research institutions worked together to conduct the environmental assessment (elevation, grade, suitability for agriculture and forestry, water quality, and vegetation). Do you agree that the items of the environmental assessment were relevant? Or not? Would you explain your reason?
- 8.5. The MOCT also decided to establish the control planning for the relaxed areas: the construction of environmentally friendly city, the collection of development gain, and the improvement of the poor residential area. What is your opinion on this proposal? Do you agree or disagree? Would you explain your reason?
- 8.6. Would you say your opinion about the control planning for the areas where RDZ will be maintained: perfect conservation, support to RDZ residents, land purchase claim and so on?
- 9 Do you think that there were problems in enacting the greenbelt policy act in 1971? If you think so, would you say the problems?
- 10 There are two opinions. One is that the RDZ Policy Reform should be implemented because this is the election pledge of the President. The other is that the RDZ issue should be separated from the election pledge because this issue connected with the whole land use system in Korea. Would you say your position on these opinions and your reason for your position?
- 11 There were the strong statements of environmental organization and the fast of their members against the RDZ Policy Reform, and the illegal occupation of meeting places by the residents who were excluded from the relaxation of RDZ after the announcement of the MOCT about RDZ Policy Reform in the summer of 1999.
- 11.4. Do you think that these ways to express an opinion were necessary or not?  
 Number \_\_\_\_\_  
 1) Necessary  
 2) Not necessary
- 11.5. Based on the above answer, would you explain your reason?
- 11.6. If there were other ways instead of the above methods to achieve goals of each stakeholder, would you say about these ways?

## **Vita**

My name is Hyunsoo Park from Korea. I graduated from Yonsei University in 1986, and worked at Korea YMCAs. I received a Master's degree of Urban and Regional Planning at Virginia Polytechnic Institute and State University.

My concentration is Environmental Planning, especially ecosystem management in urban areas based on public participation. I hope to continue my research in this area so as to produce a model of environmental planning in developing countries.