

3기 신도시 도시건축통합계획 모니터링을 통한 제도 개선 연구

Institutional Improvement through Monitoring
of the Urban and Architecture Integration Plan
for 3rd Generation New Towns

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SUMMARY

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The Ministry of Land, Infrastructure and Transport has been applying an Urban Architecture Integration Plan, which includes a three-dimensional urban spatial plan encompassing urban, architectural, and facility elements, to new public housing zones since 2019. While previous competitions for new town development primarily aimed at deriving urban development concepts such as basic ideas, the third-generation new towns were required to present specific plans that could extend from concept establishment to district-unit planning. However, various issues have been raised during the process of drafting and approving district plans after the competition, including problems stemming from unclear task allocation between three-dimensional urban spatial planning and engineering planning, lack of collaboration systems, as well as issues where the concepts of winning entries were not properly implemented due to various impact assessments and consultations with relevant agencies.

This study presented basic directions, suggestions for institutional and operational improvements to establish the Urban and Architecture Integration Plan as a collaborative work method for constructing an integrated spatial environment. This was achieved through monitoring at the current point in time, given that subsequent procedures such as approval of district plan changes and implementation of block-specific design competitions for third-generation new towns and pilot districts

are ongoing, then the tasks continue to be carried out under the name of Urban and Architecture Integration Plan when promoting public housing zone projects. The research outcomes are as follows;

□ Establishing Orientations for Realizing the Urban and Architecture Integration Plan

In Chapter 2, we examined discussions on urban-architectural integration in the existing new town development process with critical content related to urban-architectural integration in relevant laws, regulations and summarized the main concepts along with progress of the Urban and Architecture Integration Plan for third-generation new towns. Additionally, orientations were set for realizing the Urban and Architecture Integration Plan, which will serve as a starting point for monitoring, future institutional and operational improvements. First, in terms of the procedure system, it involves establishing the concept of the Urban and Architecture Integration Plan as well as devising highly effective procedures. Second, the coordination system consists of building a consultation and coordination system. Third, the implementation system involves developing flexible yet adaptable plans.

□ Deriving Key Issues in Terms of Formulation, Coordination, and Implementation Systems through Monitoring of the Urban and Architecture Integration Plan

In Chapter 3, we monitored third-generation new towns and pilot districts. The monitoring was carried out in two stages: the first stage involved a literature review and document analysis, while the second stage involved conducting group-specific in-depth interviews (FGI) with three-dimensional urban spatial planning teams, essential planning, primary design teams, Master Planners (MP), and Urban Concept Planners (UCP). The analysis centered on the orientations for realizing the Urban and Architecture Integration Plan (procedure system, coordination system, implementation system) set in Chapter 2, and critical issues were derived.

Regarding the procedure system, issues included the absolute lack of time for district plan approval application after district designation (within one year), unclear status, tasks, roles, authority of the three-dimensional urban spatial planning (task overlap), the need to review the appropriateness of the procurement method and scope in terms of

consistency with coherence, and problems with the low utilization of UCP plans and lack of efficacy due to non-provision of relevant data.

Regarding the coordination system, issues included specifying the participation period, role, responsibilities, authority of the Master Planner (MP), not mandating the participation of local governments as licensing authorities, and the absence of a phased cooperation system.

Regarding the implementation system, issues included the demand for complete district plans within a period that does not allow for sufficient review and the absence of Urban and Architecture Integration Plan stakeholders' participation in block-specific architectural planning.

☐ Deriving Implications for Korea through Analysis of Foreign Cases of Urban and Architecture Integration Planning

In Chapter 4, we examined foreign cases such as Amsterdam in Netherlands and Stuttgart in Germany, which implement processes for urban-architectural integration ahead of Korea.

The procedures for establishing Urban and Architecture Integration Plans in the cases of Amsterdam, Netherlands and Stuttgart, Germany were relatively similar to those of Korea's third-generation new towns. However, there were differences in the detailed processes, operational formulation, coordination, and implementation methods. Regarding the procedure system, both case study sites had sufficient time for discussion, ranging from a minimum of one to three years, to conduct thorough preliminary investigations along side with the development feasibility studies to prepare development concepts and visions before establishing a master plan (equivalent to the three-dimensional urban spatial plan of third-generation new towns in Korea). This starkly contrasted with Korea, where such processes occur within 3–6 months. Furthermore, based on sufficient preliminary investigations and discussions, they focused on recognizing the plan's feasibility and concentrating on refining it to fit reality while maintaining the main concepts and vision of the master plan. It is characteristic that they continue to discuss this process over a sufficient period.

Regarding the coordination system, in Amsterdam, Netherlands and Stuttgart, Germany

direct stakeholders, including project implementers, local government officials in charge, and master plan personnel, participated in refining and detailing the plan. They participated in all consecutive stages to establish a continuous plan. Notably, in the case of Amsterdam, Netherlands the operation of the Q-team (Quality team), which is not regulated, is being utilized not only in public but also in private investment projects. It is characteristic that it is operated through the initiative and cost-bearing of the project implementer. Additionally, it is noteworthy that their consultation and coordination process is based on the principle of unanimous agreement.

Regarding the implementation system, both were flexibly operated through non-statutory plans. The Dutch SPvE, German Rahmenplan, and Konzeptvergabe were all non-statutory plans, with differences in scope and specificity of plan content depending on the characteristics and conditions of the project sites. Procedures, periods, and consultation numbers could be freely operated. Moreover, both case study sites publicized the planning process and transparently disclosed the content of each planning stage on the local government website, which has significant implications for Korea.

□ Presenting Institutional and Operational Improvement Measures for the Establishment of Urban and Architecture Integration Planning

In Chapter 5, we summarized the significance of the Urban and Architecture Integration Plan, and a "Good Process(draft)" is proposed, outlining the goals for the realization of the Urban and Architecture Integration Plan in the medium to long term. From a short and mid-term perspective, considering the institutional and operational limitations derived from monitoring the Urban and Architecture Integration Plan of the third new towns, basic directions for institutional and operational improvements, as well as specific improvement measures, presented.

Monitoring results of the Urban and Architecture Integration Plan implementation for third-generation new towns and pilot districts revealed that the plan's objectives of rationalizing the planning process and establishing effective plans still needed to be fully achieved. Therefore, to establish the Urban and Architecture Integration Plan, it is necessary to review institutional and operational improvement measures in the following five basic directions. First, there is a need to form a consensus on the necessity of the Urban and Architecture Integration Plan. Second, procedural improvements are

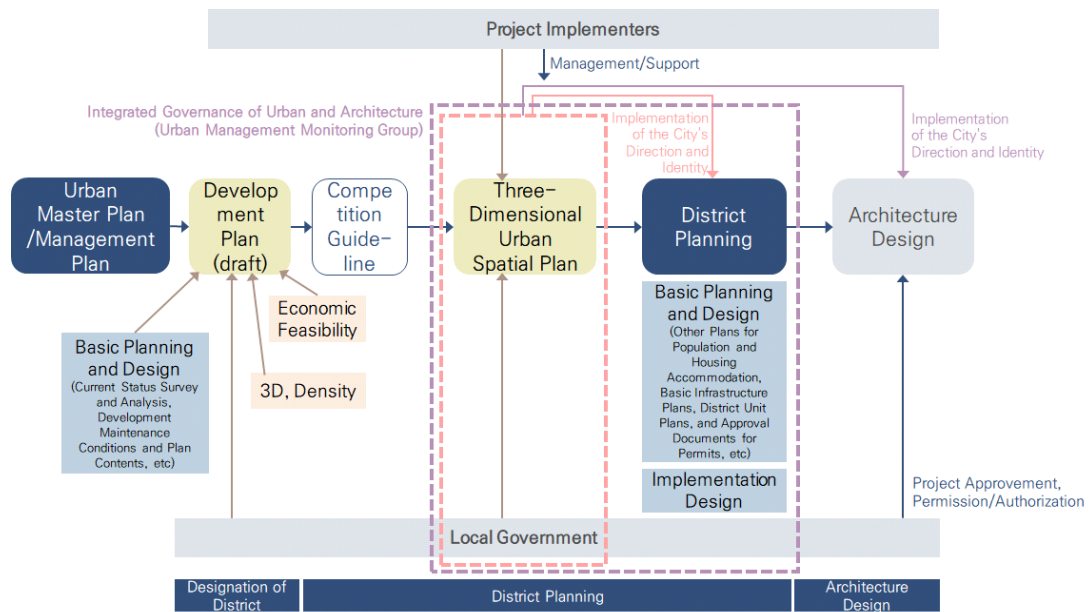


Figure 1. Good Process(draft) of Urban and Architecture Integration Plan

Source: Author

necessary for rational operation, including the non-statutory three-dimensional urban spatial plan. Third, flexibility must be secured in the district planning process due to differences in project conditions, such as district scale. Fourth, a smooth consultation and coordination system is needed as various entities participate in the planning process. Lastly, existing guidelines regarding the operation of the Master Planner (MP) should be adhered to.

For institutional improvements, proposals included institutionalizing the concept of the Urban and Architecture Integration Plan to form a consensus (Measure 1), specifying work standards for UCP and three-dimensional urban spatial planning to improve procedures for rational operation (Measure 3), enhancing the status of three-dimensional urban spatial planning (Measure 4), and applying differentiated approaches based on district scale to secure flexibility in the district planning process (Measure 5).

For operational improvements, proposals included establishing urban-architectural integration governance to form a consensus (Measure 2), building a stage-by-stage and inter-stage consultation and coordination system to facilitate smooth coordination among various entities (Measure 6), preparing guidelines for roles by an entity (Measure

7), adhering to the Master Planner-related system in Article 19 and [Appendix 1-8] of the "Public Housing Business Processing Guidelines" considering the linkage of tasks at each stage (Measure 8), and expanding the application of the urban management monitoring group operation system by Article 19, Paragraph 7 of the "Public Housing Business Processing Guidelines" to maintain consistency of urban concepts in the implementation process (Measure 9).

The institutional and operational improvement measures were categorized into mid- to long-term tasks for issues that could cause confusion in task performance, given that the Urban and Architecture Integration Plan is currently being applied in various public housing zone projects. Other measures were categorized as short-term tasks, and implementation plans were presented accordingly.

To realize the institutional and operational improvement measures proposed in this study, in-depth discussions and institutional improvements by relevant entities such as project implementers and the Ministry of Land, Infrastructure and Transport are necessary. Furthermore, as monitoring implies a phase, this study represents monitoring at the initial stage, and continuous monitoring of the implementation process of the Urban and Architecture Integration Plan in public housing zones is also required.

As follow-up tasks, quantitative and qualitative analysis of the effects before and after applying the Urban and Architecture Integration Plan method is needed. Additionally, research on the universal application of the Urban and Architecture Integration Plan at the urban level beyond public housing zones is necessary. Notably, as urban innovation zones, mixed-use zones, and urban/county planning facility complex zones have been introduced through the "National Land Planning and Utilization Act" implemented in August 2024, in-depth research on the application of the Urban and Architecture Integration Plan in connection with these systems is required.

Keywords :

Urban and Architecture Integration Plan, Master Plan, 3rd Generation New Towns, Public Housing Zone