

보행환경개선사업의 도시정책 연계방안 연구

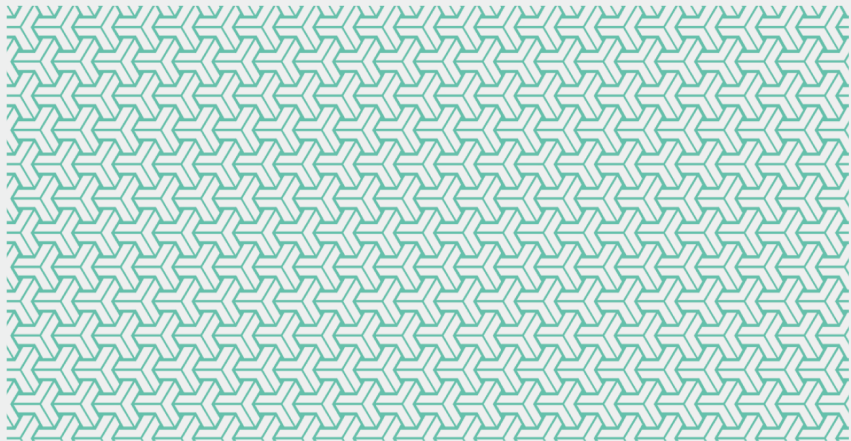
Urban Policy-based Approach for Pedestrian Environment Initiatives

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Summary



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□ The need for pedestrianization for sustainable cities

The policy implications of reorganizing the overall urban land use and street system for sustainability and response to the climate crisis are becoming clearer. In recent years, various institutional efforts such as the nationwide implementation of the 50–30 Safe Speed Policy and the strengthening of the legal status of Pedestrian Priority Streets have been achieved in Korea, and various types of public projects have been implemented to improve urban spaces formerly centered on passenger vehicles to those centered on pedestrians and public transportation. However, the limitation of these projects is that it is difficult to achieve structural policy change because they have not been designed to promote the transition of fundamental urban and transportation policies.

This study aims to examine the current status of specific policies and projects related to sustainable urban policies domestic and abroad and suggest substantive and procedural improvement alternatives to overcome the policy limitations of the current projects related to pedestrian space and street improvement, noting the need for more integrated and policy-oriented project planning and implementation.

In the case of projects aimed at transforming existing urban policies, it is necessary to promote them in connection with the contents of related mandatory plans and local government urban plans.

□ Limitations of Public Projects to Improve Pedestrian Environment

In the recent comprehensive pedestrian environment improvement projects in Korea, there is not enough consideration for agendas such as reorganizing the transportation system to focus on public transportation, bicycles, and pedestrians, and enhancing the ecological sustainability of the region.

In the absence of a sustainability-based improvement strategy for the urban transportation system in local government practice, it will be difficult to actually solve local government problems.

Therefore, in the process of promoting a new concept of policy projects, it is essential to review whether changes in related policies are being promoted in local governments in conjunction with selecting target sites and reviewing plan contents. This is closely related to the practice that existing policy projects were suddenly promoted according to the will of local governments even when they were not related to policy goals or mandatory plans, and it is a valid method from the perspective of smooth and rapid promotion of new policies, but it is likely to cause various problems at the city level because even the policies or projects promoted in this way have problems in terms of sustainability and consistency.

In the end, it should be considered that there is a big question of whether to apply a project targeting an individual street or a certain area as a means of strengthening the direction of existing urban policies or to apply it in terms of transitioning existing urban policies, and the more the central government is involved, the more it means that performance management should be closely related to the promotion of such new policy directions.

□ Controversies and lessons learned

The Yeonse-ro Transit District was a very meaningful policy to shift urban transportation policy toward public transportation. Although it has had many twists and turns and is currently in a situation of temporary suspension, it has provided a vision of what the future of our city should look like. Nevertheless, a number of operational issues have arisen, and there have been serious discussions about its demise.

If you look at the relevant statutory plans of the city of Seoul, you will find that despite the inclusion of public transportation and pedestrian-friendly cities, there is no mention of the expansion of public transportation districts. It can be expected that the status of Yeonse-ro will be difficult to be sustainable based on the legal plan and policy direction. The designation and exclusion of transit district should have been clearly shared within the local

government and with civil society in the first place, rather than being a one-off project to be implemented haphazardly wherever possible. Individual projects that do not secure policy implications and linkages with related projects during the creation process may be promoted one-time due to the will of the local government head or special circumstances, but as the case of Yeonse-ro shows, it is difficult to maintain their meaning as a sustainable policy project and a policy instrument to achieve policy effects. A transit-only district is not a single, complete project that seeks to revitalize walking around a single street or shopping district. It is a policy to achieve both public transportation accessibility and pedestrian comfort by suppressing passenger car traffic through the city center, and it is a project based on a continuity of concepts that should be expanded and connected to the adjacent road network.

In the case of best practices that have created transit-only districts, such as Nicollet Mall and Freiburg Central Station in Minneapolis, the policy goal of reducing passenger car traffic in the urban transportation system is clear, and the goal of changing the use behavior of urban space to focus on pedestrians and public transportation is presented, and significant sections are converted to dedicated or semi-dedicated transit.

Here, we can see that the issue of how to design streets and which vehicles are allowed and when is less of a technical issue and more of a set of discussions and decisions about the city's policy goals and how to change the way streets operate.

□ Implications of the U.S. Complete Streets Policy and Process

The Complete streets policy introduced and developed in the United States suggests that safety is the most important value, and it can be said that the policy will to achieve the Vision Zero plan and policy by 2040, which is currently being strongly promoted at the federal level, is reflected in the planning and design of complete streets.

The Complete streets projects in the United States were initially promoted as separate projects, but they can be seen to be closely related to the improvement of urban land use systems, zoning systems, and a clear shift in urban transportation policy goals. In particular, the reallocation of individual road rights, improvement of road cross-sections, and changes in road facilities are partial and localized, but they have not lost their significance as a means of achieving policy objectives such as urban use behavior, transportation use, and distribution.

The concept of Complete streets, which is spreading around the world, can be seen at first glance as a way to improve road design, but in the end, it can be seen that it is being used as a policy measure to accept and overcome the global agenda of transitioning to a sustainable city, an appropriate technology city, and a carbon-neutral city at the city level by breaking away from the traditional hierarchical road configuration and a city centered on automobile traffic.

This means that the effectiveness of social resources invested in individual projects can be maximized when the promotion of individual projects for pedestrian environment and street environment is carried out in close relationship with social discussions at the city level and the goals of urban policies contained in statutory plans.

□ Sustainable urban policy and public works in the EU

One of the biggest takeaways from the EU's urban policies, where many cities are simultaneously implementing a variety of policies to replace passenger vehicles, is that they have reached a point where they are working together to develop legal and institutional arrangements to improve the broader road environment. While it is true that many cities in the EU have not been systematically promoting sustainable urbanism from the beginning, but rather through various types of pilot projects, it is important to note that the implementation of individual pilot projects is not simply a one-time

project, but rather a framework for evaluation and feedback to change the direction of existing urban policies or public projects.

Traditionally used guidelines related to land use and transportation policies are inadequate to address the challenges facing cities today. For example, guidelines to increase traffic calming may conflict with existing road standards to facilitate vehicular traffic. In order to address emerging urban issues and promote a shift in policy direction, it is necessary to improve existing guidelines and standards in a timely manner. To do this, factors under the jurisdiction of various departments in addition to the main department in charge must be reviewed together, so if the implementation of a new project is carried out by the department's own initiative alone, it will soon hit a wall. This can easily lead to cases where the original purpose of the project is undermined, and the meaning of the pilot project is reduced. This means that physical transformation must be carried out together at the local government and community levels, and it is difficult to carry out properly if it is carried out by individual departments.

☐ Public projects linked to policy transformation

Traditional urban infrastructure projects are promoted in line with existing urban policies, so at least the linkage and integration of policies and projects can be considered secured. Even if problems arise in individual projects, it would be reasonable to try to solve them from the perspective of achieving the goals of urban policy.

In the process of implementing an individual project, it is necessary to review related policy plans, higher-level plans, and related plans together, and under this review, it is necessary to confirm how and to what extent the policy contribution of individual public projects will affect the improvement of policy indicators, which can be seen as a process of securing "policy (plan) – project" integration.

In addition to securing administrative rationality, policy-project integrity

also has great significance in the spatial dimension. It is natural in the nature of spatially connected urban space that the surrounding space of individual project sites should be improved together in accordance with the improvement contents of individual projects, and such changes can be made naturally when there is a goal setting at the level of city management and operating entities higher than individual project promoters.

In addition, policy–project integration has great significance in street space improvement projects, where the linkage between facility creation and operation is more important and difficult than other infrastructures, because even if individual facilities are newly improved, the intended policy goals will not be achieved if the existing operation methods are not adjusted together. Unlike the existing planning environment, where the background and context of urban policy is static, in the urban management environment, where the nature and urgency of urban problems change from time to time, it is desirable to systematize newly implemented public projects by reflecting problems dynamically and switching policies, so that institutional maintenance can be carried out efficiently.

Through the review of this study, we were able to suggest the following institutional and policy improvement directions.

- In the selection process of public projects over a certain size, the connection with the goals and indicators of related statutory plans should be reviewed and reflected.
- Public projects related to land use and transportation systems should be reviewed in conjunction with reviews of adjacent urban spaces and plans for spreading the results.
- Projects linked to new policy shifts should be reflected by establishing and operating discussion structures at the local government level and civil society level on related policies.
- Measurable policy indicators should be continuously developed and supplemented to evaluate the implementation process and results of

public projects, and reflected in the policy process and project implementation process.

- Monitoring of the implementation process and results of public projects should be carried out in advance to establish plans on how to reflect them in future policy directions.

These general principles need to be reflected in detail in the evaluation system of individual facility projects and related indexes, as well as the evaluation criteria of individual projects.

Keywords

Sustainable, Urban Policy, Pedestrian Environment, Public Projects